



Rialtas na hÉireann
Government of Ireland

A White Paper to End Direct Provision and to Establish a New International Protection Support Service

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Chapter

1

Forewords

In this chapter

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Foreword from the Tánaiste

Foreword from Minister for Children, Equality, Disability, Integration and Youth Roderic O’Gorman, T.D.

Foreword from the Taoiseach

I very much welcome the publication of this White Paper to end Direct Provision. Its completion marks significant progress on our Programme for Government commitment to end the Direct Provision system and replace it with a new International Protection accommodation policy, centred on a not-for-profit approach.

The shortcomings of the current accommodation system for applicants for International Protection in congregated settings have been widely recognised and developing a new long-term approach has been a key priority for this Government.

This White Paper sets out an ambitious and comprehensive model to provide accommodation and other supports in health, housing, education, and employment for people in our International Protection System.

Centred on a human rights and equality based approach, this new model will support applicants for International Protection from day one. It will allow us to ensure their needs are met and that they can integrate with independence into the community. It recognises the diverse and differing needs of applicants, depending on their life situations.

This approach will be strengthened by measures that will allow applicants for International Protection apply to access the labour market after 6 months and address barriers such as those relating to drivers' licences. Important work will also proceed in tandem in the Department of Justice to reduce processing times for International Protection applications.

A whole of Government approach has been involved in the development of this White Paper and will continue as we move forward on the implementation plan. Departments and agencies must work closely together, along with key stakeholders and communities, to ensure a successful and timely transition to the new model.

The White Paper has been informed by the Report of the Advisory Group on the Provision of Support including Accommodation to Persons in the International Protection process, as well as by the reports produced by the Inter-Departmental Group on Direct Provision and the Oireachtas Joint Committee on Justice and Equality and I want to thank all involved for their important input.

The publication of this White Paper forms a very significant part of this Government's work to create a more just society, grounded in respect, diversity, tolerance, inclusion and equality. We will now continue to work on the delivery of this new model of International Protection in order to ensure that we treat all applicants to the process with dignity and respect.

Brollach leis an Taoiseach

Cuirim fearadh na fáilte roimh fhoilsiú an Pháipéir Bháin seo a chuirfidh deireadh le Soláthar Díreach. Léiríonn a thabhairt chun críche an dul chun cinn suntasach a rinneamar ar an ngealltanais a rinneamar i gClár an Rialtais deireadh a chur leis an gcóras Soláthair Dhírigh agus beartas nua cóiríochta Cosanta Idirnáisiúnta a chur ina ionad, atá dírithe ar chur chuige neamhbhrabúsach.

Aithníodh go fairsing lochtanna an chórais reatha chóiríochta le haghaidh iarratasóirí ar Chosaint Idirnáisiúnta i suíomhanna comhchónaithe agus thug an Rialtas seo an chéad tús áite do chur chuige fadtéarmach nua a fhorbairt.

Leagtar amach sa Pháipéar Bán samhail uailmhianach agus chuimsitheach chun cóiríocht agus tacaíochtaí eile a sholáthar sa tsláinte, tithíocht, oideachas agus san fhostaíocht do dhaoine inár gCóras Cosanta Idirnáisiúnta.

Tá an tsamhail nua seo dírithe ar chur chuige atá bunaithe ar chearta daonna agus comhionannas agus tacóidh sí le hiarratasóirí ar Chosaint Idirnáisiúnta ón gcéad lá. Cuirfidh sé ar ár gcumas a chinntiú go bhfreastalaítear ar a riachtanais agus gur féidir leo comhcheangal neamhspleách a dhéanamh isteach sa phobal. Aithnítear ann riachtanais éagsúla agus dhifriúla iarratasóirí, ag brath ar chásanna a saoil.

Neartóidh bearta an cur chuige seo a cheadóidh d'iarratasóirí ar Chosaint Idirnáisiúnta cur isteach ar an margadh saothair a iontráil i ndiaidh sé mhí agus dul i ngleic le bacainní cosúil leo siúd a bhaineann le ceadúnais tiomána. Tabharfar faoi obair thábhachtach ag an am céanna freisin sa Roinn Dlí agus Cirt chun amanna próiseála iarratas ar Chosaint Idirnáisiúnta a laghdú.

Bhí cur chuige uile-Rialtais i gceist nuair a bhí an Páipéar Bán seo á fhorbairt agus leanfaidh an cur chuige sin a bheith i bhfeidhm fad a dhéanaimid dul chun cinn ar an bplean um chur i bhfeidhm. Caithfidh ranna agus gníomhaireachtaí oibriú go dlúth lena chéile, anuas ar phríomhpháirtithe leasmhara agus pobail, lena chinntiú go n-aistrítear go rathúil agus go tráthúil chuig an tsamhail nua.

Chuir Tuarascáil an Ghrúpa Chomhairligh um Sholáthar Tacaíochta agus Cóiríochta do Dhaoine sa phróiseas Cosanta Idirnáisiúnta eolas ar fáil don Pháipéar Bán, chomh maith leis na tuarascálacha ar Sholáthar Díreach a chuir an Grúpa Idir-Rannach agus Comhchoiste an Oireachtais um Dhlí agus Ceart agus Comhionannas le chéile agus ba mhaith liom buíochas a ghabháil le gach duine a bhí bainteach as a n-ionchur tábhachtach.

Tá foilsiú an Pháipéir Bháin seo mar chuid an-tábhachtach d'obair an Rialtais seo chun sochaí níos córa a chruthú, atá bunaithe go daingean ar mheas, éagsúlacht, caoinfhulaingt, ionchuimsiú agus comhionannas. Leanfaimid ag oibriú anois chun an tsamhail nua seo Cosanta Idirnáisiúnta a sholáthar lena chinntiú go gcaithimid le gach iarratasóir ar an bpróiseas le dínit agus cóimheas.

Foreword from the Tánaiste

For centuries, Irish people fleeing persecution and maltreatment sought and received protection abroad. It's only right that we should now offer that protection to others who need it. As members of the United Nations and the European Union, we also have an obligation to offer asylum to those seeking International Protection within our borders.

Over the years, it's been heart-warming to see so many people who came to Ireland as refugees choosing to settle here, becoming citizens, strengthening our economy and enriching our society. I am also very aware that large numbers of asylum-seekers and former asylum-seekers have been essential workers in this pandemic working in areas like healthcare and the food industry.

We have a responsibility to ensure that applicants for International Protection are treated fairly and respectfully while applying for protection, and that their basic needs are met. Irish citizens and taxpayers have a right to expect an International Protection system that is efficient in time and cost, protects their security and is not open to abuse. Failure to do so risks causing it to lose public support.

Applicants come from a wide variety of countries, with diverse languages, life experiences and expectations. Some come as members of a family and others on their own. Many have suffered trauma prior to arriving in Ireland.

They require an accommodation and support service that can respond to the diversity of their needs. Direction Provision does not do that and I commend Minister O'Gorman and his team for their resolve to replace it.

The new model recognises that applicants for International Protection require access to on-going assistance. Applicants will have a caseworker to co-ordinate supports. Public services (health, education, childcare and employment activation) will be available in the Reception and Integration Centre which will be designed to accommodate applicants initially.

As Tánaiste and Minister for Enterprise, Trade and Employment, I welcome the new initiatives contained in the White Paper to help International Protection applicants to access employment. These new initiatives will complement measures we have already brought in, such as allowing asylum seekers to access the labour market and extending permission to work from six months to twelve months. We have also made it easier for asylum-seekers to access third level education.

This new model will ensure that applicants are treated fairly while waiting for a decision on their case. It will equip those who are given status with the skills to integrate into their communities, and to develop their talents and abilities. The model will play its part in building an Ireland that is open to new talent, and that harnesses the skills of newcomers to the benefit of everyone.

Brollach leis an Tánaiste

Ar feadh na gcéadta bliain, lorg agus fuair Éireannaigh a bhí ag teitheadh ón ngéarleanúint agus ón drochíde cosaint thar lear. Is ceart agus is cóir go gcuirimid an chosaint sin ar fáil anois do dhaoine eile a bhféadfadh go bhfuil sé ag teastáil uathu. Mar bhaill de na Náisiúin Aontaithe agus den Aontas Eorpach, tá oibleagáid orainn freisin tearmann a chur ar tairiscint dóibh siúd a bhfuil Cosaint Idirnáisiúnta á lorg acu laistigh dár dteorainneacha.

Le himeacht na mblianta, chuir sé gliondar croí orainn a thabhairt faoi deara gur roghnaigh an oiread sin daoine a tháinig go hÉirinn mar dhéanaithe chun cur fúthu anseo, go ndearnadh saoránaigh díobh, gur neartaigh siad ár ngeilleagar agus gur shaibhrigh siad ár sochaí. Tuigim go maith freisin gurbh oibríthe bunriachtanacha líonta móra d'iarrthóirí tearmainn agus d'iar-iarrthóirí tearmainn sa phaindéim seo a d'oibrigh i limistéir cosúil le cúram sláinte agus an tionscal bia.

Tá freagracht orainn a chinntiú go gcaitear go cothrom agus le meas le hiarratasóirí ar chosaint idirnáisiúnta fad a dhéanann siad iarratas ar chosaint, agus go sásaítear a mbunriachtanais. Tá an ceart ag saoránaigh agus cáiniócoirí Éireannacha súil a bheith acu go bhfuil córas cosanta idirnáisiúnta ann atá éifeachtúil i dtaobh ama agus costais, agus a chosnaíonn a slándáil agus nach nglacann le mí-úsáid. Má theipeann ar an gcóras sin a dhéanamh, tá an baol ann go gcaillfeadh tacaíocht an phobail.

Is ó réimse fairsing tíortha a thagann iarratasóirí, agus bíonn teangacha éagsúla á labhairt acu, bíonn eispéiris éagsúla saoi acu agus bíonn ionchais éagsúla acu. Tagann roinnt díobh go hÉirinn mar dhaoine muinteartha agus tagann daoine eile anseo leo féin. Bhí go leor díobh thíos le crá sular tháinig siad go hÉirinn.

Teastaíonn seirbhísí uathu a fhreastalaíonn orthu agus a thacaíonn leo agus ar féidir leo freagairt d'éagsúlacht a riachtanas. Ní dhéanann Soláthar Díreach é sin agus molaim an tAire O'Gorman agus a fhoireann as a ndiongbháilteacht chun Soláthar Díreach a athsholáthar.

Aithnítear sa tsamhail nua go dteastaíonn cúnaimh leanúnach ó iarratasóirí ar Chosaint Idirnáisiúnta. Sannfar cásoibrí d'iarratasóirí chun tacaíochtaí a chomhordú. Beidh seirbhísí poiblí (sláinte, oideachas, cúram leanaí agus gníomhachtú fostaíochta) ar fáil sna hionaid fáiltithe agus tacaíochta a dhearfadh le freastal ar iarratasóirí i dtosach.

Mar an Tánaiste agus an tAire Fiontar, Trádála agus Fostaíochta, cuirim fáilte roimh na tionscnaimh nua a chuimsítear sa Pháipéar Bán chun cabhrú le hiarratasóirí ar Chosaint Idirnáisiúnta chun fostaíocht a bhaint amach. Cuirfidh na tionscnaimh nua seo le bearta atá tugtha isteach againn cheana féin, cosúil lena cheadú d'iarrthóirí tearmainn teacht a bheith acu ar an margadh saothair agus síneadh a chur leis an gcead a thugtar dóibh oibriú ó shé mhí go dtí dhá mhí dhéag. Tá sé déanta níos éasca againn freisin ar iarrthóirí tearmainn chun oideachas tríú leibhéal a rochtain.

Cinnteoídh an tsamhail nua seo go gcaitear go cothrom le hiarratasóirí fad a bhíonn siad ag feitheamh le go ndéantar cinneadh faoina gcás. Tabharfaidh sé na scileanna dóibh siúd a mbronntar stádas orthu chun comhcheangal a dhéanamh ina bpobail, agus a dtallann agus a gcumas a fhorbairt. Glacfaidh an tsamhail páirt le hÉire a thógáil a ghlacann le tallann nua, agus ina saothraítear scileanna daoine nua ar mhaithe le cách.

Foreword from Minister for Children, Equality, Disability, Integration and Youth Roderic O’Gorman, T.D.


Direct Provision was established in 1999 as a temporary response to accommodating people seeking International Protection. In the decades since, it has proven expensive, inefficient, and ill-equipped to respond to shifting trends in international migration. More worryingly, it failed to respect the dignity and human rights of individuals, something which has rightly been subject to criticism from human rights organisations, activists, and those who are in it and have passed through it.

It is for these reasons that Government has decided that a new approach is needed, that will bring an end to Direct Provision and create a new system based on a not-for-profit approach, grounded in the principles of human rights, respect for diversity and respect for privacy and family life.

We are acutely aware that people who apply for International Protection have often arrived in Ireland after fleeing war or persecution and after having undertaken dangerous journeys. Too often, Direct Provision compounded the difficulties faced by those arriving in Ireland. People in Ireland want to be proud of the welcome extended and supports provided to people who come here seeking protection.

This White Paper outlines the new approach that will be developed between now and the end of 2024. It sets out the accommodation options that will be offered to an applicant for International Protection through a phased approach that will take account of the length of time that the person is in the International Protection process.

The new system will provide a structure of accommodation and supports that ensures people who are applying for protection are helped integrate into Ireland from day one, with health, housing, education, and employment supports at the core of the new system.



This new approach will end congregated and institutional living. Instead it focuses on supporting integration from day one. Applicants will initially reside in a Reception and Integration Centre, with own-door or own-room accommodation, where they will be assigned a case-worker and receive wrap-around supports, healthcare and education. Within a short period of time, this support will extend to include access to housing and employment in order to prepare them, and enable them, to live independently within the community.

After a four month period, residents will move to accommodation within the community. This accommodation will be sourced through different strands, with the most appropriate accommodation being identified in conjunction with the individual applicant or family. Through the implementation of the new system, and in its functioning, we will build in mechanisms to ensure the trust of those who are in the system and of the wider public.

The principle of fairness will be embedded in this new approach. Each county will be asked to accommodate applicants for International Protection so that the International Protection accommodation process becomes a standard feature of Irish cities and towns and to ensure that applicants do not become ghettoised in any one area.

The new model is ambitious. Undertaking such transformative change will take time and resources. The process of change will begin in 2021. The first step will be to establish a transition team that will initiate this complex change process. As the development of the new model will involve a range of departments and public bodies, a Programme Board will be chaired by the Department of Children, Equality, Disability, Integration and Youth (DCEDIY) to oversee the implementation of the change process. Recognising that the new approach will involve NGOs, communities and former residents, they will be represented on the Programme Board. In view of the complexity of the change proposed, the Programme Board will also include experts in human rights, in the development of change processes and in significant capital programmes.

It is right that we are ambitious. Ireland should be recognised as a country which extends compassion, support, and understanding to those who are in need. Ultimately, we will not succeed as a nation unless we care for the most vulnerable in our country, and that includes those who come here seeking our protection. In making a home here, people seeking protection strengthen and enrich our communities, and as a State, we have a responsibility to support their integration from day one.

Brollach ón an tAire Leanaí, Comhionannais, Míchumais, Lánpháirtíochta agus Óige Roderic O’Gorman, T.D.

Bunaíodh Soláthar Díreach i 1999 mar fhreagairt shealadach do chóiríocht a chur ar fáil do dhaoine a raibh cosaint idirnáisiúnta á lorg acu. Sna blianta ó shin i leith, cruthaíodh go bhfuil sé costasach, neamhéifeachtúil, agus nach féidir leis freagairt do threochtaí in imirce idirnáisiúnta. Ábhar buartha é gur theip air meas a léiriú ar dhínit agus ar chearta daonna daoine aonair, agus rinne eagraíochtaí ceart daonna, gníomhaithe, agus iad siúd atá i soláthar díreach agus a ghabh tríd, é seo a cháineadh, faoi mar ba cheart dóibh a dhéanamh.

Is ar na cúiseanna seo go ndearna an Rialtas an cinneadh go dteastaíonn cur chuige nua, a chuirfidh deireadh le Soláthar Díreach agus a chruthóidh córas nua bunaithe ar chur chuige neamhbhrabúsach, atá bunaithe ar phrionsabail na gceart daonna, meas a léiriú ar éagsúlacht agus ar phríobháideacht agus beatha an teaghlaigh.

Is eol go soiléir dúinn gur minic gur tháinig daoine a chuir isteach ar Chosaint Idirnáisiúnta go hÉirinn i ndiaidh dóibh teitheadh ó chogadh nó ó ghéarleanúint agus tar éis dóibh turais bhaolacha a dhéanamh. Ba ró-mhinic gur chuir Soláthar Díreach leis na deacrachtaí a bhí rompu siúd a tháinig go hÉireann. Ba mhaith le daoine in Éirinn a bheith bródúil as an bhfáilte a chuirtear roimh dhaoine a thagann anseo agus cosaint á lorg acu agus as na tacaíochtaí a sholáthraítear dóibh.

Tugtar cuntas sa Pháipéar Bán seo ar an gcur chuige nua a fhorbrófar idir an t-am i láthair agus deireadh 2024. Leagtar amach ann na roghanna cóiríochta a chuirfear ar tairiscint d’iarratasóir ar Chosaint Idirnáisiúnta trí chur chuige céimnithe ina gcuirfear san áireamh an fad ama a bhíonn an duine sa phróiseas um Chosaint Idirnáisiúnta.

Cuirfear struchtúr cóiríochta agus tacaíochtaí sa chóras nua a chinntíonn go gcabhraítear le daoine a chuireann isteach ar chosaint chun comhtháthú isteach in Éirinn ón gcéad lá, agus beidh sláinte, tithíocht, oideacht, agus tacaíochtaí fostaíochta i gcroílár an chórais nua.

Cuirfidh an cur chuige nua seo deireadh le maireachtáil le chéile agus institiúide, agus díreoidh sé, ina ionad sin, ar thacú le himeascadh ón gcéad lá. Cónóidh iarratasóirí i dtosach in Ionad Fáiltithe agus lmeasctha, ina mbeidh a gcóiríocht 'doras féin' nó 'seomra féin' acu, áit a sannfar cásoibrí dóibh agus áit a gcuirfear tacaíochtaí, cúram sláinte agus oideachas cuimsitheach ar fáil dóibh. Laistigh de thréimhse ghearr ama, cuirfear teacht ar thithíocht agus ar fhostaíocht ar fáil mar chuid den tacaíocht seo chun iad a ullmhú, agus iad a chumasú, chun maireachtáil go neamhspleách laistigh den phobal.

I ndiaidh thréimhse ceithre mhí, aistreoidh cónaitheoirí chuig cóiríocht laistigh den phobal. Aimseofar an chóiríocht seo trí shnáitheanna éagsúla, agus saináithneofar an chóiríocht is cuí i gcomhar leis an iarratasóir nó an teaghlach aonair. Forbróimid meicníochtaí, tríd an gcóras nua a chur i bhfeidhm agus a fheidhmiú, lena chinntiú go mbíonn iontaobh acu siúd atá sa chóras agus ag an bpobal i gcoitinne ann.

Bunófar prionsabal na cothroime sa chur chuige nua seo. Iarrfar ar gach contae chun freastal ar iarratasóirí ar Chosaint Idirnáisiúnta chun go ndéanfar gné chaighdeánach den phróiseas um Chosaint Idirnáisiúnta de chathracha agus de bhailte Éireannacha agus lena chinntiú nach ndéantar iarratasóirí a aonrú ina aon cheantar amháin.

Tá an tsamhail nua uailmhianach. Glacfaidh sé roinnt ama agus acmhainní chun athrú chomh suntasach sin a dhéanamh. Cuirfear tús leis an bpróiseas athraithe in 2021. Is éard a bheidh sa chéad chéim ná foireann aistrithe a bhunú a chuirfidh tús leis an bpróiseas casta athraithe seo. Mar gheall go mbeidh roinnt ranna agus comhlachtaí poiblí i gceist leis an tsamhail nua, déanfaidh an Roinn Leanaí, Comhionannais, Míchumais, Lánpháirtíochta agus Óige (an RLCMLÓ) cathaoirleacht ar Bhord Cláir chun maoirseacht a dhéanamh ar chur i bhfeidhm an phróisis athraithe. Mar gheall go mbeidh eagraíochtaí neamhrialtasacha (NGOanna), pobail agus iarchónaitheoirí sa chur chuige nua, déanfar ionadaíocht dóibh ar Bhord an Chláir. I gcomhthéacs chastacht an athraithe a bheartaítear, beidh saineolaithe ceart daonna i mBord an Chláir chun próisis athraithe agus cláir chaipitil thábhachtacha a fhorbairt.

Is ceart agus is cóir dúinn bheith uailmhianach. Ba cheart Éire a aithint mar thír a léiríonn atrua, tacaíocht, agus tuiscint dóibh siúd atá i ngátar. I ndeireadh na dála, ní éireoidh linn mar náisiún mura dtugaimid aire do na daoine is leochailí inár dtír, agus áirítear leis seo iad siúd a thagann anseo agus ár gcosaint á lorg acu. Déanann daoine a lorgaíonn cosaint, agus iad ag cur fúthu anseo, ár bpobail a neartú agus a shaibhriú, agus tá freagracht orainn, mar Stát, chun tacú lena n-imeascadh ón gcéad lá.

Parathënie nga Ministri për Fëmijë, Barazi, Aftësi të Kufizuara, Integrim dhe Rini Roderic O’Gorman, T.D.

Sigurimi Direkt u krijua në vitin 1999 si një përgjigje e përkohshme për të akomoduar njerëzit që kërkojnë Mbrojtje Ndërkombëtare. Në dekadat që nga ajo kohë, është treguar e shtrenjtë, joefikase dhe e pa pajisur për t’iu përgjigjur trendeve të zhvendosjes në migracionin ndërkombëtar. Më shqetësuese, nuk arriti të respektojë dinjitetin dhe të drejtat njerëzore të individëve, diçka që me të drejtë ka qenë objekt kritikash nga organizatat e të drejtave të njeriut, aktivistët dhe ata që janë në të dhe kanë kaluar nëpër të.

Për këto arsye, Qeveria ka vendosur që është e nevojshme një qasje e re, e cila do t’i japë fund Sigurimit Direkt dhe do të krijojë një sistem të ri të bazuar në një qasje jo-fitimprurëse, bazuar në parimet e të drejtave të njeriut, respektimin e diversitetit dhe respekt për jetën private dhe jetën familjare.

Ne jemi plotësisht të vetëdijshëm se njerëzit që aplikojnë për Mbrojtje Ndërkombëtare kanë arritur shpesh në Irlandë pasi kanë ikur nga lufta ose persekutimi dhe pasi kanë ndërmarrë udhëtime të rrezikshme. Shumë shpesh, Sigurimi Direkt shtonte vështirësitë me të cilat përballeshin ata që mbërrinin në Irlandë. Njerëzit në Irlandë duan të jenë krenarë për mirëseardhjen e dhënë dhe mbështetjen e dhënë njerëzve që vijnë këtu për të kërkuar mbrojtje.

Kjo Letër e Bardhë përshkruan qasjen e re që do të zhvillohet nga tani deri në fund të vitit 2024. Ajo paraqet mundësitë e akomodimit që do t’i ofrohen një aplikuesi për Mbrojtje Ndërkombëtare përmes një qasjeje në faza që do të marrë parasysh gjatësinë e kohës që personi është në procesin e Mbrojtjes Ndërkombëtare.

Sistemi i ri do të sigurojë një strukturë akomodimi dhe mbështetje që siguron që njerëzit që aplikojnë për mbrojtje të ndihmohen që të integrohen në Irlandë që nga dita e parë, me mbështetjet në shëndet, strehim, arsim dhe punësim në thelbin e sistemit të ri.

Kjo qasje e re do t'i japë fund jetesës së bashkuar dhe institucionale, dhe në vend të kësaj do të përqendrohet në mbështetjen e integritit nga dita e parë. Aplikuesit fillimisht do të banojnë në një Qendër Pranimi dhe Integrimi, me strehim me dyer ose dhomë të veten, ku do t'i caktohet një punonjës i çështjes dhe do të marrin mbështetje, kujdes shëndetësor dhe arsimim. Brenda një periudhe të shkurtër kohore, kjo mbështetje do të shtrihet për të përfshirë mundësinë e strehimit dhe punësimit për t'i përgatitur ata, dhe për t'i mundësuar atyre, që të jetojnë të pavarur brenda komunitetit.

Pas një periudhe katër mujore, banorët do të lëvizin në një akomodim brenda komunitetit. Ky strehim do të sigurohet përmes rrugëve të ndryshme, me akomodimin më të përshtatshëm të identifikuar së bashku me aplikuesin individual ose me familjen. Përmes implementimit të sistemit të ri dhe funksionimit të tij, ne do të ndërtojmë mekanizma për të siguruar besimin e atyre që janë në sistem dhe publikut më të gjerë.

Parimi i drejtësisë do të përfshihet në këtë qasje të re. Nga secili qark do të kërkohet që të akomodojë aplikuesit për Mbrojtje Ndërkombëtare në mënyrë që procesi i akomodimit i Mbrojtjes Ndërkombëtare të bëhet një tipar standard i qyteteve Irlandeze dhe të sigurojë që aplikuesit të mos bëhen geto në asnjë zonë.

Modeli i ri është ambicioz. Ndërmarrja e një ndryshimi të tillë transformues kërkon kohë dhe burime. Procesi i ndryshimit do të fillojë në vitin 2021. Hapi i parë do të jetë krijimi i një ekipi në tranzicion që do të iniciojë këtë proces kompleks ndryshimi. Ndërsa zhvillimi i modelit të ri do të përfshijë një sërë departamentesh dhe organesh publike, një Bord Programi do të kryesohet nga Departamenti i Fëmijëve, Barazisë, Aftësisë së Kufizuar, Integritit dhe Rinisë (DCEDIY) për të mbikëqyrur zbatimin e procesit të ndryshimit. Duke ditur që qasja e re do të përfshijë OJQ-të, komunitetet dhe ish-banorët, ato do të përfaqësohen në Bordin e Programit. Në funksion të kompleksitetit të ndryshimit të propozuar, Bordi i Programit do të përfshijë gjithashtu ekspertë për të drejtat e njeriut, në zhvillimin e proceseve të ndryshimit dhe në programe të rëndësishme kapitale.

Është e drejtë që ne jemi ambiciozë. Irlanda duhet të njihet si një vend i cili tregon dhembshuri, mbështetje dhe mirëkuptim për ata që janë në nevojë. Në fund të fundit, ne nuk do të kemi sukses si komb nëse nuk kujdesemi për më të prekshmit në vendin tonë, dhe kjo përfshin ata që vijnë këtu për të kërkuar mbrojtjen tonë. Duke krijuar një shtëpi këtu, njerëzit që kërkojnë mbrojtje forcojnë dhe pasurojnë komunitetet tona dhe si shtet, ne kemi përgjegjësinë të mbështesim integritin e tyre që nga dita e parë.

مقدمة من وزير شؤون الأطفال والمساواة والإعاقة والاندماج والشباب "T.D" رودريك أوكورمان

لقد تم تأسيس مراكز نظام الاشراف المباشر في عام 1999 كاستجابة مؤقتة من اجل استيعاب الأشخاص الذين يسعون للحصول على الحماية الدولية. و في العقود التي تلت ذلك ، ثبت أنها باهظة التكلفة وغير فعالة و غير مجهزة للاستجابة للاتجاهات المتغيرة في الهجرة الدولية. والأكثر إثارة للقلق ، أنها أخفقت في احترام كرامة الأفراد وحقوقهم الإنسانية ، وهو الأمر الذي تعرض للكثير من الانتقادات من قبل منظمات حقوق الإنسان والناشطين ومن الذين يعيشون في تلك المراكز فيها والذين عاشوا سابقا فيها.

ولهذه الأسباب التي تم ذكرها ، قررت الحكومة أن هناك حاجة إلى نهج وبرنامج جديد ، من شأنه أن يضع حدًا لانتهاء نظام مراكز الاشراف المباشر وان يتم انشاء نظامًا جديدًا يقوم على نهج غير هادف للربح ، يركز على مبادئ حقوق الإنسان ، واحترام التنوع واحترام الخصوصية والحياة الأسرية.

و نحن ندرك تمامًا أن الأشخاص الذين يتقدمون بطلب للحصول على الحماية الدولية قد وصلوا غالبًا إلى أيرلندا بعد الفرار من الحرب أو الاضطهاد و بعد القيام برحلات خطيرة. و في كثير من الأحيان ، ضاعفت مراكز الاشراف المباشر الصعوبات التي يواجهها الوافدون إلى أيرلندا. حيث يريد الناس في أيرلندا أن يفخروا بالترحيب والدعم المقدم للأشخاص الذين يأتون إلى هنا طلبًا لحق الحماية.

يحدد هذا المستند التعريفي التمهيدي النهج الجديد الذي سوف يتم تطويره من الآن وحتى نهاية عام 2024. و سوف يحدد خيارات الإقامة والاسكان التي سوف يتم تقديمها الى مقدمي طلب الحماية الدولية من خلال نهج مرحلي يأخذ في الاعتبار طول الوقت الذي يستغرقه شخص في عملية الحماية الدولية.

سوف يوفر النظام الجديد هيكلًا للإقامة والسكن والدعم يضمن مساعدة الأشخاص الذين يتقدمون بطلبات للحصول على الحماية من اجل الاندماج في أيرلندا من اليوم الأول ، مع دعم في مجالات الصحة والإسكان والتعليم والتوظيف التي هي في صميم النظام الجديد.

سوف ينهي هذا النهج الجديد الحياة الجماعية والمؤسسية المتبعة حاليًا ، بل و بدلاً من ذلك سوف يتم التركيز على دعم الاندماج من اليوم الأول. سوف يقيم

مقدمو الطلبات مبدئيًا في مركز استقبال وإدماج ، مع سكن خاص أو غرفة خاصة ، حيث سيتم تخصيص موظف قضية وحالة لدعم ملفكم و سوف يتم اعطائكم الدعم الشامل للرعاية الصحية والتعليم. وبعد ذلك و في غضون فترة زمنية قصيرة ، سوف يمتد هذا الدعم لكي يشمل الوصول إلى السكن والعمل من أجل إعدادكم وتمكينكم من العيش بشكل مستقل داخل المجتمع.

بعدها بفترة أربعة أشهر ، سوف ينتقل السكان إلى مسكن في داخل المجتمع المحلي. سوف يتم توفير أماكن الإقامة و السكن هذه من خلال فروع ومنظمات مختلفة ، مع تحديد مكان الإقامة الأنسب بالاشتراك مع مقدم الطلب الفردي أو العائلة. من خلال تنفيذ النظام الجديد ، وعمله ، سنبنّي آليات لضمان ثقة من هم في النظام والجمهور الأوسع.

سوف يتم تضمين مبدأ الانصاف في هذا البرنامج الجديد. سوف يُطلب من كل مقاطعة في البلاد ان يتم استيعاب المتقدمين للحصول على الحماية الدولية بحيث تصبح عملية الإقامة والسكن الخاصة بطلبي الحماية الدولية ميزة خاصة للمدن والبلدات الأيرلندية ومن أجل ضمان ان لا يتم عدم عزل طالبي الحماية الدولية في منطقة واحدة.

ان النموذج والنظام الجديد هو برنامج طموح. و إن إجراء مثل هذا التغيير التحويلي سوف يستغرق وقتًا وموارد. سوف تبدأ عملية التغيير في عام 2021. وسوف تتمثل الخطوة الأولى في إنشاء فريق انتقالي لكي يبدأ عملية التغيير المعقدة هذه. نظرًا لأن تطوير النموذج الجديد سوف يشمل مجموعة من الإدارات والهيئات العامة في البلاد ، فسوف يرأس مجلس البرنامج إدارة الأطفال والمساواة والإعاقة والاندماج والشباب (DCEDIY) من أجل الاشراف على تنفيذ عملية التغيير. واعترافا بأن النهج والنظام الجديد سوف يشمل العديد من المنظمات غير الحكومية والمجتمعات المحلية والمقيمين السابقين ، فسوف يتم تمثيلهم في مجلس البرنامج. وبالنظر إلى تعقيد التغيير المقترح ، سوف يضم مجلس البرنامج أيضًا خبراء في حقوق الإنسان ، وفي تطوير عمليات التغيير وفي البرامج الرأسمالية الهامة.

صحيح أننا طموحون و يجب الاعتراف بأيرلندا كدولة تقدم التعاطف والدعم والتفهم لمن هم في حاجة إليها. في النهاية ، لن ننجح نحن كأمة ما لم نعتني بالفئات الأكثر ضعفًا في بلدنا ، وهذا يشمل أولئك الذين يأتون إلى هنا طالبًا لحمايتنا. ومن أجل بناء وطن هنا ، حيث يقوم الأشخاص الذين يسعون إلى الحماية بتقوية مجتمعاتنا وإثرائه ، وكدولة ، نثق على عاتقنا مسؤولية دعم اندماجهم منذ اليوم الأول .

Introduction du ministre de l'Enfance, de l'Égalité, du Handicap, de l'Intégration et de la Jeunesse Roderic O'Gorman, T.D.

Direct Provision (provision directe) a été établi en 1999 comme une solution temporaire pour les personnes demandant la protection internationale. Depuis, ce système s'est montré onéreux, inefficace et mal adapté aux besoins de la migration internationale. Plus inquiétant encore, il n'a pas respecté la dignité et les droits de l'homme des individus, ce qui a fait l'objet de critiques, à juste titre, de la part des organisations de droits de l'homme, des activistes et des personnes qui sont passées par ce système, ou qui y sont toujours.

C'est pourquoi le gouvernement a décidé de mettre en place une nouvelle approche et de mettre fin au *Direct provision* afin de créer un nouveau système non lucratif, basé sur les principes des droits de l'homme, du respect pour la diversité, de la vie privée et de la vie de famille.

Nous avons conscience que les personnes demandant la protection internationale arrivent souvent en Irlande pour fuir la guerre ou la persécution après un voyage dangereux. Bien souvent, le système de *Direct Provision* aggravait les difficultés rencontrées par ces arrivants. Les citoyens d'Irlande veulent être fiers de l'accueil et du soutien proposés aux personnes qui cherchent la protection.

Ce papier présente la nouvelle approche qui sera développée d'ici la fin 2024. Il énonce les options d'hébergement qui seront proposées à un demandeur de protection internationale par le biais d'une approche en plusieurs étapes qui prendra en compte le temps passé par la personne dans le processus de protection.

Ce nouveau système apportera une structure d'hébergement et de soutien qui assurera l'intégration des personnes qui demandent la protection au sein de l'Irlande, notamment avec des aides en matière de santé, de logement, d'éducation et d'emploi.

Cette nouvelle approche mettra un terme à la vie institutionnelle, en groupe, et se concentrera sur l'aide à l'intégration dès le début. Les demandeurs résideront d'abord dans un centre de réception et d'intégration, avec un hébergement ou une chambre personnelle. Un travailleur social leur sera affecté pour les aider en matière de santé, d'éducation, et de sujets généraux. Après un court laps de temps, cette aide sera étendue pour inclure l'accès au logement et à l'emploi afin de préparer les demandeurs à vivre indépendamment au sein de la communauté.

Après quatre mois, les résidents déménageront dans un logement au sein de la communauté. Ce logement sera choisi par différents critères, le logement le plus approprié étant identifié conjointement avec le demandeur ou sa famille. Avec l'implémentation du nouveau système, et son fonctionnement, nous établirons des mécanismes pour obtenir la confiance des personnes actuellement dans le système et d'un public plus large.

Le principe d'équité sera intégré dans cette nouvelle approche. Il sera demandé à chaque comté de loger les demandeurs de protection internationale de sorte que le processus d'hébergement devienne un élément standard des villes irlandaises et afin d'éviter la ghettoïsation des demandeurs.

Ce nouveau modèle est ambitieux. Effectuer une transition aussi importante demandera du temps et des ressources. Le processus débutera en 2021. La première étape consistera à établir une équipe de transition qui entamera ce difficile processus de changement. Afin de chapeauter les différentes entités gouvernementales et organismes publics impliqués dans le développement de ce nouveau modèle, le ministère de l'Enfance, de l'Égalité, du Handicap, de l'Intégration et de la Jeunesse dirigera un conseil d'administration de supervision. Les différentes ONG, communautés et les anciens résidents seront représentés dans ce conseil. En vue de la complexité du projet proposé, le conseil d'administration comprendra également des experts des droits de l'homme pour le développement des modifications des processus et des programmes d'investissement majeurs.

Nous nous devons d'être ambitieux. L'Irlande doit être reconnue comme un pays qui montre de la compassion, du soutien et de la compréhension envers les personnes qui ont besoin d'aide. Nous ne serons une nation unie que si nous aidons les personnes les plus vulnérables dans notre pays, y compris les personnes qui viennent ici pour chercher la protection. En faisant de l'Irlande leur foyer, ces personnes renforcent et enrichissent nos communautés. En tant qu'État, nous avons la responsabilité de les aider à s'intégrer dès leur arrivée.

ბავშვთა, თანასწორობის, ინვალიდობის, ინტეგრაციისა და ახალგაზრდების. (T.D.) მინისტრის როდერიკ ოგორმანის წინასიტყვაობა

დროებითი საცხოვრებელი დაარსდა 1999 წელს, როგორც დროებითი პასუხი საერთაშორისო დაცვის მაძიებელთა განთავსებაზე. მას შემდეგ ათწლეულების განმავლობაში, დამტკიცდა ძვირადღირებული, არაეფექტური და არასაკმარისად აღჭურვილი საერთაშორისო მიგრაციის ტენდენციებზე რეაგირებისთვის. უფრო შემამფოთებელია, რომ მან ვერ დააკმაყოფილა ადამიანის ღირსება და ადამიანის უფლებები, რაც სამართლიანად ექვემდებარებოდა უფლებადამცველი ორგანიზაციების, აქტივისტებისა და მათში მყოფი პირების კრიტიკას.

სწორედ ამ მიზეზების გამო, მთავრობამ გადაწყვიტა, რომ საჭიროა ახალი მიდგომა, რომელიც ბოლოს მოუღებს პირდაპირ განსახლების ახლანდელ სისტემას და შექმნის ახალ სისტემას არაკომერციული მიდგომის საფუძველზე, ადამიანის უფლებების დაცვის პრინციპებით, მრავალფეროვნების პატივისცემა, პირადი ცხოვრების და ოჯახური ცხოვრების პატივისცემა.

ჩვენ კარგად ვიცით, რომ ადამიანები, რომლებიც საერთაშორისო დაცვას ითხოვენ, ხშირად ჩამოდიან ირლანდიაში ომს გამოქცეულები ან დევნის შემდეგ და საშიში მოგზაურობის შემდეგ. ძალიან ხშირად, პირდაპირი განსახლება ამბავრება სირთულეებს, რომლებსაც ირლანდიაში ჩამოსულები შეხვდნენ. ირლანდიაში ხალხს სურს იამაყოს მისასაღმებელი შეხვედრით და მხარდაჭერით იმ ადამიანებისთვის, რომლებიც აქ თავშესაფარს ეძებენ ეძებენ.

ეს თეთრი ქაღალდი ასახავს ახალ მიდგომას, რომელიც შემუშავდება 2024 წლის ბოლოსათვის. იგი ასახავს განსახლების ვარიანტებს, რომლებსაც შესთავაზებენ საერთაშორისო დაცვის განმცხადებელს ეტაპობრივად. გაითვალისწინებული იქნება დროის ხანგრძლივობა თუ რამდენი ხანია პირი საერთაშორისო დაცვის პროცესში.

ახალი სისტემა უზრუნველყოფს განსახლების სტრუქტურას და ხელს შეუწყობს ისეთ პირებს, ვინც დახმარებას ითხოვს, დაეხმაროს პირველი დღიდან ირლანდიაში ინტეგრირებას, ახალი სისტემის საფუძველს წარმოადგენს ჯანმრთელობის, საცხოვრებლის, განათლებისა და დასაქმების მხარდაჭერა.

ეს ახალი მიდგომა შეაჩერებს გაერთიანებულ და ინსტიტუციონალურ ცხოვრებას, სამაგიეროდ ის ფოკუსირებულია ინტეგრაციის მხარდაჭერაზე პირველივე დღიდან. განმცხადებლები თავდაპირველად იქნებიან მიმღებთა და ინტეგრაციის ცენტრში, ექნებათ საკუთარი კარები და საკუთარი ოთახები, სადაც დაენიშნებათ საქმის მწარმოებელი და მიიღებენ ყველანაირ დახმარებას, სამედიცინო მომსახურებას და განათლებას. მოკლე დროში, ეს მხარდაჭერა გავრცელდება საცხოვრებელზე ხელმისაწვდომობასა და დასაქმებაზე, რათა მოემზადონ ისინი და შეძლონ საზოგადოებაში დამოუკიდებლად ცხოვრება.

ოთხი თვის შემდეგ, რეზიდენტებს შეეძლება საცხოვრებლად გადასვლა საზოგადოებაში. საცხოვრებლის მოპოვება მოხდება სხვადასხვა მიმართულებით, ყველაზე შესაფერისი საცხოვრებლის იდენტიფიცირება ინდივიდუალურ განმცხადებელთან ან ოჯახთან ერთად. ახალი სისტემის დანერგვისა და მისი ფუნქციონირების გზით, ჩვენ შევქმნით მექანიზმებს, რომლებიც უზრუნველყოფენ სისტემისა და ფართო საზოგადოების ნდობას.

სამართლიანობის პრინციპები ჩაითვლება ამ ახალ მიდგომაში. თითოეულ ქვეყანას სთხოვენ მოათავსონ საერთაშორისო დაცვის განმცხადებლები ისე, რომ საერთაშორისო დაცვის განსახლების პროცესი გახდეს ირლანდიის ქალაქებისა და დაბების სტანდარტული მახასიათებელი და უზრუნველყონ, რომ განმცხადებლები არ გახდებიან გეტოები რომელიმე რომელიმე სფეროში.

ახალი მოდელი ამბიციურია. ამგვარი ტრანსფორმაციული ცვლილების განხორციელებას დრო და რესურსი დასჭირდება. ცვლილებების პროცესი დაიწყება 2021 წელს. პირველი ნაბიჯი იქნება გარდამავალი ჯგუფის შექმნა, რომელიც იწყებს ამ რთული ცვლილების პროცესს. ვინაიდან ახალი მოდელის შემუშავება მოიცავს სხვადასხვა განყოფილებებსა და საზოგადოებრივ ორგანოებს, პროგრამის საბჭოს თავმჯდომარეობს ბავშვთა, თანასწორობის, ინვალიდობის, ინტეგრაციისა და ახალგაზრდობის დეპარტამენტი (DCEDIY), რომელიც ზედამხედველობს ცვლილებების პროცესის განხორციელებას. იმის აღიარება, რომ ახალი მიდგომა მოიცავს არასამთავრობო ორგანიზაციებს, თემებსა და ყოფილ მაცხოვრებლებს, ისინი წარმოდგენილი იქნებიან პროგრამის საბჭოში. შემოთავაზებული ცვლილების სირთულის გათვალისწინებით, პროგრამის საბჭო ასევე მოიცავს ექსპერტებს ადამიანის უფლებებში, ცვლილებების პროცესის განვითარებაში და მნიშვნელოვან კაპიტალურ პროგრამებში.

მართალია, რომ ამბიციურები ვართ. ირლანდია უნდა იყოს აღიარებული, როგორც ქვეყანა, რომელიც თანაგრძნობას, მხარდაჭერასა და გაგებას უწევს გაჭირვებულებს. საბოლოო ჯამში, ჩვენ ვერ მივალწევთ წარმატებას, როგორც ერი, თუ არ ვიზრუნებთ ჩვენს ქვეყანაში ყველაზე დაუცველებზე და ეს მოიცავს მათ, ვინც აქ ჩვენს დაცვის მოთხოვნით მოდის. აქ სახლის შექმნისას, თავშესაფრის მაძიებლები აძლიერებენ და ამდიდრებენ ჩვენს თემებს, და როგორც სახელმწიფოს, ჩვენ პასუხისმგებლობა გვაქვს აღებული მათი ინტეგრაციის მხარდაჭერის პირველივე დღიდან.

Qoraalka hordhaca ah ee Wasiirka Caruurta, Sinnaanta, Naafada, Isdhexgalka iyo Dhalinyarada mudane Roderic O’Gorman, T.D.

Shirkadda Direct Provision waxaa la aasaasay sanadkii 1999 iyadoo ahayd ka falcelinta kumeelgaarka ah ee loogu talagalay dib u dejinta dadka doonaya Magangalyada Caalamiga ah. Tobannaan sano ka dib, waxay muujisay adeeg qaali ah, waxtar la'aan ah oo aan ku filnayn si looga jawaabo isbeddelada socda socdaalka caalamiga ah. Waxa ka sii walwal badan, waxay ku guuldareysatay inay ixtiraamto sharafta iyo xuquuqda aadanaha ee shakhsiyaadka, wax si sax ah loogu eedeeyay dhaleeceyn uga timid ururada xuquuqda aadanaha, kuwa u dhaqdhaqaaqa, iyo kuwa ku dhex jira oo soo arkay hawlahaas.

Sababahan dartood ayay dawladu u go'aansatay in nidaam cusub loo baahan yahay, oo soo afjari doonta shirkada Direct Provision isla markaana abuurita doonta nidaam cusub oo ku saleysan qaab aan macaash doon ahayn, oo salka ku haya mabaadi'da xuquuqda aadanaha, kaas oo tixgalinaya kala duwanaanta iyo ixtiraamka dhawrista xogta shakhsiga ah iyo noloshu qoyska.

Waxaan si buuxda uga warqabnaa in dadka codsada Magangalyada Caalamiga ay badanaaba yimaadaan Ireland ka dib markii ay ka soo carareen dagaal ama cadaadis, oo soo gaadheen halkan ka dib markii ay soo galeen safarro khatar badan. Inta badan, shirkada Direct Provision waxay sii kordhisaa dhibaatooyinka soo food saara kuwa soo galaya Ireland. Dadka ku nool Ireland waxay rabaan inay ku faanaan soo dhaweynta balaaran iyo taakuleynta la siiyo dadka halkan yimaada ee doonaya magangalyada iyo badbaadinta.

Qoraalkan wartixinta ahi wuxuu qeexayaa habka cusub ee la horumarin doono inta u dhexeysa hadda ilaa iyo dhamaadka 2024. Wuxuu tilmaamayaa xulashooyinka hoyga ee loo bandhigi doono codsadaha Magangalyada Caalamiga ah iyadoo loo marayo habab isdaba socda oo tixgelin doona dhererka waqtiga ee Qofku ku jiraa hawsha Magangalyada Caalamiga ah.

Nidaamka cusub wuxuu bixin doonaa qaab dhismeedka hoyga deganaanshaha iyo taageerooyin xaqiijinaya in dadka codsanaya ilaalinta laga caawiyo inay ku biiraan Ireland maalinta koowaad, caafimaadka, guriyeynta, waxbarashada, iyo taageerida shaqaalaynta ee laf dhabarta u ah nidaamka cusub.

Habkaan cusub wuxuu soo afjari doonaa nolosha wada jirka ah iyo tan hay'adeed, taa badalkeedana wuxuu diirada saarayaa taageerida is dhexgalka maalinta koowaad. Codsadeyaashu waxay marka hore degi doonaan Xarunta Qaabilaadda iyo Isdhexgalka, oo leh albaab u gaar ah ama hoy iyo qol u gaar ah, halkaas oo loogu xilsaari doono shaqaale isla markaana ay ka heli doonaan taageerooyin ku goobta sida daryeel caafimaad iyo waxbarasho. Muddo gaaban gudahood, kaalmadani waxay ku fidi doontaa inay ku gaadhaan helitaanka guryo iyo shaqo si loo diyaariyo, loona awoodo, inay si madax bannaan ugu noolaadaan bulshada dhexdeeda.

Muddo afar bilood ah ka dib, dadka goobta degani waxay u guuri doonaan guryaha bulshada dhexdeeda ah. Guryaha waxaa laga heli doonaa xarumo kala duwan, iyadoo hoyga ugu habboon loo aqoonsan doono iyadoo lala kaashanayo shaqsi codsadanaya ama qoyska. Iyadoo la adeegsanayo hirgelinta nidaamka cusub, iyo sida uu u shaqeynayo, waxaan ku dhisi doonaa farsamooyin lagu hubinayo kalsoonida kuwa ku jira nidaamka iyo dadweynaha guud.

Xeerka caddaaladda ayaa lagu dhejin doonaa habkan cusub. Degmo kasta waxaa laga codsan doonaa inay qaabisho codsadeyaasha Magangalyada Caalamiga ah si hannaanka hoy-siin ee magan gelya doonka Caalamiga ahi u noqdo astaamaha caadiga ah ee magaalooyinka Irland iyo in la hubiyo in codsadeyaashu aysan ku xirnayn meel uun.

Qaabkan cusubi waa mid hamiladiisa wata. Sameynta isbeddelka noocaas ah waxay qaadan doontaa waqti iyo tacab ku baxa. Geedi socodka isbedelku wuxuu bilaaban doonaa sanadka 2021. Talaabada ugu horeysa waxay noqon doontaa in la dhiso koox ku meel gaar ah oo bilaabi doonta geeddi-socodkan isbeddelka kakan. Maaddaama horumarinta qaabkan cusub ay ku lug yeelan doonaan qaybo kala duwan iyo hay'ado dawladeed, Guddi Barnaamij ayaa waxaa guddoomin doona Waaxda Carruurta, Sinnaanta, Naafonimada, Is-dhexgalka iyo Dhallinyarada (DCEDIY) si ay u kormeeraan hirgelinta geeddi-socodka isbeddelka. Aqoonsiga in qaabkan cusub ay ku lug yeelan doonaan NGO-yada, jaaliyadaha iyo dadkii hore u deganaa, waxay ku matali doonaa Guddiga Barnaamijka. Marka la fiiriyo kakanaanta isbeddelka la soo jeediyey, Guddiga Barnaamijka wuxuu sidoo kale ku jiri doona khabaro ku takhasusuay xuquuqda aadanaha, horumarinta geeddi-socodka isbeddelka iyo barnaamijyada muhiimka ah ee raasumaalka.

Waa arin sax inaan hammi leenahay. Ireland waa in loo aqoonsadaa dal fidiya naxariis, taageero, iyo fahamka kuwa baahan. Ugu dambeyntiina, ma guuleysan doonno ka ummad ahaan illaa aan daryeelno kuwa ugu nugul waddankeenna, taasna waxaa ku jira kuwa halkan yimaada ee doonaya badbaadinteenna. Markaan guri uga samayneyno halkan, dadka doonaya magangalyada waxay xoojinayaan oo ay kobcinayaan bulshadeenna, Gobol ahaanna, waxaan mas'uuliyad iska saareynaa inaan taageerno isdhexgalkooda maalinta koowaad.

بچوں کے لئے وزیر (T. D) کی پیش گوئی ، مساوات ، معذوری ، انضمام اور یوتھ ، روڈریک اوگورمین ،۔ ”آج ، ہم آئر لینڈ میں پناہ حاصل کرنے والے تمام لوگوں کے لئے ایک نئی عہد باندھ رہے ہیں۔ ہم ’براہ راست فراہمی‘ ختم کریں گے۔ ہمارا منصوبہ یہاں پڑھیں:

براہ راست فراہمی 1999 میں بین الاقوامی تحفظ کے خواہاں افراد کی رہائش کے عارضی جواب کے طور پر قائم کی گئی تھی۔ اس کے بعد کی دہائیوں میں ، یہ بین الاقوامی نقل مکانی کے بدلے ہوئے رجحانات کا جواب دینے کے لئے مہنگا ، ناکارہ ، اور ناکافی ثابت ہوا ہے۔ زیادہ پریشانی کی بات یہ ہے کہ ، یہ افراد کے وقار اور انسانی حقوق کا احترام کرنے میں ناکام رہا ، جس میں انسانی حقوق کی تنظیموں ، کارکنوں اور اس میں شامل افراد یا شامل رہ چکے افراد کی تنقید کا نشانہ بنے ہوئے ہیں۔

انہی وجوہات کی بناء پر ہی حکومت نے فیصلہ کیا ہے کہ ایک نئے نقطہ نظر کی ضرورت ہے ، جو براہ راست فراہمی کا خاتمہ کرے گی اور منافع کے بغیر نقطہ نظر پر مبنی ایک نیا نظام تشکیل دے گی ، جو انسانی حقوق کے اصولوں پر مبنی ہے ، تنوع کا احترام کرے گی اور رازداری اور خاندانی زندگی کا احترام کرے گی۔

ہم اچھی طرح سے واقف ہیں کہ جو لوگ بین الاقوامی تحفظ کے لئے درخواست دیتے ہیں وہ اکثر جنگ یا ظلم و ستم سے بھاگنے اور خطرناک سفر کرنے کے بعد آئر لینڈ پہنچے ہیں۔ اکثر اوقات ، براہ راست فراہمی نے آئر لینڈ آنے والے لوگوں کو درپیش مشکلات میں اضافہ کیا۔ آئر لینڈ میں لوگ تحفظ کے حصول کے لئے آنے والوں کو فراہم کردہ استقبال اور تعاون پر

فخر کرنا چاہتے ہیں۔

اس وائٹ پیپر میں اس نئے نقطہ نظر کا خاکہ پیش کیا گیا ہے جو اب اور 2024 کے آخر میں تیار کیا جائے گا۔ اس میں رہائش کے مختلف اختیارات کا تعین کیا گیا ہے جو کسی درخواست دہندہ کو بین الاقوامی تحفظ کے لئے اس کے وقت کی مدت کے حساب سے ایک مرحلہ وار نقطہ نظر کے ذریعے پیش کیا جائے گا۔

نیا نظام رہائش کا ایک ڈھانچہ اور معاونت فراہم کرے گا جو اس بات کو یقینی بناتا ہے کہ جو لوگ تحفظ کے لئے درخواست دے رہے ہیں وہ نئے نظام کی بنیادی حیثیت سے صحت ، رہائش ، تعلیم ، اور روزگار کی معاونت کے ساتھ ، روز اول سے آئر لینڈ میں ضم ہونے میں مدد فراہم کرے گا۔

اس نئے نقطہ نظر سے اجتماعی اور ادارہ جاتی طرز زندگی ختم ہو جائے گی ، بجائے اس کے پہلے دن سے ہی انضمام پر توجہ دی جائے گی۔ درخواست دہندگان ابتدائی طور پر استقبالیہ اور انتظامی مرکز میں رہائش پذیر ہوں گے ، جس میں خود اپنے دروازے یا اپنے کمرے کی رہائش ہوگی ، جہاں انہیں کیس ورکر مقرر کیا جائے گا اور مناسب مدد ، صحت کی دیکھ بھال اور تعلیم مہیہ کی جائے گی۔ قلیل مدت کے اندر ، اس تعاون میں رہائش اور ملازمت تک رسائی شامل ہو جائے گی تاکہ انہیں تیار کیا جاسکے ، جو ان کو اہل بنائے ، تاکہ وہ معاشرے میں آزادانہ طور پر زندگی گزار سکیں۔

چار ماہ کی مدت کے بعد ، رہائشیوں کو معاشرے میں رہائش ملے گی۔ اس رہائش کا حصول مختلف حالات کے ذریعہ کیا جائے گا ، جس میں مناسب رہائش کی شناخت انفرادی درخواست دہندہ یا کنبہ کے ساتھ مل کر کی جائے گی۔ نئے سسٹم کے نفاذ کے ذریعے ، اور اس کے کام میں ، ہم ایسے نظام کو تشکیل دیں گے جو اس نظام میں شامل افراد اور وسیع تر عوام کے اعتماد کو یقینی بنائیں۔

اس نئے نقطہ نظر میں انصاف کے اصول سرایت کریں گے۔ ہر کاؤنٹی سے بین الاقوامی تحفظ کے لئے درخواست دہندگان کو ایڈجسٹ کرنے کے لئے کہا جائے گا تاکہ بین الاقوامی تحفظ کی رہائش کا عمل آئرش برووں اور قصبوں کی ایک معیاری خصوصیت بن جائے اور اس بات کو یقینی بنائے کہ درخواست دہندگان کسی بھی علاقے میں اپنی ہی بستی نہ بنیں۔

نیا ماڈل بلند نظر ہے۔ اس طرح کی تبدیلی کو عملی جامہ پہنانے میں وقت اور وسائل درکار ہوں گے۔ تبدیلی کا عمل 2021 میں شروع ہوگا۔ پہلا قدم ایک منتقلی کی ٹیم قائم کرنا ہوگی جو اس پیچیدہ تبدیلی کے عمل کو شروع کرے گی۔ چونکہ نئے ماڈل کی ترقی میں متعدد محکموں اور عوامی اداروں کو شامل کیا جائے گا ، اس لئے اس پروگرام کی تبدیلی کے نفاذ کی نگرانی کے لئے ایک پروگرام بورڈ جو کہ شعبہ اطفال ، مساوات ، معذوری ، انضمام اور نوجوان

اس کی سربراہی کرے گا۔(DCEDIY)

یہ جانتے ہوئے کہ نئے انداز میں این جی اوز ، کمیونٹیز اور سابق رہائشی شامل ہوں گے ، ان کی نمائندگی پروگرام بورڈ میں کی جائے گی۔ مجوزہ تبدیلی کی پیچیدگی کے پیش نظر ، پروگرام بورڈ انسانی حقوق کے ماہرین ، تبدیلی کے عمل کی نشوونما اور اہم سرمایہ پروگراموں میں بھی شامل ہوں گے۔

یہ ٹھیک ہے کہ ہم بلند نظر ہیں۔ آنرلینڈ کو ایک ایسے ملک کی حیثیت سے پہچانا جانا چاہئے جو ضرورت مند افراد کے لئے ہمدردی ، تعاون اور افہام و تفہیم مہیہ کرے۔ آخر کار ، ہم بحیثیت قوم کامیاب نہیں ہوسکیں گے جب تک کہ ہم اپنے ملک کے سب سے زیادہ کمزور لوگوں کی دیکھ بھال نہ کریں ، اور اس میں وہ لوگ شامل ہیں جو یہاں ہمارے تحفظ کے خواہاں ہیں۔ یہاں گھر بنانے میں ، تحفظ کے متلاشی افراد ہماری برادریوں کو تقویت بخشتے ہیں اور ان کو تقویت بخشتے ہیں ، اور بحیثیت ریاست ہماری ایک ذمہ داری عائد ہوتی ہے کہ وہ پہلے دن سے ہی انضمام کی حمایت کرے۔

Chapter

2

Executive Summary

2 Executive Summary

Overview of Proposed New Model

This White Paper sets out the Government's approach to fulfilling the commitment in the Programme for Government to end Direct Provision and to replace it with 'a new International Protection accommodation policy centred on a not-for-profit approach.'

Underpinning this reform is a commitment that the new system will provide accommodation, health, education, income support and other service needs and will be both professional and grounded in a human rights approach.

Ireland, as a member of the United Nations and of the European Union, is committed to providing safe, lasting refuge to those who seek our protection due to war, persecution and migratory pressures.

This White Paper sets out the new permanent, professional and applicant-centred system of accommodation and support for those seeking International Protection status, which will enable the State to fulfil our international commitments now and into the future.

The White Paper is informed by the work of the Advisory Group on the Provision of Support including Accommodation to Persons in the International Protection process – which was chaired by Dr Catherine Day and which will hereafter be referred to as 'the Advisory Group' – and by the Inter-Departmental Group on International Protection. The Advisory Group Report demonstrated how the current model could be ended and replaced with a system that would be more cost effective.

The White Paper sets out a new model which is distinctively different from the system currently in place. As mentioned, the model will be centred on a human rights approach; with key supports geared towards ensuring integration with independence.

Phases

The new model proposes a two-phase approach to accommodating applicants for International Protection.

PHASE ONE

In Phase One accommodation, the applicant will be accommodated in a Reception and Integration Centre for four months. The focus in Phase One will be on identifying needs, defining pathways, and linking applicants to appropriate services.

The guiding principle for Phase One will be an approach that seeks to encourage integration from day one, to place people on the most successful pathway possible towards an independent life in Ireland, should their application prove successful.

Accommodation in Reception and Integration Centres will be own-door for families and own-room for single people, with specific tailoring for people with identified vulnerabilities. Comprehensive information about the International Protection process which applicants are undertaking will be made available to all applicants, which will be linguistically accessible in the most common languages. This will include information on Legal Aid Board services, Health services, Education supports, Childcare and Employment activation information.

An intensive orientation and English language programme will be provided.

Vulnerability Assessments will be carried out to determine accommodation and service needs, and help define suitable supported pathways for the most vulnerable.

The applicant will be linked to appropriate services, including employment services.

A Health Assessment (HA) will be provided for all new International Protection applicants in Phase One.

There will be a particular focus on the needs of children who come to Ireland with their families.

The applicant will continue to receive a bespoke allowance while in the Reception and Integration Centre, similar to that currently provided for people in International Protection Accommodation Service (IPAS) accommodation.

Applicants will be able to apply to open a bank account and will be provided with information on how to do this.

Applicants will be eligible to apply for Irish drivers' licences while in Phase One accommodation.

In total, six Reception and Integration Centres will be established which will be in State ownership and operated for the State by the new International Protection Support Service.

Phase Two

In Phase Two, the emphasis is on fostering an independent life within the community.

All accommodation in Phase Two will be own-door, self-contained houses or apartments for families to provide privacy, agency and independence. Single people will be housed in either own-door or own-room accommodation. Homes will be situated within the community, with supports to encourage interconnectedness.

Applicants in Phase Two will be offered accommodation through a range of strands. It is anticipated the first two options here will provide the bulk of what is needed.

- Houses and/or apartments will be built and/or acquired through approved housing bodies or equivalent organisations. This option will be used for families and single people, particularly vulnerable single people.
- Buildings will be repurposed through urban renewal initiatives to create accommodation for single people.
- Rent a room schemes will be used to source some of the accommodation for single people.
- Private tenancies will be used to source accommodation for families as necessary.

Accommodation will be located in all counties. The location and number of applicants to be accommodated in each county will be determined according to a national settlement pattern that will be developed by the County and City Management Association, in cooperation with the Department of Children, Equality, Disability, Integration and Youth, and that will take account of applicant needs, population density, housing need and availability of relevant public services in each county.

Different support options will apply depending on the accommodation strand provided.

- Supports will be provided by not-for-profit organisations for vulnerable people. These organisations will be contracted and funded by the Department of Children, Equality, Disability, Integration and Youth to provide the service in a particular location / housing or apartment complex.

- Where the applicant is not deemed vulnerable, resettlement workers, overseen by the Department of Children, Equality, Disability, Integration and Youth, will act at county level to link applicants with supports and services.
- Applicants and their families will have the right to access mainstream services, such as in relation to education and health. Access to further intensive English language supports will be provided. A new healthcare model will be introduced.
- When moving into Phase Two accommodation the applicant will receive an income support payment from the Department of Children, Equality, Disability, Integration and Youth at a rate broadly similar to the Supplementary Welfare Allowance if they have not yet entered employment, or if their wages are below a threshold.¹ Applicants with children will also receive a child support payment.
- Applicants will be entitled to access employment if they do not receive a first instance decision within six months of applying for International Protection.
- Applicants will be entitled to access employment activation supports and to link with employer networks. They will be linked with business start-up and entrepreneurship supports if they receive positive decisions on their applications for International Protection.

Children

In both Phase One and Phase Two, there will be an emphasis on child welfare and child protection. Children and Young People's Services Committees (CYPSCs) will ensure that, as part of their subgroup structure, there is a specific focus on the needs of children, young people and their families in International Protection Accommodation settings, with the input of Tusla in the key areas of provision, to include Prevention, Partnership and Family Support and Educational Support Services.

Parenting supports and child development services will be made available to applicant families to support child development during the application process for International Protection. Childcare will be provided to enable parents to attend English language classes.

Healthcare

In the enhanced model of community healthcare, community healthcare teams will develop a comprehensive and efficient model of care for applicants for International Protection. The teams will include GP services, nursing and health worker services, interpretation and NGO supports, and specialisms such as dentistry, psychology, and referral to mental health services (adults and CAMHS) based on assessment.

¹ In principle, and subject to agreement on detailed arrangements, the Department of Social Protection has agreed to administer this payment on an agency basis on behalf of the Department of Children, Equality, Disability, Integration and Youth.

Women's Health

Women passing through the International Protection process will be entitled to avail of the same healthcare supports as Irish nationals, including reproductive care, antenatal, birth and postnatal care, cervical checks. Breast screening will be available for all applicants aged over 50. It is crucial that information relating to these services is conveyed in an accessible and culturally sensitive manner. Information on the range of healthcare supports will be provided at the earliest point of contact on arrival in a Reception and Integration Centre.

Mental Health

Mental health needs will be identified as part of the general Health Assessment and informed by Vulnerability Assessments. Where applicants have mental health needs, including trauma, they will be referred to healthcare professionals with relevant experience, and this will be done in a culturally sensitive manner with appropriate interpretation services. Once this assessment has been carried out, appropriate community-based care will be initiated and all relevant information will be communicated to mental health services in a timely manner.

As applicants commence the move to Phase Two accommodation, their mental health support and treatment requirements will be factored into the type and location of their accommodation, to ensure both continuity of treatment and living arrangements that are appropriate for their needs.

Vulnerability

A Vulnerability Assessment process will be in place, building on the current pilot vulnerability screening and assessment process with which the HSE is supporting DCEDIY. This involves an assessment of vulnerability at the initial stage of application for International Protection (carried out in parallel with the International Protection application process at the International Protection Office (IPO)). The outcome of this screening will be a supported referral to the health team, where necessary. The Vulnerability Assessment process will determine the accommodation and support options offered to the applicant. The caseworker assigned to the applicant in Phase One will have a role to ensure that vulnerabilities are taken into account in determining the type of accommodation appropriate to the applicant's needs and the level of support needed. Where further vulnerabilities emerge following initial screening and assessment, the assigned caseworker will notify appropriate services and will arrange for further assessments to be undertaken as necessary. The ongoing assessment of vulnerabilities is an important part of the overall process and the caseworker will be important in the case management process and in ensuring a coordinated approach to the provision of services.

Domestic, Sexual, Gender-Based Violence and Victims of Trafficking

Specialist refuge accommodation within the system will be made available for those who need to relocate away from an abusive or violent relationship.

International Protection applicants who move away from abusive relationships will be assured that their application will not be affected.

Education

Mainstream primary and secondary schooling will continue to be provided to all child applicants. Access to third level education will be facilitated for current applicants who have resided three years or more within the system under a special financial support scheme similar to SUSI support.

Diversity

The new system will be responsive to differing identities and diverse cultural needs, with provision of cultural competence training for all those providing services. Specific pathways for LGBTIQ+ people, older people and people with a disability will be provided for. Differing religious practices will be sensitively accommodated.

Integration

Inter-agency working groups will be established in every county to coordinate the delivery of services to applicants in Phase Two accommodation.

Where accommodation options for applicants in specific counties do not include tailored support provided by not-for-profit organisations, the current system of resettlement workers and intercultural workers appointed under the IRPP to support refugees will be expanded to encompass applicants. A new permanent system will be established in each county whereby resettlement workers and intercultural workers are appointed to act as caseworkers for applicants with lower support needs.

A new consultation process will be undertaken with relevant communities when locating a Reception and Integration Centre in a particular location. The inter-agency working group will provide the framework for notifying public authorities and community structures when deciding to build, acquire or lease Phase Two accommodation in a particular area.

Monitoring Wellbeing

The Department of Children, Equality, Disability, Integration, and Youth will develop a set of wellbeing indicators for International Protection applicants, to be assessed by an independent body at regular intervals.

Governance and Implementation

A governance and implementation model will be developed for a capacity of 3,500 applicants annually. In tandem with this new model, the Department of Justice is developing a reform programme based on the recommendations of the Advisory Group aimed at reducing processing times for International Protection applications.

The Department of Children, Equality, Disability, Integration and Youth will lead the development of the new model which will come into effect on a phased basis between February 2021 and December 2024. The implementation of the new model will be overseen by a Programme Board which will include representatives of relevant Government Departments and agencies, NGOs, at least one person who has transited through the Direct Provision system and relevant experts. The Programme Board will be chaired by the Department of Children, Equality, Disability, Integration and Youth. A separate Programme Board has been established by the Department of Justice to oversee the implementation of reforms arising from the Advisory Group. The Minister for Children, Equality, Disability, Integration and Youth and the Minister for Justice will report jointly to the Cabinet Committee on Social Affairs and Equality on the work of their Programme Boards and on the implementation of the proposed reforms.

An external advisory group of three independent persons will be appointed by the Minister for Children, Equality, Disability, Integration and Youth to monitor the implementation of the new model. They will publish reports periodically on the progress of the reforms and to highlight any concerns arising.

The Department of Children, Equality, Disability, Integration and Youth will oversee the transition to the new model. In view of the complexity of the multi-strand approach proposed, and the extent of expertise required, consideration will be given at an early stage to the question of whether or not an agency needs to be established to manage the new model.

Summary of White Paper

- **Part I: Ending Direct Provision: A New Approach to Supporting People Seeking Refuge in Ireland**
- **Part II: Implementation, Governance and Risk**
- **Part III: The Background to Reform**

Part I sets out the new approach to supporting people seeking International Protection.

Chapter 3 sets out the principles that will underpin the new model, the standards that will apply and the national settlement pattern that will determine the location of accommodation. It sets out details of the accommodation and accompanying supports that will be offered to the applicant in a Reception and Integration Centre during Phase One (the first four months) of the process. It also outlines details of the multi-strand accommodation and accompanying supports that will be offered to applicants in Phase Two of the process which will take place after four months. An outline is also provided of the reform programme envisaged in terms of shortening processing times for applications for International Protection.

Chapter 4 sets out how the new approach will meet applicants' needs. It outlines the actions that will be taken to improve the quality of interpretation and information provision. The reforms proposed with regard to the provision of healthcare are also outlined, reflecting the need for an approach tailored to the diverse and often complex health needs of applicants. The new Vulnerability Assessment process which will determine the accommodation and support options appropriate to the applicant's needs is outlined. The White Paper recognises that different people will have different needs depending on their situation. In this regard, it sets out the pathways that will apply for the most vulnerable, for children and young people, including unaccompanied minors, for LGBTIQ+ people, for older people and for those with a disability. It recognises that cultural support will be needed and that those working with applicants will require training in cultural competency.

Chapter 4 also sets out the supports that will be provided in relation to English language training, education, employment activation, drivers' licences, bank accounts and childcare. It details the income support arrangements that will apply, including for those with children. It sets out the arrangements for transitioning to mainstream services for those whose receive a positive decision on their applications for International Protection as well as the arrangements for people whose applications are unsuccessful.

Chapter 5 sets out how coordination will be undertaken at local level. It also outlines the structures that will be established to facilitate community engagement and to ensure that the new model is embedded into existing community structures such as SICAP.

Chapter 6 establishes the principle that key measures of wellbeing will be developed and independently monitored, with regular reporting.

Chapter 7 outlines how the new model will be experienced from an applicant's perspective.

Part II sets out the implementation plan to ensure delivery of the new system.

Chapter 8 sets out the implementation and governance structures that will apply to the new model. This is a whole of Government approach led by the Department of Children, Equality, Integration, Disability and Youth but involving many Government Departments and Agencies. They will be represented on a Programme Board which will include representation of former applicants and of NGOs as well as of experts.

Chapter 9 sets out the principal elements of the implementation plan that will be required to transition to the new model.

Chapter 10 sets out the potential costings for the new model. These include capital and current costs for accommodation, the provision of supports, income support, healthcare, childcare and other services.

Part III sets out the background and policy context for the proposed reform.

Chapter 11 outlines the EU obligations on International Protection with which Ireland must comply. It also outlines the previous reform initiatives which inform the model proposed in the White Paper. These include the *Working Group on the Protection Process including Direct Provision and Supports for Asylum Seekers* chaired by Judge Bryan McMahon (2015), the *IGEES Spending Review* (2019), the *Inter-Departmental Group on Direct Provision* (2019), the *Oireachtas Joint Committee on Justice and Equality Report on Direct Provision* (2019) and the *Report of the Expert Advisory Group on the Provision of Support, including Accommodation, to Persons in the International Protection Process* chaired by Dr Catherine Day (2020).

Common themes emerge in the recommendations proposed in the previous reform initiatives. These include:

- Fair and fast procedures, reducing the processing times for applicants;
- Supporting individuals who are granted protection status to move out of Direct Provision as quickly as possible;
- Reducing the time limit before applicants are given the right to work;
- Minimising the use of emergency accommodation as quickly as possible;
- Increasing the number of State-run / State-leased centres;
- Introducing Vulnerability Assessments as soon as possible;
- Improving engagement and consultation with local communities that live in the area of existing or planned accommodation centres;
- Offering more bespoke housing arrangements to applicants, particularly to survivors of human trafficking and sexual exploitation;
- Holding IPO interviews in a decentralised manner, using different regional centres across the country, and using video-conferencing technology;
- Integrating applicants into broader Irish society at an earlier stage;
- Allowing Approved Housing Bodies to provide more accommodation to applicants, especially those with complex needs;
- Applying the National Standards for accommodation offered to people in the International Protection Process consistently to all accommodation centres, regardless of the model of provision.

Chapter 11 also sets out the reforms which have been put in place to date. These include:

- The opt-in to the Recast Reception Conditions Directive (2013/33/EU) aligns Ireland's legal framework for reception conditions with that of our European counterparts;
- Introducing the Right to Work in June 2018 for all applicants who have not had a first decision on their claim within 9 months;
- Introducing independent living (self-catering) facilities for residents of IPAS accommodation and progressively increasing the proportion of centres with such facilities;
- Opening own-door accommodation for residents and progressively increasing the proportion of own-door accommodation within the system;

- Reducing the processing time for first and second instance decisions;
- Increasing the rate of the Direct Provision Allowance paid to residents of IPAS centres, to the current rate of €38.80 for adults and €29.80 for children per week;
- Expanding the remit of the Offices of the Ombudsman and of the Ombudsman for Children to include complaints relating to services provided to residents of accommodation centres;
- Publishing the National Standards for accommodation offered to people in the International Protection Process, which define the minimum standards for the accommodation provided to centre residents. An independent inspection regime to monitor these standards is currently being developed.

Chapter 12 provides a thematic outline of the recommendations of previous reports in the areas of accommodation, education, interpretation, IT systems, moving those with status out of the Direct Provision system, oversight procurement of accommodation, right to work, supports, transition, unaccompanied minors, victims of trafficking, Vulnerability Assessment and reduction in processing times.

Chapter 13 summarises the stakeholder consultation which took place to inform the development of the White Paper.

A multi-faceted consultation process was undertaken to inform the development of the new model. This included consultation events with NGOs and with residents of International Protection Accommodation Service centres. Bilateral meetings were held with Government Departments and Agencies and with the Ombudsman, the Ombudsman for Children and with the Irish Human Rights and Equality Commission. The main issues raised in the consultations with residents and with NGOs are set out.

Finally, a set of appendices have been included which provide detail of the new model of health provision foreseen by the Department of Health. They include statistical annexes on processing of applications provided by the Department of Justice. They also include information on the approaches implemented by France and Sweden which were the comparator countries proposed for consideration by the European Asylum Support Office.

PART



Ending Direct Provision: a New Approach to Supporting People Seeking Refuge in Ireland

Chapter

3

A New Approach to Supporting People Seeking Refuge

In this chapter

- 3.1 Introduction
- 3.2 Context for the New Policy
- 3.3 Guiding Principles
- 3.4 A New Model of Accommodation for International Protection Applicants
- 3.5 Processing of Claims

3

A New Approach to Supporting People Seeking Refuge

3.1 Introduction

The Government has pledged to end Direct Provision and replace it with ‘a new International Protection accommodation policy centred on a not-for-profit approach.’ It also committed to ‘publish a White Paper by the end of 2020, informed by the recommendations of the Expert Group, which will set out how this new system will be structured and the steps to achieving it.’² The Programme for Government also contains the following commitments:

- To implement the measures identified by the Expert Group, to ensure that International Protection applications are dealt with and brought to finality as quickly as possible, while always ensuring fair procedure and a human-rights-based approach;
- To develop new models of community engagement, to ensure that the establishment of new accommodation is done in an inclusive and welcoming fashion;
- To create an annualised capital and current investment programme to action these measures.³

At its meeting of 20 October 2020, the Government agreed that the Department of Children, Equality, Disability, Integration and Youth (DCEDIY) would proceed with drafting the White Paper in line with the commitment in the Programme for Government. To this end, this White Paper sets out a pathway towards a new International Protection accommodation system, which is informed by the *Report of the Advisory Group on the Provision of Support, including Accommodation, to Persons in the International Protection Process* (September 2020). The White Paper is also informed by the *Inter-Departmental Group Report on Direct Provision* (December 2019) and the *Oireachtas Joint Committee on Justice and Equality, Report on Direct Provision* (December 2019).⁴

This White Paper sets out options, together with a planned direction, for the new model of accommodation and services for International Protection applicants and the transitional processes needed to implement the model. The system of processing applications for International Protection and the legislation underpinning this are not the primary focus of this White Paper. However, as processing times for applications directly affect the length of time that a person may spend in International Protection accommodation, those reforms envisaged in relation to processing of applications that will be important to supporting the achievement of the new model are therefore outlined in Section 3.5 of this White Paper. That reform process is being taken forward by the Department of Justice.

3.2 Context for the New Policy

The manner in which Ireland accepts, processes, and determines applications from people seeking International Protection, and provides for the applicants during processing of their applications, is governed by EU and international obligations. However, Protocol 21 to the Treaty on the Functioning of the European Union stipulates that Ireland is not automatically bound by EU legislation included under ‘Title V’ of that Treaty, which

2 [Programme for Government: Our Shared Future, 2020](#), pp 87–88. The ‘Expert Group’ referred to is the Advisory Group on the provision of support including accommodation to persons in the International Protection process, which was chaired by Dr Catherine Day.

3 [Programme for Government: Our Shared Future, 2020](#), pp 87–88.

4 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process](#); (hereafter ‘the Day Report’); [Report of the Inter-Departmental Group on Direct Provision](#) (hereafter ‘the IDG Report’); [Report of the Oireachtas Joint Committee on Justice & Equality on Direct Provision and the International Protection Process](#) (hereafter ‘the Oireachtas Joint Committee Report’).

covers the Area of Freedom, Security and Justice (AFSJ) and which also covers matters relating to International Protection. Nonetheless, Protocol 21 also allows for the State to opt in to any AFSJ measures if it so wishes, subject to the approval of both Houses of the Oireachtas. The State has opted in to a number of legislative instruments which form part of the Common European Asylum System.⁵ In 2018, Ireland opted in to the EU's Recast Reception Conditions Directive⁶. This Directive sets minimum standards for the accommodation and accompanying supports offered to those seeking International Protection. The Directive requires Ireland to offer accommodation to all applicants who require such accommodation. It also requires Ireland to assess the vulnerability of applicants and to use the results of this assessment when determining the accommodation and accompanying services that are most appropriate to their needs.

Ireland is also bound by obligations under international law. In the area of international refugee law, the principal legal instruments are the 1951 Convention relating to the Status of Refugees (the Geneva Refugee Convention) and the 1967 Protocol to that Convention.⁷

Systems for accommodating people seeking International Protection vary across the EU, with some Member States relying on a centre-based model, while others provide apartments and houses to protection applicants. Many adopt a two-phase approach in which an initial Reception and Integration Centre phase is followed by the provision of accommodation that is more suitable for longer-term use. Many Member States have struggled to respond to periods of high demand, some having to rely on emergency options when demand for International Protection has been greater than the available supply of accommodation options.

While Ireland has operated Direct Provision since 2000 as the system through which it offers accommodation and accompanying services and supports to people seeking International Protection, the system has been widely criticised and has been determined by the Government to be in need of change.⁸ In 2019, three committees were created in order to investigate and reform Direct Provision in Ireland. Each of these committees produced a report, which will be discussed in more detail in Chapter 11.

Ireland's system of Direct Provision has been distinctive for its reliance on the private sector and for the absence of not-for-profit organisations as operators of centres. In many EU Member States, accommodation for applicants for International Protection is routinely provided by not-for-profit organisations.⁹

It is anticipated that Ireland will receive applicants for International Protection on an ongoing basis because of the persisting international pressures that force people to seek asylum in the EU. As a consequence, Ireland needs a permanent system of accommodation and related supports for people seeking International Protection, and this system must be sufficiently agile to respond to strong variations in demand. The system also has to be able to accommodate applicants for International Protection and their families for extended periods if the processing of applications is slowed because of spikes in demand for International Protection, or extended where applicants avail of their right of appeal against negative decisions.

5 Ireland has opted-in to the following asylum-related legislation under Protocol 21 and its predecessor Protocol attached to the Treaty of Amsterdam: the Recast EURODAC Regulation (EU No 603/2013); ([EU No 603/2013](#)); the Dublin III Regulation ([EU No 604/2013](#)); the Recast Reception Conditions Directive ([2013/33/EU](#)); the Regulation establishing the European Asylum Support Office (EASO) ([EU No 439/2010](#)); the Regulation providing for the establishment of the Asylum, Migration and Integration Fund (AMIF) ([EU No 516/2014](#)); the Qualification Directive ([2004/9/EC](#)); the Asylum Procedures Directive ([2005/85/EC](#)).

6 The Recast Reception Conditions Directive ([2013/33/EU](#)) was transposed into Irish law as the European Communities (Reception Conditions) Regulations 2018 ([S.I. No. 230/2018](#)).

7 UNHCR, [Convention and Protocol relating to the Status of Refugees](#).

8 [Programme for Government: Our Shared Future, 2020](#), p. 87.

9 AIDA, [Housing out of reach? The reception of refugees and asylum seekers in Europe](#).

3.3 Guiding Principles

The Government has made a commitment that the process for accommodating those claiming International Protection will be underpinned by a human rights based approach. Applying a human rights based approach will require the new model to be person-centred and to have the capacity to respond to the specific needs of applicants.

Additional resources will be devoted to ensuring quicker processing of applications for International Protection by the International Protection Office and by the International Protection Appeals Tribunal in line with the targets set out in the Advisory Group Report. This will mean that those who get International Protection at first instance will be able to access standard entitlements such as social welfare payments and the right to apply for social housing at an early point.

The principles underpinning the new model will be as follows:

- Integration from day one: the new model will emphasise supporting people to live independently in Ireland, with applicants offered health, housing, employment, and education supports at the Reception and Integration Centres;
- Human rights and equality based: the rights of applicants will guide the delivery of the model, with a particular focus on children's rights, on dignity, respect and privacy; and on access to the right kind of information and support at all stages of the process;
- Delivery of high standards: the new model will be one characterised by high standards of support, services and assistance which all International Protection applicants can expect to receive;
- Professional: delivery will be undertaken by organisations that will be experienced in delivering accommodation and / or services but also understand equality, diversity, cultural competence and the particular needs of those who have experienced trauma and are fleeing conflict. Their staff will be required to receive cultural competency training on a regular basis;
- Community engagement: communities and not-for-profit organisations will be actively encouraged to become engaged in supporting applicants and their families at each stage of the process.

The proposed model is designed to accommodate 3,500 applicants annually, including family members, in line with the projections set out in the Advisory Group Report. Individual strands can be expanded to accommodate sudden increases in the number of applicants.

The proposed model will involve a two-phase approach, whereby the applicant for International Protection is initially accommodated in a Reception and Integration Centre and then in accommodation in the community. The two-phase approach will allow person-centred supports and information to be provided at an early stage. These supports are outlined in Chapter 4.

3.3.1 Standards in Delivery

The new approach will focus on maintaining high standards of delivery throughout accommodation provided. The Transition Team will consider how to strengthen the National Standards adopted in 2019 for IPAS Accommodation Centres, and ensure the accommodation meets the new model's criteria of ending Direct Provision, specifically through avoiding congregated settings, integration into the local community, own-door accommodation and own cooking facilities.

The standard of services (such as in relation to mental health and English language training) provided to applicants will be kept under review. A process will be undertaken to ensure that interpretation services provided are of consistent quality.

3.3.2 A New Ethos for the International Protection Support Service

The new model will be centred on an ethos in which International Protection is characterised by mutual respect. The Programme Board will review on an ongoing basis how the Department of Children, Equality, Disability, Integration and Youth is ensuring that this ethos is embedded in its own policies and practices regarding the treatment of applicants but also in the standards with which service providers operating under the new model must comply. Applicants will be entitled to receive timely and relevant information, in particular with regard to their rights at every stage of the process. The International Protection Accommodation Service (IPAS) and other public bodies involved in the provision of accommodation and related services to applicants will endeavour to act in a manner that is sensitive, understanding, and helpful.

3.4 A New Model of Accommodation for International Protection Applicants

3.4.1 Phase One: Accommodation in a Reception and Integration Centre

Under the new model, an applicant for International Protection will initially be accommodated in a Reception and Integration Centre.

The Reception and Integration Centres will focus on responding to any vulnerabilities the applicant may have, alongside providing services which meet their needs and ultimately supporting them to live independently.

The Reception and Integration Centres will be in State ownership and managed by the new International Protection Support Service. In total, the Centres will need to have capacity to accommodate 2,000 people, across the country, at any one time. These Centres will be distinctively different from existing IPAS accommodation centres. They will provide individual rooms for single people and own-door accommodation for families. Independent living (self-catering options) will be provided for all of those accommodated there. Facilities will be available to enable relevant services to have a presence onsite and to enable the proposed orientation and English language programmes to be delivered there. Play facilities will also be available for children.

The Centres will be structured in a way that ends the institutionalisation associated with Direct Provision, and vindicates the rights of those seeking protection. Residents will remain in the Centres for a maximum of four months before moving to accommodation within the community. This approach is based on recommendations made in the Advisory Group Report, the Irish Refugee Council report 'Implementing Alternatives to Direct Provision', and best practice internationally.

3.4.2 Phase Two: Accommodation in the Community

Once the four month programme of orientation, support and integration available at Phase One is complete, if the applicant has not received a positive first-instance decision on their application, or is undergoing an appeals process, they will transition from a Reception and Integration Centre to a house, apartment or own room in a small apartment building.

Phase Two accommodation will put family life, autonomy and privacy at its core.

It is considered that applicants experience higher levels of wellbeing and that integration outcomes are improved where families and individuals live in own-door houses or units situated within communities. The aim is to enable applicants to live in accommodation located in the community as soon as possible. Applicants will need to enter the Phase One accommodation in a Reception and Integration Centre in order to be eligible for the accommodation that will be available in Phase Two. This is to ensure that all applicants undertake the English language and orientation programme that is designed to support better integration outcomes later.

3.4.2.1 Moving to Community-based Accommodation

During Phase One, caseworkers will work with applicants and their families to identify the accommodation options that are suitable to their needs. Applicants will be consulted as to their preferences with regard to accommodation type and location. The decision as to accommodation type and location for Phase Two will be subject to family composition, option availability and applicant preferences. A single person, for instance, will be offered a different accommodation option from that offered to families. Specific accommodation options will be offered exclusively to people deemed vulnerable where the nature of the vulnerability requires (1) a particular type of accommodation, such as accessible accommodation where the person has a mobility difficulty, for instance, or (2) additional supports while in Phase Two.

For those applicants who do not receive a positive decision while in the Reception and Integration Centre, Phase Two accommodation in the community will be provided. An advance visit to this accommodation will be arranged by their caseworker. The applicant will meet either the support staff of the not-for-profit organisation providing accommodation where the applicant is deemed vulnerable, or the resettlement worker where the applicant is to be accommodated in a lower support option. The Tusla Education Support Service will also work to advise and assist parents and guardians in relation to school enrolment procedures and applications, as well as with appeals against refusal to enrol a student.

Following a blended approach to delivery of housing, the accommodation options that will be offered to applicants are:

- Accommodation provided or managed by approved housing bodies or by NGOs (those deemed vulnerable will in particular be supported through these options). This option will cater for the majority of applicants' needs;
- Urban renewal schemes (particularly focused on single people);
- Hosting in the community, including rent a room schemes (particularly focused on single people);
- Private tenancies (particularly focused on families).

Where applicants have lower support needs, they will be routed to resettlement workers in local areas who will ensure that they have information on relevant services and entitlements and who will link them with English language training, employment and enterprise supports and networks. Women-only accommodation will be available for female applicants who have experienced gender-based violence and who need ongoing psychological support. Specific accommodation will be provided for both female and male victims of trafficking.

3.4.3 Meeting the Accommodation Needs of International Protection Applicants – a Multi-Strand Approach

A multi-strand approach to the provision of accommodation to International Protection applicants is proposed. This is for two key reasons. Firstly, risk mitigation is inherent to such an approach. This is important given the scale of change proposed and the many uncertainties surrounding implementation. Advancing multiple strands allows for scaling up of strands that are proving successful and winding down of those that are not. Secondly, a multi-strand approach provides greater future flexibility, which is helpful given uncertainty about future numbers of protection applicants needing to be covered by the policy. It is important to note that other possibilities for delivering accommodation and other services will continue to be examined.

Each strand has been considered on the basis of how well it aligns with the objectives of this policy, and how feasible it is to implement within the context and constraints described. No one accommodation solution has been identified that meets all the objectives. Therefore, a number of strands have been identified that can be implemented together over several years to meet the objectives. Which accommodation strand is best suited to an individual applicant or family will depend on their particular needs. These needs may change over the period for which an individual or family is in the protection system. Certain strands are intended to suit people with higher support needs, while others will suit people who do not have these needs.

To help identify accommodation strands, the following have been considered:

- Does the strand meet all or some of the three policy objectives?
 - Ends Direct Provision;
 - Centred on a not-for-profit approach;
 - Protects and promotes human rights.
- How soon can the strand be operationalised?
- What is the strand likely to cost in terms of public expenditure?

The strands proposed differ on many dimensions, and some of these differences are important in determining the overall balance of the policy. Different strands will become operational at different stages throughout the implementation of the policy. Not all strands will be available at all times.

In order to meet the objectives of ending Direct Provision and adopting a human rights centred approach to accommodating International Protection applicants, all accommodation will be either own-door or own-room. All families will be offered own-door accommodation, while single people will be offered either own-door accommodation or own-room accommodation, meaning that they will have their own room in a shared apartment or house, with living and cooking facilities shared with other applicants.

It is intended that progress will be made throughout the implementation of the policy towards the provision of own-door accommodation for families and for groups of single people and own-room accommodation for all single residents. Own-door accommodation will be either a self-contained house, apartment or unit which includes a kitchen and living space. Own-room accommodation will provide the resident with his or her own room with communal kitchen and living spaces.

3.4.3.1 Support from the Housing Agency

It is proposed that the Housing Agency will partner with and support DCEDIY in addressing the housing needs of applicants for International Protection. The Housing Agency has unique knowledge and understanding of housing in Ireland and works with a range of stakeholders involved in the sector across Ireland. This includes the Department of Housing, Local Government and Heritage, Local Authorities, Approved Housing Bodies, Non-Governmental Organisations, the Housing Finance Agency, other government agencies and the private sector. As such they have been identified as an agency with the skills and expertise to support DCEDIY in the development of a model to provide support, housing and accommodation for applicants for International Protection.

The Housing Agency's support will be provided through the provision of expert advice on sourcing, delivering and management of housing and accommodation, in addition to guidance relating to other support needs for individuals and families. The Housing Agency may also provide direct assistance with the delivery of housing, accommodation and technical support on projects as required.

It is intended that a memorandum of understanding be entered into between the Housing Agency and DCEDIY in relation to the supports and services to be provided.

3.4.4 Accommodation Strands

The following accommodation strands are proposed to meet the objectives of the policy.

3.4.4.1 Accommodation Provided by Approved Housing Bodies or other Not-for-Profit Housing Bodies

Under this strand, Approved Housing Bodies (AHBs) or equivalent not-for-profit housing bodies or other organisations will be commissioned to provide housing for families and to manage those tenancies. The AHBs or other providers will source and finance this housing separately from any social housing that they are providing for Local Authorities. It will also have to be financed separately. The housing sourced will be standard housing units that will be provided either as individual units or in clusters. The Housing Agency will acquire properties as appropriate to be managed by AHBs.

By providing own-door accommodation that is tailored in particular to the needs of families, this strand meets both the objective of ending Direct Provision and of protecting and promoting human rights. It also meets the not-for-profit objective as it involves working with AHBs and other not-for-profit organisations.

Initially this strand will involve commissioning accommodation from existing organisations. Over time, the Government will work with the not-for-profit sector to develop housing bodies that are focused specifically on the provision of accommodation for International Protection applicants.

The majority of families seeking International Protection will be accommodated under this strand in housing sourced from AHBs or equivalent. Where a family is deemed vulnerable, they will receive social care and integration supports through the NGO-managed strand. Where a family is not deemed vulnerable, their tenancy will be managed by the AHB. The family will receive caseworker support from the resettlement worker, who will be contracted to DCEDIY.

3.4.4.2 Urban Renewal Schemes

Under this strand, the owners of vacant properties, including commercial properties, in areas designated for urban renewal will be incentivised to make their properties available as own-room accommodation for International Protection applicants. All housing provided will comply with the rented housing standards: S.I.

No. 137/2019 - Housing (Standards For Rented Houses) Regulations 2019.¹⁰ Financial support will be provided by the State for the refurbishment of properties to the appropriate standard. In exchange for this support, the property owner agrees to make the property available for International Protection applicants for a minimum period of time. Rent is paid directly by the State, with the tenant paying a rent contribution. It will also be possible for NGOs to source such properties and to refurbish them and offer them as accommodation for small groups of single applicants or for families. In the latter instance, the State will enter an agreement with the NGOs to lease and manage the properties on behalf of the State. Where appropriate, these buildings will be purchased by the Housing Agency on behalf of the State but managed by NGOs on the State's behalf.

By moving people out of congregated settings, this strand contributes to ending Direct Provision. It also has the potential to make a positive contribution to communities across the country by linking urban renewal with the integration of newcomers, and demonstrating the advantages – including economic advantages – of community integration at the local level.

While initially limited, this strand may be helpful in time in providing accommodation for single people who form the larger proportion of applicants and who find it difficult to access accommodation through existing options. It is estimated that approximately 75 units would be needed, assuming that approximately 10 single people would share together in an individual restored property (each with their own rooms).

3.4.4.3 Hosting in the Community

Under this strand, a property owner opts to host an applicant (individual or family) in their own home. This can be on a pro bono basis, or according to a scheme similar to the rent-a-room scheme operating for students. The State will match applicants with hosts and carry out a monitoring and support role for the duration of the hosting arrangement. To avoid unfair financial inequalities between applicants, the provision of accommodation free of charge will need to be taken into account in the welfare payments made to families accommodated under this strand, or alternatively, arrangements for payment of a rent contribution will need to be made. The applicant will be able to draw on the support of the resettlement worker in the Local Authority Area to link with services and to address any issues arising with the host.

By enabling applicants to live in the community, this strand is well aligned with the objective of ending Direct Provision. It is equally well aligned with the not-for-profit objective as it is a volunteer-led scheme. However, there are some risks attaching to this strand, in particular with respect to privacy and protection of the host and applicants. These will need to be mitigated in the design of the scheme and carefully managed throughout its implementation. Another limitation of this strand is its small capacity.

This strand will commence with the development of an International Protection Community Hosting Scheme.

3.4.4.4 Private Tenancies

Applicants who rent suitable accommodation within the Local Authority Area to which they are assigned, will have their rent (up to an agreed level) paid directly to the landlord by the State. The applicant will in turn make a rent contribution to the State, based on their means. This system will operate in a similar fashion to the mainstream Housing Assistance Payment (HAP).

By enabling applicants to live in the community, this strand is well aligned with the objective of ending Direct Provision. It is less well aligned with the not-for-profit objective as it involves payments to private landlords. It meets the human rights objectives by enabling applicants to access own-door accommodation and live in the community. However, applicants may be at risk of discrimination in the private rental market. To mitigate this

¹⁰ <https://www.gov.ie/en/publication/37ccb-minimum-standards-in-rented-accommodation/>

risk, integration support teams located in each Local Authority Area will assist applicants to source suitable properties and, where necessary, will act as intermediaries between them and (prospective) landlords.

It is proposed that approximately 350 units per year (mix of houses and apartments) will be sourced under this strand as it is envisaged that families will constitute the primary target group for this strand. It is considered that this proportion will diminish over time depending on the capacity developed in other strands and will ultimately be used only as an emergency contingency where there are larger than expected increases in the number of applicants for International Protection.

3.4.5 Building and Purchasing Programme

In order to implement the new model as described above, DCEDIY will begin a programme of building accommodation for International Protection applicants. The programme will include the building of six bespoke Reception and Integration Centres for Phase One, as well as a number of Phase Two own-door accommodation units for families and multiple occupancy dwellings in which single people could have their own rooms. The mix of accommodation will depend on demand and the performance of the strands described above. It is intended that the new build programme will support the delivery of accommodation provided by approved housing bodies and equivalent not-for-profit housing organisations and/or managed by NGOs under strands 3.4.4.1 – 2 above. The accommodation provided will have to be capable of providing own-door accommodation for families and own-room accommodation for single applicants as required under all strands. Commissioning of capital programmes will begin early in the transitional phase.

The State will commission the NGO sector to provide care and integration supports as part of the new model, as necessary.

3.4.6 Supported Accommodation for Single People – Managed by Approved Housing Bodies and Not-for-Profit Organisations

The State will purchase or build own-room accommodation for single people from approved housing bodies or equivalent. The buildings will be managed by not-for-profit organisations working on behalf of DCEDIY. In addition to accommodation management, the not-for-profit contractors will supply integration support workers to work with residents and support them to access public services and other supports as necessary.

By providing own-room accommodation that is tailored in particular to the needs of single people, this strand meets both the objective of ending Direct Provision and of protecting and promoting human rights. It also meets the not-for-profit objective to a certain extent. Where, as a contingency, the State may 'lease' apartments, the leasing arrangements will involve private landlords while the contractors engaged to manage the accommodation and provide the integration supports will all be not-for-profit organisations.

Capacity will be limited at first, and investment will be required to increase it.

3.4.7 Supported Accommodation for Vulnerable People – NGO managed

DCEDIY will commission NGOs to provide social care supports to vulnerable people, including families, whose accommodation has been sourced primarily either through AHBs or equivalents or the new building / acquisition programme, or other sources. The level of supports provided will be determined through a Vulnerability Assessment process.

By providing accommodation that is tailored in particular to the needs of vulnerable people, this strand meets both the objective of ending Direct Provision and of protecting and promoting human rights. It also meets the

not-for-profit objective as AHBs and equivalents operate on a not-for-profit basis. It is likely that the costs to the State per unit of accommodation will be higher than for other strands. This is to be expected where the needs of vulnerable people are being adequately met.

The number of those accommodated will depend on the number of vulnerable people who are considered to need bespoke accommodation and supports. The accommodation types provided will depend on whether or not the applicant is single or is part of a family.

3.4.8 Risks Inherent in the Multi-strand Accommodation Approach

The development of a multi-strand accommodation approach is inherently more complex than that foreseen by the Advisory Group, which drew on an existing housing programme and on the resources and expertise of Local Authorities. The model proposed above will require multiple capital projects to be brought on stream. It will require support services to be commissioned from multiple organisations. It will also require programmes to be developed and coordinated nationally to stimulate community involvement. As such, it will require a significantly greater investment in staff, capital and project management resources than would have been anticipated by the model recommended in the Advisory Group Report. It will have to be undertaken at a time of continuing pressure on the housing market.

Each of the strands proposed above carry risks. Capacity is potentially constrained in private tenancies. Urban renewal programmes are still small-scale in nature. The programmes involving Approved Housing Bodies, NGOs or hosting in the community will have to be developed from scratch.

The inherent risks involved in the delivery of a multi-strand programme of this nature, where key elements will require to be developed, make it necessary to introduce an annual review mechanism to assess the ongoing feasibility of each strand. Such a review would also include structured feedback from current or recent applicants on their experience. If strands persistently fail to deliver the capacity needed to accommodate applicants, it will be necessary either to remove that strand from the model or to re-allocate the numbers across other strands. The annual review will also have to consider whether or not there are other accommodation strands that could be added to the model.

See further discussion of risk in Chapter 8.

Financing

Financing to provide International Protection accommodation will be made available to Approved Housing Bodies and others. The Department of Children, Equality, Disability, Integration and Youth will engage with the Department of Public Expenditure and Reform (DPER) and with the Housing Finance Agency, as appropriate, to agree the additional funding stream required to support these new accommodation requirements.

DCEDIY will work with DPER to develop suitable programmes using dedicated capital financing appropriate to the International Protection accommodation requirements.

In this context DCEDIY will liaise with the Department of Housing, Heritage and Local Government to help to provide access to existing schemes, such as the Capital Advance Leasing Facility and the Capital Assistance Scheme, and other investment channels where such schemes can provide a suitable model of delivery. Both Departments will work closely to ensure that existing schemes, investment channels and other models of delivery can be adapted, where necessary, to best suit the delivery of accommodation for International Protection applicants at scale.

NGOs developing urban renewal projects will draw on urban renewal schemes currently in place.

3.4.9 Settlement Pattern

In order to ensure that the new model is implemented in a fair and transparent way, and to facilitate the necessary planning for service provision, the relative proportion of applicants to be accommodated in each Local Authority Area will be determined in advance. The Local Authorities will develop a method, in cooperation with DCEDIY, to determine the number of applicants to be assigned to each county. It is important that this method is both fair and transparent and that clear and simple criteria are used to determine the allocations.

While criteria will be defined as the new model develops, they will be guided by a set of objectives. These objectives concern the number of applicants to be accommodated in each Local Authority Area. The separate but related issue of criteria for determining the location of accommodation within a Local Authority Area and the method for matching specific accommodation with individual applicants will be addressed separately.

3.4.9.1 Objectives of Settlement Pattern

- To ensure that the location of accommodation allows access to essential services;
- To be mindful of social housing waiting list lengths and accommodation costs;
- To ensure that International Protection applicants live in a variety of locations across the country and are not overly concentrated in particular areas;
- To be mindful of particular needs in determining a settlement location, including cultural and religious needs, where possible. Allocations will be agreed over a set period, e.g. for three years, and then revised periodically in light of new population, house price and social housing data. As a proportion of the accommodation is to be provided through private rentals, the model should be able to absorb any necessary adjustments in the allocations arising from periodic reviews.

When the method is agreed, the location of accommodation within any given Local Authority Area will be determined by DCEDIY in consultation with Local Authorities

Following consultation with caseworkers, applicants will be assigned to a specific Local Authority Area when they leave the Reception and Integration Centre.

3.5 Processing of Claims

The proposed model is based on the assumption of 3,500 new International Protection applicants per annum and that their applications would be largely processed to decision at first instance within 6 months, and on appeal to International Protection Appeals Tribunal (IPAT), within a further 6 months, in line with the recommendation of the Advisory Group. The figure of 3,500 is based on the average number of applications for International Protection received over the last 10 years.

The demand led nature of the system is a constant challenge. Increases in the number of applicants for International Protection above the 3,500 assumed, arising from factors such as the re-opening of travel routes, changing trends, etc., have the potential to place the new model under considerable strain and impact negatively on processing times and accommodation capacity. It is also the case that there will be some individual cases that will, due to a range of factors, take longer to process as outlined below. In 2019, there were 4,781 applications, and while numbers of applications have been lower due to the COVID-19 pandemic, they are likely to increase significantly in the future.

The litigious nature of the International Protection and immigration systems generally presents ongoing challenges. While it is recognised that applicants have the right to take judicial review proceedings in the courts, this does add to the length of time that they remain in the system. This has a greater impact on processing where “case action” type challenges are taken, which can result in a large number of cases building up behind lead cases. Such cases can have a significant impact on downstream processing times and thus the overall time in the system. However, the reduction of processing times and better quality legal representation should mitigate this impact, while recognising that it will not eliminate it entirely.

Perhaps one of the most complex challenges, and one these factors is difficult to quantify precisely, relates to delays that arise from individual applicant cases. This can, for example, arise from delays by applicants in submitting information, cancellation of hearings by applicants, inability or failure to produce documentation such as passports, and refusal to leave the State having failed with their application process and exhausted all appeal options. All of which can prolong the length of stay and therefore place additional pressure on systems and services.

Reducing processing times will mitigate some of these issues as the expectations of failed applicants who have spent a relatively short period of time in the system are reduced. However, ultimately persons who have failed in their application are expected to leave the State. This will require an increased level of enforcement and ultimately removals. While, of course, a humanitarian approach in line with statutory provisions will continue to be adopted, it is recognised that no immigration system can function without an enforcement arm. This requires a shared understanding among all stakeholders in addition to wider society.

The Department of Justice is committed to implementing the key recommendations in the Advisory Report to reduce processing times of both first instance decisions and appeals to 6 months respectively. A Programme Board in the Department of Justice has been established by the Minister to lead the overall work programme in relation to the recommendations of the Advisory Group that relate to the Department of Justice. An Implementation Working Group of Senior Officials has been established to support progress in the implementation of recommendations, as appropriate, and to report into the Programme Board.

The range of recommendations in the Report of the Advisory Group as relevant to processing of applications broadly fit into three main categories, i.e. those that:

- (a)** Can be implemented relatively quickly / from existing resources;
- (b)** Require legislative changes;
- (c)** Have resource implications.

Significant progress has already been made in relation to some of the recommendations. For example, an end to end review of the International Protection and related immigration process to guide enhanced processing times through, for example, process improvements and potential efficiency gain is underway in the Department of Justice. The review also aims to identify and implement improvements which can in turn be incorporated into new ICT systems as they are developed. The review is due to be completed by the second quarter of 2021 and will inform the allocation of additional resources to ensure that they are focussed on the areas that will have most impact in terms of speed of delivery.

One of the key supporting recommendations in the Report of the Advisory Group is an investment in ICT, particularly in case management systems and customer support systems. A Department wide ICT strategy has been developed and an additional €5m has been secured by the Minister for Justice in the Estimates for 2021. A significant portion of this investment will be used for immigration and International Protection purposes.

The IPAT is being included in the review of processes, with a view to meeting the objectives outlined in the Report of the Advisory Group, including guide improvements to reduce processing times for appeals to 6

months. The review will also help inform resource considerations and actions on process improvements as appropriate.

The Report of the Advisory Group also recommends that the Legal Aid Board is resourced to enable it to support those of the 3,500 new applicants for IP each year who wish to avail of legal aid from reception stage until a final decision has been taken, including the judicial review stage, and considered this would also assist in meeting the recommended processing deadlines. The Legal Aid Board is included in the review being undertaken to identify how processing and general supports to applicants in the International Protection process can be enhanced. The Legal Aid Board will bring forward proposals to the Department of Justice by 2022, on what would be required to deliver the level of supports recommended, with a target date from implementation of Q2 2023.

Some of the recommendations from the Report of the Advisory Group and other related reports are already being implemented, e.g. the Ministerial Decision Unit work processes have been streamlined and that office relocated to within the IPO. The Minister for Justice obtained Government approval to reduce the period for which to qualify for access to the labour market. Work is underway on the relevant secondary legislative changes to underpin the reduction from 9 months to 6 months in order for applicants to apply for permission to access the labour market and to extend the period of the permission to 12 months.

In addition, there are a small number of other recommendations that require further consideration or that may be implemented in a different manner than that suggested in the reports, such as dealing with backlog cases. Specifically, insofar as the current backlogs are concerned, the Department intends to prioritise processing of all cases using improved processes and the planned ICT investment in the system, in the first instance. The Department will, by October 2022 at the latest, commence a review of progress made in reducing backlogs and improving processing times and based on the outcome of that review, decide by the end of 2022 whether additional measures are required in order to ensure that the new system can come into operation without the overhang of any significant number of legacy cases.

In progressing improved processing timelines the Department of Justice is conscious that any significant increases in the level of new applications for International Protection may impact on their continued delivery, and therefore the Department will continue to monitor the situation in this regard. It is already the case that COVID-19 has had an impact on processing in 2020 and the current year. The business objective of bringing the processing times for first instance decision down to 9 months by the end of 2020 was not achieved so that this will also be a challenge for the pace of advancing the reduction to 6 months. However, the pandemic has given an increased impetus to push forward aspects of the change programme such as remote interviewing by video conference facilities which will remain in place into the future regardless of the pandemic outcome.

Achieving and sustaining reduced processing timeframes is a significant undertaking that will require the support of all stakeholders, including NGOs and the wider public to ensure that successful applicants are quickly integrated into society. It must also be acknowledged that any effective system of International Protection must, in the interests of those who need protection, be capable of dealing with those whose applications are ultimately rejected, including through effective removal methods. The Department of Justice is also committed to enhancing the arrangements in place to facilitate voluntary returns.

Chapter

4

Meeting Needs, Supporting Independence

In this chapter

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4

Meeting Needs, Supporting Independence

4.1 Understanding and Empowering Rights: Interpretation and Access to Information

4.1.1 Interpretation

Many applicants for International Protection require interpretation services to enable them to avail of services and supports and take their first steps in integrating into Irish society. Under the new model of accommodation and supports, the Department of Children, Equality, Disability, Integration and Youth (DCEDIY) will ensure that all service-users have access to high quality interpretation services when they need them, at each stage of the process.

An accreditation test will be introduced for anyone seeking to provide interpretation in the International Protection process.

Improving service levels in interpretation will include work in areas such as:

- Interpreters' Codes of Conduct, covering e.g. impartiality, personal and professional standards, etc.
- Training for interpreters specific to interpreting for International Protection applicants.
- Competency standards in both English and the language of interpretation.
- Irish Sign Language training offered to deaf applicants during Phase One and Two.
- Independent Inspections to ensure that the appropriate standards are met.

4.1.2 English Language Provision and Orientation Programme

During Phase One, adult applicants will have the opportunity to partake in an in-depth educational programme about Ireland which will also teach them about any essential service that they will need to access. The orientation programme will be for four months and will combine information and English language provision. An intensive English language course for adults will be provided as part of the orientation programme similar to that currently provided to programme refugees under the Irish Refugee Protection Programme. Information hubs will be established by relevant services (health / education / child welfare) to provide information on mainstream services and on tailored supports, such as for victims of trauma, including children.

4.1.3 Information and Openness

At every stage of the International Protection process, applicants will have a right to information describing the services and supports they can receive. Under the new model, comprehensive information will be proactively supplied to applicants at the entry point to Phase One accommodation, during the transition to Phase Two accommodation, and will be available at request at any stage via case workers, and centrally via phone, email and online. All staff and officials working with International Protection applicants will be required to foster a culture of openness, approachability and trust.

4.1.4 A Responsive Complaints Process

International Protection applicants will have the right to pursue a grievance or complaint about any aspect of the services they receive through the accommodation process. Complaints will be handled sensitively, appropriately and promptly.

4.1.5 Independent Advice and Support

In addition to information and support being made available within the International Protection accommodation system, an independent source of advice and support will be established which will build upon the existing information services currently in place for residents.

4.1.6 Independent Legal Support

The Report of the Advisory Group also recommends that the Legal Aid Board is resourced to enable it to support those of the 3,500 new applicants for IP each year who wish to avail of legal aid from reception stage until a final decision has been taken, including the judicial review stage, and considered this would also assist in meeting the recommended processing deadlines. The Legal Aid Board has been included in the review being undertaken by the Department of Justice to identify how processing and general supports to applicants in the International Protection process can be enhanced. The Department of Justice recognises that additional legal aid supports are needed by applicants as they go through the international protection process. The Legal Aid Board will bring forward proposals to the Department of Justice by 2022 on what would be required to enable it to support 3,500 new applicants per year who wish to avail of legal aid from the reception stage until a final decision has been taken, including the judicial review. A target date of Q2 2023 for the implementation of these reforms has been set.

4.1.7 Ombudsman / Ombudsman for Children

International Protection applicants will continue to have recourse to the Ombudsman and to the Ombudsman for Children, to pursue an issue of concern about their experiences in the system.

4.2 Training for Staff

All staff working with International Protection applicants will receive cultural sensitivity training to develop their cultural competence. They will receive equality and human rights training as well as training on engaging with people who have experienced trauma or torture. They will also undertake the 'Children First' e-Learning programme, which will help them recognise concerns about children and about how to properly report these concerns. They will be required to sign a Code of Conduct. The service provider will be expected to ensure that its staff engage appropriately with applicants and that staff respect the applicants' dignity and human rights. This will be a criterion according to which tenders to provide services under the new model will be evaluated. Similarly, it will constitute a performance metric in terms of service delivery.

4.3 Enhanced Model of Health Care for Applicants for International Protection and Refugees¹¹

The Department of Health and the HSE are responsible for the provision of community healthcare for applicants for International Protection.¹² The enhanced model has the following components:

- Multidisciplinary community health care teams
- Health screening and assessment at reception stage
- National level coordination

Community healthcare services include eligibility assessment for a medical card, measures for women's health, population health and wellbeing initiatives and health and social care supports for victims of domestic, sexual and gender-based violence.

The policy approach to the provision of community healthcare services for applicants for International Protection is informed by the HSE National Intercultural Health Strategy 2018- 2023.¹³ The strategy supports migrants from diverse ethnic, cultural and religious backgrounds to obtain equal access and opportunities across the Irish healthcare services.

In the enhanced model of community health care, community healthcare teams will develop a comprehensive and efficient model of care for applicants for International Protection. It will be based on a population health planning approach, in line with Sláintecare, so that applicants for International Protection can get an appropriate level of care in line with resource availability.

Additional resources and staff requirements for the development of community healthcare teams will be assessed further.

The teams will be adapted to fit the proposed six new health care regions when rolled out by the HSE.

Community healthcare teams will include a range of services, including GP, nursing and health worker services, interpretation and NGO supports, and other specialisms such as dentistry, psychology, and referral to mental health services (adults and CAMHS) based on assessment.

The teams will provide regular clinics to applicants within their region, and provide links with other support services, to ensure better coordination of care.

Access will be available to community healthcare, disability and older person's services on the same basis as Irish nationals.

4.3.1 Health Screening and Assessment Services at Reception Stage

Health screening and assessment will be offered to all new applicants for International Protection, in Phase One. The assessment includes essential infectious diseases screening (with vaccination needs) as well as

11 A model of care defines the way health services are delivered and describes best practice care and services for a population group or patient cohort as they progress through the stages of a condition, injury or event. For applicants for International Protection, the model of care covers the period from their arrival in Ireland to the determination of their status (i.e. Phases One and Two).

12 Community healthcare includes primary care, social inclusion, older persons' and palliative care services, disability and mental health services. These services are delivered by a mix of HSE, voluntary section 39 service providers, GPs and private providers.

13 HSE, [Second National Intercultural Health Strategy, 2018-2023](#)

identification of priority medical needs. Initial Health Assessment will aim at the:

- Detection of medical conditions of public health importance and public safety;
- Detection of other medical conditions that require urgent referral and follow up;
- Transmission of medical information in a timely manner to GP /Community Health/ Mental health to enable ongoing care and treatment and the proper preparations for reception in Phase Two International Protection accommodation and continuity of care;
- Initiation of urgent HIV and other treatments, including stabilisation treatment, if necessary.

Health screening and assessment will be offered within 4 to 6 weeks of arrival in a Reception and Integration Centre. The health assessment/screening will include diagnosis, referral, onward preparation of records for transition to Phase Two, and coordination with relevant HSE / Primary care or hospital staff.

Requirements for additional health service resources in any proposed regional centres will have to be considered further.

The Baleskin Reception Centre currently provides a dedicated health screening and assessment service for International Protection Applicants. A multidisciplinary health team assesses and addresses the immediate health needs of newly arrived residents, including child health and referrals to specialist services. It includes the following services:

- Voluntary health screening assessment for newly arrived International Protection applicants;
- Some priority public health action for infectious diseases including vaccinations, TB, Hepatitis B contact tracing, Hepatitis C referral and treatment and HIV care;
- Subsequent medical specialist referrals to consultant-led specialist services;
- Nursing and midwifery;
- Public Health Nursing including child health and child welfare;
- Psychology clinic;
- Social Work;
- Visiting GP x 4 sessions/week.¹⁴

Over the past two years, the demand for the HSE to provide health screening and assessment services in Baleskin has almost doubled due to increased bed capacity in the IPAS facility and increased throughput, (the IPAS target time for a reception stay in Baleskin is 6 weeks). Recognising that this will require an increased budget requirement, the Department of Health and the HSE will review and assess the costs of a reconfiguration of services for a comprehensive health care screening and assessment in the Baleskin Reception Centre, to work towards a revised target time. This reconfiguration will be adjusted according to the number of applicants envisaged in Phase One and the available level of funding.

¹⁴ All health screening assessments so far are voluntary opt-in with over 12,000 residents having been assessed by the service to date (average uptake is approx. 60-80%, (Overall, >63000 people have applied for asylum in the past 20 years).

4.3.2 Health Information

The International Protection Support Service will provide all International Protection applicants with intelligible, accessible and comprehensive information relating to the full range of health services that are available.

4.3.3 Support and Coordination Structure for Community Healthcare Teams

While governance for healthcare services lies at Community Healthcare Organisation level, national support and coordination will be developed to streamline and standardise community healthcare services to meet the complex health needs of applicants for International Protection.

Community healthcare teams will develop virtual linkages with the medical team in the Reception and Integration Centres in a network-type model to optimise dialogue, coordination and implementation.

At HSE national level, linkages will be developed with mental health and other specialist services, and monitor the inclusion of applicants who are granted leave to remain within the mainstream health services, when the individual health identifier is operationalized.¹⁵

The Department of Health and the HSE will further consider the clinical and programme resources to support the new structure, including the following:

- To bring a migrant health perspective to the provision of community healthcare services;
- To develop relevant advisory documents;
- To contribute to inclusion health networks within the HSE and with relevant NGOs;
- To act as a link to and liaison with other specialist services in the HSE, including departments of Public Health and the Health Protection Surveillance Centre, along with agencies outside the HSE;
- To advise the Department of Health on policy in relation to migrant health.

This resource will be located in the HSE National Social Inclusion Office. Additional resource requirements will be assessed as the need arises.

4.3.4 Medical Cards

Community healthcare services are provided to applicants for International Protection on the same basis as Irish nationals, including eligibility for the provision of a medical card.

Persons who hold a medical card can avail of the following services: General Practitioner (GP) services, a home nursing service, prescribed drugs and medicines, all in-patient and out-patient public hospital services including consultant services, dental, ophthalmic and aural services and appliances, certain maternity services, the Counselling in Primary Care Service and termination of pregnancy services. Services such as allied healthcare professional services may also be available to medical card holders.¹⁶

15 Individual Health Identifier (IHI) is a number that will be used to safely identify an individual and their health information when using a health service. The main benefits of having an IHI is to ensure **patient safety**, enable **improved patient care** and provide **efficiency of Health Services** by tracking of patients across health services.

16 In addition to health and community services, medical card holders pay the Universal Social Charge on their income if it is over the exemption limit, but there is a reduced rate. Medical card holders may also be exempt from paying school transport charges and State exam fees in publicly-funded second-level schools. There may also be financial help with buying school books in certain schools. There are also reduced fees for FOI internal review and appeals and other benefits.

A person seeking International Protection is entitled to apply for and be assessed for a medical card. However, whilst this principle is universally agreed, there are a number of barriers in accessing medical services including lack of knowledge and understanding of the system, language barriers etc.

Clear and accessible information with regard to eligibility for a medical card and accessing services attaching to the medical card, will be provided by the IPSS.

4.3.5 Women's Health

Women passing through the International Protection process will be entitled to avail of the same healthcare supports as Irish nationals, including reproductive care, antenatal care, birth and postnatal and cervical checks. Breast screening will be available for all applicants aged over 50. It is crucial that information relating to these services is conveyed in an accessible and culturally sensitive manner. Information on the range of healthcare supports will be provided at the earliest point of contact on arrival in a Reception and Integration Centre.

Of particular importance is access to quality sexual and reproductive healthcare. All women and girls of reproductive age will have the information and means to protect themselves from unplanned pregnancy and STIs. They will have access to information and means to control their fertility. All women of reproductive age will be provided with information on access to termination of pregnancy services in Ireland and where access to these services is required IPSS caseworkers will ensure that the service is accessed in the most timely and dignified manner possible.

IPSS Caseworkers will ensure that where requested, women and girls can access a female GP or clinician.

Period products will be provided to International Protection applicants who need them, free of charge in Phase One accommodation.

4.3.6 Trans-specific healthcare

Trans people seeking International Protection often have specific healthcare needs relating to their transition, including hormone replacement therapy, access to psycho-social services and in some cases treatment for complications relating to gender reassignment surgery.¹⁷

The specific healthcare needs of trans people arriving in the country will be assessed as part of the Health Assessment and Vulnerability Assessment procedures in Phase One, and access to appropriate care and support will be facilitated through the HSE and appropriate NGOs, on the same basis as Irish residents.

4.3.7 Mental Health

The model of community health care is aligned with *Sharing the Vision – a mental health policy for everyone*.¹⁸ The policy includes the following recommendations relating to applicants for International Protection:

- Targeted mental health promotion and prevention actions should recognise the distinct needs of applicants for International Protection;
- The HSE should maximise the delivery of diverse and culturally competent mental health supports throughout all services;

¹⁷ [Trans Healthcare in Asylum Reception Conditions](#)

¹⁸ <https://www.gov.ie/en/publication/2e46f-sharing-the-vision-a-mental-health-policy-for-everyone/>

- Applicants should have access to appropriate tiered mental health services through primary care and specialist mental health services;
- Interpretation should be provided to enable access to mental health services.

The mental health needs of people fleeing war, persecution, atrocity, mass violence and other devastating events are different to those of the general population and it is important that this is recognised in the design of mental health supports for those seeking International Protection.

It is recognised that International Protection applicants may suffer higher rates of anxiety and depressive disorders than other sections of society, and experience up to ten times the level of post traumatic disorder (PTSD) compared to the general population¹⁹.

Mental health needs will be identified as part of the general Health Assessment and informed by Vulnerability Assessments. Where applicants have mental health needs, including trauma, they will be referred to healthcare professionals with relevant experience, and this will be done in a culturally sensitive manner with appropriate interpretation services.

Once this assessment has been carried out, appropriate community-based care will be initiated and all relevant information will be communicated to mental health services in a timely manner.

As applicants commence the move to Phase Two accommodation, their mental health support and treatment requirements will be factored into the type and location of their accommodation, to ensure both continuity of treatment and living arrangements that are appropriate for their needs.

4.3.8 Population Health and Wellbeing

Population health and wellbeing are key components in how health and social care services are planned and delivered so as to keep people healthy and well, and reduce the likelihood of disease and premature mortality. Community initiatives, such as the Healthy Ireland Fund, social prescribing, parenting programmes and the new Healthy Communities Programme aim to improve health and reduce morbidity in communities at risk, including applicants for International Protection.

4.3.9 Domestic, Sexual and Gender-Based Violence

Health and social care supports will be made available to women, children and men who are victims of domestic, sexual and gender-based violence. Victims of female genital mutilation, torture and human trafficking will receive appropriate health and social care services. International Protection applicants who move away from abusive relationships will be assured that their application will not be affected.

All IPSS caseworkers will be trained as part of the Vulnerability Assessment process to identify women and girls who have experienced or are at risk of female genital mutilation. For those who have been subjected to FGM, a referral to an NGO-run FGM Treatment Service will be offered.

¹⁹ The Mental Health Service Requirements in Ireland for Asylum Seekers 2017 <https://www.irishpsychiatry.ie/wp-content/uploads/2016/10/Mental-Health-Service-requirements-for-asylum-seekers-refugees-and-immigrants-150517-1.pdf>

4.4 Identifying Vulnerability

4.4.1 Vulnerability Assessments

The EU Recast Reception Conditions Directive sets out the requirement to take account of the specific situation of vulnerable persons in terms of their reception needs. A Vulnerability Assessment process will be in place, building on the current pilot vulnerability screening and assessment process with which the HSE is supporting DCEDIY. This involves an assessment of vulnerability at the initial stage of application for International Protection (carried out in parallel with the International Protection application process at the International Protection Office (IPO)). The outcome of this screening will be a supported referral to the health team, where necessary. The Vulnerability Assessment process will determine the accommodation and support options offered to the applicant. The caseworker assigned to the applicant in Phase One will have a role to ensure that vulnerabilities are taken into account in determining the type of accommodation appropriate to the applicant's needs and the level of support needed. Where further vulnerabilities emerge following initial screening and assessment, the assigned caseworker will notify appropriate services and will arrange for further assessments to be undertaken as necessary. The ongoing assessment of vulnerabilities is an important part of the overall process and the caseworker will be important in the case management process and in ensuring a coordinated approach to the provision of services.

4.4.2 Pathways for the Most Vulnerable

The Vulnerability Assessment process will identify the accommodation and support options needed for vulnerable people. The caseworkers in the Reception and Integration Centres will have the role to ensure that the accommodation offered is appropriate to the needs of highly vulnerable people and that they are linked into appropriate supports. They will receive accommodation supported by NGOs with relevant expertise in supporting vulnerable people. These NGOs will be specifically commissioned to support highly vulnerable people.

4.5 Children in the International Protection System

Children and Young People's Services Committees (CYPSCs) which comprise all key statutory and voluntary sector agencies have been very active in terms of provision of services and supports for children in International Protection Accommodation Service (IPAS) settings. In instances where new Reception and Support Centres are located or planned in regions that are served by CYPSCs, this will continue and be further built upon and developed.

Each CYPSC will ensure as part of its subgroup structure that there is a specific focus on the needs of children, young people and their families in International Protection Accommodation settings. This will involve developing a clear action-focused plan for the coordination and provision of services and supports from CYPSC member organisations to these settings, comprising both in-reach and out-reach approaches. This will also proactively support wider community engagement and child and youth participation.

This plan will harness the input of Tusla services in the key areas of provision, to include Prevention, Partnership and Family Support, Educational Support Services. The key areas of Health, Education and Local Authority provision will be included in the plan so that all of these inputs are aligned to best effect for children, young people and their families. Crucially a focus will be placed on mobilising the considerable supports from the community and voluntary sector as part of this coordinated provision of services. This will ensure that there is coordinated and concerted planning and delivery of services at regional and local levels for children, young people and their families.

This plan will be agreed upon by all CYPSC members and their agencies. It will be included in the overall Children and Young People's Plans developed by CYPSCs and implementation will be monitored by the relevant CYPSC. To further strengthen this response, these plans will be shared with the relevant Local Community Development Committees (LCDC) to reinforce alignment, implementation and local engagement.

At national level, DCEDIY, having regard to all areas in the new departmental remit, will provide strategic policy and systems guidance to CYPSCs to ensure that local structures and supports are fully coordinated and mobilised in response to the needs of children, young people and their families resident in IPAS settings.

4.5.1 Unaccompanied Minors

Unaccompanied children's protection applications will be prioritised by decision-makers whenever they are received in order to ensure a first decision before the applicant reaches 18. All young people, where possible, will receive a final instance decision in advance of their 18th birthday, and if this decision is positive they will have the full rights and entitlements afforded to all refugees and citizens. Young people whose application cannot or has not been processed in advance of their 18th birthday will be able to access available State Supports.

Young people in aftercare will access housing supports in accordance with the new accommodation model, while also continuing to receive aftercare supports in the same manner as currently.

Priority access (in line with that for all care leavers) to enhanced housing supports will be given to this cohort of young people leaving care.

The rationale for when an application for International Protection should be made will be included in the initial needs assessment, and in the child's care plan (if this is not already the case).

Access to legal advice and case management will be expanded from current provision in order to keep pace with demand. This includes family reunification applications.

4.6 Recognising Diversity

4.6.1 Pathways for LGBTIQ+ People

The model recognises that LGBTIQ+ people will have particular needs and may have experienced discrimination and persecution as a result of their sexual orientation or gender identity. The Vulnerability Assessment process will take account of particular needs for LGBTIQ+ applicants. There will be a focus on ensuring that caseworkers are appropriately trained to recognise and respond to risks of homophobia or anti-trans prejudice, including among other residents of shared facilities. Engagement with key LGBTIQ+ NGOs will inform how policy responds to the needs of LGBTIQ+ applicants. Applicants will be linked with support networks to ensure that they can develop friendships and become aware of initiatives of potential relevance.

In particular, it is recognised that Transgender people and LGBTIQ+ young people, both as individuals and within family units, may have specific needs and vulnerabilities which must be appropriately addressed. Caseworkers will be equipped to provide support, information and vital linkages with community, NGO and professional bodies primed to respond.

The accessibility of established LGBTIQ+ communities and related resources will be a factor in the transition to Phase Two accommodation for LGBTIQ+ applicants.

4.6.2 Pathways for Older People

Older people applying for International Protection may have particular needs. Accommodation options for Phase Two will take the applicant's age and family situation into account. Additionally, if particular vulnerabilities are identified in the Vulnerability Assessment process, they will be taken into account in identifying suitable accommodation and related supports.

In Phase One, there will be a particular focus on supporting older people with English language acquisition, recognising that the acquisition of English will be more difficult for older people. Similarly, the employment activation supports will take into account the potential barriers that may be faced by older people in accessing the labour market.

4.6.3 Pathways for People with a Disability

The Vulnerability Assessment process will be used to determine the accommodations that are needed for people with disabilities. Where the person has a mobility difficulty, this will be taken into account when determining the potential accommodation option for that person. The availability of suitable services, including accessible transport services, and school places will also be taken into account for applicants with disabilities or for families who have children with additional educational needs. Where the nature of the disability requires the applicant to access medical services, the Vulnerability Assessment process will bring these needs to the attention of the HSE. This will include needs arising from mental health issues.

As applicants with disabilities may face barriers in accessing employment opportunities, there will be a particular focus on linking the applicant with employment services targeted at people with disabilities. Applicants and their families will also be linked to disability support networks so that they can become aware of services and initiatives.

4.6.4 Religious and Cultural Support

It is recognised that applicants come from a wide range of countries with diverse cultural, social and religious norms. It is important that those delivering services to applicants and overseeing the International Protection accommodation process have cultural competence. In this regard, cultural competence training will be developed and delivered to those delivering services and monitoring the system. The model will also be reviewed on an ongoing basis to ensure that supports are proofed to ensure that they are culturally appropriate. Such reviews will necessarily involve discussion and feedback from those who use the services, or have done so recently.

4.7 Integrating with Independence

4.7.1 English Language Supports

An expanded programme of English language supports will be offered to adult applicants. This will begin with an intensive orientation programme centred on English language acquisition while in the Reception and Integration Centre in Phase One. Adult applicants will also be entitled to English language supports available through their local Education and Training Board while in Phase Two of the new model.

4.7.2 Education

Applicant children will continue to be eligible to access mainstream childcare services and primary and post-primary education. International Protection applicants who are currently in the system and who are resident in Ireland for 3 years will be facilitated in accessing third-level education by means of their eligibility for support under the Student Support Scheme run by the Department of Further and Higher Education, Research, Innovation and Science, which provides a similar level of financial support for International Protection applicants as is provided for Irish students who are eligible for support under the SUSI grant scheme. DCEDIY will facilitate eligible third-level students to be accommodated in locations convenient to their third-level institutions, where possible.

4.7.3 Right to Work and Employment Activation

Applicants will be entitled to apply for permission to access the labour market, noting that legislative provisions have been advanced to allow access from 6 months from the date of application for International Protection.²⁰

Intreo supports and services will be specifically geared towards encouraging a greater diversity of employment options for International Protection applicants.

They will be entitled to access supports from Intreo to assist them in accessing employment. Once labour market access has been granted, it is already the case that applicants can attend further education and training courses to help in upskilling. Since Post Leaving Certificate (PLC) courses are also often focused on directly developing skills for employment, it is now proposed that the international student charge for PLC courses (currently at €3,600) be waived for protection applicants who have established labour market access, a change that will facilitate wider access to these courses. Access will also be provided to employer networks to make applicants aware of available opportunities and to raise employer awareness of applicants' skills and qualifications.

Applicants will be informed by Local Enterprise Offices of supports available to start a business in Ireland. These services will apply once the applicant has received status.

4.7.4 Drivers' Licenses

International Protection applicants will be granted the right to apply for an Irish driving licence. Legislation giving effect to this will be introduced before summer 2021.

4.7.5 Bank Accounts

The Department of Justice is engaging with the Banking Federation of Ireland and key stakeholders to resolve difficulties regarding access to Bank Accounts for International Protection applicants.

20 For more on this legislation, please see [S.I. No. 52 of 2021: European Communities \(Reception Conditions\) Regulations 2021](#)

4.8 Economic and Family Supports

4.8.1 Living Expenses for Applicants

Adopting the human rights based approach that is at the core of this policy requires that adequate provision is made for living allowances so that the risk of applicants falling into poverty is mitigated. Applicants will receive weekly payments of living expenses while in the International Protection process. The rate of payment will be determined by whether the applicant is in Phase One (Reception and Integration Centre) or Phase Two (Accommodation in the Community), and also, in the case of applicants eligible for work, by their level of income from employment.

4.8.1.1 Phase One: Reception and Integration Centre

While in the Reception and Integration Centre, applicants will receive full board and have access to an onsite food hall to get food where catering for themselves. Residents will be involved in decisions around which food is provided in the food hall, with particular consideration given to any specific religious or cultural needs. They will also receive an Expenses Allowance that will be paid weekly. It will be of similar value to the current Direct Provision Allowance. This rate will be reviewed annually.

4.8.1.2 Phase Two: Accommodation in the Community

When applicants move to Phase Two, they will be living independently in the community and will therefore require a level of income that enables them to meet their needs in terms of food, clothing, rent, utilities, transport, etc.

Many applicants in Phase Two will be entitled to apply for permission to access the labour market and they will be encouraged to do so. The Phase One Integration Programme will have labour market integration as one of its objectives. Applicants will learn about the Irish labour market, will have their skills and qualifications assessed, and will be offered an employment preparation course as part of the Integration Programme. When applicants move to their Phase Two accommodation in the community, their assigned integration support worker will link them with local employment services.

Notwithstanding this, it is assumed that a majority of people may not be in paid employment for at least some of their period in Phase Two. They will therefore need living expenses to be paid by the State until such time as they can take up paid employment.

Phase Two living expenses will be paid in the form of a weekly International Protection Payment from the Department of Children, Equality, Disability, Integration and Youth. Applicants in Phase Two who have dependent children will also receive an additional monthly payment per child in the form of an International Protection Child Payment from DCEDIY. Back to School Clothing and Footwear Allowances will also be payable where applicable, as is currently the case.

The International Protection Payment will be means tested. Where an applicant takes up employment, or has other means, their International Protection Payment will be reduced according to the means testing system to be applied.

Applicants in Phase Two will pay a differential rent for their accommodation in a similar manner to Local Authority tenants, i.e. they will pay a portion of the rent payable on the property, according to their income, including their International Protection Payment.

DCEDIY will set the payment policy for the International Protection Payment. The payment mechanism will be provided by the Department of Social Protection, operating on behalf of DCEDIY.

The Phase One Expenses Allowance will be discontinued once an applicant has moved to Phase Two accommodation and is in receipt of their International Protection Payment.

Costings for this approach are provided in the costings chapter. These have been calculated on the basis that the rate of the International Protection Payment will be aligned with that of the Supplementary Welfare Allowance, while the rate of International Protection Child Payment will be aligned with that of Child Benefit.

4.8.1.3 Childcare and Parenting

Parenting supports and child development services will be made available to applicant families to support child development during the application for International Protection. It is recognised, in this regard, that applicant families who have experienced conflict or trauma may need additional supports. Caseworkers' work with applicant families will include specific supports for people who have been trafficked and suffered gender-based violence. It is also recognised that moving from a third country to Ireland may in itself impose additional pressures on the applicant family which, if ignored, may lead to poorer outcomes for applicant children. Childcare will be provided to enable parents to attend English language classes.

4.9 Post-Decision Transitions

4.9.1 Successful Applicants

People who are granted international protection will be offered supports to assist them with the transition to permanent living in Ireland. The nature of supports offered will vary according to need. One model that may be drawn on in developing a programme of transition supports is the Support to Live Independently (SLI) initiative. This is a visiting support service to those with low or moderate needs who are moving into independent accommodation having been in homeless services. This service provides wraparound supports to assist individuals and families to integrate into their new community while also helping them to access employment, education and social protection services.

The potential to mobilise community support for people moving out of the International Protection system will also be explored. The engagement of people who have themselves come through the international protection system in the past and are successfully integrated into life in Ireland could be of great value to this aspect of the new model.

4.9.2 Unsuccessful Applicants

Unsuccessful applicants will have time to regularise their affairs and support will be given to them to enable them to avail of options for voluntary return to their countries of origin.

4.10 Inspection

HIQA will monitor existing Centres against agreed standards during the transitional period. HIQA's expertise will be sought to develop a robust inspections system for the new model. The inspections system will combine internal inspections by Department of Children, Equality, Disability, Integration and Youth or by a company contracted on its behalf and external inspections by an independent body. The inspections system will have to encompass a wider variety of accommodation units than at present and a greater number of service providers contracted to provide services and supports to applicants. Work will be undertaken during the transitional system on developing the new inspections system.

Chapter

5

Community Interconnectedness

In this chapter

- 5.1 Coordination at Local Level
- 5.2 Community Engagement

5

Community Interconnectedness

5.1 Coordination at Local Level

The new model for accommodating applicants for International Protection will adapt the structures currently used by the Irish Refugee Protection Programme to coordinate the resettlement of refugees at local level and use these as a basis for coordinating services to applicants under this policy.

5.1.1 Inter-Agency Working Groups

The Irish Refugee Protection Programme currently operates a system of inter-agency working groups in each county to coordinate the delivery of services to refugees being resettled in that county. The new model will develop a similar structure. An inter-agency working group will be established in each county, chaired by the Local Authority, to coordinate services to applicants. The inter-agency working group will include representatives of the Local Authority, Education and Training Board, Education Welfare Service, County Childcare Committee, CYPSC, SICAP, HSE, Intreo and An Garda Síochána, Local Development Companies and other Community Development Organisations where relevant. It will ensure that services are aware of the arrival and needs of applicants and their families. It will prepare a plan for the coordination of services to applicants in the county, including drawing on community and volunteer integration supports.

The Department of Children, Equality, Disability, Integration and Youth (DCEDIY) will brief inter-agency working groups on proposals to develop new accommodation options / complexes in their counties so that public bodies and community structures are aware in advance of new accommodation options being developed in their counties.

5.1.2 Resettlement Workers / Intercultural Workers

The current system of resettlement workers and intercultural workers that are appointed under the Irish Refugee Protection Programme to support refugees in specific counties will be expanded to encompass applicants where the accommodation option does not include tailored supports provided by not-for-profit organisations.

A permanent system will be established in each county whereby resettlement workers and intercultural workers are appointed to act as caseworkers for applicants with lower support needs. NGOs will be commissioned to provide this service in each county. The organisation providing the service will report to DCEDIY, which will provide funding and establish caseload numbers, performance targets and service standards for the system. Training will be provided for resettlement workers and intercultural workers. A network of such workers will be established to facilitate continuous professional development and exchange of good practice. Workers will be required to undertake regular training on equality, diversity, cultural competence and on responding to trauma. DCEDIY will monitor the performance of individual NGOs providing this service and the manner in which the service is being delivered to applicants / applicant families.

5.2 Community Engagement

5.2.1 Engaging with Communities When Opening Centres or Sourcing Accommodation

A consultation process will be undertaken with relevant communities when locating a Reception and Integration Centre in a particular location. The purpose will be to brief the community about the intention to locate a Reception and Integration Centre in that locality, to set out potential implications for the community and to hear any concerns. The consultation process will also be used to inform communities about ways in which they can support applicants, as appropriate.

A national consultation and information process will be undertaken during the transitional phase to brief communities in urban areas about the new model and to ascertain any views about the possibility for locating accommodation for applicants in their areas.

The inter-agency working group will provide the framework for notifying public authorities and community structures when deciding to build, acquire or lease Phase Two accommodation in a particular area, within the framework of the settlement pattern agreed by Local Authorities. The inter-agency working group will advise on appropriate consultation processes for consulting with community structures on locating accommodation for applicants in their communities.

5.2.2 Integration Initiatives at Community Level

The new accommodation model will include a focus on community engagement, using existing community structures and providing funding to support specific community integration initiatives to integrate applicants into those communities, once arrived.

The inter-agency working group will provide the framework for notifying community structures of the arrival of specific groups of applicants. DCEDIY will collaborate with the Department of Rural and Community Development (DRCD) to ensure that local programmes which promote the integration of applicants for International Protection are delivered to a consistent standard of quality.

Existing community structures – CYPSC / SICAP – will include applicants for International Protection as target groups within their work programmes, building on initiatives already underway in specific counties. There will be a particular focus on engaging children and young people within the projects and networks operating in the youth sector. A funding programme will be put in place by DCEDIY to support community integration initiatives for applicants and their families, including by volunteering groups and local Volunteer Centres, in particular for the children of families seeking International Protection. Robust monitoring arrangements are already in place locally whereby integration initiatives under SICAP, delivered by Local Development Companies, are monitored by the LCDC in each area. Integrating LGBTIQ+ applicants into LGBTIQ+ networks will be a focus.

Volunteer Centres can also play a role in assisting new arrivals to find volunteering opportunities in their community and supporting them in their volunteering roles. An objective of the National Volunteering Strategy is to promote greater diversity in volunteering.

Chapter

6

Monitoring Wellbeing

In this chapter

6.1 Independent Review of Wellbeing Indicators

6 Monitoring Wellbeing

6.1 Independent Review of Wellbeing Indicators

As the new model is established, there will be a need to ensure that it is fully meeting the needs of people applying for International Protection. One of the repeated criticisms of Direct Provision is that problems were allowed to escalate and become chronic before being addressed. The new model must ensure that it identifies and addresses issues affecting applicants' wellbeing at the earliest possible stage.

Additionally, it is imperative that the new model takes a holistic view of wellbeing, rather than the focus on accommodation which characterised RIA and IPAS.

An independent body of experts will work with the Department of Children, Equality, Disability, Integration, and Youth (DCEDIY) to develop a set of wellbeing indicators for people in the International Protection system. The independent body will assess these indicators at regular intervals.

Chapter

7

The Journey through an International Protection Application

In this chapter

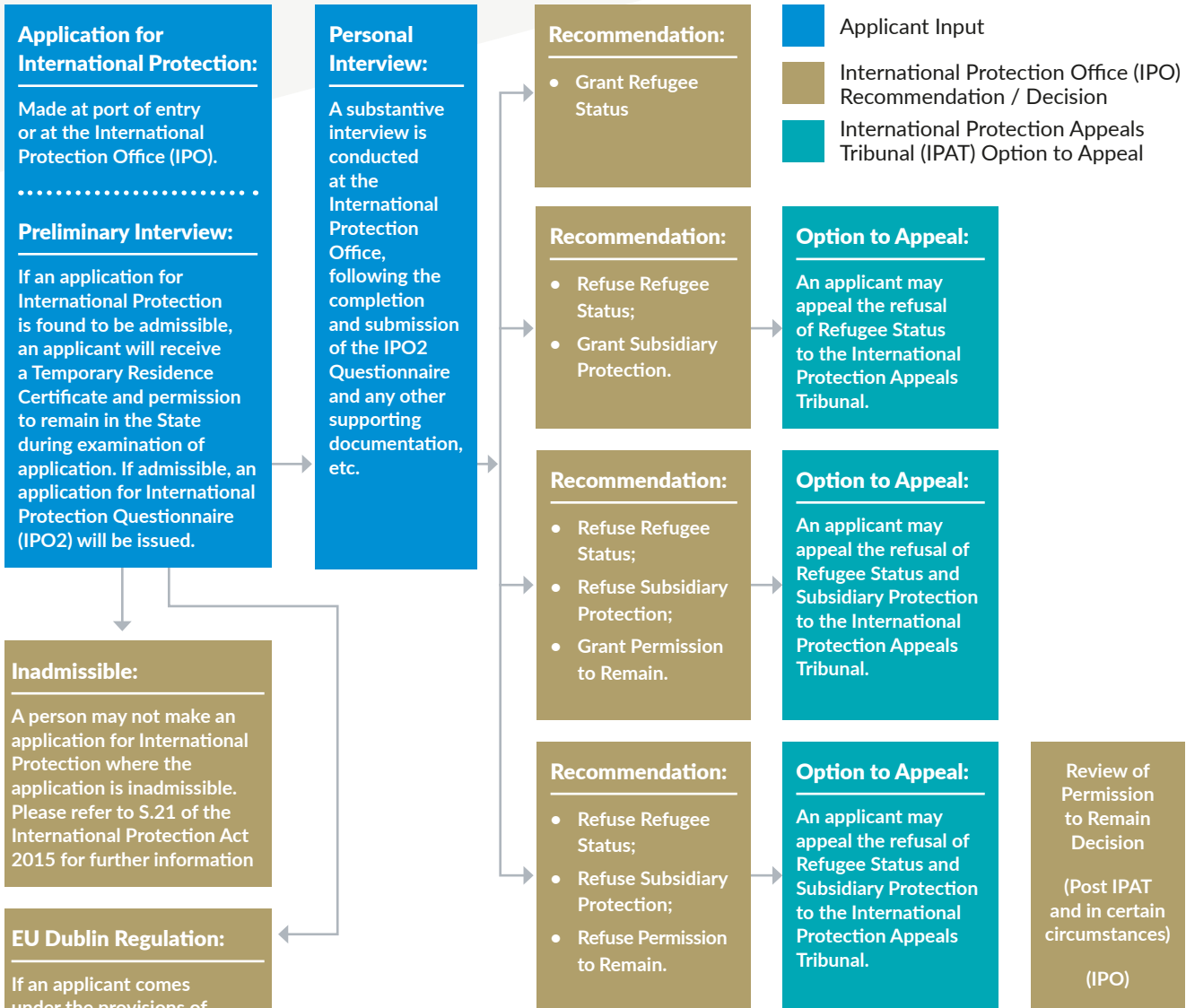
- 7.1 Diagrammatic Overview of Pathways Through International Protection
- 7.2 What the Accommodation Options Will Mean for Different Types of Applicants

7

The Journey through an International Protection Application

7.1 Diagrammatic Overview of Pathways Through International Protection

General Overview of Process under International Protection Act 2015



It is the duty of an applicant to actively co-operate with the examination of their application for International Protection.

The duty to co-operate is wide ranging and includes, inter alia, the need to be truthful and to submit, as soon as reasonably practicable, all the information needed to substantiate an application.

Please note:

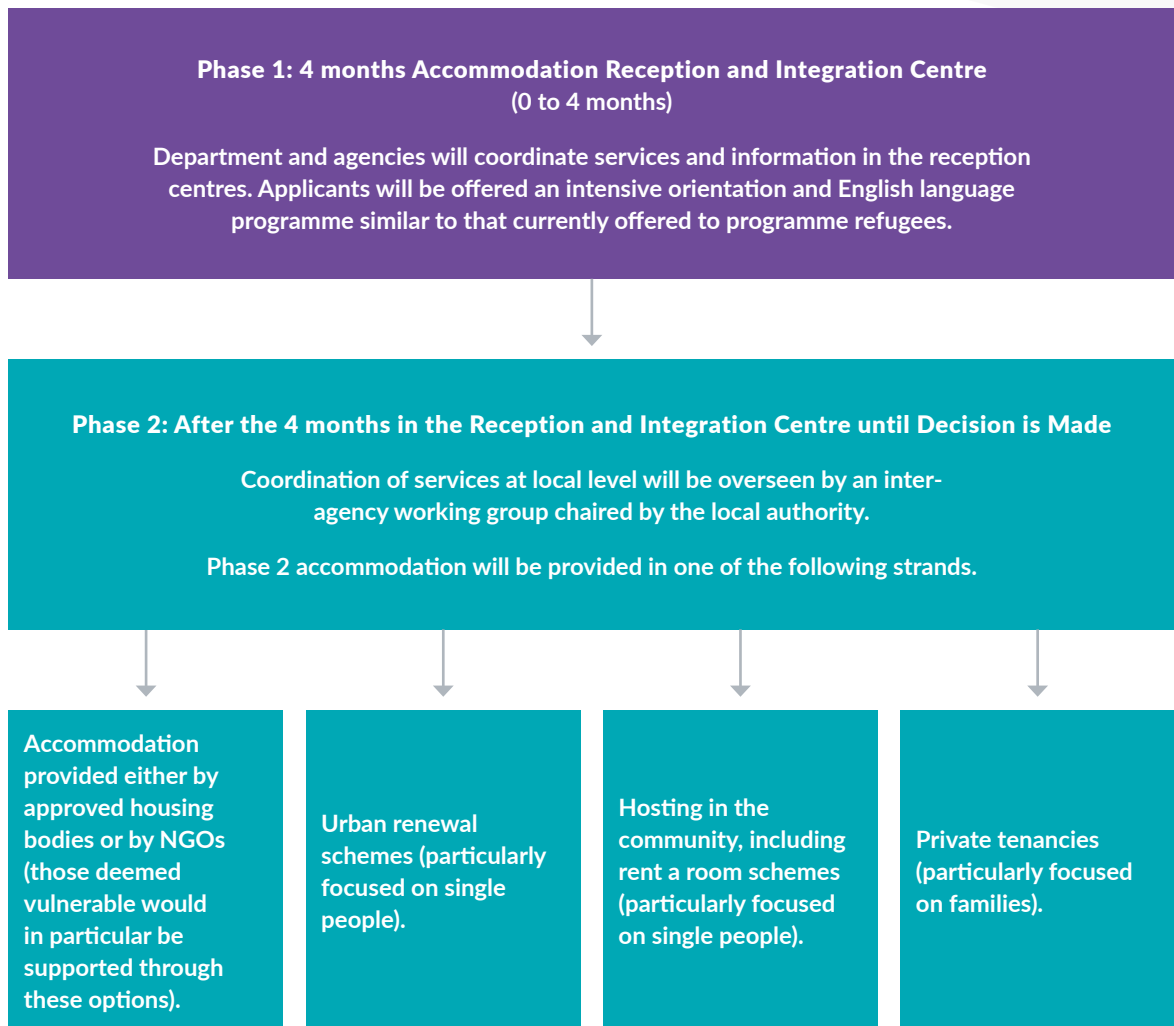
This information is not legal advice and does not give a legal interpretation of the International Protection Act 2105.

If an applicant requires more information about the 2015 Act and its effect on their case, they should obtain legal advice.

Diagram of new accommodation model

Phase 1: 4 months Reception and Integration Centre

Phase 2: Dispersed Model, 4 Strands



7.2 What the Accommodation Options Will Mean for Different Types of Applicants

7.2.1 Phase One

7.2.1.1 Families

If a family applies for accommodation as part of the International Protection process, the family will be offered accommodation immediately in a Reception and Integration Centre. The family will be accommodated during the initial period of four months in an own-door unit in the centre. Here, the family will have the possibility to cook meals and to have living space to spend time together and for the children to play and do homework. The own-door unit will be located in a Reception and Integration Centre where the family will also have access to support services. Each family will have a caseworker who will ensure that the family is linked with services and who will work with the family on the accommodation option that is offered if the family is expected to need Phase Two accommodation. A food-hall will be available with groceries for cooking. Wi-Fi will be available. The family will get a weekly allowance to cover essential needs. The family will also be able to apply for exceptional needs payments where necessary and allowances to cover uniform and book costs for school-going children. If any family members have particular vulnerabilities, these will be taken into account in an assessment process that will identify the services needed. The family will also be linked with support groups and networks that are relevant to their needs and situation.

The family will receive a comprehensive orientation and integration programme that will give them a greater understanding of Irish life, opportunities, and entitlements. Adult family members will be expected to attend intensive English language training as a crucial tool for integration and employment opportunities. Childcare will be available to facilitate attendance at language and orientation classes. Adult family members will get information on the employment opportunities that they can access once entitled to do so. This will happen if the adult is waiting more than six months for a first instance decision.

The children of the family will go to school while in Phase One accommodation if they are of school going age. Childcare will be available for younger children.

7.2.1.2 Single People

If a single person applies for accommodation, they will be offered en suite own-room accommodation in a Reception and Integration Centre. They will share with other single people in a unit that will accommodate no more than 10 people. They will be able to use a communal kitchen to cook for themselves. A food hall will be available where they can source food for cooking. Communal social spaces will also be available where they can socialise and make friends. Wi-Fi will be available.

The person will get a weekly allowance to cover essential needs. Exceptional needs payments will be available for particular situations. If the person has particular vulnerabilities, these will be taken into account through an assessment process that will identify the services needed. The person will be linked with support networks and groups that are relevant to their needs or situation.

The person will receive a comprehensive orientation programme that will give them a greater understanding of Irish life, opportunities, and entitlements. They will be expected to attend intensive English language training as a crucial tool for integration and employment opportunities. They will get information on the employment opportunities that they can access once entitled to do so. This will happen if the person is waiting more than six months for a first instance decision on his or her International Protection application.

7.2.2 Phase Two

If the applicant remains in the International Protection process for longer than 4 months and continues to need accommodation, they will be offered accommodation in an appropriate type of accommodation that will be located in an urban area with access to services and public transport. If the applicant has particular vulnerabilities or needs, these will be taken into account in the type of accommodation offered. The accommodation could be in any county.

7.2.2.1 Families

Families will be offered own-door furnished accommodation. This will be either in a house or an apartment. The family will have the same living space and facilities as Irish citizens. They will be able to prepare their own meals. The house or apartment will be located close to clusters of houses or apartments in which other families in the International Protection process are located so that the family will not be socially isolated. The family will pay rent for the accommodation on the same basis as an Irish citizen living in social housing. This means that the rent they will pay will be based on the amount of income they have (including their weekly International Protection Payment as well as any earned income) and not on the rental value of the accommodation. This is to ensure they have sufficient income after paying rent to meet their other living expenses. The family can be offered a house or apartment that is either managed by an approved housing body or rented from a private landlord. The family will pay for utilities on the same basis as Irish citizens.

Each family will have access to a caseworker who will provide information and support to link with health and other services. The level of caseworker support available will depend on whether or not family members have particular vulnerabilities. Children will be allocated places in childcare, if of pre-school age, or in mainstream schools if of school-going age. The adults will have the right to work if they have not received a decision on their application for International Protection within six months. Adult family members will get the opportunity to link with employment supports and opportunities. The family will get an income support if the adults are not working or if the income earned is below a certain threshold. The adult family members will continue to be able to access English language training provided through the local Education and Training Board.

The family will have access to medical cards. If the Vulnerability Assessment indicates that a family member has medical vulnerabilities, these will be brought to the attention of the HSE. For non-medical vulnerabilities, the family will be linked with services or accommodated in a type of accommodation that takes account of those vulnerabilities. If a family member has reduced mobility, the family will be housed in an accessible unit, for instance. A family with a disabled member will be linked with disability organisations. A lone parent will be linked with lone parent organisations. A family with young children will be linked with family resource centres in the area while those with teenage children will be linked with youth organisations.

If the family's application for International Protection is successful, they will be provided with support to transition from the International Protection system into mainstream accommodation.

7.2.2.2 Single People

A single person will be offered own-room accommodation either in an apartment complex or a renovated building in an urban area or in a house if a group of single people choose to live together as a group. The single person will have the possibility to make their own meals. They will have shared kitchens and living spaces. The single person will pay differential rent and will pay a contribution to utilities.

The single person may be offered a room through a community hosting arrangement where a property owner makes available a room for rent or for free in a property. A single person accommodated through this option will be accommodated close to other applicants for International Protection so as not to be isolated. They will have access to a caseworker to support them to access public services and to link with employment

opportunities. The level of caseworker support provided will depend on whether or not the person has particular vulnerabilities.

The single person will have the right to work if they have not received a decision on their application for International Protection within six months. They will get the opportunity to link with employment supports and opportunities. They will get an income support if not working or if the income earned is below a certain threshold. They will be able to access English language training provided under the auspices of the local Education and Training Board.

They will have access to a medical card. If the Vulnerability Assessment indicates that the person has medical vulnerabilities, these will be brought to the attention of the HSE. For non-medical vulnerabilities, the person will be linked with services or accommodated in a type of accommodation that takes account of those vulnerabilities. A person with reduced mobility will be housed in an accessible unit, for instance. A disabled single person will be linked to disability organisations. An LGBTIQ+ single person will be linked to LGBTIQ+ networks.

If the single person's application for International Protection is accepted, they will be provided with support to transition from the International Protection system into mainstream accommodation.

PART



Implementation, Governance and Risk

Chapter

8

Implementation, Governance and Risk

In this chapter

- 8.1 Implementation Structures for the New Model
- 8.2 Delivery Approach on Processing of Claims
- 8.3 Governance Structures for the New Model
- 8.4 Risk Management

8

Implementation, Governance and Risk

8.1 Implementation Structures for the New Model

Implementation of the new model is a whole of Government responsibility. The Department of Children, Equality, Disability, Integration and Youth (DCEDIY) will have responsibility for coordinating the implementation of the new model within the governance framework set out in this chapter.

Responsibility for policy on International Protection Accommodation lies with the Minister for Children, Equality, Disability, Integration and Youth. This will be managed by a Policy Unit in the Department. This unit will have responsibility for the policy aspects of the transition process and will retain responsibility for policy in this area once the transition is complete. This unit will also have responsibility for migrant integration policy and anti-racism policy.

Implementing the new model proposed in the White Paper will be the responsibility of a new unit to be established in the Department of Children, Equality, Disability, Integration and Youth. This unit is referred to as the “Transition Team” in this White Paper. Staffing costs for the initial complement of the Transition Team are included in the costings chapter below. The Transition Team will work closely with the Policy Unit and the management teams of the existing International Protection Accommodation Service. The existing International Protection Accommodation Service (IPAS) teams will continue to work separately, but in co-operation with the Transition Team, to manage the day-to-day operations of the current system through the transition period.

The Transition Team will manage the transition to the new model. As part of its work, the Team will, in consultation with key stakeholders and informed by its experience of the transitional period, design the optimal implementation structure for the new model in its ‘steady state’, i.e. once the transition has been completed and the new model is fully in place.

The new model is considerably more complex than the existing IPAS model. Implementation will require the commissioning of accommodation, the provision of weekly income support and the coordination of services and supports nationwide involving a wide range of public sector and independent bodies, at both national and local level. Specialist resources will be needed to meet the often complex needs of applicants. The skills and resources required to implement such a model are not currently held by DCEDIY, whose International Protection Accommodation Service has up to now relied on private contractors to provide accommodation and related services and to act as the point of contact between applicants and mainstream services. In this context, for the new model to be successfully implemented, new and specialist resources will have to be made available directly to DCEDIY. Appointment of the Transition Team is the first step in this process.

As the new model represents a highly specialised operational service, further analysis will be carried out during the transition period on what the optimal delivery vehicle for the service might be in the longer term. Given the nature of the service, this will include consideration of the establishment of an independent body in the form of a new statutory agency of DCEDIY to provide the service. Analysis will be undertaken in late 2021 / early 2022 to determine whether or not proposals need to be brought forward to establish a statutory agency to provide the service.

8.2 Delivery Approach on Processing of Claims

A Programme Board chaired at Deputy Secretary General level with high level representation from the relevant functional areas of the Department of Justice and with external representation has been established to lead and oversee a programme of work including the key processing objectives set out in the various reports outlined below. An Implementation Working Group has also been established in the Department of Justice to take forward the various work streams, as appropriate.

8.3 Governance Structures for the New Model

Transition to the new model will be overseen by a dedicated Programme Board to be established by the Minister for Children, Equality, Disability, Integration and Youth. This Board will be chaired by the Department of Children, Equality, Disability, Integration and Youth and will comprise representatives of Departments, Agencies, Local Authorities and NGOs with a role in the delivery of services to applicants for International Protection under the new policy and people who have formerly been in the Direct Provision system. Expertise on housing, integration and human rights will be represented on the Board and experts may be invited to join the Board periodically to support delivery of key areas such as capital building programmes. The Board will set performance indicators for the new model and monitor progress against those indicators. This will include monitoring progress on the reduction in processing times according to the action plan being implemented by the Department of Justice in this regard. The Board will meet quarterly, or more often as necessary. It will make periodic reports to the Minister for Children, Equality, Disability, Integration and Youth who will report to the Cabinet Committee on Social Affairs and Equality on the progress of the reforms. The Department of Justice will report to the Cabinet Committee on the progress of its reforms. The Programme Board will prepare biannual reports for publication on the DCEDIY website. The DCEDIY Policy Unit will provide a secretariat to this Programme Board.

Work will be undertaken during the transitional phase to identify the appropriate regulatory and monitoring structures needed to ensure quality of service under the permanent model. This will build on the existing National Standards for Accommodation Offered to People in the Protection Process. As these standards were developed for the existing IPAS model, they focus on congregated settings.

Following the transition period, the Programme Board will continue to meet to review progress in implementing the new accommodation model, to highlight issues of concern and to recommend modifications, where needed, to the new model to the Minister for Children, Equality, Disability, Integration and Youth. The Board will determine and review programme indicators and targets for the new model on an ongoing basis. It will publish reports annually on DCEDIY's website on the performance of the new model against these indicators.

An external advisory group of three independent persons will be appointed by the Minister for Children, Equality, Disability, Integration and Youth to monitor the implementation of the new model. They will publish reports periodically to report on the progress of the reforms and to highlight any concerns arising.

The Terms of Reference of the Inter-Agency Working Groups established under the Irish Refugee Protection Programme will be expanded to include its new role in relation to the new model at local level. These Groups, which are chaired by the relevant Local Authority, will provide periodic reports to the Programme Board. An annual meeting will be held between representatives of inter-agency working groups and Programme Board representatives to facilitate the exchange of good practice and to identify ways in which coordination can be improved at local level.

8.4 Risk Management

There are transitional risks attaching to any major policy reform and this is clearly relevant in the present case. There are also risks inherent to the new model itself, once operational.

A key risk area relates to the numbers of people applying for International Protection in Ireland. While trends can be observed and monitored, it is not possible to predict accurately how many people will require the services to be provided under the new model. A sudden or sustained increase in demand constitutes a risk to the implementation of the model as planned. In a scenario in which the planned capacity of 3,500 people per year is insufficient to meet demand, greater use will be made of private tenancies in Phase Two. Where Phase One (Reception and Integration Centre) accommodation is insufficient to meet demand, efforts will be made to provide people with Phase Two accommodation more quickly (i.e. from 3 months) in order to release capacity in the Centres. While extra accommodation capacity is being included in the proposed model to respond to higher than anticipated demand, sudden changes in demand would be difficult to manage. Similarly, delivery of what will be a large capital programme within the timeframe will be challenging and require active management. Delays or slippage in the delivery of major parts of the programme could delay the decommissioning of permanent centres.

The proposal to establish a dedicated Transition Team to manage the transition process has been made in part with the objective of mitigating the transitional risks. The new team will focus exclusively on establishing the new model, while existing IPAS staff continue to operate the current model for as long as necessary, pending the transition of all applicants to accommodation under the new model.

It will be essential that the new model is reviewed closely during its early implementation phase to ensure that it is effective and that any unintended consequences are addressed and managed appropriately. Such reviews will include feedback and discussion with current and recent applicants. The proposal to establish a Programme Board to oversee implementation against agreed progress indicators will be an important element in the management of risks.

The Programme Board will appoint a Risk Committee from among its members to oversee the management of risks according to an agreed framework. Risks will also be identified, mitigated and managed through DCEDIY's existing risk management system.

Chapter

9

Implementation Plan: Year by Year

In this chapter

- 9.1 Progress Schedule
- 9.2 Diagrammatic Overview of Transition in Accommodation

9

Implementation Plan: Year by Year

9.1 Progress Schedule

The implementation plan will draw on the process of change developed in Sláintecare and on the change processes developed by Revenue.

The implementation plan will have the following elements:

- To build the partnerships that will deliver new accommodation for international protection applicants;
- To develop the building programmes that will form part of the response to accommodating protection applicants;
- To develop integration programmes to support community engagement and the integration of applicants into local communities;
- To develop capacity within the statutory sector to deliver the services planned as part of the model;
- To develop capacity within the not-for-profit sector and to move in an orderly manner away from accommodation provided by the private sector in congregated settings;
- To develop the coordination systems and programme of supports available under Phase One, including the establishment of programme units for each Reception and Integration Centre;
- To inform national and local structures about the new model and to seek their support for its delivery.

The process of implementing change is planned to take place between February 2021 and 31 December 2024. It is intended that the new model will be fully operational by December 2024. However, the plan is also intended to introduce significant change each year between 2021 and 2024 and that there will be targets for delivery of change that will be reviewed annually.

Political oversight will be undertaken by the Cabinet Committee on Social Affairs and Equality. The Minister for Children, Equality, Disability, Integration and Youth will report to the Cabinet Committee on progress in implementing the plan.

As this is a new model which involves the delivery of accommodation and other supports that are not yet in place, the high-level implementation plan set out below will have to be flexible to adapt to challenges which arise in the process of implementing the new model and to respond to opportunities which arise. If a new agency is to be established, the implementation plan will need to incorporate the design and planning process for establishing that agency including the necessary legislation.

As a consequence, it is intended that the implementation plan will be reviewed annually by the Programme Board. The review will consider in particular whether the accommodation strands set out in this model are performing against expectations and can be expanded. If the accommodation capacity being achieved under an individual strand is significantly lower than needed to accommodate the numbers planned under that strand, the Programme Board will consider whether the strand should be reduced or replaced and how the capacity required will be achieved either through the other strands or by adding a further accommodation strand not currently included in the model.

2021

The focus in 2021 will be on:

- Appointing a Transition Team, with appropriate skills and expertise in housing, finance, change management, operational programming, and refugee integration, to develop the detailed design of the new model and lead its phased implementation according to an agreed implementation plan;
- Putting the oversight structures in place and agreeing the implementation plan;
- Initiating the planning process for projects that will involve new partnerships or will require capital programmes;
- Agreeing and undertaking an accelerated programme to support people with international protection status to move from IPAS accommodation to new homes in the community;
- Undertaking a systematic programme to move away from emergency accommodation;
- Building the capacity of the not-for-profit sector to accommodate and to provide appropriate services to vulnerable persons;
- Commissioning accommodation to enable single people to have single occupancy bedrooms;
- Establishing the inter-agency working group structures to oversee community engagement;
- Commissioning a bed management IT system that can identify availability of accommodation within the system by family type;
- Beginning a national information process to inform and consult with communities about the new model.

2022

The focus for 2022 will be on:

- Operationalising the first not-for-profit projects which will accommodate and provide appropriate services to vulnerable persons;
- Beginning the process of moving single people into single occupancy accommodation;
- Beginning to decommission permanent centres;
- Advancing the new build projects and the purchases of properties;
- Ensuring that people with status are moving quickly into permanent accommodation;
- Developing the IT systems required to manage the system;
- Establishing the programme of resettlement workers and intercultural workers for each county;
- Ensuring that relevant supports (especially health and education) are in place for the new model;
- Providing additional English language supports through ETBs;
- Developing the orientation programme and accompanying English language supports to be provided in Reception and Integration Centres;
- Reviewing whether modifications are needed to the accommodation strands proposed for the model.

2023

The focus for 2023 will be on:

- Operationalising further not-for-profit projects both encompassing high support options and medium support options, including urban renewal;
- Moving applicants into these options and testing how they are working for applicants;
- Supporting eligible families into private tenancies;
- Advancing the capital projects to build new Reception and Integration Centres that will accommodate applicants during Phase One;
- Ensuring that relevant services are planned and ready to operate in a coordinated manner in these centres by year end;
- Ensuring that the IT system is operating effectively;
- Advancing the new build projects and the purchasing of accommodation;
- Decommissioning further permanent centres operated by private providers;
- Moving applicants into community hosting arrangements;
- Reviewing whether accommodation strands are delivering the necessary capacity and quality;
- Reviewing how services are being coordinated and delivered to see if changes are needed;
- Ensuring that coordination is happening effectively at local level, overseen by the inter-agency working groups.

2024

The focus for 2024 will be on;

- Operating the new Reception and Integration Centres according to the coordinated model of service delivery;
- Completing the new build projects;
- Commissioning further not-for-profit services to support families and single people, including vulnerable people;
- Moving applicants into these accommodation and service options and reviewing their effectiveness for applicants;
- Decommissioning remaining permanent centres operated by private providers;
- Reviewing whether accommodation strands are achieving the necessary capacity;
- Reviewing how not-for-profit supports are addressing applicant needs;
- Reviewing how services are addressing applicant needs;
- Evaluating how the transitional phase has implemented the transition to the new model.

9.2 Diagrammatic Overview of Transition in Accommodation

Accommodation - Current System of Direct Provision



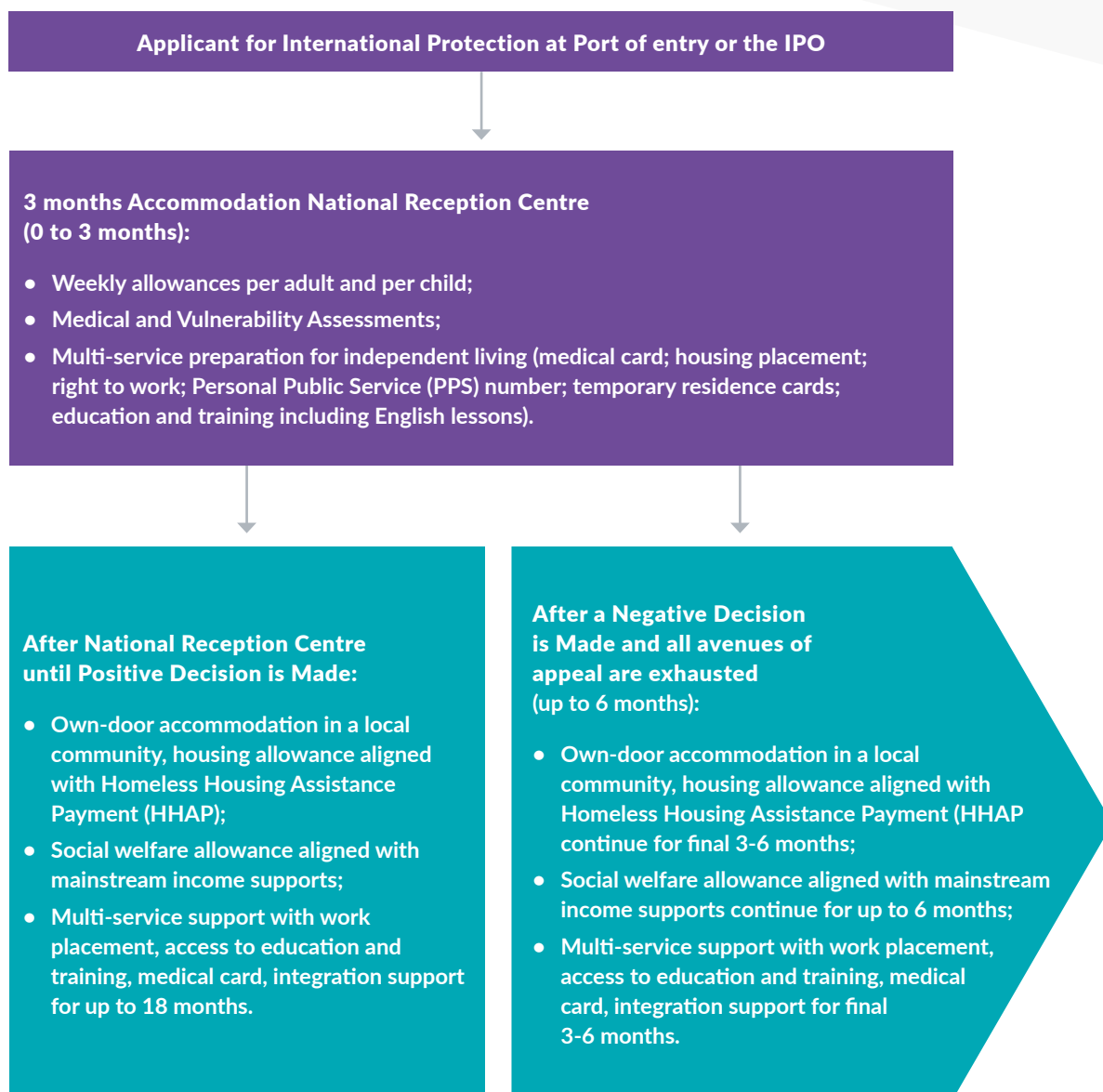
Advisory Group Report Accommodation System

Catherine Day Advisory Group Recommendation: 3-Stage permanent State-led system

Stage 1: Initial reception

Stage 2: Support while applications are processed

Stage 3: Support post decision for a limited period.



White Paper Proposed Accommodation Model

Phase 1: 4 months Reception and Integration Centre

Phase 2: Dispersed Model, 4 Strands



Chapter

10 Costings

In this chapter

- 10.1 Preliminary Estimates of Capital and Current Expenditure for Phase One
- 10.2 Preliminary Estimates of Capital and Current Expenditure for Phase Two
- 10.3 Preliminary Estimates for Current Expenditure for Departments other than Children, Equality, Disability, Integration and Youth for Supports for Phases One and Two
- 10.4 Summary of Costs

10

Costings

In October 2020 the International Protection Accommodation Services transferred from the former Department of Justice and Equality to the new Department of Children, Equality, Disability, Integration and Youth (DCEDIY).

This chapter provides preliminary costings for the proposed new model of accommodation and supports for International Protection applicants. The cost estimates have been drawn up by DCEDIY in consultation with relevant Departments and Agencies. Where relevant, they also rely on the analysis carried out by IGEES on behalf of the Advisory Group, adapted to take account of the differences between the Advisory Group proposals and the model proposed in the White Paper.

Throughout, the Advisory Group's assumption that the new model needs to have capacity to meet the needs of 3,500 applicants per year, of whom one-third will be children, has been used. A planning assumption has been made that applicants will spend four months in a Reception and Integration Centre (Phase One) and then move to their Phase Two accommodation in the community for up to fourteen months. A further planning assumption has been made that:

- Phase One requires a capacity for approximately 2,000 people at any one time, to cater for the flow-through of the 3,500 applicants over a 12 month period;
- Phase Two requires a capacity for approximately 3,500 people at any one time over a 12 month period.

This is to ensure flexibility and contingency within the new system. The costings in this chapter are set out according to Phase One Capital and Current expenditure and Phase Two Capital and Current expenditure. The Advisory Group costings have been used as a basis and adjusted accordingly.

- **It is important to note:** the White Paper cannot supply full costings for the new model, because it is limited by the stage of development of the model. The White Paper costings in this chapter have been reviewed by IGEES and by the Housing Agency, who consider them reasonable estimates for this stage of the project. However, further costings will be determined as part of the detailed design work that remains to be done by the Transition Team prior to implementation.

10.1 Preliminary Estimates of Capital and Current Expenditure for Phase One

As mentioned above at 3.4.1, under the new model, an applicant for International Protection will initially be accommodated in a Reception and Integration Centre.

The Reception and Integration Centres will focus on responding to any vulnerabilities the applicant may have, alongside providing services which meet their needs and ultimately supporting them to live independently.

The Centres will be structured in a way that ends the institutionalisation associated with Direct Provision, and vindicates the rights of those seeking protection. This approach is based on recommendations made in the Advisory Report, the Irish Refugee Council report 'Implementing Alternatives to Direct Provision', and best practice internationally.

The Reception and Integration Centres will be in State ownership and managed by not-for-profit organisations on the State's behalf. In total, the Centres will need to have capacity to accommodate 2,000 people, across the country, at any one time. These Centres will be distinctively different from the existing reception centre. They will provide individual rooms for single people and own-door accommodation for families. Independent living (self-catering options) will be provided for all of those accommodated there. Facilities will be available to enable relevant services to have a presence onsite and to enable the proposed orientation and English language programmes to be delivered there. Play facilities will also be available for children.

Capital Costs Phase One

Under the new model the Reception and Integration Centres will be State-owned and run by not-for-profit organisations. It is anticipated DCEDIY will build six Reception and Integration Centres with a capacity of 330 each. One of these Centres will need to be in Dublin, the other five will be located throughout the regions.

The preliminary estimate for the acquisition of sites sets out a range of costs showing a lower and upper limit depending on the location of accommodation, as the cost per acre can range dramatically depending on location. The assumption is approximately 15 acres for 2,000 people, which includes green spaces and play, which averages at approximately 2.5 acres per Reception and Integration Centre.

Department of Children, Equality, Disability, Integration and Youth				
Phase One Reception and Integration Centres Preliminary Estimates Capital Expenditure	Cost per acre			TOTAL
	Low	Medium	High	
	€0.2m	€1m	€5m	
No of Sites	3	2	1	
Acquisition of sites for 6 centres (2.5 acres each) per low / medium / high range	€1.5m	€5m	€12.5m	€19M
Construction costs	Low	Medium	High	
	1920/sqm	2400/sqm	2880/sqm	
Construction costs 6 centres (2.5 acres = 10,000 sqm each) per low / medium / high	€57.6m	€48m	€28.8m	€134.4m
Development costs at 50% construction costs	€28.8m	€24m	€14.4m	€67.2m
Totals for the range of 3 sites at the low end, 2 sites at the medium and 1 site at the high end	€87.9m	€77m	€55.7m	€220.6m

Current Costs Phase One

Department of Children, Equality, Disability, Integration and Youth	
Phase One Reception and Integration Centres	Estimated Cost
Accommodation per annum for 2,000 individuals (including food, utilities, wifi; furnishings, maintenance).	€22m
Childcare in Phase 1 (4 months) based on the National Childcare Scheme sponsor rates for children in IRPP reception centres.	€1.7m
Operating costs for Reception and Integration Centres, including integration support case-workers.	€3.4m
Maintenance Costs.	€2.0m
Total	€29.1m

10.2 Preliminary Estimates of Capital and Current Expenditure for Phase Two

As mentioned at 3.4.2 above, under the new model of accommodation for International Protection applicants, people will move out of the Reception and Integration Centre after four months into Phase Two accommodation provided by or on behalf of DCEDIY in towns and cities throughout the country. Own-door accommodation will be provided for families, either in apartments or in houses, while single people will be offered own-room accommodation in multi-occupancy units for up to 25 persons. This will require DCEDIY to commission approved housing bodies or other appropriate not-for-profit organisations to purchase or build these accommodation units.

The AHBs or other providers will source and finance this housing separately from any social housing that they are providing for Local Authorities. The housing sourced will be standard housing units or apartment complexes that will be provided either as individual units or in clusters. The Housing Agency will acquire properties as appropriate to be managed by AHBs.

Capital Costs Phase Two

It is anticipated that 400 units will be required to house 400 families or approximately 1,600 persons; 40 apartment blocks for 1,000 single people; and urban renewal units for 750 single people, all on an ongoing basis. In order to form a rough estimate for this costings chapter, the assumption of 50% build and 50% purchase has been made; also as these estimates depend on a number of contingencies and policy decisions, costs offer a range rather than a single average.

Department of Children, Equality, Disability, Integration and Youth

Phase Two Accommodation in the Community Preliminary Estimates for capital expenditure	Low	Medium	High
	€0.2m	€1m	€5m
Acquisition of sites for 200 units for families. (200 units x 80sqm = 16,000 sqm = 4/6 acres). ²¹	€1.2m	€6m	€30m
Acquisition of sites for 20 apartment blocks.	€1 m	€5m	€25m
Construction and Development costs	Low	Medium	High
	€1920/sqm	€2400/sqm	€2880/sqm
200 units for families (200 units x 80sqm = 16,000 sqm).	€30.72m	€38.4m	€46.08m
Development Costs.	€15.36m	€19.2m	€23.04m
20 apartment blocks. ²²	€27.648m	€34.56m	€41.472m
Development Costs.	€13.824m	€17.28m	€20.736m
Purchase Direct Build²³	Low	Medium	High
	€0.1m/unit	€0.25m/unit	€0.3m/unit
Purchase of 200 units for families.	€20m	€50m	€60m
Purchase of 20 apartment blocks.	€25m	€62.5m	€75m
Development of urban renewal units for 750 singles.	€30m	€50	€70m
Purchase of additional units.	€60m	€60m	€60m
Totals Range	€234.7m	€342.9m	€451.3m

21 The planning assumption is 400 units of 80sqm each. The costs are based on guidance from the Royal Institute of Architects in Ireland and the Society of Chartered Surveyors of Ireland which estimated construction costs in 2018 at €2,400 per square meter plus professional fees and VAT.

22 Assumption of 500 single people, using the assumption of 3-bed apartment at 90sqm = 8 x 90 x 20 = 14,400 sqm = 4/5 acres, Spending Review 2020, Analysis of Social Housing Build Programme, IGEEES, Housing and Local Government Vote, p14, <https://www.gov.ie/en/collection/daf0c-spending-review-papers-2020/#housing>

23 Spending Review 2020, Analysis of Social Housing Build Programme, IGEEES, Housing and Local Government Vote, <https://www.gov.ie/en/collection/daf0c-spending-review-papers-2020/#housing>

- It is acknowledged that there is considerable regional variation in the cost of both purchasing and constructing accommodation. The geographical distribution of accommodation for International Protection applicants will be determined by a distribution key to be agreed between Local Authorities and DCEDIY. The need to ensure a spread of accommodation across the country, to avoid areas with high pressure on housing and to ensure that applicants are accommodated where they have access to services and employment opportunities are all factors that will inform the development of the distribution key.

Additional Capital Expenditure

Area	Department	Expenditure
ICT administration system for income support payments in Phase 2.	DCEDIY	€1.2m
ICT administration system for reducing processing times.	DoJ	€2.4m
Total		€3.6m

Current Costs for Phase Two

The majority of families and single people seeking International Protection will be accommodated under strands 3.4.4.1, 3.4.4.2, and 3.4.5, 3.4.6 (see above in Chapter 3) in housing sourced from AHBs or equivalents. Where a family is deemed vulnerable, they will receive social care and integration supports through the NGO-managed strand. Where a family is not deemed vulnerable, their tenancy will be managed by the AHB. The family will receive caseworker support from the resettlement worker, who will be contracted to DCEDIY.

DCEDIY will commission NGOs to provide social care supports to vulnerable people, including families, whose accommodation has been sourced primarily either through AHBs or equivalents or the new building / acquisition programme, or other sources under strands 3.4.5 and 3.4.7. The level of supports provided will be determined through a Vulnerability Assessment process.

The costs in the table below are for maintenance costs only and do not include the cost of additional supports and caseworkers' salaries, which are costed further below at Integration Services.

Department of Children, Equality, Disability, Integration and Youth

Phase Two Accommodation in the Community for up to 14 months	Percentage Accommodated	Expenditure	Percentage of total costs
Approved Housing Bodies or other Not-for-Profit Housing Bodies (families and single applicants, approx 1,400 people).	40%	€1.4m	17%
AHB for 1,750 vulnerable people.	50%	€1.8m	22%

Department of Children, Equality, Disability, Integration and Youth

Other Accommodation Strands (families and single applicants, approx 350 people).	10%	€0.2m	2%
House soft furnishings for families and single people under the FEAD.	-	€0.05m	Less than 1%
Support to assist 'kitting out' a new International Protection home.	-	€4.8m	58%
Total	100%	€8.3m	100%

Childcare Services

Childcare must be made available to people both in Phase One and Phase Two to enable them to attend Integration Programmes and English Language Tuition.

Department of Children, Equality, Disability, Integration and Youth

Childcare	Expenditure	Percentage of total
Childcare in Phase 2 (12 months).	€5.8m	71%
Tusla Phase 2 (12 months).	€1.9m	23%
ECCE grant Phase 2 (12 months).	€0.5m	6%
Total	€8.2m	100%

Income Support Payments

Breakdown of income support annual expenditure for a planned capacity of 3,500 (one third of whom are children).

Department of Children, Equality, Disability, Integration and Youth

Area	Expenditure	Percentage of total
Income Support (12 months).	€34.2m	86%
International Protection Child Payment .	€1.6m	4%
Housing Assistance Equivalent Payment.	€3.5m	9%

Department of Children, Equality, Disability, Integration and Youth

Back to School Clothing and Footwear Allowance (250 x €150)+(250 x €275) Phase One.	€0.1m	Less than 1%
Back to School Clothing and Footwear Allowance (250 x €150)+(250 x €275) Phase Two.	€0.1m	Less than 1%
Return to school kits under the FEAD programme.	€0.04m	Less than 1%
Total	€39.5m	100%

Employment Services

Outreach employment supports such as pathways to Intreo Offices.

Department of Children, Equality, Disability, Integration and Youth

Area	Expenditure	Percentage of total
Outreach	€1m	100%

Integration Services

This section is intended to capture the following categories of costs:

- The costs of developing and testing a Phase One Integration Programme;
- The costs of co-ordinating the delivery of the new model nationwide (Inter-Agency Support);
- Costs arising from additional (non-mainstream) integration supports that may be required for applicants with higher support needs and will be provided by NGOs working on behalf of DCEDIY.

Developing and Testing Phase One Integration Programme

Department of Children, Equality, Disability, Integration and Youth

Phase One Integration Programme	Expenditure	Percentage of total
Development and Testing	€0.2m	100%

Coordinating the delivery of the new model nationwide (Inter-Agency Support)

Department of Children, Equality, Disability, Integration and Youth		
Integration Support Workers – Phase Two	Expenditure	Percentage of total
Resettlement Workers x 30, Intercultural Workers x 30.	€4m	44%
Training and Support rollout.	€0.05m	Less than 1%
Integration Funding.	€5m	55%
Total	€9.05m	100%

Integration Supports for Vulnerable People

Department of Children, Equality, Disability, Integration and Youth		
Vulnerable People Programme	Expenditure	Percentage of total
Supported Accommodation for Vulnerable People – NGO managed (approx 1750 people).	€19.1m	94%
Integration support programme.	€0.6m	3%
Trauma programme.	€0.6m	3%
Total	€20.3m	100%

Staffing (DCEDIY)

Costs are supplied below for a small Transition Team to be located in DCEDIY to lead the phased implementation of the new model. The 'steady state' staffing requirement for the new model will be larger than this but cannot be estimated at this stage. A full staffing structure will be developed as part of the detailed design to be carried out in Year 1.

Staffing Year 1 of the new model	Expenditure	Percentage of total
Transition Team.	€1.2m	100%

10.3 Preliminary Estimates for Current Expenditure for Departments other than Children, Equality, Disability, Integration and Youth for Supports for Phases One and Two

Department of Social Protection Current Expenditure

Area	Expenditure	Percentage of total
Daily Expenses Allowance Phase One (4 months in Reception and Integration Centre).	€3.7m	95%
Staffing Phase Two (Administering income supports on behalf of DCEDIY).	€0.2m	5%
Total	€3.9m	100%

Department of Education Current Expenditure

Area	Expenditure	Percentage of total
Primary and post primary.	€8.9m	100%

Department of Further and Higher Education Research Innovation and Science Current Expenditure

Area	Expenditure	Percentage of total
English Language Provision Phase One (6 months).	€8.5m	85%
English Language Provision Phase Two (12 months).	€1.5m	15%
Higher Education Student Support Scheme.	€0.03m	Less than 1%
Total	€10m	100%

Department of Justice

Area	Expenditure	Percentage of total
Salary Costs.	€12.1m	41%
Operational Costs.	€8.6m	29%
Legal Aid Board.	€8.8m	30%
Total	€29.5m	100%

Department of Health / HSE

Area	Expenditure	Percentage of total
Current Health Care Costs.	€8.4m	100%
Additional Cost for an enhanced model of community healthcare to be determined in conjunction with DCEDIY.	-	-
Total	-	100%

10.4 Summary of Costs

Capital

The majority of the capital costs will arise for the Department of Children, Equality, Disability, Integration and Youth and will relate to the acquisition or building of accommodation. The detailed costings and testing for this model will be carried out by the Transition Team. In the interim, this White Paper provides for a combined range of low, medium to high (Dublin) for a estimated total for Phase One; and a summary range of low, medium to high (Dublin) estimates for capital expenditure for Phase Two as follows:

- **Phase One total:** €281m
- **Phase Two range:** €165m €283m €391m

As re-purposing, build and purchasing are three very different approaches in terms of cost and timelines, a more detailed cost model should test the cost effects of selecting new build versus repurposed versus purchased units. It is considered, however, that lower range choices would be prioritised, where possible.

Current

Area	Expenditure	Percentage of total
DCEDIY	€115m	66%
DSP	€3.9m	2%
DE	€8.9m	5%
DFHERIS	€10m	6%
DoH	€8.4m	5%
DoJ	€29.5m	16%
Total	€175m	100%

PART



The Background to Reform

Chapter

11 Context for the new policy proposed

In this chapter

- 11.1 Reports Prepared or Commissioned by the State on Direct Provision
- 11.2 Reforms to Date
- 11.3 Processing of Claims: Current State of Play

11

Context for the New Policy Proposed

11.1 Reports Prepared or Commissioned by the State on Direct Provision

11.1.1 McMahon Report 2015

In October 2014, the Government established the *Working Group on the Protection Process including Direct Provision and Supports for Asylum Seekers*, which conducted the first comprehensive independent review of Direct Provision since its introduction. Chaired by retired High Court judge Dr Bryan McMahon, the Working Group was tasked with ‘improving existing arrangements in the processing of protection applications’ and ‘showing greater respect for the dignity of people in the system and improving their quality of life by enhancing the support and services currently available’. This was to be done while also ‘ensuring that, in light of recognised budgetary realities, the overall cost of the protection system to the taxpayer is reduced or remains within or close to current levels and that the existing border controls and immigration procedures are not compromised.’²⁴ Therefore, the terms of reference of this Working Group specifically limited it to improving the existing system of Direct Provision rather than looking for alternatives.

In its comprehensive report, the Working Group outlined numerous areas where improvements could be made to the existing system, such as through introducing the right to work, increasing the weekly allowance paid to applicants in Direct Provision, providing access to independent cooking facilities for families, and introducing a single application procedure to speed up the asylum process.²⁵ While many of the key recommendations from the McMahon Report were supported and actioned by the Government, the lack of an implementation plan hampered efforts to institute some of these changes effectively.

11.1.2 IGEES Spending Review of Direct Provision (2019)

In August 2019, the Irish Government Economic and Evaluation Service (IGEES) unit in the Department of Justice and Equality published a Spending Review of the Direct Provision system, the first cost analysis of the system that had been conducted since May 2010.²⁶ As part of this review, comparative studies with International Protection systems in other European countries were carried out and alternatives to the current Direct Provision system were explored.

The Review noted that expenditure on Direct Provision had been steadily increasing in the years before its publication and estimated that it would continue to rise substantially. It also noted that these high costs were exacerbated by the lack of available housing in the Irish property market. Key recommendations made by the Report included minimising the use of emergency accommodation, reducing the time duration before allowing the right to work and moving those with status out of Direct Provision accommodation as quickly as possible.²⁷

11.1.3 Inter-Departmental Group Report on Direct Provision (2019)

An Inter-Departmental Group on Direct Provision (IDG) was established in 2019 and chaired by the Department of Justice and Equality to review the implementation of the State’s obligations under the

24 [Working Group to Report to Government on the Protection Process: Final Report \(hereafter referred to as ‘the McMahon Report’\)](#), pp 10–12.

25 [McMahon Report](#), pp 17, pp 21–22.

26 IGEES, [Direct Provision: Overview of current accommodation expenditure](#) (August, 2019); RIA, [Value for Money & Policy Review: Asylum Seeker Accommodation Programme](#) (May, 2010).

27 IGEES, [Direct Provision: Overview of current accommodation expenditure](#) (August, 2019), pp 59–60.

European Union (Recast) Reception Conditions Directive and to consider the services offered to applicants for International Protection while their applications are being assessed.

In its Report, the IDG noted that, under this EU Directive, the State is obliged to offer certain State supports to individuals who claim International Protection, and that these people must be assessed for any vulnerabilities. The IDG also noted that, based on the last 20 years of migratory pressures, Ireland will continue to receive some thousands of people voluntarily presenting and seeking International Protection every year, and the Group planned for scenarios involving a 10% and a 20% increase per annum, using the 2019 figures as a baseline. It was further observed that there was a potential impact on the number of Protection applicants arriving to Ireland following the departure of the United Kingdom from the EU and contingency planning was recommended in respect of service delivery for this purpose. In addition, the IDG considered that the policy focus should now be on enabling people to integrate into broader Irish society at an earlier stage.

The IDG recommended improvements in areas such as accommodation procurement and models, Vulnerability Assessment and specific services for people identified as having a vulnerability, service provision for children, education and healthcare. The Group also recommended specific supports to assist applicants in moving into and integrating into broader society including the granting of access to employment within 6 months (rather than the current 9 months) of date of application. The need to speed up the processing of protection applications was also highlighted.

11.1.4 Oireachtas Joint Committee on Justice and Equality Report on Direct Provision (2019)

The Oireachtas Joint Committee on Justice and Equality, chaired by Caoimhghín Ó Caoláin TD, published its Report on Direct Provision in December 2019, after engaging in extensive consultations with stakeholders in the area.²⁸ The Report also examined alternative models of reception in other European countries. Key recommendations outlined by this Report include:

- The introduction of own-door accommodation and independent cooking facilities for applicants;
- The involvement of Approved Housing Bodies (AHBs) in the provision of housing for applicants;
- Ending the construction of accommodation in isolated rural locations;
- Ending the use of emergency accommodation;
- The introduction of a Vulnerability Assessment;
- The introduction of the National Standards for International Protection Accommodation;²⁹
- Ending the practice of placing unaccompanied minors into Direct Provision accommodation after they turn 18.

²⁸ Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process \(2019\)](#).

²⁹ The McMahon Report recommended that standards for the services provided to International Protection applicants should be put in place. In order to implement this recommendation a committee, including NGO representatives, was set up to create these standards, which were published in August 2019.

11.1.5 The Report of the Expert Advisory Group on the Provision of Support, including Accommodation, to Persons in the International Protection Process (2020) (Advisory Group Report)

The Advisory Group was an independent group established in October 2019 by the former Minister for Justice and Equality and Minister of State with special responsibility for Equality, Immigration and Integration. It was asked, inter alia, to review and advise, unconstrained by current or past policy, on the systems in place for the provision of support, including accommodation, to International Protection applicants. It also examined the means to increase the speed and efficiency of the International Protection application process and to respond effectively to variations in applicant numbers seeking protection and support in Ireland. The Advisory Group was chaired by Dr Catherine Day, former Secretary-General of the European Commission, and its terms of reference were as follows:

- To advise on the development of a long-term approach to the provision of supports including accommodation to persons in the International Protection process;
- To identify good practice in European countries in the provision of supports to persons within the International Protection process, particularly dealing with variations in demand;
- To set out a process for achieving the long-term approach to supporting persons in the International Protection process.³⁰

Recommendations made by the Advisory Group include the following:

- The establishment of a new accommodation model for protection applicants moving away from congregated settings and based on own-door accommodation under the responsibility of local authorities after an initial period of three months in State-owned centres (for the purpose of initial registration of protection and for other State services etc.);
- The speeding up and enhancement of processing of protection applications at first instance and appeal via a time limited system;
- The enhancement of other supports in areas such as legal aid and assistance, access to work, education and training, access to driving licences and bank accounts, etc.

While some of the Report's recommendations were intended for immediate action, the Advisory Group recognised that some will take longer to implement than others for various reasons, for instance with the accommodation of International Protection applicants in local communities or the recruitment of specialist staff in case processing areas. In order to implement these recommendations, the Advisory Group called for high-level political commitment and a clear system-wide implementation plan with sufficient financial and staff resources to ensure an orderly and efficient transition from the current situation to the proposed system.³¹

The Report also recommended that the system to be developed should be whole-of-Government in nature and have sufficient capacity to manage the needs of 3,500 applicants for International Protection on an ongoing basis.³² Furthermore, the Advisory Group undertook detailed analysis of the range of challenges that will need to be addressed when moving from the current congregated settings model. It also prepared costings of potential models, using expertise provided by the Irish Government Economic and Evaluation Service (IGEES).

30 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 21.

31 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 7.

32 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 8.

11.1.6 Commonalities between these Reports

While the Terms of Reference for each of these reports differed, there was considerable alignment in their findings and recommendations, with the following recommendations common to some or all of the reports:

- Fair and fast procedures, reducing the processing times for applicants;
- Supporting individuals who are granted protection status to move out of Direct Provision as quickly as possible;
- Reducing the time limit before applicants are given the right to work;
- Minimising the use of emergency accommodation as quickly as possible;
- Increasing the number of State-run / State-leased centres;
- Introducing Vulnerability Assessments as soon as possible;
- Improving engagement and consultation with local communities that live in the area of existing or planned accommodation centres;
- Offering more bespoke housing arrangements to applicants, particularly to survivors of human trafficking and sexual exploitation;
- Holding IPO interviews in a decentralised manner, using different regional centres across the country, and using video-conferencing technology;
- Integrating applicants into broader Irish society at an earlier stage;
- Allowing Approved Housing Bodies to provide more accommodation to applicants, especially those with complex needs;
- Applying the *National Standards for accommodation offered to people in the International Protection Process* consistently to all accommodation centres, regardless of the model of provision.

11.2 Reforms to Date

While increases in demand have required the International Protection Accommodation Service (IPAS) to use emergency accommodation since September 2018, sustained progress has been made to reform the current system since the publication of the McMahon Report in June 2015. Key reforms have included:

- The opt-in to the Recast Reception Conditions Directive (2013/33/EU) aligns Ireland's legal framework for reception conditions with that of our European counterparts;
- Introducing the Right to Work in June 2018 for all applicants who have not had a first decision on their claim within 9 months; and in January 2021 introducing the new measure allowing applicants to seek work 6 months after they make their application, and extending their permission to work to 12 months (up from 6 months);
- Introducing independent living (self-catering) facilities for residents of IPAS accommodation and progressively increasing the proportion of centres with such facilities;

- Opening own-door accommodation for residents and progressively increasing the proportion of own-door accommodation within the system;
- Actions to improve processing timelines for first and second instance decisions;
- Increasing the rate of the Direct Provision Allowance paid to residents of IPAS centres, to the current rate of €38.80 for adults and €29.80 for children per week;
- Expanding the remit of the Offices of the Ombudsman and of the Ombudsman for Children to include complaints relating to services provided to residents of accommodation centres;
- Publishing the *National Standards for accommodation offered to people in the International Protection Process*, which define the minimum standards for the accommodation provided to centre residents. An independent inspection regime to monitor these standards is currently being developed;
- Work is currently progressing on creating a Vulnerability Assessment for the Protection process, another key recommendation of the McMahon Report, and a pilot for this assessment is in train.

11.3 Processing of Claims: Current State of Play

At the end of December 2020, the median overall time for International Protection cases processed in Quarter 4 to a first instance recommendation was 20.3 months, while prioritised cases were processed within 14.4 months.

The length of time needed to process International Protection applicants in the current system has long been recognised as an issue. Reducing processing times was a key recommendation of the McMahon Report and was also highlighted by the IDG Report and the Advisory Group Report.

Processing times are a function of a number of factors including:

- (a) The number of applicants, which is demand-led;
- (b) The legal framework as set out in the International Protection Act 2015 as well as EU and international law;
- (c) The complexity of processing required to ensure due process and fair procedure;
- (d) Decisions by applicants.

11.3.1.1 The Resources Assigned to Case Processing

Processing times have also historically been seen to have been influenced by the number of legacy cases on hand when new legislation is introduced.

There is a direct correlation between the amount of time taken to process cases to finality and the amount of time that applicants spend in the Direct Provision system, although there are other factors that extend the time spent by applicants in Direct Provision, including the availability of housing for applicants granted refugee status or leave to remain and the procedures involved with applicants who have failed in their applications including arrangements for them to leave the State. At any given time in the process there is a mixture of

persons in Direct Provision who are at different stages in the process, for example as of the 31 December 2020 there were:

- (a) 6,996 people in International Protection accommodation;
- (b) Of the above 6,996 people, 1,010 of them had status or leave to remain.

In addition, since the International Protection Act 2015 and as of 31 December 2020, 1,343 people received deportation orders, of which 358 remain in International Protection accommodation.³³

Live applications can be at a number of different stages. They may be under consideration under the EU Dublin Regulation process at either first instance or appeal stage; or they may be at first instance or the appeals stage of the normal procedure.³⁴ At all stages – although usually at the appeals stage – recommendations and decisions can be judicially reviewed.

In light of this, it can be safely assumed that there will be a significant number of people who will have live applications for at least a year and in many cases longer. These applicants are covered by the EU Recast Reception Conditions Directive, and are therefore entitled to the provision of services set down in the Directive. Applicants for International Protection who are granted status (be this at first instance, after a successful appeal to the IPAT, after being granted a Permission to Remain after Review, or as a result of a Judicial Review), while no longer within the scope of the Reception Conditions Directive, have the same right of access to State services as Irish / EEA nationals. Persons who have failed in their application and are issued with a deportation order enjoy neither entitlements under the Directive nor those granted to Irish citizens, but must of course be provided with basic services. To date, people in this latter category have continued to stay in Direct Provision centres but consideration will need to be given to how to provide services for this group if Direct Provision is no longer in place. However, this group represents a relatively small number of the people currently in the Direct Provision system, with 358 persons with a deportation order in IPAS accommodation as at 31 December 2020.

It is important to note the challenges faced and progress made since the International Protection Act 2015 came into force on 31 December 2016.³⁵ While the 2015 Act provided the legislative basis for a more streamlined single procedure, its full potential could not be realised on its commencement due to the fact that a large number of legacy cases (4,000 approx.) had to be dealt with first. Almost all of these cases are now processed. In the period from the commencement of the Act to the end of December 2020, over 12,940 applications have been made and almost 12,340 decisions have been taken. This averages out per year at 3,235 applications made and 3,085 decisions taken. In other words over a 4-year period the IPO processed 95% of the applications they received and the backlog increased by 5%. The knock-on effect of the legacy cases that remained following the commencement of the 2015 Act in December 2016, proved the biggest challenge.

Inroads were being made in the IPO caseload up to the end of March 2020 when there were almost 5,700 applications on hand and the median overall time for cases processed in Quarter 1 was 14.7 months and 9.7

33 Department of Justice records show that the following numbers of deportation orders, made under s.51 of the International Protection Act 2015, were carried out as follows: 229 in 2018; 827 in 2019; and 287 in 2020. In all of those cases, refugee status, subsidiary protection and permission to remain would have been refused and the voluntary return option not exercised.

34 The Dublin Regulation establishes the Member State responsible for the examination of the asylum application. The criteria for establishing responsibility run, in hierarchical order, from family considerations, to recent possession of visa or residence permit in a Member State, to whether the applicant has entered EU irregularly, or regularly. For more see https://ec.europa.eu/home-affairs/what-we-do/policies/asylum/examination-of-applicants_en.

35 See S.I. No. 663/2016 - International Protection Act 2015 (Commencement) (No. 3) Order 2016.

months for prioritised cases. The IPO's business plan for 2020 set a target to reduce this processing period down to 9 months on average by the end of the year. However, COVID restrictions throughout 2020 meant that this target was not achievable. That said, it remains the IPO's target to get as close as possible to the 9 month processing timeline in 2021. This is assuming that COVID-19 impacts will ease allowing the IPO recover some lost ground.

Appeals against negative first instance decisions in the IPO can be lodged with the International Protection Appeals Tribunal (IPAT). The majority of applicants who get a negative first instance decision proceed to the appeals stage. At the start of the COVID-19 pandemic when offices were closed in mid-March 2020, the IPAT had approximately 1,500 appeals on hand. Its median processing time for decision on cases in 2020 was 9 months compared to 6 months in 2019. At the 15 January 2021, there were around 1,660 appeals on hand in IPAT.

COVID-19 has impacted negatively on the processing times of both the IPO and the IPAT, with offices having to close during level 5 COVID-19 restrictions. During the initial lockdown period work progressed further on establishing video conference facilities so that interviews could be remotely held. The use of video conferencing is voluntary for applicants and has enabled the IPO to process some cases in this manner. In December 2020 the IPO successfully conducted the first protection interviews by video from IPAS accommodation in Galway. The IPAT is following suit in this regard.

In order to achieve the recommended reduced timelines of 6 months for processing first instance applications and 6 months for processing appeals, and in order to build on the improvement of systems that has been achieved to date, additional resources and funding is required, in addition to increased investment in the ICT system. The extent of these requirements will be clearer when the analytical work, currently being undertaken in the Department of Justice, to examine and streamline processes has been completed.

Chapter

12 Thematic Outline of Key Existing Recommendations

In this chapter

- 12.1 Introduction
- 12.2 Provision of Accommodation
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- 12.4 Interpretation
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- 12.8 Procurement of Accommodation
- 12.9 Right to Work
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- 12.12 Unaccompanied Minors
- 12.13 Victims of Trafficking
- 12.14 Vulnerability Assessment
- 12.15 Reduction in Processing Times

12

Thematic Outline of Key Existing Recommendations

12.1 Introduction

The development of the policy proposals in this White Paper has been greatly aided by the work carried out by the authors and others who contributed to the preparation of the three recent State commissioned reports on the Direct Provision system mentioned above in Chapter 3:

- The Report of the Oireachtas Joint Committee on Justice and Equality, chaired by Caoimhghín Ó Caoláin TD and published in December 2019, after engaging in extensive consultations with stakeholders in the area;³⁶
- The Report of the Inter-Departmental Group on Direct Provision (IDG), (2019; published in 2020) which reviewed the implementation of the State's obligations under the European Union (Recast) Reception Conditions Directive and considered the services offered to applicants for International Protection while their applications are being assessed;
- The Report of the Expert Advisory Group on the Provision of Support, including Accommodation, to Persons in the International Protection Process (Advisory Group), which was published on the 20 October 2020 and advised on the systems in place for the provision of support, including accommodation, to International Protection applicants; and examined the means to increase the speed and efficiency of the International Protection application process and to respond effectively to variations in applicant numbers seeking protection and support in Ireland.

As mentioned previously, while the Terms of Reference of the Reports differed, there was considerable alignment in their findings and recommendations; and this chapter provides a thematic analysis of the recommendations common to some or all of the reports.

Thematic Analysis of Recommendations

12.2 Provision of Accommodation

The Interdepartmental Working Group (IDG) Report on Direct Provision recommended that applicants should be temporarily accommodated in one of a number of small, short-stay reception and screening centres, before being transferred to accommodation within larger State-provided centres that would be compliant with the recommendations made by the McMahon Working Group. The Oireachtas Joint Committee Report recommended that own-door accommodation with independent cooking facilities should become the standard form of accommodation for applicants and also stated that the State should move away from relying on commercial companies to provide accommodation. Instead, it recommended that the State should become more actively involved in building fit-for-purpose International Protection housing in well-connected locations.³⁷

³⁶ Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process](#) (2019).

³⁷ Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process](#) (2019), pp 47–48.

The Advisory Group Report recommended that applicants stay for three months in a State-owned reception centre, where they would receive a number of integrated support services. After this stage, applicants would then be transferred to own-door private accommodation within the wider community, which would be paid for by the Homeless Housing Assistance Payment (HHAP) or an equivalent payment. It was recognised that vulnerable groups might require a different model of accommodation, to meet their specific needs. The Advisory Group further recommended that responsibility for providing housing to Protection applicants should be given to the Local Authorities, with funding for this to be provided by the Department of Housing, Local Government and Heritage.³⁸

12.3 Education

The Advisory Group Report recommended that teachers working in schools which receive child applicants should be provided with specific training opportunities to help them understand situations which may arise due to trauma suffered by these pupils. With regard to higher education, the Report recommended that applicants have the same right of access and pay the same fees as Irish citizens. The IDG Report made similar recommendations as to the provision of supports to children in education. The Oireachtas Joint Committee Report recommended introducing an additional allowance to help parents of school-age children in Direct Provision cover the costs of their education.³⁹

12.4 Interpretation

The Advisory Group Report recommended an overhaul of the current system of interpretation and translation and its replacement with a fully accredited system, where interpreters and translators must be suitably qualified in order to practice their profession. In addition, the Advisory Group also recommended that all interpreters who work in the International Protection system must sign a Code of Conduct that would be created with the unique circumstances of this area in mind.⁴⁰

12.5 IT Systems

The Advisory Group Report recommended that a comprehensive IT system should be developed, which should focus on a person-centric case management system that improves the applicant experience, enhances the efficiency of the whole system and provides the necessary analysis to identify trends and emerging problems

38 [Report of the Inter-Departmental Group on Direct Provision \(2019\)](#), pp 7–8; [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process](#), pp 65–6.

39 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 80; [Report of the Inter-Departmental Group on Direct Provision \(2019\)](#), p. 11; Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process \(2019\)](#), p. 52.

40 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 57.

and so contribute to a fast and focused response. The Advisory Group advised that work on this new system should begin immediately and should be completed by mid-2023, in line with the rest of the new protection system.⁴¹

12.6 Moving those with Status out of Direct Provision

The Advisory Group Report recommended the establishment of an Inter-Departmental Task Force to source accommodation for those with status who continue to live in Direct Provision centres. The Report suggested that this process could serve as a pilot process for testing its proposed new model.⁴²

The IDG Report recommended that those who stay in State-provided accommodation for more than 12 weeks following a grant of status should have certain ancillary State supports removed or should be required to pay a contribution towards their upkeep. The IDG Report also recommended exploring whether the Rent a Room Tax Relief Scheme could be used to help successful applicants transition out of Direct Provision. The IDG Report also suggested investigating the potential of the Money Advice and Budgeting Service (MABS) and the Citizen Information Services in helping to provide support for successful applicants as they move into the community.⁴³

12.7 Oversight of the International Protection System

The Advisory Group Report recommended the creation of a Cabinet Committee composed of all Ministers with responsibility for delivering a new system. In addition to this Committee, the Advisory Group recommended the creation of an independent oversight body, which would ensure transparency and accountability and enable the participation of civil society organisations and applicants within the system. The head of this body would also be required to submit an annual report to the Oireachtas Joint Committee on Justice and Equality. Finally, the Advisory Group Report recommended expanding the remit of the Ombudsman to include complaints on matters relating to the administrative procedure surrounding International Protection applications.⁴⁴

This recommendation was also included in the Oireachtas Joint Committee Report, which suggested that a Refugee Advisory Board, as provided for in The Refugee Act 1996, be established in order to provide independent oversight and monitoring of the system. The IDG Report also recommended the establishment of an Inter-Departmental Working Group to oversee aspects of the International Protection system, including managing contingency plans in case of a sudden and significant increase in applicant numbers.⁴⁵

41 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process](#) (2020), p. 57.

42 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process](#), p. 212.

43 [Report of the Inter-Departmental Group on Direct Provision](#) (2019), pp 13–14.

44 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process](#) (2020), p. 100.

45 Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process](#) (2019), p. 49; [Report of the Inter-Departmental Group on Direct Provision](#) (2019), p. 15.

12.8 Procurement of Accommodation

The IDG Report recommended moving to building more accommodation on State-owned or State-leased land near large population centres. The Report stated that this should be done in conjunction with the Office of Government Procurement, and the need to engage with local communities during the procurement process was also stressed. The Oireachtas Joint Committee Report echoed these points and recommended changing the tendering process in order to allow for smaller-scale providers and Approved Housing Bodies (AHB) to provide accommodation to applicants. The Oireachtas Joint Committee Report also called for greater transparency and accountability with regard to the finances and activities of private providers involved in the International Protection process.⁴⁶

12.9 Right to Work

The IDG Report recommended that access to the labour market should be granted to applicants after a period of 6 months. The Report also recommended that the duration of this permission to work should be increased from the current 6-month timeframe to a period of one year. The Advisory Group Report recommended that applicants be granted the right to work after 3 months, and agreed with the IDG Report in recommending an increase in the duration of this authorisation to one year. The Advisory Group Report also recommended that the form of permission granted should be equivalent to the employment stamps issued to other non-EU nationals. The Oireachtas Joint Committee Report recommended decreasing the time taken before access to the labour market is granted to applicants, and suggested that labour market access be granted for a period of at least a year.⁴⁷

Applicants continue to face difficulties in opening a bank account and obtaining a drivers' licence which constitute barriers to their access to the labour market. Both the Advisory Group Report and the Oireachtas Joint Committee Report stated that these issues should be resolved as matter of priority.⁴⁸

12.10 Supports

The Advisory Group Report recommended that, in the first phase of the new system, a multi-services centre should be developed within the reception centre to help applicants access any necessary services and entitlements, such as legal aid. For the second phase of the system, the Advisory Group recommended that applicants should receive a housing allowance similar to the current Homeless HAP and a weekly allowance similar to the Supplementary Welfare Allowance. Following a grant of status, the Advisory Group recommended that applicants should continue to benefit from certain supports for the following 18 months. For unsuccessful applicants, the Advisory Group recommended that they should continue to be given housing and welfare

46 [Report of the Inter-Departmental Group on Direct Provision](#) (2019), p.8; Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process](#) (2019), pp 47-48.

47 [Report of the Inter-Departmental Group on Direct Provision](#) (2019), p. 13; [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process](#) (2020), p. 80; Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process](#) (2019), p. 51.

48 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process](#) (2020), p. 213; Oireachtas Joint Committee on Justice and Equality, [Report on Direct Provision and the International Protection Process](#) (2019), p. 51.

supports for 6 months following the exhaustion of all avenues of appeal, in order to help them prepare for their departure.⁴⁹

12.11 Transition Period

The Advisory Group Report recommended that the transition from the old system of Direct Provision to the new International Protection system should be completed by no later than mid-2023. During this transition period, the Advisory Group recommended that the *National Standards for accommodation offered to people in the International Protection Process* should be enforced by HIQA to ensure that residents are living in an acceptable standard of accommodation. The Group noted that a permanent system would need to be put in place in terms of inspecting the whole system according to the Standards as published in August 2019. The Report also recommended that the allowance paid to Direct Provision residents should be increased in 2021 and reviewed in line with inflation.⁵⁰

12.12 Unaccompanied Minors

The Oireachtas Joint Committee Report recommended that unaccompanied minors should not be transferred into the Direct Provision system on reaching the age of 18, and that they should remain under the care of Tusla instead, while retaining all necessary supports. The Oireachtas Joint Committee Report also recommended that it should be made a legal requirement for Tusla and the social workers of unaccompanied minors to seek legal advice before making a protection claim on behalf of the child. These recommendations were echoed by the Advisory Group Report, which recommended that ‘aged-out’ minors should remain in Tusla’s care.⁵¹

12.13 Victims of Trafficking

The Oireachtas Joint Committee Report recommended that gender-sensitive accommodation and private rooms be provided for victims of trafficking, and that specialist supports be made available as a matter of priority. The Advisory Group Report echoed these recommendations and stated that these supports should also be offered to victims of gender-based violence.⁵²

49 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 74.

50 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 28, p. 74.

51 [Oireachtas Joint Committee Report](#), p. 52; [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 74.

52 [Oireachtas Joint Committee Report](#), p. 50; [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 74.

12.14 Vulnerability Assessment

All three reports recommended the introduction of a Vulnerability Assessment, as is required under EU and Irish law. All reports also noted the necessity of catering for the identified needs of vulnerable applicants by providing them with bespoke accommodation and supports. The Advisory Group Report highlighted the particular importance of Vulnerability Assessments for those suffering from mental health issues. The Oireachtas Joint Committee Report highlighted the need for a Vulnerability Assessment that is tailored to the needs of children, while the IDG Report noted that there should be multiple opportunities during the International Protection process to avail of a Vulnerability Assessment.⁵³

12.15 Reduction in Processing Times

Both the IDG and Advisory Group Reports identified the reduction in processing times for applications for International Protection as a key objective which impacts on the overall operation of the entire International Protection system, particularly the length of stay in State accommodation. The IDG Report recommended that the Department of Justice should continue to seek to achieve greater efficiencies in the process of considering applications for International Protection, with a view of achieving first instance decisions on all applications within a median processing time of 9 months and with the further objective of reducing this to 6 months. The Advisory Group's report recommended that first instance decisions should be made within 6 months and the same period of 6 months should be set for the processing of appeals by the IPAT. The Report recommended that the transition period be used to deal with the backlog of cases to provide a clean starting-point for both offices.

53 [Report of the Advisory Group on the provision of support including accommodation to persons in the International Protection process \(2020\)](#), p. 74; [Oireachtas Joint Committee Report \(2019\)](#), p. 50; [Report of the Inter-Departmental Group on Direct Provision](#), p. 10.

Chapter

13 Consultation: Summary of Key Issues Raised

In this chapter

- 13.1 Consultation between the Minister for Children, Equality, Disability, Integration and Youth and Residents of International Protection Accommodation Centres, 23 November 2020
- 13.2 Consultation between the Minister for Children, Equality, Disability, Integration and Youth and Non-Governmental Organisations (NGOs) and Approved Housing Bodies (AHBs), 11 November 2020

13

Consultation: Summary of Key Issues Raised

The Department of Children, Equality, Disability, Integration and Youth (DCEDIY) consulted with key stakeholders in the preparation of this White Paper over the period November 2020 to January 2021. A list of consultation meetings is supplied at Appendix 14.1.

Bilateral meetings were held between DCEDIY and the following Departments and Agencies: Department of Education; Department of Further and Higher Education, Research, Innovation and Science; Department of Health; Department of Housing, Local Government and Heritage; Department of Social Protection; Department of Public Expenditure and Reform; Department of Rural and Community Development; Department of Enterprise, Trade and Employment; Health Service Executive (HSE); the Office of the Revenue Commissioners.

A series of bilateral meetings were held between DCEDIY and the following stakeholder bodies: Irish Council for Social Housing; County and City Management Association (CCMA); Irish Human Rights and Equality Commission (IHREC); the Office of the Ombudsman; the Ombudsman for Children's Office; the Housing Finance Agency; the Land Development Agency; the Housing Agency.

On 11 November 2020, the Minister for Children, Equality, Disability, Integration and Youth hosted an online consultation for NGOs working with International Protection applicants and Approved Housing Bodies on the theme of the Advisory Group's key recommendations for accommodation and supports. The following organisations fed into this discussion, which has informed this White Paper: Children's Rights Alliance; Community Work Ireland; Crosscare; Depaul; Disability Federation of Ireland; Doras Luimní; Gay Health Network; Immigrant Council of Ireland; Irish Local Development Network; Irish Patients' Association; Irish Refugee Council; Jesuit Refugee Service; LGBT Ireland; Migrant Rights Centre Ireland; Nasc; Peter McVerry Trust; Polio Survivors Ireland; Spiritan Asylum Services Initiative (Spirasi); and St Vincent de Paul. A full list of attendees for this event is at Appendix 14.1.

On 23 November 2020, the Minister held a consultation session with residents of Accommodation Centres, who voiced their concerns about the current system and what they would like to see changed under the new model. A summary of the points raised during these two consultation sessions is outlined below.

13.1 Consultation between the Minister for Children, Equality, Disability, Integration and Youth and Residents of International Protection Accommodation Centres, 23 November 2020

13.1.1 Accommodation

With respect to the current system of accommodation, the location of centres in isolated rural areas was noted as a particular challenge for residents of these centres, and it was recommended that future accommodation be located in areas with good local amenities. Under current policy, applicants cannot choose the location of their accommodation, and this was raised as a problem in the consultation. Some participants spoke of the disruption caused by frequent moves to different centres within the system. In some cases, applicants are housed in centres where there are very few people of a similar age to them, and this can lead to feelings of isolation. Overcrowded rooms were mentioned as an issue with regard to the quality of their accommodation.

With respect to the proposals in the Advisory Group Report, participants raised concerns about the prospect of having to source private rental accommodation using the Housing Assistance Payment (HAP). The use of a dispersal system as part of the new model of accommodation was noted as a potential concern due to fears that the quality of accommodation may prove to be inconsistent across the country.

13.1.2 Centre Management

A lack of trauma-informed training for centre managers and staff who work with residents was noted as a cause for concern. Issues of trust and tensions between centre managers and residents were also noted.

13.1.3 Children

The accommodation offered to families of children with special needs was raised as a concern, and it was stressed that these families should always be placed in an appropriate setting. The particular impact of COVID-19 on children living in accommodation centres was also raised, as was the lack of children's amenities in some accommodation centres.

13.1.4 COVID-19

Participants in the consultation emphasised that COVID-19 restrictions have had a disproportionate impact on residents of accommodation centres, especially those in isolated rural areas as public transport services have been significantly reduced to help counter the pandemic.

13.1.5 LGBTIQ+

Some participants in the consultation expressed the view that more supports were needed for LGBTIQ+ people within the system. The isolation felt by LGBTIQ+ applicants in rural accommodation centres was noted, while the issue of homophobic bullying was raised as a serious concern.

13.1.6 Provision of Information

The view was expressed that the information applicants receive about the International Protection system on arrival at reception centres is insufficient.

13.1.7 Right to Work and Employment

Participants expressed support for the Advisory Group's recommendation to extend the right to work to applicants after 3 months and noted with concern that the Government had not signalled its intention to implement this recommendation, but had instead indicated the period would be reduced from the current 9 months to 6 months. Concern was expressed at the limitations on the right to work. The continued lack of access to drivers' licences and bank accounts was cited as a serious problem which impeded applicants from gaining employment. The lack of employment opportunities in rural areas was highlighted as an issue for many residents. The difficulty of accessing employment without prior work experience in Ireland was noted as a concern, and it was suggested that applicants be encouraged to volunteer with local organisations as a first step towards finding employment.

13.1.8 Supports

Many consultation participants felt that there should be more assistance and support available to residents in reception centres. This should include, for example, access to legal aid, assistance with obtaining a PPS number and access to mental health services, as well as broader integration supports, such as English language tuition and employment access supports.

With respect to the proposal that applicants be offered English language tuition during their stay in the reception centre, it was noted that some applicants would not be able to learn English during this time, and it was suggested that the provision of English language training should be extended into Phase Two.

It was also noted that further supports are required to help applicants with status to move out of IPAS accommodation.

13.1.9 Other Issues Raised

Other issues of concern raised by participants in this consultation included the following:

- The difficulties encountered by applicants in accessing higher education;
- The importance of the transition period to the new model and in particular the need to manage how current residents will move out of the current system and into the new;
- The current weekly allowance paid to applicants was noted as being insufficient to their needs and inhibited them from exercising their autonomy;
- The approach taken by the International Protection system should be person-centred as well as trauma-informed;
- The slow pace of change within the system, as well as the feeling of voicelessness and powerlessness, were noted as issues that negatively affect the wellbeing of applicants.

13.2 Consultation between the Minister for Children, Equality, Disability, Integration and Youth and Non-Governmental Organisations (NGOs) and Approved Housing Bodies (AHBs), 11 November 2020

A list of the organisations represented at this consultation is supplied in Appendix 14.1. Participants in this session welcomed the publication of the Advisory Group Report, and in particular its recommendation that International Protection applicants be offered accommodation in the community following a brief reception period. There was also broad support for the Government's commitment to end Direct Provision and replace it with a not-for-profit model. Key issues of concern raised during this session are summarised below.

13.2.1 Accommodation Issues

Participants expressed some doubt about the feasibility of the model proposed in the Advisory Group Report. In particular, the proposal that applicants would source accommodation on the private rental market, with a housing support payment, was seen as problematic given pressures in this market and the ongoing housing crisis. The capacity of such a model to meet the needs of vulnerable applicants in particular was a concern. Many cited the need for a whole of Government approach to the issue, as well as the active engagement of Local Authorities, particularly with respect to meeting the housing needs of applicants. Ring-fenced funding for accommodation was felt to be essential.

With respect to the transition from the existing model to the new model, the importance of a fair process for moving residents out of existing accommodation centres and into own-door accommodation was emphasised. It was also noted that setting a time limit on the amount of time applicants could spend in a reception centre was key to the success of the new system and it was stated that this limit should not be exceeded.

The issue of whether, and if so, for how long applicants should retain their accommodation following a grant of status was also discussed at this consultation, as was the question of how to handle applicants whose claims have been rejected.

The accommodation of LGBTIQ+ applicants was raised as an issue of concern, in light of the risk of homophobic abuse in centres. The lack of adequate gender-specific accommodation, especially for victims of human trafficking, was noted as a further cause for concern.

13.2.2 Other Issues

Current healthcare provision for applicants was felt to be inadequate by some participants in this consultation. Concern was expressed that it could be challenging to provide wrap-around services to vulnerable applicants under the new model. Effective management of the transition process would be essential.

The need for dedicated mental health services for those suffering from trauma was raised. There is a risk of applicants experiencing isolation, in particular where their accommodation is in rural areas. The provision of childcare and appropriate psycho-social supports can help to mitigate this risk.

The importance of access to quality legal aid was emphasised.

Racism was noted as an issue of serious concern. The risk that the allocation of housing for applicants could become politicised at the local level was also acknowledged.

Chapter

14 Appendices

In this chapter

- 14.1 List of Consultations Undertaken
- 14.2 Minimum Package of Health Screening and Care
- 14.3 Statistical Annex from Department of Justice
- 14.4 Update on Implementation of Recommendations from the Advisory Group Report, as relevant to the Department of Justice and Bodies under its aegis
- 14.5 Schematics IPO / IPAT and DSP
- 14.6 Analysis of International Protection Accommodation Models in France and Sweden
- 14.7 Information on France on EASO Information and Documentation System
- 14.8 Information on Sweden on EASO Information and Documentation System
- 14.9 List of Abbreviations
- 14.10 Bibliography

14

Appendices

14.1 List of Consultations Undertaken

The Department of Children, Equality, Disability, Integration and Youth consulted widely in the preparation of this White Paper. Bilateral consultation took place with the following Government Departments: Department of Education, Department of Further and Higher Education, Research, Innovation and Science, Department of Health, Department of Housing, Local Government and Heritage, Department of Justice, Department of Social Protection, Department of Public Expenditure and Reform, Department of Rural and Community Development, Department of Enterprise, Trade and Employment. The development process was overseen by a dedicated sub-group of the Senior Officials Group on Social Policy.

Other Relevant Bodies and Key Stakeholders

- The Office of the Ombudsman, 10 November 2020
- The Ombudsman for Children's Office, 11 November 2020
- Amnesty International, 16 November 2020
- County and City Management Association (CCMA), 16 November 2020
- Irish Council for Social Housing, 17 November 2020
- Health Service Executive (HSE), 19 November 2020
- Residents of Direct Provision centres, 23 November 2020
- Irish Human Rights and Equality Commission (IHREC), 26 November 2020
- Office of the Revenue Commissioners, 2 December 2020
- Movement of Asylum Seekers Ireland (MASI), Irish Refugee Council, Nasc, 10 December 2020
- Housing Finance Agency, 11 December 2020

Non-Governmental Organisations (NGOs) and Approved Housing Bodies (AHBs) present at consultation session – 11 November 2020

- Children's Rights Alliance
- Community Work Ireland
- Crosscare
- Depaul
- Disability Federation of Ireland
- Doras Luimní
- Gay Health Network
- Immigrant Council of Ireland
- Irish Local Development Network

- Irish Patients' Association
- Irish Refugee Council
- Jesuit Refugee Service
- LGBT Ireland
- Migrant Rights Centre Ireland
- Nasc
- Peter McVerry Trust
- Polio Survivors Ireland
- Spiritan Asylum Services Initiative (Spirasi)
- St Vincent de Paul

List of Submissions received

Submissions were not sought for the White Paper process as organisations had provided submissions to the Advisory Group and to the Oireachtas Joint Committee Report. Nonetheless, submissions were received from the following organisations:

- Children's Rights Alliance;
- Disability Federation of Ireland;
- Doras Luimní;
- Irish Human Rights and Equality Commission;
- Irish Local Development Network;
- Irish Society for the Prevention of Cruelty to Children;
- Jesuit Refugee Service;
- National Youth Council of Ireland;
- St Vincent de Paul;
- Technological University Dublin.

14.2 Minimum Package of Health Screening and Care

Initial Health Assessment

Health Assessments (HA) will aim at the:

- Detection of medical conditions of public health importance and public safety;
- Detection of other medical conditions that require urgent referral and follow up;
- Transmission of medical information in a timely manner to GP / Community Health / Mental health to enable ongoing care and treatment and the proper preparations for reception in International Protection and continuity of care;
- Initiation of Urgent HIV and other treatments, including stabilisation treatment, if necessary.

Timing

HAs will be performed within 4 to 6 weeks after arrival in Baleskin or other designated Reception and Integration centres.

Voluntariness

HAs in Ireland are not mandatory by law; however an opt-out approach is recommended and the service should make every effort to explain to the International Protection applicants the benefits of the HA.

Implementation standards

Ethical principles, clinical governance, quality and safety standards developed by the HSE for Health Assessments are applicable to implementation of this protocol.

Scope of Health Assessment

The assessment includes infectious diseases screening, a general Health Assessment including chronic conditions, disability, mental health concerns. The Health Assessment / screening has to be accompanied by actions including diagnosis, referral, onward preparation of records for dispersal to Direct Provision centre, coordination with relevant HSE / Primary care or hospital staff.

Core investigations

Physical Examination

Physical Examination (PE) should be performed where indicated depending on the answers given in the standard Questionnaire for all International Protection applicants, which should be filled in with the assistance of the Clinical Nurse Manager.

For women of childbearing years, their history and examination should confirm whether they are pregnant and, if so, what their due date is, whether they have received any antenatal care and whether they are aware of any complications with the pregnancy. Women who are 36 weeks or more pregnant, i.e. have a due date of four weeks or less at the time of their travel, ideally should not be allowed to travel until they have delivered and the child is at least four weeks old.

Chest X-Ray

A Chest X-Ray (CXR) should be performed for all International Protection applicants of 11 years and above.

TB Sputum Tests

All International Protection applicants with CXR findings that are suggestive of active or inactive TB should be referred for TB sputum tests.

Laboratory testing

Blood tests are directed by the Medical Doctor. Blood tests for HIV, Syphilis Hepatitis B and Hepatitis C should be performed for all applicants over 15 years of age. International Protection applicants that test positive for Hepatitis B or C, HIV or syphilis should receive counselling and referral. Other tests are indicated based on the Health Assessment.

Mental Health Assessment

Routine questions about history and current symptoms of mental disorders and substance use should be asked of all International Protection applicants to determine the presence of mental health disorders. If there is a suspicion or a known mental disorder the patient should be referred to a psychiatrist.

Immediate arrival in Research and Support Centre / Baleskin new entrant

COVID test to be done on all new arrivals day 7 and day 14 pending PH advice.

Referrals and treatment

While in Baleskin International Protection applicants can be referred for additional tests and consultations. The International Protection applicants should be referred for diagnosis, assessment, treatment or support in the following cases for example:

- Known syphilis, HIV, Hepatitis B and C, active TB;
- Other conditions – Psychosocial, trauma, vulnerability etc. – may need additional supports;
- If stabilisation treatment is required before transfer.

Vaccinations

A vaccination history for all International Protection applicants should be collated and recorded during the Health Assessment phase. In particular, this should include information on childhood vaccinations, especially measles, mumps and rubella. Vaccines for vaccine preventable diseases will be administered as soon as possible after arrival in Ireland and also in International Protection. Susceptibility to Varicella is important in women of child bearing age.

Supply of medications

International Protection applicants with chronic diseases on treatment should receive a 28-day supply of their medications when dispersed to their Phase Two accommodation.

Recording and transmission of medical information

- (a) Results of the HA should be recorded in electronic as well as paper form;
- (b) For International Protection applicants with special needs, a special form should be filled out (TBC);
- (c) A Pre-Dispersal Medical Procedures form should be filled out;
- (d) CHOs to receive a list with the status of the HAs, in addition to medical records, to include the following information: Name, DOB, Case Number, Date of Examination, Case Status (e.g cleared, on a medical hold etc.) reasons for the hold (e.g for sputum tests, psychiatrist's consultation) the expected date of clearance if it is on hold, travel arrangements.
- (e) All medical records will be reviewed in Ireland by the appointed medical professionals in the relevant CHO.
- (f) Information from the medical records will be used for the management of International Protection Applicant (IPA) medical conditions, and to make arrangements for ongoing care of the IPA.

Recording and transmission of medical information

Particular attention needs to be paid to:

- (a) Persons with behavioural, cognitive, or intellectual impairments who require supervision or assistance in their daily living activities;
- (b) Persons with significant stabilized psychiatric illnesses;
- (c) Frail elderly persons;
- (d) Pregnant women;
- (e) Children with special needs;
- (f) People with HIV and Hepatitis C who may need access to Specialised Infectious disease services.

14.3 Statistical Annex from Department of Justice

Table 1: IPO Applications (excl. IRPP) 2009 - 2019

Year	New IPO applications (non IRPP / OPMI)*
2009	2689
2010	1939
2011	1290
2012	956
2013	946
2014	1448
2015	3276
2016	2244
2017	2402
2018	3349
2019	4767
10 Year average (2010-2019)	2530
5 year average (2015-2019)	3207
3 Year average (2017-2019)	3506

Table 2: Monthly IPO Applications (excl. IRPP) 2015–2019

NEW MONTHLY IPO APPLICATIONS 2015 - 2019, EXCLUDING IRPP RESETTLEMENT / RELOCATION OR SEARCH AND RESCUE APPLICATIONS						
Month	2015	2016	2017	2018	2019	2020
Jan	215	213	163	294	411	306
Feb	201	193	143	202	344	246
Mar	209	138	164	217	368	177
Apr	265	154	131	216	344	30
May	257	139	239	219	385	16
Jun	334	157	212	234	383	41
Jul	290	163	178	301	442	
Aug	332	197	217	327	414	
Sep	407	219	243	339	667	
Oct	263	186	242	377	429	
Nov	291	223	256	293	286	
Dec	212	262	214	330	294	
Total Applications*	3276	2244	2402	3349	4767	816
% annual change		-31.50%	7.04%	39.43%	42.34%	-82.88%

Table 3: People pending in the IP process as of end of July by section

Section Pending as at end of July 2020	Total
IPO	5,374 ⁵⁴
IPO PTR Review	747 ⁵⁵
IPAT	1,318
MDU (IP Only)	682
LTR Pending (asylum origin only)	691 ⁵⁶
Total	8,812

Table 4: People pending in the IP process as of end of July by family unit⁵⁷

Age Group	Total	%
Family Unit	3,359	38.1%
Single	5,453	61.9%
Total	8,812	100%

Table 5: People pending in the IP process as of end of July by gender

Gender	Total	%
Male	5,613	63.7%
Female	3,198	36.3%

54 Includes IP and SP Legacy cases.

55 These figures are provisional and are subject to change.

56 Experience has shown that where an ex-protection case is pending at the section 3 stage of the immigration process for a significant period of time, it is typically on account of issues such as an applicant's identity and nationality being in doubt which has delayed the finalisation of the case.

In relation to cases which are deemed to be pending for three, four or five years, it would have to be assumed that if these cases had been straight-forward, they would have been captured and finalised in light of the Recommendations of the McMahon Report.

The possibility that some of these older cases involve persons who were previously granted a permission but lost that permission (usually on grounds of their character and conduct) and have been returned to the section 3 (Immigration Act 1999) process for a second time cannot be discounted.

57 Please note this figure is based off if a person is part of an Immediate or Extended family group on AISIP. These figures should be taken as more of a guideline as there is no way to determine their accuracy.

Gender	Total	%
Non-Specified	1	0.0%
Total	8,812	100%

Table 6: People pending in the IP process as of end of July by age group (based on age as of 31.07.2020)

Age Group	Total	%
0 - 13	1,521	17.3%
14 - 17	262	3.0%
18 - 34	3,804	43.2%
35 - 64	3,165	35.9%
65 +	60	0.7%
Total	8,812	100%

Table 7: People pending in the IP process as of end of July by nationality (top 10)

Nationality	Total	%
Pakistan	1,033	11.7%
Nigeria	950	10.8%
Zimbabwe	897	10.2%
Georgia	836	9.5%
Albania	737	8.4%
South Africa	576	6.5%
Bangladesh	300	3.4%
Algeria	294	3.3%
Malawi	249	2.8%
Congo, The Democratic Republic Of The	244	2.8%

Nationality	Total	%
Other	2,696	30.6%
Total	8,812	100%

Table 8: IPO interview scheduling and recommendation / decision times

IPO First Instance IP Recommendations / Permission to Remain (PTR) Decisions Median processing times in Quarter 1, 2020		
Case Type	Interview (Months)	Decision (Months)
Priority Cases	5.4 months	9.8
All other cases	10-12 months	17
Overall	10 months	14.8

Table 9: IPAT processing times in Q1 2020

Case Type	No. of cases	Months (mean)	Months (median)
Refusals	316	7	6
Grants	122	8	6
Overall	438	7.5	6

Table 10: MDU processing times (IP Only) Q1 2020

Case Type	No. of cases	Months (median)
Total - First instance recommendation by the IPO	334	3
IPO - Refugee Status (RS) or Subsidiary Protection (SP)	156	3
IPO – Refusals	178	<1
Total - Second instance recommendation from IPAT	335	<1

Case Type	No. of cases	Months (median)
IPAT - Refugee Status (RS) or Subsidiary Protection (SP)	111	3
IPAT - Refusals	224	<1
Overall	669	<1

Table 11: Permission to Remain Review: the average time for the PTR Review, from receipt of application in the IPO the issue of a positive / negative decision in MDU

Q1 2020	
No. of cases	Months (median)
223	9

Table 12: IPO Recommendations / decisions 2018 / 2019 / 2020 to end July 2020

Case Type	2020 to end July	2019	2018
First instance recommendation (Protection / initial PTR / non co-operation)	1,249	3410	3041
Legacy SP recommendations	0	29	52
PTR review decisions	394	671	473
Dublin decisions	255	817	251
Overall	1,898	4,927	3,817

Table 13: IPAT Decisions

IPAT Decisions 2015 to 31.07.2020					
Year	Grant	%	Refusal	%	Total
2015	224	35.0%	416	65.0%	640
2016	314	27.0%	849	73.0%	1163

IPAT Decisions 2015 to 31.07.2020					
2017	98	16.23%	506	83.77%	604
2018	318	29.5%	760	70.5%	1078
2019	523	26.9%	1418	73.1%	1941
2020 (up to 31.07.2020)	222	28.1%	569	71.9%	123

Table 14: MDU Decisions (excl. IRPP)

MDU Decisions 2015 to 31.07.2020					
Year Recommendation	Grant	%	Refusal	%	Total
2015	553	19.7%	2256	80.3%	2809
2016	658	24.0%	2084	76.0%	2742
2017	248	37.7%	410	62.3%	658
2018	641	53.8%	550	46.2%	1191
2019	1073	38.0%	1751	62.0%	2824
2020 (up to 31.07.2020)	507	57.6%	373	42.4%	880
	3680	38.47%	7424	61.53%	11104

Table 15: Deportation Orders Made

Table 15: Deportations Made 2015 to 31.07.2020		
Year Recommendation	Total	Of which are of Asylum Origin ⁵⁸
2015	764	527
2016	1197	888
2017	930	506
2018	1190	281

58 Asylum origin is anyone who had an asylum / International Protection date before their date of deportation order made.

Table 15: Deportations Made 2015 to 31.07.2020

2019	2297	952
2020 (up to 31.07.2020)⁵⁹	448	299

Table 16: International Comparison (Eurostat Data)

Table 16: Distribution of first instance decisions on asylum applications (from non-EU-27 citizens) by outcome (%), 2019⁶⁰

	Total positive decisions	Refugee status	Subsidiary protection	Humanitarian reasons	Rejected
EU-27	38.1	20.2	9.6	8.3	61.9
Spain	66.2	2.8	2.7	60.7	33.8
Luxembourg	56.7	53.8	3.0	0.0	43.3
Austria	53.5	40.5	7.8	5.2	46.5
Greece	53.1	41.3	11.7	0.0	46.9
Ireland	52.1	31.4	6.5	14.2	47.9
Denmark	52.0	21.3	19.0	11.7	48.0
Estonia	48.9	43.2	5.7	0.0	51.1
Germany	45.6	29.2	12.6	3.8	54.4
Romania	44.4	24.3	20.2	0.0	55.6
Slovenia	39.9	38.0	1.9	0.0	60.1
Cyprus	39.7	4.5	35.2	0.0	60.3
Slovakia	39.3	3.4	20.2	15.7	60.7

⁵⁹ Due to COVID-19 these figures may be skewed from April 2020 onwards.

⁶⁰ Source: Eurostat, see https://ec.europa.eu/eurostat/statistics-explained/images/1/1d/Distribution_of_first_instance_decisions_on_asylum_applications_%28from_non-EU-27_citizens%29_by_outcome%2C_2019_%28%25%29_1.png

Table 16: Distribution of first instance decisions on asylum applications (from non-EU-27 citizens) by outcome (%), 2019/60

Malta	39.1	4.6	33.2	1.3	60.9
Belgium	38.0	32.4	5.7	0.0	62.0
Netherlands	37.5	19.0	14.1	4.3	62.5
Finland	34.4	26.8	4.3	3.4	65.6
Bulgaria	32.1	11.1	21.0	0.0	67.9
Sweden	29.3	15.9	11.1	2.2	70.7
Lithuania	28.4	24.4	4.0	0.0	71.6
France	24.7	15.2	9.5	0.0	75.3
Portugal	23.1	7.9	15.2	0.0	76.9
Latvia	21.9	18.5	3.3	0.0	78.1
Italy	19.7	10.8	7.3	1.5	80.3
Croatia	17.5	17.2	0.3	0.0	82.5
Poland	13.3	6.6	6.5	0.2	86.7
Czechia	9.8	3.5	5.8	0.5	90.2
Hungary	8.5	3.1	4.4	1.0	91.5
United Kingdom	52.7	44.2	4.4	4.1	47.3
Switzerland	87.6	43.8	7.9	35.9	12.4
Norway	72.9	67.0	1.9	4.0	27.1
Liechtenstein	45.5	15.2	18.2	12.1	54.5
Iceland	43.3	13.0	29.2	1.1	56.7

14.4 Update on Implementation of Recommendations from the Advisory Group Report, as relevant to the Department of Justice and Bodies under its aegis

1. Recommendations implemented

Chapter and reference	Recommendation	Comments	Timeline
3.4	The Ministerial Decisions Unit (MDU) work which relates directly to the issuing of decisions arising from International Protection Office (IPO) recommendations should be located in the IPO and should report to the IPO's Director of Operations to maintain the separation of functions specified in the International Protection Act 2015.	Complete.	Q4 - 2020
3.14	In certain cases, and with the consent and full protection of the rights of the applicants, the International Protection Appeals Tribunal (IPAT) should be authorised to conduct remote video link hearings from around the country.	Complete. Links to 3.7.	Q4 - 2020
3.23	Codes of conduct, similar to that used by the IPAT, should be used in the IPO and other relevant bodies which use interpretation.	Complete.	Q1 - 2021
6.5	The work of the MDU relating to International Protection should be integrated into the IPO from the beginning of 2021.	Complete.	Q4 - 2020
5.1.1 ⁶¹	[5.1.1] The right to work should be extended to anyone in the International Protection process who has not yet received a final decision on their application, within 3 months of lodging an application for protection.	5.1.1 - Complete, with conditions. ⁶²	5.1.1. Q1 - 2021
5.1.2	[5.1.2] The right to work authorisation should be granted for one year at a time (instead of the current 6 months) and should be renewable.	5.1.2 - Complete.	5.1.2. Q1 - 2021

⁶¹ Recommendation 5.1. as a whole not considered complete and 5.1.3 remains under consideration. See Section 2 - Recommendations targeted for 2021 completion.

⁶² Earlier access to the labour market now available after 6 months following Government decision of 20.10.20, as opposed to the 3 months recommended by the Advisory Group.

2. Recommendations targeted for 2021 completion

Chapter and reference	Recommendation	Comments	Target completion
3.3	The IPO quality assessment process operated by the International Protection Office in cooperation with the UNHCR should be continued and enhanced.	In progress.	Ongoing for 2021
3.5.1	[3.5.1] The IPO questionnaire should be shortened significantly...	3.5.1. In progress.	Q1 - 2021
3.5.2	[3.5.2] ...and made available electronically, without affecting the rights of applicants to attach additional data in support of their applications.	3.5.2. Under consideration.	Q2 - 2021
3.7	The IPO initiative to decentralise interviews should continue and be rolled out to additional regional locations.	In progress.	Q1 - 2021
3.13	The relevant legislation should be changed to allow IPAT to set aside their own decisions where it is clear that due to procedural error or omission the decision should otherwise be quashed.	Under consideration.	Q4 - 2021
3.18	All IPO, MDU and IPAT processes should be reviewed by the end of the first quarter of 2021. This review should include the recommended changes / improvements to the International Protection process set out in this Report and which can be facilitated or enabled by IT – for example the one-stop-shop approach of a multi-services multi-agency centre onsite in the reception centre(s) to help applicants access necessary services and entitlements, including legal aid and post-reception centre housing placement.	In progress.	First half of Q2 - 2021 (minor variation)
3.19	The Advisory Group recommends that work on the new IT system and the provision of additional technology tools needs to commence immediately and given the resource implications this work needs to have certainty of funding from early 2021.	In progress. Links to 3.17.	Q1 - 2021
4.8.1	Unsuccessful applicants for protection should be given a reasonable time to organise their voluntary return. [4.8.1] The current 5-day period for deciding whether to accept voluntary return should be extended to 30 days	4.8.1. In progress.	4.8.1. Q4 - 2021
4.8.2	and [4.8.2] children and students should be allowed to finish the school year before departure.	4.8.2. Under consideration.	4.8.2. Q4 - 2021

Chapter and reference	Recommendation	Comments	Target completion
5.1.3	<p>[5.1.3] The current labour market access letter should be replaced by a card equivalent to those granted to other non-EU nationals (GNIB / IRP card).</p> <p><i>NB: See 5.1.1. and 5.1.2 included in Section 1 – Recommendations implemented and related footnotes</i></p>	Under consideration.	Q4 - 2021
5.6	The State should take the necessary steps immediately to ensure that EU Directive 2014/92/EU is respected and that all banks operating in the State respect the right of applicants for International Protection to open and hold basic bank accounts.	In progress.	Q1 - 2021
6.2.1	<p>[6.2.1.] Work on changing legislation, where needed, should begin in early 2021 so that it can be in place by the end of 2021.</p> <p><i>NB: 6.2.2. and 6.2.3 included in section 3 – Recommendations targeted for 2022 completion</i></p>	6.2.1. In progress.	Q4 - 2021

3. Recommendations targeted for 2022 completion

Chapter and reference	Recommendation	Comments	Target completion
6.2.2	<p>[6.2.2.] Recruiting and training the additional staff needed in the IPO, IPAT and Legal Aid Board (LAB) should start in 2021 and be in place from mid- 2022.</p>	6.2.2. Action under way to guide considerations.	6.2.2. Q2 - 2022
6.2.3	<p>[6.2.3.] Work on the proposed new IT system should be funded and ongoing from early 2021.</p> <p><i>NB: 6.2.1. included in section 2 – Recommendations targeted for 2021 completion</i></p>	6.2.3. Complete for 2021. Links to multiple other recommendations.	6.2.3. Complete for 2021
6.4	2021 and 2022 should be used to process all cases where applications were made after January 2019. This transition period should be used as a lead-in to the new system. During the transition period, the IPO should implement its target of clearing all new applications within 9 months and the IPAT should implement a target of 6 months for processing appeals.	In progress. Links to 6.1, 6.7, 6.8	Q4 - 2022

Chapter and reference	Recommendation	Comments	Target completion
6.8	All backlog cases, including those covered by the one-off case-processing procedure, should be processed by a temporary, dedicated multi-agency task force having due regard to the relevant statutory remits of the various agencies concerned. The aim should be to finalise all these cases by the end of 2022.	Under consideration. Links to 6.1, 6.4, 6.7.	Q4 - 2022

4. Recommendations targeted for 2023 completion

Chapter and reference	Recommendation	Comments	Target completion
3.1	The IPO should have an obligation to complete all first instance recommendations within a fixed timeframe that ensures decisions to be taken within 6 months of an application for International Protection being lodged. The same timeline should apply to cases in the Dublin process as soon as they are accepted and an applicant has been transferred to the State.	In progress.	Q1 - 2023
3.15	The LAB should be given sufficient staffing and resources annually to enable it to support 3,500 new applicants for International Protection who wish to avail of legal aid, covering early legal advice at the reception stage until a final decision has been taken, including the judicial review stage. This would help to ensure that the principles of fair, fast and consistent decision-making are implemented and help the IPO and IPAT to meet the case deadlines recommended in this Report. The LAB should have a dedicated unit for dealing with International Protection cases and this should be adequately resourced with vacancies being filled on a priority basis as they arise.	Under consideration. Links to 6.6.	Q2 - 2023

Chapter and reference	Recommendation	Comments	Target completion
3.17	The Advisory Group recommends that the basic requirements of the International Protection process should be delivered as part of a comprehensive IT system that should be developed as part of the wider multi-year IT development strategy of the Department of Justice. This should focus on delivery of a comprehensive, person centric IT case management system that improves the applicant experience, enhances the efficiency of the whole system and provides the necessary analysis to identify trends and emerging problems and so contribute to a fast and focused response.	In progress.	Q2 - 2023+
3.21	The Advisory Group considers that a target delivery date of mid-2023 for the new [IT] system is reasonable.	In progress.	Q2 - 2023
6.6	The expansion recommended for the LAB should begin in 2021 so that it can provide increasing support to applicants at the appeal stage of the process and gradually expand the number of in-house cases it handles with a corresponding decrease in the use of private solicitors. This should ensure that it will be equipped and ready to deal with 3,500 applications annually by mid-2023.	Under consideration. Links to 3.15	Q2 - 2023

5. Recommendations under consideration

Chapter and reference	Recommendation	Comments
1.4	Ireland should opt into all of the current EU asylum legislation, subject to a review of any implications such a decision might have for the Common Travel Area with the United Kingdom (UK).	Under consideration.
3.2	The IPO should be strengthened and given sufficient, appropriately qualified resources to handle a greater share of cases in-house. The IPO should also retain a smaller legal panel (to reflect the change in workload following the staff increase for the IPO), working almost full-time with the IPO.	Under consideration.
3.6	Recordings of IPO interviews should be introduced and provided to applicants within 10 working days following the interview.	Under consideration.

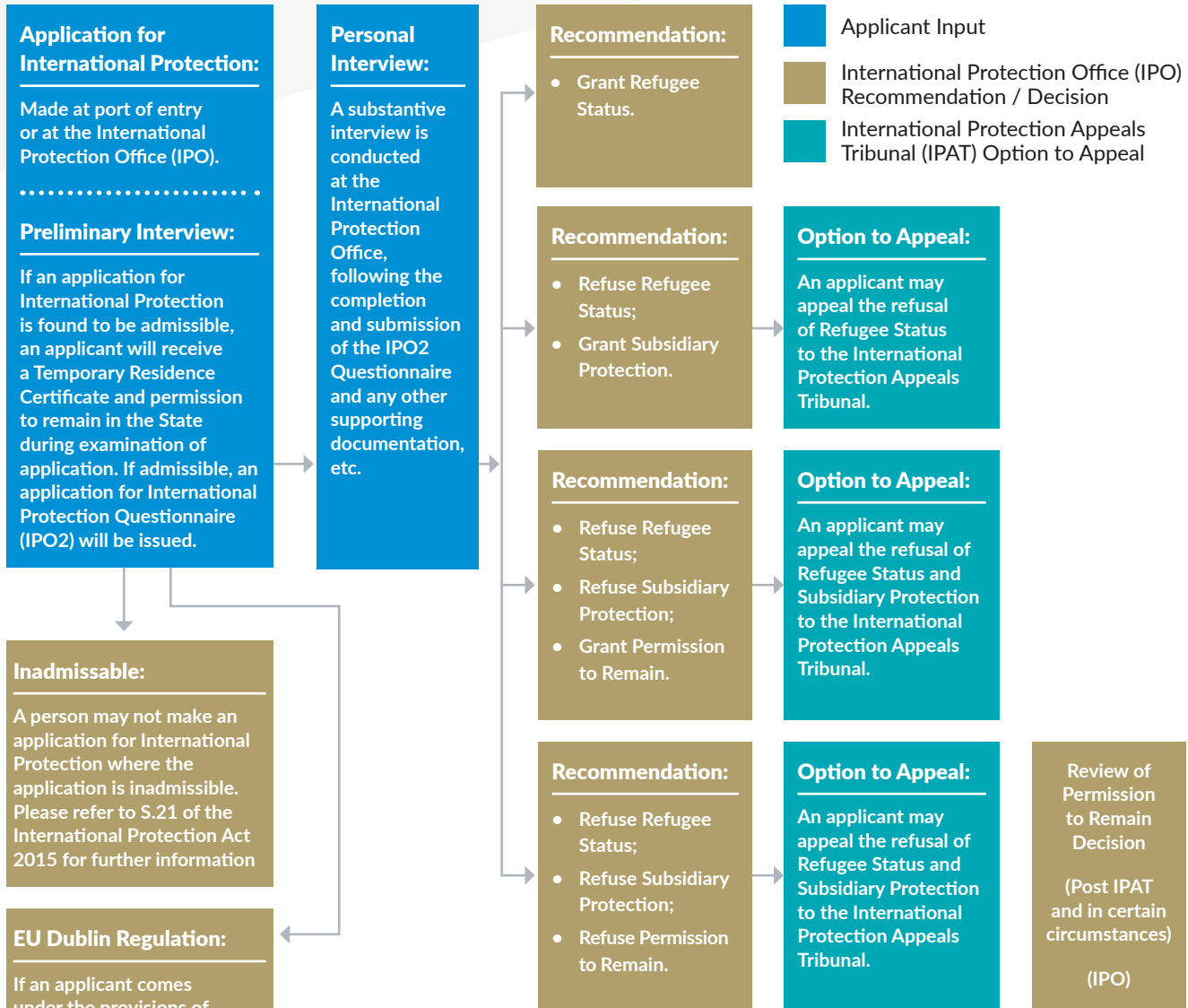
Chapter and reference	Recommendation	Comments
3.8	The IPAT should have a fixed timeframe of 6 months for the delivery of its decisions.	Under consideration. Links to 3.9 - 3.12.
3.9	The period of office of Members of the IPAT should be increased from 3-5 years, renewable once without having to reapply.	Under consideration.
3.10	The number of full-time Tribunal members should be increased from 3 to 10 (in addition to the full-time Chairperson and two deputy Chairs) and maintained at that level.	Under consideration.
3.11	The number of tribunal administration staff should also increase to facilitate an increase to 2,700 cases per annum.	Under consideration.
3.12	The use of part-time members should be reduced to reflect the increase in full-time Members.	Under consideration.
4.4	If applicants are refused a residency permission and after all avenues of appeal have been exhausted they should be given up to 6 months to organise their departure and should continue to receive the housing and welfare support allowances during that time.	Under consideration.
4.9	The State should develop a strategy and if necessary enact legislation for dealing with unsuccessful applicants who are deemed “non-returnable”.	Under consideration.
4.10	The financial supports granted to those who choose voluntary return to their countries of origin should be doubled.	Under consideration.
6.1	The new permanent system should be phased in and fully operational from mid-2023 and begin without any legacy cases.	Under consideration. Links to 6.4, 6.7, 6.8.

Chapter and reference	Recommendation	Comments
6.7	The establishment of a one-off simplified, case-processing approach applying to all applicants who will have been two years or more in the system by the end of 2020. Those in the process should be given leave to remain in Ireland for 5 years. They should be allowed to continue with their application for protection or to withdraw it if they wish, but the case-processing approach should be made as attractive as possible to encourage applicants to avail of the procedure rather than continuing with their protection applications. In reducing the backlog, special attention should be given to the case of unaccompanied minors who should all receive leave to remain for 5 years without prejudice to any applications for protection. Any “legacy cases” originating in applications under the Refugee Act 1996 should also be included in the one-off procedure.	Under consideration. Links to 6.1, 6.4, 6.8.
7.2	The Department of Justice should directly recruit the specialist staff needed by the IPO and the IPAT including through specialised competitions at regular intervals. The LAB should continue to carry out its own recruitment but be enabled to apply the same terms and conditions as other public sector organisations, in order to be able to recruit suitably qualified and experienced staff in line with its needs.	Under consideration. Links to 3.2, 3.11, 3.15.
7.3	A specific career profile should be developed for those staff with specialist skills working in the International Protection system to ensure that some staff (ideally around 50%) can remain in the service, making and progressing in their careers in this area of the public service. It should also be made possible to recruit at midcareer and senior level to bring in established expertise as well as more junior staff at the starting grades.	Under consideration. Links to 3.2, 3.11, 3.15.
8.3	The remit of the Ombudsman should be expanded to enable him / her to investigate complaints about the process leading up to decisions on applications for International Protection and related administrative matters.	Under consideration.

14.5 Schematics IPO / IPAT and DSP

General Overview of IPO / IPAT Process

General Overview of Process under International Protection Act 2015



It is the duty of an applicant to actively co-operate with the examination of their application for International Protection.

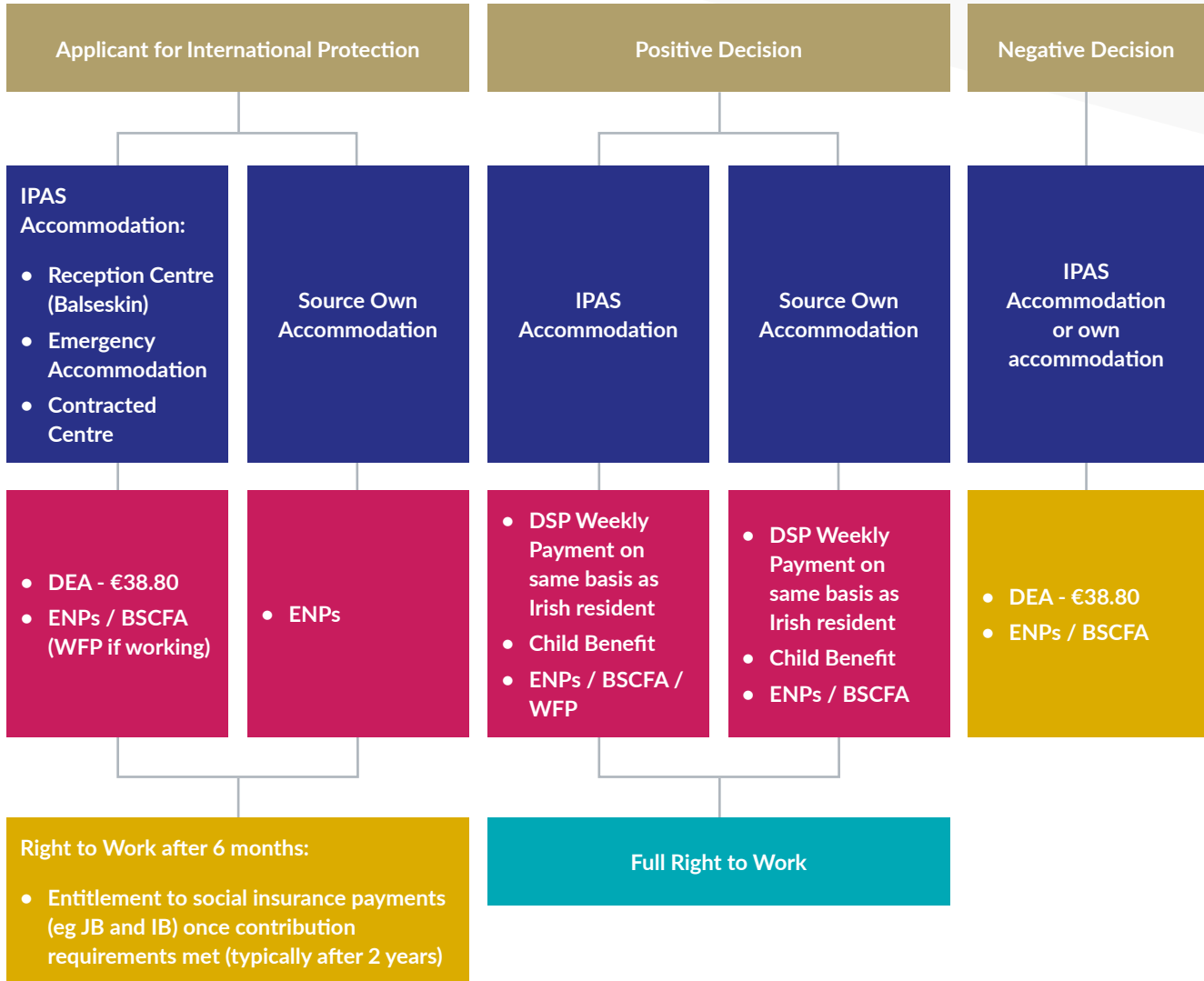
The duty to co-operate is wide ranging and includes, inter alia, the need to be truthful and to submit, as soon as reasonably practicable, all the information needed to substantiate an application.

Please note:

This information is not legal advice and does not give a legal interpretation of the International Protection Act 2015.

If an applicant requires more information about the 2015 Act and its effect on their case, they should obtain legal advice.

Welfare for applicants: Current Situation



DEA = Daily Expenses Allowance;
ENP = Emergency Needs payment;
BSCFA = Back to School Clothing and Footwear Allowance;
WFP = Working Family Payment

Welfare Model proposed by the Advisory Group

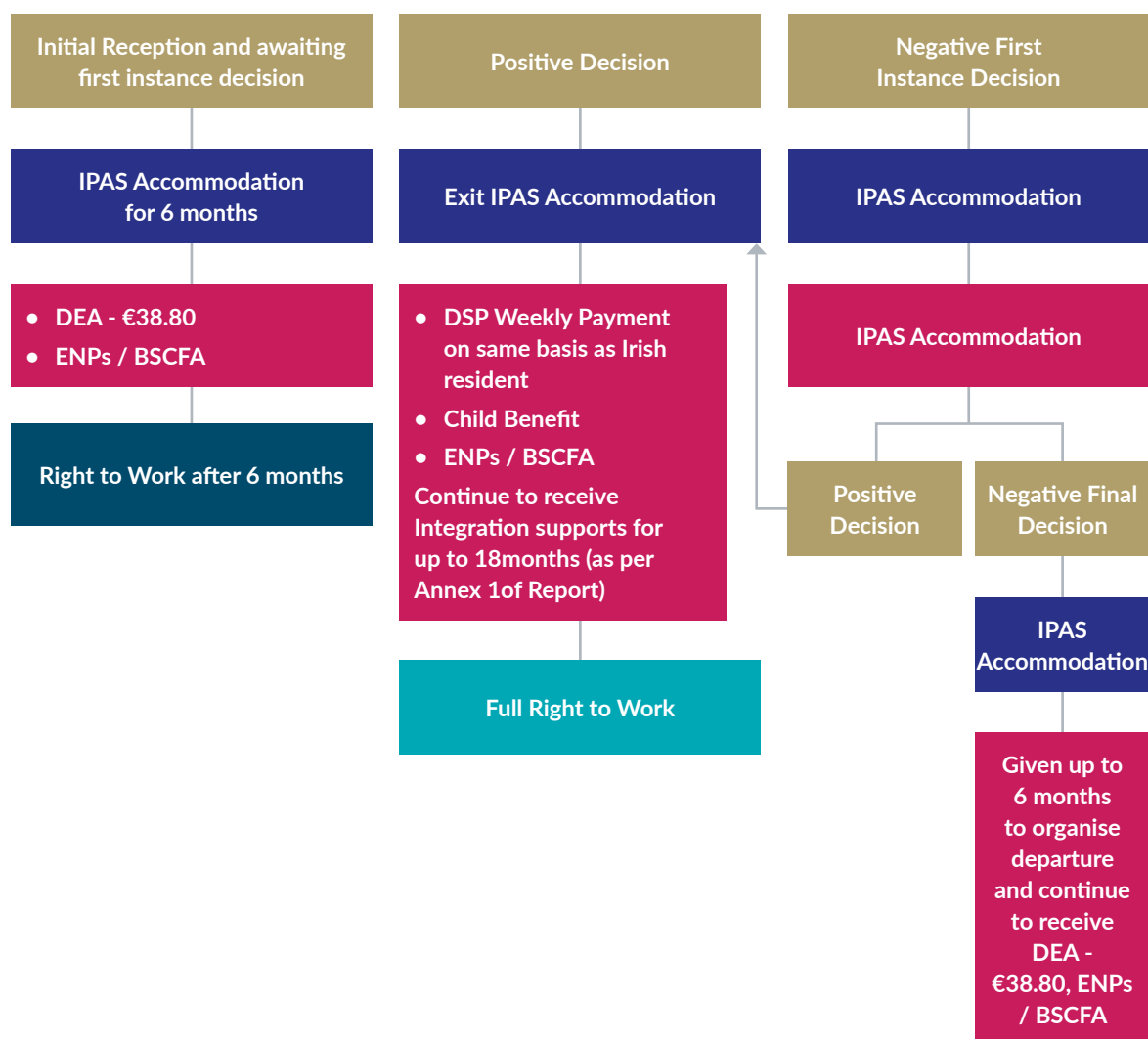


Modified version of Welfare Schematic proposed by Advisory Group

A model whereby a person would stay within IPAS accommodation for the initial 6 month period in line with the timeline for first instance decisions.

Assumptions:

- This would only occur if decisions on applications for International Protection could be made by the IPO within 6 months;
- If a person receives a negative first instance decision, they would continue to reside in IPAS accommodation until a final decision. (Accommodation decisions are a matter for IPAS – own-door accommodation is available in a growing number of centres);
- Right to appeal first instance decision with final decision within 6 months.



14.6 Analysis of International Protection Accommodation Models in France and Sweden

As part of the work that was done in developing the proposed new model, advice was sought from the European Asylum Support Office (EASO) on examining models from other EU Member States. EASO approached EU Member States and provided information on the accommodation models in place in Sweden and France. EASO's guidance for the provision of material reception conditions, including accommodation, was also used.

Summary information on the accommodation and support models in place in Sweden and France is set out below.

Overview of Applicant Accommodation Model in France

The following sets out the basis of the accommodation model in France, based on information provided by AIDA and the EASO Information and Documentation System (IDS) database.⁶³

Housing Model⁶⁴

(Mixed Model: Mostly Accommodation Centres with some Private Housing)

- After registering an asylum claim in France, applicants are spread throughout the country as part of a national dispersal scheme. A national reception scheme is managed by the French Office on Immigration and Integration (OFII). Different types of accommodation facilities are provided for applicants under the national reception scheme (dispositif national d'accueil, DNA). These include:
 - (a) Accommodation centres for asylum-seekers (CADA);
 - (b) Emergency accommodation for asylum-seekers (HUDA, AT-SA, PRAHDA, CAO);
 - (c) Reception and administrative situation examination centres (CAES).
- The management of reception centres is sub-contracted to the semi-public company Adoma or to NGOs which are directly financed by the State. However, some places are also available in private apartments;
- CADA Reception centres are the main form of accommodation for asylum seekers and include both collective and private accommodation, which can be located either within the same building or in scattered apartments;
- Living conditions in regular reception centres for applicants are deemed adequate, and there are no reports of overcrowding in reception centres. The available surface area per applicant can vary but has to respect a minimum of 7.5 m² per person. A bedroom is usually shared by 2 people. More than 2 children can be accommodated in the same room. Centres are usually clean and have sufficient sanitary facilities. Applicants in these centres are usually able to cook for themselves in shared kitchens. The staff ratio required in reception centres is a minimum of 1 full-time staff for 15 persons;
- Due to the lack of places in regular reception centres (CADA), the State authorities have developed a number of emergency schemes, including accommodation in hotel rooms and former hotels;⁶⁵

⁶³ Detailed information on the EASO IDS is provided in Appendix 13.7.

⁶⁴ [AIDA Country Report 2019: France](#) (April, 2020), pp 83-93.

⁶⁵ [AIDA Country Report 2019: France](#), p. 83, p. 92. There has been a drastic increase in the numbers of places in emergency accommodation in recent years to deal with increasing numbers of applicants, for which see pp 89-93.

- Reception conditions within the emergency facilities are similar to those in regular reception centres as these facilities offer some administrative and social support. Where emergency centres are overcrowded, applicants can also be accommodated in hotel rooms, though they are not provided with any administrative or social support when they are housed there;
- Single adult applicants who have their accommodation provided for them are given a monthly allowance of €204. However, the monthly financial allowance is not just limited to applicants living in Government-provided accommodation, and the allowance is higher for those who choose their own accommodation, who are given €426 per month instead. If single adult applicants have a monthly income of under €559.74 (the monthly rate of the 'Active Solidarity Income'), their accommodation costs are assumed by the State. However, if they earn more than this figure they are required to pay a contribution towards their accommodation;⁶⁶
- Applicants are excluded from access to all family-related welfare benefits, including the standard social welfare allowance.⁶⁷

Additional Supports

- Access to the labour market is provided if a first instance decision is not issued within 6 months;
- Applicants need to respect the same rules as other third country nationals wishing to apply for an employment permit, where the permit can be limited to some professional activities or geographical regions. The employment permit can be refused because of the labour market situation in the profession and / or geographical region, for example, if the unemployment rate is too high in an area;
- Applicants have access to healthcare thanks to the Universal Healthcare Insurance (PUMA) system, and are exempted from the 3-month residence requirement.⁶⁸
- Authorities are obliged by law to identify vulnerability during the initial interview with the applicant. The interview focuses on "objective" elements of vulnerability (young unaccompanied children, pregnant women, elderly applicants, etc.);⁶⁹
- The law provides that reception centre operators are responsible for providing information to asylum seekers on: (a) their rights and obligations in the centre; (b) the asylum procedure; (c) health; and (d) social rights;
- The staff working in reception centres are obliged to organise a medical check-up upon arrival in the reception centre;
- Specialised language training classes are available for children, though access may be limited in more rural locations. Language courses for adults are organised in some reception centres depending on the availability of volunteers;
- If an applicant is accommodated in an accommodation centre, they can be supported by the staff of the centre in the writing of their International Protection application form. Applicants outside the centres are only entitled to some basic information and assistance on the procedure. Access to legal assistance is therefore uneven depending on the type of reception conditions provided. At the appeal stage, legal costs can, upon certain conditions, be borne by the State.⁷⁰

⁶⁶ [AIDA Country Report 2019: France](#), pp 82–83.

⁶⁷ [AIDA Country Report 2019: France](#) (April, 2020), p. 83.

⁶⁸ From EASO Information and Documentation System, for which see Appendix 13.7.

⁶⁹ From EASO Information and Documentation System, for which see Appendix 13.7.

⁷⁰ [AIDA Country Report 2019: France](#), pp 41–42, pp 94–97, p. 99; Irish Refugee Council, [Submission to Joint Oireachtas Committee on Justice & Equality](#), p. 15.

Overview of International Protection Accommodation Model in Sweden

The following sets out the basis of the accommodation model in Sweden, based on information provided by AIDA (Asylum Information Database managed by the European Council on Refugees and Exiles) and the EASO Information and Documentation System (IDS) database.⁷¹

Housing Model

(Mixed Model: Mostly Private Housing with some Accommodation Centre spaces)

- In Sweden, apartments rented by the Swedish Migration Agency are the primary form of accommodation provided by the State. However, many applicants do not avail of this accommodation and instead find their own housing, as shown by the statistics from 2019, when 55% of applicants for International Protection availed of independently-sourced housing. Such a high percentage living outside of State accommodation may be partially due to the existence of family ties between protection applicants and Sweden's large population of refugee origin;⁷²
- If applicants choose to avail of accommodation provided by the Migration Agency they will not have a choice in where they are accommodated. In 2019, 42% of applicants were accommodated by the Migration Agency, and most of these were placed in ordinary apartments. Within Migration Agency accommodation single applicants are expected to share a room, and though a family is generally given its own private room, they are expected to share an apartment with other people. The ordinary rules that apply to citizens for the number of persons per room do not apply to applicants, so more people can live in a 3-room flat;⁷³
- If applicants choose to live outside of Migration Agency accommodation, they receive, upon application, a financial allowance similar to the financial allowance for those staying in accommodation provided by the Migration Agency. However, they receive no additional money to cover their rent;⁷⁴
- The Migration Agency is responsible for the reception centres and for supervising the accommodation they provide in ordinary flats in regular residential areas;
- The Migration Agency operates 4 "transit centres" for persons who have agreed to voluntary departure to their home country or for Dublin cases. People are free to come and go during the daytime but must report back by night. If persons change their mind about voluntary departure their case is handed over to the police;
- The country operates a 'whole of Sweden' model, where every municipality is expected to be ready to accommodate applicants. As such, the Government is considering whether to make the reception of applicants mandatory, as is already the case for the reception of unaccompanied minors;
- The monthly allowance for a single adult applicant is 2,130 Swedish Krona (€204.46). If applicants have their own money, they must pay for accommodation themselves. Otherwise, accommodation at a centre is free. If applicants choose to arrange a place to live for themselves, they are as a rule personally responsible for the cost of their accommodation. If for any reason they cannot continue living in accommodation they have arranged themselves, it is possible for them to move to one of the Migration Agency's centres that has capacity.⁷⁵

71 Detailed information on the EASO IDS is provided in Appendix 13.7.

72 [AIDA Country Report 2019: Sweden](#) (May, 2020), p. 64.

73 [AIDA Country Report 2019: Sweden](#) (May, 2020), p. 60, pp 64–5.

74 Detailed information on the EASO IDS is provided in Appendix 13.7.

75 [AIDA Country Report 2019: Sweden](#) (May, 2020), p. 60.

Additional Supports

- Information on the reception system is provided during the initial interview;
- Applicants have access to the labour market from the day they make their application with confirmation or establishment of identity or the production of valid identification documents or passports linked to the granting of labour market access permission;
- Applicants are entitled to necessary medical care, including gynaecological and prenatal care. However, the local county councils are given authority to decide what should or should not be considered urgent medical care, so coverage for applicants is not uniform across the country;
- Applicants can apply for extra allowances for expenses that are necessary for a minimum living standard, such as the cost of winter clothing, glasses, supplements, equipment for disabled applicants and materials for infants;
- Free legal assistance is provided to applicants throughout the regular procedure and at all appeal levels and is funded by the State budget.⁷⁶

14.7 Information on France on EASO Information and Documentation System

The following is based on all reception information available on the EASO Information and Documentation System compiled on October 18, 2019 on the following topics:

- Competent Authorities and Actors;
- Type of reception facilities;
- Provision for vulnerable persons;
- Rights during reception;
- Withdrawal of reception conditions.

76 [AIDA Country Report 2019: Sweden](#), pp 30-32, p. 61, p. 66, pp 68-9, pp 71-2.

Competent Authorities and Actors

Type of Management (centralised or decentralised)	Authority responsible	Other actors involved and role
<p>Reception in France is managed at centralised level by the French Office for Immigration and Integration (OFII, <i>Office Français de l'Immigration et de l'Intégration</i>). Asylum seekers who have applied for International Protection in a Prefecture might not be accommodated within the territory of the same département. The legal amendments in 2018 revised the national redistribution scheme for applicants, aiming to fix the number of applicants that each region has to accommodate with the help of a redistribution key based on socio-economic indicators, similarly to the German system. Applicants are re-oriented to another region (département) when the maximum amount is reached within one region and they are informed about the fact that they are entitled to material reception conditions only in the newly designated region. They have to present themselves to the accommodation place proposed by OFII within 5 days. If not, the offer is considered refused and they are excluded from material reception conditions.</p> <p>The national reception scheme (<i>dispositif national d'accueil</i>, DNA) includes:</p> <p>CADA: regular reception centres for asylum seekers (both collective and private housing);</p> <p>AT-SA: centrally managed emergency centres;</p> <p>HUDA: decentralised emergency shelters;</p> <p>CAO: Reception and Orientation Centres, ad-hoc accommodation centres for asylum seekers of dismantled informal camps;</p> <p>CAES – <i>Centres d'Accueil et d'évaluation des Situations</i>, a new type of emergency accommodation, set up at the end of 2017 (more info here).</p> <p>CPA: “centre de premier accueil” in Paris and Ivry, managed by Paris city council and NGOs Emmaüs</p> <p>PRAHDA - Programme d'Accueil et d'Hébergement pour Demandeurs d'Asile, a new type of emergency accommodation, opening in summer 2017.</p> <p>TRANSIT Centres: in Villeurbanne and in Créteil for applicants falling under the Dublin Regulation</p> <p>CPH: provisional accommodation centres for the most vulnerable</p> <p>UAM Reception Centres.</p>	<p>French Office for Immigration and Integration (OFII, <i>Office Français de l'Immigration et de l'Intégration</i>), operator of the Ministry of Interior.</p>	<p>The financial management of these centres is entrusted to the Prefect of the hosting Département. The daily management is sub-contracted to the semi-public company Adoma or to NGOs that have been selected through a public call for tenders. They include Forum Réfugiés – Cosi, France terre d'asile, l'Ordre de Malte, Coallia, French Red Cross, etc.</p>

Type of reception facilities

Reception Facilities and Accommodations	First Reception Centres	Accommodation Centres (collective)	Private Houses, Flats, Hotels, or others (BandB, Farmhouses, etc.)	Emergency Accommodation	Closed Accommodation Centres and Centres for Administrative Detention	Specific Housing Arrangements (UAMs, elderly people, other vulnerable groups)
Capacity	600 Transit Centres.	40.450 CADA Reception Centre for Asylum Seekers (Centres d'accueil pour demandeurs d'asile, they also include private houses, flats, hotels, etc.). 8,703 additional places in CADA shall be opened in 2018 and 2019. More info here . (OFII Data*).	See Accommodation Centres (CADA).	44.962 (source EMN Input AR). In: HUDA, AT-SA, CAO, PRADHA, CAES, CPH. Details: 18.514 places in HUDA – Emergency Reception Centres, Decentralised Management. 5.776 places in AT-SA - Temporary Reception Centres, Centrally Managed. 10.130 places in CAO - Reception and Orientation Centres. 5.351 places in PRAHDA - Programme d'Accueil et d'Hébergement pour Demandeurs d'Asile, a new type of emergency accommodation, opening in summer 2017. 200 places per region (excluding Corsica, <i>Outremer</i> and Ile-de-France) in CAES – Centres d'Accueil et d'évaluation des Situations, a new type of emergency accommodation, combining accommodation with an examination of the person's administrative situation, in order to direct the individual to other accommodations. 3000 places in CPH - Centres provisoires d'hébergement. (OFII Data*).	See section on Detention .	2.207 CPH: provisional accommodation centres for the most vulnerable. Centres for UAMs For further details please see section on Reception for Vulnerable Groups .

Reception Facilities and Accommodations	First Reception Centres	Accommodation Centres (collective)	Private Houses, Flats, Hotels, or others (BandB, Farmhouses, etc.)	Emergency Accommodation	Closed Accommodation Centres and Centres for Administrative Detention	Specific Housing Arrangements (UAMs, elderly people, other vulnerable groups)
No. of Centres		350 regular reception centres (both collective and private housing). (AIDA Data).	See Accommodation Centres (CADA).	171 HUDA. 91 AT-SA. 11 CAES (one per region, excluding Corsica, Outremer and Ile de France). (AIDA Data).		
Type of Applicants	Applicants awaiting a final decision.	Applicants awaiting a final decision.	Applicants awaiting a final decision.	Applicants awaiting a final decision.		
Distribution (location within the country)	Villeurbanne, Créteil.	<i>Département</i> Level.	<i>Département</i> Level.	<i>Département</i> and Regional Level.		
Occupied Capacity	No available figure.	Occupation rate in CADA: 95% (of 40.450). (Most recent OFII Data*).	See Accommodation Centres (CADA).	Occupation rate in HUDA: 100% (of 8.623). Occupation rate in AT-SA: 89% (of 5.963). Occupation rate in CAES. (OFII Data*).		
Management Entity	OFII, Prefectures.	OFII, Prefectures.	OFII, Prefectures.	OFII, Prefectures.		
Regime (open / closed)	Open	Open	Open	Open		

Reception Facilities and Accommodations	First Reception Centres	Accommodation Centres (collective)	Private Houses, Flats, Hotels, or others (BandB, Farmhouses, etc.)	Emergency Accommodation	Closed Accommodation Centres and Centres for Administrative Detention	Specific Housing Arrangements (UAMs, elderly people, other vulnerable groups)
Maximum and average Duration of Stay		<p>AVERAGE (days): Refugees: 469, of which after granted IP: 162. Unfounded Applicants: 582, of which after Rejected Applications (final decision): 100. (OFIG Data*).</p>	<p>AVERAGE (days): Refugees: 469, of which after granted IP: 162. Unfounded Applicants: 582, of which after Rejected Applications (final decision): 100. (OFIG Data*).</p>			

Provision for vulnerable persons

Since 2015 there is a specific mechanism in place for the identification and orientation of asylum seekers with special reception needs. This procedure consists of an interview conducted by OFII officers at the beginning of reception. The interview focuses on “objective” elements of vulnerability (young unaccompanied children, pregnant women, elderly asylum seekers, etc.). For vulnerabilities likely to arise or become evident during the asylum procedure the French system does not foresee any specific ongoing monitoring mechanism. They are dealt with on a case by case basis by adjusting reception conditions and / or procedures.

	Type of Accommodation	Schooling / Education	Additional / Specialised Health Care	Psycho- and Psycho Social Support	Others
UAM	<p>Places in specific shelters or centres managed at Department level.</p> <p>State funding covering the emergency reception costs.</p> <p>Assignment to Departments for Reception (Ministry of Justice indication) based on demographic criteria (Decree 28 June 2016).</p>	<p>Between 6 – 16: guaranteed.</p> <p>(1) Orientation and Coordination for those with good command of French: Counselling and Information Centre (“Centres d’information et d’orientation”, CIO).</p> <p>(2) Academic Centre for Education of Newcomers and Travellers Children (CASNAV) for all the rest: French for non-native speakers or Initiation Classes.</p>			Protected by general national legislation on “children at risk”: <i>Childcare Protection Services</i> .
Children (with responsible adults)		<p>Between 6 – 16: guaranteed.</p> <p>(1) Orientation and Coordination for those with good command of French: Counselling and Information Centre (“Centres d’information et d’orientation”, CIO).</p> <p>(2) Academic Centre for Education of Newcomers and Travellers Children (CASNAV) for all the rest: French for non-native speakers or Initiation Classes.</p>			

Rights during Reception

Country	Food	Clothing	Accommodation	Financial Allowance (including pocket money)	Health Care (level: emergency, essential, full)	Language Classes (Integration courses, language courses, etc.)
France	Yes (not in-kind but through the ADA).	Yes (not in-kind but through the ADA).	Yes / Lack of Capacity <ul style="list-style-type: none"> • €204 per month + €7.40 per day (per single adult) for those who cannot be accommodated in reception, following a new decree published on June 1st 2018; • Families or single parents with children are prioritised in being accommodated; • Provisional accommodation solutions or waiting list for those not accessing a place. 	Yes ADA (Allocation pour demandeurs d'asile) €204 per single adult per month - Allowance for asylum seekers – Paid on a cash card. €7.40 additional per day per adult for those who cannot be accommodated in a reception centre.	Yes PUMA: Asylum seekers have access to universal healthcare insurance (PUMA) system - exempted from the 3-month residence requirement. The request is made to the social security services (CPAM) of the place of residence. Access to PUMA is free if the annual resources of the claimant do not exceed €9,534 per household (evidence or sworn statement). AME: access to the State medical aid (AME) is possible only after 3 months of residence in France. PASS: access to All-Day Healthcare Centres (PASS) is always possible, the granting of PUMA still pending (for those under accelerated or Dublin procedure).	Limited French language courses organised in some reception centres depending on the availability of volunteers.

Circumstances for Withdrawal of Reception Conditions

France

Reception terminates with the end of the asylum procedure, that is when a final decision has been adopted (granting International Protection status or rejecting the application). In this case OFII informs the management of the relevant reception centre where the asylum seeker is accommodated. The provision of accommodation will then terminate on a specific date, unless the beneficiary of International Protection or the rejected asylum seeker applies to stay longer (3 months or 1 month respectively in order to have enough time to plan their exit from CADA).

According to article L744-8 of the CESEDA, material reception condition can be:

- Suspended if, without legitimate reason, the asylum seeker has abandoned the assigned reception centre for longer than one week; has not appeared to relevant authorities when required to; has not answered to information requests or has not attended interviews related to his or her asylum claim;
- ADA can be suspended when the asylum seeker (Article D.744-35 Ceseda): has refused OFII's offer for accommodation; has not respected his or her obligation to present him or herself to the authorities, has not answered information claims or did not attend individual interviews relating to the asylum procedure, without legitimate ground; has abandoned his or her accommodation place or has not been present for more than 5 days, without legitimate ground; does not temporarily meet the conditions for being granted ADA; does not provide the necessary documentation to check his or her eligibility to ADA. ADA can be withdrawn in the situation where the asylum seeker has (Article D.744-36 Ceseda): concealed his or her resources, or a part of it; provided false information regarding his or her family situation; had a violent behaviour within the accommodation place. When ADA is suspended, withdrawn or refused, OFII has to notify its decision to the asylum seeker who has 15 days to formulate his or her observation. OFII decision has to be motivated and to take into account the vulnerability of the asylum seeker;
- Withdrawn in case of, false statements concerning the identity or personal situation of the asylum seeker, in particular his or her financial situation; violent behaviour or serious disrespect of the community life's rules;
- Refused when the asylum seeker makes a subsequent application;
- Refused if, without legitimate reason, the foreigner has not applied for International Protection within 120 days after entering the French territory;
- Refused in case of fraud.

OFII is the competent authority to decide on the suspension, withdrawal or refusal of material reception conditions. Decisions have to be communicated in written, duly grounded, and take into account the asylum seeker's vulnerability. For those excluded from certain reception provisions due to sufficient means please see section on Reception Facilities and Reception Rights.

14.8 Information on Sweden on EASO Information and Documentation System

The following is based on all reception information available on the EASO Information and Documentation System compiled on October 18, 2019 on the following topics:

- Competent Authorities and Actors;
- Type of reception facilities;
- Provision for vulnerable persons;
- Rights during reception;
- Withdrawal of reception conditions;
- Competent Authorities and Actors.

Type of Management (centralised or decentralised)	Authority responsible	Other actors involved and role
<p>Reception is managed at a central level.</p> <p>Management of reception structures: The reception system in Sweden is based on a mixed model and consists of:</p> <ul style="list-style-type: none"> • 5-6 state centres owned and managed by the Swedish Migration Agency (units connected to application centres / places in Stockholm, Gothenburg and Malmö, Flen, Gävle and Boden area; so-called first reception centres), regular apartments rented by the Swedish Migration Agency (number varies depending on the number of applicants), open reception centres outsourced to contractors through tenders (all over Sweden). <p>When the number of asylum seekers increases very much or rapidly, the number of rented accommodations may prove to be insufficient. The Swedish Migration Agency will then initially try to expand the number of flats rented and applicants will be accommodated in other forms of housing, such as hotels, hostels, holiday villages, ships, schools, caravans, tents etc.</p> <ul style="list-style-type: none"> • Reception system: Mixed system (collective and individual / private) - applicants have a possibility to live in centres or out of the centres. In the latter case, they receive, upon application, a financial allowance similar to the financial allowance of those staying in accommodation provided by the Migration Agency. They however receive no additional money to cover their rent. About 40% of all applicants choose not to stay in housing provided by the Swedish Migration Agency. Since they usually do not have the financial means to pay the rent for a flat, let alone find one to rent in the major cities, they often stay with friends or relatives. The asylum seeker who chooses to stay with friends and relatives can at any time ask to be accommodated by the Swedish Migration Agency instead. 	<p>The Swedish reception system for asylum seekers, excluding for unaccompanied minors, is mainly managed by the Swedish Migration Agency (SMA). SMA (Reception Units in 6 regions) carries overall, both executive and financial responsibility over the reception facilities.</p>	<p>While the Swedish Migration Board carries the overall responsibility for the unaccompanied minors, unaccompanied minors's accommodation and general welfare is taken care of by a local municipality (initially the municipality where they first made themselves known to the authorities and after the initial process they will stay in another local municipality somewhere in Sweden). Their asylum application is handled by the Swedish Migration Agency.</p> <p>On ad-hoc and voluntary basis, NGOs can also carry out some activities, e.g. family tracing etc.</p> <p>The Public Employment Service is responsible for the settlement of the person in question in a municipality when an applicant is granted International Protection and issued a residence permit.</p>

Type of Management (centralised or decentralised)	Authority responsible	Other actors involved and role
<ul style="list-style-type: none"> Reception phases: During the process of screening of all applicants, they are accommodated in a so-called «step 1-accommodation» (first reception centres). Those who fall under the Dublin Regulation or an accelerated procedure are allocated to a so-called «step 2-accommodation», which is situated near the point of arrival, e.g. an international airport. This procedure is meant to facilitate a return procedure. If an applicant does not fall under this category they are allocated to a so-called «step 3-accommodation». That can be anywhere in the country and is based on a dispersal mechanism. <p>The 'step 3-accommodation' of adult applicants and families with children consists of ordinary flats that the Swedish Migration Agency rents around the country. The Migration Agency never rents an entire block of flats but tries to spread the flats out. Since there is a general shortage of housing in Sweden, the Swedish Migration Agency cannot always choose where to establish accommodation, but the objective is to find long-term contracts in areas where there is a good infrastructure of shops to buy food, schools for children and good communication. All children have the right to go to school, and the municipality where they live is obligated to provide schooling for them on the same terms as other children and youngsters who live there. This applies to preschool, elementary school and high school. This poses an obligation on the municipality where the Swedish Migration Agency has housing to offer education to these children.</p>	<p>The Swedish reception system for asylum seekers, excluding for unaccompanied minors, is mainly managed by the Swedish Migration Agency (SMA). SMA (Reception Units in 6 regions) carries overall, both executive and financial responsibility over the reception facilities.</p>	<p>While the Swedish Migration Board carries the overall responsibility for the unaccompanied minors, unaccompanied minors's accommodation and general welfare is taken care of by a local municipality (initially the municipality where they first made themselves known to the authorities and after the initial process they will stay in another local municipality somewhere in Sweden). Their asylum application is handled by the Swedish Migration Agency.</p> <p>On ad-hoc and voluntary basis, NGOs can also carry out some activities, e.g. family tracing etc.</p> <p>The Public Employment Service is responsible for the settlement of the person in question in a municipality when an applicant is granted International Protection and issued a residence permit.</p>

Type of reception facilities

Reception Facilities and Accommodations	First Reception Centres	Accommodation Centres (collective)	Private Houses, Flats, Hotels, or others (BandB, Farmhouses, etc.)	Emergency Accommodation	Closed Accommodation Centres and Centres for Administrative Detention	Specific Housing Arrangements (UAMs, elderly people, other vulnerable groups)
Capacity	3,070 (as at 16th November 2017).	38,670 (as at 16th November 2017).	6,640 (as at 16th November 2017).	0 (as at 31st July 2017); in general, based on needs. The last time it was made available: 2015-2016.	357 (as at 16th November 2017).	Variable (e.g. SMA offers 45 places in special accommodation for applicants from ethnic minorities, torture victims, LGBTI persons with individual needs of extra security in housing).
Occupied Capacity	1,049 (as at 16th November 2017).	30,980 (as at 16th November 2017).	5,125 (as at 16th November 2017).	0 (as at 31st July 2017).	3,714 (data for 2016).	UAMs: 10,343 (as at 16th November 2017).
Maximum and average Duration of Stay	Average duration: approx. 3-7 days.	Average duration: 423 days (data for 2016, not specific to a given type of facility).	Average duration: 423 days (data for 2016, not specific to a given type of facility).	n/a	Maximum duration: between 48 hours and 2 months (can be extended to 12 months or more; minors can never be detained longer than 6 days). Average duration: approx. 27 days (data for 2016).	Average duration: 423 days (data for 2016, not specific to a given type of facility).
No. of Centres	5-6 (variable)	Variable	Variable	0 (as of 31st July 2017); in general, based on needs.	5	Variable

Reception Facilities and Accommodations	First Reception Centres	Accommodation Centres (collective)	Private Houses, Flats, Hotels, or others (BandB, Farmhouses, etc.)	Emergency Accommodation	Closed Accommodation Centres and Centres for Administrative Detention	Specific Housing Arrangements (UAMs, elderly people, other vulnerable groups)
Distribution (location within the country)	Stockholm, Gävle, Källered, Malmö, Boden, Flen.	Variable, spread all over the country.	Variable, spread all over the country.	Variable, spread all over the country.	Gävle, Märsta, Flen, Källered and Åstorp (they are all in the southern half of Sweden and not far from the international airports in Stockholm, Gothenburg or Malmö).	Variable, near the largest cities in Sweden (in Stockholm, Gothenburg and Malmö there are 45 places for applicants from ethnic minorities, torture victims, LGBTI persons with individual needs of extra security in housing).
Regime (open / closed)	Open	Open	Open	Open	Closed	Open / closed

Reception Facilities and Accommodations	First Reception Centres	Accommodation Centres (collective)	Private Houses, Flats, Hotels, or others (BandB, Farmhouses, etc.)	Emergency Accommodation	Closed Accommodation Centres and Centres for Administrative Detention	Specific Housing Arrangements (UAMs, elderly people, other vulnerable groups)
Type of Applicants	All applicants in the start of the process lodging their applications.	Applicants awaiting a final decision (excluding applicants who lodged a subsequent application and applicants who received transfer decision under Dublin Regulation); couples with children who received a final decision rejecting the application after the time limit for voluntary return has expired; persons having received a final decision granting protection (until they have been offered permanent housing in a municipality - for people staying in accommodation managed by SMA, or for one month from the date on which they have been granted residence permits - for people staying outside accommodation centres managed by SMA).	Applicants awaiting a final decision (excluding applicants who lodged a subsequent application and applicants who received transfer decision under Dublin Regulation); couples with children who received a final decision rejecting the application after the time limit for voluntary return has expired; persons having received a final decision granting protection (until they have been offered permanent housing in a municipality - for people staying in accommodation managed by SMA, or for one month from the date on which they have been granted residence permits - for people staying outside accommodation centres managed by SMA).	Applicants awaiting a final decision (excluding applicants who lodged a subsequent application and applicants who received transfer decision under Dublin Regulation); couples with children who received a final decision rejecting the application after the time limit for voluntary return has expired; persons having received a final decision granting protection (until they have been offered permanent housing in a municipality - for people staying in accommodation managed by SMA, or for one month from the date on which they have been granted residence permits - for people staying outside accommodation centres managed by SMA).	Applicants: <ul style="list-style-type: none"> Whose identity has to be established (e.g. applicants who refuse to reveal their identity), whose detention is required for the purpose of investigating the applicant's right to remain in Sweden, with regard to whom it is probable that they will be refused entry or will be expelled and deemed to abscond; It also applies to rejected applicants whose detention is required for the purpose of forced return and deemed to abscond. 	UAMs (accommodation provided by the municipality), elderly people with dementia, persons with medical and / or psychological problems requiring special care (procured contracts with operators for adequate accommodation), victims of domestic violence (protected accommodation), applicants from ethnic minorities, victims of torture and LGBTI not feeling safe in regular accommodation (accommodation with special certificates).

Reception Facilities and Accommodations	First Reception Centres	Accommodation Centres (collective)	Private Houses, Flats, Hotels, or others (BandB, Farmhouses, etc.)	Emergency Accommodation	Closed Accommodation Centres and Centres for Administrative Detention	Specific Housing Arrangements (UAMs, elderly people, other vulnerable groups)
Management Entity	Swedish Migration Agency	Swedish Migration Agency	Swedish Migration Agency (outsourced to contractors)	Municipalities	Swedish Migration Agency	Swedish Migration Agency / County Councils / Municipalities

Provision for vulnerable persons

Identification mechanism for vulnerable groups

There is no legal definition of applicants for International Protection who are identified as vulnerable (understood as both in need of special reception needs and procedural safeguards). The respect and consideration of each individual's needs form however a basis of all guidance documents and instructions for public officials.

There is no specialised unit dealing with vulnerable groups at the Swedish Migration Agency (SMA). Instead, the case officers are trained to identify groups that might have special needs, e.g. training is provided on interviewing children (based on EASO training modules). Officials who have completed this training, have adequate skills and specific expertise are designated as case officers specialising in handling cases of specific profiles of applicants, e.g. unaccompanied children, women and applicants claiming LGBTI grounds.

The needs of vulnerable asylum seekers are taken into account in designating suitable accommodation and where needed they are placed in the vicinity of institutions that can provide expert care.

The Migration Agency has recently established standards for the reception of vulnerable asylum seekers. Examples of groups of asylum seekers who might be in need of special measures are minors, women, persons with disabilities, people with mental or physical disorders, people who may be vulnerable to harassment due to sexual orientation, gender identity or gender expression, elderly people.

The standards set out the following:

- **Initial assessment:** Prior to initial placement in the Migration Agency's accommodation, the Agency shall ask the applicant if there are any special needs that he or she wishes to invoke before the placement. Where appropriate, the immediate needs are documented in an official note. The matter must urgently be referred to team leaders, decision-makers or other designated officer at the unit for assessment. In case the individual needs safe housing suitable accommodation must be booked. The Accommodation Secretariat notes the particular need and takes this into account when designating accommodation.
- **Assessment during the asylum procedure:** If a special need of safe housing arises during the current stay in Sweden, this should always be promptly investigated and documented in the minutes or an official note. The case must be presented to the team leaders, decision-makers or other designated officer at the unit to book accommodation for these special needs. In that case the applicant must be relocated. Relocation takes place primarily at accommodation within the region. If a secure existence

cannot be provided through redeployment within the region's regular homes, the Accommodations Secretariat must be promptly contacted. Contact with the Accommodation Secretariat shall be documented in an official note. The Accommodation Secretariat has the power to place centrally or relocate to safer places regardless of where in the country they have applied or initially been given a place to live in.

In general, all the officers are responsible for identification of special reception needs throughout the entire asylum procedure. In case of UAMs, the main responsibility is taken by the social services.

	Type of Accommodation	Schooling / Education	Additional / Specialised Health Care	Psycho- and Psycho Social Support	Others
THB	Accommodation in mainstream reception centres, same as other applicants for International Protection. Applicants who cooperate with the police and prosecutor as a witness, may be placed in sheltered housing provided by the municipalities' social services. Municipalities often provide this kind of support in close cooperation with civil society actors; many shelters, for example, are run by local NGOs (which together form a platform Swedish Civil Society Against Human Trafficking comprising of approx. 20 organisations).	N/A	They have the right to the same care as Swedish citizens (full health and dental care: emergency treatment, basic medical care and essential / specialised healthcare provided through national health care system).	Only in case of an emergency, provided by the municipality or the county council (through public health system / institutions). Applicants who cooperate with the police and prosecutor as a witness, may be provided an additional psychological support made available by the municipalities' social services.	Applicants who cooperate with the police and prosecutor as a witness, may be provided a support in contact with other agencies, financial assistance and interpretation, made available by the municipalities' social services. Municipalities often provide this kind of support in close cooperation with civil society actors; many local NGOs offer crime victim support in a form of support conversations and long-term support for those who choose to remain in Sweden after trial.
Elderly	Accommodation in mainstream reception centres, same as other applicants for International Protection. For elderly people with dementia there are procured contracts with private operators for adapted accommodation.	N/A	They have the right to emergency health and dental care as well as essential medical care.	Only in case of an emergency, provided by the municipality or the county council (through public health system / institutions).	n/a

	Type of Accommodation	Schooling / Education	Additional / Specialised Health Care	Psycho- and Psycho Social Support	Others
Children (with responsible adults)	Accommodation in mainstream reception centres, same as other applicants for International Protection. Members of the same family are accommodated together.	Same as for UAMs.	They have the right to the same care as Swedish children (full health and dental care: emergency treatment, basic medical care and essential / specialised healthcare provided through national health care system). They are also referred to paediatrician. Applicants with special reception needs are provided additional health care, depending on the results of the initial medical examination.	Only in case of an emergency, provided by the municipality or the county council (through public health system / institutions).	n/a

	Type of Accommodation	Schooling / Education	Additional / Specialised Health Care	Psycho- and Psycho Social Support	Others
LGBTI	Accommodation in mainstream reception centres, same as other applicants for International Protection. Should an LGBTI-person not feel safe there, the SMA, based on a request for a transfer, can provide accommodation especially designed for LGBTI-persons (in specific centres on an individual basis or together with other vulnerable groups in the facilities which have LGBTI certificates, which can be obtained after having received training from the Swedish Federation for Lesbian, Gay, Bisexual, Transgender and Queer Rights - RFSL; through LGBTI certification, an organisation is given the tools to work systematically with issues of human rights, equality, and anti-discrimination, to foster and promote a more inclusive environment).	N/A	They have the right to emergency health and dental care as well as essential medical care.	Only in case of an emergency, provided by the municipality or the county council (through public health system / institutions).	n/a

	Type of Accommodation	Schooling / Education	Additional / Specialised Health Care	Psycho- and Psycho Social Support	Others
Medical and Psychological Needs	<p>Accommodation in mainstream reception centres, same as other applicants for International Protection. Should they need special care (e.g. persons with various forms of physical handicaps) that can be provided by procured by the SMA. The needs are however first assessed by the staff of the local municipality, who base their assessments on the general rules for the population at large. The municipality makes then recommendations regarding an individual's need for special care and the agreed costs are paid by the SMA.</p> <p>In addition, the Migration Agency has special flats available to accommodate the needs of persons who are in wheelchairs as well as victims of torture. There is a contract with a Folk High School in Leksand to accommodate deaf applicants. The Migration Agency can also in cooperation with the police arrange safe houses for threatened individuals, frequently women. In these situations, even the municipal social welfare authority can be involved.</p>	N/A	They have the right to emergency health and dental care as well as essential medical care.	<p>Only in case of an emergency, provided by the municipality or the county council (through public health system / institutions).</p> <p>In addition, the Swedish Red Cross provides therapy for victims of torture, armed conflict etc. (in specialized treatment centres in Skellefteå, Uppsala, Stockholm, Skövde, and Malmö where professional teams of physicians, psychologists, psychotherapists, physiotherapists, social workers and interpreters work closely with the individual to help them work through their traumas; duration of treatment varies from a few months to several years).</p>	n/a

	Type of Accommodation	Schooling / Education	Additional / Specialised Health Care	Psycho- and Psycho Social Support	Others
Others (Family, problematic behaviours, etc.)	Applicants from ethnic minorities may be placed in special accommodation offered by the SMA.	N/A	They have the right to emergency health and dental care as well as essential medical care.	Only in case of an emergency, provided by the municipality or the county council (through public health system / institutions).	n/a
Gender-related Needs	Single women are housed together with other single women or single mothers taking into account language and which part of the world they come from. Also, victims of violence are accommodated in protected accommodation secured by the SMA in cooperation with the police.	N/A	They have the right to emergency health and dental care as well as essential medical care. Contraceptives and maternal and obstetric care are free of charge.	Only in case of an emergency, provided by the municipality or the county council (through public health system / institutions).	n/a

	Type of Accommodation	Schooling / Education	Additional / Specialised Health Care	Psycho- and Psycho Social Support	Others
UAM	<p>The accommodation arrangements vary among the municipalities. UAMs may be placed in separate reception facilities specifically for children, foster families, private housing with relatives or in other facilities e.g. child and youth care and educational facilities. Unaccompanied minors are however usually placed in a collective housing ('homes for care or residence', so called 'HVB housing') or in a foster family (who may also be close relatives).</p>	<p>All UAMs have the right to attend kindergarten, primary, secondary school (through state education system). Vocational training can be also available, depending on the location.</p> <p>UAMs attend regular schools but sometimes, at least for a period of time, in special introductory / preparatory classes (it depends on the country; often, larger schools have preparatory classes).</p> <p>They also have the right to lessons in their own mother tongue on a regular basis. However, the municipality's obligation is limited. If there are no teachers available, or if there are fewer than five students wishing training in the language, the municipality is not required to provide such training.</p> <p>Tutoring will be provided to students who do not fully follow the teaching in the class because of insufficient knowledge of Swedish. In addition, children between 16 and 19 often have to attend a preparatory course to improve their skills in Swedish and other core subjects before being able to access vocational education.</p> <p>Education should be offered within 30 days after application was lodged.</p>	<p>They have the right to the same care as Swedish children (full health and dental care: emergency treatment, basic medical care and essential / specialised healthcare provided through national health care system, they can therefore e.g. be referred to paediatrician). Applicants with special reception needs are provided additional health care, depending on the results of the initial medical examination.</p>	<p>If they have severe problems they can be treated and stay at a clinic for child and adolescent psychiatry (support provided through public health system). Some so-called 'HVB homes' are dedicated to certain groups of minors, where appropriate care is provided (support by psychologist with specific skills that are suited for UAM).</p>	n/a

Rights during Reception

Country	Food	Clothing	Accommodation	Financial Allowance (including pocket money)	Health Care (level: emergency, essential, full)	Language Classes (Integration courses, language courses, etc.)
Sweden	<p>No, unless collective accommodation is in use (food is provided since there is usually only one kitchen, in e.g. hostels).</p> <p>If food is provided, the daily expenses allowance is reduced.</p>	<p>No, but special financial allowance can be granted for winter clothes etc.</p>	<p>Yes</p> <p>See table on types of reception facilities.</p>	<p>Yes, but subject to the means test.</p> <p>Daily expenses allowance when food is not provided:</p> <ul style="list-style-type: none"> • 71 kr/day for single adults; • 61 kr/day per person for co-habiting adults; • 37 kr/day for children 0–3 years old; • 43 kr/day for children 4–10 years old; • 50 kr/day for children 11–17 years old. <p>Daily expenses allowance when food is provided:</p> <ul style="list-style-type: none"> • 24 kr/day for single adults; • 19 kr/day per person for co-habiting adults; • 12 kr/day for children 0–17 years old. <p>Special allowance (if urgent need arises), e.g. to buy winter clothing, glasses, diet supplements and equipment needed due to a disability or for an infant.</p> <p>Residential compensation (for those who work and have to move to a place where the Migration Agency does not have any residences to offer):</p> <ul style="list-style-type: none"> • 850 kr/month for families; • 350 kr/month for single adults. 	<p>Yes (for adults: emergency health and dental care as well as essential medical care, for minors: full health and dental care - in line with all other children in Sweden; some medical care is provided for a small fee, lower rates for medical services / medicines apply once an applicant presents his / her LMA card; contraceptives and maternal and obstetric care are free of charge; in special circumstances the expenses paid for healthcare can be claimed back from the Migration Agency).</p>	<p>No, unless provided by NGOs on an ad-hoc basis; online programmes are available to help applicants learn Swedish independently.</p>

Circumstances for Reduction or Withdrawal of Reception Conditions

Sweden

The daily expenses allowance can be reduced if an applicant:

- Does not cooperate during the examination of the application, e.g. by not contributing to establishing his / her identity or by not showing up to arranged interviews and meetings at the SMA (such a reduction of material reception conditions is not permitted with regard to children), or
- Refuses to cooperate on his / her return.

If a reduction on the grounds mentioned above is done, the allowance is reduced by 24 SEK (€2.54) per day in case an applicant lives on his / her own which leaves him / her with the allowance which amounts to 46 SEK (€4.60) per day. If the applicant is cohabiting, he / she normally receives 42 SEK (€4.20) per day (61 SEK per day reduced by 19 SEK).

The daily expenses allowance is withdrawn if an applicant has absconded before a return decision has been taken. According to the law, having absconded is not a ground for the reduction or withdrawal of the allowance, unless a return decision has been taken. However, in practice, the payment of the daily allowance is stopped on the basis that the applicant's need for the assistance cannot be assessed. The allowance can be granted again, should the applicant contact the SMA.

In general, the right to accommodation, food / daily expenses allowance is withdrawn once a decision to reject the application has been taken and has legal force (this concerns singles and couples without children only). From that point on, the foreigner is no longer entitled to daily allowance and / or accommodation.

Moreover, if an applicant has financial means gained through employment or otherwise, the daily expenses allowance may be reduced or withdrawn if the SMA considers that the applicant is not in need of it. In principle, the daily allowance is only paid to applicant who has no own financial resources. An individual examination must be done in each case. If the applicant has or has access to cash, bank balances or other assets that can be easily converted into liquid funds, he or she should primarily use these for his or her up-keep. If the applicant is working, he or she is obliged to report that income to the SMA, so that it can be taken into account in deciding on the daily allowance. The applicant's ability to use any assets that exist in another country for his or her daily life are also taken into account.

The daily expenses allowance is also reduced if food is offered free of charge at the accommodation centre. The allowance is then reduced to 24 SEK per day for an applicant living on his own or to 19 SEK if the applicant is cohabiting.

The decision to reduce the allowance is taken by a case officer. Applicants have the right to appeal these decisions to the County Administrative Court within 3 weeks after a decision is communicated, however appeals are almost always rejected.

14.9 List of Abbreviations

AHBs: Approved Housing Bodies	IDG: Inter-Departmental Group
AMO: Area Medical Officer	IGEES: Irish Government Economic and Evaluation Service
CAMHS: Child and Adolescent Mental Health Services	IPAS: International Protection Accommodation Service
CHO: Community Healthcare Organisation	IPAT: International Protection Appeals Tribunal
CYPSC: Children and Young People's Services Committee	IPO: International Protection Office
DCEDIY: Department of Children, Equality, Disability, Integration and Youth	IPSS: International Protection Support Service
DOJ: Department of Justice	IRPP: Irish Refugee Protection Programme
DSP: Department of Social Protection	IT: Information Technology
EASO: European Asylum Support Office	LCDC: Local Community Development Committee
ECCE (Scheme): Early Childhood Care and Education (Scheme)	LGBTIQ+: Lesbian, Gay, Bisexual, Transgender, Intersex and Queer
EEA: European Economic Area	NGO: Non-Governmental Organisation
ETB: Education and Training Board	PCERS: Primary Care Eligibility and Reimbursement Service
EU: European Union	PHC: Primary Health Care
GMS: General Medical Services	PHN: Public Health Nurse
GP: General Practitioner	PPS: Personal Public Service
HAP: Housing Assistance Payment	SICAP: Social Inclusion and Community Activation Programme
HHAP: Homeless Housing Assistance Payment	SIS: Supports Intensity Scale
HPSC: Health Protection Surveillance Centre	STC: Special Type Consultations
HRC: Habitual Residence Condition	STI: Sexually Transmitted Infection
HSE: Health Service Executive	SUSI: Student Universal Support
ICT: Information and Communication Technology	
ICU: Intensive Care Unit	

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