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International Migration in Ireland, 2016

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International Migration in Ireland, 2016¹

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Abstract

This working paper is the Irish report to the OECD Expert Group on Migration. As such, the focus of the report is largely shaped by the reporting requirements for the preparation of the annual OECD International Migration Outlook. The purpose of the paper is to outline major developments and trends in migration and integration data and policy. The principal reference year is 2015, although information relating to early-2016 is included where available and relevant. The Executive Summary provides an overview of the main findings of the report. Section 2 discusses the main developments in migration and integration policy in Ireland in 2015, including topics related to migration in the public debate. Section 3 discusses the statistics on inward and outward migration movements. Section 4 examines trends in the population. Migration and the labour market are discussed in Section 5. Section 6 describes developments in relation to forced and voluntary return.

¹ This working paper is the Irish report to the OECD Expert Group on Migration. I wish to thank Anne Sheridan and Susan Whelan of the Economic and Social Research Institute, and officials of the Department of Justice and Equality; the Department of Jobs, Enterprise and Innovation; and the Central Statistics Office for their assistance in compiling this report.

International Migration in Ireland, 2016

1. Executive Summary

Legislation and Policy

The International Protection Act was signed into law on 30 December 2015. The Act provides for the introduction of a single application procedure and brings Ireland into line with the arrangements for the processing of protection applications in all other EU Member States. The Act will significantly streamline and speed up the processing of protection applications. Under the single procedure, an applicant will make only one application, and will have all grounds for seeking international protection and to be permitted to remain in the State examined and determined in one process.

The Irish Refugee Protection Programme (IRPP) was approved by Government in September 2015 in response to the migration crisis. Ireland is to take in up to 4,000 relocation and resettlement refugees by the end of 2017. This includes 520 programme refugees from Lebanon, which the Irish Government has committed to taking in by the end of 2016 under Ireland's Refugee Resettlement Programme. The Resettlement Programme involves taking refugees displaced by the Syrian conflict from the surrounding countries, in particular, from Jordan and Lebanon and is administered by the Office for the Promotion of Migrant Integration (OPMI) of the Department of Justice and Equality.

Trends

In the twelve months to April 2016, Ireland returned to net inward migration for the first time since 2009, recording a net gain of 3,100 persons. Inward migration increased by almost 15% above the previous year, from 69,300 in the year to April 2015 to 79,300 in April 2016. Emigration declined to 76,200 (a decline of 6%). Net emigration of Irish nationals continued, but at a much lower level than in previous recent years, and net inward migration of non-Irish nationals increased.

There were a total of 593,900 non-Irish nationals resident in Ireland in April 2016. This exceeded the previous peak recorded in 2008 (575,600) prior to the Great Recession and the associated surge of outward migration. The non-national's share of the population in 2016, 12.7% is almost on par with its previous peak of 12.8% in 2008, notwithstanding growth in the Irish population. The single largest group of non-nationals is from the 12 New EU Member States, 238,700, although this falls short of their number in 2008. The number of nationals from outside the EU has increased strongly in recent years, reaching over 4% of the population in 2016.

With the improvement in the economy, employment continued to recover during 2015. Immigrants were hit hard by the Great Recession and the economic crisis in Ireland, but employment growth was stronger non-Irish nationals than natives between 2012 and 2015, with the result that the unemployment rate among the former has fallen to within a few percentage points of the national average unemployment rate.

2. Major Developments in Migration and Integration Policy²

International Protection Act 2015

In a major and long-awaited reform to the asylum system, the International Protection Act was signed into law on 30 December 2015. The Act provides for the introduction of a single application procedure and brings Ireland into line with the arrangements for the processing of protection applications in other EU Member States.

The key provisions of the Act are as follows:

- the introduction of a single procedure for applications for international protection encompassing an examination and determination of eligibility for international protection (refugee or subsidiary protection) and permission to remain. Under the single procedure, an applicant will make one application only and will have all grounds determined in one process.

² The material in this section draws heavily on: European Migration Network, 2015, "Annual Report 2015 on Asylum and Migration Policy in Ireland (Part 1)." and A. Sheridan and S. Whelan, 2016, "Annual Policy Report on Migration and Asylum 2015: Ireland." EMN Ireland and ESRI. A pre-publication of the latter report was generously made available by the authors.

- the Office of the Refugee Applications Commissioner to be subsumed into the Department of Justice and Equality as part of the new dedicated “Protection Office”.
- the Refugee Appeals Tribunal to be re-established as the International Protection Appeals Tribunal with enhanced provisions relating to efficiency of business and consistency of decisions.
- enhanced measures to improve the efficiency of the asylum system including, designation of safe countries of origin, prioritisation of applications, acceleration of certain appeals, and the engagement under contracts of services of persons to assist in the processing of applications.
- specific guarantees for applicants who are unaccompanied minors including the appointment of a person by the Child and Family Agency to represent and assist the child throughout the application process.
- if international protection is refused, applicants may be given permission to remain in the State in compliance with Articles 3 and 8 of the European Convention on Human Rights.
- applicants who are refused permission to be in the State on all grounds and who do not opt for voluntary return will be subject to a deportation order to be made under the new legislation and, if necessary, enforced under the Immigration Acts.
- the updating and enhancement of the national laws in respect of the EU Directive for giving temporary protection in the event of a mass influx of displaced persons to the territory of the Union.
- the statutory basis for Ireland’s refugee resettlement programme is maintained.
- the amendment of the Immigration Acts in the areas of the removal of foreign nationals from the State, the civilianisation of border control duties, the designation of approved ports for immigration purposes and absolute clarity of the power of the Executive in relation to the entry into and presence in the State of foreign nationals.³

The abolition of ORAC has attracted criticism with the Irish Refugee Council asserting the importance of the principle that the body which assesses refugee applications

³ Department of Justice and Equality,
<http://www.justice.ie/en/JELR/Pages/The%20International%20Protection%20Act%202015>

should be independent of the body responsible for the enforcement of immigration controls.⁴

Resettlement and Relocation

The Irish Refugee Protection Programme (IRPP) was approved by Government in September 2015 in response to the migration crisis. The Government confirmed that Ireland will take in up to 4,000 persons by the end of 2017 in respect of relocation and resettlement refugees.⁵ This includes 520 programme refugees from Lebanon, which the Irish Government has committed to taking in by the end of 2016 under Ireland's Refugee Resettlement Programme. The Resettlement Programme involves taking refugees displaced by the Syrian conflict from the surrounding countries, in particular, from Jordan and Lebanon and is administered by the Office for the Promotion of Migrant Integration (OPMI) of the Department of Justice and Equality.

During 2015, 176 programme refugees were brought into the State from Jordan and Lebanon under the Resettlement Programme (only 163 of these cases – all from Lebanon – are reckonable against the commitment of 520 refugees discussed above). A further 88 refugees have been admitted from Lebanon to date in 2016. A selection mission to Lebanon to select refugees to fill the balance (269) of the 520 places took place in January 2016. It is hoped to take in the balance of the 520 refugees on a phased basis throughout 2016, subject to resources.⁶

The Government opted into the two EU decisions on Relocation (Council Decision (EU) 2015/1523 and Council Decision (EU) 2015/1601) in September 2015. The EU Commission is currently finalising the total number of persons to be relocated to Ireland which is expected to be in the region of 2,622 persons.⁷

Among the measures agreed under the IRPP was the establishment of a network of Emergency Reception and Orientation Centres (EROCs) which would be used to provide initial accommodation in order to meet the basic needs of asylum seekers relocated

⁴ Irish Refugee Council (Nov 2015) Recommendations on the International Protection Bill 2015 Available on www.irishrefugeecouncil.ie

⁵ Office of the Refugee Applications Commissioner (ORAC) (March, 2016)

⁶ Office for the Promotion of Migrant Integration (March 2016).

⁷ Asylum Policy Division, Irish Naturalisation and Immigration Service (March 2016).

from hotspots in Italy and Greece, while their applications for refugee status are processed. These EROCs would also facilitate a rapid delivery of initial orientation services.⁸

Working Group on Protection Process and Direct Provision System

The *Report of the Working Group on the Protection Process* was published in June 2015. The terms of reference of the Working Group related to existing arrangements for the processing of applications for international protection and asylum and the accommodation provided to asylum seekers in the Direct Provision system. The report contains a total of 173 recommendations under three thematic headings: (1) suggested improvements to the existing determination process; (2) suggested improvements to living conditions in direct provision centres; and (3) improvements to supports for persons in the system. The key recommendations for improving the determination process involved the introduction of a single application procedure. Many of the recommendations within this section were subsequently incorporated into the *International Protection Act 2015*.⁹

Improving living conditions within Direct Provision accommodation centres included a number of practical recommendations such as that all families should have their own private living space, access to cooking facilities, and individual lockers for storage or personal possessions, while people should not be required to share rooms. Transport services should be provided for residents. The remit of the Ombudsman and the Ombudsman for Children should be extended to hear complaints relating to Direct Provision accommodation services and transfer decisions.

The report also included a number of recommendations in relation to increasing supports to residents, including an increase in the weekly allowance paid to adults and children and that all protection applicants who have been awaiting a first instance decision for nine months or more should have access to the labour market. .

⁸ Office of the Refugee Applications Commissioner (March 2016)

⁹ Tánaiste and Minister Stanton welcome significant progress on Direct Provision and supports for asylum seekers” Press Release 16 June 2016. Available at: www.justice.ie

In addition to the passage of the International Protection Act in 2015, other reforms that have been implemented consistent with the recommendations of the working group include: provision of grants in line with the current national Student Grants Scheme to allow school leavers who are in the protection system to progress to higher education; review of cases of persons subject to deportation orders who had been in the system for five years or more with possibility of grant of leave to remain; and exemption from drug prescription charges for Direct Provision residents.¹⁰

In this context, it should be noted that a Health Inspection and Quality Authority (2015) report on children living in direct provision expressed grave concerns about the high number of children living in direct provision centres who had been referred to The Child and Family Agency (Túsla).¹¹ Approximately 14% of the population of children living in direct provision were referred to the Child and Family Agency in one year, a significantly higher referral rate than for the general child population of 1.6%. According to the report, common themes for protection concerns were: physical abuse due to excessive physical chastisement; protection concerns about older children left caring for younger children; children being left alone for significant periods of time; exposure to incidents of domestic violence; proximity of children to unknown adults living on the same site; and inappropriate contact by adults towards some children.

Employment Permits

Atypical Working Scheme

The Atypical Working Scheme (AWS) was introduced in 2013 to allow for the employment of non-EEA nationals to provide higher level/specialised skills in economic sectors not otherwise covered by the Employment Permits Acts and allowed such persons to enter the state to work or provide services without an employment permit. The scheme has expanded over time. Sheridan and Whelan (2016) note that the Scheme was expanded in 2014 and 2015 to cover locum doctors in both public hospitals and the

¹⁰ *Report to Government on Improvements to the Protection Process, including Direct Provision and supports to asylum seekers. Final Report, June 2015. Recommendations 3.134 and 3.135*

¹¹ Report on inspection of the child protection and welfare services provided to children living in direct provision accommodation under the National Standards for the Protection and Welfare of Children, and Section 8(1) (c) of the Health Act 2007

primary health care sector. The conditions for locum doctors under the AWS include that they may work as locum doctors in either the primary care or hospital sector only, not both, and that locum work cannot be undertaken in conjunction with an employment permit. All applications to undertake locum work under the AWS must be made from outside the State. There is a maximum duration of stay as a locum doctor under the AWS of six months in the hospital setting and of 90 days in the primary care setting. In the hospital setting only a single six month permission will be given in any 12 month period. The doctor must either apply for an employment period (prior to the expiry of the Atypical Working Scheme permission) or leave the State for 6 months. In the primary care sector, the doctor must leave the State on or before the expiry of the 90 day permission and at least one month must elapse before making a new application for another locum contract from outside the State.¹²

The AWS was expanded in 2015 to include permission for non-EEA workers to work in the Irish fishing fleet, following recommendations from the Government Task Force regarding non-EEA workers in the Irish fishing fleet.¹³ The Task Force was established following media allegations of labour exploitation in the Irish fishing fleet. The number of permissions under this category is capped at 500.¹⁴

In 2015, the number of applications approved under the AWS creased by almost 50%, from 1,307 in 2014 to 1,929 in 2015 (Sheridan and Whelan, 2016).

Trusted Partner Initiative

A Trusted Partner Initiative (TPI) for employment permit applications was introduced by the Department of Jobs, Enterprise and Innovation in May 2015 to ease the administrative burden relating to the employment permit application process for registered Trusted Partners.¹⁵ The TPI streamlines the application process for employment permits and registered Trusted Partners do not need to replicate

¹² www.inis.gov.ie – Media Centre/News and Events – “Notice – new arrangements for locum doctors under the Atypical Working Scheme effective from 02 June 2015”. See also www.inis.gov.ie “Doctors providing Locum Services in the Primary Care Sector.”; “Doctors providing Locum Services in the Hospital Sector.”

¹³ See www.inis.gov.ie, Media Centre, News and Events: “Atypical Working Scheme – Non-EEA workers (Irish fishing fleet)”, 15 February 2016.

¹⁴ See Task Force Report

<http://www.agriculture.gov.ie/media/migration/publications/2015/TaskForceReport141215.pdf>
Recommendations, pp.15 – 17.

¹⁵ Department of Jobs, Enterprise and Innovation (March 2016), see <https://www.djei.ie/en/What-We-Do/Jobs-Workplace-and-Skills/Employment-Permits/Trusted-Partner-Initiative/>;

employer/connected person related information on each employment permit application. The Trusted Partner Initiative applies to all employment permit types except in the case of Contract for Services Employment Permits where it will only facilitate EEA contractors. The TPI requires no fee to register and the status is valid for 2 years.

Student Migration

A series of reforms were introduced to the student immigration regime in 2015. In May 2015, reforms were The Interim List of Eligible Programmes (ILEP) was announced restricting the list of eligible educational programmes for immigration purposes.¹⁶ The ILEP is being implemented on a phased basis. The first phase involves removing non language programmes from the list – specifically all further education programmes (below the Irish National Framework of Qualifications (NFQ) Level 6, roughly corresponding to level 4 in the ISCED) and all overseas accredited vocational and training programmes. From June 2015, non-language programmes eligible for inclusion on the list have been mainly limited to higher education programmes leading to educational awards at NFQ6/ISCED4 or above; ACCA professional accountancy programmes at designated institutions; and, until 2016, currently registered overseas accredited post-graduate degree programmes (at ISCED5 and 6).

The second phase, completed in January 2016, concerns private English language education providers seeking to have their programmes listed on the ILEP. Such education providers are now expected to comply with certain additional requirements before they can be included on the ILEP. These requirements include transparency of ownership, good governance, and adequate learner protection and quality educational products. All programmes for which non-EEA students are now eligible to apply for residence are included on a single list (Sheridan and Whelan, 2016).

¹⁶ See Reform of the International Education Sector and Student Immigration System Government Policy Statement May 2015, available at: <http://www.inis.gov.ie/en/INIS/Pages/Interim%20List%20of%20Eligible%20Programmes%20-%20ILEP>

As part of the approach to tackle immigration abuse in the sector, non-EEA students attending English language courses must have 85% attendance over the length of the course. If a student has 25% or more uncertified absence in the first six weeks of their programme, this must be communicated to the Garda National Immigration Bureau and INIS.¹⁷

Changes to the student work concession were introduced in 2015.¹⁸ The work concession for non-EEA students¹⁹ had been 20 hours per week during term time and 40 hours per week during holiday periods. However, variability of term-time and holiday periods between colleges had left the scheme open to abuse. From January 2015, the holiday periods, during which non-EEA students can work 40 hours per week, were standardised to May, June, July and August and 15 December to 15 January. The one exception to this rule is for students on the Graduate Scheme– students with a honours bachelor's degree can work up to 40 hours per week for 12 months, and students with an ordinary level bachelor's degree can work up to 40 hours per week for 6 months upon receipt of the results of their final college exams.

¹⁷ www.inis.gov.ie "Attendance requirements under the ILEP."

<http://www.inis.gov.ie/en/INIS/Pages/Interim%20List%20of%20Eligible%20Programmes%20-%20ILEP>

¹⁸ www.inis.gov.ie - Note to Employers - Changes to the Employment entitlements of Non- EEA Students holding Immigration Stamp 2 – with effect from 1 January 2015, available at:

<http://www.inis.gov.ie/en/INIS/Pages/News%20and%20Events>

¹⁹ On Stamp 2 student immigration permission

3. Recent Migration Statistics

Overall Trends

Ireland returned to positive net migration for the first time in the year to April 2016 after experiencing net outward migration for the previous 6 years. Inward migration increased until 2007 but declined thereafter during the economic crisis. It increased to 79,300 in 2016 following the economic recovery. Emigration increased sharply during the crisis, to 89,000 in 2013: it fell to 76,200 in 2016.

Table 1: Gross and Net Migration Flows, 1987-2016

<i>Year (ending April)</i>	<i>Outward</i>	<i>Inward 1,000s</i>	<i>Net</i>
1987	40.2	17.2	-23.0
1988	61.1	19.2	-41.9
1989	70.6	26.7	-43.9
1990	56.3	33.3	-22.9
1991	35.3	33.3	-2.0
1992	33.4	40.7	7.4
1993	35.1	34.7	-0.4
1994	34.8	30.1	-4.7
1995	33.1	31.2	-1.9
1996	31.2	39.2	8.0
1997	25.3	44.5	19.2
1998	28.6	46.0	17.4
1999	31.5	48.9	17.3
2000	26.6	52.6	26.0
2001	26.2	59.0	32.8
2002	25.6	66.9	41.3
2003	29.3	60.0	30.7
2004	26.5	58.5	32.0
2005	29.4	84.6	55.1
2006	36.0	107.8	71.8
2007	46.3	151.1	104.8
2008	49.2	113.5	64.3
2009	72.0	73.7	1.6
2010	69.2	41.8	-27.5
2011	80.6	53.3	-27.4
2012 ¹	87.1	52.7	-34.4
2013 ¹	89.0	55.9	-33.1
2014 ¹	81.9	60.6	-21.4
2015 ¹	80.9	69.3	-11.6
2016 ¹	76.3	79.3	3.1

Notes: ¹ Preliminary

Source: Central Statistics Office (various years), *Population and Migration Estimates*.

Available at www.cso.ie

3.1 Inward Migration

Immigration declined from a high of 151,000 in 2006-7 to a low of less than 42,000 in 2009-10. In more recent years inward migration has increased and was almost 80,000 in the twelve months to 2016. In the early years of the Great Recession, returning Irish nationals represented the single largest group of immigrants, thus returning to a long established trend that obtained prior to EU enlargement in 2004. That pattern altered again in the economic recovery since about 2013, when non-EU nationals became the single largest group of immigrants. In the 12 months to 2016, there was almost 32,000 immigrants from the Rest of the World (40%), and 21,000 of Irish nationality (27%).

Table 2: Estimated Immigration by Nationality, 1996 – 2015

	Irish	UK	EU Old 13	EU NMS	Rest of World	Total
12 months to:						
				1,000's		
1996	17.7	8.3	5.0	0.0	8.2	39.2
2001	26.3	9.0	6.5	0.0	17.3	59.0
2006	18.9	9.9	12.7	49.9	16.4	107.8
2007	30.7	4.3	11.8	85.3	19.0	151.1
2008	23.8	6.8	9.6	54.7	18.6	113.5
2009	23.0	3.9	11.5	21.1	14.1	73.7
2010	17.9	2.5	6.2	9.3	6.0	41.8
2011¹	19.6	4.1	7.1	10.1	12.4	53.3
2012²	20.6	2.2	7.2	10.4	12.4	52.7
2013²	15.7	4.9	7.4	10.9	17.1	55.9
2014²	11.6	4.9	8.7	10.0	25.5	60.6
2015²	12.1	5	8.9	12.8	30.4	69.3
2016²	21.1	4.5	10.0	12.0	31.8	79.3
				%		
1996	45.2	21.2	12.8	0.0	20.9	100.0
2001	44.6	15.3	11.0	0.0	29.3	100.0
2006	17.5	9.2	11.8	46.3	15.2	100.0
2007	18.3	5.4	9.5	48.1	16.2	100.0
2008	19.3	8.4	10.3	40.2	15.2	100.0
2009	32.1	7.7	15.0	23.6	12.6	100.0
2010	43.2	7.8	14.0	18.8	16.4	100.0
2011¹	40.4	6.1	13.7	21.3	19.1	100.0
2012²	42.8	6.0	14.8	22.2	14.4	100.0
2013²	28.1	8.8	13.2	19.5	30.6	100.0
2014²	19.1	8.1	14.4	16.5	42.1	100.0
2015²	17.5	7.2	12.8	18.5	43.9	100.0
2016²	26.6	5.7	12.6	15.1	40.1	100.0

Notes: ¹ Census of Population; ² Preliminary

Source: Central Statistics Office (various years). *Population and Migration Estimates*.

Available at www.cso.ie

In 2007, at the peak of the inward migration flow, 85,000 individuals migrated to Ireland from the new EU Member States (NMS), almost half total net immigration in that year. Immigration from the NMS fell to about 10,000 during the economic crisis, but has increased only to about 12,000 in the last couple of years.

Table 3: Estimated Immigration by Country of Origin, 2008, 2012 and 2016

<i>12 months to April:</i>	2008		2012¹		2016¹	
	000	%	000	%	000	%
UK	19.4	17.1	8.4	15.9	13.8	17.4
Old EU 13	14.5	12.8	10.2	19.4	12.3	15.5
New EU 12	45.5	40.1	9.3	17.6	10.7	13.5
Australia	7.1	6.3	4.9	9.3	5.5	6.9
Canada	2.0	1.8	1.6	3.0	2.5	3.2
USA	5.0	4.4	4.9	9.3	4.7	5.9
Rest of World	20.0	17.6	13.4	25.4	29.7	37.5
Total	113.5	100.0	52.7	100.0	79.3	100.0

Notes: ¹ Preliminary

Source: Central Statistics Office (various years). *Population and Migration Estimates.*

Available at www.cso.ie

Table 3 shows estimated immigration by country of origin in 2008, before the Great Recession; 2012, during the depths of the crisis in Ireland; and 2016, after several years of economic recovery. Immigration from all countries of origin declined between 2008 and 2012. Similar to the patterns in immigration by nationality, the share of immigrants from the New EU member states (NMS) fell sharply, from 40% to less than 18%. The number of immigrants from the Rest of the World (excluding the EU, Australia, Canada and the USA) fell, but their share of total immigration increased to 25%. Given that the non-EU immigrants would have needed employment permits to work in Ireland, their increased shares in total immigration may relate to high skilled migration to fill skills shortages in the Irish labour market as well as an increase in the number of international students.

In terms of age distribution, there was a substantial increase in the number of immigrants in the prime working age group, 25-44 years, which accounted for well over half of all immigrants in the 12 months to April 2016. Another quarter of the gross inflow relates to those aged 15-24 years.

Table 4: Estimated Immigration Flows classified by Age, 1991-2015

End April	0-14	15-24	25-44	45-64	65+	Total
All	<i>1,000s</i>					
1991	5.2	9.3	14.6	2.5	1.7	33.3
1996	6.6	10.9	16.9	3.6	1.2	39.2
2001	7.9	16.4	29.5	4.3	0.8	59
2006	11.5	31.6	57.2	6.1	1.4	107.8
2011 ¹	6.1	14.6	26.9	4.3	1.3	53.3
2012 ²	7.9	14.6	25.6	4.1	0.6	52.7
2013 ²	9.3	12.9	28.6	4.6	0.4	55.9
2014 ²	7.8	15.9	33	2.8	1.1	60.6
2015 ²	12.8	14.7	36.7	4	1.1	69.3
2016 ²	12.4	19.7	41.4	4.3	1.4	79.3
Males						
1991	2.7	4.5	8.0	1.4	0.9	17.6
1996	3.1	4.2	8.7	2.2	0.6	18.8
2001	4.1	6.6	16.3	2.5	0.5	30.1
2006	5.5	16.4	34	3.7	0.7	60.3
2011 ¹	3.1	6.4	13.6	2.2	0.7	26.0
2012 ²	3.2	6	13.3	1.9	0.5	25.0
2013 ²	3.9	6.3	15.4	2.4	0.1	28.2
2014 ²	3	6.8	16.9	1.1	0.4	28.2
2015 ²	6.5	4.9	18.8	2	0.04	32.7
2016 ²	5.3	8.7	21.7	2.2	0.7	38.7
Females						
1991	2.6	4.8	6.5	1.1	0.8	15.8
1996	3.6	6.7	8.1	1.3	0.6	20.4
2001	3.8	9.8	13.2	1.8	0.3	29.0
2006	6.0	15.2	23.2	2.4	0.7	47.5
2011 ¹	3.0	8.2	13.3	2.1	0.7	27.2
2012 ²	4.6	8.6	12.3	2.2	0.1	27.8
2013 ²	5.4	6.6	13.2	2.2	0.3	27.7
2014 ²	4.8	9.1	16.1	1.7	0.7	32.4
2015 ²	6.3	9.8	17.9	1.9	0.6	36.9
2016 ²	7.1	11	19.7	2.2	0.7	40.6

Notes: ¹ Preliminary

Source: Central Statistics Office (various years). *Population and Migration Estimates*. Available at www.cso.ie

Other Indicators of Immigration

PPSN Allocations

The Irish Department of Social Protection issues Personal Public Service Numbers (PPSN) which are necessary for employment. The number of such PPSNs issued to non-Irish nationals increased from 82,500 in 2003 to over 227,000 in 2006, and then fell to 67,800 in 2011. It has increased in recent years with the recovery in the labour market and was almost 95,000 in 2015.

Table 5: Personal Public Service Numbers Issued by Nationality, 2003-2016

	Irish	Non-Irish National	Total
		<i>1,000s</i>	
2003	109.1	82.5	191.6
2004	95.4	124.6	220.0
2005	85.6	185.6	271.2
2006	84.7	227.2	311.9
2007	90.2	215.4	305.6
2008	93.0	154.3	247.3
2009	86.7	79.2	165.9
2010	85.1	69.6	154.2
2011	85.2	67.8	153.0
2012	81.3	73.3	154.7
2013	78.6	85.6	164.2
2014	76.1	96.4	172.5
2015	75.0	94.7	169.7
2016 ¹	49.8	68.9	118.7

Source: www.welfare.ie

¹ January-August only.

An analysis by the Central Statistics Office that compares PPSN allocations and employer end-of-year (P45) returns to the Revenue Commissioners for non-Irish nationals reveals the extent to which those allocated PPS numbers took up and retained insurable employment over time.²⁰ The analysis shows that in 2014, 41% of foreign

²⁰ Central Statistics Office (2015). *Foreign Nationals: PPSN Allocations and Employment, 2007-14*. Available at www.cso.ie.

nationals with new PPSNs issued in that year had employment activity during the year, an increase on the 'employment rate' of new arrivals compared with the previous year. About 55% those who were allocated a PPSN in 2009 were in employment at some stage during 2014.

Table 6: Employment Permits Issued and Renewed, 1998-2015

Year	New Permits Issued	Permits Renewed	Total Permits (including Group Permits)
1998	3,830	1,886	5,716
1999	4,597	1,653	6,250
2000	15,735	2,271	18,006
2001	29,951	6,485	36,436
2002	23,759	16,562	40,321
2003	22,512	25,039	47,551
2004	10,821	23,246	34,067
2005	8,166	18,970	27,136
2006	8,254	16,600	24,854
2007	10,147	13,457	23,604
2008	8,481	5,086	13,567
2009	4,024	3,938	7,962
2010	3,394	3,877	7,271
2011	3,184	2,016	5,200
2012	2,919	1,088	4,007
2013	3,034	829	3,853
2014	4,861	634	5,495
2015	6,076	1,177	7,253

Source: Department of Jobs, Enterprise and Innovation. Available at www.djei.ie.

Visas

Approximately 115,700 entry visa applications for both short and long stays were received in 2015, an increase of 14% on 2014, and a cumulative increase of 39% since 2011. The approval rate for entry visa applications was 91%. The top 5 nationalities applying for visas in 2015 were India (18%) China 6 (12%) Russia (10%) Pakistan (7%) Nigeria (5%)²¹.

Inflows of Workers from Non-EEA Countries

It is possible to derive information on the trends in the numbers of non-EEA nationals²² entering the country to take up employment by analysing the annual figures for the numbers of employment permits issued and renewed by the Department of Jobs, Enterprise and Innovation. This programme is based on the provisions of the *Employment Permits (Amendment) Act 2014*. Work and employment permits apply to all engagements for financial gain involving non-EEA citizens, including those of short duration. The system is employer-led. The application must relate to a specific job and to a named individual. In the period leading up to EU enlargement on 1 May 2004, the Department of Jobs, Enterprise and Innovation, in accordance with the *EU Accession Treaty*, encouraged employers to source their potential work permit requirements from the EU-25 countries.²³

²¹ Department of Justice and Equality, 2016, "Irish Naturalisation and Naturalisation Service Immigration in Ireland: Annual Review 2015",

²² EU citizens and citizens of Norway, Iceland and Liechtenstein do not require Employment Permits in order to take up employment in Ireland.

²³ Post-Accession in 2007, Ireland initially applied transitional arrangements and continued to require Bulgarian and Romanian nationals to hold an employment permit to access the Irish labour market (excluding self-employed and economically self-sufficient persons and students). The restrictions ceased after 1 January 2012.

Table 7: Employment Permits by Type, 2010-2014

Year	Type of Permit	New	Renewal	Total
2015		6,076	1,177	7,253
	Contract for Services Employment Permit	105	41	146
	Critical Skills Employment Permit	2,459	0	2,459
	Dependant/Partner/Spouse Employment Permit	227	115	342
	Exchange Agreement Employment Permit	18	0	18
	General Employment Permit	2,308	857	3,165
	Internship Employment Permit	22	0	22
	Intra-Company Transfer Employment Permit	834	155	989
	Intra-Company Transfer (Training) Employment Permit	20	0	20
	Reactivation Employment Permit	44	1	45
	Sport and Cultural Employment Permit	39	8	47
2012		2,913	1,085	3,998
	Work Permit	1,189	444	1,633
	Green Card	1,010	0	1,010
	Intra-company Transfer (ICT)	378	105	483
	Spousal/Dependant	314	536	850
2010		3,541	3,935	7,476
	Work Permit	2,011	1,418	3,429
	Green Card	561	1	562
	Intra-Company Transfer (ICT)	263	69	332
	Spousal/Dependant	702	2,445	3,147
	Training	4	2	6

Source: Department of Department of Jobs, Enterprise and Innovation.

The number of permits increased rapidly from less than 6,000 in 1998 to nearly 48,000 in 2003. Following EU enlargement in 2004 and the implementation of the new policy of meeting most Irish labour market demand from within the EU, the number of permits dropped steadily. The decline was particularly dramatic from 2007 (23,609) to 2009 (7,962) when the most dramatic fall occurred in respect of renewals of work permits. Issuing of employment permits increased to 7,253, in 2015, of which over 6,000 were new permits, reflecting the recovery in the economy and employment and the increased influx of workers from outside the EU.

The *Employment Permits (Amendment) Act 2014*, which amended the 2003 and 2005 Employment Permits Acts, created 9 new types of employment permits, as listed in Table 7. The most common form of employment permit is the General Employment Permit which accounted for over 3,000 permits (or 44% of the total) in 2015. Critical Skills Employment permits accounted for another 1/3rd of the total.

Table 8: Employment Permits Issued and Renewed by Country of Nationality, 2003-2014 (Major Sending Countries)

	2012	2014	2015		
			<i>New</i>	<i>Renewals</i>	<i>Total</i>
Australia	59	80	73	13	86
Brazil	186	167	287	22	309
Canada	94	120	119	43	162
China	217	253	208	32	240
Egypt	24	76	142	19	161
India	1,389	1,657	1,847	265	2,112
Israel	45	276	213	15	228
Japan	45	96	81	26	107
Malaysia	109	177	162	41	203
Nigeria	32	89	96	45	141
Pakistan	71	507	724	228	952
Philippines	307	122	121	24	145
Russian Federation	54	111	178	37	215
South Africa	80	90	102	24	126
Sudan	2	125	204	64	268
Turkey	77	116	139	19	158
Ukraine	91	91	126	14	140
USA	528	685	618	96	714
Total	5,200	5,495	6,076	1,177	7,253

Source: Department of Jobs, Enterprise and Innovation. Available at www.enterprise.gov.ie

Table 8 shows the number of employment permit holders by nationality from 2012 to 2015. As in previous recent years, India stands out as the single largest nationality with 29% of the total. Pakistan accounts for another 13% and the USA for 10%.

Refugees and Asylum Seekers

A total of 3,276 people applied for asylum in Ireland during 2015, more than twice the number of applications in 2014 and 3.5 times the number in 2013. This partly reflects the European refugee crisis and the growing need for asylum. The number of asylum seekers had been in decline in recent previous years following legislative and administrative changes taken in response to relatively large numbers, by historical standards in Ireland, in the early years of the century. A total of 1,060 cases were finalised by ORAC during 2015 and 2,582 first instance applications remained outstanding at the end of the year.

Table 9: Asylum Seekers 1992-2014

Year	Number of Applications
2015	3,276
2014	1,448
2013	946
2012	956
2011	1,290
2010	1,939
2009	2,689
2008	3,866
2007	3,985
2006	4,314
2005	4,323
2004	4,766
2003	7,900
2002	11,634
2001	10,325
2000	10,938
1999	7,724
1998	4,626
1997	3,883
1996	1,179
1995	424

Source: Office of the Refugee Applications Commissioner.

Available at <http://www.orac.ie>

Table 10: Applications for Asylum by Main Country of Nationality 2008 – 2014

Rank	2012		2013		2014		2015	
1	Nigeria	162	Nigeria	129	Pakistan	292	Pakistan	1,352
2	Pakistan	105	Pakistan	91	Nigeria	142	Bangladesh	286
3	DR Congo	58	DR Congo	72	Albania	99	Albania	214
4	Zimbabwe	49	Zimbabwe	70	Bangladesh	99	Nigeria	186
5	Albania	46	Malawi	55	Zimbabwe	85	India	144
Others		870		539		731		1094
Total		1290		956		1448		3,276

Source: Office of the Refugee Applications Commissioner. Available at <http://www.orac.ie>

Table 10 shows that there was a surge in applications for asylum from Pakistani citizens in 2015, up from 292 in 2014 to 1,352 in 2015, which represented over 40% of all applications in 2015. Other countries responsible for numerous applications included Bangladesh, Albania, Nigeria and India. There was a marked increase in applications from adult males: in 2015 2,616 males (80% of the total) applied to the ORAC, compared to just 660 females. Adults, aged over 18 years accounted for 88% of all applications. During 2015, 88% of asylum applications were made at the Office of the

Refugee Applications Commissioner (ORAC) and 12% were made at ports of entry (mainly airports).

Table 11 shows a marked increase in the overall number of appeals received by the Refugee Appeals Tribunal (RAT): the number increased by 37% from 1,014 in 2014 to 1,386 in 2015. There was a sharp increase in appeals for Subsidiary protection and the number of appeals under the Dublin Convention increased substantially from a low base. In 2015, 59% of the substantive/15 day recommendations by ORAC were affirmed by the RAT, as was 82% of the manifestly unfounded and accelerated decisions. All 29 of the ORAC decisions under the Dublin Regulation were affirmed.

Table 11: Asylum Appeals Received by Type 2013-2015

Procedure	2013	2014	2015	% Change 2014-15
Substantive/ Substantive 15 Day	508	650	716	110%
Manifestly Unfounded/Accelerated	117	53	43	81%
Dublin Regulation	26	15	171	1140%
Subsidiary Protection	-	296	456	154%
Total	651	1,014	1386	137%

Source: Refugee Appeals Tribunal (2015). Annual Report 2014. Available at www.refappeal.ie

Table 12: Asylum Appeals Received by Country of Origin, 2013-2015

Ranking	2013		2014		2015	
1	Nigeria	96	Nigeria	104	Pakistan	265
2	Pakistan	68	Pakistan	95	Nigeria	203
3	DR Congo	60	Zimbabwe	95	Albania	98
4	Afghanistan	42	DR Congo	75	Bangladesh	92
5	Zimbabwe	40	Algeria	58	Zimbabwe	88
6	Albania	33	Malawi	56	DR Congo	79
7	South Africa	27	South Africa	53	Algeria	57
8	Bangladesh	22	Afghanistan	42	South Africa	42
9	Algeria	19	Albania	41	Malawi	41
10	Malawi	18	Bangladesh	29	Ukraine	41
Others		235		366		380
Total		660		1,014		1,386

Source: Refugee Appeals Tribunal, various Annual Reports. Available at www.refappeal.ie

Note: Rounding takes place.

In 2015 Pakistan was the main stated country of nationality of applicants for appeal and accounted for almost 20% (265) of all appeals. Nigeria followed closely, with 203 appeals (15% of the total), and Nigerians predominated among those seeking both substantive appeals and among those seeking accelerated appeals.

Table 13: Refugee Recognition Rate 2006-2014

	2006	2008	2010	2012	2014	2015
	<i>Number</i>					
Total ORAC Recommendations*	3,646	3,234	1,333	767	793	820
Total RAT Decisions	1,865	2,314	2,688	654	242	516
Positive ORAC Recommendations	397	293	24	67	133	152
"Positive" RAT Decisions**	250	293	129	45	92	182
Total Decisions/ Recommendations	5,511	5,548	4,021	1,421	1,035	1,336
Total Positive Decisions/ Recommendations	647	586	153	112	225	334
	<i>%</i>					
Recognition Rate ORAC	10.9	9.1	1.8	8.7	16.8	18.5
Recognition Rate RAT	13.4	12.7	4.8	6.9	38.0	35.3
Overall Recognition Rate	11.7	10.6	3.8	7.9	21.7	25.0

Source: Derived from Office of the Refugee Applications Commissioner statistics available at www.orac.ie; Refugee Appeals Tribunal statistics available at www.refappeal.ie. Data related to EU Dublin Regulation cases are excluded, including cases withdrawn or deemed withdrawn.

*Recommendations issued by the Office of the Refugee Applications Commissioner, alongside refusals under Section 13(4)(b) and Section 13(5), and Section 13 for 2005 and 2006.

**Recommendations issued by the Refugee Appeals Tribunal to the Minister for Justice and Equality to overturn the decisions of the Refugee Applications Commissioner are counted as "positive decisions".

Note: figures do not include subsidiary protection cases.

Table 13 provides estimated refugee recognition rates selected years between 2006 and 2015 based on published statistics from the Office of the Refugee Applications Commissioner (ORAC) and the Refugee Appeals Tribunal (RAT). Some 152 positive recommendations were made at first instance during 2015, with 224 appeals granted at second instance. The refugee recognition rate in Ireland during the year was 26%, an increase over the 2014 rate, and a substantial increase over recognition rates that prevailed in the earlier years of this decade. Most of the increase in the recognition rate in recent years appears to be due to a substantial increase in positive second instance decisions. These rates are calculated on the basis of the total number of recommendations or decisions that refugee status should be granted at first instance and appeal in any given year as a percentage of the total number of recommendations

or decisions made at first instance or appeal in that year. However, there is a problem of double counting. The number of persons who are granted refugee status in Ireland in accordance with provisions set out in the 1951 UN Convention Relating to the Status of Refugees tends to be comparatively small. Calculation of refugee recognition rates that take adequate account of first instance and appeal stages are inherently problematic because they involve the comparison of annual numbers of applications and decisions, and the latter can relate to applications over a number of years.

3.2 Outward Migration

Emigration increased during the recession and peaked at 89,000 in 2013 and subsequently declined, to 76,00 in the twelve months to April 2016.

Table 14 shows emigration by country of destination. IN a well-established pattern the United Kingdom was the modal destination, accounting for 16,600 emigrants, over 20% of the total. Other European countries are also important as destination countries: the 'old pre-enlargement EU countries received 16,000 emigrants, and the EU 12 New Member States received another 10,700 in 2016.

Table 14: Estimated Emigration by Country of Destination, 2001-2016

End April	UK	Rest of EU 15	EU 12 ¹ NMS	Australia ²	Canada ²	USA	Other ³	Total
Persons				<i>1,000s</i>				
2001	7.8	5.6	--			3.4	9.5	26.2
2006	8.8	5.7	2.3			3.3	15.8	36
2011	20.0	13.9	10.4	13.4	2.1	4.7	16.2	80.6
2112 ⁴	19.0	14.4	9.6	18.2	3	8.6	14.4	87.1
2013 ⁴	21.9	11.5	14.2	15.4	5.3	6.2	14.4	89.0
2014 ⁴	17.9	16.2	8.7	10.0	4.7	6.9	17.5	81.9
2015 ⁴	19.2	15.3	6.8	7.5	7.7	5.9	18.4	80.9
2016 ⁴	16.6	16.0	10.7	6.2	3.9	6.6	16.4	76.2
Males								
2001	3.4	2.0	--			2.0	5.2	12.6
2006	4.5	2.4	1.0			1.6	9.3	18.7
2011	11.1	7.0	4.9	7.4	1.1	2.6	7.7	41.9
2013 ⁴	11.5	4.4	7.5	7.7	2.6	3.3	7.9	44.9
2014 ⁴	9.3	7.2	5.3	4.8	3.3	3.3	8.9	42
2015 ⁴	9.0	5.5	4.4	3.8	5.6	2.7	11.2	42.2
2016 ⁴	8.8	6.6	5.0	2.9	2.0	3.3	7.4	35.9
Females								
2001	4.4	3.6	--			1.5	4.3	13.6
2006	4.4	3.3	1.4			1.7	6.6	17.3
2011	8.9	6.8	5.4	6.0	1.0	2.1	8.5	38.8
2013 ⁴	10.4	7.1	6.7	7.7	2.8	2.9	6.5	44
2014 ⁴	8.7	9	3.4	5.2	1.4	3.6	6.6	39.9
2015 ⁴	10.2	9.8	2.5	3.7	2.1	3.2	7.2	38.7
2016 ⁴	7.8	9.4	5.7	3.2	2.0	3.3	9.0	40.3

Notes: ¹ Prior to 2004, EU 12 New Member States classified with 'Other'.

² Prior to 2008, Australia and Canada included with 'Other'. ³ 'Other' Includes EU 12 NMS prior to 2004 and Australia and Canada prior to 2008. ⁴ Preliminary.

Source: Central Statistics Office (various years). *Population and Migration Estimates*. Available at www.cso.ie

Table 15 shows outward migration by nationality. Emigration of Irish nationals dropped from almost 51,000 in the 12 months to 2013 to just under 32,000 in 2015-16, its lowest level in many years. In 2016 emigration of Irish nationals accounted for about 42% of total outward migration. Thus, Irish nationals predominated among emigrants for just 3 years of the crisis, between 2010 and 2013. The main growth in emigration relates to the non-EU 'Rest of World' category, and this partly reflects increased immigration from outside of Europe discussed above. Over 10,000 citizens of the older pre-enlargement EU Member States (excluding Ireland and the UK) emigrated in 2015-16. While this is a modest flow, compared to other nationality groups, there has been a

strong outflow in this population sub-group since the Great Recession. Indeed, 2016 represents the first year since 2010 in which there was a positive net migration (+1.500) of citizens of the old pre-enlargement EU countries

Table 15: Estimated Emigration by Nationality

	Irish	UK	Rest of EU15	EU12 NMS	Rest of world	Total
<i>1,000s</i>						
2006	15.3	2.2	5.1	7.2	6.2	36.0
2007	12.3	3.7	8.9	12.6	8.2	46.3
2008	13.1	3.7	6.0	17.2	9.0	49.2
2009	19.2	3.9	7.4	30.5	11.0	72.0
2010	28.9	3.0	9.0	19.0	9.3	69.2
2011	42.0	4.6	10.2	13.9	9.9	80.6
2012 ¹	46.5	3.5	11.2	14.8	11.1	87.1
2013 ¹	50.9	3.9	9.9	14.0	10.3	89.0
2014 ¹	40.7	2.7	14.0	10.1	14.4	81.9
2015 ¹	35.3	3.8	15.6	8.5	17.7	80.9
2016 ¹	31.8	2.6	10.3	12.9	18.5	76.2
<i>%</i>						
2006	42.5	6.1	14.2	20.0	17.2	100.0
2007	26.6	8.0	19.2	27.2	17.7	100.0
2008	26.6	7.5	12.2	35.0	18.3	100.0
2009	26.7	5.4	10.3	42.4	15.3	100.0
2010	41.8	4.3	13.0	27.5	13.4	100.0
2011	52.1	5.7	12.7	17.2	12.3	100.0
2012 ¹	53.4	4.0	12.9	17.0	12.7	100.0
2013 ¹	57.2	4.4	11.1	15.7	11.6	100.0
2014 ¹	49.7	3.3	17.1	12.3	17.6	100.0
2015 ¹	43.6	4.7	19.3	10.5	21.9	100.0
2016 ¹	41.7	3.4	13.5	16.9	24.3	100.0

Source: Central Statistics Office (various years), *Population and Migration Estimates*.

Available at www.cso.ie

¹ Preliminary

Table 16: Estimated Emigration by Age Group, 2001-2016 (12 months to end April)

	0-14	15-24	25-44	45-64	65+	Total
Persons	1,000s					
2001	0.0	21.2	4.4	0.0	0.7	26.2
2006	2.2	15.9	14.1	2.1	1.7	36.0
2011	5.3	34.5	31.3	6.1	3.4	80.6
2012 ¹	4.9	35.8	39.5	5.6	1.2	87.1
2013 ¹	6.8	34.8	41.0	5.7	0.7	89.0
2014 ¹	6.0	33.5	37.6	3.4	1.5	81.9
2015 ¹	5.4	30.4	39.7	4.5	0.8	80.9
2016 ¹	6.3	31.7	33.3	3.9	1.1	76.2
Males						
2001	0.0	9.9	2.4	0.0	0.4	12.6
2006	1.1	8.0	7.6	1.2	0.8	18.7
2011	2.5	15.9	17.9	3.1	2.4	41.9
2015 ¹	2.9	13.2	22.1	3.5	0.6	42.2
2016 ¹	3.0	14.5	16.0	1.9	0.6	35.9
Females						
2001	0.0	11.3	2.0	0.0	0.3	13.6
2006	1.1	7.9	6.5	0.9	0.9	17.3
2011	2.7	18.6	13.3	3.1	1.0	38.8
2015 ¹	2.6	17.3	17.6	1.0	0.2	38.7
2016 ¹	3.3	17.2	17.3	2.1	0.5	40.3

Source: Central Statistics Office (various years), *Population and Migration Estimates*.

Available at www.cso.ie

¹ Preliminary

Irish emigration mainly involves young people, even though when economic conditions in Ireland are depressed, it can extend to the older age groups. The most recent estimates available show that about 42% of emigrants in the year to April 2016 were in the 24-45 year age group, and another 44% of the gross outward movement relates to those aged between 25 and 44 years.

4. Population Trends

Tables 16 and 17 show historical population and migration statistics extending back to the middle of the last century. Table 17 provides annual average figures for the components of population change for intercensal periods over the time span from 1871 to 2014. This shows how both net migration and the natural increase in the population have influenced long-term demographic changes in Ireland.

The population of Ireland continued to increase during 2016, to an estimated 4,673,700 in April 2015 (Table 16). Table 17 shows that natural increase, the number of births in the State minus the number of deaths, has been positive over the period 1926-2011. The most recent intercensal period (2006-2011) shows the highest natural increase at 45,000 persons per annum, with 73,000 births and 28,000 deaths. Net migration has been more volatile than natural increase over the period 1926-2011. There were substantial population losses due to emigration in the late 1980s: the annual outflow peaked at over 70,000 in 1989. However the position stabilised in the early 1990s when migration inflows and outflows were more or less in balance. Inward migration grew steadily since the mid-1990s, to well over 150,000 per annum in 2007. However, in the context of the economic crisis, immigration declined to 42,000 in the twelve months to April 2010 and then increased slightly to 79,300 in the twelve months to April 2016. Migratory outflows have also increased in recent years, as returning immigrants have added their numbers to emigrating Irish nationals. In the twelve months to April 2016, the inflow of 79,300 was offset by an estimated outflow of 76,200, resulting in net inward of 3,100 migration: the first time net inward migration has been registered since 2010.

Table 17: Population of Ireland (Republic) Since 1841

<i>Year</i>	<i>Population</i>
	<i>1,000s</i>
1841 ¹	6,529
1851 ¹	5,112
1861	4,402
1871	4,053
1881	3,870
1891	3,469
1901	3,222
1911	3,140
1926	2,972
1936	2,968
1946	2,955
1951	2,961
1961	2,818
1971	2,978
1981	3,443
1986	3,541
1991	3,526
1992	3,555
1993	3,574
1994	3,586
1995	3,601
1996	3,626
1997	3,664
1998	3,703
1999	3,742
2000	3,790
2001	3,847
2002	3,917
2003	3,979
2004	4,044
2005	4,131
2006	4,233
2007	4,376
2008	4,485
2009	4,533
2010	4,555
2011 ²	4,575
2012 ³	4,585
2013 ³	4,593
2014 ³	4,610
2015 ³	4,635
2016 ^{2,3}	4,673

Notes: ¹ Armed Forces excluded ² Census of Population ³ Preliminary

Sources: Data from 1841 to 1981 are from previous reports; Data from 1981 to 2011 are from the Central Statistics Office website, Population Estimates: <http://www.cso.ie>. Data for 2012-2014 is from CSO (2014). *Population and Migration Estimates April 2014*. Available at www.cso.ie.

Foreign Nationals in Ireland

The number of foreign residents in Ireland peaked in 2008 at over 575,000, or 12.8% of the total population. Their number declined during the Recession, to 550,400 in 2010, but has been growing again since 2012. By April 2016 the number of non-nationals resident in Ireland, 594,000, exceeded its previous, 2008, peak. The non-nationals' share of the population, 12.7%, is almost on a par with its share in 2008 (12.8%) notwithstanding underlying growth in the Irish population. The single largest group of non-nationals is from the 12 New EU New Member States, 238,700 in 2016, although this still falls short of their number in 2008. The number of immigrants from other European countries has fallen from over 52,000 in 2010 to less than 32,000 in 2016, a sharp decline of 40%. Nationals from the Rest of the World (outside Europe) have increased in number since 2010 – to almost 207,000 (or over 4% of the population) in 2016. This is consistent with the data on immigration presented in Table 2, and may be partly related to the influx of highly skilled immigrants to meet skill demands in particular sectors, particularly Information Technology and Health, and to the growth in the number of international students.

Table 19: Total Population by Nationality, 2006-2016

	2006	2008	2010	2012	2014	2015	2016
	<i>1,000s</i>						
Irish	3802.4	3909.5	3994.7	4035.0	4045.3	4057.4	4079.8
Total Non-Irish	430.6	575.6	560	550.4	564.3	578.0	593.9
UK	115.5	117.9	115.9	113.0	114.9	115.5	116.7
Old EU 13	43.8	50.8	52.4	45.5	38.1	31.7	31.6
New EU 12	132.5	247.7	233	229.4	230.7	237.4	238.7
Rest of World	138.8	159.2	158.7	162.5	180.5	193.4	206.9
Total Population	4232.9	4485.1	4554.8	4585.4	4609.1	4635.4	4673.7
	<i>%</i>						
Irish	89.8	87.2	87.7	88.0	87.8	87.5	87.3
Total Non-Irish	10.2	12.8	12.3	12.0	12.2	12.5	12.7
UK	2.7	2.6	2.5	2.5	2.5	2.5	2.5
Old EU 13	1.0	1.1	1.2	1.0	0.8	0.7	0.7
New EU 12	3.1	5.5	5.1	5.0	5.0	5.1	5.1
Rest of World	3.3	3.5	3.5	3.5	4.0	4.2	4.4
Total Population	100.0	100.0	100	100.0	100.0	100.0	100.0

Source: Central Statistics Office (various years), *Population and Migration Estimates*.

Available at www.cso.ie

¹ Preliminary

Additional information on the stock of immigrants can be derived from Certificates of Registration. A Certificate of Registration is an immigration permission issued by the Garda National Immigration Bureau (GNIB) to lawfully resident non-EEA nationals who expect to stay in the State for more than three months. It verifies that the person has registered with their registration officer. The Certificate of Registration contains the person's photo, registration number, relevant immigration stamp, and an expiry date.

Table 20: All Valid Permits Issued by Reason on 31st December 2013-2015

Reason	2013	2014	2015
Family reasons	22,451	23,134	25,632
Education reasons	38,959	41,225	43,540
Remunerated activities reasons	16,256	15,831	17,947
Refugee status	971	876	976
Subsidiary protection	90	290	454
Other reasons	28,708	24,213	25,365
<i>Total</i>	107,435	105,569	113,914

Source: Eurostat.

Almost 114,000 permissions were registered at the end of 2015 (an increase of 7% on the previous year). Permits on each of the grounds rose; sharply, albeit from a low base in the case of subsidiary protection.

Table 21: Country of Nationality of Valid Permits Issued on 31st December 2013, 2014

2013		2014		2015	
<i>Nationality</i>	<i>Number</i>	<i>Nationality</i>	<i>Number</i>	<i>Nationality</i>	<i>Number</i>
Brazil	12,929	Brazil	15,124	Brazil	18,189
India	11,726	India	11,118	India	11,986
China (including Hong Kong)	9,874	China (including Hong Kong)	9,538	China (including Hong Kong)	9,949
United States	7,670	United States	8,211	United States	8,076
Nigeria	6,606	Nigeria	5,306	Pakistan	6,195
Philippines	5,676	Pakistan	5,060	Nigeria	5,463
Pakistan	5,036	Philippines	4,104	Philippines	3,942
Malaysia	3,770	Malaysia	3,753	Malaysia	3,766
South Africa	2,829	Canada	2,531	Canada	2,848
Venezuela	2,413	South Africa	2,528	South Africa	2,546

Source: Eurostat.

Table 21 shows that the majority of valid permits issued at end December 2015 were to Brazilian nationals (18,189) followed by those India and China. There is a great deal of stability from year to year in the distribution of permits by nationality.

Change of Immigration Status

Table 22 shows changes in immigration status during 2015. A total of 4,042 persons changed status during the year. Most changes of status involved changes from education status, with 797 changing to family reason, 814 changing to remunerated activities, and 187 to 'other' reasons, for a total of 1,798 status changes.

A total of 76 persons changed from family reasons to other statuses, with the majority – 29 – for education reasons. Some 2,018 persons changed from education reasons, with the majority changing – 925 – for remunerated reasons. A total of 880 persons changed from remunerated activities, with 237 changing to family reasons, 236 to education and 407 for other reasons.

Table 22: Change of Immigration Status, 2015

	<i>To reason</i>			
	Family	Education	Remunerated Activities	Other reason
<i>From Reason</i>				
Family		5	7	20
Education	797		814	187
Remunerated Activities	237	236		407
Other Reasons	640	341	351	

Source: Eurostat

Naturalisation

There was a marked increase in the number of immigrants who acquired Irish citizenship after 2011. This was due both to an increase in applications and the introduction of administrative reforms to reduce a pent-up bag-log of applications. As a result the number of persons acquiring Irish citizenship increased from 6,300 in 2010, to a high of over 25,000 in 2012 before trending down, to 13,565 in 2015.

Table 23: Naturalisation certificates issued to EEA and non-EEA nationals 2010 – 2015

	EEA	Non EEA	Total	% EEA
	Number			%
2010	477	5,835	6,312	7.6
2011	453	10,336	10,789	4.2
2012	1,450	23,659	25,109	5.8
2013	1,788	22,456	24,244	7.4
2014	2,949	18,155	21,104	14.0
2015	3,144	10,421	13,565	23.2

Source: Derived from McGinnity, Quinn, Kenny and O'Connell, 2016, Annual Monitoring Report on Integration, 2016

Table 23 suggests two trends. First, the number of naturalisations involving non-EEA nationals increased until 2012, then declined both due to the easing of the back-log of applications as well as to a decline in applications, which mainly entailed a decline in applications from Nigerians which was the main nationality of those who had benefitted from the Irish Born Child Scheme in 2005 (McGinnity, Quinn, Kenny and O'Connell, 2016). Second, the number of naturalizations involving those from the EEA has increased steadily: from 477 in 2010 to 3,144 in 2015. This may be reflect a process of settling in as those who migrated, particularly form the new EU member states, decide to put down permanent roots for themselves and their families.

5. The Labour Market

Table 24 tracks the trends in employment by nationality since 2004.²⁴ The role of immigrants in meeting the demand for labour in the booming Irish economy between 2004 and 2007 is clearly evident. The number of non-Irish nationals in employment increased from 164,400 at the end of 2004 to 341,500 at the end of 2007, at the peak of employment and immigration. This represented a very rapid increase, from less than 9 per cent to almost 16 per cent of total employment, between 2004 and 2007. Over that three-year period the total number of non-Irish nationals in employment more than doubled. The growth in numbers from the EU NMS was particularly strong: over 300 per cent.

Table 24: Employment by Nationality, 2004-2015, 4th quarters

	2004	2007	2012	2015	2004-7	2007-	2012-15
	<i>1,000s</i>				<i>% Change</i>		
Irish	1735.1	1814.5	1579.9	1682.24	4.6	-12.9	6.5
Non-Irish	164.4	341.5	269.2	300.9	107.7	-21.2	11.8
of which:							
UK	43.6	56.8	46.5	53.5	30.3	-18.1	15.1
EU13	27.3	32.4	29.1	17.5	18.7	-10.2	-39.9
EU NMS	40.9	171.3	125.9	137.9	318.8	-26.5	9.5
Other	52.6	81.0	67.7	92.0	54.0	-16.4	35.9
Total	1899.05	2156	1848.9	1983	13.5	-14.2	7.3
	<i>%</i>						
Non-Irish	8.7	15.8	14.6	15.42			

Source: Central Statistics Office (various years). *Quarterly National Household Survey*. Available at www.cso.ie

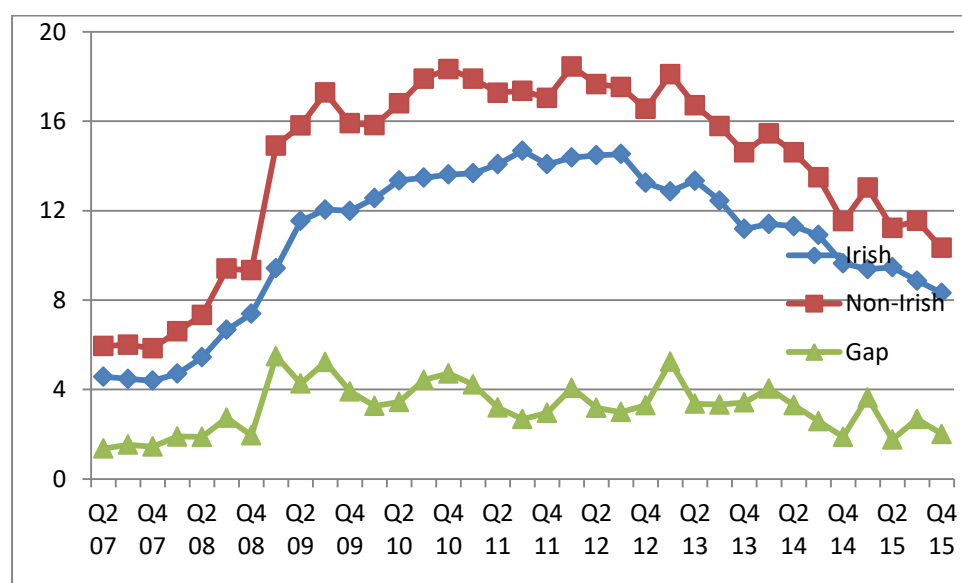
After 2007, with the onset of the Great Recession, immigrants began to lose ground in the Irish labour market. Total employment fell by over 14% between the end of 2007 and the end of 2012. While employment among Irish nationals fell by 13%, it fell by 21% among non-Irish nationals. Non-Irish nationals accounted for almost 16 per cent of total employment in 2007; this share had fallen below 15% by the end of 2012. Employment among NMS nationals contracted by over 26% between 2007 and 2012

²⁴ Given that supply and demand in the labour market are influenced by seasonality, we focus on the fourth quarter of each year so as to compare like with like.

and among UK nationals by 18%. The biggest employment losses occurred in construction, in the wholesale and retail trade, and in accommodation and food services; these sectors had expanded substantially, and with large increases in migrant labour, during the boom years. The disadvantages suffered by immigrants in the Irish crisis are confirmed by a growing body of research.²⁵

In the more recent context of economic recovery, total employment increased by almost 7% between the end of 2012 and 2015. Employment among Irish natives increased by 6.5% and among non-Irish by almost 12%. The rate of growth was greatest (36%) among those from outside the EU, reflecting demand for skills in short supply among Europeans, and among UK nationals (15%). Notwithstanding the economic recovery, employment of nationals of the older EU countries (other than UK) continued to decline, by a dramatic 40% between 2012 and 2015.

Figure 1: Unemployment Rates, Irish and Non-Irish Nationality, 2004–2015



Source: CSO, *Quarterly Household Survey*, various years

²⁵ Barrett, A., Bergin, A., Kelly, E. and McGuinness, S. (2014). "Ireland's Recession and the Immigrant/Native Earnings Gap," *IZA Discussion Papers* 8459, Institute for the Study of Labor (IZA).

Barrett, A. and Kelly, E. (2012). "The Impact of Ireland's Recession on the Labour Market Outcomes of its Immigrants," *European Journal of Population* 28 (1): 99-111.

Kelly, E., McGuinness, S., O'Connell, P., González Pandiella, A., and Haugh, D., (2015) "How did Immigrants fare in the Irish Labour Market over the Great Recession?" UCD Geary Institute Discussion Paper Series: WP2015/13.

Table 25: Unemployment Rates by Nationality, 2007, 2012 and 2015

	2007	2012	2015
	%	%	%
Irish	4.4	13.2	8.3
Non-Irish	5.8	16.6	10.3
<i>Of which</i>			
UK	7.5	19.4	10.8 ¹
Old EU 13 ²	--	--	--
New EU 12	5.7	17.0	9.4
Rest of World	5.9	16.7	12.5
All	4.6	13.7	8.6

Source: CSO, (2015) Quarterly National Household Survey, Quarter 4 2014.

Notes: ¹ Estimate with wide margin of error due to small number of cases.

² Estimates too small to be considered reliable.

The national unemployment rate increased from 4 per cent of the labour force in 2007 to 15 per cent in 2012. Unemployment increased by 220,000 people overall; by 185,000 among Irish nationals and 36,000 among non-Irish nationals. As the recession deepened, the gap in unemployment rates grew wider between Irish and non-Irish nationals. At the end of 2007 the unemployment rate among Irish nationals was 4.4%, compared with 5.8% among non-Irish nationals: a gap of less than 1.5%. Following substantial job losses in late 2008 and early 2009, the unemployment rate among non-Irish nationals was 15 per cent in 2009, 5% higher than among Irish nationals. Unemployment continued to grow until the middle of 2012, although the gap between Irish and non-Irish nationals declined somewhat. Since then unemployment has trended downwards so that by Q4 2015, the unemployment rates were 8.3 per cent among Irish and 10.3 per cent among non-Irish. In 2015, most non-Irish groups showed higher rates of unemployment than Irish nationals.²⁶ , The highest unemployment rates in 2015 were observed among non-EU nationals (12.5%) followed by those from the UK (10.8%).

²⁶ The unemployment rate among citizens of the 'Old EU 13' group has historically been lower than the national average, but their numbers have fallen to such an extent that we can have sufficient cases to support an accurate estimate of the true unemployment rate for this group.

6. Special Focus: Forced and Voluntary Returns

Ireland, along with the UK, does not participate in the EU Return Directive, with the result that return policies applied to non-EU nationals without legal permission to remain differ from those in the majority of EU Member States. A recent study by Quinn and Gusciute (2015) notes that

In the Irish context of return processes, the Immigration Act 1999 is the key instrument. This Act provides for the making of deportation orders, each of which contains an inherent entry ban of indefinite duration. Section 3(1) of the Immigration Act 1999 provides for the making of deportation orders and requires

...any non-national specified in the order to leave the State within such period as may be specified in the order and to remain thereafter out of the State.

Before a deportation order is made, a notification of a proposal to deport known as the '15-day letter' is issued, which sets out three options for the recipient: to leave the State voluntarily; to consent to the making of a deportation order; or to make representations as to why he or she should be given 'leave to remain'. Once a deportation order is issued, the requirement to leave the State, and remain thereafter outside it, is in place.

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Quinn and Gusciute note that the obligation to return is found not in the proposal to deport, the '15-day letter' above, but in the notification sent when the Minister has made the decision to deport, which is notified by way of an 'Arrangements letter' which contains the information that the deportation order has been made, the reasons for that decision and the date by which the person must leave the state.

Section 3 of the Immigration Act sets out the classes of non-nationals who may be ordered to leave the State:

- (a) a person who has served or is serving a term of imprisonment imposed on him or her by a court in the State,
- (b) a person whose deportation has been recommended by a court in the State before which such person was indicted for or charged with any crime or offence,
- (c) a person who has been required to leave the State under Regulation 14 of the European Communities (Aliens) Regulations, 1977 ([S.I. No. 393 of 1977](#)),
- (d) a person to whom Regulation 19 of the European Communities (Right of Residence for Non-Economically Active Persons) Regulations, 1997 ([S.I. No. 57 of 1997](#)) applies,

(e) a person whose application for asylum has been transferred to a convention country for examination pursuant to [section 22](#) of the [Refugee Act, 1996](#) ,

(f) a person whose application for asylum has been refused by the Minister,

(g) a person to whom leave to land in the State has been refused,

(h) a person who, in the opinion of the Minister, has contravened a restriction or condition imposed on him or her in respect of landing in or entering into or leave to stay in the State,

(i) a person whose deportation would, in the opinion of the Minister, be conducive to the common good.²⁷

The Minister is required to notify the person concerned of the proposal to make a deportation order and that person is entitled to make representations to the Minister within 15 days. The Minister is obliged to take account of such representations before deciding whether that person should be deported. The Act specifies that the Minister shall have regard to:

(a) the age of the person;

(b) the duration of residence in the State of the person;

(c) the family and domestic circumstances of the person;

(d) the nature of the person's connection with the State, if any;

(e) the employment (including self-employment) record of the person;

(f) the employment (including self-employment) prospects of the person;

(g) the character and conduct of the person both within and (where relevant and ascertainable) outside the State (including any criminal convictions);

(h) humanitarian considerations;

(i) any representations duly made by or on behalf of the person;

(j) the common good; and

(k) considerations of national security and public policy,

²⁷ <http://www.irishstatutebook.ie/eli/1999/act/22/section/3/enacted/en/html>

Section 3(8) also states that where a person who has consented in writing to the making of a deportation order is not deported from the State within 3 months of the making of the order, the order shall cease to have effect.

Quinn and Gusciute (2015) suggest that a number of groups are unlikely to be issued with a deportation order under current practice and policies:

- If a victim of trafficking has had a negative determination in an asylum or subsidiary protection application, he or she will be issued with a notification of proposal to deport. At that stage considerations regarding experience of trafficking, along with any other matters as outlined in Section 3(6) will be examined and the Minister may exercise discretion not to issue a deportation order.
- No legislative prohibition exists on the deportation of unaccompanied minors aged under 18 years, but in practice no such deportations have taken place. Transfers of unaccompanied minors under the Dublin Regulation do occur when TUSLA has deemed that it is in the best interests of the child. Between 2009 and 2013, 16 unaccompanied minors were transferred under the Regulation (Quinn et al., 2014).
- Under EU law, the deportation of third-country national parents of Irish (and hence EU-citizen children) is likely to be precluded. For non-EU national parents to take their children with them would arguably deprive the children of the substance of the rights conferred on them by citizenship of the EU.

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However, Quinn and Gusciute also note that a person with a serious illness may be deported unless the actual act of removal would cause death.

Table 26: Selected Indicators of Return from Ireland 20-14 and 2015

	2014	2015
Removed or deported from the State	2,360	3,790
<i>of which refused entry at ports of entry</i>	<i>2,147</i>	<i>3,215</i>
Deported	114	251
Voluntary Return	237	115
<i>of which assisted</i>	<i>189</i>	<i>93</i>
EU nationals returned to country of origin	87	69
Transferred under Dublin Regulation	17	19
Found to be illegally present in the state	900	2,317

Source: Department of Justice and Equality, 2016, "Irish Naturalisation and Naturalisation Service Immigration in Ireland: Annual Review 2015", and Department of Justice and Equality, 2015, "Immigration in Ireland: Annual Review 2014".

A total of 3,790 persons were deported or removed from the State in 2015, of which 3,451 were refused entry at ports of entry and returned to the places from which they had come. In addition, the Department of Justice and Equality reports that “251 failed asylum seekers and illegal immigrants were deported, twice the number deported in 2014. A total of 251 people chose to return voluntarily to their countries of origin, and of these, 110 were assisted to return by the International Organisation for Migration. The main countries of origin of persons deported or removed from Ireland in 2015 were: Brazil, Albania, Nigeria, South Africa, and Pakistan.

Coakley (2015) argues that Ireland is characterised by a “sticking population of long-term asylum-seeking migrants, many of whom have become resistant to the notion of return itself” (P. 7)²⁸. He notes that the asylum-seeking caseload has become increasingly complex, resulting in longer processing times, and that the majority of cases are now at the late stages of the process, involving questions of subsidiary protection, leave to remain and judicial review. Voluntary return programmes are funded by the Irish Department of Justice and Equality and implemented by IOM Ireland.

IOM operates two Assisted Voluntary Return and Reintegration programmes in Ireland: 1. the Voluntary Assisted Return & Reintegration Programme (VARRP) which is open to asylum seekers; and 2. the Irregular Voluntary Assisted Return & Reintegration Programme (I-VARRP) which is open to irregular migrants. All those currently in the Irish asylum process are entitled to apply for AVRR assistance, with single exception that of those subject to a deportation order, who are not entitled to avail of AVRR.

²⁸ J. Coakley, 2015, “Strengthening Information & Outreach for Assisted Voluntary Return in Ireland.” International Organization for Migration (IOM) Ireland.