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SOPEMI Report for Ireland

(preliminary draft, not for quotation)

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IRELAND

**OECD CONTINUOUS
REPORTING SYSTEM ON MIGRATION (SOPEMI)**

REPORT FOR 2002

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I. Major Developments

The most significant developments described in this document relate to the continuation of the net migratory inflow at a relatively high level. Within this wider context, there has been a dramatic rise in recent years in the number of non-EEA nationals taking up employment under the Work Permit system, particularly from the Baltic States, other Eastern European countries, the Philippines and South Africa. The number of asylum seekers entering the country continues to remain at a high level. The number of Irish citizens returning (i.e. former emigrants) and the inflow of other EU nationals has fallen in recent years. The migratory outflow from the country has decreased substantially, even though it is still of significant proportions, especially for those with skills and qualifications.

Policy initiatives and related issues related to these developments are discussed in Sections VI and VII.

II. General Population and Migration Trends

Overall Trends

The history of population and migration trends in Ireland over the period since the early part of the nineteenth century has been outlined in earlier SOPEMI Reports and it is not, therefore, proposed to repeat the details of this here. It should be noted, however, that Tables 1 and 2 contain historical series of population and migration statistics extending back to the middle of the last century. Table 2 in particular gives annual average figures for the components of population change for intercensal periods over the time span from 1871 to 2002. This shows the precise manner in which both net migration and the natural increase in the population have influenced long-term demographic changes in Ireland.

The population of Ireland (Republic) was estimated to be 3,897,000 in April 2002. Table 1 shows that the corresponding figure ten years earlier in 1992 was 3,553,000, implying an increase of 344,000 (almost 10 per cent) over this period. Nearly 40 per cent of this rise was attributable to net inward migration, the natural increase in the population accounting for the remainder.

Table 3 shows annual migration flows, both gross and net, between 1987 and 2002. This period was characterised by considerable volatility in regard to migratory flows. There were substantial population losses due to migration in the late 1980s when the annual outflows reached as high as 60,000 to 70,000. However the position stabilised in the early part of the last decade when the migratory inflows and outflows were more or less in balance. In more recent years (especially since 1996) the net migration trend has turned significantly positive. In the most recent twelve month period indicated, i.e. the year to April 2002, the gross outflow was less than 20,000, but the inflow was nearly 48,000, resulting in a net inward migration of 29,000. In the eleven-year period from 1991 to 2002 aggregate net inward migration was nearly 140,000, compared with a net population loss of more than 200,000 between 1981 and 1991.

Foreign Nationals in Ireland

The number of foreign residents in Ireland continues to increase. The relevant data for the period from 1983 to 2002, based on Labour Force Survey sources, are shown in Table 4.¹ These show that in April 2002 out of a total population of 3,897,000 it was estimated that 182,000 were foreign nationals, compared with just over 150,000 in 2001. The 2002 figure now represents 4.7 per cent of the total population. As the table shows, in the mid-1980s the estimated foreign population was 83,000, or 2.5 per cent of the total.

While the majority of foreign residents in Ireland are EU passport holders (just over 100,000 in 2002) the number of non-EU nationals has been growing rapidly. Table 4 shows that in the period from 2001 to 2002 alone the number rose from 52,000 to over 80,000, or by over 50 per cent in a single year. These figures compare with a corresponding total of just over 30,000 in 1996. As the subsequent text will show, there are two underlying influences involved here - the continuing increase in the number of asylum seekers entering the country and the recent large influx of Work Permit holders.

III. Wider Labour Market Aspects

Before analysing further details of population inflows and outflows it is instructive to consider Irish migration trends in a somewhat wider labour market setting, not only because this is of interest in itself, but also because it serves to highlight important causative factors. Relevant data are given in Table 5, which shows annual figures for employment, unemployment and net external migration over an extended period from 1983 to 2002.

The Influence of External Economic Conditions

One notable feature which is evident from these figures is the association that exists between Irish net migration and economic conditions, especially when these are viewed in a relative sense comparing the home labour market with the situation abroad. For example, the global downturn which occurred in the early 1980s had a particularly severe impact on the Irish economy, resulting, in the country languishing in recession until well into the second half of the decade, long after other Western economies had recovered and had begun to achieve some employment expansion.² By 1996 the unemployment rate had reached over 17 per cent. This created a sharp divergence in labour market conditions between Ireland and other countries, particularly the United Kingdom, which led to a sharp rise in emigration. The net outflows reached very high proportions at the end of the decade - almost 45,000 in the 1988/89, or 13.0 per thousand of the population.

The position stabilised in the early 1990s to the point where the net migratory balance was approximately zero. The emigration option was now no longer attractive because labour market conditions abroad were very unfavourable due to the renewed onset of global recession. As a result, the pressure of labour force expansion caused unemployment in Ireland to rise. The position was compounded by a sizeable return flow of former emigrants. Even though employment did not actually decline in Ireland during this period, by April 1993 the unemployment rate had increased to nearly 16 per cent compared with just over 13 per cent in 1990.

¹ Labour Force Surveys were carried out annually in Ireland from 1983 to 1997. As from October 1997 these inquiries (now called Quarterly National Household Surveys – QNHS) have been conducted on a quarterly basis.

² Earlier SOPEMI reports contain more detailed descriptions of these events

The economic circumstances in Ireland in recent years could hardly have been more different. Since 1993 real GNP growth has averaged about 8 per cent and, as Table 5 shows, between 1993 and 2002 the estimated net jobs rise totalled nearly 570,000, or 4.5 per cent on an annual average basis. Even though the labour force continued to expand throughout this period, this occurred at a much slower pace, and by April 2001 the unemployment rate had fallen to 3.6 per cent. This unprecedented employment growth eventually gave rise to significant labour shortages across many areas of economic activity, both skilled and unskilled. One consequence of this has been a rapid increase in the influx of foreign workers. As already indicated, these have come not only from the EU, the citizens of which enjoy freedom of movement under EU law, but also from a wide range of other countries under the terms of the existing Work Permit system (see Section IV).

Recently, however, signals have emerged which indicate that the boom period in the Irish economy has ended. In the face of the global downturn the pace of employment expansion has diminished considerably and job losses are beginning to mount (especially in the high-technology area). Currently most of the employment creation in the Irish economy relates to the public sector, a feature that cannot be sustained over an extended period. Table 5 shows that the unemployment rate rose from 3.6 to 4.2 per cent between April 2001 and the corresponding month of 2002 – not a particularly large increase, but the first such rise in many years. While the economic fundamentals of the Irish economy heretofore remain reasonably sound, and there is probably still sufficient momentum in the economy to generate continuing employment increases, these are likely to be on a greatly reduced scale when compared with recent years. In these circumstances one would expect the inflow of foreign workers to begin to diminish, but thus far, as Section IV reveals, the inward movement shows little sign of abating.

The pattern of events over the 1990s suggest that the nature of the association between Irish migration and economic circumstances has changed. In earlier times Irish migration flows (which almost exclusively involved Irish nationals) tended to be heavily influenced by relative differences with the UK labour market.³ The wider economic regime within which the Irish economy now functions is fundamentally different, not only because of EMU membership, but also due to the more dispersed pattern of external trade and wider changes in the interaction between the Irish and the global economy. Furthermore the political liberalisation in Eastern Europe which followed the fall of the Soviet Union in the early 1990s gave rise to the emergence of a vast new pool of potential employment seeking immigrants, many of whom were motivated to come to Ireland in recent years to avail of the expanding job opportunities.

Non-Nationals in the Labour Force

As for non-nationals in the labour force, the relevant data are given in Table 6, which shows a classification of the population aged 15 years and over categorised by labour force status and nationality for the period from 1998 to 2002. The estimates show that of the 157,000 foreign residents in this age group in Spring 2002 almost 100,000 were in the labour force and just over 57,000 were classified as not economically active. Thus in early 2002 some 5.4 per cent of the total Irish work force were non-nationals.

The number of non-nationals in the Irish labour force has increased significantly in recent years. Table 6 shows that the relevant total rose from less than 55,000 in 1998 to nearly 100,000 in 2002, a relative increase of nearly 90 per cent. While the increase applies to all groups, the rise

³ A very significant aspect in this regard is the existence of the longstanding free movement arrangements between Ireland and the UK.

in the number of non-EU nationals in the labour force was quite dramatic, the number increasing from under 10,000 in 1998 to more than 40,000 in 2002. All of the individuals involved would have entered under the national Work Permit scheme, an aspect which is discussed in more detail in the following section.

Table 7 shows unemployment rates for Irish and non-nationals in the labour force over the 1998/2002 period. In parallel with the sharp fall in overall unemployment in this period (down from 7.8 to 4.2 per cent) the unemployment rate for non-nationals decreased from 11 to just over 5 per cent.⁴

IV. Inward Migration

Overall Trends

Inward migration (of both returning emigrants and non-nationals) has become a much more important phenomenon in Ireland in recent years. It has already been shown that the gross migratory inflow increased from between 20,000 and 30,000 in the late 1980s to nearly 48,000 in 2002.

In terms of age distributions, those aged 25 years or over currently constitute nearly 60 per cent of the total inflow, a proportion that has increased somewhat in recent years (see Table 8). Within this broad age group there is a significant concentration in the 25 to 44 year age band. About 30 per cent of the gross inflow relates to the youth category covering those aged 15 to 24 years. Somewhat more than 10 per cent of inward migrants in 2002 were children aged less than 15 years. However this proportion has shown a tendency to fall in recent years, probably because the migrant inflow contains an increasing share of non-nationals who are more likely to come unattached, rather than with families.

When viewed in the longer term the immigration flows do not indicate any significant difference in gender balance. The data in Table 8 show that over the aggregate period from 1991 to 2002 the gross inflows of males and females were each of the order of 240,000, even though this balance did vary from year to year.

The inward flows now involve increasing numbers of non-nationals. Table 9 shows that the proportion of non-nationals (as distinct from former emigrants of Irish nationality) in the gross inward population flows rose from about 35 per cent in the late 1980s to over 60 per cent in the year to April 2002. While these flows predominantly involve persons coming to work, they also include students coming to attend third level institutions and (more recently) asylum seekers, as well as dependants of persons in these groups. The estimates for the year to April 2002 indicate that some 10 per cent of the total inflow were UK nationals, about 13 per cent were from other EU states, less than 5 per cent were citizens of the US, while over a third were from other countries. It will be noted that the share for the group consisting of non-EU nationalities other than the US has increased dramatically in recent years. It was less than 10 per cent in the late 1980s.

Migratory Inflows and the Labour Market

⁴ The higher unemployment rate among non-nationals in Ireland has been a puzzling feature, given that in the past many of them tended to be skilled workers. However, the differential in terms of percentage points has fallen and is now (in 2002) quite small.

Tables 10 (a) and 10 (b) show annual estimates for the gross migratory inflows into employment. The first table classifies the recent inflows by broad nationality groups, while Table 10(b) provides a sub-division by occupation over a somewhat longer period. Given that these data are derived each year from a relatively small component of the overall sample in the Quarterly National Household Survey, the estimates are subject to a wide margin of sampling error and are thus shown only on the basis of fairly broad classifications.

As with the overall population inflows, these data indicate a significant shift in the nationality shares associated with these flows. Table 10 (a) shows that in the short period involved from 1999 to 2002 the proportion of the employment inflow related to non-EU nationals has increased from less than 8 to nearly 38 per cent, while the share attributable to returning Irish emigrants has fallen from 60 to 40 per cent. The proportion related to incoming EU citizens has also fallen, from 30 to just over 20 per cent.

Turning to the occupational profile of immigrants coming to work, the data in Table 10(b) show that a relatively high proportion of the inflow relates to skilled personnel. Some 36 per cent of the immigrants in question in the year to April 2002 were either managers or professional workers, and a further 10 per cent were engaged in clerical activities. In effect, this means that some 45 per cent of the total inflow can be described as “white collar”. This represents a significantly higher proportion than that which exists in the national employment stock as a whole. The figures also show that this is not a recent phenomenon, and has been the position for quite some time.

However, there are indications that the skill profile of the immigrant inflow is changing. Almost 45 per cent of the employment inflow in 2002 related to persons coming to engage in service or unskilled activities, a share that appears to have increased noticeably in the last few years (i.e., since 1999 when it was 33 per cent). Over the same period the “white collar” proportion as referred to above has decreased from 56 to about 45 per cent. This change is consistent with the recent large influx of immigrants entering under the national Work Permit system, many of whom are engaged in less skilled activities. (see below).

Inflows of Workers from Non-EEA Countries

It is possible to derive more detailed information on the trends in the numbers of non-EEA nationals⁵ entering the country to take up employment by analysing the annual figures for the numbers of Work Permits issued and renewed in respect of these nationals by the Department of Enterprise, Trade and Employment. These permits are granted under the terms of the 1935 Aliens Act and apply to all engagements for financial gain, even if of short duration.⁶ In the case of employees, the initiative must be taken by the employer to obtain the permit prior to entry into the State. The application must relate to a specific job and to a named individual. The permits, which are issued for one year with the possibility of renewal, are intended to relate to posts that cannot be filled by Irish or other EEA nationals. There is, in fact, provision in the legislation for consultation with trade unions in this regard. If a non-EEA national wishes to work on a self employed basis in Ireland, a business plan must be

⁵ EU nationals and citizens of Norway, Iceland and Liechtenstein do not require Work Permits in order to take up employment in Ireland.

⁶ The terms of the Work Permit system have, however, recently been relaxed to allow employees of multinational enterprises to enter to work in the country on transfer, without the formality of obtaining a Work Permit.

submitted prior to arrival, together with proof that the applicant has sufficient funds to make a “substantial investment” in the proposed business venture.⁷

New arrangements have also been introduced which are designed to supplement the existing Work Permit scheme by providing for a streamlined authorisation process in respect of certain categories of skilled workers who are in exceptionally short supply. The skill categories are: professionals and technicians in IT and computing, professionals in construction (e.g. civil engineers) and nurses. Persons with a job offer in one of these areas from an Irish based firm can obtain a two year authorisation from an Irish Embassy or Consulate and can then travel to Ireland without having to obtain a work permit or other visa. In comparison with the Work Permit programme, the number entering under this scheme has been relatively modest, even though it is increasing; it was just under 3,750 in 2001.

Until recently the Irish Work Permit system attracted little attention. The number of workers entering the country with such permits was small and did not change very much over the years. Many of those involved tended to be skilled, working in multinational enterprises, in the medical sphere or in a self employed capacity in the catering area. Table 11 shows that the number of permits issued and renewed in 1995 was just over 4,300; it fluctuated somewhat over the next few years but had risen to about 5,700 by 1998. Since then, however, the numbers have increased rapidly, rising to 6,300 in 1999, to 18,000 in 2000 and to no less than 36,400 in the year 2001. Despite the recent deterioration in the Irish labour market, and the introduction in early 2002 of a more restrictive set of administrative rules governing Work Permits, the numbers of applications for permits continues to rise.⁸ Applications numbered over 31,300 in the nine months from January to September 2002, suggesting a total of some 42,000 in the year 2002 as a whole.

The reasons for this have already been adverted to. There appears to be a widespread knowledge among potential immigrants of the employment opportunities in the Irish labour market. Furthermore, employers have for some years been exerting pressure to allow increases in the number of Work Permits issued according as greater difficulties were encountered in recruiting workers at all skill levels. However, this scenario is now changing according as jobs growth in the Irish economy diminishes, causing questions to be asked about the continuing high level of Work Permit applications which are being acceded to in an increasingly less favourable labour market.

The pattern of the inflows associated with Work Permits is influenced significantly by the manner in which contacts are made, which is frequently through intermediaries such as recruitment agencies or groups of large employers (such as hospitals) who tend to target particular countries or regions. Once a flow from a particular source emerges, it tends to expand and become more established as a result of personal contacts between the recently arrived workers and their families and friends in the country of origin. Most of the engagements involved are on a short-term basis, usually for one year or less, as allowed by

⁷ This is taken to mean that a capital sum of €300,000 is available to facilitate the launching of the initiative in question. The Minister for Justice, Equality and Law Reform can attach such other conditions to the permit as is considered appropriate.

⁸ See Section VI.

the Work Permit system. How, Table 11 shows that currently about a third of the Work Permits issued in any one year are renewed.⁹

While the recent influx of non-EEA workers has involved a diverse range of nationalities, Table 12 shows that the increase in the inflows for some nationality groups over the last few years has been particularly dramatic. The number entering from the Baltic States, for example, was only 17 in 1998 but had risen to over 8,300 in 2001. For the same short period, the inflows from other Eastern European countries increased from about 500 to almost 12,000. Currently more than half of the total inflow of Work Permit holders come from the broad Eastern European region. There have also been very large increases in the case of citizens of South Africa and the Philippines. Previously, before the recent large influx, the individual countries that featured most prominently (in relative terms) were the US, India and Pakistan.

As the number of Work Permit holders in the country is now quite large, it is considered desirable to provide more detailed information on the nationalities of those involved. In this regard Table 13 shows the numbers of permits issued and renewed in 2001 in respect of the citizens of more than 75 different countries.¹⁰

Table 14 contains a classification of work permits issued to non-EU nationals according to sector of activity engaged in. It will be noted that the permits relate primarily to the services area. Until the mid-1990s many of the permits issued under the “services” heading related to an inflow of medical doctors from India and Pakistan who took up junior appointments in the hospital sector. However, these inflows, while still continuing, have declined somewhat in number due to the imposition of more restrictive registration conditions governing eligibility to work as a medical practitioner. The table shows that in recent years the most rapid relative increases have occurred in the agricultural sector, in activities associated with the catering and hotel industries and in the miscellaneous “other” services category. The figures for agriculture are quite phenomenal, indicating that the inflow of non-EU permit holders (mainly Latvian) into this sector increased from less than 30 in the mid-1990s to over 5,700 in 2001. The number entering to take up positions in the medical sector is rising again but this flow now consists mainly of nurses rather than medical doctors as in the past.

The nature of the large increase in the inflow of Work Permit holders in recent years (especially the fact that many of the jobs involved relate to services or agriculture) suggests that those now entering under this system engage in mainly unskilled or semi-skilled work. This is in contrast to earlier periods when Work Permit holders tended to fill mainly skilled positions. In order to shed more light on this aspect the Department of Enterprise Trade and Employment has recently begun to classify the jobs associated with Work Permit applications by occupation. While the information available thus far is limited, it does tend to confirm that the occupational profile of these jobs is weighted heavily towards the less skilled end of the labour market. Data compiled for recent months indicate that more than 70 per cent of the posts in question relate to unskilled or semi-skilled activities, while less than 15 per cent involved managerial or professional functions. It should be possible to include tabulations covering this aspect in future SOPEMI reports when a more extended range of data becomes available.

⁹ The calculation of the proportion for Work Permits renewed in a particular year is based on the total issued or renewed in the previous year. It may be possible that some non-nationals whose permits have expired remain in the country and continue to work illegally, but no estimates of the extent of such activities are available.

¹⁰ The table distinguishes all countries for which the 2001 inflow exceeded 10.

Refugees and Asylum Seekers

The inflow into Ireland of asylum seekers or persons seeking refugee status continues to remain at a high level. Table 15(a) shows that the numbers of such migrants was 7,700 in 1999, rose to over 10,900 in 2000 and declined marginally to 10,300 in 2001. In the ten month period from January to October 2002 the number of applicants was nearly 9,600, suggesting that the inflow for the entire year could be as high as 11,500. The table shows that over the seven years from the beginning of 1994 to end-December 2001 the total number of applicants was 39,600.

Figures published by the Department of Justice, Equality and Law Reform indicate that in the period referred some 40 per cent of asylum seekers were of Romanian origin, about a third were from Nigeria and in excess of 10 per cent from the Democratic Republic of the Congo. The remainder of the inflows involved a diverse range of nationalities.

There are a number of possible reasons for the recent increase. The increasing numbers of asylum seekers entering European countries generally is one factor, allied with the fact that some other countries are adopting a more restrictive stance in regard to applications. Knowledge of the application procedures in Ireland (which have been changed in recent years), of the support systems, and of the (heretofore) favourable economic circumstances, may also have been contributing influences. Another factor that has emerged more recently relates to claims that a large proportion of women asylum seekers are pregnant when they enter the country. Proportions of up to one half or more of such women applicants have been mentioned in the media in this context. The fact that the Irish Constitution guarantees (without qualification) that any person born in Ireland is an Irish citizen is considered a relevant influence in this regard.

The number of persons who have been granted official refugee status is relatively small. This total is best viewed in a cumulative fashion over an extended time-span in order that all aspects of the process of determination for establishing refugee status (including Appeals) can be taken account of. Table 15(b) shows that in the period from the beginning of 1994 to end-2001, during which time there were 39,461 applications for refugee status, a of total 2,467 were granted refugee status, of which over a half (1,267) were successful on Appeal. While for most purposes it is more appropriate to express this figure in relative terms, different answers are obtained depending on how this calculation is defined. One approach is to express the number of successful applications as a proportion of all applicants in the period in question, but excluding those for whom the determination process is not completed. The latter group includes those (other than persons who withdrew or abandoned their applications) who had not received any decision regarding their initial or first stage application by the date of reference, *as well as* those with appeals still outstanding on that date. With regard to the cumulative total of 39,461 application in the 1994-2001 period, this group numbered over 11,100 at end-2001, implying a recognition rate of about 8.7 per cent.

A review of relevant policy issues, and of recent administrative and legal procedures introduced to deal with the increasing numbers of applicants for asylum, is given in Sections VI and VII.

V. Outward Migration (Emigration)

Outward migration, even though still of significant proportions, has become a much less important feature of the socio-economic landscape in Ireland in recent years. Table 3 has already

shown that the gross population outflow declined from about 60,000 in the early 1990s to less than 20,000 in the year to April 2002.

Age of Emigrants

Irish emigration has tended to apply predominantly to persons who are young, even though when economic conditions in Ireland are depressed, it can extend to the older age groups and also involve family groups. These trends can be broadly inferred from the age-related data in Table 16 which cover the period from 1991 to 2002. These show that just under 50 per cent of the gross outward movement in the year to April 2002 related to persons aged between 15 and 24 years, with the great majority of the remainder involving persons aged between 25 and 44 years.

The Destinations of Emigrants

When viewed in historical terms, the destinations to which Irish migrants have tended to go has changed significantly over time. The large numbers of emigrants who left in the early part of the 20th century, went mainly to North America. However, these flows came to an abrupt end at the beginning of the 1930s because of the Great Depression which followed the Stock Market crash of 1929. Employment opportunities in the United States dried up and not only did the outflow cease, many former emigrants returned. From this point onwards the great majority of Irish emigrants went to the United Kingdom.

Recent figures suggest that emigrants (who at this stage are not necessarily all Irish) now tend to travel to a much more diverse range of countries. Figures published by the Central Statistics Office (see Table 17) indicate that in the early 1990s about 65 per cent of those who emigrated went to the UK. However by 2002 the UK share had dropped to about 27 per cent; in the same year some 20 per cent of emigrants went to other EU states, a similar proportion to the US and 35 per cent to other countries.

Occupations and Skills of Emigrants

While in previous decades the majority of Irish emigrants were unskilled, the evidence now available (even though sketchy) indicates that the current migratory outflow appears to be broadly representative of the social structure of Irish society. Indeed there is evidence of a significant level of out-migration among those with qualifications and skills. The figures given in Table 18, which describe the labour market situation of award holders from Irish third level education¹¹ some nine months after receiving their qualifications, show that the proportion of emigrants among those who graduated in the year 2001 was between 12 and 13 per cent. This may not be an unduly high proportion, but it is still a significant figure, given the buoyant economic conditions that then prevailed. The figures show that the incidence of emigration among newly qualified graduates was as high as 20 per cent in the early 1990s when economic conditions were much less favourable.

What these figures reflect is that many young qualified Irish persons still opt to work abroad, not out of necessity but to acquire greater experience, both in an occupational and wider social context. The analysis of immigration flows (Section IV) suggests that such periods of emigration, even though of extended duration in many cases, do not tend to be permanent and the

¹¹ In this context the term “graduate” or “third level award holder” applies to persons who possess both degree and subdegree or diploma level qualifications.

majority of such emigrants eventually return. Thus the oft-voiced fears of a “brain drain” are not in practice sustainable.

In earlier periods, however, emigration was a singularly permanent event for most of those who took that path, the majority of whom were unskilled. The fact that many went to North America and other distant countries, and had few means, meant that there was little prospect of return trips, given the prohibitive cost of travel in those times. The most that the majority of such emigrants could aspire to was a once-in-a-lifetime return visit, if even that.

VI. Recent Legislative and Administrative Changes related to Entry, Residence and Employment Rights for non-EEA Nationals

General Provisions: Background

The principal legislation governing the entry and residence of non-nationals in the State is the Aliens Act 1935 and the Aliens Order 1946 as amended, together with the regulations implementing the EU Rights of Residence Directives which came into effect after Ireland joined the European Union in 1973. In addition, the Immigration Act 1999 sets out the principles and procedures which govern the removal of non-nationals from the State. This legislative framework provides that all non-EEA nationals require the permission of the Minister for Justice, Equality and Law Reform to reside in the State.

The only other way in which non-EEA nationals are entitled to enter and remain in the State is when they seek refuge in accordance with the 1951 Geneva Convention as amended by the 1967 New York Protocol. The procedures for seeking refuge or asylum are set out in the 1996 Refugee Act and associated administrative arrangements (see below).

Certain non-EEA nationals require a visa prior to entering the State and it is the function of the Department of Foreign Affairs to process visa applications through its network of Embassies and other consular posts abroad. In view of the responsibility of the Minister for Justice, Equality and Law Reform for immigration matters generally, the overall policy parameters in relation to visa matters are, however, set by him.

As already indicated, all non-EEA nationals seeking permission to enter in order to take up employment will generally require a Work Permit, applications for which are processed by the Department of Enterprise, Trade and Employment. Non-possession of a such a permit if intending to take up employment is grounds for refusal of entry to the State.

Persons who wish to reside in the State for longer than 90 days must register with their local Garda (Police) Registration Officer and apply for further permission to remain before their initial leave to enter expires. The main grounds upon which further permission to remain can be obtained are: for the purposes of employment, to study, to operate a business or as a dependent family member of an Irish or EEA national residing in the State. Certain other categories of person are also granted permission to remain, including persons granted humanitarian leave to remain by the Minister for Justice, Equality and Law Reform.

Even though the 1935 Aliens Act has been amplified from time to time through the introduction of Ministerial Orders made under that Act, it remained until relatively recently the only basic piece of legislation relating to right of entry and residence for non-nationals. The general perception was that there was little need to introduce changes in view of the small number of

immigrants and foreign residents involved. However, the rapid increase in the immigration of non-nationals in recent years has created an entirely new situation. Arising from this the Government has signalled that the 1935 Act is clearly in need of comprehensive replacement. The Department of Justice, Equality and Law Reform, in co-operation with a number of other Government departments and bodies, is currently involved in the development of new immigration legislation that will allow adequate responses to immigration policy requirements as they continue to evolve.

The approach taken involves four elements:

1. A comparative study of international legislation and practice in the field of immigration. The International Organisation for Migration (IOM) was appointed to undertake this project. A report was submitted to the Government in Summer 2002.
2. An internal review of practices and procedures within the immigration and citizenship division of the Department of Justice and Equality and Law Reform. The aim is to improve service delivery to the public.
3. An Interdepartmental Group on Immigration has been set up which is examining immigration issues in the context of a co-ordinated approach.
4. A public consultation process, which has just been completed. Not unexpectedly, this exercise has yielded a diverse range of views.

The basic issues to be considered in the context of the proposed new emigration legislation include the following:

1. The proposed legislation should contain a general statement of principles and policies to be observed in operating and developing the Irish immigration system. The absence of this is an aspect has been identified in Court proceedings.
2. Should there be an additional form of pre-entry clearance, other than a visa for persons travelling to Ireland? Should the legislation also set out procedures for applying for a visa/pre-entry clearance and for determining application?
3. In an administrative vein, should the legislation define the roles of the relevant government departments and agencies in the immigration process?
4. What should be the procedures for entry to the state? Should they, for example, include a process for the review of decisions to refuse entry? However to ensure effective entry controls, any review mechanism should not suspend the return of persons refused entry. Other issues here relate to the obligations of carriers, the question of the Common Travel Area with the UK and the freedom of movement entitlements of EU/EEA nationals.
5. What form of registration should be required for non-nationals. This may involve a system of residence permits, in relation to which entitlements and obligations would need to be set out in legislation.
6. Sanctions will continue to be necessary to deal with those who do not comply with the regulations, e.g., over-stayers, those in employment without permits, those using false documents etc. In particular sanctions must also address the problem associated with trafficking in human beings.

Legislation and Associated Matters Relating to Asylum Seekers

The objective of the 1996 legislation relating to refugees is to codify asylum procedures in law and render them more transparent. The 1966 Act (taking into account recent amendments)

instituted the post of Refugee Applications Commissioner, the occupant of which can independently assess applications for asylum and make recommendations to the Minister.¹² The legislation also contained provision for a Refugee Appeals Tribunal (since established) to which applicants can have recourse to if they are dissatisfied with the decision of the Applications Commissioner. The Act also contains sections that allow for the setting up of a Refugee Advisory Council comprising representatives of Government ministries and those representing asylum seekers interests (including the UNHCR).

Apart from basic provisions such as those defining what constitutes a refugee (which conform closely to those set out in the 1951 UN Convention), other significant aspects contained in the 1996 Act are:

- provisions which allow the Irish Government to ratify the Dublin Convention which determines the State responsible for examining applications for asylum lodged in one of the EU member states.
- The codification of procedures in relation to detention. This is decided by the courts on the basis of specified grounds and has to be reviewed at intervals of 10 days. Persons aged under 18 years cannot be detained, except in certain specified circumstances.
- The Act contains provisions which allow the Minister to grant permission for family members of an officially recognised refugee to enter and reside in the State
- The Act provides for informing the UNHCR at all important stages when an application for asylum is being processed.
- The legislation allows for the fingerprinting of refugees above the age of 14 years.

One the grounds for detention, which relates to the destruction of identity or travel documents or the possession of false papers without reasonable cause, has attracted criticism. Refugee support groups contend that many refugees would be unable to leave their country of origin using their original passports. The fingerprinting provision has also been the subject of criticism. The stated reason for this is that it facilitates identification and prevents multiple applications under different names; opponents contend that it raises the spectre of “criminalisation” of refugees.

Applicants for asylum have the right to legal assistance, an interpreter and to consult with the UNHCR. The Refugee Legal Service (RLS), which is independent of the Department of Justice Equality and Law Reform, was established in February 1999. All applicants are advised of their entitlement to avail of RLS services.

Measures to Promote Integration

In December 1999 the Report of the Interdepartmental Working Group on the Integration of Refugees in Ireland was presented to the Minister for Justice, Equality and

¹² Under the legislation the Minister cannot overturn a positive recommendation (i.e. where refugee status is recommended), but can give further consideration to cases where refugee status is refused.

Law Reform.¹³ The Group reviewed the arrangements and made recommendations concerning the integration of persons granted refugee status,¹⁴ including the appropriate institutional structures for the delivery of these services. The Group also identified a number of clear needs which needed to be addressed immediately. These included the introduction of further measures to promote a tolerant and inclusive society, the provision of referral and information services by existing service providers and the conduct of research.

Following from the recommendations of the Working Group the Government has set up a Reception and Integration Unit within the department of Justice, Equality and Law Reform. This body is to deal not only specifically with refugees, but also those waiting the determination of applications for refugee status, particularly in circumstances where the waiting period is prolonged. The unit includes experienced staff seconded from other Government Departments such as those concerned with health, housing etc and operates under the guidance of a cabinet subcommittee representative of the Departments involved.

Also, in early 2001 the Government instituted a High Level Steering Group to implement a three-year national anti-racism/interculturalism public awareness programme.

Immigration Act 1999

It is also relevant to mention that legislation within a wider immigration context has been introduced in recent years – the Immigration Act 1999.¹⁵ Basically this involved specifying the conditions and circumstances in which any immigrant (whether an asylum seeker or not) could be deported or excluded from the State. Under the original 1935 Aliens Act the Minister for Justice, Equality and Law Reform had wide discretion in regard to sanctioning deportations. In recent years a number of deportation orders were challenged in the Courts and overturned, mainly on humanitarian grounds or for reasons of natural justice. The purpose of the 1999 Immigration Act is to address these concerns by setting out in some detail the circumstances and the manner in which non-nationals can be legally deported, or excluded from the State. When compared with the previous arrangements the new legislation imposes a number of constraints. In determining whether or not to make a Deportation Order the Minister must have regard to relevant circumstances pertaining to the person, including age, duration of residence in the State, family, employment and general humanitarian issues. A prospective deportee must be issued with a deportation order which allows fifteen working days within which time the person in question can make representations to the Minister. In the case of non-nationals who have been resident in the State for at least five years, deportation, even if decided on and officially notified, cannot be implemented for at least three months.

Changes to the Work Permit Scheme

Reference has already been made earlier in this report to the large increase in the number of no-EEA workers entering the country under the Work Permit system. Arising from growing labour shortages in recent years, there has been strong pressure from employer interests for a less

¹³ Department of Justice, Equality and Law Reform (1999). *Integration – A Two Way Process. Report of the Interdepartmental Working Group on the Integration of Refugees in Ireland.* Dublin

¹⁴ The deliberations of the Group also covered immigrants, who even though not recognised as refugees, were granted permission to remain in the State.

¹⁵ As already indicated, this Act also contained provisions designed to amend the 1996 Refugee Act.

restrictive system, and the allocation of more resources to the programme in order to expedite the issuing of permits. While generally the Government has thus far accommodated these approaches, as from January 2002 new Work Permit arrangements were introduced to ensure that employers offer first choice of available jobs to Irish or other EEA nationals. As from that time applications for new permits have not been accepted by the Department of Enterprise, Trade and Employment unless accompanied by a letter from the National Training and Employment Authority (FÁS) confirming that all reasonable efforts had been made by the employer to find an Irish or other EEA national to fill the vacancy on offer. These changes were introduced in order that the Work Permit facility should reflect changing labour market conditions, which now involve increasing job losses and an anticipation of slower growth rates in the economy generally. The new arrangements do not apply to professional medical personnel. Also as from January 2002 an increased annual fee of €400 has applied to all Work Permit applications lodged.

As already described in Section IV, however, the new arrangements appear to have had little or no impact on the continuing level of Work Permit applications

VII. Current Policy Issues relating to Asylum Seekers

There are a number of issues associated with the refugee or asylum seeker question that continue to be the subject of debate.

(i). *The Right of Asylum Seekers to Work.* Basically asylum seekers are not allowed to work in Ireland.¹⁶ The Government view is that such a concession would reward persons not entitled to refugee status who attempt to use the asylum process to circumvent immigration controls, and would undermine its strategy to process asylum applications as quickly as possible. It further contends that experience has shown that to allow asylum seekers the right to work would act as a major pull factor and sends out the wrong signals to those involved in illegal trafficking. On the other hand, proponents of the view that asylum seekers should be allowed to work point to the large numbers of non-EEA nationals being allowed to enter the country under the Work Permit system to engage in semi-skilled or unskilled employment, while equally large numbers of asylum seekers are already in the country in a state of enforced idleness.

(ii). *Support Systems for Asylum Seekers.* Initially asylum seekers in Ireland received standard welfare payments and their accommodation (usually in the private sector) was paid for from public funds. However, as from April 1999 all new applicants for asylum have been covered by a new system of direct provision. Accommodation is now provided on a full-board basis (covering food

¹⁶ However, the Government did introduce an exceptional measure allowing asylum seekers who were in the country for more than twelve months on 27 July 1999, and were still awaiting a determination of their application for refugee status, to be given the right to seek work. These rules also applied to those who sought asylum prior to that date, as soon as they crossed the twelve-month threshold. The decision effectively meant that those asylum seekers whose applications were live at that time could, once the waiting period extended beyond twelve months, lawfully seek employment and that requests from employers for work permits to employ them would be facilitated. However, this was, in effect, a once-off measure and the Government has stated that there are no plans to repeat it.

and other necessary domestic requirements), supplemented by special reduced welfare payments.¹⁷

(iii). *Deportations*. It was inevitable that, under the new arrangements as described, once the processing of asylum applications gathered momentum and final decisions began to be made in significant numbers, attention would focus deportations or repatriations. As in other countries, this has proved to be a difficult and controversial issue, involving legal challenges and controversy in relation to individual cases where deportation appears to be inappropriate or unjust. There were 365 deportations carried out on the basis of statutory Deportation Orders in 2001. In order to facilitate the process the Irish Government has concluded, or is in the process of concluding, Readmission Agreements with Romania, Nigeria, Poland and Bulgaria. These are designed to provide a structured repatriation procedure for the return of the nationals of these States who are residing in Ireland without authorisation. The arrangements with Nigeria have encountered particular criticism arising from some of the sentences imposed on women by Islamic courts in that country.

(v). *Births to Female Asylum Seekers*. Another controversial factor that has emerged more recently relates to claims that a large proportion of women asylum seekers are pregnant when they enter the country. Proportions of up to one half or more have been mentioned in the media in this context. The fact that the Irish Constitution guarantees (without qualification) that any person born in Ireland is an Irish citizen is considered to be a relevant influence. In this regard, Ireland is one of the few, if not the only, country to have such a legal statute. Moves to deport unsuccessful asylum seeker applicants who are also parents in these circumstances have been challenged in the High Court, but the Government's decision to proceed with the deportations was upheld. These judgements have been appealed to the Irish Supreme Court, however, and a final outcome is awaited.

(vi). *Accelerated Procedures for Asylum Determination*. There has also been controversy surrounding this issue which relates primarily to the fast-track procedures for determining whether applications for asylum are "manifestly unfounded". There has been a large increase in the number of such decisions recently, giving rise to concern that some applications for asylum were not being adequately considered. However, a recent High Court judgement upheld the established procedures, noting in particular that the absence of provision for an oral hearing on appeal did not infringe the applicant's right to natural and constitutional justice.

¹⁷ These payments are 19 euro per week for an adult and 9.50 euro for a child.

Table 1. Population of Ireland (Republic) Since 1841

<i>Year</i>	<i>Population</i> (<i>'000</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
1987	3,546
1988	3,531
1989	3,510
1990	3,506
1991	3,526
1992	3,553
1993	3,572
1994	3,583
1995	3,598
1996	3,626
1997	3,661
1998	3,705
1999	3,745
2000	3,787
2001	3,839
2002	3,897

1. Armed Forces excluded.

Sources: (a) Census of Population 1996.Vol I. Population Classified by Area.

(b) CSO (2002). *Population and Migration Estimates, April 2002.*

Table 2. Components of Population Change in Intercensal Periods 1871-2002

<i>Intercensal Period</i>	<i>Population Change</i>	<i>Natural Increase (i.e., births less deaths)</i>	<i>Net Migration</i>
<i>Annual Averages</i>			
1871-1881	-18,317	+31,855	-50,172
1881-1891	-40,133	+19,600	-59,733
1891-1901	-24,688	+14,954	-39,642
1901-1911	-8,214	+17,940	-26,154
1911-1926	-11,180	+15,822	-27,002
1926-1936	-357	+16,318	-16,675
1936-1946	-1,331	+17,380	-18,711
1946-1951	+1,119	+25,503	-24,384
1951-1961	-14,226	+26,652	-40,877
1961-1971	+15,991	+29,442	-13,451
1971-1981	+46,516	+36,127	+10,389
1981-1991	+8,231	+28,837	-20,606
1991-1996	+20,074	+18,426	+1,648
1996-2002	+45,200	+22,200	+21,900
<i>Rates per 1,000 average population</i>			
1871-1881	-4.6	+8.0	-12.7
1881-1891	-10.9	+5.3	-16.3
1891-1901	-7.4	+4.5	-11.9
1901-1911	-2.6	+5.6	-8.2
1911-1926	-3.7	+5.2	-8.8
1926-1936	-0.1	+5.5	-5.6
1936-1946	-0.4	+5.9	-6.3
1946-1951	+0.4	+8.6	-8.2
1951-1961	-4.9	+9.2	-14.1
1961-1971	+5.5	+10.2	-4.6
1971-1981	+14.5	+11.3	+3.2
1981-1991	+2.4	+8.3	-5.9
1991-1996	+5.6	+5.2	+0.5
1996-2002	+12.0	+5.9	+5.8

Sources: (a). Commission on Emigration, Reports (1954); Census of Population of Ireland 1996.
(b). CSO (2002). *Population and Migration Estimates, April 2002.*

Table 3. Gross and Net Migration Flows, 1987-2002.

<i>Year (ending April)</i>	<i>Outward</i>	<i>Inward</i>	<i>Net</i>
		(000)	
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	29.0	44.0	+15.0
1998	21.2	44.0	+22.8
1999	29.0	47.5	+18.5
2000	22.3	42.3	+20.0
2001	19.9	46.2	+26.3
2002	18.8	47.5	+28.8

Source. CSO (2000). *Population and Migration Estimates, April 2000*.

Note. These figures are taken from the CSO series of Labour Force Surveys/Quarterly National Household Surveys. The immigration estimates relate to those persons resident in the country at the time of the survey and who were living abroad at a point in time twelve months earlier. Virtually all of the survey-based immigration flow data contained in this report are derived on this basis.

Table 4. Total Population classified by Nationality, 1983 – 2002

Nationality	1983	1996	1997	1998	1999	2000	2001	2002
				(000)				
Irish	3422.2	3508.3	3546.2	3593.8	3626.7	3660.4	3687.7	3715.2
UK	65.5	71.3	64.4	66.2	68.8	66.9	74.0	74.1

Other EU		15.4	16.4	19.0	20.8	25.3	25.2	27.3
Non EU	17.3	30.8	33.1	25.7	28.4	34.3	52.2	80.4
USA	8.9	12.7	11.3	10.0	9.9	8.0	10.2	10.2
Other	8.4	18.1	21.8	15.7	18.5	26.3	42.0	70.2
Total	3505.0	3626.1	3660.6	3704.8	3744.5	3786.9	3839.1	3897.0
Foreign Population	82.8	117.5	113.9	110.9	118.0	126.5	151.4	181.8
%	2.4	3.2	3.1	3.0	3.2	3.3	3.9	4.7

Source. CSO. (a) Annual Series of Labour Surveys, 1983-1997

(b) Quarterly National Household Surveys 1998-2002 (second quarter).

Table 5. Annual Estimates of Total Numbers at Work, Unemployed and Net Migration, 1983-2002

<i>Year (April)</i>	<i>At Work</i>	<i>Unemployed</i>	<i>Labour Force</i>	<i>Unemployment Rate</i>	<i>Net External Migration⁽¹⁾</i>
		<i>(000)</i>		<i>%</i>	<i>('000)</i>
1983	1144	181	1325	13.6	-14
1984	1122	204	1326	15.4	-9
1985	1099	222	1321	16.8	-20
1986	1095	226	1321	17.1	-28
1987	1108	225	1333	16.9	-23
1988	1112	217	1329	16.4	-42
1989	1113	197	1311	15.1	-44
1990	1152	175	1326	13.2	-23
1991	1147	198	1345	14.7	-2
1992	1165	207	1372	15.1	+7
1993	1183	220	1403	15.7	0
1994	1221	211	1432	14.7	-5
1995	1282	178	1459	12.2	-2
1996	1328	179	1507	11.9	+8
1997	1380	159	1539	10.3	+15
1998	1494	127	1621	7.8	+23
1999	1591	97	1688	5.7	+19
2000	1671	75	1746	4.3	+20
2001	1717	65	1782	3.6	+26

2002 1750 77 1827 4.2 +29

Sources: (1) CSO Annual Series of Labour Force Surveys, 1983-1997.
(3) CSO (1999). Quarterly National Household Survey, 1998-2002
(second quarter).
(4) CSO (2002). *Population and Migration Estimates, April 2002.*

Notes

- (1) The labour force data are defined according to ILO concepts.
- (2) The net migration figures relate to the year ending April.

Table 6. Population aged 15 years and over by Nationality and Labour Force Status, 1998-2002.

Nationality	1998	1999	2000	2001	2002
			(000)		
<i>Irish</i>					
Labour Force	1567.4	1630.4	1681.6	1699.6	1727.6
Inactive	1208.1	1185.8	1174.2	1186.2	1190.2
Total	2775.5	2816.2	2855.8	2885.8	2917.8
<i>All Non-Nationals</i>					
Labour Force	53.3	57.7	63.9	82.1	99.5
Inactive	40.4	42.6	42.9	49.3	57.4
Total	93.7	100.3	106.8	131.4	156.9
<i>United Kingdom</i>					
Labour Force	32.7	34.4	34.4	38.0	39.1
Inactive	23.3	22.7	20.6	23.9	23.4
Total	56.0	57.1	55.0	61.9	62.5
<i>Other EU</i>					
Labour Force	10.9	12.9	16.2	18.0	19.2
Inactive	6.2	6.4	7.0	6.1	6.5
Total	17.1	19.3	23.2	24.1	25.7
<i>Non-EU</i>					
Labour Force	9.7	10.4	13.3	26.1	41.1
Inactive	10.9	13.5	15.3	19.3	27.6
Total	20.6	23.9	28.6	45.4	68.7
<i>Total</i>					
Labour Force	1620.7	1688.1	1745.5	1781.7	1827.1
Inactive	1248.5	1228.4	1217.1	1235.5	1247.6
Total	2869.2	2916.5	2962.6	3017.2	3074.7

Source. CSO. Quarterly National Household Surveys, 1998-2001 (second quarter).

Table 7. Unemployment Rates by Nationality, 1998-2002.

Nationality	1998	1999	2000	2001	2002
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		(%)				
Irish		7.7	5.7	4.2	3.6	4.2
All Nationals	Non-	10.9	7.6	6.3	4.9	5.1
Total		7.8	5.7	4.3	3.7	4.2

Table 8. Estimated Immigration flows classified by Age, 1990-2002

<i>Year (ending April)</i>	<i>In-migration</i>					<i>Total</i>
	<i>0-14</i>	<i>15- 24</i>	<i>25-44</i>	<i>45- 64</i>	<i>65+</i>	
Persons	<i>(000)</i>					
1991	5.2	9.3	14.6	2.5	1.7	33.3
1992	6.2	12.5	16.5	4.1	1.4	40.7
1993	5.3	10.3	14.5	3.6	0.8	34.7
1994	4.4	9.7	12.1	3.1	0.9	30.1
1995	5.3	8.0	14.6	2.6	0.7	31.2
1996	6.6	10.9	16.9	3.6	1.2	39.2
1997	6.4	13.8	18.2	4.4	1.3	44.0
1998	7.2	12.0	19.1	4.2	1.6	44.0
1999	6.3	15.1	21.5	3.7	0.9	47.5
2000	5.0	14.0	19.6	3.0	0.7	42.3
2001	5.4	12.9	24.4	3.0	0.4	46.1
2002	5.3	14.8	23.9	3.0	0.7	47.7
Males						
1991	2.7	4.5	8.0	1.4	0.9	17.6
1992	3.4	6.0	9.3	2.4	0.8	21.8
1993	2.9	4.2	7.8	2.0	0.5	17.4
1994	2.4	4.0	6.3	1.6	0.4	14.8
1995	2.6	3.2	7.5	1.3	0.2	14.7
1996	3.1	4.2	8.7	2.2	0.6	18.8
1997	2.9	5.9	9.6	2.4	0.8	21.6
1998	3.3	4.9	10.7	2.1	0.9	21.8
1999	3.1	6.0	11.6	2.1	0.6	23.4
2000	2.5	5.6	11.0	1.8	0.4	21.3
2001	2.6	5.0	13.7	1.6	0.2	23.1
2002	2.3	5.9	12.3	1.8	0.3	22.6
Females						
1991	2.6	4.8	6.5	1.1	0.8	15.8
1992	2.8	6.5	7.2	1.7	0.6	18.9
1993	2.6	6.0	6.6	1.6	0.4	17.3
1994	2.0	5.7	5.8	1.4	0.4	15.3
1995	2.7	4.8	7.1	1.3	0.5	16.5

1996	3.6	6.7	8.1	1.3	0.6	20.4
1997	3.5	7.8	8.6	2.0	0.5	22.4
1998	3.4	7.0	8.5	2.1	0.7	22.2
1999	3.2	9.1	9.9	1.6	0.3	24.1
2000	2.4	8.4	8.6	1.2	0.3	21.0
2001	2.8	7.9	10.7	1.4	0.2	23.0
2002	3.0	8.9	11.6	1.2	0.4	25.1

Source. CSO (2002). *Population and Migration Estimates, April 2002*

Table 9. Gross Immigration Flows by Nationality, 1987-2002.

<i>Year (to April)</i>	<i>Irish</i>	<i>UK</i>	<i>Other EU</i>	<i>USA</i>	<i>Other</i>	<i>Total</i>	<i>Numerical Total (000)</i>
			%				
1987	64.1	16.3	5.6	5.2	8.8	100.0	17.2
1988	60.1	19.1	6.1	6.6	8.1	100.0	19.2
1989	67.9	15.5	6.2	2.2	8.2	100.0	26.7
1990	64.7	13.8	7.7	3.9	9.9	100.0	33.3
1991	67.8	16.6	6.0	3.4	6.2	100.0	33.3
1992	62.7	15.8	10.1	4.1	7.3	100.0	40.7
1993	57.6	17.0	9.5	7.2	7.5	100.0	34.7
1994	55.8	20.9	11.0	6.6	5.6	100.0	30.1
1995	56.4	18.6	10.3	4.8	9.9	100.0	31.2
1996	45.2	21.2	12.8	10.2	10.7	100.0	39.2
1997	46.6	18.6	12.5	9.5	12.5	100.0	44.0
1998	52.7	18.9	13.2	5.0	10.2	100.0	44.0
1999	54.5	16.6	14.3	5.3	9.3	100.0	47.5
2000	43.0	16.8	16.8	5.2	18.2	100.0	42.3
2001	39.3	15.2	12.6	6.1	26.6	100.0	46.2
2002	37.9	10.7	12.8	4.0	34.5	100.0	47.5

Sources. (a) Punch A and Finneran C (1999). *The Demographic and Socio-economic Characteristics of Migrants, 1986-1996*. Paper read to the Statistical and Social Inquiry Society of Ireland, May 1999.

(b) CSO (2002). *Population and Migration Estimates, April 2002*

Table 10 (a). Migratory Inflows into Employment by Nationality, 1999-2002.

Year	Irish	EU	Other	Total
		(000)		
1999	14.9	7.2	1.9	24.0
2000	10.1	8.1	3.3	21.4
2001	10.4	7.4	8.4	26.0
2002	10.5	5.8	9.8	26.1
		%		
1999	62.1	30.0	7.9	100.0
2000	47.2	37.9	15.4	100.0
2001	40.0	28.5	32.3	100.0
2002	40.2	22.2	37.5	100.0

Table 10 (b). Migratory Inflow into Employment by Occupation, 1990-2002

Occupation	1990	1995	1999	2000	2001	2002
			%			
Managers, Professionals	34.6	41.9	42.9	41.1	40.0	36.0
Clerical	10.1	11.9	13.3	11.7	8.5	10.3
Craft	17.0	10.9	11.3	9.8	11.9	10.0
Service	17.5	20.3	19.6	22.4	21.9	23.8
Semi-Skilled, Unskilled	20.7	15.0	12.9	15.0	17.7	19.9
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total Employment Inflow (000)	18.3	15.7	24.0	21.4	26.0	26.1

Source for Tables 10(a) and 10(b). CSO Quarterly National Household Survey.

Table 11. Total Work Permits Issued and Renewed, 1995-2001

Year	1995	1996	1997	1998	1999	2000	2001
Permits Issued	2,674	2,373	2,883	3,830	4,602	15,735	29,961
Permits Renewed	1,605	1,397	1,609	1,886	1,660	2,271	6,485
Total	4,279	3,770	4,492	5,716	6,262	18,006	36,446
Percentage Renewed	37.4	32.6	42.7	42.0	29.0	36.3	36.0

Note. The percentage renewed is calculated on the basis of the total for the previous year (t-1)

Table 12: Work Permits Issued and Renewed by Global Region of Nationality, 1995 to 2001

<i>Region</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998</i>	<i>1999</i>	<i>2000</i>	<i>2001</i>
	<i>No. of Permits</i>						
USA, Canada	722	898	1416	1645	1075	1851	1470
Australia	137	173	218	312	347	768	1098
India	604	235	267	446	390	644	757
Japan	188	210	249	248	191	176	205
Pakistan	759	358	199	224	254	468	821
Philippines		33	73	63	156	991	2472
South Africa		69	104	178	352	637	2305
Baltic States				17	285	3351	8346
Other Eastern				515	975	4673	11646

Europe							
Other Countries	1757	1794	1966	2068	2237	4447	7326
Total	4279	3770	4492	5716	6262	18006	36446

Source for Tables 11 and 12. Department of Enterprise, Trade and Employment

Notes.

(1). The figures for The Philippines and South Africa for 1995 are included with “Other Countries”

(2). “Other Eastern Europe” includes the Czech Republic, Poland, Hungary, Slovakia, Slovenia, Croatia, Bosnia, Bulgaria, Macedonia, Yugoslavia and the countries of the former Soviet Union. Prior to 1998 the data for these countries, and for the Baltic States, are included with “Other Countries”.

Table 13. Number of Work Permits Issued and Renewed in 2001 classified by Country of Nationality

Nationality	New Permits	Renewals	Total Issued
Albania	27	0	27
Algeria	80	11	91
Argentina	40	11	51
Armenia	10	1	11
Australia	886	212	1098
Bahrain	10	1	11
Bangladesh	359	175	534
Belarus	703	73	776
Bosnia Herzegovina	35	8	43
Botswana	11	0	11
Brazil	706	290	996

Bulgaria	443	75	518
Cameroon	9	2	11
Canada	381	114	495
Chile	14	3	17
China	806	167	973
Colombia	16	6	22
Croatia	115	36	151
Cuba	12	0	12
Czech Republic	1176	278	1454
Ecuador	10	1	11
Egypt	95	45	140
Estonia	1004	68	1072
Ghana	18	0	18
Hong Kong	98	89	187
Hungary	472	85	557
India	493	264	757
Indonesia	22	6	28
Iran	19	8	27
Iraq	10	2	12
Jamaica	18	4	22
Japan	121	84	205
Jordan	9	2	11
Kazakhstan	21	9	30
Kenya	13	5	18
Korea Republic of (South)	24	9	33
Latvia	3699	666	4365
Lebanon	16	4	20
Libya	13	3	16
Lithuania	2557	352	2909
Macedonia (FYR)	8	3	11
Malaysia	793	271	1064
Malta	22	5	27
Mauritius	11	2	13
Mexico	48	17	65
Moldova	413	54	467
Morocco	60	22	82
Myanmar (Formerly Burma)	37	5	42
Nepal	17	18	35
New Zealand	464	126	590

Table 13 (contd). Number of Work Permits Issued and Renewed in 2001 classified by Country of Nationality

Nationality	New Permits	Renewals	Total Issued
Nigeria	90	19	109
Oman	9	3	12
Pakistan	617	204	821
Peru	13	1	14
Philippines	1917	555	2472
Poland	2082	415	2497
Romania	1574	202	1776
Russian Federation	1131	312	1443
Singapore	23	8	31
Slovakia	403	62	465
Slovenia	7	4	11
South Africa	2034	271	2305
Sri Lanka	59	7	66
Sudan	21	4	25
Switzerland	144	78	222
Syria	23	9	32
Tanzania	12	9	21
Thailand	428	42	470
Trinidad & Tobago	18	8	26
Tunisia	76	9	85
Turkey	89	31	120
Ukraine	1171	163	1334
United Arab Emirate	11	1	12
United States of America	720	255	975
Venezuela	9	8	17
Vietnam	43	3	46
Yugoslavia (Federation)	85	32	117
Zimbabwe	161	38	199
Other Countries	547	40	587
Total	29961	6485	36446

Table 14: Sectors in which Non-EEA Nationals were Employed under Work Permits, 1990-2001

<i>Sector</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998</i>	<i>1999</i>	<i>2000</i>	<i>2001</i>
<i>Permits Issued and</i>							
Agriculture	25	51	69	70	449	2980	5,714
Industry	385	428	643	705	414	1750	3,119
Services	3869	3291	3780	4941	5130	13276	27,60
<i>Medical, Nursing,</i>	<i>2120</i>	<i>969</i>	<i>609</i>	<i>620</i>	<i>720</i>	<i>1360</i>	<i>2,252</i>
<i>Catering</i>	<i>359</i>	<i>398</i>	<i>540</i>	<i>607</i>	<i>694</i>	<i>3920</i>	<i>9,129</i>
<i>Education</i>	<i>208</i>	<i>222</i>	<i>253</i>	<i>298</i>	<i>304</i>	<i>370</i>	<i>480</i>
<i>Domestic</i>	<i>20</i>	<i>29</i>	<i>45</i>	<i>59</i>	<i>80</i>	<i>200</i>	<i>521</i>
<i>Entertainment/Sport</i>	<i>157</i>	<i>373</i>	<i>204</i>	<i>264</i>	<i>246</i>	<i>771</i>	<i>1,142</i>
<i>Other Services</i>	<i>1029</i>	<i>1300</i>	<i>2129</i>	<i>3093</i>	<i>3355</i>	<i>6655</i>	<i>14,07</i>
Total	4279	3770	4492	5716	6262	18006	36,43

Source. Department of Enterprise, Trade and Employment.

Table 15(a). Asylum Seekers 1992-2001

Year	No Applications
1992	39
1993	91
1994	362
1995	424
1996	1179
1997	3883
1998	4626
1999	7724
2000	10938
2001	10325
Total 1992-2001	39591

Table 15(b). Details of Asylum Seekers, 1994-2001.

<i>First Stage Determination</i>			<i>Appeals</i>		
Applications	3946		No. Appeals		11258
	1				
Refused, withdrawn or abandoned	3541	0	Refused, withdrawn or abandoned		6855
Recognised as refugees	1200		Recognised as refugees on Appeal		1267

Source to Tables 15(a) and 15(b). Department of Justice, Equality and Law Reform.

Notes.

(a) The period covered is from 1 January 1994 to 31 December 2001.

(b) The “refused” category includes those applications deemed to be “manifestly unfounded”.

(c) The number of first stage applications outstanding (i.e. awaiting a decision at this stage) at 31/12/2001 was 8,843. The number awaiting a decision on appeal on the same date was 2,641. Thus there was at that time a total of 11,124 applications for which the process of determination had not been completed.

Table 16. Estimated Emigrant Flows classified by Age, 1991-2002.

Year ending April	Out-Migration					Total
	0-14	15-24	25-44	45-64	65+	
Persons						

1991	4.6	19.9	10.5	0.4	0.0	35.3
1992	0.7	22.5	8.8	1.2	0.2	33.4
1993	1.1	23.6	9.1	1.2	0.2	35.1
1994	1.4	24.6	8.2	0.6	0.0	34.8
1995	1.2	22.6	8.5	0.8	0.0	33.1
1996	0.9	21.4	8.1	0.7	0.0	31.2
1997	0.7	17.0	9.6	0.9	0.1	29.0
1998	1.4	11.8	7.0	1.0	0.0	21.2
1999	0.2	15.4	11.9	0.8	0.6	29.0
2000	0.5	12.2	8.5	0.7	0.5	22.3
2001	0.4	10.2	8.5	0.4	0.4	19.9
2002	1.0	9.2	6.9	0.9	0.8	18.8
Males						
1991	2.3	9.5	5.8	0.1	0.0	17.6
1992	0.3	10.8	5.8	0.5	0.1	17.3
1993	0.6	10.9	5.7	0.4	0.0	17.6
1994	0.6	11.6	5.3	0.0	0.0	17.6
1995	0.6	11.8	5.5	0.3	0.0	18.2
1996	0.4	9.8	5.1	0.0	0.0	15.3
1997	0.4	8.2	5.5	0.5	0.1	14.7
1998	0.6	5.6	3.9	0.7	0.0	10.8
1999	0.2	6.7	6.8	0.3	0.3	14.2
2000	0.3	5.6	4.7	0.4	0.1	11.1
2001	0.2	4.5	4.6	0.2	0.1	9.6
2002	0.4	4.2	4.1	0.5	0.4	9.6
Females						
1991	2.3	10.4	4.7	0.3	0.0	17.7
1992	0.4	11.7	3.0	0.7	0.2	16.0
1993	0.5	12.7	3.4	0.8	0.1	17.5
1994	0.7	13.0	2.9	0.6	0.0	17.3
1995	0.6	10.8	2.9	0.5	0.0	14.9
1996	0.6	11.7	3.0	0.6	0.0	15.9
1997	0.3	9.6	4.1	0.3	0.0	14.3
1998	0.8	6.2	3.2	0.3	0.0	10.4
1999	0.1	8.7	5.1	0.5	0.3	14.7
2000	0.2	6.6	3.8	0.3	0.4	11.2
2001	0.2	5.7	3.9	0.2	0.3	10.3
2002	0.6	5.0	2.8	0.4	0.4	9.2

Source. CSO (2002). *Population and Migration Estimates, April 2002*

Table 17. Estimated Emigration Flows by Country of Destination, 1991-2002

<i>Year (ending April)</i>	<i>Out-migration</i>				<i>Total</i>
	<i>UK</i>	<i>Rest of EU</i>	<i>USA</i>	<i>Other</i>	
Persons					<i>(000)</i>
1991	23.0	3.1	4.8	4.4	35.3
1992	16.9	7.5	3.5	5.5	33.4
1993	16.4	7.3	5.6	5.8	35.1
1994	14.8	5.5	9.6	4.9	34.8
1995	13.3	5.1	8.2	6.6	33.1
1996	14.1	5.1	5.2	6.8	31.2
1997	12.9	4.1	4.1	7.9	29.0
1998	8.5	4.3	4.3	4.1	21.2
1999	10.2	4.5	5.4	8.9	29.0
2000	6.3	4.3	3.2	8.5	22.3
2001	5.3	4.1	2.3	8.0	19.7
2002	5.1	3.5	3.5	6.7	18.8
Males					
1991	12.2	1.4	2.3	1.8	17.6
1992	9.4	3.5	2.0	2.4	17.3
1993	8.2	3.4	3.1	3.0	17.6
1994	7.7	2.6	5.0	2.2	17.6
1995	7.8	2.5	4.6	3.2	18.2
1996	6.7	2.2	2.7	3.6	15.3
1997	6.4	1.9	2.5	3.8	14.7
1998	4.5	1.8	2.7	1.9	10.8
1999	5.0	1.8	2.8	4.5	14.2
2000	3.0	1.9	1.7	4.5	11.1
2001	2.3	1.6	1.2	4.4	9.5
2002	2.5	1.6	2.1	3.4	9.6
Females					
1991	10.8	1.7	2.5	2.7	17.7
1992	7.5	4.0	1.5	3.1	16.0

1993	8.2	3.9	2.5	2.9	17.5
1994	7.1	2.9	4.6	2.7	17.3
1995	5.4	2.6	3.6	3.4	14.9
1996	7.4	2.8	2.5	3.2	15.9
1997	6.4	2.2	1.6	4.1	14.3
1998	4.0	2.6	1.6	2.2	10.4
1999	5.2	2.6	2.5	4.4	14.7
2000	3.4	2.4	1.5	4.0	11.2
2001	3.0	2.5	1.1	3.6	10.2
2002	2.6	1.9	1.4	3.3	9.2

Source. CSO (2002). *Population and Migration Estimates, April 2002*

Table 18. Labour market status of third level award recipients who left full-time education, approximately one year after graduation, for selected years in the period 1980-1999².

<i>Status</i>	<i>1980</i>	<i>1985</i>	<i>1990</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998</i>	<i>1999</i>
	%											
At Work in Ireland	80.0	67.4	67.5	65.5	65.3	67.1	69.5	73.1	76.2	78.1	81.9	84.0
Unemployed ³	11.6	16.9	12.2	16.2	15.9	14.6	11.3	9.9	8.5	4.9	5.1	3.5
Emigrated to find work	8.4	15.7	20.3	18.4	18.8	18.3	19.2	17.0	15.3	17.0	12.9	12.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Unemployment Rate ⁴	12.7	20.0	15.3	19.8	19.6	17.9	14.0	11.0	10.0	7.1	5.9	4.0

Sources: (1) Higher Education Authority (2001). *First Destination of Award Recipients in Higher Education (1999)*.

(2) Sexton J.J., B.M. Walsh, D. Hannan, D. McMahon (1991). *The Economic and Social Implications of Emigration*. National Economic and Social Council, Dublin, Report No. 90.

- Notes:*
- (1) The years indicated are the years in which the award recipients actually graduated.
 - (2) Labour market status relates to the position in the Spring of the year following graduation.
 - (3) The "unemployed" category includes those accommodated on manpower schemes.
 - (4) The unemployment rates relate only to the national or domestic labour market.