

EUROPEAN MIGRATION
NETWORK

SATISFYING
LABOUR DEMAND
THROUGH MIGRATION:
IRELAND

Emma Quinn

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EMMA QUINN

2010

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The opinions presented in this report are those of the Irish National Contact Point of the European Migration Network and do not represent the position of the Irish Department of Justice and Law Reform or the European Commission Directorate General Home Affairs.

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ABBREVIATIONS AND IRISH TERMS

<i>Cedefop</i>	<i>European Centre for the Development of Vocational Training</i>
<i>CSO</i>	<i>Central Statistics Office</i>
<i>Dáil</i>	<i>Parliament, lower house</i>
<i>DETI</i>	<i>Department of Enterprise, Trade and Innovation</i>
<i>EGFSN</i>	<i>Expert Group on Future Skills Needs</i>
<i>EPIC</i>	<i>Employment for people from Immigrant Communities</i>
<i>EURES</i>	<i>European Employment Services</i>
<i>EMN</i>	<i>European Migration Network</i>
<i>ESOL</i>	<i>English for Speakers of Other Languages</i>
<i>ESRI</i>	<i>Economic and Social Research Institute</i>
<i>FÁS</i>	<i>Training and Employment Authority</i>
<i>Forfás</i>	<i>Ireland's policy advisory body for Enterprise and Science</i>
<i>Gardaí/Garda Síochána</i>	<i>Police</i>
<i>GNIB</i>	<i>Garda National Immigration Bureau</i>
<i>IBC/05</i>	<i>Irish Born Child Scheme 2005</i>
<i>ICI</i>	<i>Immigrant Council of Ireland</i>
<i>INIS</i>	<i>Irish Naturalisation and Immigration Service</i>
<i>IOM</i>	<i>International Organization for Migration</i>
<i>IRC</i>	<i>Irish Refugee Council</i>
<i>JHA</i>	<i>Justice and Home Affairs</i>
<i>MRCI</i>	<i>Migrant Rights Centre Ireland</i>
<i>NERA</i>	<i>National Employment Rights Authority</i>
<i>NQAI</i>	<i>National Qualifications Authority of Ireland</i>

OECD	<i>Organisation for Economic Cooperation and Development</i>
Oireachtas	<i>Parliament, both houses</i>
OMI	<i>Office of the Minister for Integration</i>
ORAC	<i>Office of the Refugee Applications Commissioner</i>
PPSN	<i>Personal Public Service Number</i>
QNHS	<i>Quarterly National Household Survey</i>
RAT	<i>Refugee Appeals Tribunal</i>
SLMRU	<i>Skills and Labour Market Research Unit</i>
SOC	<i>Standard Occupational Classification</i>
Tánaiste	<i>Deputy Prime Minister</i>
Taoiseach	<i>Prime Minister</i>
UNHCR	<i>United Nations High Commissioner for Refugees</i>
WAPES	<i>World Association of Public Employment Services</i>

EXECUTIVE SUMMARY

1. Introduction

The current study investigates Ireland's approach to satisfying labour market demand through migration in the period 2004-2010. The emphasis is on non-EU economic immigration but information is also provided on EU immigration where relevant. A similar study will be undertaken by each European Migration Network (EMN) National Contact Point (NCP) facilitating an overview of economic migration policy in the EU. Despite the current economic downturn, significant priority is accorded to this area of policymaking at EU level. This is partly because a proactive labour migration policy is one approach policymakers may take in response to the challenges faced by the region associated with demographic ageing.

The number of immigrants moving to Ireland has been increasing since approximately 1996 but it was after the 2004 EU enlargement that immigration reached unprecedented levels, peaking at 109,500 in the year to April 2007. Irish economic conditions have altered dramatically during the reference period of the current study. After two decades of unprecedented economic growth the economy entered into recession in the first quarter of 2008. The most severe economic contraction occurred in 2009: GNP and employment both contracted by over 8 per cent (Joyce, 2010). The annual average unemployment rate has climbed from 6.3 in 2008, 11.8 in 2009 and is expected to exceed 13 per cent in 2010 (Barrett *et al.*, 2010). In the year to April 2009 Ireland returned to net emigration for the first time since 1995: -7,800. This figure reached -34,500 in the year to April 2010 reflecting the much changed economic conditions.

Given these economic conditions an important distinction is drawn in this study between skills shortages (where there is

an insufficient number of trained/qualified individuals exist to meet demand) and labour shortages (where there is an insufficient number of individuals to take up employment in a particular occupation). In the context of the severe economic recession and high unemployment, labour shortages do not currently exist in Ireland while only limited skills shortages can be detected.

The current study provides policy information and data on 'economic migrants'. Where relevant this group is divided into highly skilled, skilled and low skilled workers. Within the Irish economic migration system annual remuneration is used as a proxy for skills. There are three main salary groups in the current Irish system: under €30,000; €30-60,000; and over €60,000. Employment permit holders in these three salary groups may roughly be approximated to low skilled, skilled and highly skilled workers. However, in reality many highly skilled workers are paid below €60,000 per annum.

2. Approach to Economic Migration Policy in Ireland

Ireland is a relatively attractive destination for migrant workers with a widely spoken language and in recent years, high wages. Furthermore with a birth rate around replacement level Ireland does not yet face the demographic challenges experienced by other States. In general workers have been attracted to Ireland without the State actively recruiting to any large extent. As a result Ireland has a relatively liberal system of economic migration which is employer-led and lightly regulated. The market dictates the number of employment permits issued in Ireland and the State licenses the arrangement between employee and employer with an employment permit, after an offer of employment has been made. Effectively the selection of the migrant worker is delegated to the employer by the State.

Ireland's policy on labour migration can be summarised as follows: to meet all labour and skills needs from within the enlarged EEA as far as is possible, and to limit non-EEA labour migration to that of the most highly skilled and hard to find workers.

Immigration stamps give the closest equivalents to 'stock' figures of non-EEA migrant workers in Ireland. There were 135,859 non-EEA nationals, aged 16 and over, holding a stamp 1, 2 or 4 in 2009. These stamps allow the holder to access the labour market under certain conditions.

There have been a number of recent policy changes in relation to economic migration in Ireland in response to the current economic downturn. In April 2009 new arrangements were introduced which had the effect of limiting the allocation of stamps issued in respect of lower-paid jobs. At the same time as these restrictions were introduced, policy changes were made which favoured employment permit holders already in Ireland. For example since August 2009 work permit holders who have been made redundant may remain in Ireland for up to six months to look for employment.

The employment permits system in Ireland is based on two main pieces of legislation: the Employment Permits Act 2003 and the Employment Permits Act 2006. The 2003 Act put the requirement for employment permits on a statutory basis for the first time. The Employment Permits Act 2006 contains detailed provisions regarding the application and renewals processes.

In the current economic climate, with 13 per cent unemployment in 2010, the granting of employment permits can be controversial. The number of new permits granted dropped by 54 per cent between 2008 and 2009. Other debates relating to economic migration include the continuing absence of a statutory long-term residence status due to delays in enacting the Immigration, Residence and Protection Bill 2010. The green card as introduced in January 2007 was intended to lead directly to long-term residence after two years. A growing body of research has emerged pointing to the underemployment of migrant workers in Ireland. Barrett and Kelly (2010) suggest that the labour market disadvantage which immigrants experienced in terms of lower wages and occupational downgrading, has translated to rapid job losses in the recession. There is ongoing concern regarding exploitation of migrant workers, in particular whether the practice of restricting the mobility of workers between employers contributes to the risk of exploitation.

The principal government department with responsibility for developing economic migration policy is the Department of Enterprise, Trade and Innovation (DETI). Policy development is also informed by the Expert Group on Future Skills Needs (EGFSN). Other government departments including the Department of Justice and Law Reform, the Department of Health and Children and the Department of Social Protection work with Department of Enterprise, Trade and Innovation and Department of Education and Science

input on particular policy initiatives. In the case of the Department of Health and Children in particular, bilateral representations may be made regarding labour market policy development relevant to specific groups of workers. The Department of Enterprise, Trade and Innovation also has bilateral contacts with other parties such as employers, ambassadors, NGOs, and the National Employment Rights Authority (NERA). Industry representatives may approach DETI with a business case for easing restrictions on certain niche occupations.

3. Approach to implementing economic migration policy

The Irish employment permits system is employer-led and a permit will only be issued where a job exists. The main mechanism for ‘identifying’ labour/skills demand in Ireland is the labour market needs test, designed to ensure that there is no Irish or EEA national available to fill the vacancy in question. An ‘ineligible occupations list’ for work permit applications and a ‘restricted list’ for lower-paid green card applications also exist. The Department of Enterprise, Trade and Innovation may also adapt the system to current labour market conditions by the application of a labour market needs test, the duration of that test and the eligibility for spousal permits.

In making such decisions DETI first has regard to information gathered by the EGFSN. The EGFSN uses data from the National Skills Database established and maintained by the Skills and Labour Market Research Unit of FÁS. A *National Skills Bulletin* is produced on an annual basis, based on data from the National Skills Database.

The National Qualifications Authority of Ireland (NQAI), which is an agency of the Department of Education and Skills and the Department of Enterprise, Trade and Innovation, provides a qualifications recognition service for non Irish qualifications.

Statistics and Trends

Available data are presented and discussed in section 3.2. Data from the Quarterly National Household Survey show that the proportion of non-Irish nationals is lowest in the high occupational skill grouping. Within the non-Irish groups highly skilled occupations have been dominated by nationals from other EU15 States and by migrants from outside the EU. In skilled and low skilled occupations nationals from the enlarged EU (EU10/12) clearly dominate. Employment permit data show that the percentage of employment permits refused more than doubled between 2008 and 2009 while the number of new permits issued fell by 54 per cent in the same period. The number of renewals decreased by 23 per cent between 2008 and 2009. The policy of limiting non-EEA economic migration to highly skilled workers, defined in an Irish policy context as workers earning over €60,000 per annum, is evident in the growing proportion of permits being issued in the higher salary bands: 9.4 per cent of first time permits issued in 2007 were to workers in this group rising to 16.5 per cent in 2009. The share of first time permits issued to workers in the <€30,000 salary band has declined from 43.8 per cent in 2007 to 31.7 per cent in 2009. Almost two thirds of permits issued to workers earning under €30,000 were spousal permits.

Ireland's healthcare system is heavily dependent on non-EEA workers and Ireland faces ongoing problems attracting the number of healthcare workers required. An arrangement has recently been reached which has the effect that non-EEA non-Consultant Hospital Doctors with a job offer as a Senior House Officer or Registrar in the public health service do not require a work permit. Locum doctors may also enter without an employment permit to work in Irish hospitals. The number of non-EEA doctors working in the State without an employment permit is not recorded centrally.

The 2004 EU enlargement had a pronounced impact on the Irish labour market and Irish society more generally. Barrett and Kelly (2010) show that EU10 nationals have been impacted upon particularly severely by the current recession showing higher losses of employment than either Irish or other non-Irish groups. They also suggest that the rate of outflow for EU10 immigrants was higher than for other immigrant groups between Q1 2008 and Q1 2009.

1. INTRODUCTION

The current study aims to present Ireland's current economic migration policy and to investigate how it is implemented, from the identification of skills and labour needs to the entitlements and/or return of the migrant worker concerned. Developments during the reference period 2004-2010 will be discussed including the impact of the recent economic downturn and subsequent policy adjustments. A key aim of the study is to assess how well the existing economic migration system is meeting the needs of the Irish labour market. Available statistics on the stock of workers in employment by occupational skill level and by national group will be presented along with detailed employment permit data.

Similar studies will be compiled by all European Migration Network (EMN) National Contact Points and a synthesis report will subsequently be produced. The emphasis is on non-EU economic immigration but information is also provided on EU immigration where relevant. The EMN has undertaken this study to support a number of related policymaking initiatives at EU level, including two new legislative proposals on migrant workers.¹ The priority accorded to this area of policymaking at EU level takes account of the significant demographic challenges facing the region in the coming decades. Birth rates have fallen across the continent to historically low levels. On average women in Europe give birth to 1.5 children, furthermore the proportion of women without children is growing. In 2007 in countries including the Czech Republic, Lithuania, Poland and Slovenia the number of children per woman fell below 1.3, the lowest fertility rate ever recorded. In Germany, Italy and Spain the average rate is only

¹ COM (2010) 378: Proposal for a Directive on Intra-Corporate Transferees; COM (2010) 379; Proposal for Common Entry and Residence Conditions for Third-Country Seasonal Workers.

slightly above 1.3. Countries such as Ireland and France have a fertility rate around replacement level.

Decreasing fertility has a direct impact on labour force size. The labour force of the EU27 is currently comprised of 238.6 million people. Eurostat forecasts that at current labour force participation rates, demographic ageing - lower birth rates combined with longer life expectancy - will mean that the labour force will shrink to 229 million in 2025 (-3 per cent) and 207 million in 2050 (-10 per cent).² In the absence of any international migration it is anticipated that this decline will be much greater (-10 per cent by 2025 and -20 per cent by 2050).

States have several options in developing policy to address such challenges: the retirement age may be raised; participation rates of groups such as women and migrants increased; an active family policy promoted; or a proactive labour migration policy pursued. This study investigates the latter policy as it is currently being conceptualised and implemented in Ireland. It is intended that the study will be useful to policy makers, researchers and members of the general public who have an interest in economic migration policy.

The remainder of Chapter One sets out the methodology followed for this study and provides contextual information on the current economic downturn. Chapter Two is concerned with the national 'vision' or approach to economic migration in Ireland. Recent policy changes and the existing legislative framework are described; the main political debates and stakeholders are discussed. Chapter Three addresses the practical implementation of the economic migration system in Ireland. The features of the various permit types are discussed as well as the mechanisms for identifying labour shortages and job matching. Statistics on the labour market and migration are presented and discernable trends discussed. Chapter 4 describes Ireland's limited cooperation with Third Countries in relation to satisfying labour demand through migration. Finally analysis and conclusions are presented in Chapter 5.

1.1 Methodology

² Münz (2009). Based on assumptions of Eurostat's 2008 Convergence Scenario (Europop 2008). Comparing 2050 with 2005.

As with all European Migration Network studies this report was compiled according to commonly agreed specifications. Desk research was undertaken to collect all available information on the subject. Key sources in this regard included the *National Skills Bulletin* 2010 and other outputs of the Expert Group on Future Skills Needs. Press releases and other information on employment permit schemes were accessed on the website of the Department of Enterprise, Trade and Innovation³.

In order to address outstanding information gaps interviews were conducted with the following:

- Skills and Labour Market Research Unit, FÁS
- International Employment Services, FÁS
- Economic Migration Policy Unit, Department of Enterprise, Trade and Innovation.

The Central Statistics Office (CSO) supplied previously unpublished tabulations from the Quarterly National Household Survey, breaking out those in employment by occupational skill group and nationality grouping⁴ from comparable quarters. The CSO also provided a detailed nationality breakdown by occupational skill level from Census 2006. Detailed, previously unpublished data on employment permits were provided by the Department of Enterprise, Trade and Innovation including remuneration bands and nationality breakdowns. The Department of Justice and Law Reform provided data on researchers who enter Ireland under the Researchers Directive.⁵ Definitions and other issues related to the statistical data used are discussed below.

1.2 Definitions and Data

The current study provides information on the following groups, to be known collectively as ‘economic migrants’:

- Highly Skilled. In the Irish policy context annual remuneration is used as an indicator of skill. This is common in employer-led economic migration systems and often deemed to be a better predictor of long-term labour market success than a qualification that employers (other than the one recruiting initially) may not recognise

³ <http://www.deti.ie/>

⁴ Irish; Other EU15; EU12 and Third Countries.

⁵ Council Directive 2005/71/EC.

(Chaloff and Lemaitre, 2009).

The definition of a highly skilled migrant proposed for the current study is derived from Council Directive 2009/50/EC on the conditions of entry and residence of Third Country Nationals for the purposes of highly qualified employment in which ‘highly qualified employment’ is related to the qualifications held by the economic migrant. The closest equivalent to a ‘highly skilled’ migrant in the Irish policy context is a green card holder or a work permit holder with high annual remuneration (over €60,000 per annum). The policy-related discussion and data supplied by the Department of Enterprise, Trade and Innovation rely on this definition. Note that this is an approximation, the reality is that many highly skilled workers such as nurses (SOC3) earn less than €60,000.

Within the stock data derived from the Quarterly National Household Survey highly skilled workers are defined for the purposes of the current study as those in employment in occupations in SOC Major Groups 1-3.⁶ Within Census data highly skilled workers are defined in this study as those in the highest two social classes: professional and managerial and technical.

- Skilled. Skilled workers are defined in this study as workers employed in occupations which fall into SOC Major Groups 4-8.⁷ Within Census data skilled workers are defined as those in the social classes 3 and 4: non-manual and skilled manual. In a policy context such economic migrants will hold employment permits and work in jobs attracting an annual salary of between €30,000 and €60,000.

⁶ Based on the UK Standard Occupational Classification (SOC) with some modifications to reflect the Irish labour market. SOC major groups 1-3 (Managers and Senior Officials; Professional Occupations and Associate Professional & Technical Occupations) are broadly equivalent to ISCO-88 Major Groups 1-3 as requested in the specifications for this study. Note that SOC 1 includes farm managers (i.e. farmers) whose education distribution is skewed towards lower education attainment so, not all SOC 1 are highly skilled.

⁷ Administrative and Secretarial Occupations; Skilled Trades Occupations; Personal Service Occupations; Sales and Customer Service Occupations and Process, Plant & Machine Operatives. Broadly equivalent to ISCO Major Groups 4-8.

- Low skilled. Low skilled workers are defined in this study as workers employed in occupations which fall into SOC Major Group 9.⁸ Within Census data low skilled workers are defined as those in social classes 5 and 6: semi skilled and unskilled. In a policy context such economic migrants will hold employment permits and work in jobs attracting an annual salary of less than €30,000.
- Researcher. The definition of researcher proposed for the current study is derived from Council Directive 2005/71/EC ('Researchers Directive'): 'a Third Country National holding an appropriate higher education qualification, which gives access to doctoral programmes, who is selected by a research organisation for carrying out a research project for which the above qualification is normally required.' As such researchers overlap with highly skilled migrants.

Researchers cannot be separately identified in the Quarterly National Household Survey.⁹ Data on researchers is limited to the number of hosting agreements issued pursuant to the Researchers Directive. The Business Expenditure on Research and Development Survey, which does not identify the nationality of researchers, indicates that there were 13,950 persons engaged in research and development activities in Ireland in 2007. In total there were 8,250 researchers of which 1,200 were engaged as PhD qualified researchers, 2,950 technicians and 2,750 support staff.

Labour force data have been used to indicate the stock of those in employment by occupational skill and nationality groupings. Such labour force surveys in general tend to undercount immigrants. Barrett and Kelly (2008) showed that the QNHS gives a fairly reliable representation of immigrants in Ireland although undercounts of UK and EU12 nationals were identified. The survey was also found to overestimate the proportion of low-skilled migrants (Barrett and Kelly, 2008). Detailed nationality on migrant workers is only available from the Census and therefore is provided for 2006 only (date of last Census). Information on seasonal workers unfortunately

⁸ Elementary Occupations. Broadly equivalent to ISCO Major Group 9.

⁹ The QNHS gathers occupational data according to SOC codes rather than ISCO-88 groups. The Central Statistics Office links SOC Major Groups to ISCO-88 Major Groups to three digits, but cannot do so to four digits as would be required to separately identify 'Research and Development Department Managers'.

cannot be supplied. This group is not identified in any Irish data source and is not separately addressed in Irish economic migration policy.

Department of Enterprise, Trade and Innovation data on employment permits are supplied, with breakdowns by nationality and remuneration. The data are administrative in nature and some small discrepancies can be found in the totals for varying breakdowns provided. The data on 'new' permits include 'repeat new' permits issued to people already in the country (such as people who wish to re-enter employment including Romanian and Bulgarian nationals) as well as first time permits. Limited analysis of data on first time permits is also undertaken separately.

1.3 Context of Current Study

Irish economic conditions have altered dramatically during the reference period of the current study (2004-2010). After two decades of unprecedented economic growth the economy entered into recession in the first quarter of 2008. Between 2003 and 2007 Gross National Product grew by just over 5 per cent per annum (Barrett and Kelly, 2010). Large flows of immigrants were attracted to Ireland to avail of the increased employment opportunities. The number of immigrants moving to Ireland has been increasing since approximately 1996 but it was after the 2004 EU enlargement that immigration reached unprecedented levels, peaking at 109,500 in the year to April 2007. Between 2005 and 2008 more than 40 per cent of the immigration flow was made up of nationals of the 12 EU States that acceded in 2004 and 2007.

In 2007 economic conditions deteriorated significantly. The global financial crisis led to the bursting of the Irish property bubble and this in turn fundamentally undermined the financial integrity of the main Irish banks. This created a fiscal crisis of the state because revenues had become dependent upon taxes derived from property transactions. The most severe economic contraction occurred in 2009: GNP and employment both contracted by over 8 per cent (Joyce, 2010). In the year to April 2009 Ireland returned to net emigration for the first time since 1995: -7,800. This figure reached -34,500 in the year to April 2010 reflecting the much changed economic conditions.

In 2008 Quarter 1 the labour force was 2.25 million, total employment was 2.14 million and the number unemployed was 110,000.¹⁰ By 2010 Quarter 1 total employment had fallen by 268,000 (13 per cent), 100,000 left the labour force and total unemployment was 279,000. Employment falls have been greater for non-Irish nationals, where the numbers employed fell by 30 per cent, than for Irish nationals, where total employment fell by 9 per cent. Overall, the annual average unemployment rate has climbed from 6 in 2008, 12 in 2009 and is expected to exceed 13 per cent in 2010 (Barrett *et al* 2010).

Given these economic conditions an important distinction should be drawn at the outset of this study between labour and skills shortages. A skills shortage refers to a situation where there are an insufficient number of trained/qualified individuals in the domestic market to meet the demand for an occupation. A labour shortage occurs where there are an insufficient number of individuals willing to take up employment opportunities in a particular occupation. In the context of the severe economic recession and high unemployment, labour shortages do not currently exist in Ireland while only limited skills shortages can be detected.

¹⁰ These are seasonally adjusted numbers from the CSO, total employment and unemployment numbers do not exactly sum to the labour force.

2. APPROACH TO ECONOMIC MIGRATION POLICY IN IRELAND

This Chapter provides information on the overarching approach to economic migration in Ireland. The evolution of labour migration policy in recent years is discussed and the most recent policy changes, mainly in response to the current economic downturn, are presented. Existing legislative provisions and the main institutions involved are described and finally the main relevant debates are outlined and major stakeholders identified. The actual implementation of the employment permits system will be discussed in the following Chapter 3.

2.1 National Vision and Policy on Labour Migration

Ireland has a relatively liberal system of economic migration which is employer-led and lightly regulated relative to other countries such as the US and Australia. There are a number of factors underlying this approach. The country is quite an attractive destination for migrant workers with a widely spoken English language and, in recent years, high wages. As a result workers have been attracted without the State actively recruiting to any large extent. Furthermore Ireland does not yet face the demographic challenges experienced in other countries, at least in the short to medium term, therefore less urgency is attached to this issue. All OECD countries other than Ireland, Mexico and Turkey are projected to experience a decline in working age population, based on the current age structure of the population, by 2020 (Chaloff and Lemaitre 2009).

The market dictates the number of employment permits issued in Ireland and the State licenses the arrangement between employee and employer with an employment permit, after an offer of employment has been made and other relevant eligibility criteria have been met. Effectively the selection of the migrant worker is delegated to the employer by the State. The current employment permits system comprises work permits, spousal/dependent permits, green cards and intra company transfers.¹¹ Collectively these permits are termed employment permits and the main features of each are summarised in Table 3.1. Asylum applicants may not work in Ireland.

At the launch of the new employment permits system in 2007 the Minister for Enterprise, Trade and Innovation stated that labour market policy is a key part of Ireland's economic development strategy in three ways:

1. Up-skilling of the Irish workforce through the implementation of the National Skills Strategy.
2. Maximising the potential for European Economic Area nationals to fill areas of skills shortage.
3. Economic migration policy which is designed to bring in high level skills which are strategically crucial to the development of the economy, and which cannot be sourced from within the EEA.¹²

Ireland's 'national vision' on labour migration can therefore be summarised as follows: to meet all labour and skills needs from within the enlarged EEA as far as is possible, and to limit non-EEA labour migration to that of the most highly skilled and hard to find workers, sourced by way of an employer-led system.

The principal government department with responsibility for developing economic migration policy is the Department of Enterprise, Trade and Innovation (DETI, prior to March 2010 known as the Department of Enterprise, Trade and Employment). Following a cabinet reshuffle the functions of

¹¹ The latter are not dealt with in detail in the current study as the specifications indicated that 'posted workers' should be omitted. Workers in Ireland on intra company transfers will however be counted in most statistical data presented unless otherwise stated.

¹² Address by Minister for Enterprise, Trade and Employment Mr. Micheál Martin, T.D. at the launch of the New Employment Permits Arrangements including the Green Card Scheme. January 24th 2007.

the DETI were reorganised and some responsibilities went to the newly formed Department of Education and Skills¹³ and some to the Department of Social Protection¹⁴. Of particular relevance to the current study was the transfer of the labour market affairs function from the DETI to the Department of Education and Skills. The economic migration policy function and the administration of the employment permits system remains within the DETI.¹⁵ Officials from the DETI acknowledge that the splitting up of labour market and economic policy functions could pose challenges in terms of information sharing and the development of coherent policy in the area.

DETI policy development is informed by the Expert Group on Future Skills Needs (EGFSN) along with other stakeholders discussed in section 2.3.2.

2.1.1 POLICY ON ADDRESSING LABOUR/SKILLS SHORTAGES IN IRELAND AND THE ROLE OF LABOUR MIGRATION

In general non-EEA nationals who wish to remain in Ireland for more than 3 months must register with the Garda National Immigration Bureau (GNIB).¹⁶ Table 2.1 shows the numbers of certificates of registration issued by the GNIB in the period 2004-2009 with stamp 1, 2 and 4. Each of these stamps allow access to the labour market therefore these are the closest equivalents to ‘stock’ figures of non-EEA migrant workers in Ireland (although it excludes those who are residing in Ireland on other grounds, e.g. family, and are also legally employed).

¹³ Previously named the Department of Education and Science.

¹⁴ Previously named the Department of Social and Family Affairs.

¹⁵ In the partnership agreement *Towards 2016* reference was made to a ‘single applications procedure’ for migrant workers. This led to speculation that the implementation of the employment permits system would move to the Irish Naturalisation and Immigration Service. The fact that economic migration policy remains within DETI is interpreted by the Department as an important signal to industry in Ireland and abroad.

¹⁶ The Immigrant Council of Ireland point out that some deviation exists from this standard time period. In practice the immigration officer at point of entry determines the time when registration will become necessary even for a visitor. This can sometimes be as short as one week or, if a person intends to reside in Ireland, the registration process for that purpose can be facilitated immediately provided the relevant pre-clearance is in place.

The number of persons issued with a Stamp 1 decreased by 27 per cent between 2008 and 2009 to 23,417. This decrease may be largely explained by a decline in new employment permits being issued in the context of the current downturn (see Table 3.9).

Table 2.1: Registrations by Immigration Stamp 2004 – 2009

	2004	2005	2006	2007	2008	2009
Stamp 1 issued to non-EEA nationals who have an employment permit or business permission	47,400	30,199	29,872	31,472	32,040	23,417
Stamp 4 issued to people who are permitted to work without needing an employment permit or business permission	38,997	57,220	61,928	63,748	63,794	70,803
Stamp 2 issued to non-EEA national students who are permitted to work under certain conditions	31,338	28,021	29,426	36,019	41,156	41,639
Total Stamp 1, 2 and 4	117,735	115,440	121,226	131,239	136,990	135,859
Total Registrations	133,957	132,137	144,090	155,253	164,344	166,387

Source: Joyce, 2010

Note: This Table supplies a count of stamps which were 'live' during the reference year and could be regarded as closer to a "throughput" than a "snapshot". The holders of some these stamps may have left the State before expiry of their stamp.

As discussed in Section 1.3 an important distinction is drawn in the current study between skills and labour shortages. Ireland experienced significant labour shortages in the early and mid 2000s as exceptional economic growth led to sustained employment growth. In 2000 a work visa and work authorisation programme was introduced to facilitate the recruitment of highly-skilled non-EU nationals in the areas of information and computing technologies, construction professionals, and a broad range of medical, health and social care professions. There were over 15,500 work visa/authorisations issued between 2000 and 2006 when the scheme was discontinued. The Irish work permit system prior to approximately 2003 was almost entirely employer-led with relatively little government intervention. As the number of immigrants coming to Ireland increased the government sought to exercise more control of labour migration. The total number of work permits (new permits and renewals) issued increased dramatically from 6,262 in 1999 to 47,551 in 2003, a more than seven-fold increase.

As discussed above Ireland has pursued a policy of sourcing all but the most scarce and/or highly skilled workers from within the EEA since approximately 2003, in preparation for EU enlargement in 2004. The 2004 EU enlargement was a hugely important event in terms of economic migration to Ireland. Only Ireland, the UK and Sweden granted full labour market access to nationals of the enlarged EU with the result that substantial immigration took place from EU10 states beginning in 2004. EU10 nationals represented 1 per cent of the adult population in 2004 and almost 6 per cent in 2008 (O'Connell and Joyce, 2010). EU10/12 nationals represented 2 per cent of those in employment in Q3 2004 and 8 per cent of those in employment in Q2 2008 (see Table 3.2).

In 2005 a study entitled *Skills Needs in the Irish Economy: The Role of Migration* was submitted by the Expert Group on Future Skills Needs (EGFSN) to the then Minister of Enterprise, Trade and Enterprise and the Minister for Education and Science. This study impacted significantly on subsequent labour migration policy development in Ireland. The EGFSN study argued migration should not be seen as a substitute for up-skilling the resident population and that an economic policy relying on migration to fill labour shortages would result in a constant spiral: immigration is used to address existing labour shortages; this is followed by an increase in consumer demand created by migrants, resulting in new calls for more migration. Highly skilled migrants are more likely to have a positive effect on GDP and it is more likely that such migrants will be equipped with the necessary tools to facilitate integration (e.g. language skills), minimising social costs. The study makes several key findings including:

- Managed economic migration is of benefit to the Irish economy;
- In general, a sufficient pool of potential migrant labour exists within the EEA to meet Ireland's labour requirements at the lower end of the skills continuum;
- The ten EU countries that acceded in 2004 offer the best potential for Ireland in attracting labour at the lower end of the skills continuum;
- The pool of labour available from within the EEA region which is likely to migrate to Ireland contracts significantly at the higher end of the skills continuum;
- Within the EEA, Poland, Lithuania, Latvia, Slovakia, Czech Republic and the UK offer the best opportunity for attracting graduate labour;

- All of Ireland's high skilled migration needs are unlikely to be filled from within the EEA;
- The attractiveness of Ireland to potential migrants in specific sectors varies significantly from country to country and Ireland must compete for highly skilled migrants.

The EGFSN proposed a dual system of dealing with economic migration incorporating a green card system leading to permanent residency and a work permit system which offers temporary employment opportunity in Ireland (Expert Group on Future Skills Needs, 2005).

The *National Skills Strategy* published in 2007 reiterates the policy that labour migration should be viewed as a supporting strategy only to an overall up-skilling of the Irish population. It sets out the objective of creating a knowledge economy in Ireland which by its nature is dependant on a strong supply of scientists, engineers and technologists.¹⁷ It is also argued that Ireland needs a strong supply of researchers in order to meet strategic objectives for science, technology and innovation and to fulfil its EU commitments under the Lisbon agenda. The Skills Strategy asserts that while it is possible to import such skills through immigration channels, it is necessary to ensure that there is an adequate and certain domestic supply of these skills and that appropriate measures should be taken to ensure this is the case (Expert Group on Future Skills Needs, 2006).

The 2009 *National Reform Programme 2008-2010: Progress Report* stated that Ireland faces an ongoing challenge in sourcing highly skilled workers needed to contribute to Ireland's continuing transformation into a knowledge-based and innovation-driven economy (Department of the Taoiseach, 2009).

The situation of rapid economic growth creating a need for large numbers of migrant workers changed in 2008 when the Irish economy went into crisis as discussed in section 1.3. Significantly, Ireland decided to restrict access of Bulgarian and Romanian nationals to the labour market following the

¹⁷ This follows on from the findings of *Ahead of the Curve - Ireland's Place in the Global Economy* by the Enterprise Strategy Group which emphasised a shift towards services as a major driver of GDP and stressed the roles that knowledge-based industries and innovation would play in driving growth.

accession of those two countries to the EU in January 2007. In 2008 the government announced its decision to keep those restrictions in place and review again before the end of 2011. (It is expected the restrictions will be lifted before the end of 2011 for mainly diplomatic reasons.)

Irish labour migration policy is now focussed on trying to attract small numbers of highly skilled, niche workers. Annual salary is used as a proxy for skill in Ireland as discussed further in section 3.1. Table 3.10 indicates that the proportion of first time work permits issued in respect of jobs with an annual salary of less than €30,000 has decreased in recent years but still represents over 30 per cent of total first time permits issued. The proportion of first time permits issued in respect of jobs with annual salaries of over €60,000 has increased from 9 per cent in 2007 to 17 per cent in 2009. The Department of Enterprise, Trade and Innovation note that 'repeat new' permits, issued to people already in the country tend to be in respect of low paid jobs. See section 3.2.2 for further discussion on this issue.

It was planned that highly skilled workers would be attracted by the offer of long-term residence via a green card, but delays in enacting the Immigration, Residence and Protection Bill 2010 have meant that long-term residence is not yet a statutory status (discussed further in 2.3.1.4). Ireland also issues an increasingly limited number of work permits to individuals for more lowly paid jobs. These are for two year periods and may be renewed. They are intended to be temporary permits but do not include a return dimension.

Directive 2009/50/EC the 'Blue Card Directive' introduced an immigration permit for highly qualified workers, which is transferable throughout the EU except in Ireland, UK and Denmark. Ireland did not participate in the application of this Directive largely because the UK's decision not to participate gave rise to concerns regarding impact on the Common Travel Area between the UK and Ireland.¹⁸ In addition officials from the Department of Enterprise, Trade and Innovation indicated

¹⁸ The application of Title IV of the EC Treaty to Ireland and the UK is subject to the provisions of a fourth Protocol to the Treaty of Amsterdam. This fourth Protocol means that Ireland and the UK may opt out of EU measures relating to immigration and asylum. It is a stated Government policy that Ireland will participate in EU immigration related measures to the maximum extent compatible with the Common Travel Area.

that the 'blue card's introduction was deemed to be too close to that of the Irish green card and that the latter was considered to be working sufficiently well.

Attracting and retaining highly skilled non-EU students is an important part of Ireland's economic migration policy. In September 2009 a review of non-EEA student immigration was announced. New proposals included the creation of a two-tier system for students, Tier 1 reserved for degree level and above, Tier 2 for English language and further education sectors, in order facilitate the targeting of initiatives at Tier 1 students. In an initiative designed to retain non-EEA graduates those who graduated on or after 1 January 2007 with a primary, master's or doctorate degree are permitted to remain in Ireland for 6 months under the Third Level Graduate Scheme. This scheme is designed to allow them time to find employment and apply for a work permit or green card permit and during this 6-month period they may work full time.

2.1.2 RECENT POLICY CHANGES

In April 2009 new arrangements were introduced which had the effect of further limiting the allocation of work permits (typically issued in respect of lower-paid jobs).

- Extension of list of occupations ineligible for new work permit applications
- New work permit applications received on or after 1 June 2009, and subsequent renewals of such permits, are subject to increased processing fees
- The spouses/dependants of first time new work permit applications received on or after 1 June 2009 cannot be considered for an employment permit under the spousal/dependant scheme
- New work permit applications received on or after 1 June 2009 are now subject to a labour market needs tests at both first application and renewal stages (previously first application stage only)
- The labour market means test has been extended meaning that it must now be advertised with the FÁS/EURES employment network for at least 8 weeks (previously 4 weeks) and in local and national newspapers for six days
- New arrangements were put in place for applying for future renewal of these permits (including revised fees).

Limitations were also placed on green card applications where the salary payable for the job is in the range €30,000-€59,999 with certain occupations deemed ineligible including: healthcare professionals such as midwives; physiotherapists; psychologists; financial services occupations such as economists; underwriters; claims assessors and analysts. The occupations are still eligible for permit applications if the annual remuneration is €60,000 or more.

At the same time as these restrictions on new non-EEA entrants to the Irish labour market were introduced, policy changes were made which favoured employment permit holders already in Ireland. Since August 2009 work permit holders who have been made redundant may remain in Ireland for up to six months to look for employment. Any new job offer will not be subject to a labour market needs test. Migrant workers who have been legally resident in the State for a continuous period of five years may apply for a five-year residency extension. In this context they may also apply to

work without the need to hold an employment permit. In August 2009 this provision was extended to those made redundant after five years working on an employment permit. A new €500 fee for processing applications under this residency scheme was introduced in 2009.¹⁹ In September 2009, a Scheme was introduced for foreign nationals who became undocumented through no fault of their own after previously holding a work permit. Such persons could apply for a temporary immigration permission of four months within which to seek legitimate employment, or if they are already employed, within which to obtain an employment permit from the Department of Enterprise, Trade and Employment.²⁰ Officials from the Department of Justice and Law Reform point out that these new policy measures were introduced in recognition of the valuable contribution economic migrants have made to recent economic development in Ireland.

Since 2007 a Third-Level Graduate Scheme has been in place which means that non-EEA students who graduated on or after 1 January 2007 with a primary, master's or doctorate degree may be permitted to remain in Ireland for 6 months to find employment and apply for a work permit or green card permit. During this 6-month period they may work full time. A review of the immigration regime for non-EEA students was announced in September 2009 and a new scheme is expected to be introduced which separates non-EEA students into two tiers, facilitating the targeting of supports and incentives to potentially more highly qualified students (Department of Justice and Law Reform, September 2009).

2.2 Legislative And Institutional Framework

2.2.1 THE EXISTING LEGISLATIVE FRAMEWORK TO REGULATE AND FACILITATE ECONOMIC MIGRATION

The employment permits system in Ireland is based on two main pieces of legislation: the Employment Permits Act 2003 and the Employment Permits Act 2006. The Employment Permits Act 2003 was introduced in order to facilitate free access to the Irish labour market by nationals of the new EU Accession States after 1st May 2004. This Act was significant

¹⁹ Fees Regulations (S.I. 287 of 2009).

²⁰ This scheme is now closed and applications are being processed. However the Migrant Rights Centre Ireland indicated that some applications continue to be accepted on a case by case basis.

in that it put the requirement for employment permits on a statutory basis for the first time, along with penalties for non-compliance for both employers and employees. The Employment Permits Act was enacted on 21 December 2006 and set out an enabling structure for a new employment permits system which came into operation in January 2007. The 2006 Act is focussed on the application for, granting of and renewal of permits. The details of the employment permits system exist in an administrative scheme.

Other parts of the migration process such as family reunification are not discussed in primary legislation. Ireland does not currently have a long-term residence status based on statute (relevant to economic migration policy through the green card system) but provision for such a status exists in the Immigration, Residence and Protection Bill 2010.

2.2.1.1 Admission Conditions

The Employment Permits Act 2006 contains detailed provisions regarding the application and renewals processes. Under the 2006 Act either employers or employees may apply for employment permits provided a job offer has been made. The Act dictates that the application for the permit must be accompanied by the appropriate fee and must contain the following:

- Description of the employment including the terms and conditions, the hours of work in each week and the duration of the employment;
- Information on the qualifications, skills or experience that are required for the employment concerned;
- Information on qualifications and skills of the foreign national concerned and supporting documentation where relevant;
- Details on the employment including the remuneration and any deductions for board and accommodation;
- Information on any previous migration to Ireland by the foreign national concerned.

The Act also includes detailed provisions on the renewal of work permits. The 2006 Act stipulates that employment permits are granted to the employee (rather than the employer as in previous practice), a move intended to reduce the potential for exploitation of migrant workers. Furthermore the permit is required to list certain rights and entitlements of the worker concerned including their right to the minimum wage.

It also prohibits recruitment-related deductions from remuneration and the retention by the employer of the employee's personal documents.

The Employment Permits Act 2006 set out an enabling structure for a new employment permits system subsequently introduced as an administrative scheme (the details of which are discussed below). The Minister may refuse to grant an employment permit for a wide range of reasons including a belief that to grant the permit would be 'manifestly inconsistent with economic policy for the time being of the Government'. An unsuccessful applicant may seek an internal review within 21 days of a negative decision. The proportion of permits refused in recent years is shown in Table 3.9.

2.2.1.2 Mechanisms for Identifying Labour/Skill Demands

The main mechanism for 'identifying' labour/skills demand in Ireland is the labour market needs test, designed to ensure that there is no Irish or EEA national available to fill the vacancy in question. The Employment Act 2006 states that an employment permit will not be granted unless the Minister for Enterprise, Trade and Innovation is satisfied that all reasonable steps are taken to offer the job in question to an EEA national. It is also stated that at least 50 per cent of the employees of the employer in question must be EEA/Swiss nationals and that the Minister will have regard to the economic policy of the time when considering an application for a permit.

The 2006 Act provides that the Minister may make Regulations (secondary legislation) which relate to periods of less than two years at a time. Such Regulations may set out:

- Maximum number of employment permits that may be granted overall;
- Maximum number of employment permits that may be granted in respect of a specified economic sector;
- Economic sector(s) sectors which may or may not be the subject of the grant of an employment permit during a specified period;
- Minimum remuneration for the grant of an employment permit;
- Minimum qualifications or skills to be held by the foreign national for the grant of an employment permit.

In making Regulations the Minister may have regard a number of factors and must make an assessment in his or her 'opinion' of:

- The qualifications or skills required for economic and social development and competitiveness;
- The economic sector(s) involved in the achievement of such development and competitiveness;
- The qualifications or skills required for the proper functioning of such economic sector(s).

Significantly the Minister is required under Section 15 (1)(d) of the 2006 Act to make an estimate of the 'shortage or surplus in respect of qualifications or skills...and...what the extent of that shortage or surplus will be'. The mechanism by which the Minister may make such estimates is not specified.

Statutory Instrument (S.I. No. 683 of 2006) Prescribed Fees and Miscellaneous Provisions Regulations 2006 stipulates that vacancies must be advertised in the EURES employment network and in one or more newspapers circulating in Ireland in order to show that a labour market needs test has been undertaken.

2.2.1.3 Return

Neither of the Employment Permits Acts make reference to the return of economic migrants once their employment has terminated. The Employment Permits Act 2006 only states that if a deportation or exclusion order is issued in respect of an individual an employment permit issued to the same person will cease to exist. The Act also states that the period stated in an employment permit shall not exceed 2 years unless otherwise specified in a Regulation arising from the Act. Under Section 3 of the Immigration Act 1999 persons who have held an employment permit and have been legally resident on that basis are considered unlawfully present in the State failing the renewal of their permits and are liable to deportation.

2.3 Political Debate and Involvement of Stakeholders

2.3.1 MAIN POLITICAL AND SOCIAL DEBATES ON MIGRANT LABOUR

2.3.1.1 *Recession, Unemployment and Migrant Labour*

In the current economic climate, with 13 per cent unemployment in 2010, the granting of employment permits can be controversial.²¹ The number of new permits granted dropped by 54 per cent between 2008 and 2009.

The employment of non-EEA nationals in the healthcare sector is often particularly contentious, especially in the context of the moratorium on public sector recruitment and promotion issued in March 2009 which is to last until at least the end of 2010.²² The 2010 *National Skills Bulletin* indicates that there are skills shortages in many health-related occupations including medical practitioners; advanced nursing practitioners; senior therapists including occupational therapists and physiotherapists; medical radiographers and dentists. In 2010 just over 30 per cent of new employment permits were issued to health care workers. The reasons behind the ongoing demand for non-EEA healthcare sectors workers are complex and are explored further in section 3.2.2.2.

Barrett and Kelly (2010) have shown that the recession has been particularly severe on non-Irish workers with large losses in employment and high unemployment (see section 3.2.2.3 for a more detailed discussion of the findings). There has been concern expressed in some sections of the media that welfare payments owed to non-Irish economic migrants may be increasing government expenditure at a time when public finances are in crisis. Barrett and Kelly's work appears to indicate that a significant number of migrant workers are leaving the country rather than appearing in the unemployment figures. However it may be too early in the recession to draw decisive conclusions on migration patterns, particularly return. Barrett and McCarthy (2007) found that in general immigrants in Ireland appear to use welfare less

²¹ See for example The Irish Independent, 12th October 2010. "Thousands of workers 'imported' despite job crisis".

²² In response to deteriorating economic conditions the government introduced a recruitment and promotions moratorium in March 2009. This is an attempt to reduce the public service pay and pensions bill, which stood then at €20 billion per annum and accounted for around 36 per cent of total Government expenditure. Department of Finance, March 2009.

intensively than Irish nationals, although the research is based on 2004 data. During the reference period immigrants tended to be over represented in vulnerable sectors that have experienced significant job losses such as construction, hotels and restaurants and wholesale and retail sectors (see Table 3.5). However Barrett and Kelly's analysis suggests that because the rate of job losses is higher for immigrants than Irish in most sectors the large employment losses were not solely the result of being in vulnerable sectors.

2.3.1.2 Occupational Gap

It is by now well known that Ireland's immigrants have tended to be well educated. A significant body of research also points to the fact that they tend to be under-employed. McGinnity *et al* (2006) found almost two-thirds of work permit holders reported that they are overqualified for their current job. Barrett *et al* (2006) also found an occupational gap and indicated that it may be related to English language skills because UK and US immigrants did not appear to suffer the same disadvantage. Possible reasons for the under attainment of immigrants in the labour market are proposed: recently arrived immigrants may lack local labour market knowledge and so accept jobs below those appropriate to their skill levels while they search for better jobs. O'Connell and McGinnity (2008) also found that unemployment is considerably higher among non-Irish nationals. In general non-Irish nationals are shown to be less likely than Irish nationals to secure more privileged jobs in the occupational structure. It was found that non-Irish nationals are three times more likely to report having experienced discrimination while looking for work than Irish nationals, even after controlling for differences in gender, age and education between the groups. In the workplace too, non-Irish nationals are twice as likely to report experiencing discrimination as Irish nationals.

Barrett and Duffy (2008) control for factors such as age and education and again show that immigrants are less likely to be in higher-level occupations. The authors conclude that there is an absence of evidence of increased labour market integration of immigrants over time and the lack of upward mobility in terms of occupational attainment. It is suggested that EU10 nationals who arrived before 2004, i.e., before full rights to work applied, may have been working illegally and that it has proved difficult to break out of a weak labour market situation. Other possible explanations for the lack of integration include discrimination, weak language skills and the non-recognition of

qualifications. The occupational gap is particularly pronounced for EU10 nationals. The Migrant Rights Centre Ireland (MRCI) points to the work permit system as a deterrent to the progression of non-EEA migrant workers, due to the fact that a permit is issued in respect of a specific job and to move jobs would require a new permit application.

In their recent analysis of the impact of the recession on immigrants Barrett and Kelly (2010) suggest that the labour market disadvantage which immigrants experienced in terms of lower wages and occupational downgrading, has translated to rapid job losses in the recession.

2.3.1.3 Exploitation of Migrant Workers

As mentioned above the Employment Permits Act 2006 contained a number of new provisions that improved the protections for migrant workers. The Employment Compliance Bill 2008 contained further measures which would strengthen the ability of the State to secure improved compliance with employment legislation, and establish the National Employment Rights Authority on a statutory footing. This Bill has not yet been enacted.

At present employment permit holders may only move employer after 12 months in the original position and must apply for a new employment permit and pay the appropriate fee (€1,000) to do so. While the new permit is being processed the person is not allowed to work. They also may not take up employment in an ineligible sector. NGOs, notably the Migrant Rights Centre Ireland, have campaigned for migrant workers to be granted greater mobility in employment. The MRCI allege that the current system puts the welfare of some migrant workers at risk by making it too difficult for them to leave exploitative work situations (Migrant Rights Centre Ireland, March 2010). The Migrant Rights Centre Ireland also argues that Section 8 of the Employment Permits Act 2006 has not been fully implemented. It is stated that Section 8 should have the effect that if an employment permit is issued directly to the foreign worker rather than the employer, the permit should apply to the specified sector rather than being limited to the specified job.

The Department of Enterprise, Trade and Innovation argues that it is important from both immigration and economic planning perspectives to retain control of where migrant workers are working and that the ineligible occupations lists are not sufficient in this regard. It is also

countered that by ensuring the traceability of migrant workers the National Employment Rights Authority are more able to conduct inspections and thereby maintain employment standards.

In 2009 a new scheme was introduced for non-EU migrant workers who have become undocumented through no fault of their own. Such migrants can obtain a temporary immigration permission of four months within which to seek legitimate employment, or, if they are already employed, within which to obtain an employment permit from the Department of Enterprise Trade and Innovation.

2.3.1.4 Long-Term Residence

Ireland does not yet have a long-term residence status based on statute. In April 2007 the first Immigration, Residence and Protection Bill was published, which attempted to codify many of the disparate instruments and administrative practices in order to present coherent managed immigration policies. The status of long-term residency was provided for in the Bill. The 2007 Bill fell with the General Election and change of government in June 2007 and was followed with a new Immigration, Residence and Protection Bill 2008. The 2008 Bill was subsequently withdrawn due in part to the several hundred amendments proposed. A consolidated 2010 Immigration, Residence and Protection Bill has since been introduced though not yet introduced to the Dáil.

As discussed in section 2.1.2 migrant workers who have been legally resident in the State for a continuous period of five years or more on the basis of an employment permit may apply under an administrative scheme for a five-year residency extension and may apply to work without the need to hold an employment permit. A new €500 fee was introduced in 2009 for the processing of such applications.

The green card as introduced in January 2007 was intended to lead directly to long-term residence after two years. The Immigrant Council of Ireland (ICI) have highlighted that the granting of renewable 5-year residence permits is out of line with the practice of granting permanent residence in other EU Member States where Council Directive 2003/109/EC applies concerning the status of Third Country Nationals who are long-term residents. The delays in enacting the necessary legislation mean that this promise cannot yet be fulfilled. In practice green card holders who reach the end of their initial

two year residence may have their residence permission renewed for an additional two years (recently increased from one year). This results in more insecurity around the immigration status of green card holders than was originally planned.

2.3.2 DIALOGUE WITH RELEVANT STAKEHOLDERS

Policy making in relation to economic migration is led by the Department of Trade and Innovation in cooperation with the Department of Education and Skills. Most international-level dialogue takes place through the EU, for example in the development of the EU Asia Strategy. Ireland has no significant contacts with Third Countries in relation to economic migration policy development.

There are a range of domestic stakeholders who have input through formal and less formal channels. The main parties are described below:

- Expert Group on Future Skills Needs²³ (EGFSN) operates under the aegis of Forfás. It advises the Irish Government on current and future skills needs of the economy and on other labour market issues that impact on Ireland's enterprise and employment growth. It has a central role in ensuring that labour market needs for skilled workers are anticipated and met, thus influencing formation of labour migration policy.

The EGFSN is comprised of a range of representatives including those from the following bodies:

- Department of Enterprise, Trade and Innovation;
- Department of Education and Skills;
- Department of Finance;
- Forfás (Ireland's policy advisory body for enterprise and science, also the Head of EGFSN Secretariat);
- Business and employers groups;
- Trade Unions;
- Educational bodies.

²³ <http://www.skillsireland.ie/>

- Forfás²⁴, Ireland's national policy advisory body for enterprise and science acts as Secretariat of the EGFSN. Forfás was established in 1994 as an agency of the Department of Enterprise, Trade and Innovation.
- FÁS²⁵ is Ireland's Training and Employment Authority. Currently the Board of FÁS is appointed by the Minister for Enterprise, Trade and Innovation. The organisation is under review at present and it is likely that its functions will be divided between the Department of Enterprise, Trade and Innovation, the Department of Education and Skills and the Department for Social Protection.²⁶ At present FÁS' functions include the operation of training and employment programmes and the provision of an employment/recruitment service. FÁS administers the labour market needs test which must be conducted before an employment permit is issued and contains the Skills and Labour Market Research Unit (SLMRU) which maintains the national skills database and supports the research activities of EGFSN.
- Other government Departments including the Department of Justice and Law Reform, the Department of Health and Children and the Department of Social Protection work with Department of Enterprise, Trade and Innovation and Department of Education and Science on particular policy initiatives. In the case of the Department of Health and Children in particular, bilateral representations may be made on employment permit requirements (see section 3.2.2.2).
- The DETI also consults with the Garda National Immigration Bureau, the Office of the Revenue Commissioners and the National Employment Rights Authority²⁷ on matters related to enforcement of employment permits legislation.

²⁴ <http://www.forfas.ie/>

²⁵ <http://www.fas.ie/en/>

²⁶ Prior to the departmental reshuffle in March 2010 the activities of FÁS were overseen by the labour market policy unit of the then Department of Enterprise, Trade and Enterprise (now Department of Enterprise, Trade and Innovation).

²⁷ The National Employment Rights Authority (NERA) is an office of the Department of Enterprise, Trade and Innovation. The aim of NERA is to secure compliance with employment rights legislation. <http://www.employmentrights.ie/en/>

- The Department of Enterprise, Trade and Innovation has regular contact with industry representatives, through their involvement on the various advisory bodies as well as directly on a bilateral basis.
- Within the Department of Enterprise, Trade and Innovation, input is received from the Trade Division.

3. APPROACH TO IMPLEMENTING ECONOMIC MIGRATION POLICY

3.1 Implement- ation of Economic Migration Policy / Legislation

This Chapter provides information on the practical implementation of Irish economic migration policy, including details on the employment permits scheme. Available statistical data are presented including on the stock of employees by nationality and the number of new permits issued. Finally recent trends and developments are analysed based on these data.

3.1.1 EXISTING EMPLOYMENT PERMITS SYSTEM

In January 2007 a new employment permits system was introduced which was designed to limit low skilled non-EEA migration while attracting more highly skilled migrant workers from outside the EEA. The annual remuneration offered acts as a proxy for skills. (As discussed in Section 2.2.1.1, the application form for an employment permit does capture more detailed information on the qualification and skills required for the job and those held by the applicant, this information may be used to assess an application once the rules on annual salary have been met.) The system has four main elements:

- Green cards for positions with an annual salary of €60,000 or more in any sector, or for a restricted list of

occupations, where skills shortages have been identified, with an annual salary range from €30,000 to €59,999.

- Intra company transfer scheme for temporary trans-national transfers of management, key personnel and trainees.
- Work permits for a restricted list of occupations with an annual salary of €30,000 and above, where the shortage is one of labour rather than skills. In exceptional cases work permits will be issued in the salary range below €30,000.
- Spousal or dependent permits.

The features of each permit are summarised in Table 3.1. In addition on the basis of a Third-Level Graduate Scheme non-EEA students who graduated on or after 1 January 2007 may apply for permission to remain in Ireland for 6 months to find employment and apply for a work permit or green card permit. During this 6-month period they may work full time.

Table 3.1. Main Features of the Employment Permits System in Ireland

Conditions Associated	Type of Permit			
	Green Card	Work Permit	Intra Company Transfer	Spousal/Dependent Permit
<i>Permit Availability</i>	Most occupations with annual salary >€60,000 Restricted list of occupations €30,000 - €60,000	Mainly for occupations €30,000-€60,000 annual salary In exceptional circumstances for jobs with salaries under €30,000 List of ineligible occupations	Facilitate the transfer of senior management, key personnel, trainees Annual Salary > €40,000	Spouse/dependent of Green Card holder Spouse/dependent of work permit holder provided original work permit holder made first application before 1 June 2009. Otherwise spouses of work permit holders are ineligible
<i>Labour Market Needs Test</i>	None	Strengthened labour market test	None	Applies where original work permit holder made first application after 1 June 2009.
<i>Family Reunification</i>	Immediate	Must be legally in the State for 1 year with income above a certain threshold	None	None
<i>Renewal</i>	Issued for 2 years with a view to long-term residence	Issued for 2 years and renewed for 3 years If first application made after 1 June 2009 labour market needs test required for renewal	Issued for a maximum of 2 years, possibility of 3 year extension No labour market needs test	Issued up to expiry of residence of employment permit holder
<i>May Holder Move Employer?</i>	After 12 months and new Card applied for	After 12 months and new permit applied for in eligible category	No	After 12 months and new permit applied for

Source: Department of Enterprise, Trade and Innovation, April 2010, May 2010a; May 2010b.

3.1.2 MECHANISMS IN PLACE TO IDENTIFY, MAP AND DETERMINE LABOUR/SKILLS SHORTAGES

The Irish employment permits system is employer-led and a permit will only be issued where a job exists. There are advantages to this system in that there is a close link between the immigrants entering the State and the labour market needs, furthermore the worker is employed immediately on arrival and therefore presents no financial burden to the state (Chaloff and Lemaitre, 2009). However it is important that the State only issues a permit where a genuine shortage exists and in Ireland the main means of controlling for this is via the 'ineligible occupations list' for work permit applications and the 'restricted list' for lower-paid green card applications.

The Department of Enterprise, Trade and Innovation publishes and keeps under review a list of occupations for which new work permits will not be issued. Currently this list includes labourers, childcare workers and hotel and tourism workers. Only specified occupations are eligible for green cards for jobs paying €30,000 - €60,000 per annum, for example certain ICT or Health Associate professionals. The occupations currently on these two lists are supplied in Appendix A.

The Department of Enterprise, Trade and Innovation may also adapt the system to current labour market conditions using the following mechanisms:

- Application of labour market needs test and duration of test.

A vacancy, in respect of which an application for a work permit is being made, must be advertised with the FÁS/EURES employment network for at least 8 weeks and in local and national newspapers for 6 days. This is to ensure that in the first instance an EEA national, or in the second instance Bulgarian or Romanian national, cannot be found to fill the vacancy. Evidence that this has been done must be included with the application. In April 2009 the duration of the labour market needs test was increased in response to increased unemployment.

- Eligibility for spousal permits.

The Department of Enterprise, Trade and Innovation may grant or withdraw eligibility for spousal permits according to labour market conditions.

In making decisions on occupations to include on the ineligible/restricted lists and on the implementation of the other mechanisms DETI first has regard to information gathered by the Expert Group on Future Skills Needs (EGFSN).

The EGFSN is the main group with responsibility for determining skills and labour market shortages in Ireland and reports to the Minister for Enterprise, Trade and Innovation and the Minister for Education and Skills.

The EGFSN was first established in 1997 to advise the Irish Government on current and future skills needs of the economy and on other labour market issues that impact on Ireland's enterprise and employment growth. The mechanisms for determining skills and labour shortages in Ireland became more formal in subsequent years in response to improved economic conditions. The EGFSN was initially established to look at addressing acute labour shortages, particularly in the IT sector and subsequently developed a planning role while expanding to include other sectors of the economy.

At first the EGFSN outsourced all of its research and in 2003 the Group established a dedicated Skills and Labour Market Research Unit (SLMRU) within FÁS (Ireland's training and employment authority). The SLMRU set up and continues to maintain the National Skills Database containing quantitative information on skills and labour in Ireland which the EGFSN may draw upon for its work. The National Skills Database is constantly amended as new sources emerge but the following key data are collected:

- Employment data mainly from the Quarterly National Household Survey (provided by the Central Statistics Office);
- Education provision, participation and output (provided by the Higher Education Authority, the Department of Education and Science, and FÁS);
- First destination of third-level students (provided by the Higher Education Authority);
- Employment permit data (provided by the Department of Enterprise, Trade and Innovation);

- Job vacancies (provided by FÁS, The Irish Times and www.irishjobs.ie);
- Jobseeker data (FÁS).

A recruitment agency survey is also administered by the SLMRU. This is a web-based questionnaire designed to capture the opinions and experiences of recruiters regarding any skills shortages. The survey was first run in April 2008 and has been carried out every six months thereafter. To date, the timeframe is too short for a comprehensive trend analysis, however it does allow for some monitoring of changes in the labour market.

A *National Skills Bulletin* has been produced on behalf of the EGFSN by the SLMRU on an annual basis since 2005, which is based on data from the National Skills Database. The Department of Enterprise, Trade and Innovation uses this Bulletin to inform policymaking. The Bulletin synthesizes all available data on relevant indicators in order to assess and comment on the balance between the demand and supply for 130 occupations across the Irish workforce. The Bulletin has two main purposes: to provide a statistical record of the employment data for all the main occupations in the economy and to draw on these data, and other qualitative information, to identify any shortages. In order to determine whether or not a skills shortage exists the SLMRU considers the following indicators, most of which are based on Quarterly National Household Survey data:

- Employment stock for each occupation;
- Percentage of females, part time workers, persons older than 55 years in the overall employment of each occupation group;
- Unemployment levels in occupational groups;
- Percentage of non-Irish in the total employment in occupational groups;
- Annual average employment growth rate for the previous five years;
- Number of new employment permits issued;
- Reports and results of SLMRU Recruitment Agency Survey;
- Replacement rates for each occupation i.e. the share of employment which is expected to be lost each year as a

result of workers moving to other occupations, retirement, illness, emigration or death.

While the Bulletin provides an overview of occupations where skills/labour shortages exist, further research is needed to identify the specific skill levels within occupations that are lacking, the reasons for such shortages and the appropriate policy response. The objective is to identify areas of shortages rather than to quantify them.

The EGFSN undertakes much of this more detailed analysis. Each year the EGFSN agrees a work programme which identifies sectors of the labour market that require research into skills and labour needs. In this respect the mechanism is flexible, responding to the most pressing information gaps as they emerge. The EGFSN also carries out research on education and training outputs and undertakes projects to inform specific policy initiatives. In 2005 the EGFSN compiled a broad based study on the role of migration in addressing skills needs in the Irish economy (Expert Group on Future Skills Needs, 2005). The findings of this study influenced the new employment permits system introduced in 2007 (discussed in section 3.1.1).

The DETI also has bilateral contacts with other parties such as employers, ambassadors, NGOs, and the National Employment Rights Authority (NERA). Industry representatives may approach DETI with a business case for easing restrictions on certain niche occupations.²⁸

Existing policy is reviewed within DETI in the context of Annual Strategy Statements, Ministerial meetings and internal reviews held before major events. For example the next major review of the employment permits system is likely to take place before the accession of Croatia. Political representatives, NGOs, employers and the general public also scrutinise policy through the political representation system (i.e. letters to the Minister).

²⁸ The example of 'race riders' was provided by the Department of Enterprise, Trade and Innovation. These workers are highly skilled but relatively lowly paid and as a result the industry was finding it hard to source them within the constraints of the current system. A compromise solution was negotiated.

As discussed above, before a work permit is issued in respect of a non-EEA national the vacancy in question must be advertised on the EURES system. All information on vacancies and jobseekers registered with FÁS automatically transfers to the EURES system. Job seekers may also register directly with the EURES network. The EURES system does therefore contain information on supply and demand of labour and skills but it is unclear whether this information is being used to its full potential. In Ireland there are 15 EURES advisers located around the country as well as five advisers in the International Employment Services team in FÁS. (Often EURES advisers will have a number of other additional duties.)

If significant vacancies arise a EURES manager will notify his or her counterparts in other Member States, targeting those that appear to have a surplus of suitable labour. A recruitment fair may then be organised in the Member State with an apparent excess labour/skills in an attempt to attract suitable workers to the Member State with vacancies. Given the high unemployment in Ireland at present EURES activities have been more focussed on identifying opportunities in the EU for Irish job seekers.

At present the EURES system is being developed to allow EURES advisers to obtain information on vacancies and surpluses at EU level directly from the website.²⁹

At a European Level the European Centre for the Development of Vocational Training (Cedefop) produces regular skill supply and demand forecasts for Europe and analyses the potential labour market imbalances.

3.1.3 JOB MATCHING

The application form for an employment permit captures information on the qualifications and skills of the migrant as well as the qualifications and skills required for the post in question. However the employment permits system in Ireland is market-led, with the State licensing an arrangement between employee and employer, after an offer of employment has been made. It is therefore the employer who makes sure that

²⁹ <http://ec.europa.eu/eures/>

the migrant's profile matches the employment offered. (Note that the State may still refuse to grant a permit after a job offer has been made.)

At the launch of revised work permit arrangements and the green card scheme the Minister for Enterprise, Trade and Employment noted 'It is important that the new regime is flexible so that it can respond quickly to both emerging skills shortages generally and to specific company skill requirements. The fact that our employment permits arrangements will be based on job offers in skills shortage areas, rather than on unwieldy quota or points systems, will mean that they will be both responsive and efficient in responding to strategic high skills shortages as they emerge.'³⁰

Chaloff and Lemaitre (2009) argue that although employer (or recruitment agency) led selection of migrant workers is efficient, in that the inflows are closely linked to labour market demand, the receiving country can be vulnerable to extra costs if the employer chooses the wrong candidate, or in the event of an economic downturn.

3.1.4 SKILLS ASSESSMENT AND RECOGNITION OF QUALIFICATIONS

Within the Irish employment permits system it is the employer who takes decisions on the assessment of skills and the recognition or otherwise of qualifications held by non-Irish workers. There are structures in place to help employers to make an informed decision. In particular the National Qualifications Authority of Ireland (NQAI),³¹ which is an agency of the Department of Education and Skills and the Department of Enterprise, Trade and Innovation, provides a qualifications recognition service.

The NQAI has developed an online International Qualifications Database³² for holders of foreign qualifications and employers which lists certain foreign qualifications and provides advice regarding the comparability of the qualification

³⁰ "Address by Minister for Enterprise, Trade and Employment Mr. Micheál Martin, T.D. at the launch of the New Employment Permits Arrangements including the Green Card Scheme." January 24th 2007.

³¹ <http://www.nqai.ie>

³² <http://www.qualificationsrecognition.ie>

to those that can be gained in Ireland. The National Framework of Qualifications, also developed by the NQAI, facilitates this recognition process as each foreign qualification is compared to an Irish qualification which is included in the National Framework of Qualifications. If a migrant worker wishes to practice in a regulated profession such as teaching, law or nursing they must apply to the relevant competent authority in Ireland. If an individual's qualification is not regulated or listed in the NQAI database they may apply to the NQAI to have their qualification recognised.

3.1.5 INTEGRATION OF MIGRANT WORKERS

Integration policy development in Ireland is at an early stage relative to many other EU countries and there are few integration measures specifically targeting migrant workers. As discussed above Ireland does not yet have a long-term residence status based on statute. A strategy statement *Migration Nation* published by the Office of the Minister for Integration³³ in 2008 sets out a policy of mainstreaming of Irish service provision for immigrant communities and identifies the exploitation of migrant workers as a cause for concern. An *Action Strategy to Support Integrated Workplaces* was produced by the social partners in 2008 which involves groups such as IBEC and Chambers Ireland committing to a range of initiatives to promote integration in the workplace (Equality Authority, 2008). OMI co-finances the EPIC programme (Employment for People from Immigrant Communities) in conjunction with the European Social Fund. EPIC targets legally resident EU and non-EU adults who have permission to work in Ireland and assists them to access employment in the Dublin area. Additionally, there are number of NGO led integration projects, for example, the EIF-funded (European Integration Fund) 'Mentoring Programme' delivered by the Immigrant Council of Ireland.

Regarding the question of whether migrant workers are integrating into the labour market and closing the occupational gap (as discussed in section 2.3.1.2) Barrett and Duffy (2008)

³³ In 2007 a new Junior Ministry, the Office of the Minister for Integration (OMI), was established with a cross Departmental mandate to develop, drive and coordinate integration policy across other government departments, agencies and services. <http://www.integration.ie/>

analysed data from the Quarterly National Household Survey and conclude that there is an absence of evidence of increased labour market integration of immigrants over time. The provision of work-related training is important in helping to close an occupational gap however Barrett *et al* 2009 showed that immigrants in Ireland are less likely to receive training from employers than their Irish counterparts, with immigrants from the EU12 States experiencing a particular disadvantage. It was found that immigrants were less likely to take up employment with training-oriented firms but that immigrants were also experiencing a training disadvantage relative to natives within firms where less training is provided.

The provision of language training is an ongoing concern in relation to the integration of migrant workers with many migrant workers using adult literacy services to improve their language skills. The Department of Education and Skills also provides English language training for adult immigrants (English for Speakers of Other Languages, ESOL) with its adult literacy budget. In 2008, approximately 12,000 migrant adult students accessed such courses through national Vocational Education Committees (Department of the Taoiseach, 2009).

The *National Skills Strategy* (Expert Group on Future Skills Needs, 2007) highlighted the need to integrate migrant workers and recommended procedures to identify those migrants who most need English-language training. It was also recommended that training provision should be extended with a distinction being maintained between adult literacy and migrant English-language proficiency. A strategy for the integration of migrant workers and their children into the formal education and training system in Ireland is also called for (Expert Group on Future Skills Needs, 2007).

An *Intercultural Education Strategy* was recently published by the Department of Education and Skills and sets out a five point plan for intercultural education in Ireland. Among five high level goals the Strategy stresses the need to support students in learning the language of instruction, the creation of an intercultural learning environment and building the capacity of education providers (Department of Education and Skills and the Office of the Minister for Integration, 2010).

3.2.1 STATISTICS ON THE LABOUR MARKET AND MIGRATION

Available statistics on the Irish labour market and nationality are provided below.³⁴ Table 3.2 provides figures on the stock of workers employed in the years 2004–2009 by nationality and occupational skill group. Table 3.3 provides census data on the stock of persons in employment by detailed nationality and occupational skill groupings while Table 3.4 uses the Quarterly National Household Survey to provide a nationality breakdown for selected specific occupations. Table 3.5 shows the sectoral distribution of workers by nationality group. Table 3.6 summarises data on employment permits by detailed nationality and Table 3.7 contains brief information on estimated future skills needs.

Section 3.2.2 will provide an analysis of trends and recent developments displayed in the various statistical tables, including the percentage of non-Irish in the various skill groups, employment permits issued renewed and refused, employment permits issued by sector and analysis of new employment permits issued according to skill group (using annual salary as a proxy for skills).

³⁴ Stock data by individual countries were not available from the Quarterly National Household Survey. For this reason Census 2006 was used to provide the relevant information for only one year. As discussed in Section 1.2 data on Researchers and Seasonal workers could not be provided.

3.2.1.1 Stock of Workers in the Irish Labour Market

Table 3.2 Stock of Persons 15 yrs and Over in Employment by National Grouping and Occupation Skill Grouping, 2004 to 2009

	Total Irish				Other EU15				EU10/12*				Third Country Nationals				Total persons		
	Male	Female	Total	%	Male	Female	Total	%	Male	Female	Total	%	Male	Female	Total	%	Male	Female	Total
2009																			
Highly skilled	378,697	302,770	681,467	89	25,728	15,550	41,278	5	6,547	6,313	12,860	2	11,789	14,174	25,963	3	422,762	338,807	761,569
Skilled	445,969	410,870	856,839	85	19,046	18,133	37,180	4	46,857	34,929	81,786	8	21,500	13,349	34,849	3	533,372	477,282	1,010,653
Low skilled	73,318	52,274	125,592	76	3,107	2,139	5,246	3	15,836	13,189	29,024	17	3,563	2,810	6,372	4	95,823	70,412	166,234
Total - all skills	897,984	765,914	1,663,898	86	47,881	35,823	83,704	4	69,240	54,431	123,671	6	36,852	30,333	67,185	3	1,051,957	886,501	1,938,457
2008																			
Highly skilled	382,673	303,794	686,467	88	23,910	16,681	40,591	5	9,111	7,508	16,619	2	15,733	16,690	32,423	4	431,428	344,673	776,101
Skilled	524,530	429,306	953,836	83	20,771	18,366	39,137	3	68,455	40,339	108,794	10	26,995	14,949	41,944	4	640,751	502,960	1,143,711
Low skilled	86,033	52,287	138,321	72	2,722	2,191	4,913	3	23,697	16,547	40,244	21	5,561	4,000	9,561	5	118,013	75,025	193,038
Total - all skills	993,237	785,387	1,778,624	84	47,403	37,238	84,641	4	101,264	64,394	165,657	8	48,289	35,639	83,928	4	1,190,192	922,658	2,112,850
2007																			
Highly skilled	374,654	289,293	663,947	89	21,994	18,105	40,099	5	6,076	6,070	12,146	2	13,604	15,067	28,671	4	416,328	328,536	744,864
Skilled	549,975	432,929	982,905	85	22,794	18,358	41,152	4	63,001	37,074	100,075	9	23,578	12,896	36,474	3	659,348	501,257	1,160,605
Low skilled	93,910	57,626	151,536	73	3,459	1,673	5,132	2	27,176	15,456	42,632	20	6,417	2,704	9,122	4	130,962	77,460	208,421
Total - all skills	1,018,539	779,849	1,798,388	85	48,247	38,136	86,383	4	96,253	58,600	154,853	7	43,599	30,667	74,267	4	1,206,638	907,252	2,113,890

Table 3.2 Contd.

	Total Irish				Other EU15				EU10/12*				Third Country Nationals				Total persons		
	Male	Female	Total	%	Male	Female	Total	%	Male	Female	Total	%	Male	Female	Total	%	Male	Female	Total
2006																			
Highly skilled	366,400	280,695	647,095	90	22,168	17,657	39,826	6	4,335	3,106	7,441	1	10,726	11,929	22,656	3	403,630	313,388	717,018
Skilled	540,629	420,609	961,238	87	23,097	19,566	42,664	4	47,916	22,708	70,624	6	22,208	12,645	34,852	3	633,850	475,527	1,109,377
Low skilled	102,925	58,922	161,847	78	4,407	1,735	6,142	3	21,881	9,039	30,920	15	7,110	2,466	9,577	5	136,324	72,162	208,486
Total - all skills	1,009,954	760,227	1,770,180	87	49,673	38,958	88,631	4	74,132	34,853	108,985	5	40,044	27,040	67,085	3	1,173,803	861,078	2,034,881
2005																			
Highly skilled	368,590	281,276	649,865	92	20,921	12,984	33,905	5	2,527	1,606	4,133	1	9,750	8,693	18,443	3	401,788	304,558	706,346
Skilled	525,749	409,655	935,404	89	22,448	17,305	39,753	4	27,918	11,033	38,951	4	20,576	11,287	31,863	3	596,691	449,280	1,045,971
Low skilled	100,001	59,624	159,625	83	3,614	2,240	5,855	3	11,595	6,722	18,317	10	6,371	2,149	8,520	4	121,581	70,735	192,316
Total - all skills	994,340	750,554	1,744,894	90	46,984	32,529	79,513	4	42,040	19,361	61,402	3	36,696	22,129	58,825	3	1,120,060	824,573	1,944,633
2004																			
Highly skilled	376,703	262,582	639,284	93	17,836	12,389	30,225	4	1,021	969	1,990	0	8,559	7,931	16,489	2	404,118	283,870	687,988
Skilled	527,242	413,465	940,707	92	20,548	14,163	34,711	3	13,211	6,646	19,857	2	19,696	9,935	29,631	3	580,697	444,209	1,024,906
Low skilled	107,081	62,992	170,073	90	2,887	2,222	5,109	3	5,439	2,055	7,494	4	3,417	3,312	6,730	4	118,825	70,581	189,406
Total - all skills	1,011,026	739,038	1,750,064	92	41,272	28,774	70,045	4	19,671	9,670	29,341	2	31,672	21,178	52,850	3	1,103,641	798,659	1,902,300

Reference period: 2004: Q3= Jul-Sep. 2005-2009: Q2= Apr-Jun. *Prior to 2007 Romanian and Bulgarian nationals included in 'Third Country Nationals', thereafter included in EU10/12. Data may be subject to future revision. Data may be subject to sampling or other survey errors, which are greater in respect of smaller values or estimates of change. Nationals of Switzerland and non-EU EEA countries are included under Third Country nationals.

Source: Quarterly National Household Survey, Special Tabulations, Central Statistics Office. Totals differ to those shown in Census data (Table 3.3) due to different data collection methods.

Table 3.3 Stock of Persons, Usually Resident and in Employment by Detailed Nationality and Occupation Skill Grouping, 2006

	Highly skilled	Skilled	Low skilled	Unknown	Total
Irish nationals	602,673	684,694	270,910	72,852	1,631,129
Other EU-25*	41,221	69,705	55,277	11,324	177,527
EU-2	627	1,607	1,729	484	4,447
<i>Third countries**</i>					
Philippines	3,360	1,053	2,169	225	6,807
India	3,741	653	420	232	5,046
China	636	1,973	1,455	641	4,705
Nigeria	1,254	1,236	1,531	661	4,682
USA	2,431	1,155	429	579	4,594
South Africa	1,575	959	426	164	3,124
Brazil	176	1,128	1,229	263	2,796
Australia	1,443	835	309	165	2,752
Russia	504	923	900	221	2,548
Pakistan	796	592	370	147	1,905
Other nationalities	6,494	7,643	5,586	2,645	22,368
Multi Nationality	642	351	161	55	1,209
No Nationality	74	158	143	65	440
Not Stated	1,757	3,553	2,055	9,343	16,708
TOTAL	669,404	778,218	345,099	100,066	1,892,787

Figures relate to 23rd April 2006 i.e. Census night

Due to the fact that some EU10 countries were conflated into groups with EU15 countries these two groups could not be presented separately.

*Note. These groups are not equivalent to those used in QNHS data Table 3.2. SOC codes are not available in Census therefore 'social class' variable used instead. Highly skilled = professional workers + managerial and technical; Skilled = non manual + skilled manual; Low skill = semi skilled + unskilled. Totals differ to those in Table 3.3 due to different data collection methods.

** Top ten of available Third Countries i.e. those individually identified in the data.

Source: Census 2006, Special Tabulation, Central Statistics Office.

Table 3.4 Stock of Workers Employed in Specific Occupations by Nationality Grouping, 2009, 2007, 2005

<i>2009</i>					
Specific occupations	Irish %	Other EU15 %	EU10/12** %	TCN %	Total
Housekeeping and Restaurant Service (512)	68	5	18	9	83,255
Personal care and rel. (513)	84	5	4	7	81,463
Health professionals (except nursing) (222)	82	*	*	12	17,306
Nursing and midwifery profs. (223)	83	3	*	13	56,531
Skilled Agric and Fishery (61)	84	8	*	*	13,333
Architects, Engineers and rel. prof. (214)	87	6	3	3	45,513
Teaching personnel (23)	94	4	*	1	99,829
Labrs In Mining., Const., Manuf., Trans (93)	76	2	20	*	62,276
TOTAL	82	4	7	6	459,506
<i>2007</i>					
Specific occupations	Irish %	Other EU15 %	EU10/12* %	TCN %	Total
Housekeeping and Restaurant Service (512)	67	5	18	10	94,967
Personal care and rel. (513)	86	4	4	5	73,272
Health professionals (except nursing) (222)	81	7	*	11	17,253
Nursing and midwifery profs. (223)	81	3	*	15	54,246
Skilled Agric and Fishery (61)	83	*	14	*	15,092
Architects, Engineers and rel. prof. (214)	86	8	3	4	48,901
Teaching personnel (23)	92	5	*	2	96,700
Labrs In Mining., Const., Manuf., Trans (93)	73	2	23	2	105,021
TOTAL	80	4	10	6	505,452
<i>2005</i>					
Specific occupations	Irish %	Other EU15 %	EU10/12* %	TCN %	Total
Housekeeping and Restaurant Service (512)	75	5	9	11	87,514
Personal care and rel. (513)	89	5	*	5	59,774
Health professionals (except nursing) (222)	85	*	*	9	18,349
Nursing and midwifery profs. (223)	89	3	*	8	51,061
Skilled Agric and Fishery (61)	90	*	*	*	14,707
Architects, Engineers and rel. prof. (214)	87	6	2	5	44,467
Teaching personnel (23)	94	5	*	*	88,133
Labrs In Mining., Const., Manuf., Trans (93)	84	3	9	4	98,919
TOTAL	86	4	4	6	462,924

Figures marked with a * refer to estimates of below 1,000 persons. Such estimates are considered to be unreliable and as such are not presented. Data may be subject to future revision. Data may be subject to sampling or other survey errors, which are greater in respect of smaller values or estimates of change. Nationals of Switzerland and non-EU EEA countries are included under Third Country Nationals.

** Prior to 2007 Romanian and Bulgarian nationals included in 'Third Country Nationals', thereafter included in EU10/12.

Source: Quarterly National Household Survey, Special Tabulations, Central Statistics Office. Detailed whole numbers and gender breakdown supplied in Appendix B.

Table 3.5 Stock of Persons Employed by Sector and Nationality Group, Q1 2010

	Irish		Non-Irish		UK		Other EU15 (Excl Irl and Uk)		EU12		TCN		Total persons
	000s	%	000s	%	000s	%	000s	%	000s	%	000s	%	000s
Agriculture, Forestry and Fishing	78.0	96.8	2.6	3.2	*	*	*	*	2.0	2.5	*	*	80.6
Industry	202.1	83.4	40.3	16.6	4.7	1.9	3.3	1.4	25.3	10.4	6.9	2.8	242.4
Construction	114.3	88.5	14.8	11.5	1.8	1.4	*	*	11.0	8.5	1.6	1.2	129.1
Wholesale and retail, repair motor vec	227.0	85.1	39.8	14.9	5.7	2.1	2.6	1.0	25.3	9.5	6.2	2.3	266.8
Transport and storage	83.8	90.3	9.0	9.7	1.4	1.5	*	*	4.7	5.1	2.2	2.4	92.8
Accommodation and food service	85.2	68.9	38.5	31.1	2.6	2.1	3.1	2.5	23.0	18.6	9.8	7.9	123.7
Information and communication	61.3	82.7	12.8	17.3	2.5	3.4	3.9	5.3	2.3	3.1	4.1	5.5	74.1
Financial, insurance and real estate	96.0	92.8	7.5	7.2	2.4	2.3	2.0	1.9	1.4	1.4	1.6	1.5	103.5
Professional, scientific and tech	94.0	92.2	7.9	7.8	2.8	2.7	1.2	1.2	2.3	2.3	1.6	1.6	101.9
Administrative and support serv	45.8	77.5	13.3	22.5	2.5	4.2	*	*	6.7	11.3	3.2	5.4	59.1
Public admin, defence, social sec	103.9	98.0	2.1	2.0	*	*	*	*	*	*	*	*	106.0
Education	139.6	94.6	7.9	5.4	3.1	2.1	1.6	1.1	*	*	2.3	1.6	147.5
Human, health and social work	204.6	88.2	27.4	11.8	5.1	2.2	1.3	0.6	4.3	1.9	16.7	7.2	232.0
Other	84.6	86.2	13.6	13.8	2.3	2.3	2.3	2.3	5.3	5.4	3.7	3.8	98.2
Total	1,620.2	87.2	237.4	12.8	38.2	2.1	23.7	1.3	114.8	6.2	60.7	3.3	1,857.6

Figures marked with a * refer to estimates of below 1,000 persons. Such estimates are considered to be unreliable and as such are not presented.

Data may be subject to future revision. Data may be subject to sampling or other survey errors, which are greater in respect of smaller values or estimates of change.

Source: Quarterly National Household Survey, Published Release, Central Statistics Office.

3.2.1.2 New Permits Issued to Migrant Workers by Detailed Nationality

Table 3.6 New Employment Permits Issued 2004 - 2009 by Country of Nationality

	2004		2005		2006		2007		2008		2009
	-		-		-	EU-2	126	EU-2	145	EU-2	213
Poland	1,192	Philippines	980	India	1,172	India	2652	India	2214	India	928
Philippines	1,047	India	891	Philippines	803	Philippines	1236	Philippines	990	Philippines	394
South Africa	724	South Africa	698	South Africa	748	USA	802	USA	759	USA	394
Lithuania	646	Australia	591	USA	606	South Africa	607	South Africa	466	Malaysia	338
India	591	Ukraine	418	Australia	445	Australia	432	China	437	China	189
Latvia	507	Malaysia	297	Ukraine	356	Malaysia	383	Malaysia	378	South Africa	171
Ukraine	450	China	295	China	269	China	360	Brazil	363	Pakistan	91
China	221	Romania	259	Pakistan	250	Ukraine	330	Australia	294	Brazil	89
Romania	192	Brazil	247	Brazil	205	Pakistan	313	Ukraine	256	Ukraine	72
Brazil	189	Bangladesh	176	Romania	180	Brazil	254	Pakistan	195	-	-
Others	4,659	Others	2,077	Others	2,274	Others	2,417	Others	1,878	Others	956
TOTAL	10,418	TOTAL	6,929	TOTAL	7,308	TOTAL	9,912	TOTAL	8,375	TOTAL	3,835

Note data includes intra company transfers.

Source Department of Enterprise, Trade and Innovation.

3.2.1.4 Future Needs

Table 3.7 summarises available data which may be used to indicate the number of job openings that are expected to arise in the period 2011-2014 by occupational group. A distinction is drawn between job openings that are expected to arise by replacement demand (posts vacated due to retirement and other reasons) and expansion demand (new posts created) and the estimated recruitment requirement in the context of economic recovery is derived from these two figures.

Table 3.7 Estimates of job openings by skill group

	Occupation	Estimated Replacement Demand*	Average Annual Expansion Demand**	Estimated Annual Recruitment Requirement 2011-2014	Unemployed (Q4 2009)
Highly Skilled	Managers	-2,000	5,000	3,000	16,000
	Professionals	7,000	9,000	16,000	11,000
	Assoc. prof	5,000	5,000	10,000	11,000
Skilled	Farmers	2,000	-2,000	0	<1000
	Clerks	8,000	5,000	13,000	22,000
	Craftpersons	4,000	7,000	11,000	71,000
	Services	8,000	7,000	15,000	22,000
	Sales	7,000	7,000	14,000	19,000
	Operatives	0	3,000	3,000	26,000
Low skilled	Labourers	5,000	5,000	10,000	69,000
	Total	44,000	51,000	95,000	267,000

*Replacement rates from Current Trends in Occupational Employment and Forecasts for 2010 and 2020: Final Report to the Expert Group on Future Skills Needs, Sexton et. al., (2006), ESRI

**Based on the assumption of the full economic recovery beyond 2010 as per the FÁS/ESRI Occupational Employment Forecasts 2015

Source: *National Skills Bulletin* 2010, Expert Group on Future Skills Needs, 2010

There are substantial challenges involved in calculating replacement and expansion demands. The former involves an assessment of the age of those currently employed, emigration and other factors of attrition. Calculations of expansion demand are based on estimates of overall employment growth, which in turn rely on important economic assumptions (such

as global economic recovery, restored competitiveness in Ireland and readily available credit).³⁵

Based on these assumptions of economic recovery the Expert Group on Future Skills Needs forecasts that the average annual employment growth in broad occupational groups in the period 2010-2014 is expected to be between 2-4 per cent, except in the case of farming which is expected to continue to contract. It is argued that while skills shortages may exist at the more detailed occupational level the current level of supply from unemployment is more than sufficient to meet the demand in respect of all occupational groups except professionals, in the short term.

3.2.2 ANALYSIS OF TRENDS AND RECENT DEVELOPMENTS

Table 3.2 shows interesting trends in regard to occupational skill groups and nationality groups. Figures 3.1 to 3.4 illustrate the proportion of non-Irish workers in employment in the three occupational skill groups. The proportion of non-Irish nationals is lower in the higher occupational skill groupings. Within the non-Irish groups highly skilled occupations have been dominated by nationals from other EU15 States and by migrants from outside the EU. In skilled and low skilled occupations the picture is quite different: here nationals from the enlarged EU (EU10/12) clearly dominate.

Figure 3.1 and 3.2 show numbers employed in highly skilled and skilled occupations by nationality group 2004-2009.

³⁵ These assumptions are based on the *FÁS/ESRI Occupational Employment Forecasts 2015*. Behan, J and Shally, C. (2010).

Figure 3.1 Numbers Employed in Highly Skilled Occupations by Nationality Group

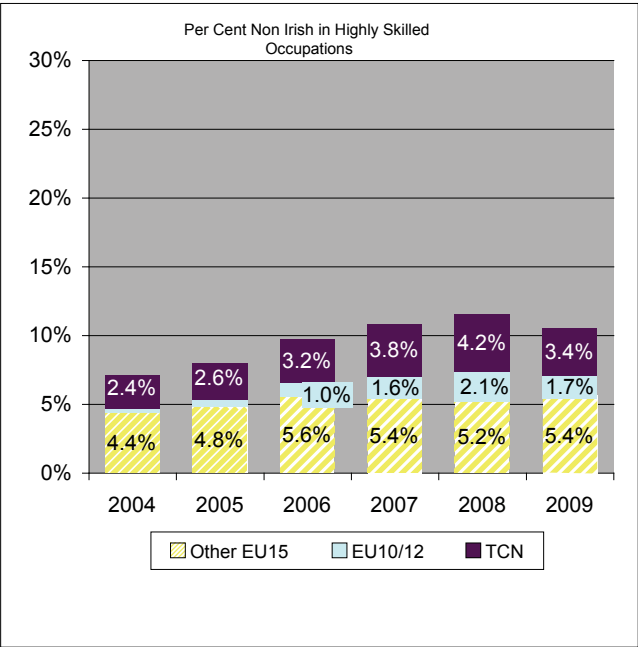


Figure 3.2 Numbers Employed in Skilled Occupations by Nationality Group

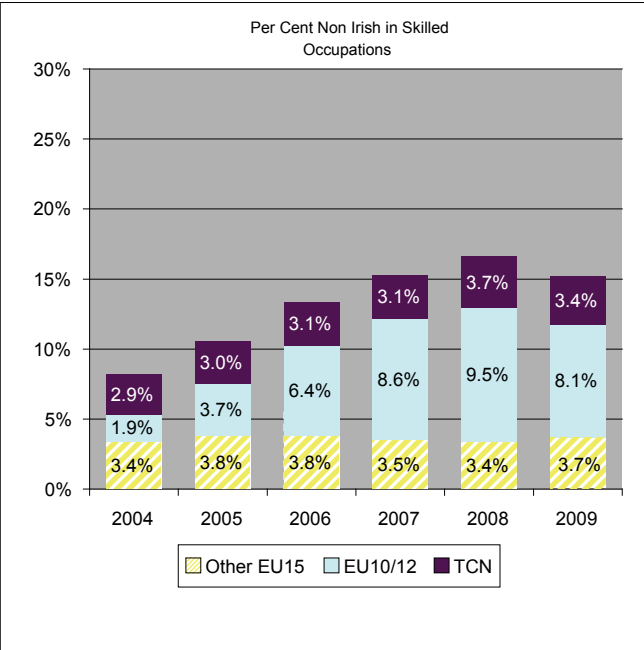
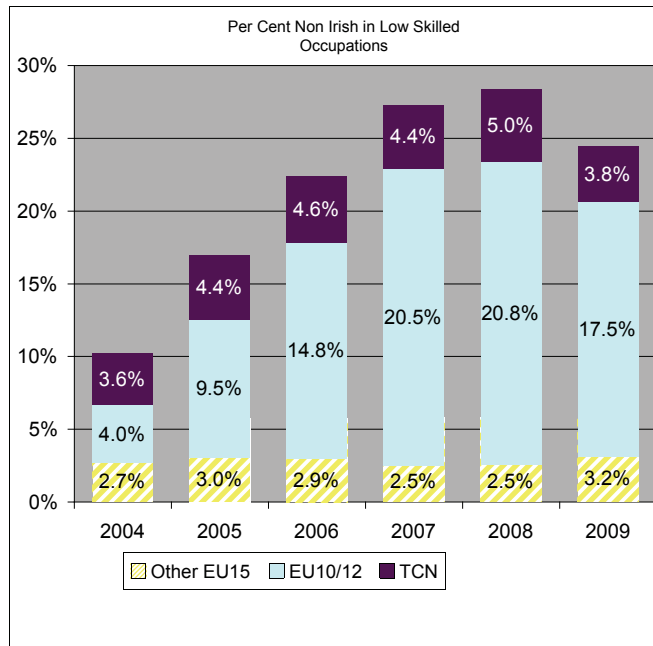


Figure 3.3 Numbers Employed in Low Skilled Occupations by Nationality Group 2004 - 2009



Prior to 2007 Romanian and Bulgarian nationals included in 'Third Country Nationals', thereafter included in EU10/12.

Source: Quarterly National Household Survey, Special Tabulations, Central Statistics Office.

Table 3.8 New* Employment Permits Issued by Sector

	2004	2005	2006	2007	2008	2009
Agriculture & Fisheries	1,110	347	376	305	294	106
Catering	1,617	1,395	1,177	1,172	983	453
Domestic	161	153	125	108	114	67
Education	278	278	328	375	211	82
Entertainment	122	87	107	53	43	27
Exchange Agreements	159	120	123	134	12	4
Industry	405	424	600	847	1,010	460
Medical & Nursing	1,149	1,330	1,372	2,803	2,114	1,128
Service Industry	5,298	3,374	3,024	4,006	3,438	1,446
Sport	119	124	76	107	153	57
Total**	10,418	7,632	7,308	9,910	8,372	3,830

Source: Department of Enterprise, Trade and Innovation. *Includes first time and 'repeat new' permits issued to people already in the State. **Minor discrepancies (<5) exist in total permits issued per year in some reference years.

The data on sectors in which new employment permits have been issued indicate that a significant number of permits have been issued to workers in the services industry but that this proportion has fallen from 51 per cent in 2004 to 39 per cent in 2009. The proportion of permits issued to workers in the medical and nursing sector has increased from 11 per cent to 30 per cent in the same period. Detailed information on occupations supplied in Table 3.4 show that EU10/12 nationals are strongly represented among housekeeping and restaurant service workers as well as among labourers. A relatively high proportion of other EU15 nationals are employed as architects, engineers and related professionals while non-EU nationals are well represented among health professionals and nursing and midwifery professionals (see section 3.2.2.2 below for further discussion on this issue).

Table 3.9 Employment Permits Issued, Processed and Percentage Refused and Renewed, 2004-2009

Year	New*	Renewed	Processed**	Refusals %	Renewals %	New %
2009	3,835	3,842	9,899	4.5	38.8	38.7
2008	8,375	4,964	15,903	2.1	31.2	52.7
2007	9,912	13,166	25,861	2.5	50.9	38.3
2006	7,308	16,530	25,444	4.3	65.0	28.7
2005	7,632	19,502	28,466	4.7	68.5	26.8
2004	10,481	23,347	34,729	3.8	67.2	28.9

Source: Department of Enterprise, Trade and Innovation. *Includes first time and repeat new permits issued to people already in the State. ** Includes new, renewals, refused and withdrawn cases. The latter are supplied for 2006-2009 only.

As shown in Table 3.9 the percentage of employment permits refused more than doubled between 2008 and 2009 while the number of new permits issued fell by 54 per cent in the same period. The number of renewals has decreased by 23 per cent between 2008 and 2009. (Note that up to 2007 work permits were issued for one year at a time and thereafter for two year periods. This prevents meaningful trend analysis prior to 2008.)

The breakdown of employment permits issued by annual remuneration is supplied in Table 3.10. Here the analysis is limited to first time permits i.e. excluding 'repeat new' permits issued to people already in Ireland. The number of first time permits issued declined by 68 per cent between 2007 and 2009. The number of first time permits issued in the €30,000 salary band declined by 77 per cent in the same period. The policy of limiting non-EEA economic migration to highly skilled workers, defined in an Irish policy context as workers earning over €60,000 per annum, is also evident in the growing proportion of permits being issued in the higher salary bands: 9.4 per cent of permits issued in 2007 were to workers in this group rising to 16.5 per cent in 2009. The share of first time permits issued to workers in the <€30,000 salary band declined from 43.8 per cent in 2007 to 31.7 per cent in 2009 but at almost one third is still a significant proportion. Almost two thirds of permits issued to workers earning under €30,000 were spousal permits in 2009. First time permits issued in the <€30,000-€60,000 salary band are the largest group representing 51.7 per cent in 2009.

Table 3.10 First Time Employment Permits Issued by Remuneration 2007-2009

	Remuneration			Total
	<30,000	30-60,000	>60,000	
	%			
2009				
Work Permit	26.8	65.1	8.0	1,047
Green Cards	0.0	68.2	31.8	538
ICT	2.5	48.8	48.8	283
Spousal	91.8	7.8	0.4	514
Training	0.0	91.7	8.3	12
Total	31.7	51.7	16.5	2,394
2008				
Work Permit	34.4	58.5	7.1	2,054
Green Cards	0.0	79.5	20.5	1,795
ICT	1.2	49.8	49.0	414
Spousal	85.6	14.0	0.4	1,660
Training	21.3	69.0	9.7	155
Total	35.6	52.2	12.1	6,078
2007				
Work Permit	61.6	34.6	3.8	2,933
Green Cards	0.0	85.9	14.1	2,439
ICT	4.0	34.2	61.8	377
Spousal	86.1	13.3	0.6	1,562
Training	70.6	26.2	3.2	126
Total	43.8	46.8	9.4	7,437

Source: Department of Enterprise, Trade and Innovation.

Table 3.10 also shows the breakdown of permit type by level of remuneration. First time spousal permits are heavily concentrated in the <€30,000 annual salary category (91.8 per cent in 2009). There are no green cards issued in this category. Green cards are mainly granted in respect of jobs attracting an annual salary of €30-€60,000 (68.2 per cent of first time allocations in 2009) and over €60,000 (31.8 per cent). Over 90 per cent of work permits are issued in respect of jobs with an annual salary of under €60,000. The majority (65.1 per cent) are issued in the €30-60,000 annual salary range.

If 'repeat new' permits (issued to people already in the country, such as people who wish to re-enter employment) are included the proportion of new permits issued to lower-paid workers increases significantly. Over 37 per cent of all new permits were issued to workers earning under €30,000 in 2009. This is because most of the 'repeat new' permits are issued to low paid work and spousal permit holders. There were 1,432 repeat new permits and 2394 first time permits issued in 2009.

Information was also provided on the gender of employment permit holders which is shown in Table 3.11. Overall, 63 per cent of work permits were issued to males and 37 per cent to females. Intra Company Transfers are particularly heavily male dominated (80 per cent) while females are most well represented among green card holders (41 per cent) and spousal permits (40 per cent). (New training permits issued had an even gender balance but the numbers involved are very low.) Looking at the gender breakdown by salary band 82 per cent of female employment permit holders were earning below €45,000 compared to 73 per cent of male permit holders.

Table 3.11 New* Employment Permits Issued by Gender of Recipient, 2009

	Male %	Female %
Work permits	63.6	36.4
Green cards	58.9	41.1
Intra company transfers	80.1	19.9
Spousal permits	60.2	39.8
Training	50.0	50.0
Total %	63.2	36.8
Total	2,425	1,410

*Comprising first time and 'repeat new' permits. Source: Department of Enterprise, Trade and Innovation

3.2.2.1 Shortages in particular occupations and/or sectors

The *National Skills Bulletin* is the key source in Ireland of information on skills and labour shortages. The Bulletin cannot provide analysis of why shortages have arisen but estimates are based on detailed information on supply and demand. The supply of skills is estimated using the expected output from the formal education system, derived from third level enrolment data etc. In higher skilled occupations in particular it can be assumed that shortages emerge when the

supply of appropriately qualified individuals fall short of demand.

The 2010 Bulletin indicated that there are no labour shortages in Ireland at present and only limited skills shortages, typically in the following areas (note that the Bulletin is limited to Ireland and these skills may exist within the EU):

- Specialists within occupations (e.g. engineers with specific experience)
- Senior positions (e.g. senior software developers)
- Niche areas (e.g. telesales with specific language mix or sales representatives with particular technical knowledge)
- Specific skills mix (e.g. ICT and business).

The following sectors were reported to be experiencing some skills shortages:

- Science. The demand for science occupations is expected to be sustained by global demand for pharmaceuticals, biotechnology and medical devices. The Irish government is committed to support job creation in this area and the promotion of the green agenda should result in demand for natural scientists.
- Engineering. There are a number of factors expected to result in increased demand for engineering skills in the future including: the influence of global competition encouraging companies to further automate their systems; the expansion of research and development and other activities in the fields of power generation, energy and the green agenda.
- IT Professionals. IT experts are among the most frequently mentioned difficult to source occupations in the FÁS recruitment agency survey and among the most frequently advertised by The Irish Times and irishjobs.ie. It is expected that exports of services industry including IT skills will be instrumental in driving employment growth in the recovery and there have been a number of recent investment announcements in the field.
- Business and Finance. Despite the ongoing financial crisis some skills shortages at high levels were identified in the financial sector. It is expected that demand for such occupations will be driven by changes in the regulatory environment, product innovation, system changes to support more complex product sets and industry

consolidation (for example mergers into a smaller number of large banks).

- Healthcare. There are ongoing skills shortages in the healthcare sector including for medical practitioners (including general practitioners, non-consultant hospital doctors and specialist doctors); advanced nursing practitioners; senior therapists including occupational therapists and physiotherapists; medical radiographers and dentists. The role of migrant workers in healthcare occupations is discussed in section 3.2.2.2 below.
- Other Craft occupations. There are some indications that the meat processing industry is experiencing difficulty in attraction and retaining meat de-boners and meat cutters.
- Transport and Logistics. There are some indications of shortages of international supply chain managers.
- Clerical. Some indications exist of shortages in multilingual accounting clerks and debt collectors.
- Sales. Experienced market managers with specific industry knowledge have proved hard to find for some employers. There is also an apparent shortage of multilingual telesales/customer care workers with IT skills as well as sales representatives with particular technical knowledge.

Occupation Employment Forecasts compiled by FÁS with the Economic and Social Research Institute indicate that the following sectors will recover strongly by 2015: high tech manufacturing areas, transport, communications, business, finance, insurance and other market services. Sectors which are expected to recover less strongly are construction, hotels/restaurants, food manufacturing and distribution. Employment in traditional manufacturing (textiles and other) and agriculture is expected to continue to decline while health, education and public administration and defence will remain relatively unchanged (Behan and Shally, 2010).

3.2.2.2 Migrant Workers Filling Specific Shortages

There are clearly discernable trends in the occupations that migrant workers take up. During 2009 most new green cards were issued in the healthcare and information technology sectors. The green cards were issued to nurses (26 per cent), software engineers (15 per cent) and computer analysts/programmers (8 per cent). The majority of new work permits were issued in the healthcare, catering and services

sectors. In terms of occupations the majority were issued to medical practitioners (28 per cent), chefs (12 per cent), software engineers (8 per cent), care assistants and attendant (3 per cent) and computer analysts and programmers (3 per cent). The healthcare sector accounted for 30 per cent of new spousal /dependent permits issued in 2009 with a further 22 per cent issued in the services sector and 15 per cent in catering (Expert Group on Future Skills Needs, 2010).

In 2008 occupations most frequently sourced through the employment permit scheme included chefs, medical practitioners, food processors (butchers/meat cutters), care assistants and labourers in farming (often work riders for the equestrian sector) (Expert Group on Future Skills Needs, 2009).

Healthcare

Ireland's healthcare system is heavily dependent on non-EEA workers. Data supplied in Table 3.4 show that in 2009 18 per cent of health professionals other than nurses and 17 per cent of nursing and midwifery professionals were non Irish. Other sources suggest that this is an underestimation. For example, according to the Irish Nursing Board 21 percent of nurses are foreign (Barrett and Rust, 2009). Employment permit data indicate that just over 1,100 migrant workers took up new employment in the healthcare sector in 2009 (Expert Group on Future Skills Needs, 2010), however as discussed below some groups of healthcare workers do not require a permit so this under represents the true figure.

Ireland is not unique in this dependence; among other contributing factors, demographic ageing has resulted in migrant workers forming a key part of health systems in most developed countries. However there are a number of features to the Irish health system that reinforce the need to import health workers. The skill mix in the health system is such that there is a high density of nurses in the country: 12.65 per 1,000 population (Behan and Shally, 2009). Ireland began to encounter nursing shortages from about the 1990s onwards and non-Irish workers were sourced to help meet this high demand, directly, by the Department of Health and Children and indirectly via private recruitment companies.³⁶ In relation

³⁶ There were two public recruitment projects in relation to nursing: the HSE Nursing/Midwifery Recruitment and Retention National Project; and

to doctors the system is ‘consultant-led’ rather than ‘consultant-provided’ meaning that each consultant leads a team of ‘non-consultant hospital doctors’ who are more junior doctors, many of whom tend to originate from outside the EEA and may be overqualified for the post.

In June 2010 an arrangement was reached between the Irish Naturalisation and Immigration Service, the Department of Enterprise, Trade and Innovation, the Department of Health and Children and the Health Service Executive which has the effect that non-EEA non-Consultant Hospital Doctors with a job offer as a Senior House Officer or Registrar in the public health service do not require a work permit. Instead they simply show evidence of their registration with the Medical Council of Ireland and their job offer to the GNIB on arrival. This policy arrangement will be reviewed after a 12-month period (June 2011) (Irish Naturalisation and Immigration Service, June 2010). Locum doctors may also enter without an employment permit to work in Irish hospitals. The number of non-EEA doctors working in the State without an employment permit does not exist centrally.

Some controversy exists around whether it is necessary for the Irish health sector to recruit outside the EU and indeed outside Ireland. Barrett and Rust (2009) suggest that the state has an incentive to constrain wage inflation in the healthcare sector and that this makes foreign recruitment attractive. Direct bilateral negotiations between the Department of Enterprise, Trade and Innovation and the Department of Health may work to facilitate a policy of helping to meet under-supply through the inflow of foreign workers, as opposed to wage increases. It is also suggested that recruiting in other countries can deliver a ‘quick fix’ in that staff are delivered quickly and without the expense of education and training costs. (It can take three to five years to train a nurse, and fifteen to twenty to train an experienced senior physician) (Barrett and Rust, 2009).

the Dublin Academic Training Hospitals (DATH) Recruitment Project. The HSE recruitment project has performed two recruitment drives. In 2005 nurses were recruited from Philippines and India, while in 2006 the drive targeted only India. In 2006 DATHs recruitment project targeted India, Bahrain, Singapore and the Philippines. There is also substantial recruitment of nurses by private agencies particularly in India (Quinn, 2007).

The International Employment Services Unit in FÁS has expressed concern about the role that private recruitment companies have in the recruitment of staff to the Health Services Executive, or to agencies used by the Health Services Executive. It is suggested that skills and labour shortages may in fact be met within the EU and that the labour market needs test is not enforced sufficiently in regard to health sector employment to prevent EU workers being overlooked.

3.2.2.3 Migrants Workers Returning When The Labour Shortages Cease To Exist

Barrett and Kelly (2010) have used labour force survey data to investigate the impact of the current economic recession on economic migrants in Ireland. It was found that the recession was particularly severe on immigrants in terms of greater losses in employment and higher unemployment. Nationals from the EU12 Member States experienced the most significant job losses.

Between Q1 2008 and Q4 2009 the number of non-Irish nationals employed in Ireland fell by 87,500, a fall of 25 percent while the number of non-Irish nationals unemployed grew by 24,500, an increase of over 100 percent. The increase in the number who declared themselves as being inactive grew by only 2,700 or 2 percent. However, in absolute terms the biggest adjustment was in the number still in Ireland which fell by 60,200 or 12 percent.

Barrett and Kelly stress that the data used are from repeated cross sections and not a panel and therefore changes over time could be the result of a changing mix of individuals as opposed to changes in the circumstances of individuals. However, with the proviso that it may be too early to be sure, it is concluded that these data are certainly consistent with a tendency for employment losses to have resulted in outflows. Barrett *et al* foresee that net outward migration will reach -70,000 in 2010 and -50,000 in 2011 (Barrett *et al*, 2010).

3.2.2.4 Impact Of Intra-EU Mobility On National Labour Market

The 2004 enlargement had a pronounced impact on the Irish labour market and Irish society more generally. Census information indicates that the number of EU10 nationals living in Ireland grew from approximately 10,000 in 2002 to 120,000 in 2006. Barrett (2009) has shown that EU10 immigrants have

had a positive impact on the Irish economy in terms of GNP growth. This is because due to the much increased labour supply wages grew more slowly than would otherwise have been the case.

Research has shown that immigrants have suffered a wage penalty in the Irish labour market. Barrett *et al* (2008) found that immigrants from the EU10 States had the highest earnings disadvantage (18 per cent relative to Irish nationals) across all immigrant groups. Barrett and Duffy (2008) showed that EU10 immigrants were 9 percent more likely to be in the lowest occupational category relative to Irish nationals and also 9 percent more likely to be in the second lowest category. The results also showed them to be 5 percent less likely to be in the highest category and 13 percent less likely to be in the second highest group. Analysis of the year of arrival of immigrants did not show any evidence of the occupational gap closing over time.

The Central Statistics Office conducted analysis of PPSN (Personal Public Service Numbers) allocations which are necessary for employment and employer end-of-year (P45) returns to the Revenue Commissioners. It was found that the number of such PPSNs issued to non-Irish nationals increased from 74,700 in 2002 to just under 204,000 in 2006. The extent to which those allocated PPS numbers took up and retained insurable employment over time was investigated. The analysis indicated that among EU10 nationals the employment rate started off very high (80 per cent), but declined much more slowly than other nationality groups falling to 57 per cent by 2008.

Analysis of engagement with social welfare showed that of those EU10 nationals who arrived in 2004, 3 per cent had some social welfare activity in the year of arrival, rising to 28 per cent in 2008. There are many different reasons for such engagement such as the birth of a child leading to a child benefit claim; jobseekers claims, driven particularly by the sharply rising unemployment during 2008; and a delayed effect caused by the fact that some benefits depend on habitual residence requirements or on having sufficient social insurance contributions (Central Statistics Office, 2009).

Barrett and Kelly (2010) show that EU10 nationals have been impacted upon particularly severely by the current recession showing higher losses of employment than either Irish or other non-Irish groups. They also suggest that the rate

of outflow for EU10 immigrants was also higher than for other immigrant groups between Q12008 and Q12009.

As noted earlier in the context of the economic downturn and rising unemployment Ireland has continued to restrict the access of Bulgarian and Romanian nationals to the labour market following the accession of those two countries to the EU in January 2007. A discrepancy exists between the number of PPSNs issued to Romanian and Bulgarian nationals and the number of employment permits issued to the same group (see Joyce 2008, 2009). In 2009 for example only 213 new employment permits were issued to EU2 nationals while 2,901 new PPSNs were issued. The implication is that many EU2 nationals are working in Ireland without the necessary employment permit. The Department of Enterprise, Trade and Innovation has introduced a number of initiatives designed to encourage such workers to regularise their situation.

4. CO-OPERATION WITH THIRD COUNTRIES

4.1 Co-operation with Third Countries with regard to Satisfying Labour Demand

Ireland has no significant contacts with Third Countries in relation to economic migration policy development and cooperation the context of satisfying labour demand has been very limited. This is explained by the Department of Enterprise, Trade and Innovation, among others, by the fact that Ireland has not yet experienced significant problems attracting necessary skills and labour.

FÁS provides information and mentoring support to other employment agencies and Ministries from outside the EU. FÁS is a member of the World Association of Public Employment Services (WAPES) which has approximately 90 members worldwide. This network provides a structure for international cooperation although it is not considered to be very active to date.

The International Employment Unit of FÁS is primarily concerned with EU employment but has had contact with Canada and Australia in relation to organising employment for Irish workers in the construction industry. In addition Ireland explored recruiting workers for the horseracing industry in Morocco through the MEDA programme, although Irish involvement was minor.³⁷ As discussed in Section 3.2.2.2. there have also been recruitment projects in the past in relation to nursing in Ireland in Philippines and India, Bahrain and Singapore.

³⁷ MEDA (Mésures d'Accompagnement or Accompanying Measures) is an EU programme designed to support Morocco's economic transition.

There are no significant measures to ensure that the educational and vocational qualifications and skills of Third Country Nationals are in line with the requirements of Irish employers.

**4.2 Balancing
Need for
Migrant
Workers with
Risk of
'Brain Drain'**

In order to guard against 'brain drain' the International Employment Service in FÁS consults with EURES representatives in other Member States and if a shortage exists Ireland will not actively recruit in such States. This only applies within the EU however and there were no contacts or initiatives uncovered on the issue of brain drain within Third Countries. This is a particularly important issue in relation to medical staff. Countries such as the Philippines and India from which many of the migrant nurses in Ireland originate are experiencing shortages of nurses.³⁸ Limited work on ethical guidelines for the recruitment of nurses was undertaken in Ireland in 2001 (Quinn, 2006).

Examples of best practice are limited to EU recruitment, one such example is FÁS' 'Know before you go' campaign which was designed to ensure that potential economic migrants to Ireland were fully informed before they decided to move and this information was distributed to potential EU migrants through activities of the EURES network.

³⁸ Barrett and Rust (2009) point out that virtually all developing countries suffer from a chronic shortage of nurses. The Philippines had 30,000 vacancies for nurses in 2004; Malawi reported that only 28 per cent of nursing positions were filled in 2003; South Africa had a shortage of over 32,000 registered nurses also in 2003. The authors quote the International Council of Nurses stating that best estimates indicate that, collectively, sub-Saharan African countries have a shortfall of over 600,000 nurses.

5. ANALYSIS AND CONCLUSIONS

The labour force of the EU27 is currently comprised of 238.6 million people. Managed economic migration policy only refers to workers from non-EEA countries or from the two latest EU accession States: Romania and Bulgaria. It is expected that the latter group will be granted free access to the Irish labour market in 2011. In the context of this enlarged pool of labour, the present severe economic downturn and resulting rising unemployment it is unsurprising that Ireland has an excess of labour and very limited skills shortages. Managed economic migration policy is now focussed on attracting small numbers of highly skilled workers.

Recent policy development in Ireland has focussed on limiting the number of permits issued, particularly those in the <€30,000 salary band, while offering more flexibility to non-EEA workers already in Ireland. Between 2007 and 2009 the number of first time permits issued declined by 68 per cent while the number of first time permits issued in the €30,000 salary band declined by 77 per cent. The proportion of permits issued in the higher salary bands has grown: 9.4 per cent of permits issued in 2007 were to workers earning over €60,000, rising to 16.5 per cent in 2009. The share of first time permits issued to workers in the <€30,000 salary band declined from 44 per cent in 2007 to 32 per cent in 2009 but at almost one third is still a significant proportion.

It is interesting to note that almost two thirds of permits issued in this lower salary band in 2009 were spousal permits. Restrictions on the allocation of spousal permits were introduced in 2009. The spouses of work permits holders who made their first application after June 2009 may not apply for a spousal permit. The spouses of work permit holders who made their original application prior to that date, as well as green card holders, may continue to apply for spousal permits. This policy clearly favours workers already in Ireland. Officials

from the Irish Naturalisation and Immigration Service emphasised that other recent policy initiatives such as the scheme for migrant workers who are made redundant are in recognition of the contribution migrant workers have made to the Irish economy.

There was a general consensus among those consulted while compiling this study that even when employment growth was high the Irish managed economic migration system functioned well in facilitating the immigration of sufficient numbers of non-EEA workers. The context was of course favourable: a widely spoken language and high wages meant that Ireland could compete at an international level for the workers it needed without recruiting to any large extent. This position may account for the absence of any significant cooperation with Third Countries in this regard.

The managed economic migration system is loosely regulated with the State licensing an arrangement between employer and employee after a job offer has been made. The main mechanisms by which the State exercises control are via the labour market needs test, designed to ensure there are no Irish/EU nationals available to fill the position in question; eligibility for spousal permits; the 'ineligible occupations list' for work permit applications and the 'restricted list' for lower-paid green card applications.

An obvious exception to this positive assessment of the efficacy of the Irish economic migration system is the healthcare sector. Despite a relatively advantaged demographic position, seen in slower population ageing than most EU/other developed States, Ireland shares the problem of a health system which is heavily reliant on migrant workers. Data from the QNHS showed that in 2009 18 per cent of health professionals other than nurses and 17 per cent of nursing and midwifery professionals were non Irish. Ireland has found that these workers are difficult to source in sufficient numbers and in response has significantly relaxed the immigration conditions for such workers.

The green card introduced in 2007 was designed to strengthen Ireland's ability to compete for highly skilled workers by offering enhanced immigration conditions including immediate family reunification and fast tracked long-term residency. However the ongoing delays in enacting the Immigration, Residence and Protection Bill mean that Ireland still lacks a statutory long-term residence status. Green card

holders face some uncertainty regarding their immigration status when their card expires, although as an interim measure since August 2010 they may have their immigration permission to reside extended for two years (previously one year). In a related issue there are continued delays in the processing of naturalisation applications. In July 2009 the average processing time for an application for citizenship was 23 months (Joyce 2010).

NGOs including the Migrant Rights Centre Ireland argue that the employer/market-led economic migration system can disadvantage individual employees. For example employment permit holders may not easily progress in the workplace because their permit relates to a specific vacancy and they may not easily move employers, a situation which MRCI argues leaves them more vulnerable to potential exploitation. In response the Department of Enterprise, Trade and Innovation have stated it is important from both immigration and economic planning perspectives to retain this degree of control of where migrant workers are working and that the ineligible occupations lists are not sufficient in this regard.

The main tool for assessing labour/skills gaps in Ireland is the National Skills Database. Information from this database forms the basis of the *National Skills Bulletin* and various other outputs of the Expert Group on Future Skills Needs. The database constitutes a relatively advanced tool in an international context. Data may be analysed by occupation, gender, age, nationality etc. There is also scope for trend analysis over a number of years and this may be compared to the situation in other Member States whereby policymakers must rely on once-off employer surveys when assessing labour and skills needs. Future development of the *National Skills Bulletin* will focus on developing data on vacancies, increasing information on the 'supply' side of the analysis for example from private education providers and where possible disaggregating data to job rather than occupational level.

In an international comparison of systems of occupational forecasting and skills research McGuinness and Bennett (2008) found that Ireland was quite unique in separately analysing male and female workers. Another strength identified in Ireland was the fact that forecasting data were made available to a range of interest groups and had a direct influence on policy. This situation was compared to countries such as Australia, Austria, Canada, France, Germany, Japan, Netherlands, Spain, Sweden and the USA, which expend

considerable resources on manpower but where the impact on policy making was unclear.

Officials from the Department of Enterprise, Trade and Innovation indicated that there may be scope for improving the use of information collected through the EURES system, in particular to facilitate access to information on where labour surpluses exist within Europe.

APPENDIX A

Ineligible Job Categories for Work Permits

- All Clerical and Administrative Positions
- All General Operatives/Labourers
- All Operator and Production Staff
- All Domestic Workers (including Carers in the Home and Childminders)
- All Work Riders (Horse Racing)
- In the category 'Sales Staff':
 - All retail sales vacancies, sales representatives, Supervisory/ Specialist Sales
- In the category 'Transport Staff':
 - All drivers including HGV
- In the category Childcare Workers:
 - Nursery/ Crèche Workers, Child Minder/ Nanny
- In the category 'Hotel Tourism and Catering':
 - All staff except chefs
- In the category 'Craft Workers and Apprentice/Trainee Craft Workers':
 - Bookbinder, Bricklayer, Cabinet Maker, Carpenter/Joiner, Carton
 - Maker, Fitter - Construction Plant, Electrician, Instrumentation
 - Craftsperson, Fitter, Tiler - Floor/Wall, Mechanic - Heavy Vehicles,
 - Instrumentation Craftsperson, Metal Fabricator, Mechanic - Motor,
 - Originator, Painter And Decorator, Plumber, Printer, Engineer -

- Refrigeration, Sheet Metal Worker, Tool Maker, Vehicle Body Repairer,
- Machinist – Wood, Plasterers and Welders

Source: Department of Enterprise, Trade and Innovation, May 2010

Eligible Job Categories for Green Cards where salary is between €30,000 - €59,999

- Information Technology
 - ICT Professional
 - Computer Systems Managers, Computer Analysts, Computer Programmers and Computer Testers
- Health care
 - Health Professionals
 - Medical Practitioners, Pharmacists/Pharmacologists and related occupations, Registered Nurses, Specialist Nurses and Dental Practitioners
 - Health associate professionals
 - Medical Radiographers, Audiologists, Dieticians, Medical Scientists, Orthoptists, ECG Technicians, Neuropsychological Measurement Technicians, Biochemists, Vascular Technicians, Respiratory Technicians, Cardiac Catheterisation Technicians and GI Function Technicians
- Industry
 - Professional Engineers and Technologists
 - Electrical, Software, Chemical, Design and Development, Planning and Quality Control, Network, Validation, Product Development, Process and Equality
- Education/Healthcare/Industry
 - Researchers and Natural Scientists
 - Researchers, Chemists, Natural Scientists, Biological Scientists, Physicists and Material Scientists
- Financial

- Business and Financial Professionals and associate professionals
 - Chartered and Certified Accountants, Actuaries, Management Consultants, Business Analysts, Risk Professionals, Compliance Specialists, Risk Specialists, Tax Experts and Legal Experts

APPENDIX B.
AVAILABLE DATA
ON PERSONS
EMPLOYED BY
NATIONALITY AND
SPECIFIC
OCCUPATIONS.

Table A.1 2004 - 2009 Stock of Workers aged 15 and over Employed in Selected Specific Occupations 2004 - 2009

Specific occupations	Total Irish				Other EU15				EU10/12**				Third Country Nationals				Total
	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	
2009																	
Housekeeping and rest serv (512)	20,377	36,015	56,392	68	2,352	2,122	4,474	5	4,282	10,426	14,708	18	5,204	2,478	7,682	9	83,255
Personal care and rel (513)	8,535	60,119	68,654	84	*	3,336	4,230	5	*	2,934	3,135	4	1,746	3,697	5,443	7	81,463
Health professionals (except nursing) (222)	8,053	6,083	14,137	82	*	*	*	*	*	*	*	*	1,143	*	2,110	12	17,306
Nursing and midwifery profs (223)	2,849	44,196	47,045	83	*	1,379	1,771	3	*	*	*	*	1,328	6,290	7,618	13	56,531
Skilled Agric and Fishery (61)	10,500	*	11,158	84	1,041	*	1,041	8	*	*	*	*	*	*	*	*	13,333
Architects, Engineers and rel prof (214)	34,461	5,313	39,774	87	2,450	*	2,917	6	*	*	1,459	3	1,153	*	1,363	3	45,513
Teaching personnel (23)	25,140	68,928	94,068	94	1,903	2,037	3,940	4	*	*	*	*	*	*	1,181	1	99,829
Labrs In Mining, Const, Manuf, Trans (93)	37,958	9,653	47,610	76	*	*	1,139	2	8,590	3,940	12,530	20	*	*	*	*	62,276
TOTAL	147,873	230,964	378,837	82	10,466	9,928	20,394	4	14,866	18,592	33,457	7	11,790	15,028	26,818	6	459,506

Table A.1 2004 - 2009 Contd.

Specific occupations	Total Irish				Other EU15				EU10/12**				Third Country Nationals				Total
	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	
2008				%				%				%				%	
Housekeeping and rest serv (512)	19,444	39,158	58,602	65	1,656	2,076	3,732	4	5,807	11,805	17,612	20	5,309	4,345	9,653	11	89,600
Personal care and rel (513)	7,550	65,190	72,740	87	*	2,672	3,121	4	*	2,626	2,757	3	1,597	3,166	4,763	6	83,380
Health professionals (except nursing) (222)	6,856	6,272	13,128	77	*	*	*	*	*	*	*	*	1,593	1,236	2,829	17	16,957
Nursing and midwifery profs (223)	2,035	42,195	44,230	80	*	1,534	1,969	4	*	*	*	*	*	7,662	8,507	15	55,175
Skilled Agric and Fishery (61)	12,572	1,201	13,773	81	*	*	*	*	1,511	*	1,801	11	*	*	*	*	17,039
Architects, Engineers and rel prof (214)	37,350	4,874	42,224	83	2,817	*	3,246	6	1,721	*	2,226	4	2,383	*	3,116	6	50,813
Teaching personnel (23)	27,347	65,630	92,977	93	1,486	2,671	4,158	4	*	*	*	*	*	*	1,722	2	99,544
Labrs In Mining, Const, Manuf, Trans (93)	56,876	12,115	68,991	75	1,351	*	1,748	2	14,819	4,630	19,449	21	1,539	*	2,152	2	92,340
TOTAL	170,030	236,635	406,665	81	9,172	10,223	19,395	4	24,372	20,883	45,256	9	14,941	18,592	33,533	7	504,848

Table A.1 2004 - 2009 Contd.

Specific occupations	Total Irish				Other EU15				EU10/12**				Third Country Nationals				Total
	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	
2007																	
Housekeeping and rest serv (512)	20,913	42,580	63,493	67	2,157	2,590	4,747	5	4,543	12,908	17,451	18	6,413	2,864	9,277	10	94,967
Personal care and rel (513)	6,434	56,675	63,109	86	*	2,643	3,116	4	*	2,696	3,136	4	*	3,276	3,911	5	73,272
Health professionals (except nursing) (222)	7,809	6,175	13,984	81	*	*	1,143	7	*	*	*	*	1,354	*	1,947	11	17,253
Nursing and midwifery profs (223)	3,243	40,926	44,169	81	*	1,409	1,483	3	*	*	*	*	1,168	7,161	8,330	15	54,246
Skilled Agric and Fishery (61)	11,761	*	12,511	83	*	*	*	*	1,590	*	2,072	14	*	*	*	*	15,092
Architects, Engineers and rel prof (214)	36,293	5,715	42,008	86	2,839	*	3,683	8	1,134	*	1,458	3	1,294	*	1,752	4	48,901
Teaching personnel (23)	25,478	63,504	88,982	92	1,381	3,589	4,970	5	*	*	*	*	*	1,048	1,954	2	96,700
Labrs In Mining, Const, Manuf, Trans (93)	62,737	13,580	76,317	73	1,782	*	2,195	2	19,766	4,132	23,898	23	2,143	*	2,611	2	105,021
TOTAL	174668	229155	404,573	80	9,672	12,038	21,710	4	27,749	21,503	49,252	10	14,049	15,868	29,917	6	505,452

Table A.1 2004 - 2009 Contd.

Specific occupations	Total Irish				Other EU15				EU10/12**				Third Country Nationals				Total
	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	
2006																	
Housekeeping and rest serv (512)	22,718	42,149	64,867	72	2,310	2,556	4,867	5	4,207	7,375	11,582	13	6,574	2,443	9,017	10	90,332
Personal care and rel (513)	7,030	52,511	59,541	86	*	2,541	2,912	4	*	1,927	2,334	3	*	3,655	4,476	6	69,263
Health professionals (except nursing) (222)	7,698	6,082	13,780	82	*	*	*	*	*	*	*	*	1,273	*	1,729	10	16,728
Nursing and midwifery profs (223)	2,618	41,297	43,915	82	*	1,656	1,778	3	*	*	*	*	1,112	6,218	7,330	14	53,328
Skilled Agric and Fishery (61)	12,490	1,104	13,594	84	*	*	*	*	1,577	*	1,634	10	*	*	*	*	16,200
Architects, Engineers and rel prof (214)	33,685	5,350	39,035	85	2,754	*	3,304	7	1,301	*	1,544	3	1,652	*	2,172	5	46,055
Teaching personnel (23)	27,002	62,110	89,112	94	1,361	3,192	4,553	5	*	*	*	*	*	*	1,168	1	95,070
Labrs In Mining, Const, Manuf, Trans (93)	68,693	14,857	83,549	77	2,696	*	3,356	3	15,008	2,350	17,358	16	3,596	*	4,577	4	108,840
TOTAL	181934	225460	407,393	82	10,491	11,934	22,425	5	22,676	12,587	35,263	7	15,789	14,947	30,736	6	495,816

Table A.1 2004 - 2009 Contd.

Specific occupations	Total Irish				Other EU15				EU10/12**				Third Country Nationals				Total
	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	
2005																	
Housekeeping and rest serv (512)	22,142	43,769	65,911	75	1,929	2,376	4,304	5	2,689	5,296	7,984	9	5,621	3,693	9,314	11	87,514
Personal care and rel (513)	5,704	47,633	53,336	89	*	2,321	2,831	5	*	*	*	*	1,078	1,890	2,968	5	59,774
Health professionals (except nursing) (222)	7,914	7,599	15,514	85	*	*	*	*	*	*	*	*	1,321	*	1,667	9	18,349
Nursing and midwifery profs (223)	2,931	42,454	45,385	89	*	1,331	1,382	3	*	*	*	*	*	3,676	4,147	8	51,061
Skilled Agric and Fishery (61)	12,054	1,166	13,219	90	*	*	*	*	*	*	*	*	*	*	*	*	14,707
Architects, Engineers and rel prof (214)	33,013	5,525	38,538	87	2,546	*	2,740	6	*	*	1,046	2	1,606	*	2,144	5	44,467
Teaching personnel (23)	26,239	56,214	82,453	94	1,297	3,315	4,613	5	*	*	*	*	*	*	*	*	88,133
Labrs In Mining, Const, Manuf, Trans (93)	66,592	16,588	83,180	84	1,841	*	2,611	3	7,810	1,514	9,324	9	3,129	*	3,803	4	98,919
TOTAL	176,589	220,948	397,536	86	9,036	10,931	19,968	4	11,921	8,014	19,935	4	14,206	11,280	25,486	6	462,924

Table A.1 2004 - 2009 Contd.

Specific occupations	Total Irish				Other EU15				EU10/12**				Third Country Nationals				Total
	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	
2004																	
Housekeeping and rest serv (512)	20,746	48,271	69,017	80	2,409	1,895	4,304	5	1,047	2,338	3,384	4	5,988	3,141	9,129	11	85,835
Personal care and rel (513)	4,960	42,367	47,326	92	*	1,498	1,793	3	*	*	*	*	*	1,670	2,019	4	51,524
Health professionals (except nursing) (222)	8,677	5,727	14,404	82	*	*	*	*	*	*	*	*	2,096	*	2,498	14	17,602
Nursing and midwifery profs (223)	2,653	43,031	45,685	91	*	*	1,196	2	*	*	*	*	*	2,781	3,151	6	50,106
Skilled Agric and Fishery (61)	12,207	*	13,087	95	*	*	*	*	*	*	*	*	*	*	*	*	13,789
Architects, Engineers and rel prof (214)	29,278	5,539	34,817	89	2,514	*	2,959	8	*	*	*	*	*	*	*	*	39,076
Teaching personnel (23)	22,618	50,711	73,330	93	1,777	2,389	4,166	5	*	*	*	*	*	1,282	1,545	2	79,190
Labrs In Mining, Const, Manuf, Trans (93)	68,059	18,199	86,258	91	1,140	*	1,629	2	3,868	*	4,397	5	2,009	*	2,714	3	94,999
TOTAL	169,198	213,845	383,924	89	9,088	7,954	17,042	4	5,640	3,470	9,110	2	12,065	9,981	22,046	5	432,121

Reference period: 2005-2009: Q2, Apr-Jun. 2004: Q3, Jul-Sep

Figures marked with a * refer to estimates of below 1,000 persons. Such estimates are considered to be unreliable and as such are not presented.

** Prior to 2007 Romanian and Bulgarian nationals included in 'Third Country Nationals', thereafter included in EU10/12.

Source: Special Tabulations, Quarterly National Household Survey, Central Statistics Office.

APPENDIX C.

AVAILABLE DATA ON VACANCIES

The Skills and Labour Market Research Unit (SLMRU) of FÁS gathers information on vacancies advertised through the FÁS system, the Irish Times (national broadsheet newspaper) and IrishJobs.ie (online recruitment website). These data cannot be used as an indicator of skills or labour shortages due to the following problems:

- Vacancies may be advertised through other channels leading to an underestimation of the true demand;
- Vacancies may be advertised simultaneously through several channels leading to an overestimation of the true demand;
- The extent to which vacancies are arising due to expansion demand (the creation of a new position by an employer), replacement (a person leaving an already existing position) or other reason is unclear;
- Persistent agency advertisements for profiles which are generally in demand can lead to an overestimation of the true demand;
- Any difficulty faced by an employer in filling a vacancy is unclear as is the length of time taken to fill the vacancy.

Table A.2 shows data on vacancies collected from the FÁS database. Analysis of available vacancy data led the Expert Group on Future Skills Needs to conclude that the share of vacancies for permanent full time positions declined in the period 2007-2009 while the proportion of contract positions more than doubled (Expert Group on Future Skills Needs, 2010).

The Skills and Labour Market Research Unit have recently started a survey of recruitment agencies. Results from this survey conducted in April 2010 indicated that though few in number, certain vacancies were hard to fill and most of these were in respect of highly skilled occupations in the areas of ICT, management, science, engineering, healthcare, sales and finance. Agencies found that hard to fill vacancies tended to be filled by non-Irish candidates and reported the following issues with Irish candidates: lack of skills including language skills; lack of relevant experience; preference for permanent posts (slow take-up of temporary positions); reduced labour mobility (geographical and intra-occupational); job on offer not considered to be attractive (Expert Group on Future Skills Needs, 2010).

Table A.2 Vacancies Advertised Through FÁS by Occupational Skill Group and Selected Occupations

	2004	2005	2006	2007	2008	2009
<i>Occupational skill group</i>						
Highly Skilled	10,096	14,641	20,929	21,490	16,345	11,395
Skilled	64,206	84,472	94,422	108,008	72,499	41,084
Low Skilled	10,655	11,859	11,273	11,805	7,408	2,708
Total vacancies	84,957	110,972	126,624	141,303	96,252	55,187
<i>Selected occupations</i>						
Housekeeping and restaurant services workers (512)	14,512	18,452	19,625	21,960	16,047	8,480
Personal care and related workers (513)	6,907	8,116	11,494	13,601	12,505	8,394
Health professionals (except nursing) (222)	172	160	231	125	170	116
Nursing and midwifery professionals (223)	477	561	458	1,577	1,316	470
Skilled agricultural and fishery workers (61)	2,367	2,011	1,820	2,003	1,550	677
Architects, engineers and related professionals (214)	709	795	1,044	1,048	456	275
Teaching professionals (23)	688	972	1,228	1,123	1,222	1,446
Labourers in mining, construction, manufacturing and transport (93)	8,208	9,798	9,407	9,594	5,818	2,070

Source: Skills and Labour Market Research Unit, FÁS

APPENDIX D.

NUMBER OF HOSTING AGREEMENTS ISSUED

Table A.3. Number of Hosting Agreements Issued under Researchers Directive by Country of Nationality 2007 to 2009.

2007		2008		2009	
EU2	1	EU2	15	EU-2	9
India	10	China	49	India	78
China	8	India	41	China	75
America	7	America	30	America	50
Australia	4	Russia	18	Russia	18
Turkey	3	Canada	12	Australia	16
Israel	2	Pakistan	10	Canada	13
Others	10	Australia	7	Pakistan	11
		Bangladesh	7	New Zealand	9
		Algeria	6	Algerian	6
		Others	65	Others	98
TOTAL	45	TOTAL	260	TOTAL	383

Source: Department of Justice and Law Reform

Data refer to the number of hosting agreements issued. This number of researchers would be lower as many of them renew hosting agreements. Information on the number of researchers is not readily available

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