

Temporary and Circular Migration: Ireland

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European Migration Network



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The European Migration Network

The aim of the European Migration Network (EMN) is to provide up-to-date, objective, reliable and comparable information on migration and asylum at Member State and EU-level with a view to supporting policymaking and informing the general public.

The Irish National Contact Point of the European Migration Network, EMN Ireland, is located at the Economic and Social Research Institute (ESRI).

The ESRI

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The ESRI is governed by an independent Council which acts as the board of the Institute with responsibility for guaranteeing its independence and integrity. The Institute's research strategy is determined by the Council in association with the Director and staff. The research agenda seeks to contribute to three overarching and interconnected goals, namely, economic growth, social progress and environmental sustainability. The Institute's research is disseminated through international and national peer reviewed journals and books, in reports and books published directly by the Institute itself and in the Institute's working paper series. Researchers are responsible for the accuracy of their research.

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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 Equality or the European Commission Directorate-General Home Affairs.

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Abbreviations

CIREFI	Centre for Information, Discussion and Exchange on the Crossing of Frontiers and Immigration
EEA	European Economic Area
EMN	European Migration Network
EURODAC	European Dactyloscopie (electronic fingerprint system)
GAM	Global Approach to Migration
GFMD	Global Forum on Migration and Development
GNIB	Garda National Immigration Bureau
HSE	Health Service Executive
IDCD	Inter-Departmental Committee on Development
INIS	Irish Naturalisation and Immigration Service
IOM	International Organization for Migration
NGO	Non-Governmental Organisation
ORAC	Office of the Refugee Applications Commissioner
RIA	Reception and Integration Agency

Executive Summary

The current study is intended to promote understanding of temporary and circular migration among Third Country nationals in Ireland. Ireland has no formally articulated vision or policy on managed non-EU circular migration. Circular migration is not currently discussed in the Irish policy context. There is no evidence of seasonal non-EU migration on any significant scale and immigration-related incentives for circular migration do not exist. The main focus of this study is therefore on temporary migration.

Ireland does not have a long history of immigration. Instead a well established tradition of emigration was dramatically reversed in a decade beginning in the mid 1990s, before Ireland returned to net emigration in the year 2008/09. Ireland has met most labour and skills needs from within the enlarged EU. Substantial migration from EU10 States followed the 2004 enlargement, partly because Ireland did not impose labour market restriction on nationals of the new Member States post accession. Data now show that this population has been highly mobile in the context of the current economic downturn. The Irish immigration system is still mainly on an administrative rather than statutory basis and the assumption underlying much Irish immigration-related policy, as it currently stands, is that the movement in question is a temporary one (legislation is pending that will make important changes to this situation).

The study focuses on three main types of temporary non-EEA migrants: migrant workers, students and researchers. Policy and legislation as it relates to these groups is presented in Chapter 2.

All non-EEA nationals who wish to stay in the State for more than 90 days must register with the Garda National Immigration Bureau or the local Garda station. On registration non-EEA nationals are given immigration permissions, with varying dates of expiry/renewal. Table 2.2 draws together available data on relevant immigration permissions, maximum duration of stay where applicable and frequency of renewal.

Ireland has a policy to limit non-EEA labour migration as far as possible to that of highly skilled and hard to find workers. The annual remuneration offered acts as a proxy for skill in this context. Low skilled and skilled workers continue to travel to Ireland to work, but their migration is intended by the State to be temporary. Higher skilled workers in contrast are offered longer-term residency as an incentive to migrate.

In September 2010 a *New Immigration Regime for Full-Time non-EEA Students* was launched. One of the main objectives of the new regime is to cap the amount of time a non-EEA national may spend in Ireland as a student unless they progress academically, effectively reinforcing the temporary nature of student migration. The new regime involves closer alignment of immigration rules with specific

educational courses. Students on short-term English language courses are now viewed as 'educational tourists'. All categories of students now have varying maximum periods of stay in the State.

Ireland participates in the Researchers Directive under which a non-EEA researcher may migrate to Ireland on condition that they work with an accredited research organisation to carry out a specific research role.

There are no specific incentives to return for temporary migrants beyond the fact that an individual who has been issued with a deportation order may not re-enter the State. Ireland does not cooperate formally with Third Countries on circular or temporary migration, to any significant extent. Ireland does, however, participate at an EU level in all relevant, Third Country agreements.

Information on whether migrants are staying in Ireland, returning to their country of origin, or moving to another country is limited. Data on destination of emigrants are not available by nationality of the emigrant. Emigration increased by 55 per cent between 2007 and 2010. Just under 60 per cent of emigrants in the year to April 2010 were non-Irish and 13 per cent were non-EU nationals. In terms of the destination of emigrants 40 per cent migrated beyond the EU. Regarding evidence of migrants staying in the State, in the period between January 2005 and December 2009 a total of 20,000 non-EEA nationals acquired Irish citizenship, excluding those aged under 16, including 9,500 naturalisations and 10,500 grants of post nuptial citizenship.

Ireland does not currently have a statutory long-term residency scheme and has opted not to participate in Council Directive 2003/109/EC concerning the status of Third Country nationals who are long-term residents (Long-Term Residence Directive). Long-term residency is currently operated in Ireland under an administrative scheme available to migrant workers. In the five years between 2005 and 2009 there were 7,671 non-EEA nationals aged 16 and over granted long-term residency.

Available statistical data on temporary migrants are supplied in Chapter 3. Data on employment permits show that on average between 2005-2010 the majority (77 per cent) of total employment permits were issued for between 1 and 2 years; 19 per cent of first time and repeat new permits issued were for <1 year; the medical and nursing sector accounts for a high proportion (42 per cent) of short (<1yr) first time permits issued. One of the problems with using employment permit data to estimate the scale of temporary migration is that many of these permits are renewed. On average 42 per cent of permits issued each year 2005-2008 were subsequently renewed. It was found that medium paid (€30-60,000 p.a.) permit holders were overrepresented among permits of shorter duration (<1year); lower paid workers were underrepresented in the short-term permit category; and higher paid workers were slightly overrepresented in the short-term permit category.

There were almost 45,500 immigration permissions issued to non-EEA students in 2010, representing 28 per cent of all immigration permissions issued in the period. During 2010 there were 369 research hosting agreements issued representing a slight decrease on the number issued in 2009. While each hosting agreement represents a single researcher, each researcher may be involved in more than one hosting agreement.

Chapter 1

Introduction: Purpose and Methodology Followed

The European Migration Network (EMN) study on Temporary and Circular Migration is intended to promote understanding of temporary and circular migration among Third Country nationals in the EU, including:

- Identification of the categories of short-term migrants, such as: Third Country nationals moving temporarily to the EU for short-term employment, seasonal work, study or research; or settled migrants living in the EU moving temporarily to their countries of origin;
- Clarification of the definitions and conceptualisation of temporary and circular labour migration;
- Investigation of the criteria and conditions applied on such movement including entry conditions, work and residence permits;
- Review and analysis of existing statistical data and empirical evidence for circular and temporary migration and to investigate possibilities for measuring/estimating trends in the period 2004-2009;
- Investigation of policy preferences regarding temporary and circular migration.

As will be discussed, circular migration is not a policy priority in Ireland while most managed migration policy relates to migration which is viewed, by policymakers, as temporary. The study will focus on the managed migration of non-EU migrants, reflecting the emphasis of the EMN's work as well as a lack of data on more spontaneous movements of EU nationals to and from Ireland.

1.1 METHODOLOGY

The current study has been compiled according to commonly agreed EMN specifications. A similar study will be produced by each EMN NCP and a synthesis report will subsequently be made available on both the central EMN website and the EMN Ireland website.¹ The recent EMN study on *Satisfying Labour Demand through Migration*² contains data relevant to the temporary migration of workers to Ireland and the Irish report (Quinn 2010) will be referenced in the current study.

¹ <http://www.emn.europa.eu> and <http://www.emn.ie> respectively.

² Irish country study and synthesis report available at <http://www.emn.ie> and <http://emn.europa.eu>

Regarding temporary migration the main groups that will be discussed in the current study are non-EEA migrant workers, students and researchers. Policy information on temporary migration has been sourced from strategy statements and guidelines available on the main government department websites³ as well as directly from officials of the Department of Jobs, Enterprise and Innovation⁴ and the Irish Naturalisation and Immigration Service, Department of Justice and Equality.⁵ Information is also drawn from other EMN reports such as the *Annual Policy Report on Migration and Asylum* (Joyce 2010, forthcoming).

Ireland does not operate a residence permit system as such. Non-EEA nationals who wish to remain in Ireland for longer than 90 days must register with the immigration authorities to receive a Certificate of Registration, together with one of several immigration permissions or “Stamps”, which is placed in the migrant’s passport.

Table 2.2 summarises published information on the general immigration procedures, in particular maximum duration of stay and frequency of immigration registration permission renewal, as they apply to each of the identified groups of temporary migrants.

Statistical data on circular migration do not exist in Ireland. Statistical data sources for each of the identified groups of temporary migrants are as follows:

- The administrative records of the Department of Jobs, Enterprise and Innovation are used to investigate employment permit allocation by duration of the permit.
- Immigration permissions data supplied by the Irish Naturalisation and Immigration Service, Department of Justice and Equality are used to assess the scale of non-EEA student migration.
- Data on the number of hosting agreements issued under the Researchers Directive were supplied by the Department of Jobs, Enterprise and Innovation.

1.2 DEFINITIONS

Ireland has not adopted official definitions of either circular migration or temporary migration. The definitions used in this study are drawn from the EMN Glossary⁶. Circular migration refers to repetitive, back-and-forth movement between the host and sending country, while temporary migration refers to a single movement and then limited stay in the host State.

³ <http://www.inis.gov.ie>; <http://www.djei.ie>

⁴ Prior to March 2011 this Department was known as the Department of Enterprise, Trade and Innovation.

⁵ Prior to March 2011 this Department was known as the Department of Justice and Law Reform.

⁶ Downloadable from www.emn.ie.

Circular Migration

The EMN Glossary identifies two main types of circular migration:⁷

1. *Circular migration of Third Country nationals settled in the EU*

This category of circular migration allows people to engage in an activity (business, professional, voluntary or other) outside the EU while retaining their main residence in an EU Member State. This covers various groups, such as business persons working in the EU and wishing to start an activity in their country of origin (or in another Third Country).

2. *Circular migration of persons residing in a Third Country*

This category refers to persons residing in a Third Country who come to the EU temporarily for work, study, training, or a combination of these, on the condition that they must return to their country of origin at the end of the agreed period. Circularity might be facilitated by offering migrants who have complied with these conditions some form of privileged mobility in the future, for example in the form of simplified admission/re-entry procedures.

This category covers a range of non-EU migrant groups including migrants who intend to: work temporarily in the EU, for example in seasonal employment; study, train or undertake trainee work experience in Europe before returning to their country; and carry out research in the EU.

Temporary Migration

The EMN Glossary defines temporary migration as “migration for a specific motivation and/or purpose with the intention that, afterwards, there will be a return to country of origin or onward movement.” Almost all Irish managed migration policy refers to temporary migration.

⁷ Derived from the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on Circular Migration and Mobility Partnerships between the European Union and Third Countries. COM(2007) 248 final.

Chapter 2

Approach to Circular and Temporary Migration

2.1 EU POLICY BACKGROUND

The Global Approach to Migration (GAM) was adopted by the European Council in 2005⁸. The Approach states that the EU should increase dialogue and cooperation with African states and neighbouring countries across the Mediterranean, as well as strengthen cooperation and action between EU Member States. Mobility Partnerships are an integral part of the GAM. These are tailor-made agreements between EU Member States and Third Countries whereby cooperation on illegal migration and readmission is exchanged for enhanced possibilities of mobility for citizens of the Third Country. Part of the rationale behind the Partnerships is that the EU recognises that border restrictions and difficulties accessing EU labour markets, combined with persistent differentials in standards of living, economic development, welfare etc. between the EU Member States and sending country, may encourage migrants to overstay (Cassarino, September 2009).

A 2007 Communication from the Commission on Circular Migration and Mobility Partnerships between the European Union and Third Countries⁹ proposes that by fostering circular migration EU Member States can better control migration by offering migrants from outside the EU a credible alternative to illegal immigration, while at the same time meeting their own labour needs. Less onerous admission conditions for a non-EU migrant returning to the EU are seen as beneficial for the individual, while the transfer of skills and experience back to sending country is seen as an important means of mitigating brain drain.

The importance of circular migration has been endorsed on several occasions since, at European policymaking level. The Stockholm Programme¹⁰ states the objective to examine and further develop circular migration policy as part of EU migration policy; the European Pact on Immigration and Asylum¹¹ refers to circular migration in several of its commitments. Justice and Home Affairs Council

⁸ http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/ec/87642.pdf

⁹ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on Circular Migration and Mobility Partnerships between the European Union and Third Countries. COM(2007) 248 final.

¹⁰ The Stockholm Programme – An important and secure Europe serving and protecting the citizens – Council 17024/09 (Council Conclusions, December 2009). <http://register.consilium.europa.eu/pdf/en/09/st17/st17024.en09.pdf>

¹¹ <http://register.consilium.europa.eu/pdf/en/08/st13/st13440.en08.pdf>. European Pact on Immigration and Asylum – Council 13440/08 (Council Document, September 2008)

Conclusions in late 2009¹² stated that the Commission and Member States commit themselves to further examining issues which may have the potential to facilitate circular migration. An in-depth qualitative and quantitative analysis of the concepts of temporary and circular migration was also called for.

2.2 VISION, POLICY AND PROGRAMMES IN IRELAND

Ireland has no formally articulated vision or policy on managed non-EU circular migration. Circular migration is not currently discussed in the Irish policy context. There is no evidence of seasonal non-EU migration on any significant scale and immigration-related incentives for circular migration do not exist. Re-entry visas are issued to nationals of visa required countries who are legally resident in Ireland who wish to leave the State temporarily but these tend to be short-term movements for holidays, visiting relatives, business trips etc. Spontaneous circular migration occurs over the land border between the Republic of Ireland and Northern Ireland but in the absence of border controls no data exist on these movements. It is also evident that circular and temporary migration patterns exist within the EU12 population in Ireland, discussed further below. Ireland has pursued a policy of meeting labour and skills needs from within the enlarged EU where possible. Policy and programmes as they relate to the following temporary non-EU migrants are discussed in Section 2.2.2: non-EU employment permit holders, other healthcare workers, non-EU students and researchers.

2.2.1 Background and Context

The current study is undertaken after a period of substantial and unprecedented net migration to Ireland which began in approximately 1996 and accelerated after the 2004 EU enlargement. Peak immigration of 109,500 was reached 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, many of whom moved to Ireland to avail of employment opportunities.

Irish immigration policy has, therefore, been developed under pressure, in response to challenges posed by very rapidly increasing flows. While Irish asylum policy is grounded in legislation the immigration system is still mainly on an administrative basis (legislation is pending to change this situation).

Ireland's economy collapsed in 2007/2008 and this is reflected in a return to net emigration in the year April 2008 to April 2009. Net migration reached -34,500 in the year prior to April 2010 and is forecast to reach 100,000 over the two year period April 2010 to April 2012. To place this forecasted figure in context the highest rate of net outflow from Ireland occurred in 1989 when the rate reached 44,000 (Barrett *et al*, 2011).

¹² Policy Coherence for Development – Draft Council Conclusions on Migration for Development 15806/09 (Council Conclusion, November 2009). <http://register.consilium.europa.eu/pdf/en/09/st15/st15806.en09.pdf>

While the proportion of the emigrant flow made up of Irish nationals has increased significantly, 58 per cent of emigrants in the year to April 2010 were of non-Irish nationality, more than half of whom were nationals of EU12 States. The data indicate therefore that Ireland has indeed attracted temporary migrants, many of whom are now leaving the State. This outward flow is likely to be in response to the much reduced economic opportunities in Ireland. EU12 nationals also have increased options within Europe as all EU15 Member States have now lifted labour market restrictions. Available information on the emigration of migrants is provided in Section 2.5.1.

Freedom of movement within the EU means that EU migrants may respond relatively easily to changed economic conditions and follow employment opportunities elsewhere. Barrett and Kelly (2010) used labour force survey data to investigate the impact of the current economic recession on economic migrants in Ireland. While the replacement of EU10 migrants declined in the period 2008-2009 Barrett and Kelly also found that the recession was particularly severe on immigrants in terms of greater losses in employment and higher unemployment and that there is a likelihood that these employment losses have resulted in outflows from Ireland.

In contrast to EU nationals, whose migration decisions reflect more personal choice, the temporary character of non-EU nationals' migration is often imposed by immigration controls. The emphasis in Irish managed immigration policy is on temporary migration. While there has been a number of policy changes in recent years which acknowledge and promote long-term and even permanent migration, such as the introduction of a Green Card in 2007, which was intended to lead to long-term residency, the establishment of a Junior Ministry for Integration in 2007¹³ and the proposed introduction of a long-term residence status in the Immigration, Residence and Protection Bill 2010 - the assumption underlying much immigration-related policy is that the movement in question is a temporary one.

Long-term residency is currently operated in Ireland under an administrative (non-statutory) scheme only, to 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. Such workers, and their dependent spouses, may apply for a five-year residency extension and may apply to work without the need to hold an employment permit.

“Long-term residents” are one category of migrants issued with Stamp 4, an immigration registration permission which carries with it the opportunity for longer-term stay. Other subgroups who receive Stamp 4 include recognised refugees and non-EU family members of EU residents. However, the only means by which a non-EU national may apply to reside in Ireland *permanently* is to apply for naturalisation. Ireland, the UK and Denmark do not participate in the Long-

¹³ The functions of the Office of the Minister for Integration transferred to the Office for the Promotion of Migrant Integration in the Department of Justice and Equality following the General Election in 2011.

term Residence Directive.¹⁴ In all other EU Member States permanent residence status may be granted to non-EU nationals under the provisions of that Directive.

2.2.2 Existing Policies / Programmes regarding Temporary Migration

Irish policy as it relates to identified subgroups of temporary migrants (non-EEA migrant workers, students, researchers and other) is outlined below. Non-EEA nationals who wish to stay in the State for more than 90 days must register with the Garda National Immigration Bureau or the local Garda station. On registration, and payment of a €150 fee, migrants are issued with a Certificate of Registration together with one of several immigration permissions or “Stamps”, which is placed in the migrant’s passport. Permissions have varying dates of expiry. Some are longer-term, such as the Stamp 4 issued to non-EU family members of EU residents, while others are short-term. Some discretion is exercised by the Immigration Officer/Garda who allocates the immigration registration permission in terms of which of the stamps is issued (mainly in non-standard cases) and the duration for which the permission is issued. Table 2.2 presents available data on relevant immigration permissions, maximum duration of stay where applicable and frequency of renewal.

2.2.2.1 Employment Permit Holders

Ireland’s policy on labour migration can be summarised as follows: to meet labour and skills needs from within the enlarged EEA as far as is possible, and to limit non-EEA labour migration as far as possible to that of highly skilled and hard to find workers, sourced by way of an employer-led employment permits system. The annual remuneration offered acts as a proxy for skill in this context. 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.

Low skilled and skilled workers continue to travel to Ireland to work, but their migration is intended by the State to be temporary. Higher skilled workers in contrast are offered longer-term residency as an incentive to migrate. Green cards, which are targeted at highly skilled workers, carry with them an entitlement to immediate family reunification and are intended to lead directly to long-term residency after two years. (Delays in enacting the necessary legislation mean that 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, increased from one year in 2010).

¹⁴ Council Directive 2003/109/EC of 25 November 2003 concerning the status of Third Country nationals who are long-term residents. Ireland, the UK and Denmark do not participate in this Directive.

Ireland did not opt to participate in Directive 2009/50/EC the 'Blue Card Directive' which introduced an immigration permit for highly qualified workers, which is transferable throughout the EU except in Ireland, UK and Denmark.

The Irish employment permits 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. As green cards are intended for long-term migration they will not be dealt with in detail in the current study.
- Intra-company transfer scheme for temporary transnational transfers of management, key personnel and trainees.
- Work permits are issued 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 dependant permits.

Information is supplied on the conditions attached to work permits, spousal permits and intra-company transfers/trainee permits (ICTs) in Table 2.1 and on the duration of the permit and associated immigration registration permission in Table 2.2.

A targeted scheme was introduced in 2009 for non-EEA workers who have been made redundant. Under the scheme such workers may be granted a 6 month period to seek another employer. No labour market needs test is applied to any new employment found. Workers with more than 6 months remaining on their immigration registration permission are permitted to continue to reside under their existing Stamp 1 permission for 6 months after the date on which they became redundant. Persons who become redundant with less than 6 months left on their immigration permission may have their immigration permission extended to receive the full 6 month grace period.

Romanian and Bulgarian nationals continue to require a permit in order to access the Irish labour market. Officials from the Department of Jobs, Enterprise and Innovation indicated that this position will be reviewed in 2011.

Table 2.1 Main Features of the Temporary Employment Permits System in Ireland

Conditions Associated	Type of Permit		
	Work Permit	Intra-Company Transfer	Spousal / Dependant Permit
Permit Availability	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 / Dependant of Green Card holder Spouse / Dependant of work permit holder provided original work permit holder made first application before 1 June 2009. Otherwise spouses of work permit holders are ineligible
Labour Market Needs Test	Strengthened labour market	None	Applies where original work permit holder made first application after 1 June 2009
Family Reunification	Must be legally in the State for 1 year with income above a certain threshold	None	None
May Holder Move Employer?	After 12 months and new permit applied for in eligible category	No	After 12 months and new permit applied for

Note: Green cards excluded.

Source: Department of Jobs, Enterprise and Innovation.

2.2.2.2 Other Non-EEA Workers¹⁵

In response to a shortage of doctors in the Irish public health system the Irish Naturalisation and Immigration Service (located in the Department of Justice and Equality), the Department of Jobs, Enterprise and Innovation, the Department of Health and Children and the Health Service Executive agreed revised immigration arrangements for non-EEA doctors. Since June 2010 non-EEA doctors, who wish to work in the public health service, may present themselves for registration to the Garda National Immigration Bureau or the local immigration registration office on production of a valid passport, a letter of appointment confirming that they have a position in the public health service and proof of registration with the Irish Medical Council. These doctors do not need to hold an employment permit.

Table 2.2 Types of Managed Non-EEA Temporary Migrants in Ireland and Associated Immigration Permissions

Type of migrant	Duration of (maximum) stay in State	Renewal arrangements/duration of immigration registration permission	Type of immigration permission
Employment permit holders			
Work permit holders	Generally permit issued for 2 years and can be renewed for 3. First time work permits also issued for 6 and 12 month periods After 5 years holder does not need work permit and may qualify for long-term residency	Discretion exercised by Immigration Officer/Gardaí regarding duration of permission depending on circumstances of worker. Usually issued for 12 months Long-term residency permissions issued for 12 month periods renewable annually	Stamp 1 Stamp 4
Intra-Company Transferees/Trainees	For duration of stay up to 2 years maximum at first. May be extended to a maximum stay of 5 years.	2 years at first and may be extended	Stamp 4
Spousal/dependant permit holders	Normally may stay up to the expiry date of the immigration permission of the existing	Discretion exercised by Immigration Officer/Gardaí regarding duration of permission depending on circumstances	Stamp 1

¹⁵ Non-EEA Doctors - Immigration Arrangements. *Irish Naturalisation and Immigration Service*. Available at www.inis.gov.ie.

	employment permit holder.	of worker. Usually issued for 12 months	
Redundant employment permit holders	6 months stay	6 months starting from the date on which worker became redundant. Non renewable	Stamp 1
Non-EEA Healthcare Workers			
Non-Consultant Hospital Doctors employed in public health service	Duration of employment (no cap)	2 years	Stamp 1
Interns employed in public health service	Duration of employment (no cap)	12 months	Stamp 1
Students			
Educational tourists	< 90 days stay	NA (< 90 days therefore do not need to register)	NA
Language	3 years maximum stay (up to 3 courses of one year duration each)	12 months per permission up to 3 years	Stamp 2*
Non-Degree	3 years maximum stay	12 months per permission up to 3 years	Stamp 2*
Degree	7 years maximum stay	12 months per permission up to 7 years	Stamp 2
Semester students	1 semester maximum stay	Up to end of semester	Stamp 2A
“Timed out” students**	6 months stay, non renewable concession period	6 months maximum permission. Non renewable	Stamp 2
Graduate	Graduate Work Scheme allows graduates to remain in Ireland for 6 – 12 months depending on degree	6 – 12 months. Non-renewable	Stamp 2
Researchers			
Researchers	For duration of employment contract with hosting body. Maximum duration of a research hosting agreement is 5 years	Some discretion exercised by Immigration Officer/Gardaí. Usually issued for 12 months at a time. If employment contract is less than 18 months will usually be issued for whole period. ¹⁶ Researchers may apply for LTR after 2 years.	Stamp 1
Other			
Religious ministers and lay volunteers	Maximum 3 years	12 months per permission up to maximum of 3 years	Stamp 3

Notes: * Provided the course attended is on the Internationalisation Register.

** i.e. students already in the State when new rules commenced who have already exceeded maximum duration of stay.

Note that renewal arrangements may vary in practice from case to case.

Sources: Irish Naturalisation and Immigration Service, January 2011a, b, c, d, e. Department of Jobs, Enterprise and Innovation, May 2010a, b, c.

2.2.2.3 Non-EEA Students

Students represent a very significant group of temporary migrants in Ireland. During 2010 just under 45,500 immigration permissions were issued to non-EEA students in Ireland. This represented 28 per cent of total permissions issued in the year (note this is a throughput of all the immigration permissions issued in the year rather than a stock figure. See Section 3.2 for further discussion of these data). As Table 3.5 indicates, the number of permissions issued to non-EEA students increased by 45 per cent between 2004 and 2010.

¹⁶ <http://www.ia.ie/iaa-activities/HostingAgreementScheme.html>.

International students are recognised as an important source of revenue for the State. However there has been concern among policymakers that non-EEA students may be coming to Ireland to work, while bypassing employment permit requirements, and that they may have been spending considerable periods of time in the State (Department of Education and Science, 2004; Irish Naturalisation and Immigration Service, 2009).¹⁷ As a result, a number of policy changes have been introduced in recent years, which impact on this type of temporary immigration.

Since 2005, in order to work, students must be pursuing a full-time course of at least one year duration leading to a qualification recognised by the Minister for Education and Science. Non-EEA students may work in the Irish labour market for up to 20 hours per week during term and full-time during vacation periods. In September 2009, the Minister for Justice and Equality announced a review of non-EEA student immigration and launched a public consultation process on the issue. Attention was drawn to the fact that there was no requirement that a non-EEA student should progress academically through the educational system, and there was no limit on the amount of time a person could spend in Ireland as a student (Irish Naturalisation and Immigration Service, 2009).

The following year a new five-year strategy document framework, *Investing in Global Relationships*, was launched, which had the objective to “enhance Ireland’s competitive position as a centre for international education”. The strategy sets a target of increasing international student numbers in both overall higher education and English language schools by 50 per cent and 25 per cent respectively by 2015. The Strategy notes that international education is an important internationally traded service and sets an objective to enhance the “economic impact” of international education by €300 million, to approximately €1.2 billion in total (High-Level Group on International Education, 2010).

In September 2010 a *New Immigration Regime for Full Time non-EEA Students* was launched (Irish Naturalisation and Immigration Service, 2010). One of the main objectives is to cap the amount of time a non-EEA national may spend in Ireland as a student at any one academic level, effectively reinforcing the temporary nature of student migration. Students may stay longer if they progress from one academic level to the next. The new regime involves closer alignment of immigration rules with specific educational courses. Specific schemes for the different types of students were subsequently introduced in January 2011. The new categories of students, and the associated immigration permissions, are outlined in Table 2.2. Students on short-term English language courses are now viewed as ‘educational tourists’ and are not required to fulfil standard student immigration conditions for entry. All categories of students now have varying maximum periods of stay in the State.

¹⁷ It should be noted that regardless of how long a non-EEA student spends in the State they may not become naturalised because time spent in Ireland as a student does not count as reckonable residence when applying for naturalisation. Students are also ineligible for long-term residence.

Further policy development is planned regarding non-EEA students including a strengthened immigration and visa regime, part of which will mean that visas for degree programmes will be fast-tracked. The introduction of a “Quality Mark” is also planned, to be awarded to courses that comply with a Code of Practice which will set out standards on marketing and recruitment, enrolment, fees, information, accommodation, academic matters, support services, protection for learners and complaints procedures (Irish Naturalisation and Immigration Service, January 2011f).

Such efforts are intended to enhance the Irish “brand” abroad and to enable closer regulation of courses in Ireland. Draft legislation is expected soon which will establish the Code of Practice and Quality Mark. These will be administered by an amalgamated qualifications and quality assurance body also set up under the proposed legislation. In preparation for this role, the National Qualifications Authority of Ireland (NQAI) has been tasked with regulating international education programmes by maintaining an Internationalisation Register of approved courses. From no later than one year after the introduction of the Quality Mark, students will not be able to receive immigration registration permission to attend institutions that do not have this Quality Mark (Irish Naturalisation and Immigration Service, January 2011f).

The Graduate Work Scheme, which was originally introduced in 2007, was extended in 2010 to allow all graduates with an Honours Primary Degree and above to remain in Ireland for one year to find employment and apply for the relevant work permit or green card permit. During this 12 month period they are permitted to work full-time.

2.2.2.4 Researchers

Ireland participates in the Researchers Directive (Council Directive 2005/71/EC of 12 October 2005 on a specific procedure for admitting Third Country nationals for the purposes of scientific research). A non-EEA researcher may migrate to Ireland on condition that they work with an accredited research organisation to carry out a specific research role. The accreditation process is administered by the Office of Science, Technology and Innovation (OSTI), Department of Jobs, Enterprise and Innovation.

The non-EEA researcher enters into a “hosting agreement” with an accredited research organisation for a minimum of 3 months. The hosting agreement is used by the researcher for visa applications where relevant, entry into the State and immigration registration. Researchers and their immediate family may reside in Ireland for the duration of their contract. The agreement also allows researchers’ spouses to apply for a spousal work permit. Hosting agreements are registered with EURAXESS Ireland.¹⁸ Further information is also supplied on this category of temporary migrants in Table 2.2.

¹⁸ <http://www.euraxess.ie/>

2.2.2.5 Other

In January 2011 new immigration arrangements for religious ministers and lay volunteers were introduced. The arrangements detailed the circumstances in which a person may come to Ireland as either a religious minister (or volunteer) or as a lay volunteer, the supporting documentation required for such a visa application and the conditions attached to any subsequent immigration registration permission granted. Persons granted permission to enter Ireland as a religious minister or lay person on or after 1 January 2011 will now be permitted to remain in Ireland for a maximum of three years and will be issued with a 'Stamp 3' immigration registration permission meaning that the person is not permitted to enter employment, or to engage in any business or profession. The person must be self-sufficient, have private health insurance, and not be considered a possible threat to public security.

Persons already in Ireland as a minister of religion prior to January 2011 will be provided with a 'Stamp 3' status; this permission to remain in the State may be renewed for 12 month periods provided that various conditions are met.¹⁹

2.3 NATIONAL LEGISLATION, CONDITIONS, CRITERIA AND ENFORCEMENT

There is no legislative framework or specific conditions in Ireland for repeated back-and-forth mobility (circular migration). Existing legislation, conditions and enforcement relevant to the employment permit holders, students and researchers is discussed below.

2.3.1 Legislation Regarding Temporary and Circular Migration in Ireland

- Employment permit holders

The Irish employment permits system is set out in the Employment Permits Act 2003 and the Employment Permits Act 2006. The 2003 Act 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 in that it put the requirement for employment permits on a statutory basis for the first time. The 2006 Act set out an enabling structure for a new employment permits system, detailed above, which came into operation on an administrative basis in January 2007. The 2006 Act is focussed on the application for, granting of and renewal of permits. (This legislation is discussed in more detail in Quinn, 2010.)

- Researchers

As mentioned Ireland participates in Council Directive 2005/71/EC of 12 October 2005 on a specific procedure for admitting Third Country nationals for the purposes of scientific research which is implemented via an existing

¹⁹ <http://www.inis.gov.ie/en/INIS/Pages/Ministers%20of%20Religion%20and%20Lay%20Volunteers>.

administrative “Scheme for the Accreditation of Research Organisations” under powers provided for by existing domestic legislation.

2.3.2 Enforcement of Rules

2.3.2.1 General Immigration Rules

All non-EEA nationals need permission to remain in the State more than 90 days. As discussed in Section 2.2.2 an immigration registration permission or Stamp is placed in a person’s passport, alongside which the duration for which the permission is granted is noted. Each Stamp carries with it specified conditions, mainly regarding access to the labour market. (In Ireland visas are only used to present at the Irish border and do not carry entitlements to enter or reside in the State.) The onus is on the individual non-EEA national to keep their immigration registration permission valid. If an immigration registration permission expires and is not renewed the authorities assume the migrant has left the State. If a person is in the State illegally they may be apprehended by the Gardaí.²⁰

If it comes to the attention of the GNIB that a migrant has overstayed his or her immigration permission they may be deported under the Immigration Act 1999, Section 3, enforced by Section 5 (see Quinn, 2009 for further information). There are no specific incentives to return for temporary migrants beyond the fact that an individual who has been issued with a deportation order may not re-enter the State.

2.3.2.2 Employment Permit Holders

A prospective migrant worker must have the necessary employment permit to enter the State and to subsequently register and acquire the relevant immigration permission. Together with their immigration permission, employment permit holders, intra-company transferees and their employers must also keep the employment permit in order while in the State. The employment permits system and the non-EEA national registration systems are administered separately, by the Department of Jobs, Enterprise and Innovation and the Garda National Immigration Bureau respectively. The facility exists to cross check information across the two systems and the type of immigration registration permission or stamp allocated will depend on the category of employment permit held. An employment permit holder must apply for a renewal of their employment permit before their permission to remain in the State expires.

In the absence of an integrated employment permit/immigration permission system, some discretion is exercised by the Immigration Officer/Garda allocating

²⁰ Until recently, Section 12 of the Immigration Act 2004 required non-Irish nationals to produce identity documents on demand by Gardaí, and made failure to do so without 'satisfactory explanation' a criminal offence. However the High Court recently held that while Section 12 was designed as an immigration control mechanism, its vagueness was such as to fail basic requirements for the creation of a criminal offence, and that, as drafted, it gave rise to arbitrariness and legal uncertainty. See *E.D. v Director of Public Prosecutions at the suit of Garda Thomas Morley (Dokie)*. There is currently no provision by which a non-Irish national may be arrested and detained unless they have a deportation order issued against them.

the Immigration Stamp as well as by the officials processing applications for employment permits for non-standard circumstances.

2.4 CO-OPERATION WITH THIRD COUNTRIES REGARDING CIRCULAR AND TEMPORARY MIGRATION

Ireland does not cooperate formally with Third Countries on circular or temporary migration to any significant extent. Ireland participates at an EU level in all relevant, Third Country agreements such as the EU Asia Strategy. During 2010 Ireland took part in an EU-led dialogue with India on migration. This was the first contribution by Ireland to such a dialogue under the Global Approach to Migration. Ireland operates a visa office in Nigeria which covers the Sub-Saharan Africa region. This office also has a liaison function with national immigration authorities in the region and aims to promote legal migration. Ireland participated in the Global Forum on Migration and Development (GFMD) 2010 in Mexico. A cross-departmental Inter-departmental Committee on Development (IDCD) continued to meet during 2010 (Joyce, forthcoming).

2.5 OTHER ASPECTS

2.5.1 Evidence of Migrants Leaving the State/Returning

Available information on whether migrants are returning to their country of origin or moving to another country is limited. Data on destination of emigrants are not available by nationality of the emigrant.

Table 2.3 shows that emigration increased by 55 per cent between 2007 and 2010 and, as discussed in Section 2.2.1, it is expected to increase further in the context of the continued economic crisis. Table 2.3 also shows that 58 per cent of emigrants in the year to April 2010 were non-Irish and 13 per cent were non-EU nationals. Nationals of the EU12 States are particularly mobile, representing 29 per cent of emigrants. Data on the destination of migrants indicate that not all EU12 nationals are going home and that some may be moving beyond the EU. In terms of the destination of emigrants 40 per cent migrated beyond the EU. Table 2.3 shows a large proportion of emigrants (22 per cent) migrating to the UK. Given the fact that UK nationals represented just 4 per cent of the outward migratory flow, these are likely to be Irish nationals or migrants choosing to move to the UK rather than returning to their country of origin.

Table 2.3 Emigration by Nationality and Emigration by Country of Destination 2006-2010.

Estimated Emigration by Nationality						
	Irish %	UK %	EU15 excluding Irish and UK %	EU12 %	Other nationalities %	Total (000s)
2006	43	6	14	20	17	36
2007	31	5	16	34	13	42.2
2008	30	5	9	42	14	45.3
2009	28	4	8	46	13	65.1
2010	42	4	12	29	13	65.5
Estimated Emigration by Destination						
	UK %	EU15 excluding Irish and UK %	EU12 %	Other countries %	All countries (000s)	
2006	24	16	6	53	36	
2007	24	8	17	52	42.2	
2008	15	16	20	49	45.3	
2009	18	10	35	37	65.1	
2010	22	17	21	40	65.5	

Source: April-April estimates. Population and Migration Estimates. CSO, 2010.

2.5.2 Evidence of Migrants Staying in the State

As discussed in Section 2.2.1, the only means by which a non-EEA national may reside in Ireland permanently is to apply for naturalisation. McGinnity *et al* (2011) show that in the period between January 2005 and December 2009 a total of 20,000 non-EEA nationals acquired Irish citizenship, excluding those aged under 16, including 9,500 naturalisations and 10,500 grants of post nuptial citizenship.²¹

Ireland does not currently have a statutory long-term residency scheme and has opted not to participate in Council Directive 2003/109/EC concerning the status of Third Country nationals who are long-term residents (Long-Term Residence Directive). Such a status was first proposed in the Immigration, Residence and Protection Bill 2007 and again in the Immigration, Residence and Protection Bill 2008, neither of which completed the legislative process to become law. The most recent Immigration, Residence and Protection Bill 2010 includes provision for a long-term residence status and it is anticipated that this Bill will be passed in 2011.

Long-term residency is currently operated in Ireland under an administrative scheme, available to 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. Such workers may apply for a five-year residency extension and may apply to work without the need to hold an employment permit. McGinnity *et al* (2011) show that in the five years between 2005 and 2009 there were 7,671 non-EEA nationals aged 16 and over granted long-term residency.

²¹ The post nuptial citizenship procedure ended in 2005.

Migrants with long-term residency are issued with a Stamp 4 immigration permission. Other groups which hold Stamp 4 permission, which signifies free access to the labour market and usually longer-term stay, include non-EEA family members of EEA citizens, non-EEA spouse of Irish citizens and Programme and Convention refugees. Table A.1 shows that there were just over 80,000 Stamp 4 or Stamp 4 EUFam immigration permissions issued in 2010, representing almost half of the total number of permissions issued in the year.

Chapter 3

Data on Circular and Temporary Migration

Repeated, circular migration to and from Ireland is not tracked in available data sources. Population and Migration Estimates, the main relevant release from the official statistics office,²² are annualised data and do not refer to shorter periods. In the absence of any recording of the exit of migrants, data on temporary migration are limited to employment permit data by duration of the permit as well as data on hosting agreements issued to researchers and immigration registration permission data.

3.1 EMPLOYMENT PERMIT HOLDERS

Table 3.1 shows available data on first time permits, “repeat new” permits (i.e. permits issued to a non-EEA/Romania or Bulgarian worker who is already in the country), and renewals. Employment permits comprise work permits, intra-company transfers and spousal permits.

On average between 2005-2010:

- The majority (77 per cent) of total employment permits were issued for 1-2 years;
- 11 per cent of total employment permits issued were for < 1 year; 19 per cent of first time and repeat new permits issued were for < 1 year;
- Among renewals, the proportion of longer term (2 years+) permits was 23 per cent. First time and repeat new permits are not issued for more than 2 years.
- Data on first time periods issued by sector show that the medical and nursing sector accounts for a high proportion (42 per cent) of short (< 1yr) permits issued.

²² <http://www.cso.ie/releasespublications/documents/population/current/popmig.pdf>.

Table 3.1 Number of Employment Permits Issued by Duration of Permit

	Duration of Employment Permit			
	< 1 yr	1-2 yr	2yr+	Total
First time permits				
2010	322	2,023	-	2,345
2009	456	1,375	-	1,831
2008	1,034	3,251	-	4,285
2007	1,357	3,642	-	4,999
2006	953	3,964	-	4,917
2005	887	3,777	-	4,664
Repeat new permits*				
2010	144	558	-	702
2009	356	874	-	1,230
2008	366	1,621	-	1,987
2007	386	1,691	-	2,077
2006	286	2,104	-	2,390
2005	145	2,097	-	2,242
Renewals				
2010	169	3,138	714	4,021
2009	210	2,285	1,311	3,806
2008	372	3,149	1,439	4,960
2007	905	8,138	4,140	13,183
2006	925	12,791	2,806	16,522
2005	766	16,303	1,000	18,069
Total				
2010	635	5,719	714	7,068
2009	1,022	4,534	1,311	6,867
2008	1,772	8,021	1,439	11,232
2007	2,648	13,471	4,140	20,259
2006	2,164	18,859	2,806	23,829
2005	1,798	22,177	1,000	24,975

Note: Table includes work permits, ICTs, spousal permits; excludes green cards.

*Issued to workers already in the State who previously held a permit which lapsed.

Source: Department of Jobs, Enterprise and Innovation

One of the problems with using employment permit data to estimate the scale of temporary migration is that many of these permits are renewed and the recipients may well be "on a permanent migration track" (Chaloff and Lemaitre, 2009) in that after a number of renewals, recipients may receive a long-term permit or naturalise. On average 42 per cent of permits issued each year 2005-2008 were subsequently renewed.

As discussed earlier the annual remuneration offered to a worker acts as a proxy for skill in the assessment of an employment permit application. Table 3.2 shows data on the duration of employment permits by remuneration.

- Medium paid (€30-60,000 p.a.) permit holders are overrepresented among permits of shorter duration (<1year).

- Lower paid workers are underrepresented in the short-term permit category.
- Higher paid workers are slightly overrepresented in the short-term permit category.

Table 3.2 First Time Employment Permits by Annual Remuneration²³

Salary Bands	>1 yr	1-2 Yr	Total
2010			
No. of permits	322	2023	2345
< €30,000	34%	66%	61%
€30,000 - €60,000	52%	27%	31%
> €60,000	14%	7%	8%
2009			
No. of permits	456	1375	1831
< €30,000	26%	51%	45%
€30,000 - €60,000	58%	38%	43%
> €60,000	16%	11%	12%
2008			
No. of permits	1034	3251	4285
< €30,000	50%	57%	55%
€30,000 - €60,000	41%	35%	36%
> €60,000	10%	8%	9%

Note: Includes work permits, ICTs, spousal permits; excludes green cards.

Source: Department of Jobs, Enterprise and Innovation

3.2 NON-EEA STUDENTS

Non-EEA students are given either a Stamp 2 or 2A immigration registration permission when they register with the immigration authorities. Most categories of immigration permissions are issued to diverse sub-groups of migrants. The fact that Stamps 2 and 2A are not issued to other subgroups of non-EEA nationals means that immigration permission data may be of use in investigating the scale of non-EEA student migration to Ireland. However these are throughput data representing a count of all immigration permissions live in the year. Some non-EEA nationals may have held more than one permissions while the immigration permission of other non-EEA nationals may not have fallen for renewal during the reference year. Table 3.3 shows that there were almost 45,500 immigration permissions issued to students in 2010, representing 28 per cent of all immigration permissions issued in the period.

It should be noted that while recent policy changes are intended to have the effect that student migration to Ireland in the future should be temporary migration, up to 2011 students may have migrated to Ireland for considerable periods of time. See Section 2.2.2.3 for further discussion.

²³ Some discrepancies exist between these data and those supplied in Quinn 2010. This is due to the implementation of a new IT system toward the end of 2010 in the Department of Jobs, Enterprise and Innovation and associated data cleansing exercise.

Table 3.3 Immigration Permissions Issued to Non-EEA Students 2007-2009

	2004	2005	2006	2007	2008	2009	2010
Total non-EEA student registrations (Stamp 2 + 2A)	31,338	30,219	33,056	39,720	44,942	45,518	45,460
Total Registrations	133,957	132,137	144,090	155,253	164,045	166,387	162,398
Percent student registrations	23.4%	22.9%	22.9%	25.6%	27.4%	27.4%	28.0%

Source: Joyce, forthcoming.

Alternative data sources on non-EEA students are limited. Individual records are maintained by a range of public and private bodies, such as the Higher Education Authority, in a complex landscape of service provision. Education Ireland is managed by Enterprise Ireland, the government organisation responsible for the development and growth of Irish enterprises in world markets. A study conducted by Education Ireland and published in May 2010 supplied most of the data reproduced in Table 3.4. It should be noted that these data include non-Irish EU nationals as well as a range of students who would not need to receive an immigration permission, for example students in the State for less than 3 months.

Table 3.4 International Students in Ireland During Academic Year 2009/2010.

Sector	No. of students
Third level education providers	21,558
Private colleges and Further Education	14,223
English language and TESOL	93,800*
Primary and secondary school (2007 data)	63,700**

Note: Double counting possible between sectors due to range of sources used.

Sources: Education Ireland, 2010; Smyth *et al*, 2009. *Failte Ireland, English language schools survey, 2010. **Estimates of “newcomer students” i.e. students with 2 non-Irish parents from Smyth *et al*, 2009.

3.3 NON-EEA RESEARCHERS

During 2010 there were 369 research hosting agreements issued representing a slight decrease on the number issued in 2009. While each hosting agreement represents a single researcher, each researcher may be involved in more than one hosting agreement. As Table 3.5 shows the main nationality groups were: Chinese (80 agreements), Indian (74 agreements), American (40 agreements), Pakistani (15 agreements) and Iranian (14 agreements) (Joyce, forthcoming).

Table 3.5 Number of Hosting Agreements Issued under Researchers Directive by Top Ten Countries of Nationality 2007 to 2010

2007		2008		2009		2010	
EU2	1	EU2	15	EU-2	9	EU-2	9
India	10	China	49	India	78	Chinese	80
China	8	India	41	China	75	Indian	74
America	7	America	30	America	50	American	40
Australia	4	Russia	18	Russia	18	Pakistani	15
Turkey	3	Canada	12	Australia	16	Iranian	14
Israel	2	Pakistan	10	Canada	13	Canadian	12
Others	10	Australia	7	Pakistan	11	Bangladeshi	9
		Bangladesh	7	New Zealand	9	Russian	8
		Algeria	6	Algerian	6	Turkish	8
		Others	65	Others	98	Others	100
TOTAL	45	TOTAL	260	TOTAL	383	TOTAL	369

Source: Department of Justice and Equality

Chapter 4

Conclusions

Most non-EU immigration policy development in Ireland has been on migration that is ultimately viewed as temporary. Ireland's policy decision to prioritise migration from the enlarged EU in 2004 facilitated the entry of workers to a tight labour market. Emigration data now show that this population is highly mobile which has responded quickly to changed economic conditions by moving on to other destinations.

Knowledge about circular and temporary migration patterns is limited by the fact that available data do not record exits from the State. It is not known how long people who enter the State as temporary migrants stay, or how many make Ireland their permanent home. In the absence of exit controls to the State, cohort surveys following the migratory decisions of migrants would be very informative in this regard.

Ireland has no immediate plans to introduce formal circular migration programmes. However, as discussed above there have been significant policy developments relevant to temporary migrants in recent months. In particular student migrants are a group for which further policy development is planned.

Table A1 Total Registrations by Stamp 2002 – 2010

	2002	2003	2004	2005	2006	2007	2008	2009	2010
Unrecorded	-	-	2,425	1,728	2,182	1,260	2,028	2,391	2,807
Stamp 1	-	-	47,400	30,199	29,872	31,472	31,944	23,417	15,542
Stamp 1A	-	-	-	-	-	-	67	887	708
Stamp 2	-	-	31,338	28,021	29,426	36,019	41,097	41,639	41,415
Stamp 2A	-	-	-	2,198	3,630	3,701	3,845	3,879	4,045
Stamp 3	-	-	13,641	12,663	16,004	17,220	17,437	17,554	16,601
Stamp 4	-	-	38,997	57,220	61,928	63,748	63,658	70,803	73,297
Stamp 4 EUFam	-	-	-	-	916	1,660	3,723	5,208	6,794
Stamp 5	-	-	28	88	117	149	218	548	1,138
Stamp 6	-	-	9	7	11	17	26	61	51
Stamp A	-	-	36	2	2	6	2	-	-
Stamp B	-	-	83	11	2	1	-	-	-
Total Registrations	93,546	127,956	133,957	132,137	144,090	155,253	164,045	166,387	162,398

Note: These figures are cumulative in that all registrations “live” during 2009. The holders of some these Stamps may have left the State before expiry of their stamp.

Breakdown of registrations by stamp in 2002 and 2003 is not available.

Source: Department of Justice and Equality. Joyce, forthcoming.

Stamp number 1: issued to non-EEA nationals who have an employment permit or business permission.

Stamp number 1A: issued to a person permitted to remain in Ireland for the purpose of full-time training with a named body (main category concerns non-EEA nationals studying accountancy) until a specified date. Other employment is not allowed. Stamp number 2: issued to non-EEA national students who are permitted to work under certain conditions.

Stamp number 2A: issued to non-EEA national students who are not permitted to work.

Stamp number 3: issued to non-EEA nationals who are not permitted to work.

Stamp number 4: issued to people who are permitted to work without needing an employment permit or business permission: non-EU EEA nationals, spouses and dependants of Irish and EEA nationals, people who have permission to remain on the basis of parentage of an Irish child, Convention and Programme refugees, people granted leave to remain, non-EEA nationals on intra-company transfer, temporary registered doctors, non-EEA nationals who have working visas or work authorisations.

Stamp number 4 (EU FAM): issued to non-EEA national family members of EU citizens who have exercised their right to move to and live in Ireland under the European Communities (Free Movement of Persons) Regulations 2006. People holding this stamp are permitted to work without needing an employment permit or business permission, and they can apply for a residence card under the 2006 Regulations.

Stamp number 5: issued to non-EEA nationals who have lived in Ireland for at least eight years and who have been permitted by the Minister for Justice, Equality and Law Reform to remain in Ireland without condition as to time. Holders of this stamp do not need an employment permit or business permission in order to work.

Stamp number 6: can be placed on the foreign passport of an Irish citizen who has dual citizenship, and who wants their entitlement to remain in Ireland to be endorsed on their foreign passport.

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