

Working Paper

Recent Trends in Migration Flows Impacting the Irish Labour Market

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Rialtas na hÉireann Government of Ireland



Executive Summary

- With the Irish labour market effectively at full employment conditions, this paper addresses recent trends in migration flows using a wide variety of data sources and visualisation tools.
- Looking at the past 5-years, there has been a very strong and positive contribution to labour supply from
 migration. In 2024, Ireland had inward migration of 149,200 persons with outward flows of 69,900 persons
 resulting in net inward migration of 79,300. This uptick in immigration has also become the main driver of
 labour force growth. Breaking the data down further, we can see a strong contribution from Ukrainian
 inflows but also flows from the rest of the world, particularly India.
- While inward migration has been robust, there has also been a pick-up in outward flows from Ireland particularly amongst Irish nationals, with higher tendencies among females and younger age cohorts. This has occurred during a time of strong economic growth which is unusual. Whether this is a cyclical or cultural phenomenon or something more substantive merits further attention.
- The paper draws on a range of data sources including the Central Statistics Office (CSO), Eurostat, and the Department of Enterprise, Trade and Employment's data on employment permits granted by age, country, region and sector. The paper also draws on embassy level data using case studies from Australia and Canada to highlight where younger Irish persons are migrating to and from. Notably, there has been a 14% increase in Australian Temporary Skills Shortage visas granted to Irish citizens in 2023 compared to 2019.
- Overall, the research highlights the scale and importance of migration flows to and from Ireland as well as
 the inherent dynamism of the Irish labour market. Both in an absolute sense and relative to European peers,
 migration flows have been substantial. It is safe to assume that the post-pandemic recovery in the economy
 would have stalled were it not for inward migration. The pick-up in emigration, particularly amongst Irish
 nationals in the context of strong employment growth is noteworthy. The paper concludes with some
 indicative scenarios on migration flows out to 2030 bearing in mind the new Programme for Government
 commitment to generate 300,000 jobs over this period.

Key Findings

- There has been a marked increase in net inward migration since the pandemic. Both in an absolute sense and relative to European peers, recent migration flows to Ireland have been substantial. In 2024, inward migration figures recorded a 17-year high. In addition, this was the third consecutive year with inward flows over 100,000 persons.
- There has been a pick-up in emigration flows particularly amongst Irish nationals, females and younger age cohorts. From 2020 to 2024 emigration of females increased by 56% compared to just 12% for males. Since 2022 female emigration among the 15-24 age cohort has been nearly double that of its male equivalent (39,100 vs 26,300). In the context of strong employment growth, these increases are surprising but could just reflect the desire for people to travel and to spend time abroad. However, it could also reflect the rising costs of accommodation within Ireland.
- The expansion in the employment permits system has seen a notable development in recent years with very high numbers of people immigrating to Ireland, particularly from India, the Philippines and Brazil. The renewals of permits are also high with the healthcare sector being the major beneficiary of these permits.
- The Irish economy is increasingly reliant on attracting and retaining skills and jobs.

Disclaimer: The views expressed herein are those of the authors and do not reflect the views of the Minister or Department of Enterprise, Trade and Employment. All errors and omissions are our own.

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1. Introduction and context

The Irish labour market has performed remarkably well since the pandemic, with overall employment increasing by 480,000 persons from 2020 to 2024. Unemployment levels have fallen markedly despite robust labour force growth with the current unemployment rate well below 5 per cent – a level consistent with effective full employment conditions. This has culminated in a sustained rise in wages as the labour market has tightened. There has also been a notable pick-up in net inward migration over the past 5 years reflecting both the strength of the economy as well as wider global developments, such as the war in Ukraine.

This paper takes an in-depth look at migration flows to and from Ireland drawing on a wide range of data sources, including Eurostat, the CSO and the Department of Enterprise, Trade and Employment's (DETE) own series on employment permits granted and renewed. A variety of visualisation tools including heat maps are used to highlight recent trends across a number of supply side labour market indicators to get a more disaggregated picture on Irish labour market inflows and outflows.

The paper is structured as follows:

- Section 2 gives a broad overview of heat maps and how they are used to focus on the supply of labour given recent high levels of inward migration.
- Section 3 examines migration flows to and from Ireland using disaggregated data, by age, gender, citizenship and the countries of origin and destination of migrants.
- Section 4 explores inward flows to Ireland from citizens that require permits to work using data from DETE, highlighting the sectors where employment permits are most prominent and the countries which employment permit holders originate from.
- Section 5 examines two particular cases emigration flows from Ireland to Australia and Canada utilising novel data sets.
- Section 6 puts Irish migration flows in a broader context by comparing Ireland with its European Union peers.
- Section 7 sets out some illustrative scenarios for the potential impact of migration on permits to 2030, highlighting the likely strong demand for the latter.
- Section 8 concludes.

2. Overview of Heat Maps and the Supply of Labour in Ireland

There is a lot of data and information available on the Irish labour market. The focus in this section is on labour supply and specifically migration flows (as opposed to participation and other demographic factors). In order to succinctly capture and highlight a range of migration data, heat maps are used extensively in this paper. The approach to heat maps is set out below.

2.1 Heat Maps Overview

Within the heat map, a colour coding system is used for each selected variable to highlight deviations from long-run values. Due to differences in units and ranges, each series is standardised (i.e. subtract the mean¹ and divide by the standard deviation) to facilitate comparability. The further away an observation is from zero, the darker its shading with a blue to red colour coding system adopted – see figure 1 below.

Figure 1: Colour coding in Heat Maps



Dark blue signifies that a series is well below average with dark red pointing to values well above average. A neutral shading points to a balanced position. In simple terms, a dark red colour indicates a strong labour market with blue pointing to weakness.

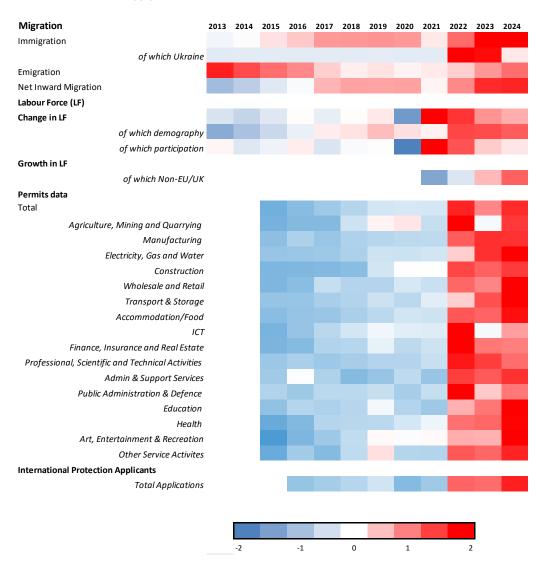
Across the heat map, the more pervasive a particular colour is, the more evidence we have on emerging or clear trends within the labour market. The heat maps can also detect turning points – where series are changing colour with red to blue implying a softening in activity and vice versa. The width of the heat map depends on the range of historical data available for each variable (see Annex 1^2). In Figure 2, a summary of the supply side of the labour market is shown using a heat map.

¹ The mean value is the long run average of all observations contained within a data series.

² Annex 1 lists the data range for each variable in each of the heat maps (Figure 2, Figure 16, Figure 17) in this paper.

2.2 The Supply of Labour – recent trends

Figure 2: Heat map for the Irish labour market - the supply side



Irish Labour Market - Supply side, Annual Data

Source: CSO, DETE internal data, Department of Justice, Home Affairs and Migration

The key numbers for Figure 2 are summarised in Table 1³. The key takeaway is the pervasiveness of the colour red across nearly all supply side variables, pointing to record high levels of activity. Using the CSO migration data, we can see very high levels of inward migration and net migration (inflows less outflows) since the pandemic. In 2024, total immigration amounted to 149,200 persons with total emigration of 69,900 persons resulting in net inward migration of 79,300. The surge in immigration from Ukraine is also evident in recent years (2022 and 2023) both from the migration data but also

³ See Annex 1 lists for data range for each variable and Annex 2 for the full list of numeric figures covering Figure 2.

Personal Public Service Numbers (PPSN) numbers, which are used here as a proxy for Ukrainian immigrants (see Box B for further discussion on migration flows from Ukraine). The strength of immigration flows over the past two years is reflective of the strength of the domestic economy, the flexible nature of the Irish labour market, and the humanitarian support provided to Ukrainian citizens.

The impact on the labour market from these flows can be assessed from CSO data on the labour force, as well as DETE's data on employment permits. Based on the former, we split the change in the labour force into demographic and participation components. The Irish labour force has expanded rapidly in recent years, but from the heat map we can see that the contribution from the demographic component (which includes migration) has been very strong, whereas the participation component has softened (as participation rates have peaked). We also see a clear trend with strong increases in employment permits (includes new permits granted and renewals) issued mainly driven by the health sector. It is interesting to note that permits to the two other large sectors, ICT and finance, have softened.

A final series added relates to international protection data, made available by the Department of Justice, where again we can see a large spike in recent years.

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Permits			
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Agriculture 36 185 187	972 1,646	1,794 891 4,326 1,414	3,662
Construction 21 32 48	78 409	613 608 1,474 1,349	1,524
Accommodation 188 290 333	469 623	812 786 2,721 2,606	3,358
ICT 2,955 3,443 4,028	4,449 4,932	4,608 4,616 10,832 5,009	6,788
Finance 529 601 905	940 1,271	983 1,101 3,721 2,388	2,342
Health 2,504 3,147 4,383	4,496 4,535	5,1947 5,798 9,792 10,036	12,507

Table 1: Summary of Labour Market Supply Migration and Permits

Source: CSO⁴, DETE Internal Data⁵.

⁴ CSO migration data cover the 12-month period to the end of April each year.

⁵ DETE employment permits data runs from calendar year i.e. January - December.

3. Migration flows to and from Ireland

3.1 Overview

Ireland has been experiencing increasing migration flows over the last five years (see Figure 3). In 2024, there was a record level of inward migration (149,200 persons) but also strong outward flows (69,900 persons emigrated), resulting in net inward migration of 79,300 persons. These flows have occurred during a period in which Irish economic growth has been very strong with unemployment falling to less than 5.0% (we detail trends in the macroeconomy with migration further in Section 3.5). Rapidly growing economies are attractive destinations for migrants so one would expect higher levels of immigration, however, emigration has also picked up.

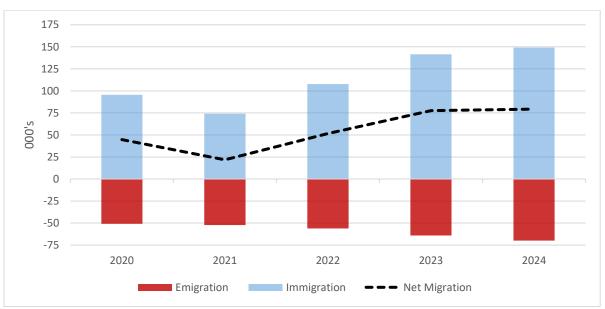


Figure 3: Migration flows to and from Ireland, 2020-2024

Source: CSO

Note: The annual CSO Migration estimates cover the 12-month period to the end of April each year.

3.2 Emigration flows by age, gender and citizenship

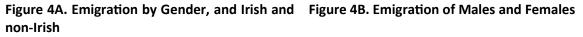
Total emigration has increased by 37% from 2020, rising from 50,900 to 69,900 in 2024. Emigration over this period has increased year-on-year at an average of 8% annually, with the largest annual increase (14%) occurring from 2022 to 2023⁶.

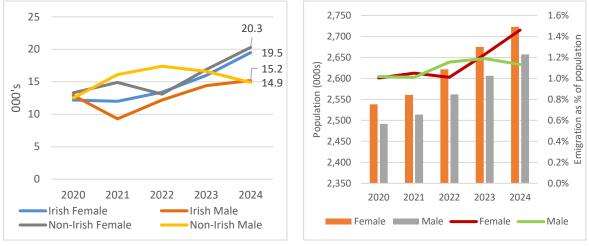
Looking at emigration by gender we find that females have been driving this recent surge (see figures 4A and 4B). Overall, emigration of females increased from 25,500 in 2020 to 39,800 in 2024 – an increase of 56%. This compares to a much lower 12% increase for males over the same period, from

⁶ Annex 3 displays emigration figures across gender and nationality from 2013 to 2024.

26,900 to 30,100. Examining this further we look at the difference in emigrating Irish and non-Irish nationals and find that emigrating Irish females increased by 60% (from 12,200 in 2020 to 19,500 in 2025) and emigrating non-Irish females increased by 53% (from 13,300 to 20,300) (see figure 4A below). In comparison, emigrating Irish and non-Irish males saw much lower rates of increase of 18% and 19%, respectively.

Further, the recent pickup in emigration is not explained by the increase in the population. Relative to the total female population, we find the percentage of emigrating females has increased from 1.0% to 1.5% from 2020 to 2024, while the percentage of emigrating males relative to its population only increased marginally from 1.0% to 1.1% (see Figure 4B below).





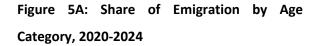
Source: CSO

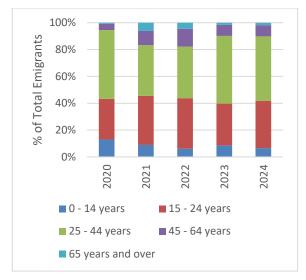
Considering the age of emigrants, we find that over the past 4 years the majority of emigrants are concentrated in younger cohorts – aged 15-24 and 25-44 years - with approximately half (47%) Irish nationals. A key finding of this research is that since 20232 female emigration among the 15-24 age cohort has been nearly double that of its male equivalent (39,100 vs 26,300). Similarly, emigration among females aged 25-44 has increased year-on-year since 2022 and surpassed male emigration in 2024. See Annex 3 for more detail.

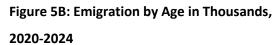
The composition of emigrants leaving Ireland has evolved considerably in recent years (see Figures 5A and 5B). During 2021 (which included periods of lockdown to curb the spread of COVID-19), the percentage share of emigrants aged 25-44 years and 0-14 years contracted while the other age categories of emigrants (15-24, 45-64 and 65+) increased. Since 2022 and following the removal of COVID-19 restrictions, the number and share of those aged 25-44 years old has been increasing and in 2024 this age category represented the highest emigrating age cohort (33,500 emigrants) and the

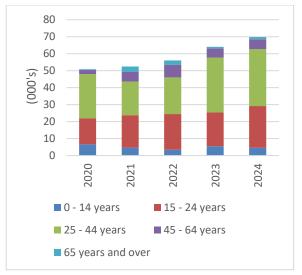
Source: CSO

largest share of total emigrants (48%). The number and share of emigrants aged 15-24 years old – which would include young graduates - has also been increasing from 30% in 2020 (15,400 emigrants) to 35% in 2024 (24,600 emigrants).





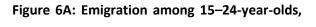


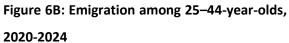


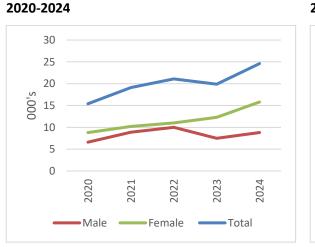
Source: CSO

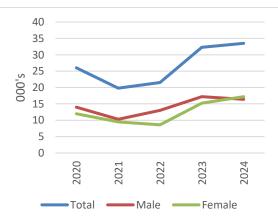


This increase in emigration is driven by more females leaving Ireland than males, particularly for younger age cohorts. We find an 80% increase in female emigration for those aged 15-24 from 2020-2024, compared to a much lower 33% increase for males in this age category over the same period (see Figures 6A and 6B). See Annex 3 for a detailed breakdown of female and male emigration by age group.













There is some information on the reasons behind this pick up in emigration of younger people in a recent survey examining attitudes and preferences. Specifically, the latest *Growing Up in Ireland* survey (GUI)⁷, showed that one in eight (12.7%) of the respondents (c.1,000 individuals) in the survey had emigrated. The most common reason for leaving Ireland was employment opportunities (43.4%) followed by education and training (21.2%) and holiday and travel (17.3%). Almost half of those who had emigrated stated that they planned to return to Ireland, over one fifth (20%) stated that they did not intend to return, and the remaining 30% were undecided.

Survey responses suggest that financial reasons and access to affordable housing were contributing factors influencing younger people's decision to emigrate. For instance, just over one-third (34.2%) said they had difficulties making ends meet and almost the entire group of respondents (97.7%) were concerned with the housing situation in Ireland.

A further source of information comes from the Higher Education Authority (HEA) on graduate outcomes. According to this source, more female than male graduates are employed overseas since 2018 and the gap has been widening (see Figure 7A). Further, the percentage of female graduates employed overseas has increased by 1% over the period 2018 to 2023 (from 8.7% to 9.7%) compared to a 0.3% increase for males (from 10.1% to 10.4%).

The highest number of graduates employed abroad are those with a business, administration or law degree where there has been a 39% increase since 2017 (see Figure 7B). Graduates in ICT have had the largest percentage increase (69%) for graduates employed abroad since 2017. Social science, journalism and information degrees have also seen a large increase (61%). In contrast, the agriculture and services sectors have seen declines in the number of graduates employed abroad, down 19% and 15%, respectively, since 2017.

⁷ This was the fifth wave of data collection for what was the original child cohort in GUI, referred to now as Cohort '98. This group was born in 1998 and were first interviewed when they were nine years old in 2007/'08. This most recent wave of data collection was carried out from April 2023 to April 2024 when this cohort were 25 years old. See more information on the GUI survey here: <u>Background Notes</u> <u>Growing Up in Ireland: Cohort '98 at age 25 Main Results - Central Statistics Office</u>

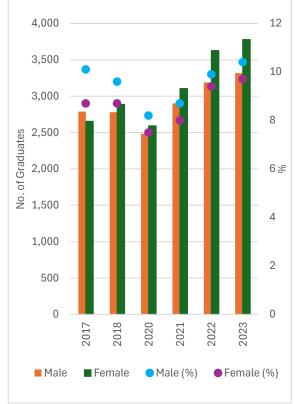


Figure 7A: No. and % share of graduates living overseas by gender, 2017-2023

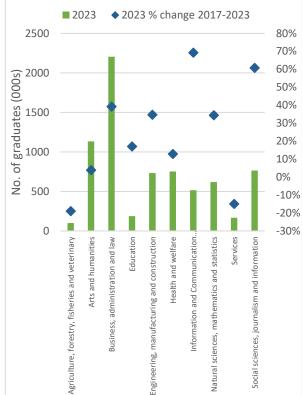
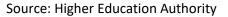


Figure 7B: % Share of graduates employed

abroad by degree type in 2023 and % change

Source: Higher Education Authority Note: There was no survey in 2020 for 2019 due to COVID-19.



Examining emigration by citizenship, Figure 8A shows that since 2020 Irish citizens have emigrated in the highest numbers followed by those from the "rest of world" categorisation. From 2021, the emigration of Irish citizens has been increasing annually by an average rate of 17.5% (c.4,400 individuals), totalling 34,700 persons 2024 - approximately half of the total. Emigration of those individuals from the "rest of world" categorisation nearly doubled (49% increase) between 2023 and 2024.

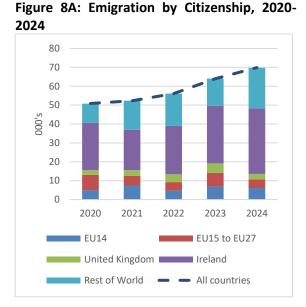
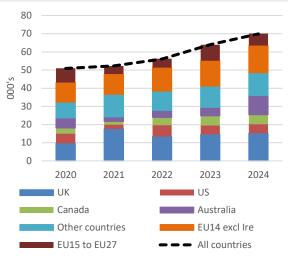


Figure 8B: Emigrants by Country of Destination, 2020-2024



Source: CSO

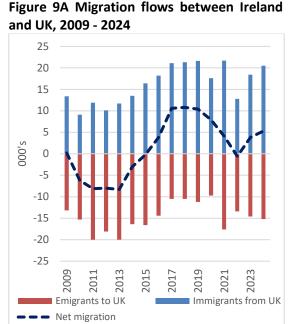


Figure 8B looks at emigrants by country of destination. During the COVID-19 pandemic in 2021, emigration to Canada, Australia and the US halved whilst there was increased emigration flows to the UK, EU14 countries and those included in the "other countries" category. In 2024 emigration flows were highest to the UK, followed by EU14, Other countries, Australia, EU15-27, Canada and the US.

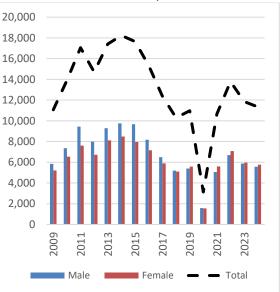
Over the most recent five-year period, the UK has been the most popular destination for emigrants from Ireland (see Box A for more discussion on migration flows with the UK). However, there has also been a large increase in flows to Australia, which has experienced an 89% increase in emigrants from Ireland since 2020.

Box A Migration flows with the UK

In the years following Brexit net inward migration from the UK to Ireland reduced consecutively year-on-year (see Figure 9A). Over the last two years, there has been growing net inward migration from the UK. In 2024, there were 21,500 immigrants from the UK and 15,200 emigrants leaving Ireland for the UK, resulting in net inward migration of 5,200 individuals.







Source: CSO

Source: UK Department for Work & Pensions

We also examine data on the national insurance numbers (NINOs)⁸ allocated to Irish nationals in the UK by gender from 2009-2024 (see Figure 9B). From 2009 to 2018, there was consistently more Irish males granted national insurance numbers compared to females. Recently, this trend has changed and since 2021, there have been more insurance numbers allocated to Irish females than males. The spike in NINOs in 2022 is unsurprising given the recovery post COVID-19. There were 11,343 total insurance numbers granted to Irish nationals in 2024, compared to 10,974 in 2019.

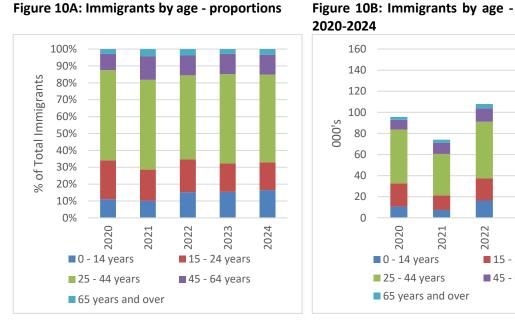
3.3 Immigration flows by age, gender and citizenship

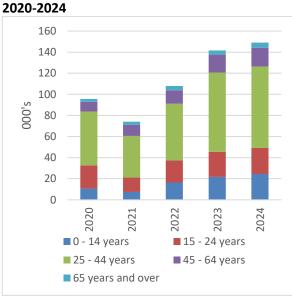
Total immigration to Ireland has increased by 56% from 95,600 in 2020 to 149,200 in 2024. Immigration over this period has fluctuated, initially decreasing by 22% during the COVID-19 pandemic between 2020 and 2021. From 2021 onwards, immigration increased at an average rate of 25,000 individuals (c.27%) per annum up to 2024. Most of the immigrants are concentrated in the 25-44 age

⁸ The UK's equivalent of the Personal Public Service Number (PPSN) number in the system in Ireland.

cohort with approximately one half arriving from "other countries" according to the CSO data. Since 2022, Ukrainian citizens have contributed significantly to the increase in immigration - via the "other countries" category (see Box B).

Typically, just over half of all immigrants are aged 25-44 years old. Those aged 15-24 are the second most popular immigrating age category averaging around 19% of the total. Since 2021, the number of individuals immigrating to Ireland has increased across all age categories.





thousands,





Concerning the gender of those immigrating to Ireland aged 15-24, historically there were more females immigrating than males. However, this trend reversed in 2024 with more males than females. For those immigrants aged 25-44, since 2021, there have been slightly more female immigrants compared to males.

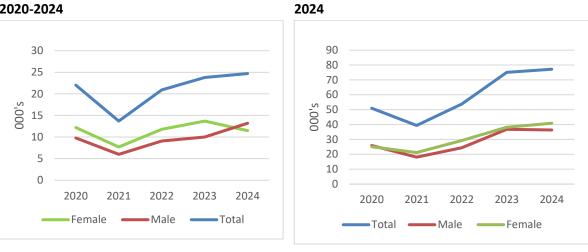
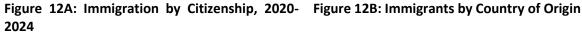


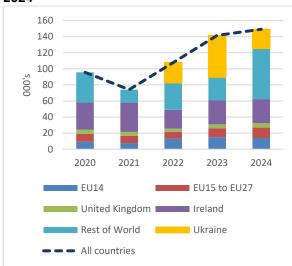
Figure 11A: Immigration 15–24-year-olds, Figure 11B: Immigration 25-44-year-olds, 2020-2020-2024

Source: CSO

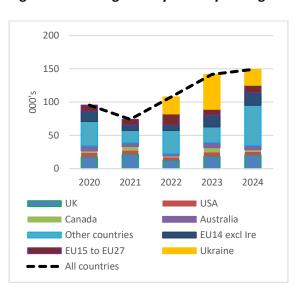
Source: CSO

The citizenship of individuals immigrating to Ireland is presented in figure 12A. The immigration of Irish individuals has decreased by 11% (3,600 individuals) over this five-year period. The strong flow of Ukrainian immigrants since 2022 stands out in Figure 12A.





Source: CSO, Department of Social Protection⁹



Source: CSO, Department of Social Protection

⁹ Data for Ukraine based on PPSN data. All others based on CSO's Population and Migration estimates.

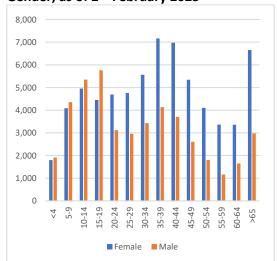
Box B: Ukrainian citizens in the Irish Labour Market

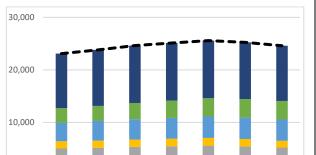
Ireland participates in the Temporary Protection Directive (2001/55 EC) which was activated by the EU on 4 March 2022, to provide immediate protection in EU countries for people displaced by the Russian invasion of Ukraine. Temporary Protection provides beneficiaries with immediate access to the labour market, along with access to social protection and other State supports. According to the CSO, in total there were 112,189 Personal Public Service Numbers (PPSNs) given to Beneficiaries of Temporary Protection (BoTP) from Ukraine between March 2022 and February 2025.

Within this, there have been more females than male arrivals, with the number of females exceeding males for all age categories aged 20 and above. The highest number of female Ukrainians (7,163 individuals) are in the 35-39 age group (at 10.6%), followed by those aged 40-44 (6,971), and those aged >65 years (6,657).

by sector

Figure 13A: Beneficiaries of Temporary Protection from Ukraine by Age and Gender, as of 2nd February 2025





July 2024 Aug 2024 Sep 2024 Oct 2024 Nov 2024 Dec 2024 Jan 2025 Wholesale, Transport and Accommodation (G,H,I)

Public Service, Education and Health (O,P,Q)

ICT, Scientific and Recreation (J,M,R)
 Financial, Real Estate, Administrative (K,L,N,S)

Industry (B,C,D,E)

Construction (F)

Figure 13B: Employment of Ukrainian nationals

Source: CSO

Source: CSO

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As of early 2025, many recent arrivals in Ireland were actively engaging in employment and support services. In January, 23,803 had jobs with average weekly earnings of €501, mostly in Wholesale, Transport & Accommodation (43% of total employed). Over 48,000 attended Intreo employment support events, with 55% citing English language as a barrier. Among those, many had prior professional experience and 60% held qualifications equivalent to NFQ Level 7 or higher. Additionally, nearly 13,000 were enrolled in further education, with a majority focusing on English language courses.

The effect of the COVID-19 pandemic is also apparent, with a sharp drop in the number of immigrants coming from the rest of the world in 2021 followed by a marked increase in from 2022 onwards. From 2022-2024 immigration from the "rest of the world" category is made up of a sizeable proportion of Ukrainian citizens: 46% (c. 27,044 individuals) in 2022, 65% (c.52,540 individuals) in 2023 and 28% (c. 24,300) in 2024. However, even after accounting for inward migration of Ukrainian citizens, the immigration of individuals from, "rest of world" rose by 67% (25,100 individuals) from 2020 to 2024.

During this five-year period, the immigration of individuals from EU15-EU27¹⁰ countries increased by 31% and those from EU14¹¹ countries increased by 52%. The immigration of citizens from the UK remained stable at 5,500 individuals.

3.4 Net migration

Overall, there have been strong and increasing net inward migration flows to Ireland since the end of the pandemic with inflows of 79,300 last year. In recent years, the majority of these flows have been dominated by persons in the "rest of world" categorisation, which includes Ukraine. There is no data available on the number of Ukrainian citizens who have left Ireland during this period and as such the net position cannot be represented.

In terms of Irish nationals, during 2020 and 2021 there was net inward migration, which peaked at 15,000 Irish persons in 2021, likely due to the impact of COVID-19 restrictions. Since then, however, this trend has reversed with more Irish people emigrating than returning home, albeit the net figure is small – with a net outflow of 4,700 persons in 2024.

In terms of European nationals, there has been an acceleration in net inward flows over the past 5years, but this increase has been dwarfed by inflows from the rest of the world.

¹⁰ EU15-27 defined as the 10 countries that joined the EU on 1 May 2004 (i.e. Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia), along with Bulgaria and Romania who joined on 1 January 2007 and Croatia who joined on the 1 July 2013.

¹¹ EU14 countries excluding Ireland include Austria, Belgium, Denmark, Finland, France, Germany, Greece, Italy, Luxembourg, the Netherlands, Portugal, Spain and Sweden.

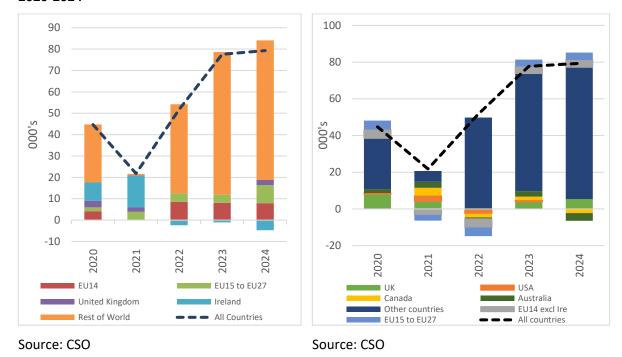


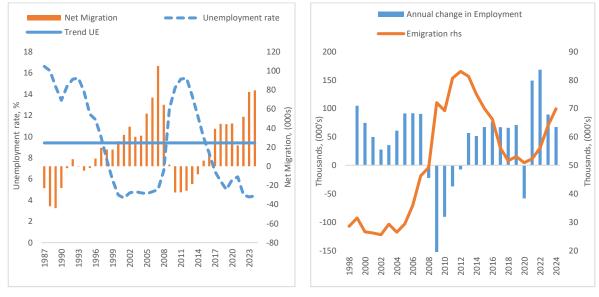
Figure 14A: Net Migration by Citizenship, 2020-2024

Figure 14B: Net Migration by Country of Origin/Destination, 2020-2024

3.5 Migration and the macroeconomy

In the following two figures, the long-term trend in net migration is mapped against the macroeconomy given well-known links between migration and economic growth. In Figure 15A, the annual unemployment rate, the long-term average of unemployment (horizontal line) and net migration are plotted. This graph shows that once unemployment falls below its long-term average, we tend to get a rise in net inward migration to Ireland. From 2017-2024, there is low and falling unemployment and corresponding net immigration.

Similarly, once unemployment increases above its long-term average, there tends to be a reversal in migration flows as the economy contracts. From 2009-2014, in the aftermath of the financial crisis, there was high and above average unemployment with net emigration. Based on this relationship, it is no surprise that net inward migration has been so strong in recent years given the performance of the labour market.



Market, 1987-2024

Figure 15A: Net Migration and the Labour Figure 15B: Emigration and the labour market, 1998-2024

Source: CSO

Source: CSO

We know that the net migration figure hides a lot of information given the extent of inward and outward flows. To focus on the latter, figure 15B plots the emigration series against the annual change in jobs within the economy. When employment growth is weak or negative, we would expect a pickup in emigration, as individuals move to other countries in search of employment opportunities. This relationship tends to hold for most of the period – for example, the financial crisis era (2009-2012) results in a surge in emigration. In more recent years, however, this relationship appears to be breaking down with emigration picking up despite robust employment growth. This is unusual and merits further research.

4. Employment Permits

Aside from the CSO's migration data, a rich source of data on the labour markets exists within DETE through the employment permits database. To work in Ireland a non-EEA national (meaning nationals from outside the EEA, the UK or the Swiss Confederation), unless they are exempted, must hold a valid employment permit. DETE's Employment Permits Unit administers the employment permits system in Ireland through the operation of the Critical Skills Occupations List and the Ineligible Occupations List. In December 2023, DETE announced the largest ever expansion to the employment permits system.¹² The changes included the addition of 11 roles to the 'Critical Skills Occupation List' and 32 roles now considered eligible for 'General Employment Permits', which were previously listed as

¹² See details of changes here: Minister Richmond announces largest ever expansion to the employment permits system - DETE

ineligible. This significant expansion to the employment permits system illustrates the responsive and flexible nature of the permits system in meeting the needs of the labour market. These changes should be borne in mind in the analysis that follows.

In Figure 16, a heat map for permits at a regional level since 2009 is shown both for new permits and for renewed permits. Again, the strong red shading over the past number of years is testament to the marked expansion in permits within Ireland, particularly for new permits granted since 2022, and partly a consequence of the backlog due to COVID-19. There were further strong increases in new permits granted through 2023 and 2024 across all regions in Ireland. The strong growth in renewals in recent years is also interesting and perhaps points to a degree of stickiness in the permit process and that the system is working well¹³.

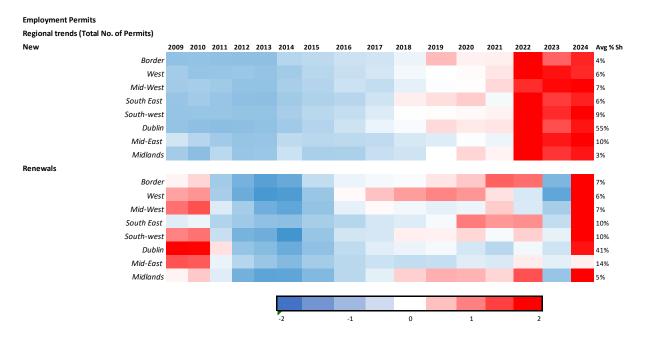


Figure 16: Heat Map Overview for Employment Permits, 2009-2024

Source: DETE internal data.

4.1 Employment permits at the sectoral level and future considerations

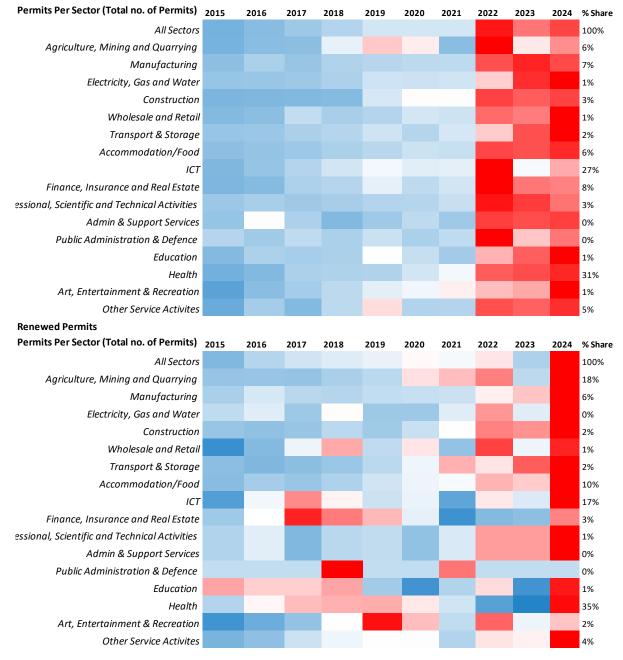
This data can also be used at a sectoral level to get a sense of where demand is highest. This sectoral breakdown is depicted in Figure 17. Two sectors stand out – health and ICT – which, in total account for nearly 60% of all permits within Ireland. Other big sectors include agriculture, manufacturing and financial services.

¹³ The spike in employment permit renewals in 2024 is in part due to the length of employment permits which are granted for a two-year period initially.

Figure 17: Employment Permits by Sector, 2015-2024

Employment Permits

New Permits



Source: DETE internal data

Box C: Future considerations – the potential Impact of Artificial Intelligence (AI) on Employment Permits

Some of the sectors dependent on labour outside the EEA via the employment permits system could also be susceptible to future disruptions to the labour market, such as from AI. The sectors most exposed to AI are at risk of certain human occupations being substituted for AI programmes (Williamson et al, 2024). However, AI will also lead to new firms and new jobs, and a redeployment of labour from tasks that can be automated by AI (low complementarity) to tasks that benefit and become more efficient from AI (high complementarity).

Figure 18 maps the sectors which are most at risk to AI (i.e. high exposed and low complementarity) alongside exposure to employment permits. Sectors most exposed to AI include the ICT and Financial/Insurance sectors, were also the second and fourth most dependent on employment permits in 2024 (with ICT at 18.4% and Finance 6.7%). Although Health is the most exposed in terms of its share of employment permits in 2024 (32.5%), this sector is less at risk of significant change caused by AI (17.5%).

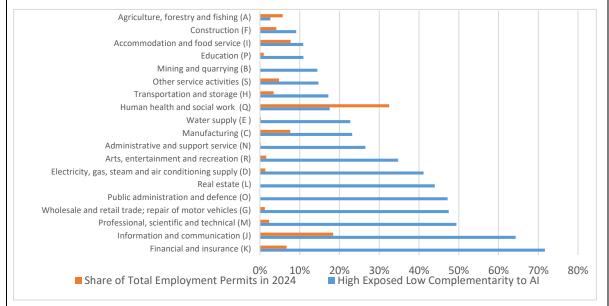


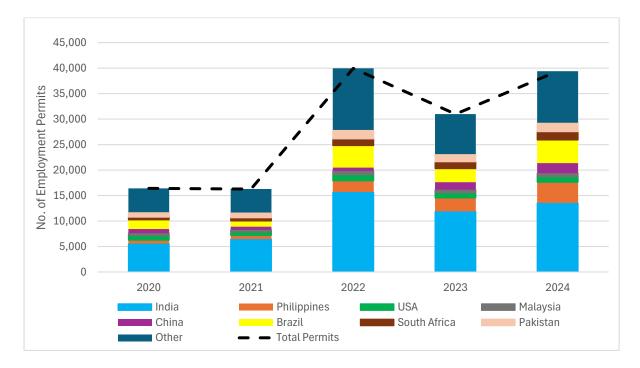
Figure 18: Sectors most exposed to AI and Employment Permits

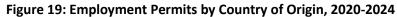
Source: DETE Internal Data, Williamson et al (2024).

The ESRI (Whelan et al., 2024) also recently emphasized the significant role migration could play in influencing the demand for skillsets relating to AI. Ultimately, in the context of increased migration flows, these developments highlight the necessity for the labour market to retain its dynamism and openness so as to attract and retain talent for skillsets in high demand.

4.2 Employment permits by country of origin and county

Since 2022, employment permits have more than doubled compared to pre-pandemic levels with the number of permits granted amounting to nearly 40,000 persons in 2024 (Figure 19). As stated previously, this surge in applications for 2022 can be explained by a backlog built up during the COVID-19 pandemic across 2020 and 2021. In terms of where the demand is highest, India dominates – accounting for well over a third of all permits issued, followed by Brazil and the Philippines.





Looking at the distribution of employment permits across Ireland (Figure 20), the majority of permits have been granted in Dublin (c.53%). Other popular counties for employment permits are Cork (c.8%), Kildare (c.5%) and Limerick (c.4%). If we compare the increase in permits granted from 2020 to 2024, the largest percentage increase in permits occurred in Monaghan (492%¹⁴) with a near fivefold increase in permits issued. Other counties with large increases include Clare (483%), Meath (471%) and Kildare (409%).

Source: DETE internal calculations.

¹⁴ The percentage increase for Monaghan over this five-year period is large but the actual figures – 110 permits in 2020 and 541 permits in 2024 are small in comparison to the scale of permits granted in other counties like Dublin e.g. 10,621 permits in 2024.

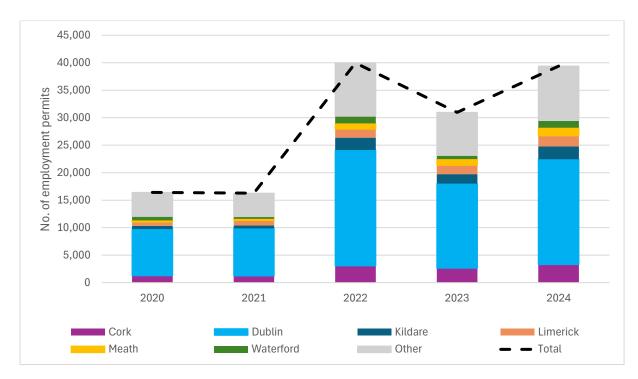


Figure 20: Employment Permits per County, 2020-2024

Source: DETE Internal calculations

5. Case Studies: Australia and Canada

Australia and Canada have been among the most popular destinations for Irish emigrants in recent years. This paper utilises national visa and work permit data from each of these respective countries to identify the scale and range of Irish citizens leaving Ireland to work and live abroad.

5.1 Australia

Statistical data is published by the Australian Government on its main employment visa programme the Temporary Skill Shortage (TSS) (subclass 482) visa¹⁵. The TSS visa enables employers to address labour shortages by bringing in skilled workers where they cannot source an appropriately skilled Australian. This is a temporary visa which lets the holder and any member of the holder's family to remain in Australia for the period specified in the notification. The primary visa holder can work in Australia for an approved sponsor in their nominated occupation and the secondary visa holder, i.e. a family member of the primary visa holder, is also allowed to work and study in Australia.

Figure 21 shows the total number of TSS visas granted to Irish citizens in each year from 2019 to 2023. The number of TSS visas granted declined with the impact of COVID-19, however in 2023 the total

¹⁵ The TSS visa (subclass 482) was introduced in March 2018 to replace the Temporary Work (skilled) subclass 457 visa which was abolished at the same time. The TSS visa is a temporary visa that is valid for either one to four years, depending on your nominated occupation, the visa stream and your circumstances.

number granted exceeded 2019 figures with a total of 3,217 TSS visas granted in 2023, with a split of 2,233 primary and 984 secondary. In percentage terms. This amounted to a 14% increase from 2019 levels (2,820 permits).

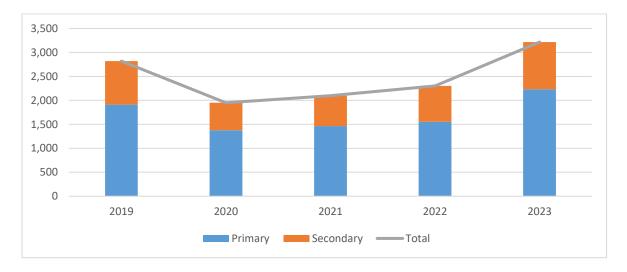
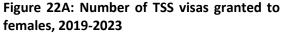
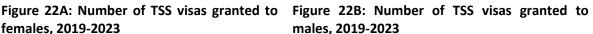


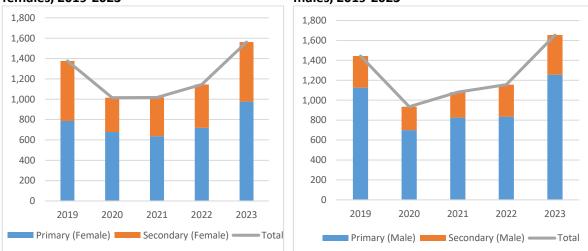
Figure 21: Number of Australian TSS visas granted to Irish citizens, 2019-2023

Source: Australian Government, Department of Home Affairs

This increase has mainly been driven by males, as shown in Figures 22A and 22B. Over the period 2019 to 2023 the total number of TSS visas granted to males increased by 14.5% compared to 13.5% for females. However, females have driven the increase in primary visas. Over the same period, females have seen a 24% increase in primary visas (from 786 to 976) compared to a 12% increase for males (from 1,126 to 1,256). In relation to secondary visas, females have seen a 1% decrease (from 590 to 586) over the same period, compared to a 25% increase for males (from 318 to 398).







Source: Australian Government, Department of Home Affairs

In Figure 23, we split TSS visas out into those granted to younger age cohorts over the past 5 years. This shows that while TSS visas granted to those aged between 20 and 24 years old have fallen by 51% (from 321 in 2019 to 156 in 2023), TSS visas granted to those aged 25 and 29 years old and 30 and 34 years old have increased by 13% and 31% (from 1,683 to 1,898, and from 452 to 592), respectively, (albeit these are relatively small numbers).

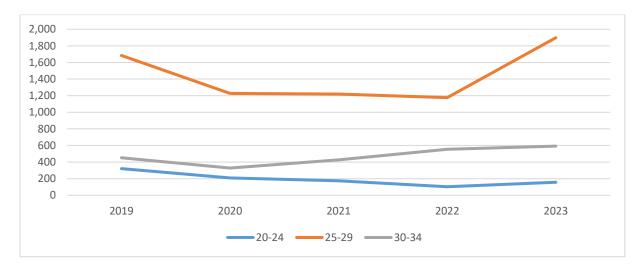


Figure 23: Number of Australian TSS visas granted to Irish citizens by younger age cohorts

Source: Australian Government, Department of Home Affairs

Australia's Working Holiday Maker visas

Australia's Working Holiday Maker visa is another type of visa available to Irish people and allows young adults to have a 12-month holiday, during which they can undertake short-term work and study.

The number of Irish citizens acquiring this type of visa is growing. According to the most recent report published by the Australian Government on its migration trends (from 2023 – 2024¹⁶), there were 21,997 visas granted to Irish citizens in 2023-24, up from 21,535 in 2022-23 and up from 10,491 grants in 2021–22. Ireland ranked third in terms of granted Working Holiday Maker visas¹⁷ in 2023/24, accounting for nearly one in ten of all visas granted.

5.2 Canada

Work permits in Canada are classified across two programmes: (i) Temporary Foreign Worker Programme (TFWP) and (ii) the International Mobility Program (IMP). The TFWP allows individual Canadian employers to hire internationally if there is a labour shortage in Canada. The IMP is largely

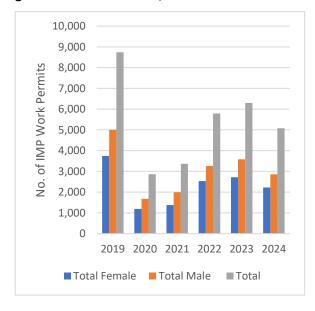
¹⁶ Australia's Migration Trends 2023-24

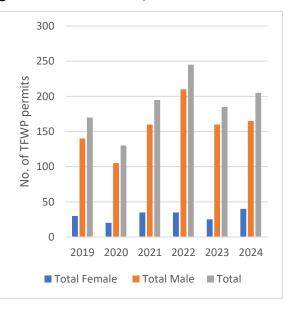
¹⁷ This follows the United Kingdom at 47,237 grants (20.1 per cent) and France—30,004 grants (12.8 per cent).

based on reciprocal agreements with countries and does not require a labour market impact assessment.

In 2024, over 5,000 IMP work permits were granted to Irish citizens of which 2,230 (44%) were granted to females and 2,855 (56%) to males. Notably, the vast majority (81%) of permits were granted to citizens aged between 15-29 years old.

Figure 24A: Canadian IMP Work PermitsFigure 24B: Canadian TFWP Work Permitsgranted to Irish Citizens, 2019-2024granted to Irish Citizens, 2019-2024





Source: Immigration, Refugees and Citizenship Source: Immigration, Refugees and Citizenship Canada Canada

Figure 24A shows that the initial fall in 2020 and subsequent recovery up to 2023 in IMP work permits granted to Irish citizens. Total IMP work permits granted to Irish citizens are down 1,220 permits (19%) in the year to 2024.

Compared to IMP Work Permits, historically, a much smaller share of TFWP permits have been granted to Irish citizens (see Figure 24B). In 2024, 205 TFWP permits were granted to Irish individuals of which 40 (20%) were granted to females and 165 (80%) were granted to males. 46% of the TFWP permits granted in 2024 were to those aged 15-29 years old whilst 44% of the permits were granted to those aged 30-44 years old.

Figure 25 displays the immigration categories of Irish citizens who have received permanent residency status in Canada since 2020. The "experience class" is the most popular immigration pathway to permanent residency for Irish citizens, which captures those who have at least 1 year work experience

in Canada under temporary resident status and have relevant experience in one or more of the National Occupation Classifications (training, education, experience and responsibilities)¹⁸. There was a spike in the number of permanent residencies granted to Irish citizens for 2021 – perhaps a consequence of the pandemic.

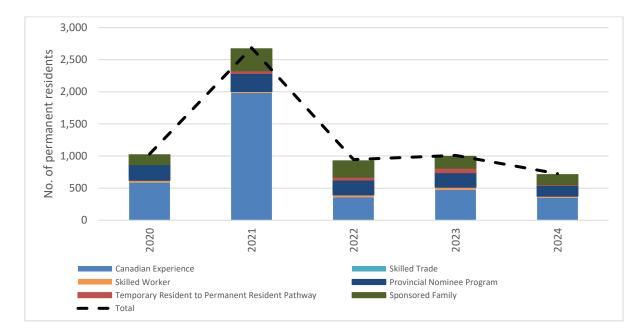


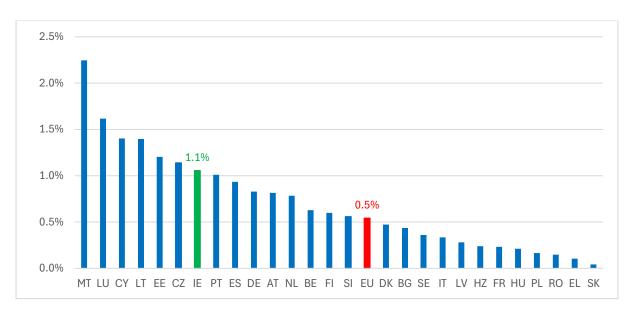
Figure 25: Immigration pathways of permanent Irish residents in Canada, 2020-2024

Source: Immigration, Refugees and Citizenship Canada

6. Irish migration flows in context

The previous sections have highlighted the size of migration flows to and from Ireland, but it is also informative to put these flows in a European context. Over the past 10 years, there have been strong (net) inward migration flows into the EU. Up until 2021 (prior to the Ukraine war), there was an average annual net inflow of 1.2 million persons, with Germany accounting for approximately half of these flows. In 2022 however, due to both the war and the pandemic, net inward migration surged to 4.2 million persons. In Figure 26, net migration flows are plotted on a per capita basis with Ireland ranking 7th highest across the 27 EU countries since 2020.

¹⁸ Canadian Experience Class Information. Available here: Express Entry: Canadian Experience Class - Canada.ca





Source: Eurostat

Breaking net migration into outward and inward components reaffirms the openness of the Irish economy. In Figure 27, inward flows on a per capita basis are plotted over the past four years, showing high levels of inward migration to Ireland – twice the European average. This has been a recurring feature over the past decade (see Annex 4).

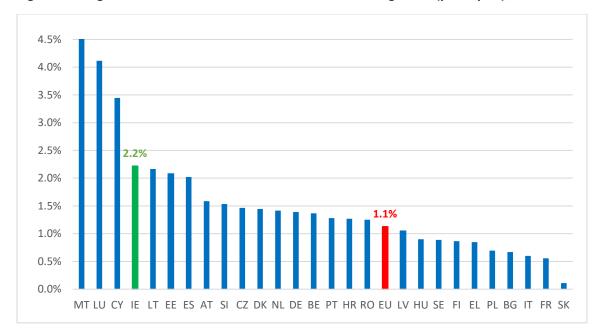


Figure 27: Migration trends, international context: inward migration (per capita), 2020-2023

Source: Eurostat

A similar, albeit smaller, picture emerges when outward flows are mapped (see Annex 5). Migration flows from Ireland were approximately twice the European average with Ireland ranked 4th in terms of per capita outward flows. This has been a recurring feature over the past decade too (see Annex 6).

While the war and the pandemic have had an impact on migration flows, economic fundamentals within and across countries are also likely to have been a major factor. While this could be a separate paper in itself, in Figure 28, average annual employment growth is plotted relative to average net migration on a cross-country basis over a 4-year period to 2023. The figure highlights that those member states with stronger employment growth typically had higher levels of net inward migration – the trend line is upward sloping. This also appears to be a particular feature of many of the smaller and more open economies in the EU such as Ireland.

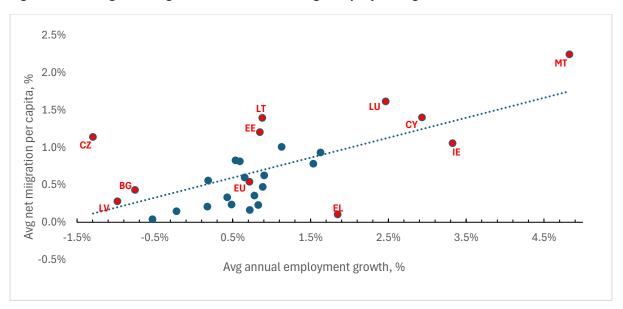


Figure 28: Average net migration relative to average employment growth 2020-2023

Source: Eurostat

7. Indicative scenarios for the impact of migration on employment growth and the growth in employment permits to 2030

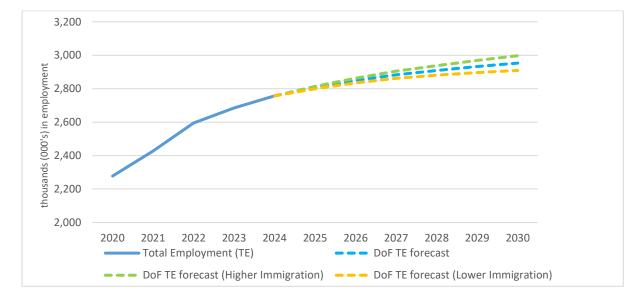
The Department of Finance has modelled net inward migration and employment growth from 2025 to 2030¹⁹. In their central scenario, the Department forecasts annual net migration of 35,000 persons over this period. It is assumed that net migration forms a central part of labour force and employment growth over the medium term due to a slowdown in other sources of labour supply (i.e. unemployment and labour force participation). The Department posits that constraints in housing

¹⁹ Department of Finance, <u>Stability Programme Update 2024</u>

supply along with an expected decline in the inward flow of Ukrainian nationals will result in more moderate inflows over the medium-term.

Given the difficulty in predicting migration flows, the Department modelled high and low scenarios and the impact on employment growth. An "upside" scenario results in annual net migration of 45,000 persons with annual employment growth 0.25% higher than expected. The "downside" scenario results in annual net migration of 25,000 persons with a corresponding 0.25% reduction in the employment growth rate. Figure 29 plots the impact of these scenarios on total employment growth over the medium term. The cumulative increase in net migration over the five-year period ranges from an additional 150,000 persons in the low scenario to 270,000 persons in the higher scenario.

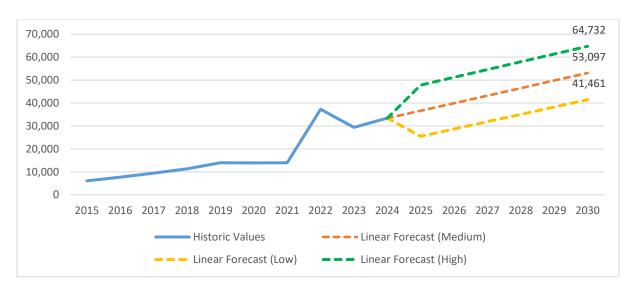
Figure 29: Impact of Migration Scenarios on Total Employment, 2020-2030



Source: Department of Finance & Author's own calculations.

Utilising recent trends in employment permits, a number of scenarios are then constructed to estimate potential permit demand over the period to 2030 based on these migration flows.²⁰ These projections include low, medium and high scenarios with each plotted in Figure 30. Annual growth in new employment permits ranges from an average of 12% under the high scenario to 5% under the low scenario. This would see a cumulative increase in new employment permits over the 5-year period ranging from 201,000 permits under the low scenario to 338,000 under a high scenario.

²⁰ Please note the Department of Finance are currently conducting in-depth research on future population movements including forecasts of employment permits out to 2065. In light of this please note that the analysis presented in figure 2 is a simple linear scenario forecasting exercise that is only used for very high-level indicative purposes.





Source: DETE & Author's own calculations

The forecasted impact of net migration on employment growth and scenario analysis for the development of employment permits over the coming years are both relevant in the context of the recently published Programme for Government 2025 target of creating 300,000 extra jobs by 2030.²¹ In the current tight labour market environment, this analysis highlights the importance of attracting and retaining international workers into the Irish workforce, either from inside the EU or outside the EEA via the employment permits system. However, in order to maximise the benefits of economic migration it is imperative that a unified cross-governmental approach be taken that allows for the importation of talent to support enterprises and the delivery of public infrastructure and services while ensuring that migrants have access to the building blocks necessary for successful integration into Irish life, namely healthcare, childcare, education, housing and public transport.

8. Conclusion

This paper examined labour supply in Ireland, with a focus on migration flows and employment permits. There are several interesting findings. First, the marked increase in net inward migration since the pandemic is striking whether one looks at migration flows or permit data. Both in an absolute sense and relative to European peers, the migration flows to Ireland have been very large. In the absence of these flows, it is safe to assume that the post-pandemic recovery in the Irish economy would have stalled through an escalation of labour market shortages and resultant price and wage pressures.

²¹ Programme for Government 2025 – Securing Ireland's Future

Secondly, there has been a pick-up in emigration flows particularly amongst Irish nationals and females rather than males. In a context of strong employment growth, these increases are surprising but could just reflect the desire for people to travel and to spend time abroad. However, it could also reflect the rising costs of accommodation within Ireland. This merits further research.

Third, the expansion in the permits system has seen a notable development in recent years with very high numbers of people immigrating to Ireland, particularly from India, the Philippines and Brazil, with the renewals of permits also high. The healthcare sector has been the major beneficiary of these flows, and more analysis is needed to understand why demand from these countries has been so robust. One reason could be the established presence of migrant networks acting as a pull factor (OECD, 2022).

There were a number of data gaps which were encountered during this research. To further inform policy in this area, it would be helpful for data to be developed on the number of immigrants who return to their country of origin each year (including Ukraine), migration flows by Irish and non-Irish born rather than by citizenship²², migration by skillset²³, occupation, and a more granular breakdown of migration by age level. This would be particularly beneficial in the context of Ukrainian citizens, as we know that these migrants require a different policy response than other immigrants.

Overall, the paper again reaffirms the openness and inherent dynamism within the Irish labour market. The Irish economic model continues to rely and increasingly so on attracting and retaining skills and jobs. This is likely to become even more pressing given current and prospective conditions within the labour market. The ability to attract and retain labour is essential for ensuring Ireland remains competitive within the global economic environment. An integrated, strategic, cross-Government approach is crucial for effective economic migration policy.

²² The question on nationality in the most recent Census was changed to capture information on the country of citizenship. When a person migrates, they are classified by the citizenship that they hold at the time of migration. All people with Irish citizenship are classified under the category "Irish".

²³ In the past, the CSO's Population and Migration release provided estimates of immigration and emigration by educational attainment and principal economic status, based on responses in the LFS. However, the CSO has stated that accurate estimation of educational attainment and principal economic status of the migration cohort is difficult as there is now a significant number of immigrants living in communal establishments and therefore outside the scope of the LFS sampling frame which samples private households. This group of people are estimated using administrative data, and the CSO has stated that the methodologies are currently being investigated.

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Annex 1: Heat Map Data Range

Figure 1 (p.6)									
Variable	Data Range								
Immigration	1988-2024								
Of which Ukraine	2002-2024								
Emigration	1988-2024								
Change in LF	2000-2024								
Of which demography	2000-2024								
Of which participation	2000-2024								
Growth in LF									
Of which Non-EU/UK	2021-2024								
Permits Data									
Total Permits	2010-2024								
Permits Per Sector	2015-2024								
International Protection Applicants									
Total Applications	2016-2024								
Figure 16 (p.19)									
New Employment Permits									
Per Region	2009-2024								
Renewed Employment Permits									
Per Region	2009-2024								
Figure 17 (p.20)									
New Employment Permits									
Per Sector	2015-2024								
Renewed Employment Permits									
Per Sector	2015-2024								

Irish Labour Market												
(Supply side, Annual Data)												
Migration	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Immigration	62,700	66,500	75,900	82,300	95,300	96,000	97,100	95,600	74,100	107,800	141,600	149,200
of which Ukraine	200	300	300	300	300	300	600	300	300	25,500	52,200	24,000
Emigration	81,300	75,000	70,000	66,200	56,100	51,600	53,100	50,900	52,300	56,100	64,000	69,900
Net Inward Migration	- 18.600	- 8.500	5,900	16,100	39,200	44,400	44,000	44,700	21,800	51,700	77,600	79,300
Labour Force (LF)												
Change in LF	22,000	10,000	25,000	46,000	31,000	46,000	54,000	(40,000)	169,000	128,000	89,000	78,000
of which demography	11,000	18,000	25,000	32,000	40,000	41,000	47,000	42,000	39,000	66,000	65,000	62,000
of which participation	11,000	(7,000)	1,000	14,000	(9,000)	5,000	7,000	(81,000)	130,000	63,000	24,000	16,000
Growth in LF												
of which Non-EU/UK									146,100	191,200	232,600	262,867
Permits data												
Total	3,863	5,495	7,253	9,373	11,361	13,398	16,383	16,364	16,283	39,961	30,979	39,396
New Permits	3,034	4,861	6,076	7,691	9,401	11,305	14,163	13,884	13,961	37,286	29,365	33,418
Permit Renewals	829	634	1,177	1,682	1,960	2,093	2,220	2,480	2,322	2,675	1,614	5,978
Agriculture, Mining and Quarrying	-	-	36	185	187	972	1,646	1,794	891	4,326	1,414	3,662
Manufacturing	-	-	412	672	505	675	741	785	798	2,664	3,037	3,022
Electricity, Gas and Water	-	-	17	22	24	49	93	90	98	234	458	549

Annex 2: Irish Labour Market – Supply Side Figures

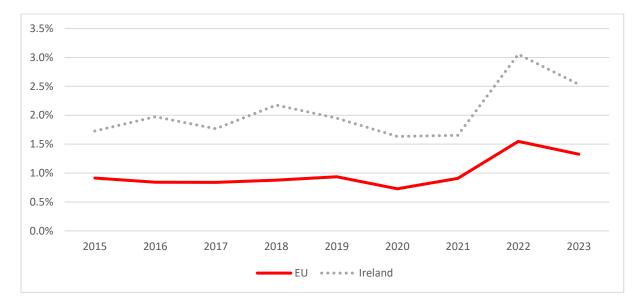
Construction	-	-	21	32	48	78	409	613	608	1,474	1,349	1,524
Wholesale and Retail	-	-	47	59	117	99	99	135	120	324	294	441
	-	-	28	31	83	112	196	142	265	512	907	1,282
Accommodation/Food	-	-	188	290	333	469	623	812	786	2,721	2,606	3,358
ICT	-	-	2.955	3.443	4.028	4.449	4.932	4.680	4.616	10.832	5.009	6.788
Finance, Insurance and Real Estate	-	-	529	601	905	940	1,271	983	1,101	3,372	2,388	2,342
Professional, Scientific and Technical Activities	-	-	53	110	60	99	149	152	236	1.460	1.293	1,092
Admin & Support Services	-	-	23	43	26	17	21	29	21	86	80	89
Public Administration & Defence	-	-	2	-	3	3	4	1	4	41	15	23
Education	-	-	83	107	102	108	148	105	91	207	246	357
Health	-	-	2.504	3.147	4.383	4.496	4.535	5.194	5.798	9.792	10.036	12.507
Art, Entertainment & Other Service Activities	-	-	41	97	133	174	252	240	252	340	336	586
Other Service Activities	-	-	310	537	424	648	1,033	609	598	1,576	1,511	1,775
International Protection Applicants												
Total Applications				2,244	2,926	3,673	4,781	1,566	2,649	13,651	13,277	18,561

Source: CSO, DETE, Department of Justice

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Emigration												
Total	81,300	75,000	70,000	66,200	56,100	51,600	53,100	50,900	52,300	56,100	64,000	69,900
Total Irish	48,300	45,000	42,500	37,100	24,700	25,000	27,200	25,000	21,400	25,600	30,500	34,700
Total Non-Irish	33,000	30,000	27,500	29,100	31,400	26,600	25,900	25,900	30,900	30,500	33,500	35,200
Females	39,700	36,600	34,100	35,100	26,600	27,600	26,200	25,500	26,900	26,500	32,900	39,800
0 – 14 years	5,200	5,700	5,500	5,500	2,900	3,000	2,900	3,800	2,000	1,300	2,600	2,500
15 – 24 years	11,900	10,900	10,700	8,800	7,600	6,600	8,700	8,800	10,200	11,000	12,300	15,800
25 – 44 years	17,900	17,100	15,800	17,400	14,700	13,800	1,200	12,000	9,500	8,600	15,200	17,200
45 -64 years	3,800	1,400	1,400	2,400	900	3,500	1,900	700	3,500	4,100	2,200	3,600
65 years and over	900	1,500	700	1,000	500	800	800	300	1,800	1,500	600	800
Irish Females	23,200	21,600	20,700	19,700	11,700	13,200	13,200	12,200	12,000	13,400	16,000	19,500
Non-Irish Females	16,500	15,000	13,400	15,400	14,900	14,400	13,000	13,300	14,900	13,100	16,900	20,300
Males	41,600	38,300	35,800	31,000	29,500	24,000	26,900	25,400	25,400	29,600	31,000	30,100
0 – 14 years	5,800	4,500	600	4,700	3,100	2,200	2,500	2,900	2,700	2,100	2,900	2,100
15 – 24 years	12,000	10,900	6,500	9,500	7,200	5,200	8,500	6,600	8,900	10,000	7,500	8,800
25 – 44 years	19,200	20,300	19,600	13,900	16,600	12,900	13,900	14,000	10,300	13,000	17,200	16,400
45 -64 years	3,800	1,900	2,900	2,200	1,900	3,100	1,600	1,800	2,100	3,300	3,000	2,200
65 years and over	800	800	800	700	700	700	500	200	1,400	1,100	400	500
Irish Males	25,100	23,400	21,800	17,400	12,900	11,800	14,000	12,900	9,300	12,200	14,400	15,200
Non-Irish Males	16,500	14,900	14,000	13,600	16,600	12,200	12,900	12,500	16,100	17,400	16,600	14,900

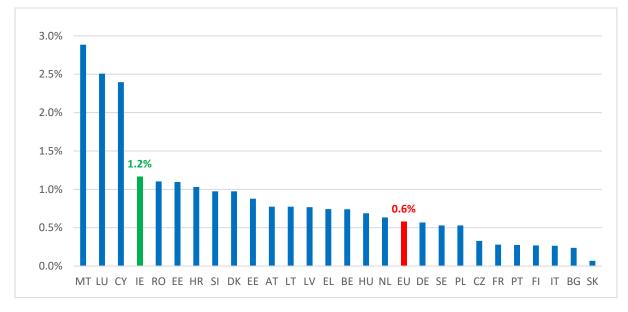
Annex 3: Emigration split by gender and Irish, non-Irish

Source: CSO



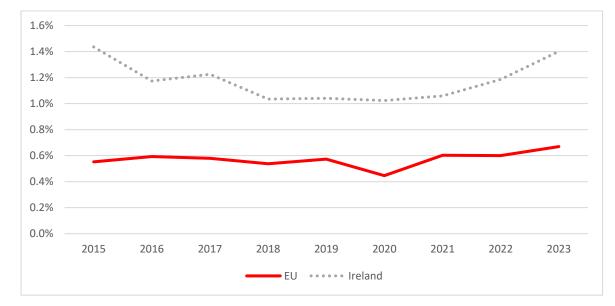
Annex 4: Migration trends, international context: inward migration (per capita) Ireland and the EU

Source: Eurostat



Annex 5: Figure 28: Migration trends, international context: outward migration (per capita), 2020-2023

Source: Eurostat





Source: Eurostat

Quality Assurance process (relevant boxes to be ticked)

To ensure accuracy and methodological rigour, the author confirms they have engaged in the following quality assurance process;

□ Internal/Departmental

- ✓ Other internal divisions/sections
- □ Peer review (networks, seminars, conferences etc.)
- ✓ Line management

External

- \Box Spending Review Subgroup / Technical Review Group
- ✓ Other Government Department
- □ Peer review (IGEES network, seminars, conferences etc.)
- External expert(s)

Other (relevant details)

✓ Author (in line Department etc.) has circulated draft paper to relevant Vote in DPENDPR and consulted same OR author (in DPENDPR / Votes) has circulated draft paper to relevant line Department and consulted same.

✓ Management Board sign off.



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