

Personal retirement savings account (PRSA) investment rules

**Consultation paper issued by the
Pensions Authority**

30 September 2025

Consultation on PRSA investment rules

Introduction

Under section 10(1)(a) of the Pensions Act, the Pensions Authority's functions include monitoring and supervising the operation of the Act and pensions developments generally, including the activities of PRSA providers, the provision of PRSA products and the operation of PRSAs. Another statutory function under section 10(1)(b) is to advise the Minister for Social Protection on matters relating to pensions generally.

As part of fulfilling these functions, the Authority is developing proposals on the regulation of the investment of PRSA assets. Since the transposition of the IORP II Directive, there has been an increased demand for PRSAs, most notably in the non-standard PRSA market. There has been an almost fivefold increase in the number of new non-standard PRSA contracts and at end Q2 2025 non-standard PRSAs account for 66 per cent of total PRSA assets. The value of PRSA assets doubled since 2021 and at end Q2 2025 stands at €20 billion.

The Authority expects that PRSAs will continue to play an important role in pensions provision and believes that it is timely to review and amend existing investment rules. The Authority is concerned about the disparity between investment rules of PRSAs and occupational pension schemes and believes that these rules should be more closely aligned.

Following the transposition of the IORP II Directive, apart from a derogation for pre-existing one member arrangements (OMAs), investment rules apply to all schemes regardless of size. In this context, it is difficult to justify not extending such safeguarding measures to PRSA contributors.

The Authority acknowledges that the present investment rules for non-standard PRSAs more closely match the investment freedom available to OMAs before IORP II transposition. Therefore, many derogated OMAs will seek to transfer to a PRSA before April 2026. This will be taken into account by the Authority when developing proposals in relation to the scope and application of any new investment rules.

Consultation questions

The Authority's view is PRSA providers should be required to ensure assets are invested predominantly in regulated markets and in a manner that ensures diversification.

Q1. Please provide views on the above proposal.

Q.2 What is your view on the potential application of other parts of section 59AB of the Act to PRSA providers?

Q.3 If introduced, new investment rules could be applied on a prospective basis to all new investments in existing and new PRSA contracts. Please provide any views in relation to the timing or application of new rules.

Q.4 The Authority proposes to require more detailed data returns from providers in relation to how its PRSA contributors' assets are invested. Please provide any practical or technical considerations you believe should be taken into account in setting such data requirements.

The Authority will review responses and develop proposals for submission to the Department of Social Protection for the Minister's consideration.

How to respond

A submission form in Microsoft Word format is available on the [Authority's website](#).

Please send submissions by 5pm on 17 November 2025 by email to:
PRSAconsultation@pensionsauthority.ie