

Caribbean Intra-regional Migration Rapid Assessment Methodology (CIMRAM)

**A rapid assessment methodology to establish an initial information base
for policies on intra-regional migration in the Caribbean**

by

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Introduction

Estimated at 175 million in 2000, international migrants constituted 3% of the world's population by that year. The stock of migrants in more developed countries grew at roughly 3% annually over the period 1980-2000 (*Global Economic Prospects* 2005). Migration from Caribbean countries contributed to these global migration flows. Caribbean presence among the immigrant stocks in Canada, the United Kingdom and United States is well known but less well known and researched is the extent of migration within the Caribbean.

Even the most cursory research shows the functions served by migration within the Caribbean to be diverse, multifaceted, and important. Rational management of these intra-regional migration flows must be forward-looking, seeking to shape its direction, size, and content (skills, etc) in order to enhance its impact on development and ensure the protection of migrant workers¹. It must be acknowledged that in reality migration policies are influenced by many factors but the ILO recommends that migration policies and their implementation take into account insights gained from an analysis of labour market trends and projections as well as close monitoring of current migratory movements. An evidence - based approach to migration policies will facilitate their inclusion into employment and labour market policies at the enterprise, national and regional levels. This shows the importance of the production and dissemination of information on stocks and flows of migrant workers and their labour force participation. If such information is outdated or lacking, policies may lose their relevance or worse, raise the costs associated with migration while reducing its benefits.

There is increasing acknowledgement of the need for a paradigm shift from migration control to migration management. The establishment of effective labour market and employment strategies and policies is thus clearly an agenda for action for the tripartite social partners. Further research and statistical data collection regarding labour migration provides the necessary knowledge base in support of that agenda.

The purpose of this tool - the rapid assessment methodology, is to assist national agencies responsible for migration policy in their efforts to establish an initial and basic set of indicators to enhance migration policies. It was developed by a team at the ILO Subregional Office for the Caribbean consisting of Andrew Pienkos, Consultant; Reynold Simons, Senior Specialist, Labour Market and Employment Policy, ILO Subregional Office for the Caribbean; and Karoline Schmid, Demographer at the UNECLAC Caribbean Office. The ILO Subregional Office for the Caribbean would like to acknowledge, with appreciation, the technical assistance of Piyasiri Wickramasekara, Senior Migration Specialist in ILO's International Migration Programme in Geneva.

¹ The CARICOM Single Market and Economy aims at creating a single economic space amongst the member countries and implies a regional labour market where free movement of labour will be an important aspect of the economic integration process.

1. Overview of the Rapid Assessment Methodology

1.1 Background²

With relatively small populations and markets among the English- and Dutch-speaking Caribbean countries, migration flows can be expected to influence the structure and trends of labour markets as well as the performance and prospects of the economies. Further, the relationship is two-way, as migration flows are both the cause and consequence of the functioning of these small labour markets. Data on migration stocks show that intra-regional migration is on the increase but detailed information on these flows is limited. The paucity of migration data, the increase of intra-regional migration and the establishment of the CARICOM Single Market and Economy (CSME) have increased the demand for more information on intra-regional (labour) migration in the region.

Of the twenty-two state entities (countries, territories, etc) for which data for 1990 and 2000 is available, the average growth in migrant stocks over the decade was 18%. Eleven experienced growth in migrant stocks above that regional average. Anguilla, Aruba, Grenada, and Saint Vincent and the Grenadines were top migrant receiving entities with migrant stocks doubling or more. Anguilla and Aruba not only showed high migrant stock growth rates, but they also had exceptionally high proportions of migrants in their populations. This was also true for Antigua and Barbuda, British and US Virgin Islands, the Cayman Islands, and the Netherlands Antilles. These countries all have at least one migrant for every four people in their population. Other entities with migrants constituting at least 9% of the population in 2000 were the Bahamas, Barbados, Puerto Rico, Saint Kitts and Nevis, and the Turks and Caicos Islands. Below the regional average of 2.82 % were Guyana, Jamaica, and Suriname, with Trinidad and Tobago barely above the average.

Evidence on trends in migrant stocks from 1975 to 2000 among thirteen countries in the region indicates that eight saw absolute increases in migrant stocks. Of these, five experienced dramatic increases in their stock of migrants. The stock of migrants in Saint Vincent and the Grenadines at the end of that twenty-five year period was four times what it was at the beginning. Both Grenada and Saint Lucia saw their migrant stocks rise by 265%. The migrant stock doubled in Antigua and Barbuda, as well as in Dominica. Over the same time period the migrant stock increased by 56% in Barbados, 54% in Belize, and 11% in the Bahamas.³

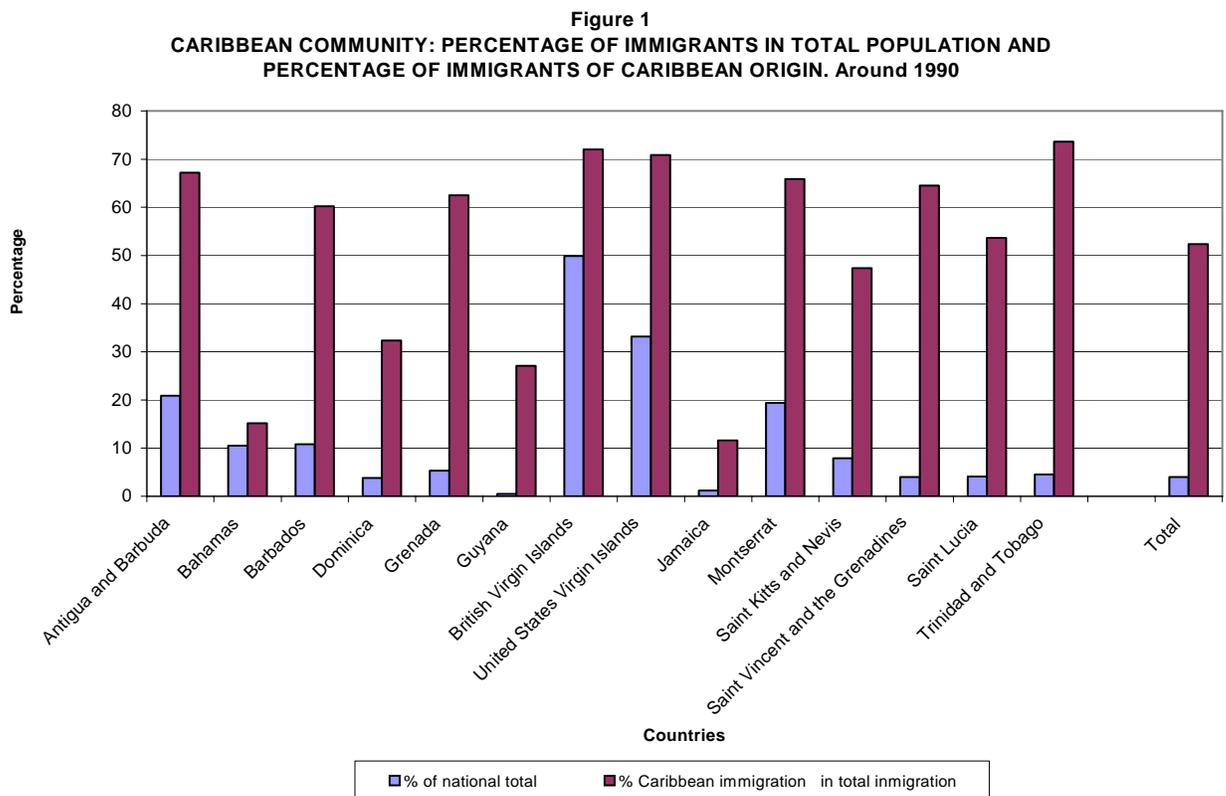
Absolute increases in stock of migrants over the quarter century did not always make for a higher relative increase as measured by the share of migrants in a country's population. Quite the contrary, the increase in the stock of migrants in the Bahamas and Belize was not enough to even maintain the 1975 migrant share in the population. The other six countries that

² This overview of intra-regional migration in the Caribbean is based on the TCEF working paper "*Caribbean Labour Migration: Minimizing losses and Optimizing Benefits*" by Dr. Andrew Pienkos.

³ See Table 14 in "*Caribbean Labour Migration: Minimizing losses and Optimizing Benefits*" by Dr. Andrew Pienkos.

experienced absolute increases in their migrant stocks also saw the proportion of migrants in the total population rise by the year 2000. The share more than tripled in Grenada and almost increased as much in Saint Vincent and the Grenadines. The presence of migrants in the populations of Aruba and Barbuda, Dominica and Saint Lucia almost doubled over the twenty-five years, while in Barbados the share increased by almost 50%. Though Saint Kitts and Nevis reportedly showed no measurable increase in its stock of migrants from 1975 to 2000, the share of migrants in the population did increase, by more than 25%.

Though more current data would be more telling, the situation from the 1990 period is suggestive. For the fourteen English-speaking entities studied, the average share of CARICOM nationals in the migrant stocks was 52%. The share was at least 60% for Antigua and Barbuda, Barbados, Grenada, Montserrat, and Saint Vincent and the Grenadines, and over 70% for the British Virgin Islands, Trinidad and Tobago, and the US Virgin Islands. In contrast, CARICOM nationals accounted for less than 35% of the migrant stocks in Dominica and Guyana, and less than 16% of the migrant populations in the Bahamas and Jamaica (see figure 1).



Source: Mills 1997, figure 3 from Pizarro 2005

This picture is supported by data on work permits although it is acknowledged that in some countries these data grossly underestimate migrant worker stocks. These data show that CARICOM nationals were in the majority for the eight countries for which work permit data were available in 1998. More recent and detailed data is available for Belize and Suriname. Among migrant inflows to Belize in 1997 were 631 from Honduras, 557 from Guatemala,

498 from the U.S., 296 from Mexico, and 288 from El Salvador; noteworthy is the lack of significant labour migration from the Dutch-Anglo region. In contrast, 256 migrants from Guyana accounted for the second largest group entering Suriname in 1999, with 1295 from Brazil, 106 from Haiti, 82 from China, and 68 from Indonesia.

A number of Caribbean countries have come to depend on inflows of migrant workers to meet the needs and expectations of employers for sector or occupation -specific workers with particular skills. In these countries migration policies and regulatory frameworks must ensure the reliable supply of labour in response to sectoral labour demands and consistent with domestic economic growth potentials and plans.

1.2 Objective

As part of the preparations for and the follow up to the ILO Tripartite Caribbean Employment Forum (CEF), the ILO Subregional Office for the Caribbean is providing technical assistance to the member countries to compile labour market information necessary for policy design and monitoring.

The objective of Caribbean Intra-regional Rapid Assessment Module (CIMRAM) is to provide national agencies and stakeholders with a tool that provides a snapshot of the situation as it relates to intra-regional migrant workers and contribute to establishing an initial and basic set of indicators on intra-regional migration.

Enhancing the availability of data on intra-regional flows and stocks of migrant workers is a major factor in changing attitudes and strengthening policy design and decision-making on migration management at the enterprise, national and regional levels. Changing attitudes and formulating and implementing better policies will contribute to the protection of migrant workers and maximize the development impact of migration⁴. But in addition to the CARICOM Single Market and Economy (CSME), reliable labour migration data are critical to Caribbean countries that need to maintain a highly capable migrant workforce demanded by rapidly growing economic sectors such as tourism, international financial and business services.

1.3 Scope and structure

The CIMRAM's main concern is with intra-regional migration, focusing on migrant workers⁵, their characteristics (including their protection), migration policies, and legislative and regulatory frameworks of the host countries applying the module. It is based on the use

⁴ See also "Labour migration policy and management: Training modules", ILO, Geneva 2004

⁵ The definition of migrant workers in this module includes the self-employed. It should be noted that the ILO definition in the Migrant Workers Convention (C143) does not include self-employed workers but only those in "paid employment". The UN 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families is more comprehensive and does include them by specifically referring to this group and by including those "engaged in a remunerated activity" in general (article 2). The main reason for broadening this definition for the English- and Dutch-speaking Caribbean is the phased implementation of the free movement of labour in the CSME. Categories of that are currently allowed to move freely under the protocol on "free movement of labour" are employers and self-employed "service providers".

of available data as well as additional information to be collected through limited primary research.

As a rapid assessment tool, the CIMRAM assumes that countries applying this methodology will also participate in a more extensive attempt to develop a more complete set of indicators on migration in the Caribbean⁶. It is anticipated that the Exploratory and Enterprise modules will each require 4-6 weeks for implementation. Implementation assumes the following implementation phases:

1. The exploratory module
 - 1.1. Desk review of existing policies, regulatory frameworks and reports on migration
 - 1.2. Collect available statistics. In addition, efforts may be made to run statistics from existing micro data
 - 1.3. Focus group interviews
2. The Enterprise module
3. Reporting

1.4 The National Steering Group and the National Coordinator

In most countries, the collection and processing of information, policy design, and implementation and enforcement mechanisms are dispersed over a host of government and non-government actors. Successful implementation of CIMRAM depends on integrating it in the local “institutional setting” as it relates to migration and it is critical to include the relevant players in overseeing its implementation. Establishing a *National Steering Group (NSG)* consisting of one representative of the relevant agencies will ensure ownership, access to information and use of the report in policy design and implementation. The line Ministry responsible for Labour is pivotal to establishing the steering group and overall implementation especially if it is responsible for employment and labour market policies. Other critical players are the national statistical offices and ministries charged with responsibility for aspects relating to migration and migrant workers in particular.

Successful implementation of the CIMRAM also depends on the availability of a fully dedicated local specialist in (labour) migration issues who is experienced in research and reporting and who will coordinate the implementation of the CIMRAM. It is recommended that the line ministry responsible for employment and labour market policies and the national steering group secure the availability of such local expertise at the earliest possible stage and formally assign the coordinating role to a National Coordinator. As a first task, this expert should submit an operational plan to implement the CIMRAM to the National Steering Group for approval.

⁶ The CIMRAM was developed with participation of the UN-ECLAC office which is developing a broad based project on migration information in the Caribbean. The CIMRAM is expected to be an initial effort that will be supportive of this project.

Exploratory Module

2.1 Overview

Implementation of the CIMRAM should provide countries with a better understanding of the nature and characteristics of intra-regional migration, migrant worker participation in the labour force, and current (labour) migration management challenges. To this end the exploratory module uses a desk review of available information and statistics as well as focus group interviews, to provide a consistent overview of the following four dimensions of labour migration:

- The local labour market situation and the demand for migrant workers
- The magnitude of labour migration, assessing both stock and flows of regular and irregular migrant workers
- Characteristics of migrant workers
- Management of labour migration based on an assessment of policies of government, employer's organizations and trade unions.

2.2 The desk review

The desk review should present a brief overview of the existing institutional framework, and legislation relating to labour migration that is in force or pending, as well as current policies of the government, employers and trade unions as they relate to labour migration. Based on a listing⁷ of documents -including newspaper articles, speeches, policy documents, position papers, statistical publications- information is collected on items specified in paragraph 2.2.1.

2.2.1 Information to be collected

1. Local demand for migrant labour and its characteristics
 - a. The age/sex structure of the population for both local vs foreign born and/or by nationality
 - b. The average annual natural increase of the working age population
 - c. The average annual increase of the labour force
 - d. Employment structure and trends by industry and occupations (based on the International Standard Industrial Classification and the International Standard Classification of Occupations) for both the local vs foreign born and/or by nationality)
 - e. Unemployment - its structure and trends
 - f. GDP per capita
 - g. Average wage levels for selected occupations
 - h. Minimum wage levels

⁷ Hard copies of legislation and documents should be attached to the final report.

- i. Qualitative assessments using key informants, including issues such as occupations/industries where labour demand outstrips supply, and the sectors with a high presence of migrant workers
2. The magnitude of migrant stocks and flows (regular and irregular)
 - a. Airport arrivals/departures by purpose
 - b. Applications for residence status and residence status issued to foreigners
 - c. Work permit applications and work permits issued
 - d. Naturalizations
 - e. Attempts to illegal border crossings
 - f. Deportations by reason [such as illegal entry (including counterfeit papers), overstaying, violation of visa conditions etc.]
 - g. The age/sex structure of the population by country of birth and/or nationality
 - h. The employed population by economic activity status and country of birth and/or nationality
 - i. Qualitative assessments of key informants
 - j. Other
3. Characteristics of migrant workers
 - a. Age and sex distribution
 - b. Nationality
 - c. Country of birth
 - d. Country of most recent residence
4. The institutional framework and policies relevant to (labour) migration
 - a. Policies relevant to migration whether these are contained in specialized or general formal policy documents or public statements of the government, employers' organizations and trade unions
 - b. National legislation and regulations pertinent to migrant workers
 - c. Division of responsibilities of official agencies in treating with (labour) migrants
 - d. Programmes and practices with respect to recruitment, placement, and conditions of labour, of migrants for employment
 - e. Policies with respect to skilled workers and unskilled workers
 - f. Provisions for family reunification
 - g. Provisions for integration of non-nationals
 - h. Actual practices regarding irregular migrant workers
 - i. Nature and extent of inter-state collaboration on migration management

2.2.2 *The statistical annex*

The Statistical Annex of the module specifies the existing statistics on labour migration or basic tables required for the module and summarizes some of this information into a set of basic indicators. In a number of Caribbean countries these tables are readily available from the 1990 and 2000 Population Censuses⁸. In a limited number of countries these tables are

⁸ Countries that have ongoing labour force surveys that include a question on country of birth or nationality can produce a more detailed time series on migration using the model tables provided. In countries where these tables are not readily available from the Population Censuses, the Statistical Office could produce them.

available from the Labour Force Survey (LFS). Where LFS data are reliable and more recent, they could be included. Other statistical sources for information include the agencies responsible for issuing work permits, the immigration authorities and the social insurance agencies. In some cases these agencies have these tables readily available.

To facilitate comparability of indicators across the region, the CIMRAM recommends a specific format for the tables and the use of international standards with respect to concepts, definitions and classifications. In addition, it is of utmost importance to provide the meta data for all statistics provided as part of the CIMRAM.

2.3 The Focus Group reports

In implementing the focus group interviews, the national coordinator is expected to complete the three distinct phases of planning, interviewing and reporting. Guidelines are provided on each of these phases.

2.3.1 Planning

- The Identification of participants based on their institutional mandate (including the current legislation) or other relevant role in labour migration, is the starting point. Table 1 provides a generic indication of relevant institutions and organizations for each focus group interview. However, when preparing the actual listing the relevance of each recommended agency must be verified to conform to the actual country situation.
- The location for the focus group interviews is an important consideration. Awareness of and sensitivity to the history of formal and informal relations between agencies and organizations should factor into the choice of location because it may influence the willingness to participate and/or the mood of participants. Preference should be for a “neutral” meeting room (hotel, university, conference centre, UN agency office or similar place) but in the absence of such, the next best option should be used.
- Non-participation should be minimized. It makes sense to get an informal confirmation for participation before formal invitations are sent out to minimize “no shows” on the day of the actual interviews. It will also allow for scheduling of agencies that do not want to take part in the group interviews but agree to be interviewed individually, before the group interviews. If this is accomplished, the group interviews may benefit substantially from the information collected in these individual interviews. It is essential to send out formal invitations to all listed on the Key Informants list.
- Focus group session content generally should not be revealed in advance. While it is recommended not to send out the focus group reporting form to the participants prior to the actual interview session, it may be provided to any agencies that insist on viewing it as a pre-condition for their participation.
- An effective facilitator for the group sessions is important for the session's dynamics. If skilled in facilitating group sessions, the National Coordinator may decide to take up this role. However, if better group facilitators are available, the facilitator may decide to recruit the best one available to maximize the output from focus groups.

- Accurate reporting of the group discussion is of course necessary. In all cases group sessions should be planned to include a note taker separate and apart from the facilitator of the group. Although taping interview sessions may facilitate reporting, it will in many cases reduce the willingness to speak out freely. In all cases the group (without resort to discussion or pressure) as a whole must be asked for permission to tape the session and without unanimous consent, the session should not be taped.

2.3.2 *The actual focus group sessions*

- Each focus group session is expected to take 2 to 2 ½ hours.
- Preparation of a good introduction, with some specifics for each specialized group, is essential for a successful start of the group sessions.

The group sessions are informal and half-structured group interviews. While the reporting forms (see Annex 4) are both a guide for interviewing and reporting, the facilitator must remain flexible to allow all important issues to come up and maximize the information flow. However, the information requested in the standard forms is the minimum information that focus groups should provide.

2.3.3 *Reporting*

The generic interview forms for the focus group interviews could also be used for reporting on these items/questions. Loose leaf sheets may be inserted in the reporting form to record conclusions on topics not specifically listed in the standard reporting forms.

Final reporting forms submitted should include all issues/conclusions discussed.

Table 1: Overview of the focus groups

Focus Group	Agencies/organizations	Broad issues to be discussed
Group 1: Enforcement group (Government) Agencies and organizations responsible for the enforcement of (labour) migration legislation/regulations	Immigration, Ministry of National Security, Coast Guard, Customs and the Police	Border crossings, permits for residency, work permits, naturalization, monitoring illicit residence and migration management in general
Group 2: Labour and Social Policy (Government) Agencies and organizations responsible for all policies, programmes, regulations related to labour market participation of migrants, their integration into society and humanitarian issues related to migration	Ministry of National Security, Ministry of Labour (labour inspectorate, industrial relations, work permits, research and development) Ministry of Social Affairs(development)	Migrant labour force participation, integration into society, humanitarian issues (including migrant worker protection) and migration management in general
Group 3: NGO's All relevant Non-governmental Organizations involved with the humanitarian, religious, economic, cultural, rights or other aspects of migrant workers and their integration into the host country	Churches, women's organizations, law firms specializing in migrant cases, "country-host country" friendship societies, human rights groups or any other relevant advocacy groups	Migrant labour force participation, integration into society, humanitarian issues (including migrant worker protection) and migration management in general

Focus Group	Agencies/organizations	Broad issues to be discussed
Group 4: Employers and PEA Employers' organisations, individual employers (including those who employ migrant workers) and private employment agencies (PEA) particularly those known to provide services in recruiting migrant workers	Employers' organizations, individual employers (including those who employ migrant workers) and private employment agencies (PEA) particularly those known to provide services in recruiting migrant workers	Migrant labour force participation, integration into society, humanitarian issues (including migrant worker protection) and migration management in general
Group 5: Labour Unions	Trade unions including those who are known to work in branches of industry or regions with a high prevalence of migrant workers	Migrant labour force participation, integration into society, humanitarian issues (including migrant worker protection) and migration management in general
Group 6: Review group Composite group	Comprised of the most informed from among each of the other 5 focus groups	Review of the consolidated focus group report: Overall situation & recommendations regarding migration management coming out of the focus group interviews

2.4 Migrant worker interviews

The migrant worker interviews are part of the focus group interviews but are presented as individual interviews based on a standardized questionnaire,⁹ considering the issues faced by migrant workers, particularly those in irregular status. However, the option is open to report any relevant issues that the interviewer or the respondent would want to add to the questionnaire (see Annex 5). If the national circumstances favour a group interview with the selected migrants, they may be interviewed collectively as a "focus group". The group of migrant workers are purposively selected: one employee, one own-account worker and one employer. The selection should be based upon the potential of the respondents to provide information not only on him/her but also on the broader labour migration issues considering the social position of the migrant.

2.5 Embassy interviews

The embassy interviews are based on a standardized questionnaire with the option to report any relevant issues that the interviewer or the respondent would want to add to the questionnaire (see Annex 6). Since it is assumed that grouping the embassies for a focus group interview would lead to biased results, they should be interviewed individually. Ideally, the embassies of the countries that represent the top five sources of migrant worker inflows should be selected to provide information on:

- Role in supporting private (commercial) recruitment efforts

⁹ Implementing the CIMRAM also provides the first option to get feedback on this questionnaire that could be used as a core questionnaire of a large scale survey aimed at measuring migrant workers in a follow-up of the rapid assessment

- More general role in facilitating the immigration policies and priorities of their governments, particularly as they relate to visa processing and practices
- Nature of collaboration between the embassy and institutions in the host country pertaining to recruitment and other forms of facilitating migrant workers, protection as well as policies against forced migration and trafficking

3 The Enterprise module

3.1 The enterprise phase

The main objective of the Enterprise Module is to generate preliminary quantitative estimates of the share of migrant workers in total employment, employment in specific economic sectors and occupations as well as initial estimates of the share of irregular migrant workers.

The findings of the exploratory module are an important input in the design of the second phase of this module. Of particular importance are the conclusions about the economic sectors or occupations with a significant presence of migrant workers.

3.2 Objectives

The main objective of the Enterprise Module is to generate a preliminary, quantitative estimate of the share of migrant workers in:

- a. selected branches of industry; and
- b. the total economy.

If this quantitative information can be obtained from the Population Census or a Labour Force Survey (see Annex 1 “Available Statistics on Labour Migration” for tables required from the Population Census or the Labour Force Survey) and it is not dated, the Steering Group may decide not to implement this Enterprise Module. However, if there are no recent data available from the Population Census or Labour Force Survey, implementing the Enterprise Module may be the only option to get recent quantitative estimates for labour migration.

3.3 Information to be collected

Being part of a rapid assessment methodology, the information to be extracted from each enterprise is kept to a bare minimum and *there is no attempt to interview migrant workers identified¹⁰ at this stage*. From each enterprise included in the sample, the following information should be collected :

¹⁰ This decision was taken considering the ethical and methodological issues involved. See also “Designing Trafficking Research from a Labour Market Perspective: The ILO Experience.” Beate Andrees and Mariska N.J. van der Linden,

1. *Direct employees of the main and formal employer owning/renting the business premise*
 - 1.1. Total number of employees by sex (male/female)
 - 1.2. Total number of employees by country of birth (local/foreign born) and skill level (high, semi-skilled and low-skilled) or total number of employees by nationality and skill level (high, semi skilled and low skilled)

2. *Employees hired by other employers but active on the premise of the main and formal employer owning the business premise*
 - 2.1. Total number of employees by sex (male/female)
 - 2.2. Total number of employees by country of birth (local/foreign born) and skill level (high, semi-skilled and low-skilled or total number of employees by nationality and skill level (high, semi skilled and low skilled)

3. *Own-account workers active on the premise of the main and formal employer owning the business premise*
 - 3.1. Total number of employees by sex (male/female)
 - 3.2. Total number of employees by country of birth (local/foreign born) and skill level (high, semi-skilled and low-skilled or total number of employees by nationality and skill level (high, semi-skilled and low-skilled)

3.4 Methodology

The enterprise module can only be included in this rapid assessment methodology if during implementation countries adhere to the minimal amount of information to be collected. If this amount of information is increased, this will impact on both the nature of the exercise as well as the efforts/duration to collect and process it. The result will be that this enterprise-based activity will “outgrow” the rapid assessment methodology.

These estimates are based on data collected from **a hybrid sample** of enterprises in branches of industry where a high presence of migrant workers is suspected. The specification of these sectors is one of the most important outcomes of the focus group interviews conducted as part of the exploratory module (Annex 4). The sample is a hybrid sample because it consists of a random sample for the formal sector and a purposive sample for the informal sector. The latter sample is purposive because of the difficulties associated with sampling in the informal sector, particularly for a limited operation as the CIMRAM. It is recommended to engage a sampling specialist to support the sampling issues to be dealt with. No attempt should be made at this stage to include the illegal sector in the module.

3.4.1 The formal sector sample

1. For the formal sector, the enterprise register or listing of the National Statistical Organization¹¹ or the National Insurance System should be used.

¹¹ In any case it recommended enlisting the support from the NSO for the sample design for the enterprise module.

2. From the listing used, the enterprises in branches of industry identified in the reporting forms of Annex 4¹² must be ordered according to size: 1-9 employees, 10-49 employees, 50-199 employees and 200+ employees.
3. A random sample proportionate to size should be drawn from these branches of industry, each stratified by the four size categories but all 200+ enterprises should be sampled if this category is very small.
4. The sample size should be determined by the available resources. If resource constraints make random sampling less feasible and a purposive sample is used, this should be stated explicitly in reporting on the module/findings.
5. In estimating the total number of migrant workers in the formal sector, sample results are raised to the level of the population from which the sample was drawn using the proper statistical methods.

3.4.2 The informal sector sample

- Based on information derived from the exploratory module, the types of economic activities that migrant workers are engaged in should be known. As much as possible, the sample of informal sector enterprises to be surveyed should reflect that.
- The sample should include a mix of enterprises of informal employers, and informal own-account enterprises.
- A sample of informal sector enterprises that satisfies these criteria, and their working owners, should be identified.
- The working owners themselves should be interviewed for the Establishment Survey.
- While this purposive sample may be invaluable to get the first impression of the use of the migration workers in these sectors, the options to make inferences from the actual purposive sample to the informal sector as a whole are limited. If any such inferences are made, the methodology must be made explicit showing how these sample results were used in combination with other information, to make estimates. In any case, specific mention should be made that such estimates are based on a purposive sample.

3.5 Options for implementation including data collection

The enterprise module is designed based on the assumption that the Ministry of Labour is the implementing agency of the CIMRAM or at least an active partner in its implementation. In most countries this Ministry and its officials (labour inspectors or labour officers) have at least the formal authority to verify basic labour or personnel administration and working conditions at the workplace and have the legal authority to enter the workplace. However, this can work both ways. Depending on the national circumstances and traditions, it may turn out to be an important advantage in data collection operations or conversely complicate them. The Steering Committee should make an assessment of what to expect and depending on the local circumstances, it may be decided to use labour inspectors or labour officers to perform the data collection. If it is decided not to use labour inspectors/officers in the data collection, alternative ways for data collection may be pursued.

¹² Listing of branches of industry with a high presence of migrant workers

In order to facilitate the data collection it is highly recommended to:

- Enlist the support of the National Employers' Organization, the Chamber of Commerce and any relevant branch specific employers' organizations. This implies explaining the objectives and nature of the module and having them request full support from the individual employers.
- Make sure that in introducing this visit, management is informed about the exploratory nature of this effort and that the anonymity of the enterprise will be protected. Make sure that every employer understands that the research aims to provide an assessment of the incidence and nature of labour migration and the need to better design policies for migrant workers.
- No sanctions will follow from the information provided, notwithstanding the fact that during the data collection, irregular migrant workers may be identified.

4 The National Report

4.1 Overview of requirements

The report compiled by the National Coordinator is meant to provide an initial, overall assessment of the situation and circumstances surrounding the nature and characteristics of migration, the participation of migrant workers in the domestic labour force, and migration management.

It will consist of a 15-20 page narrative account (Times New Roman, font 12, single line) that consolidates key findings under each of these substantive issue areas and also draws conclusions relevant to further research and policy recommendations. In paragraph 4.2 the very broad outlines of a generic report is presented.

Supporting materials (the statistical annex, exhibits of reporting forms and surveys, summary reports on same, the report on national policy and copies of policy documents) will be attached by way of appendices.

4.2 Table of Contents - National Report

1. Report on collection of information:
 - available statistics and other available information
 - focus group interviews
2. The current labour market situation
3. The nature and characteristics of labour migration
4. Migrant worker participation in the domestic labour force
5. Issues surrounding migration management
6. Industry and enterprise-level issues surrounding migrant workers
7. General conclusions and recommendations
8. Appendices

Annex 1.
Available statistics on labour migration
(See Excel Spreadsheet)

Annex 2. Key Concepts and Definitions

I. International Labour Migration

As a process, *international migration* is understood as the movement of persons who leave their country of origin or the country of habitual residence, to establish themselves, whether permanently or temporarily, in another country.

Migration for settlement customarily had its own nomenclature. *Emigration* is often defined as the act of departing or exiting from one State with the intention to settle in another country. *Immigration* then is the process by which non-nationals move into a country for the purpose of settlement. But the motivation of an individual to cross internationally-established state borders to reside in another country, for a short or longer period, is often complex and factors driving this are not mutually exclusive. This module is mainly concerned with those who crossed international borders and are engaged in employment in the country they entered. Since employment is the primary concern, and settlement just one of the factors being considered, the associated nomenclature is avoided in favour of *out-migration* (outflows of migrants) and *in-migration* (in-flows of migrants). In addition the module focuses on in-migration and it will largely deal with the issue of foreigners residing in the host country that is implementing this tool. In its revised recommendation on migration¹³ of 1998, the United Nations Statistical Division (UNSD) presented the categories of foreign migrant workers relevant for statistical and policy purposes¹⁴ which is presented in an abbreviated form in Diagram 1.

Diagram 1

Definitions of the categories of inflows, status changes and outflows of international migrant foreigners (abbreviated from UNSD 1998 recommendation on migration¹⁵)

1) Foreigners admitted for education or training:
2) Foreigners admitted for employment: a) Migrant workers: (i) seasonal migrant workers; (ii) contract workers; (iii) project-tied workers; and (iv) temporary migrant workers. b) International civil servants:
3) Migrants for family reunification or family formation:
4) Migrants having the right to free establishment or movement:
5) Migrants for settlement: (a) Employment-based, (b) Family-based, (c) Ancestry-based, (d) Entrepreneurs and investors, (e) Foreign retirees:
6) Foreigners admitted for humanitarian reasons: (a) Refugees, (b) Asylum-seekers, (c) Foreigners granted temporary protected status, (d) Persons admitted for other

¹³ UNSD recommendation on Statistics of International Migration (Revision I), 1998

¹⁴ The recommendation introduces a broader framework of migration inflows and outflows and distinguishes between (i) categories of transients not relevant for international migration, (ii) categories relevant for international tourism, (iii) categories traditionally excluded from international migration statistics, (iv) categories relevant for the compilation of international migration statistics and (v) other categories relevant for the measurement of international migration but encompassing persons whose duration of stay in the receiving country is uncertain

¹⁵ UNSD recommendation on Statistics of International Migration (Revision I), 1998

humanitarian reasons:
7) Foreigners whose status is regularized

* Note: This category refers to foreigners whose entry or stay has not been sanctioned by the receiving State or who have violated the terms of their admission but who are nevertheless allowed to regularize their status.

Source: United Nations Treaty Series, vol. 189, No. 2545. ^aIbid., vol. 606, No. 8791

For purposes of this study, a **migrant worker** is defined as a person who moved from his home country and legitimately or illicitly crossed international borders, and while residing in another (final) host country, is engaged in self- or paid employment for a short or more extended period. The standard ILO definition¹⁶ is broadened in this Caribbean Module because the free movement of labour under the CSME regulations allows self-employed, the so-called “service providers”, to move freely in the CSME labour markets throughout the CSME countries. This is in contrast to the majority of “paid employed” who are not allowed to move freely in the CSME. Some aspects of this definition are discussed below.

The **home country**: In operational terms the “home country” is defined as the “country of birth” and this notion covers the whole spectrum of possible **legal statuses** the migrant worker can obtain during this **period of residence**¹⁷ in the **host country**. Such a definition is useful for research purposes because the legal status of any one migrant worker is not fixed and may well change over time. In a purely legal sense, a naturalized migrant worker, while not born in the host country, will in many legal systems cease to have the status of “migrant worker” once the naturalization process takes effect. In the extreme case, a migrant worker who entered the host country illicitly, as a migrant in irregular status, with the intention to stay only for a short period, may eventually achieve legal residence, get his employment status regularized, and finally become a naturalized citizen. Any notion of a migrant worker should acknowledge and allow for this inter-temporal dynamic, with the statuses assigned to migrant workers understood to be fluid and subject to change.

The legal status of migrant workers is a contentious multi-faceted issue that comes in to play at the moment the migrant crosses a state border. The legal status of a migrant is tied to the notion of regular or irregular migrants. A **migrant worker in regular status** is a person who is authorized to (i) enter, (ii) to stay, and (iii) to engage in remunerated activity in the State of employment pursuant to the law of that State and to international agreements to which that State is a party. This implies that such a worker entered the country legally and remains there in accordance with his/her admission criteria. In contrast, a **migrant worker in irregular status** is a person who is (i) not authorized to enter, or (ii) to stay, or (iii) to engage in employment in a State. Such migrant workers are in an **irregular** status.

¹⁶ The ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (C143) defines the concept **migrant for employment** in a more restricted way as “a person who migrates from one country to another with a view to being employed otherwise than on his own account and includes any person regularly admitted as a migrant for employment.” Because this research effort will distinguish between migrants in self-employment and paid employment, the analysis and its output will include conclusions and recommendations on the more restricted definition in C143.

¹⁷ The UNSD Recommendations on Migration (1998) defines the broader concept of a migrant as “any person who changes his or her country of usual residence.” The notion of usual residence is the same as used in the “Principles and Recommendations Population and Housing Censuses” (United Nations, 1998) and excludes temporary travel abroad for purposes of recreation, holiday, business, medical treatment or religious pilgrimage which are not considered to be a change in country of usual residence.

With respect to the *period of residence* in the host country the UNSD recommendations distinguishes between short-term and long-term migrants. *Short-term or temporary migrants* have the host country as their usual place of residence for a period of *at least three months but less than a year* and this period is usually a definite period of time specified in their work or service contract concluded with an individual employer or public or private employment agency. This type of migrant worker is often tied to specific assignments or duties that are seasonal, transitory or brief.

Long-term migrants have the host country as their usual place of residence for a period of a year (12 months) or more so that the country of destination effectively becomes his or her new country of usual residence.

A *skilled migrant* is a worker who because of his/her level of education is considered to have certain competencies. Skilled migrant workers are often granted preferential treatment regarding admission to a host country. This typically entails few or fewer restrictions on entry or length of stay, right to change employment, and family reunification. For the purposes of the CIMRAM, it is recommended to use the CARICOM guidelines and skill level standards. Consequently, the following concepts are defined in line with these guidelines (see also Annex 3: Proposed CARICOM general framework for certification).

- *Highly skilled* migrant worker, are those with usually 4 years or more post secondary education and a university degree with professional courses,
- *Skilled* migrant worker, are those who attended or completed minimum secondary education - Grade 10 equivalence or 2 CXC “G” levels or 3 CXC “G” levels, usually 4 years of job experience and training viewed as equivalent to a tertiary matriculation standard.
- *Unskilled* migrant worker, no education or only primary education

*Managed migration*¹⁸ is an approach to labour migration aimed at formulating coherent labour migration policies, fostering or encouraging legitimate migration, facilitating recruitment, travel and administrative processes, and becoming more efficient with the overarching objective to enhance the protection of migrant workers and maximize the development impact of migration.

Labour migration as a process may be associated with what amounts to an internationalized hiring process with three distinguishing sub-processes of *recruitment* (engagement of a person directly or through an agent on behalf of a prospective employer), *introduction* (operations for ensuring/facilitating the arrival or admission into a country), and *placing* (operations with the purpose of ensuring/facilitating employment) of persons (ILO 1949).

Trafficking of migrants is defined as “...the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a

¹⁸ See also “Labour migration policy and management: Training modules”, ILO, Geneva 2004

person having control over another person, for the purpose of exploitation.”¹⁹ Two critical elements of trafficking are *coercion* and *exploitation* and it has been classified as a form of *forced labour*. This is dealt with in more detail in the ILO manual on “Labour migration policy and management: Training modules”. While *smuggling of migrants* also involves the facilitated, illegal movement of persons across international borders for profit and may include the consent of those who are smuggled, it does not include coercion or exploitation.

Migrant stock figures, in the context of the CIMRAM, refer to the number of migrant workers counted as residing in a country at a particular point in time. Depending on the methodologies used in measurement, migrant stock figures can include both regular and irregular migrant workers. *Migrant flow* figures refer to the number of migrant workers counted as moving or being authorized to move from one country to another and to access employment, in a given reference period.

II. Other concepts and definitions related to employment²⁰

An *enterprise* connotes any unit engaged in the production of goods or services. In terms of legal organization, enterprises are corporations (including quasi-corporate enterprises), non-profit institutions, unincorporated enterprises owned by government units, or private unincorporated enterprises. It applies to production units which employ hired labour as well as to production units that are owned and operated by single individuals working on their own account as self-employed persons, either alone or with the help of unpaid family members. Relevant activities may occur at the owner’s residence or even be carried out without a fixed location. It follows that self-employed street vendors, taxi drivers, etc. qualify as enterprises.

An *unincorporated enterprise* is owned by individuals or households, is not constituted as a separate legal entity independently of its owners, and for which no complete accounts are available that would permit a financial separation of the production activities of the enterprise from the other activities of its owner(s). The capital used does not belong to the enterprise as such, but to its owners. The enterprise as such cannot engage in transactions or enter into contracts with other units, nor incur liabilities on its own behalf.

Expenditure for production is often indistinguishable from household expenditure and capital equipment such as buildings or vehicles are often used for both business and household purposes. Producer co-operatives are treated as private unincorporated enterprises owned by members of several households. Private unincorporated enterprises more generally refer not only to unincorporated enterprises created by households for the purpose of producing goods or services for sale or barter to others, but also to households producing goods for their own final use and to households employing paid domestic employees.

¹⁹ The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing The United Nations Convention Against Transnational Organized Crime (November 2000).

²⁰ Based on *Decent Work and the Informal Economy*, International Labour Conference 90th session Report VI (2002)

Paid employment as well as self-employment, including unpaid work in an unincorporated enterprise, owned and operated by another member of the household or family, and the production of goods for final use by households, all constitute *employment*.

The type of explicit or implicit contractual relation one has with the economic unit in which one is active, determines a person's *status in employment*. One can be either self-employed (employer, own-account worker, contributing family worker or member of a production cooperative) or a paid employee in a household enterprise, a quasi-corporation or a corporation. The intention of this classification is to differentiate according to the type of economic risk born by the job-holder (including the strength of attachment between the incumbent and the job), and according to the type of authority over enterprises and other workers that the job incumbents have.

The notion of *economic sector* is a flexible concept that allows the grouping together of similar kinds of enterprises which, in terms of their economic activities, objectives, functions and behaviour, share certain characteristics. Any one enterprise will be in more than one sector, as the diverse applications of the concept means they are not mutually exclusive. Thus an enterprise may be in both the construction sector and the informal sector.

Formality consists of multiple legal requirements and regulations, and *informality* refers to non-compliance by either enterprises or workers with all or some of the rules and regulations in the body of national or local commercial and/or labour legislation. The non-compliance could be because the regulations are not known or are too complex or costly, or may be due to deliberate evasion (underground economy). The continuum applies along two dimensions. There are varying degrees of formality attached to enterprises, usually associated with the size of establishment (usually five or ten employees) because depending on its size an enterprise may be exempt from various formal (legal or regulatory) requirements. There are also varying degrees of formality associated with jobs, as some comply with certain requirements such as contracts, social security deductions, etc., while others do not.

Informal sector enterprise is a private unincorporated market enterprise whose size in terms of employment is below a certain threshold (usually 5 or 10 workers), and/or which is not registered under specific forms of national legislation and/or local regulations. It follows that the *informal sector* encompasses the total of all informal (sector) enterprises as defined above, and anyone working for such enterprises would be part of *informal sector employment*.

Informal employment relates to job dimensions more specifically to the total number of persons engaged in *informal jobs* or to the total number of *informal jobs*, whether carried out in informal or formal enterprises. *Employers and own-account workers* are considered to have an informal job if their enterprise is an informal enterprise. All *contributing family workers* have informal jobs, irrespective of the characteristics of the enterprise. Activities of persons exclusively engaged in the *production of goods for own final use* (e.g. subsistence farmers), are also considered informal jobs. *Employees* are considered to have informal jobs if their *employment relationship* is *not* subject to *standard* labour legislation, taxation, social protection or entitlement to certain employment benefits (e.g. advance notice of dismissal,

severance pay, paid annual or sick leave). By this understanding, it is clear that *migrant workers with irregular status are prone to have informal jobs*, with the usual panoply of traits that make it likely to be less than “decent work” - casual and short duration jobs, part time work with hours and consequently wages below a certain threshold, the employer is an unregistered enterprise or a person in a household, and the workplace of the migrant is some place other than formal established business premises.

Annex 3: PROPOSED CARICOM GENERAL FRAMEWORK FOR CERTIFICATION

Occupational Level & Cvq Level	Educational Requirements to Enter Training	Duration of Typical program	Job experience requirement for certification	Educational requirement for certification	Typical training modalities
Level 1: Entry-level: semi-skilled, apprentice, supervised beginning worker	Grade 9 equivalence, or 2 CXC “G” levels or equivalent for some skills; Grade 7 equivalent for skills	3 months to 1 year full-time	160 hours in an approved work experience site	Grade 9 equivalence	Institutionally- based or on-the-job or via <i>co-operative training</i> institutions)
Level 2: Skilled worker: Technical/specialized independent worker (licensed, Etc)	Grade 10 equivalence or 2 CXC “G” levels	1 year part time while employed	Usually 2 years	Grade 10 equivalence	Co-operative training
Level 3: Technician, supervisor, trainer/instructor	Grade 11 equivalence or 2 CXC “G” levels	1 year part time while employed; Trainer requires specialised study	Usually 3 years	Grade 11 equivalence (Preferably 3 “G” levels)	Co-operative training
Level 4: Master craftsman, manager, entrepreneur, instructor, trainer	3 CXC “G” levels or equivalent	1 year part time while employed specialised training	Usually 4 years	Amount of training viewed as equivalent to a tertiary matriculation standard	Co-operative training
Level 5: Chartered professional and/or managerial	Tertiary or university admissions require	2 years of full time study with articulation	Usually 4 years or more	A university degree with professional courses	Set by professional bodies

Annex 4. Generic Focus Group schedules/reporting forms (Enforcement Group, Labour Social Policy Group, Employers and Private Employment Agencies group, Trade Unions Group, NGO Group, Migrant workers Questionnaire and Embassy Group

Annex 4.1 Focus Group Reporting Form: Enforcement Officials

Date of discussion: _____

Time of discussion: _____

Place of discussion: _____

Agencies and officials invited and present

Name	Title/position	Organisation	P*	Remarks
1		Immigration		
2		Ministry of National Security		
3		Police		
4		Customs		
5		Coast Guard		
6				

* P= present (p) or not present (np)

Group interview summary

1. Specification of type of interaction/contact each agency has with migrant workers based on the tasks and mandate of the institution.

Agency	Remarks
1 Immigration	
2 Ministry of National Security	
3 Customs	
4 Police	

5	Coast Guard	
6	Other	

2. General observations on labour migration to this country based on the work experiences of the agencies/officials:

- a. Its magnitude and trend both the last three years and long term trends** *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*
- b. Countries of origin migrant workers** *(trends, list 5 major countries in last three to five years):*
- c. Occupations and skill and educational levels of migrant workers** *(trends, list major countries in last three to five years):*
- d. Main factors attracting migrants to this country**
- e. From which countries is entry more lenient, and from which more restrictive?**
- f. Main reasons migrants leave their country of origin**
- g. Main ports/points of entry used by migrants**
- h. Extent to which labour migration is the result of organised organized recruitment, etc. both in the country of origin, and in this country** *(estimated percentage of migrants)*
- i. Extent of “friendship societies” etc. that provide a supportive network to migrant workers in this country** *Please identify them*

3. Documented and undocumented labour migration *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*

- a. Is undocumented labour migration an Agency priority or not?**
- b. Opinions/statistics on undocumented labour migration (include country of origin)**
- c. Economic sectors and/or geographical regions most prevalent**

- d. **Usual methods ways of detecting/policing undocumented labour migration**
 - e. **Frequent issues that result in negative sanctions or problems with migrant workers**
 - f. **Particular issues concerning female migrants**
4. **Are there any indications that trafficking in irregular migrant workers to or from this country is a problem?** *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*
- a. **Impressions/data**
 - b. **Trafficking networks**
5. **Considering outflows of migrant workers from this country, what are the main countries of destination within the Caribbean?** *(approximate share to each)*
6. **Given projected economic forecasts for the next five years or so, are existing enforcement capacities and polices adequate to effective management of labour migration?**
7. **Observations and opinions concerning the management of migration, including issues/areas not covered and overlapping mandates.**

Annex 4. 2 Focus Group Reporting Form: Labour (Social) Policy Officials

Date of discussion: _____

Time of discussion: _____

Place of discussion: _____

Agencies and officials invited and present

Name	Title/position	Organisation	P*	Remarks
1		Ministry of Labour		
2				
3				
4		Ministry 2		
5		Ministry 3		
6		Ministry 4		

* P= present (p) or not present (np)

Group interview summary

1. Specification of the type of interaction/contact each agency has with migrant workers based on the tasks and mandate of the institution.

Agency		Remarks
1	Ministry of Labour	Labour Inspection
		Industrial Relations
		Research and Planning
2	Ministry 2	
3	Ministry 3	

Agency		Remarks
4	Ministry 4	

2. General observations on labour migration to this country based on the work experiences of the agencies/officials:

- a. **Is there an active policy on migration?** *Please probe for a CARICOM and non-CARICOM approach.*
- b. **Magnitude and trend both the last three years and long term trends** *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends*
- c. **Countries of origin of migrant workers** *(trends, list 5 major countries in last three to five years)*
- d. **Occupations and skill and educational levels of migrant workers** *(trends, list major countries in last three to five years)*
- e. **Main factors attracting economic migrants to this country**
- f. **Main reasons migrants leave their country of origin**
- g. **Extent to which labour migration is the result of organised recruitment, etc. both in the country of origin, and in this country** *(estimated percentage of migrants)*

3. Documented and undocumented labour migration *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*

- a. **Is undocumented labour migration an Agency priority or not** *Please probe for a CARICOM and Non-CARICOM approach.*
- b. **Opinions/statistics on undocumented labour migration (include country of origin)**
- c. **Policies with respect to undocumented migrant workers** *Please probe for a CARICOM and non-CARICOM approach.*
- d. **Economic sectors and/or geographical regions where documented and undocumented migrant workers are most prevalent**

e. Policies and underlying statistics/projections with respect to labour migration
Please probe for a CARICOM and Non-CARICOM approach.

f. Problems and issues concerning female migrant workers.

g. Usual methods ways of detecting/policing undocumented migrant workers in the workplaces

h. Frequent issues that result in negative sanctions or problems with migrant workers. *Please probe for a CARICOM and Non-CARICOM approach.*

4. Extent to which labour practices in businesses using undocumented migrant workers differ from national norms *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*

5. Indications that trafficking in undocumented migrant workers is a problem in this a country *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*

a. Impressions/data

b. Trafficking networks

6. Extent to which existing policies and practices regarding issuing of work permits, etc. is adequate to the needs of the domestic employers

7. Pros and cons of a shift from sponsored work visas which in effect “tether” the worker to a particular employer, to a system of licensing of tradable work permits, whereby migrant workers would be able to participate more freely in the domestic labour markets and an employer pays a permit fee according to how long any one migrant is hired.

8. Observations and opinions as to whether there should be more encouragement and incentives for economically active return migration of nationals to meet the needs of the domestic labour market.

9. Observations and opinions concerning the management of migration, including issues/areas not covered above (overlapping mandates such as with work permits, etc.).

Annex 4.3 Focus Group Reporting Form: Employers and Private Employment Agencies

Date of discussion: _____

Time of discussion: _____

Place of discussion: _____

Organizations and officials invited and present

Name of official	Title/position	Organisation	P*	Remarks
1		Employers Association 1		
2		Employers Association 2		
3		Employer 1		
4		Employer 2		
5		Employer 3		
6		PEA 1**		
7		PEA 2		

* P= present (p) or not present (np)

** Private Employment Agency

Group interview summary

1. Specification of the type of interaction/contact each organization has with migrant workers based on the tasks and mandate of the organization.

	Organisation	Remarks
1	Employers Association 1	
2	Employers Association 2	
3	Employer 1	
4	Employer 2	
5	Employer 3	

	Organisation	Remarks
6	PEA 1	
7	PEA 2	

2. General observations on labour migration to this country based on the experiences of the organizations

a. Attitudes of employers towards migrant workers *Please probe for CARICOM and non-CARICOM differences.*

b. Opinions of the share of migrant workers in the workforce of enterprises: trend of labour migration: the last three years and long term trends *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*

c. Countries of origin migrant workers *(trends, list major countries in last three to five years):*

d. Occupations and educational levels of migrant workers *(trends, list major countries in last three to five years)*

e. Do employers think that they “need” migrant workers to fill vacancies? Why?

f. Main factors attracting migrants to this country

g. Main reasons migrants leave their country of origin

h. Extent to which labour migration is the result of organised recruitment, etc. both in the country of origin, and in this country *(estimated percentage of migrants)*

3. Documented and undocumented labour migration *Please probe for and list any reports that can indicate magnitude and or trends*

a. How easy or difficult is it for an employer who needs to fill vacancies with foreign workers to get them on the job with all the legal requirements fulfilled? *Please probe for a CARICOM and non-CARICOM differences*

b. Reasons why employers employ irregular migrant workers

- c. **Please describe the dominant HR policies with respect to irregular migrant workers in large, medium sized and small enterprises?** *Please probe for a CARICOM and non-CARICOM approach.*
 - d. **Economic sectors and/or geographical regions where documented and unregular migrant workers are most prevalent**
 - f. **Frequent issues that result in negative sanctions or problems with labour migrants.** *Please probe for a CARICOM and non-CARICOM approach.*
4. **Are there any indications that trafficking in irregular migrant workers is a problem for this country?**
- a. **Impressions/data**
 - b. **Trafficking networks**
 - c. **Main ports/points of entry used by migrants**
5. **Pros and cons of a shift from sponsored work visas which in effect “tether” the worker to a particular employer, to a system of licensing of tradable work permits, whereby migrant workers would be able to participate more freely in the domestic labour markets and an employer pays a permit fee according to how long any one migrant is hired.**
6. **Observations and opinions as to whether there is should be more encouragement and incentives for economically-active return migration of nationals.**
7. **Given the economic forecasts for the next five years or so, are existing capacities, objectives and polices surrounding the management of labour migration likely to prove adequate?**
8. **Observations and opinions concerning the management of migration, including issues/areas not covered above.**

Annex 4.4 Focus Group Reporting Form: Trade Unions

Date of discussion: _____

Time of discussion: _____

Place of discussion: _____

Unions and officials invited and present

Name of official	Title/position	Union	P*	Remarks
1				
2				
3				
4				
5				
6				

* P= present (p) or not present (np)

Group interview summary

1. Specification of the type of interaction/contact each union has with migrant workers.

	Union	Remarks
1		
2		
3		
4		
5		
6		

2. **General observations on labour migration to this country based trade union experiences**
 - a. **Attitudes of Trade Unions towards migrant workers** *Please probe for a CARICOM and non-CARICOM differences.*
 - b. **Opinions of the share of migrant workers in the workforce of enterprises, trends of labour migration** *(the last three years and long term trends) Please probe for and list any statistical reports that unions have generated*
 - c. **Countries of origin of migrant workers** *(trends, list 5 major countries in last three to five years)*
 - d. **Occupations and skill and educational levels of migrant workers**
 - e. **Has the economy/particular sectors become dependent on migrant workers to fill vacancies? Is the dependence temporary or long-term?**
 - f. **Main factors drawing migrants to seek employment in this country**
 - g. **Main reasons migrants leave their country of origin**
 - h. **Extent to which labour migration is the result of organised recruitment in either the country of origin, or in this country** *(estimated percentage of migrants)*
3. **Documented and undocumented labour migration** *Please probe for and list any reports that can indicate magnitude and or trends:*
 - a. **How easy or difficult is it for an employer who needs to fill vacancies with foreign workers to get them on the job with all the legal requirements fulfilled?** *Please probe for a CARICOM and non-CARICOM differences.*
 - b. **Reasons why employers employ irregular migrant workers**
 - c. **Opinions/statistics/reports on undocumented labour migration (include country of origin)**
 - d. **Please describe the prevailing HR policies with respect to irregular migrant workers in large, medium sized and small enterprises?** *Probe for a CARICOM and non-CARICOM approach.*
 - e. **Economic sectors and/or geographical regions where documented and unregular migrant workers are most prevalent**

- f. Please describe any union organizing efforts or other practices of specific relevance to migrant workers** *Please probe for a CARICOM and non-CARICOM approach.*
 - g. Please describe any activities/programmes of Trade Unions that seek to mitigate or solve problems related to labour migration more generally** *Probe for a CARICOM and non-CARICOM approach.*
 - h. How different from the norm are the labour practices in businesses using un-regular migrant workers?**
 - i. Issues and problems specific to female migrant workers**
- 4. Indications that trafficking in migrant workers is a problem in the country** *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*
- a. Impressions/data**
 - b. Trafficking networks**
 - c. Main ports/points of entry used by migrants**
- 5. Pros and cons of a shift from sponsored work visas which in effect “tether” the worker to a particular employer, to a system of licensing of tradable work permits, whereby migrant workers would be able to participate more freely in the domestic labour markets and an employer pays a permit fee according to how long any one migrant is hired.**
- 6. Observations and opinions as to whether there should be more encouragement and incentives for economically-active return migration of nationals to meet the needs of the domestic labour market.**
- 7. Observations and opinions concerning the management of migration, including issues/areas not covered above and overlapping mandates such as with work permits.**

Annex 4.5 Focus Group Reporting Form: NGOs

Date of discussion: _____

Time of discussion: _____

Place of discussion: _____

Organizations and representatives invited and present

Name of representative	Title/position	Organisation	P*	Remarks
1		Churches 1		
2		Churches 2		
3		Women's organisations 1		
4		Woman's organisations 2		
5		Law firms specializing in migrant cases		
6		Country friendship societies**		
7		Other advocacy groups		
8		Other advocacy groups		
9		Other advocacy groups		

* P= present (p) or not present (np)

** Country friendship societies identified during the enforcement group interview.

Group interview summary

1. Specification of the type of interaction/contact each organization has with migrant workers based on the tasks and mandate of the organization.

	Organisation	Remarks
1	Churches 1	
2	Churches 2	
3	Women's organisations 1	
4	Woman's organisations 2	
5	Law firms specializing in migrant cases	

	Organisation	Remarks
6	Country friendship societies**	
7	Other advocacy groups	
8	Other advocacy groups	
9	Other advocacy groups	

2. General observations on labour migration to this country based on the work experiences of the organizations

- a. Attitudes of people and institutions towards labour migration** *Please probe for a CARICOM and non-CARICOM differences.*
- b. Magnitude and trend of labour migration: the last three years and long term trends** *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends:*
- c. Countries of origin migrant workers** *trends, list five major countries in last three to five years*
- d. From which countries is entry more lenient, and from which most restrictive?**
- e. Occupations and skill and educational levels of migrant workers**
- f. Main factors attracting migrants to this country**
- g. Main reasons migrants leave their country of origin**
- h. Extent to which labour migration is the result of organised recruitment, etc. both in the country of origin, and in this country** (approximate percent of migrants)

3. Documented and undocumented labour migration *Please probe for and list any reports from these NGOs that can indicate magnitude and or trends*

- a. What are the major problems encountered by undocumented and regular migrant workers.** *Please probe for a CARICOM and non-CARICOM differences.*

- b. Opinions/statistics/reports on undocumented labour migration (include country of origin)**
 - c. What are the policies with respect to irregular migrant workers in this country?**
Please probe for a CARICOM and non-CARICOM approach.
 - d. Economic sectors and/or geographical regions where documented and unregular migrant workers are most prevalent**
 - e. Policies and underlying statistics/projections with respect to labour migration**
Please probe for a CARICOM and non-CARICOM approach.
 - f. Usual methods ways of detecting/policing irregular migrant workers in the workplaces**
 - g. Frequent issues that result in negative sanctions or problems with migrant workers.** *Please probe for a CARICOM and non-CARICOM approach.*
- 4. Extent and manner in which labour practices in business using undocumented migrant workers differ from the norm** *Please probe for and list any statistical reports from these agencies that can indicate magnitude and or trends*
- 5. Particular concerns and issues surrounding female migrant workers.**
- 6. To the extent that the vulnerabilities of migrant workers stem from their being “tethered” to particular employers as per sponsored work visas, is a shift to a system of licensing of tradable work permits (whereby migrant workers would be able to participate more freely in the domestic labour market, and an employer pays a permit fee according to how long any one migrant works for him) worth considering?**
- 7. Are there any indications that trafficking in irregular migrant workers is a problem in this country?** *Please probe for & list any statistical reports from these agencies concerning*
magnitude and or trends:
 - a. Impressions/data**
 - b. Trafficking networks**
 - c. Main ports/points of entry used by migrants**

8. Observations and opinions concerning the management of migration, including issues/areas not covered above.

Annex 5 MIGRANT WORKER QUESTIONNAIRE

Date of interview : _____

Sex of interviewee: _____

Year of birth: _____

Number of dependents with you: _____

Questions are grouped under the five headings: the migration process and factors in the migrant's decision to leave his/her home country; factors in the migrant's choice of this destination, characteristics of the local demand for migrant workers; particular needs of migrant workers; intentions and impact on home country; status and conditions of employment.

Section I.

The migration process, recruitment, placement and factors in the migrant's decision to leave his/her home country

1. What is your country of birth? Country name: _____
2. In which country did you reside immediately prior to your arrival here?
Country name: _____
3. Of what country are you currently a citizen?
Nationality: _____
Nationality (dual): _____
4. How do you usually travel to <host country>? (Tick more than one answer if appropriate)
 - Land
 - Air
 - Sea
5. Where did you get information on <host country> when you took the decision to come to <host country>?.
 - Family/friends
 - Government recruiting agency for employment abroad
 - Private/commercial recruitment agency
 - Other
 - No sources
6. How would you rate the information you got about <host country> at that time?
 - Very accurate
 - Reasonably accurate
 - Very inaccurate
 - No response

7. If you knew then what you know now, would you still have come to <host country>?
- Yes
 - No
 - Don't know
 - No response
8. How did you meet the expenses associated with your migration to <host country>?
- Personal savings
 - Family/household saving
 - Borrowings from family/friends
 - Borrowings from others
 - Arranged advance from recruitment agent
 - Other
9. Those expenses summed to how much of your earnings from your first steady work here?
- Less than one month earnings
 - One month
 - Two months
 - Three months
 - More than three months
10. Describe in detail the branch of economic activity you worked in when you were in your home country. (If you held more than one job provide the information for the one you derived most of your income from)
-
-
-
- ISIC

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 code

Section II.

Factors in the migrant's choice of this destination, characteristics of the local demand for migrant workers

11. When did you arrive in <name host country>
- Month _____
 - Year _____
12. Why did you come to <host country>?
- Inadequate earning opportunities in previous country of residence
 - Inadequate training opportunities in previous country of residence
 - Socio-political instability in previous country of residence
 - Problems of personal nature
 - Other

13. How did you find a job after entering <name host country>?

- Recruited for the job from my home country
- Through a local public employment service in <name host country>
- Through a private employment agency in <name host country>
- Through family/relative already living in <name host country>
- Through countrymen already living in <name host country>
- Visited/spoke directly to employers
- Other

14. Describe in detail the branch of economic activity you work in now <name host country>. (If you hold more than one job provide the information for the one you derive most of your income from)

.....
.....
.....

ISIC code

15. Describe in detail the type of work you are doing and the type skills needed for this job (occupation)

.....
.....
.....

ISCO code

16. Do you expect to find a better job in a year or so here in <name host country>? (Tick more than one answer if appropriate)

- a. I am content with my present job and not looking for other work
- b. No, because of a lack of skills and training opportunities
- c. No, because of discriminatory hiring practices
- d. No, because of the constraints set by my work permit
- e. No, because I don't have legal residency and/or work permit
- f. Other

17. For the type of work you do, how do your wages compare with that of nationals doing similar work?

- a. About the same
- b. Less favourable
- c. Better
- d. No basis for comparison

18. For the type of work you do, how do your work hours and overtime provisions compare with nationals doing similar work?

- a. About the same
- b. Less favourable

- c. Better
- d. No basis for comparison

19. For the type of work you do, how do your workplace conditions compare with nationals doing similar work?

- a. About the same
- b. Less favourable
- c. Better
- d. No basis for comparison

Section III.

Circumstances and particular needs of migrant workers

20. How would you characterise your treatment by nationals of this country?

- a. Cordial
- b. Indifference
- c. Tolerated
- d. Hostility
- e. Threats/confrontations

21. If your work permit status is not regular, why?

- a. Cannot afford the expenses
- b. Do not know the requirements or procedures
- c. Lack required document
- d. Not applicable – my work status is regularized
- e. Other

22. If your residence status is not yet regular, why?

- a. Cannot afford the expenses
- b. Do not know the requirements or procedures
- c. Lack required documents
- d. Not applicable – my residence status is regularized
- e. Other

23. What public services are available to you?

- a. Education & training
- b. Health care services
- c. Legal services
- d. Public housing
- e. Other

24. What public services are not available to your dependents?

- a. Not applicable
- b. Education & job training
- c. Health services

- d. Legal services
- e. Public housing
- f. Other (specify)

25. What specific needs do you have as a migrant worker in this country?
- a. Language assistance/training
 - b. Assistance pertaining to residence status
 - c. Assistance pertaining to employment status
 - d. Specific health treatments
 - e. Protection from abusive/unfair employment practices
 - f. Other (specify)

Section IV.

Intentions and impact on home country

26. How long do you expect/hope to reside here?
- I intend to come and go every (*specify seasonal movements*)
 - Less than six months
 - More than six months but shorter than 1 year
 - More than 1 year but less than 2 years
 - More than 2 years
 - Permanently
 - I am here only in transit to another country
27. What is the main objective of your stay here?
- Start a new life
 - Acquire a particular set of skills/learn a trade
 - Earn cash and then return to my home country
 - Establish my own business here
 - Earn money to send back home
 - To position myself for migration to a another country
 - Other
28. What kind of contacts do you maintain with country of birth (*Tick more than one answer if appropriate*)?
- Social contacts (friends, clubs, church, etc.)
 - Relatives
 - Immediate family
 - Other
 - No contact
29. To whom have you ever sent money and/or goods in your home country (*Tick more than one answer if appropriate*)?
- No one
 - Social contacts (friends, clubs, church, etc.)
 - Relatives

- Immediate family
- No response
- Other

30. How often do you send money and/or goods ?

- Never
- Only as requested/needed
- At least monthly
- Twice a year
- Annually
- Special occasions (birthdays, holidays, etc.)
- Other

31. Approximately how much is the US\$ value of what you send to the main beneficiary, and please rate how important it is to the recipients? (*Rate as: 1=just a token/symbol; 2=important to meet their basic needs; 3=improving their living conditions beyond basic needs*)

Recipient Importance	Amount
○ No one	US\$ _____
○ Social contacts (friends, clubs, church, etc.)	US\$ _____
○ Relatives	US\$ _____
○ Immediate family	US\$ _____
○ No response	

32. How likely is it that you will return to your country of origin?

- Definitely
- Unsure
- Return possible but only for retirement
- No intention of returning

33. Do you plan to become economically active upon returning to your home country?

- Not applicable -- I do not anticipate returning
- Yes, I plan to take up work as an employee
- Yes, I plan to start my own business
- I don't plan to work but will invest in property
- Other

Section V.

Employment status and conditions

34. What is the total number of persons (including you) that worked in this business last week for an hour or more?
- 1 person (myself only)
 - 2 to 4 persons
 - 5 to 10 persons
 - 11 to 15 persons
 - More than 15 persons
 - Don't know
35. What is your employment status?
- Paid employee with the Government, public service or statutory board
 - Paid employee with a Government/state enterprise
 - Paid employee with a private sector enterprise (Non-Government)
 - Learner/apprentice
(go to question 43 if you ticked any of the above four)
 - Employer
 - Own Account worker
 - Unpaid worker
(continue with question 36 if you ticked any of the above three)

Questions 36 - 42 are for self-employed persons

36. How many paid employees are employed in this business ?
- Several *(please specify the number)* _____
 - None
37. How many contributing family workers (excluding yourself) are employed in this business?
- Several *(please specify the number)* _____
 - None
38. Do you have co-owners of this business who also work in this business?
- Yes *(please specify how many)* _____
 - No
39. What best describes the type of place you usually run your business from?
- In a fixed, formal and specialised business premise such as factory, office, workshop independent from your home
 - Your home, but special workplace in the home)
 - Your home, but separate workspace inside or attached to the home)
 - In a formal market place

- On the side walk of the street or public space
- Farm or agricultural plot
- On an empty lot
- As moving vendor
- As a taxi/bus driver
- Other (*please specify*) _____
- No response

40. Is your business registered with or licensed by one of the following Government of Social insurance agencies or have you formally applied for such registration/licensing?. (**Registration/license:** (*Please enter code: 1=Registered/licensed; 2=In the process of being registered/licensed; 3=None (neither). More than one option is possible). These options must be specified based on the local compulsory registration of companies and social security institutions in the host country. Please note that in some countries such registration may be waived for “small” enterprises.*)

- Board of Inland Revenue (tax)
- The office responsible for licensing in your area of business
- The National Insurance Board
- Registrar of Companies
- Other (please specify)

41. What is the legal status of this business?

A corporate enterprise: (*Legislation and types of corporate enterprises differ substantially amongst the various legal systems. Please adapt this listing to reflect the national legal system in the host country*)

- Unlimited corporation
- Limited corporation
- Cooperative
- Foundation or other Non Profit Institution

An unincorporated enterprise:

- Single owner
- Partnerships

42. What kind of administration do you keep for your business?

- I don't keep an administration
- Only write up the cash transactions
- A full financial administration is kept including a profit and loss account
- Don't know

[This ends the questionnaire for self-employed persons – thank you]

Questions 43 – 48 are for (paid) employees

43. Which of the following best describes your work situation?
- I work at my employer's business place
 - I work for a sub-contractor who has assigned me to one of his clients and the client determines the workplace
 - I work for a sub-contractor who assigns me to different clients/workplaces
 - I work for several businesses through a private employment agency
 - I have a contract with the business for which I work at home
 - I work as a independent worker for several employers at several workplaces
 - Other
44. Do you have a written contract with your employer
- Yes
 - No
45. What is the duration of your employment contract?
- The duration is not specified
 - Indefinite
 - One day
 - One week
 - Months (*enter number of months*) _____
 - One year
 - Multi-year (*enter number of years*) _____
 - Other
46. Does your employer contribute funds on your behalf to either a public or private social security or pension arrangement for employees?
- Yes
 - No
 - Don't know
47. Are you satisfied with the type of employment agreement you have with your current employer(s)?
- Yes
 - No

[This ends the questionnaire for paid employees – thank you]

Annex 6 EMBASSY QUESTIONNAIRE²¹

Embassy name: _____

Position/title of interviewee: _____

Name of interviewee: _____

Date of interview: _____

Place of interview: _____

1. Please estimate the number of nationals of <name of country of origin> to <host country name> migrated **for employment** during 2005.

2. How does that figure compare to the annual average for that past several years?

3. What do you anticipate as the trend for the next five years?

4. To what factors do you attribute that trend?

5. What is the approximate ratio of males to females among the migrant workers?

6. What are the approximate proportions of very skilled (tertiary education), skilled (secondary ed. or formal training) , and low/unskilled among the migrant workers?

1.1 ²¹ The embassy interview is based on a standardized questionnaire with the option to report any relevant issues that the interviewer or the respondent would want to add to the questionnaire (see Annex 6). The embassies to be interviewed are; a) the top five countries for migrant worker outflows and b) the top five countries for migrant worker inflows.

7. Please identify the top five occupations among the migrant workers.

8. What is your estimate of the number of **irregular migrant** workers who move between this country and yours in an average year?

9. Please describe the salient features of the irregular migrant workers.

10. Please describe the Embassy's role and responsibilities with respect to facilitating your government's policies and priorities pertaining to migration of employment.

11. If your government sponsors any recruitment programmes (including students) involving nationals of this country, please identify and describe.

12. Please describe the Embassy's role and responsibilities with respect to supporting the private recruiting efforts of businesses of your country [this country].

13. Please describe the nature of collaboration between the Embassy and host country pertaining to labour migration.