JAMAICA

White Paper

National Policy on International Migration and Development

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LIST OF ABBREVIATIONS AND ACRONYMS

BOJ	Bank of Jamaica
CARICOM	Caribbean Community
CSME	Caribbean Single Market and Economy
CRSR	Convention Related to the Status of Refugees
EGC	Economic Growth Council
ESSJ	Economic and Social Survey Jamaica
EU	European Union
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
GOJ	Government of Jamaica
HDI	Human Development Index
HEART	Human Employment and Resource Training
IBRD	International Bank for Reconstruction and Development
IDB	Inter-American Development Bank
IDP	Internally Displaced Person
ILO	International Labour Organization
IMF	International Monetary Fund
IO	International Organization
IOM	International Organization for Migration
JDF	Jamaica Defence Force
JDI	Jamaica Diaspora Institute
JRRAP	Jamaica Reducing Reoffending Action Plan
JSLC	Jamaica Survey of Living Conditions
MCOF	Migration Crisis Operational Framework
MDA	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MFAFT	Ministry of Foreign Affairs and Foreign Trade

MPI	Migration Policy Institute
NATFATIP	National Taskforce Against Trafficking in Persons
NGO	Non-Governmental Organization
NWGIMD	National Working Group on International Migration and Development
ODA	Official Development Assistance
OECS	Organization of Eastern Caribbean States
OCR	Office of the Children's Registry
ODPEM	Office of Disaster Preparedness and Emergency Management
PICA	Passport Immigration Citizenship Agency
PWDs	Persons with Disabilities
PIOJ	Planning Institute of Jamaica
MTF	Medium Term Socio-Economic Policy Framework
SPF	Social Protection Floor
SPS	Social Protection Strategy
STATIN	Statistical Institute of Jamaica
TIP	Trafficking in Persons
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USA	United States of America
WMR	World Migration Report

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FOREWORD

The National Policy on International Migration and Development responds to key global developments which have revealed, over time, the need to address the broad and evolving range of challenges and opportunities associated with migration. The policy seeks to ensure that international migration is adequately measured, monitored and influenced to serve the development needs of Jamaica as outlined in the *Vision 2030 Jamaica–National Development Plan.*

The ongoing high levels of emigration and the attendant loss of critical human resources (brain drain) were among the factors which influenced the decision to develop the policy. The acknowledged potential for improved management of remittances for national development, poverty reduction and social well-being were important factors. The large number of talented Jamaicans living abroad in the Diaspora was also identified as justification for the formulation of a policy on international migration and development. The policy is meant to manage migration more effectively for its integration into national development strategies by harnessing its development potential to benefit the society and migrants themselves.

The National Policy on International Migration and Development recognizes that Jamaica is a country of origin, transit and destination. It is also recognized that relationships exist between migration and the economic, social and cultural conditions in developing countries such as Jamaica. Therefore, migration may stimulate the creation of new economic opportunities in Jamaica as a destination country through the transfer of human, social, cultural and financial capital. A Diaspora Policy is being formulated to examine issues that affect the Diaspora, but are not addressed in the National Policy and which will complement this policy. The complementarity between these policies will facilitate the development of a coordinated strategy for engagement with the Diaspora and the harnessing of their talents and skills toward mutual development efforts.

Acknowledged in the policy is the fact that migrants are potential agents of development, who are well positioned to strengthen cooperation between countries of origin and destination. They contribute to national development through remittances, investments, expenditures and the transfer of newly developed skills and expertise in their home country. Overall, the National Policy seeks to promote a better understanding of the linkages between migration and development, particularly within the context of globalization and the need to maximize the benefits and minimize the negative impacts of international migration.

The policy development process was led by the Planning Institute of Jamaica (PIOJ) and the Ministry of Foreign Affairs and Foreign Trade (MFAFT). Multi-sectoral and multi-agency teams from Ministries, Departments, Agencies (MDAs); the private sector; non-governmental organizations and civil society bodies supported the development of the policy and contributed to the recommended outcomes and actions that will promote policy coherence at all levels.

The Government of Jamaica (GoJ) received financial and technical support from International Organizations (IOs) whose mandates support the mainstreaming of migration into national development. Support from the IOs played a critical role in the process and underscored the cooperation and shared responsibility of the main stakeholders. Support was received from the International Organization for Migration (IOM), the Global Migration Group (GMG) through the Swiss Agency for Development and Cooperation, the United Nations Development Programme (UNDP), the European Union (EU), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF).

We are grateful to all participating stakeholders whose generous support and sharing of expertise and experiences made this policy a reality and we look forward to ongoing collaboration. We hope that the policy will become an indispensable tool that will further our endeavours to adequately measure, monitor and influence migration to serve the development needs of Jamaica.

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ACKNOWLEDGEMENTS

The National Policy on International Migration and Development was formulated through a consultative and participatory process involving key stakeholders, technical experts and Jamaicans at home and in the Diaspora. The invaluable contributions, technical advice and commitment to the process in an area that is relatively new is a cogent demonstration that the government and people of Jamaica have recognized the importance of such a policy to support the national vision to make "Jamaica, the place of choice to live, work, raise families and do business".

The PIOJ and MFAFT take great pleasure in expressing heartfelt gratitude to the MDAs; international development partners; non-governmental organizations; private sector; and civil society that contributed their time, resources and expertise to the development of the policy. In addition, we sincerely thank our stakeholders who were involved in the process, including students, youth groups, academia, international experts, and the general population as well as consultants whose participation in consultations, workshops and meetings provided meaningful input for the policy.

The PIOJ and MFAFT wish to especially acknowledge the unparalleled commitment to hard work demonstrated by the members of the National Working Group on International Migration and Development; the chairpersons and members of the sub-committees; and the members of the Multi-Agency Working Group for their input in getting the policy to the final stages of development. Special recognition is given to the work of the Migration Policy Project Unit Team, in particular, for their effort in coordinating the activities among stakeholders and partners to make this policy development process seamless.

EXECUTIVE SUMMARY

The National Policy on International Migration and Development is a framework for mainstreaming international migration in the planning processes of relevant institutions concerned with enhancing the development and well-being of Jamaicans at home and abroad. The primary goal of the Government of Jamaica (GoJ) through this policy is to facilitate the realization of the full development potential of international migration. This is expected to be achieved through maximizing the benefits and mitigating the negative impacts of international migration.

Migration and development are interdependent processes. The National Policy embraces a coherent and coordinated approach by the GoJ to address issues relating to international migration and development. The link between these processes is in line with global approaches to analyzing the economic, social, environmental, and political impact of migration on countries. The National Policy establishes the framework for migration and development management and is set within the context of the development road map of - *Vision 2030 Jamaica–National Development Plan* in making "Jamaica, the place of choice, to live, work, raise families and do business".

The policy presents an overarching framework for integrating international migration into development planning, and outlines strategies and actions for achieving policy objectives within legislative and institutional modalities. It is underpinned by seven guiding principles, which are the foundation for the stated goals, intermediate outcomes and actions. These are: respect for human rights; fairness and equity; mutual benefits for migrants, countries of origin and destination; partnership and inclusion; public awareness and sensitization; knowledge, data and research; and gender equality and equity. These principles encompass the importance of the migrant, the countries of origin, transit and destination and emphasize the roles of the private sector, free market, information sharing and decision making, governance and stakeholder participation. The policy articulates zero tolerance for exploitation, stigma or discrimination in any form.

The areas addressed in the policy are grounded in nine themes, which were identified through a Rapid Assessment Survey based on national priorities. Each theme was comprehensively examined within the context of international migration and development and further integrated into the related national policies, plans, strategies, programmes and projects. The themes are:
   1.   Governance and Policy Coherence

2. Human Rights and Social Protection

3. Diaspora and Development

4. Labour Mobility and Development

5. Remittance and Development

6. Return, Integration and Reintegration

7. Public Order, Safety and Security

8. Family, Migration and Development

9. Data, Research and Information Systems.

The policy will be implemented utilizing strategic interventions ranging from sensitization, establishment of interdisciplinary and multi-sectoral committees, formulation of implementation plans and programmes, apportionment of responsibilities, and budget alignment to the monitoring and tracking of results. The need for interdisciplinary and multi-sectoral committees, inclusive of heads of institutions and senior officials in government, private sector and non-governmental organizations, reflects the priorities of the national development agenda.

1.0 INTRODUCTION

1.1 Background

The Government of Jamaica (GoJ) has recognized that with a population of approximately 2.7 million at home and a relatively large Diaspora in destination countries, international migration which is a multidimensional process, has the potential to contribute to economic growth, while reducing poverty and improving the well-being of individuals in countries of origin, transit and destination. These contributions encapsulate the social, cultural, political, environmental and economic impacts of mainstreaming migration into national development strategies.

The GoJ has taken steps to harness the potential of migration for development, primarily by integrating international migration into the *Vision 2030 Jamaica–National Development Plan.* Specifically, international migration in the development context refers to the fact that migrants make positive contributions to the countries of origin, transit and destination. International migration should be viewed as a dynamic process of growth, advancement, empowerment and progress. The migration and development nexus is undergirded by the premise that migration has the potential to increase human capabilities, enlarge the scope of human choices, and create safe and secure environments for citizens and migrants. The process of mainstreaming international migration into national development is envisioned to enhance productivity, dignity and equality of all, while preventing and suppressing internal and external trafficking and promoting the respect for human rights.

The global financial and economic crises which commenced in 2008, brought to the fore the linkages between international migration and development and the potential impacts. During economic downturns, migrants are often the first to lose their jobs or suffer deteriorating working conditions. The experiences of the global economic crises have altered perspectives on the role of international migration on national development. No longer is international migration viewed negatively, but stakeholders are becoming aware of the positive impacts it has on economic and social advancement in small developing countries which are susceptible to global shocks.

Against this background, the GoJ has taken a proactive approach to leverage the benefits of migration for enhancing development and for building capacity and inter-institutional coherence in policymaking. The migration and development nexus represents an opportunity to focus on evidence-based planning,

policymaking and capacity-building in a systemic and strategic manner. The strengthening of local capacities is required in order to minimize potential negative impacts, which include the:

- facilitation of a culture of dependency on remittances for consumption rather than investment by migrants' dependents
- use of diaspora investments to exacerbate income disparities and gender inequalities
- limited interventions that facilitate the provision of incentives that promote return migration
- difficulties faced in effectively eliminating the growing phenomenon of trafficking in persons and implementing protection mechanisms for the most vulnerable
- departure of the country's brightest, best-educated and most entrepreneurial citizens
- reduction of potential revenue sources and early returns on the investments made in the education and training of those citizens.

The policy premise presupposes the need for a more systematic approach in the integration of international migration into development policies, plans and programmes of the government. This is a paradigm shift from the negative perception of the role of international migration on developing states.

1.2 The Policy Formulation Process

The policy process that initiated the development of the National Policy on International Migration and Development was the primary output of the Mainstreaming Migration into National Development Project which was launched on May 5, 2011. The PIOJ, as the lead agency, is uniquely positioned to facilitate and foster dialogue and collaboration among local and international migration stakeholders and partners. Stakeholder participation and consultations were designed to build consensus and to facilitate ownership of the policy at all levels. The involvement of stakeholders in the process was facilitated through structures such as the establishment of the National Working Group on International Migration and Development (NWGIMD) and its sub-committees. The sub-committees were responsible for the elaboration of the nine priority areas through meetings and strategic workshops in the formulation of the policy statements, intermediate outcomes and actions.

The NWGIMD and sub-committees comprise technical and programmatic experts from the main MDAs, academia, the private sector, non-governmental organizations and civil society organizations with specific

responsibilities for policy, planning and programme implementation in the thematic areas. The main purpose of the NWGIMD is to:

- oversee the process for the development of the policy

- operate as a standing committee for the process of developing and implementing the policy

- facilitate institutional coherence on migration and development issues.

Multi-modal and multi-directional approaches to the policy development process were employed, and resource materials such as the *Mainstreaming Migration into National Development Planning – A Handbook for Policymakers and Practitioners and Migration for Development: a Bottom-Up Approach – A Handbook for Practitioners and Policymakers* were utilized. Resource materials were shared with stakeholders to provide a clear, shared perspective in a policy area that is considered relatively new. In addition, data were collected and analyzed throughout the policy development process as follows:

i. **Primary Data Collection:** inclusive of thematic sub-committee meetings and workshops; direct interviews with representatives of stakeholder organizations and institutional assessments; discussions with international experts; public consultations islandwide; special meetings with specific groups (e.g. youth groups, academicians, local consulates, secretariats, etc.); and national and sectoral consultations

ii. **Secondary Data Collection and Document Reviews**: involved the use of national, sectoral and secretariat plans; national and international publications and research documents on international migration and development; data mining; local legislation and policies; international treaties and conventions; official statistics; and technical journals

iii. **Data Analyses**: utilized content analyses and expert opinions (such as flow charting and SWOT analysis), quantitative and qualitative methods that focused on assessing trends in financial and demographic data, as well as informing the development of thematic areas.

The government in the policy development process carried out iterative consultations to engage stakeholders and the general public. Islandwide meetings and sectoral reviews were held in four regions namely: (i) Trelawny, St James, Hanover, Westmoreland; (ii) St Mary, St Ann, Portland; (iii) Manchester, Clarendon, St Elizabeth; and (iv) St Catherine, Kingston, St Andrew, St Thomas.

These consultations enabled participants to provide and share inputs for the main issues to be considered in policy development. In order to mobilize support, consultations were advertised in the local print and electronic media and the recordings of two regional meetings were aired in January 2013. Approximately 470 persons participated in these meetings. These included: academia, children, youth groups, foreign missions, Diaspora groups in the United Kingdom (UK) and the United States of America (USA).

A total of six international technical experts from the International Organization for Migration (IOM) were assigned to sub-committees and participated as resource personnel for specific thematic areas. Communication materials were prepared and disseminated through the overseas missions. Approximately 500 participants from the USA, Canada and the United Kingdom attended the 5th and 6th Biennial Diaspora Conference held in 2013 and 2015, respectively, where presentations were made to highlight elements of the policy as part of the thrust to develop sustainable linkages that foster investment, trade and philanthropy.

The White Paper consultation process involved the mobilization of approximately 107 stakeholders across MDAs, private sector civil society and academia at the sectoral consultations and four media interviews on the revision of the National Policy. The policy was also uploaded on the Houses of Parliament's website for public feedback. The policy document was also shared at international and local Migration and Development forums which facilitated amendments to sections dealing with migrants' health, inclusion of migration and development targets to monitor the implementation of Agenda 2030 for Sustainable Development at the national level as well as the issue of the treatment of migrants in crisis. Going forward, these are critical matters for consideration by the GoJ.

2.0 SITUATION ANALYSIS

2.1 Historical Context

A wide-ranging situation analysis on the international migration and development nexus and its impact on Jamaica was conducted to inform the policy formulation process. It examined migratory flows to and from Jamaica and analyzed the demographic, social and economic nature of these flows. An assessment of the level of policy coherence between international migration and development and an examination of the political and legal dimensions were explored. This encapsulated areas such as human capital development and mobility; migrant rights; remittance transfers; and policy coherence. The role of the Diaspora and the phenomenon of Trafficking in Persons (TIP) both within and across national borders were considered as critical elements toward mainstreaming migration into national development. The findings of the situation analysis provided insights for policy coherence, coordination, partnership and capacity strengthening to effectively maximize the positive benefits of international migration and development and mitigate the negative impacts. The development of the policy and its implementation should, therefore, result in more effective streamlining of priority areas across disciplines for international migration and their integration into national development policies, plans and programmes.

Migration Trends

International migration has been an integral part of the historical and contemporary experience of most Jamaicans and is a feature of the country's demographic landscape. The history of migration to and from Jamaica can be traced back to the pre-colonial[1] and colonial periods when the Jews, Irish and Scots came to the country during the early years of British rule to work in sugar production and the mercantile trade sector. Subsequent movements in the 17th century from Africa, Europe, the Middle East, India and China have been documented and have been featured prominently in the development of Jamaica's plantation economy. Also in the 20th century, significant outflows of Jamaicans went to Cuba, Panama, USA, UK and Canada to work in the traditional and emerging sectors (Figure 1). This long history of the movement of people has created a large Jamaican Diaspora, the size of which is to be determined.

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[1] Reference is made to Ivan Van Sertima. *They Came Before Columbus: The African Presence in Ancient America*, (New York: Random House Trade Paperbacks, 1976), which provides evidence in the form of documentation to support the legacy and presence of Africans in the Americas which predates Columbus' arrival. Van Sertima compellingly supports his claim of an African presence in the New World centuries before Columbus through the use of a pyramid of evidence which examined diaries, journals and oral accounts of the explorers themselves (launching of the great ships of Mali, 1310, the sea expedition of the Mandingo king in 1311 and the transportation of plants, animals and textiles between the continents).

Movements to the UK and the USA, during the period of the first and second World Wars due to the need for additional manpower, continued into the 1950s with the post war reconstruction efforts. The 1961 British Census recorded approximately 200 000 West Indians, of which half were Jamaicans. These migratory movements and patterns have created a cultural melting pot, as Jamaicans abroad integrate with other cultures and return home. Pre and post-independence migration patterns are recognized as important contributory factors to national development as evident in the motto 'Out Of Many One People'.

FIGURE 1: MAIN STREAMS OF MIGRATION TO UNITED STATES OF AMERICA, UNITED KINGDOM AND CANADA, 1970 TO 2013
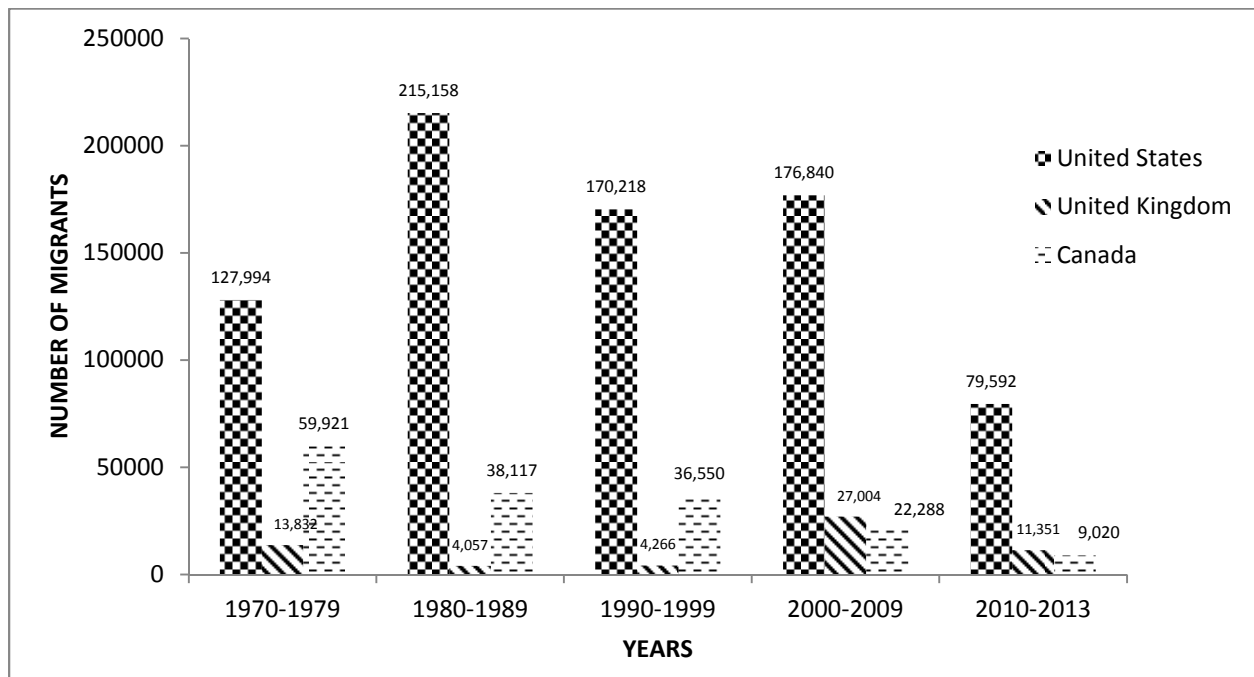
Source: Economic and Social Survey Jamaica, various years

During the post-independence period, there was a decrease in the movement of Jamaicans to the UK and other parts of Western Europe, however, increased movements were recorded to North America. This resulted from the implementation of less restrictive immigration policies in the USA and Canada that recognized migrants as positive contributors to economic growth and national development. However, as the number of migrants increased, immigration policies became progressively selective, favouring the more educated and qualified to meet labour market demands. This gave rise to the issue of 'brain drain' being recognized as one of the negative short-term effects of international migration to be addressed with strategic initiatives geared at optimizing skills transferability.

It is recognized that there are Jamaicans residing legally and illegally in primary destination countries. Data on Jamaicans with permanent resident status in the USA indicate that the largest Jamaican communities are located predominantly in the New York and New Jersey Metropolitan Areas and in Miami and Fort Lauderdale in Florida (*Statistical Yearbook of the Immigration and Naturalization Service, US, 1992*). In Canada, Jamaican migrants are concentrated in Toronto and other counties of Ontario (Immigration Statistics, Canada, 1992), while in the UK they are located mainly in the Midlands and London.

Since the 1960s, the migration of Jamaicans to primary destination countries has revealed a number of distinct characteristics and features that are correlated to development indicators. Research shows that Jamaican emigrants are predominantly from the productive age group 15-40 years; female; and highly skilled. Data from Jamaica's *Migration Profile (2010)* highlighted that:

- the number of emigrants to the USA and Canada was greatest in the age groups under 18 years and between 30-39 years
- 51.1 per cent of migrants to Canada fell within the 0–29 age group for the period 2006–2013 (Figure 2).

During the 1970s, the number of Jamaicans emigrating to primary destination countries fluctuated due in part to changes to immigration laws and policies for the various destinations. Visa restrictions in the USA and the UK, combined with contracting job markets, made it increasingly difficult for individuals to be granted visas from then.

In the 1990s, immigration was deemed an important issue for the GoJ as there was increased:
- levels of returning residents, mainly from the main destination countries for Jamaicans (USA, Canada and UK)
- numbers of deported Jamaicans, those convicted of criminal offences in destination countries and those who were in violation of their immigration status
- inflows of immigrants, mainly from the UK, China, India, Nigeria and CARICOM countries

- correlation between deportees and the rise in drug, gang and robbery-related homicides and gun smuggling.

There has been a steady decrease in both voluntary and involuntary migrants to Jamaica, with the exception of Commonwealth Citizens who have increased steadily since 1996. During the period 2006 to 2010, the number of Commonwealth Citizens increased significantly to 27 329 compared with the period 2001 to 2005. The number of involuntary migrants showed a decrease during 2011 to 2015 to approximately 11 040 persons, in comparison to the figure for the period 2006 to 2010 which totalled 15 123. The number of Returned Residents experienced a steady decline between 1996 and 2015, with the lowest level in arrivals during 2011 to 2015 with 4 480 persons. The number of Aliens gradually increased throughout the period 1996 to 2015, with the numbers peaking between 2011 to 2015, (Figure 3).

FIGURE 2: PERMANENT RESIDENTS ADMITTED FROM JAMAICA TO CANADA BY AGE, 2006-2013
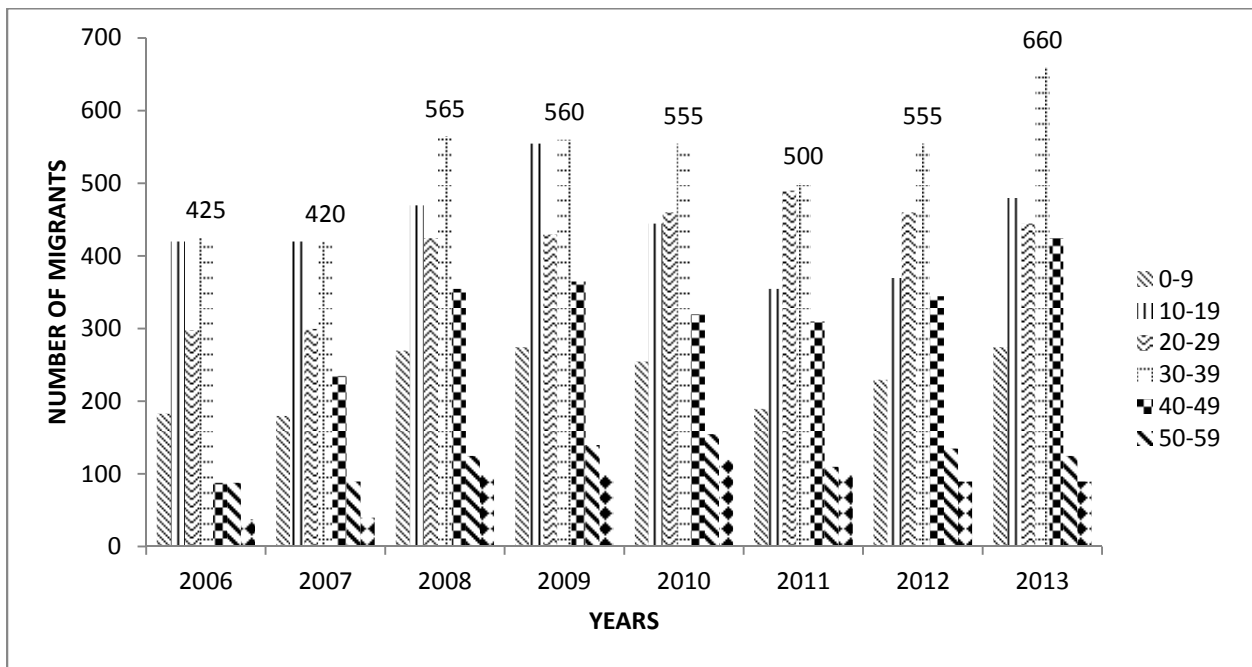
Source: Economic and Social Survey Jamaica, various years

FIGURE 3: IMMIGRATION TO JAMAICA, 1996-2015
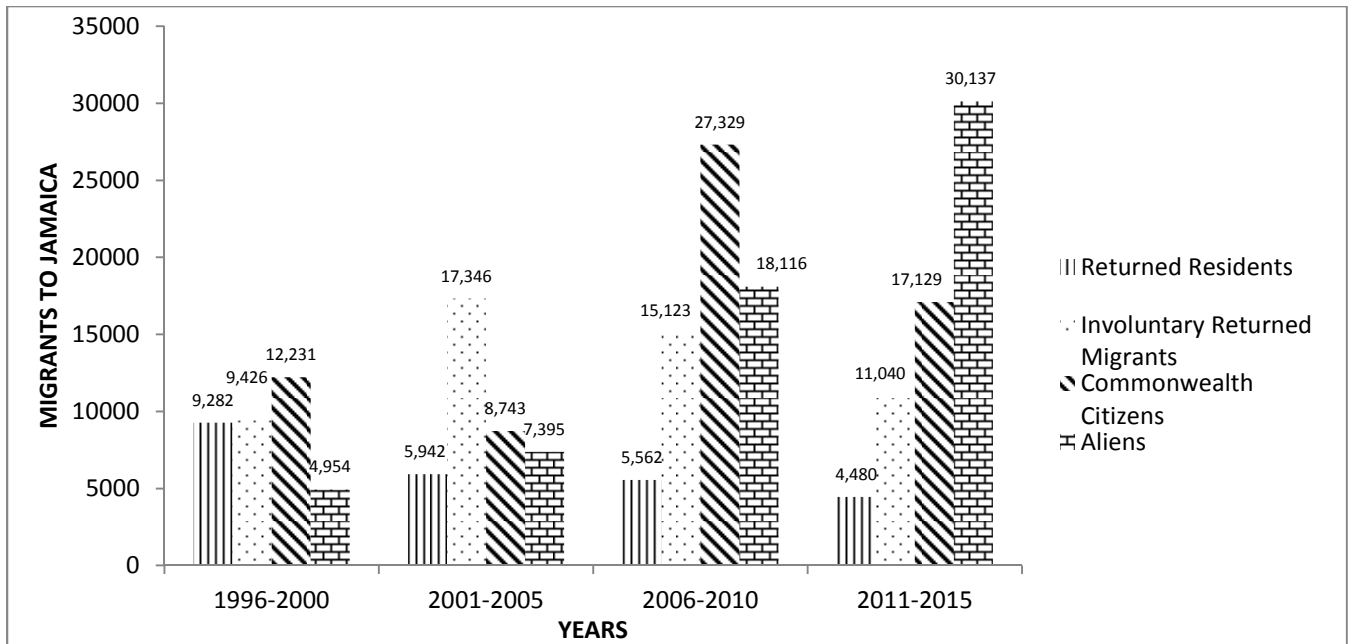
Source: Economic and Social Survey Jamaica, various years

FIGURE 4: MIGRANTS FROM JAMAICA TO THE UNITED STATES OF AMERICA BY AGE, 2006 - 2012
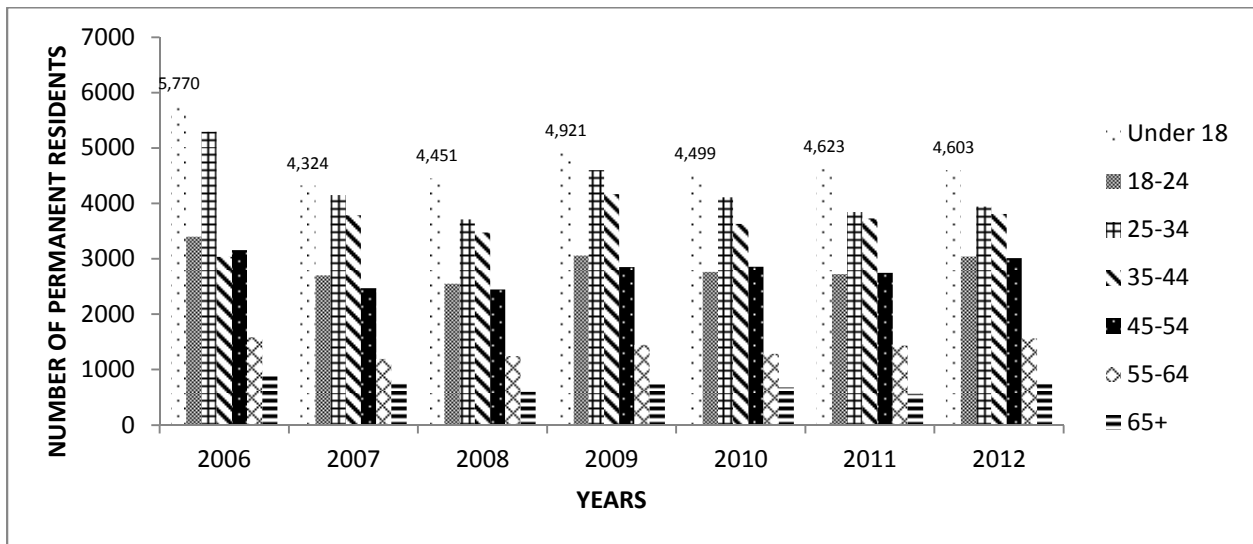
Source: Economic and Social Survey Jamaica, various years

Trafficking in Persons

During the 20th century, a form of irregular migration that came to the fore in the Caribbean and which has become a major problem for Jamaica is the issue of Trafficking in Persons (TIP)[2]. Data gathered from the *Jamaica Survey of Living Conditions* (JSLC), 2002, outlined that the prevailing socio-economic conditions within the country provided the impetus for persons to eke out an existence through the medium of irregular migration. An adverse consequence of this has resulted in human trafficking. The JSLC, 2002 noted that "continued economic decline in Jamaica has placed severe pressure on the country and its people. Poverty levels increased from 16.9 per cent in 2001 to 19.7 per cent in 2002, with Rural Areas continuing to show the highest levels of poverty," (as cited in IOM Exploratory Assessment of Trafficking in Persons in the Caribbean Region, 2010).

Trafficking is a global phenomenon and considered a lucrative business. Research suggests that the push-pull dialectic of migration is perpetuated by conditions of poverty, geographical location, organized crime as well as weak social and economic structures. The perception that one's quality of life can be improved through migration is another factor that is fuelling this thriving activity, (Ricketts and Dunn, 2007). Information garnered from the IOM and the U.S. State Department 2004 TIP Report indicates that persons in countries such as Jamaica, the Dominican Republic, Belize and Guyana are involved in human trafficking activities. While country specific data are scarce, and in some cases unavailable, the US government estimates that 600 000 to 800 000 women, children and men are trafficked each year across national borders and the evidence suggests the trade is growing. Of this number, it is estimated that 47.0 per cent are women, 34.0 per cent are girls under 18 years and 16.0 per cent are boys under the age of 18 years. More than 80.0 per cent of victims, therefore, are females and 50.0 per cent are children (Press Release, US Embassy, Jamaica, as cited in *Ricketts and Dunn, 2007).*

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[2] Another related form of irregular migration which is distinct from trafficking in persons is the matter of the smuggling of migrants. "This form of migrant movement is facilitated with the agreement of the migrant and usually with payment from the migrant for the smuggling services. Smuggling can be exploitative and dangerous, including fatal, but is not coercive in the sense of trafficking". International Organization for Migration. 2004. Irregular Migration Essentials of Migration Management Volume Three: Managing Migration.

The GoJ has made concerted efforts to tackle the problem of internal and external human trafficking[3]. The 2004 US State Department TIP Report identified Jamaica as having internal trafficking of children from rural to urban areas and tourist centres, while simultaneously being a transit country for illegal migrants to Canada and the United States. The impact of this phenomenon on the lives of women and children is a cause for concern, particularly since this group is more vulnerable and is exposed to a wide range of protection risks. These include high risk journeys, abuses by human smugglers, exploitation, separation from families, migration related detention and difficulties in meeting their most fundamental needs (*Global Forum on Migration and Development Project Document, 2012).*

During the period 2007–2015, the Office of the Children's Registry (OCR) reports revealed that a total of 140 children[4] were alleged to have been victims. Preliminary data obtained for 2014 indicate that the most prevalent forms of trafficking cases reported are sex and labour (Table 1).

TABLE 1: TOTAL NUMBER OF REPORTS OF TRAFFICKING RECEIVED BY THE OCR BY YEAR AND TYPE, 2007–2015

TYPE OF TRAFFICKING	2007	2008	2009	2010	2011	2012	2013	2014[R]	2015[P]	TOTAL
Sex	0	2	4	1	1	1	4	47	60	120
Labour	0	0	0	0	0	0	1	3	1	5
Drugs	0	0	1	0	0	0	0	1	1	3
Other	0	0	0	1	0	2	0	2	1	6
Unspecified	0	0	0	0	0	3	1	4	3	11
Total Children	**0**	**2**	**5**	**2**	**1**	**5**	**5**	**55**	**65**	**140**

Notes: R – Revised Data for 2014
Notes: P – Preliminary Data for 2015

Source: Office of the Children's Registry

Since 2005, the Jamaican government has been proactively addressing incidents of human trafficking with the establishment and operationalization of the National Task Force Against Trafficking in Persons

[3] Jamaica is affected by both internal and external trafficking. Internal trafficking entails inter-parish and intra-parish trafficking in persons within the island of Jamaica, whereas external trafficking entails the trafficking of the victim from within the island of Jamaica to another country and from overseas into the island of Jamaica, See IOM, Jamaican Law Enforcement Guide to Investigation Manual-Practicalities of the Trafficking in Persons (Prevention, Suppression and Punishment) Act, 2007.

[4] A feature of many of the reports received by the OCR is the occurrence of two or more forms of trafficking. Thus, the figures shown in Table 1 reflect the reported incidences of each category of report and may not add to the total number of children.

(NATFATIP). NATFATIP was established to strengthen legislative, institutional and operational capacity to combat trafficking in persons. Its core emphases have been the prevention and suppression of trafficking in persons, the prosecution of offenders and the protection and provision of assistance to victims of trafficking. In a bid to prescribe measures to prevent and combat trafficking in persons, particularly for the most vulnerable, *the Trafficking in Persons (Prevention, Suppression and Punishment) Act, 2007* was enacted and later amended in 2013. Since the enactment of the legislation, anti-trafficking institutions have been established as integral mechanisms to bolster national efforts. Among them was the implementation of the Anti-Trafficking in Persons and Intellectual Property Vice Squad located within the Counter Terrorism, Intellectual and Organized Crime Investigation Branch, formerly the Organized Crime Investigation Division (OCID).

3.0   THE CONTEXT OF INTERNATIONAL MIGRATION AND DEVELOPMENT

The overall objective of the National Policy on International Migration and Development is to contribute to national socio-economic development by integrating international migration processes and considerations into development planning. The National Policy will forge a common understanding of the migration and development nexus among the various stakeholder communities at the national, regional and local levels. This is relevant and current as the global discourse focuses on a more comprehensive understanding and management of the linkages between international migration and development.

The GoJ is cognizant of the fact that international migration can contribute to development, if effectively managed. International migration is related to development on different levels; that is, development of migrants, and development of their households and communities, as well as the countries of origin, transit and destination. International migration and development involves a multiplicity of issues which redound to the identification and assessment of opportunities and threats resulting from the movement of people. Within the context of Jamaica, several issues were identified through the medium of a Rapid Assessment Survey based on national priorities. These will now be comprehensively examined within the framework of mainstreaming migration into development planning[5].

Human Rights

Jamaica's human rights principles are embedded in the Charter of Fundamental Rights and Freedoms contained in the Constitution. Jamaica is a signatory to several international conventions that support the articulation of fundamental human rights such as the United Nations Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families and has passed legislation such as, *The Trafficking in Persons (Prevention, Suppression and Punishment) Act, 2007,* which was amended in 2013. However, there is need for increased public sensitization to ensure migrants are fully aware of their rights and obligations and are knowledgeable of existing laws, customs and values in Jamaica and in host countries. Globally, it is recognized that further support is needed to acknowledge the rights of migrants in their own communities as well as by stakeholders in countries of origin, transit and destination. This is especially warranted for vulnerable groups such as children, female migrants, trafficked victims, refugees

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[5] Mainstreaming migration in development planning may be defined as the process of assessing the implications of migration on any action (or goals) planned in a development and poverty reduction strategy. This means mainstreaming M&D concerns into legislation, policies and programmes at all levels (local, national and, if applicable, regional). It also means integrating M&D concerns at all stages of development planning, including design, implementation, and monitoring and evaluation (Internal Organization for Migration. *Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners.* (Denmark: IOM, 2010), p.16.

and asylum seekers. On average, regular immigration is over 10 000 annually and emigration is twice that number (ESSJ 2013). A dedicated national thrust towards implementing measures that promote and safeguard the rights of migrants is a cross-cutting issue that is addressed by the National Policy. Its significance is iterated globally, as state and regional bodies seek to formulate and implement policies and strategies that protect the rights of migrants and assure that their contributions to national development are recognized, whether in the form of labour, direct investment, skills and cultural transfers.

Migrant communities in Jamaica comprise persons from varying ethnic groups and nationalities with evidence of significant levels of cultural retention. Comprehensive programmes to sensitize locals to these cultures and to sensitize Jamaicans emigrating of their rights in foreign societies are imperative to nation building. There is also need for established mechanisms to ensure that migrants are effectively integrated into the legal, political and economic systems of host countries to preserve and promote public order, safety and security. Of note, special emphasis has been placed on the issue of migrants' safety and security by Jamaican authorities to combat trafficking in persons and other forms of irregular migration. This requires commitment and input from national institutions, among them the Courts of Jamaica, Jamaica Constabulary Force, Border Control, non-governmental organizations (NGOs), migrant organizations, parish councils and parish development committees. Importantly, it requires the integration of migration and development into the local government reform programme. This process must also be linked to similar initiatives by national level institutions such as the Ministry of Education (MOE), MLSS and led by the MFAFT.

There is need for the expansion of services provided through the foregoing Ministries to take into account the diverse issues affecting migrants and the resulting support that may be required to fully integrate them into countries of origin, transit and destination. Prime examples are the number of involuntary migrants that are returned and those incarcerated overseas. The MFAFT has indicated that there is a shortage of outreach officers at the consulates to interface with Jamaicans in penal institutions overseas to ensure that their rights are protected.

Gender Equality and Empowerment

Some of the factors that influence migration include the desire for a better life, an escape from poverty, political persecution, social and family pressures. These factors affect men and women differently, and gender relations and inequalities play a part in determining those who migrate, as well as why and how the decision to migrate is made. Gender considerations have an impact on migrants themselves, as well as on

sending and receiving countries. Migration can provide new opportunities to improve women's lives and change oppressive gender relations. However, migration can also erode traditional roles and entrench gender inequalities or stereotypes, thereby exposing men and women to new vulnerabilities.

The gender-related issues affecting men and women are differentiated in the migration process and require different responses from government. Women account for 51.0 per cent of Jamaican migrants and are considered among the vulnerable groups, as they are disproportionately affected by gender discrimination, poverty and violence, factors which influence the decision to migrate. According to *ESSJ 2012,* approximately 55.8 per cent of those emigrating to the USA were women. There were no sex-disaggregated data available for Canada and the UK. With women being almost equal players in the migration process, there is a need for greater sensitization of local border protection officials with respect to the gender dimensions.

There have been recent cases of harassment of Jamaicans at regional and international borders. Female migrants, especially if they are irregular migrants, can face exploitation, stigma and discrimination in the migration process. This problem requires greater bilateral outreach with partner countries, especially those which are not signatories to international treaties on equality in the treatment of women. The detention of female migrants who are refugees and asylum seekers has raised concern among policy makers. With respect to those detained (both locally and overseas) official statistics were not provided. These have implications for planning and the provision of outreach services and require inter-agency and inter-state collaboration and coordination to implement mechanisms for the protection of the human rights of migrants.

Human Trafficking

The issue of human trafficking is considered to be one of the adverse impacts of irregular migration. This phenomenon arose as individuals sought to maximize the potential opportunities brought about by international migration and are exploited by human traffickers. This is especially risky for the more vulnerable members of the population[6]. Profiles on Jamaica show that the majority of victims were female and over 90.0 per cent were from low socio-economic backgrounds and in the commercial sex and exotic dancing occupational groups[7]. Most female victims had dependent children, lived with family and had

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[6] International Organization for Migration. *Migration in Jamaica: A Country Profile*. (Kingston: IOM, 2010). p.109.

[7] Ricketts S. and L. Dunn. *Human Trafficking for Sexual Exploitation and Forced Labour in Jamaica*. (Kingston: SEARCHCON Resource Consultants, 2007).

limited financial support. More than 25.0 per cent of the victims were recruited by or through someone they knew and over 80.0 per cent of them were trafficked to work in the commercial sex industry. Exploitation was predominantly sexual, but also included domestic servitude and coerced labour[8]. Recruiters on the other hand, were normally Jamaican males between the ages of 30 and 39, having tertiary level education. Since 2006, the US State Department TIP Report, noted that males were also being trafficked. To this effect, Jamaica's anti-trafficking efforts have coalesced around protection, investigation, prosecution, awareness raising and training which is coordinated through the NATFATIP Secretariat.

Accordingly, data obtained from the Jamaica Constabulary Force Anti-Trafficking in Persons and Intellectual Property Vice Squad Unit[9], revealed that during 2014, a total of 31 raids/operations were conducted, from which eight alleged victims were identified and an additional four rescued. Some of the females were repatriated to their homeland while the remaining victims were placed in "victim care". Five persons were arrested and charged for human trafficking and 18 persons were arrested and charged for offences akin to human trafficking (living on the earnings of prostitution, misleading and deceptive conduct, etc.) and a further 35 new TIP investigations launched.

Strategies toward the prevention and mitigation of trafficking in persons have been promulgated at global and national levels. Technical and financial support has been provided towards counter-trafficking measures in Jamaica by international development partners. Coordination was evident in the areas of public awareness, capacity building, research and development. In 2001, the International Labour Organization (ILO) commissioned a study entitled *Jamaica: Situation of Children in Prostitution: A Rapid Assessment* that provided further insight into the local trafficking scenario. Similarly in 2005, the IOM supported an *Exploratory Assessment of Trafficking in Persons in the Caribbean,* as well as the development of the *Jamaican Law Enforcement Guide to Investigation Manual Practicalities of the Trafficking in Persons (Prevention, Suppression and Punishment) Act, 2007*. The latter continues to support the work of law enforcement officers and prosecutors.

In 2014, with support provided by the IOM, regional capacities were further strengthened through the hosting of a Counter-trafficking Workshop that was held in Trinidad and Tobago. Emphasis was placed on

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[8]ibid

[9] Report of the National Task Force Against Trafficking in Persons (NATFATIP) on Government of Jamaica Efforts to Combat Trafficking in Persons April 2014 - March 2015.

the facilitation of public outreach programmes relating to TIP. Participants included Jamaica, Trinidad and Tobago, Antigua and Barbuda, Aruba, St Vincent and the Grenadines. In the same year, Jamaica hosted a Regional Cooperation Workshop on Countering Human Trafficking with Judiciary representatives. Frameworks such as the CSME have facilitated regional movement, and in this regard, Jamaica has partnered with regional counterparts to enforce mechanisms to control these movements. Guided by the strategic imperatives of the National Plan of Action and the Minimum Standards for the elimination of TIP documents, the Office of the Director of Public Prosecutions assisted in bringing several matters before the Courts. Notwithstanding, these efforts were hampered mainly by the absconding of alleged offenders and reluctance of witnesses to provide evidence through testimony[10].

The NATFATIP at the local level expanded its inter-agency collaborations to bolster the implementation of actions toward mitigating TIP[11]. Therefore, strategies and mechanisms aimed at vigorously investigating and prosecuting all forms of TIP features as a major priority for stakeholder groupings, public, private partners, and governance frameworks that relate to migrants (e.g. the courts, police, local authorities, civil society groups, IO, MFAFT, MLSS, Ministry of National Security (MNS) and the Passport, Immigration and Citizenship Agency (PICA). The Child Development Agency (CDA) continues to support counter-trafficking efforts and work diligently to sensitize and educate its key decision makers (child protection officers and team members). Similarly, sessions of the regional heads of the Jamaica Hotel and Tourist Association (JHTA) have been conducted to sensitize first responders about human trafficking, including security guards, frontline and house-keeping staff. A number of public education campaigns were undertaken to raise awareness on the issue of TIP. Particular attention was placed on messaging to ensure that these campaigns were child sensitive. The NATFATIP, through the Ministry of Justice (MoJ), has entered into agreement with media houses to provide a range of mass media education content on TIP. A study was also commissioned in 2015 by NATFATIP on data analysis, scope and nature and emerging trends in relation to Trafficking in Persons and in light of recent efforts made by NATFATIP to increase public awareness, reform legislation and strengthen law enforcement and prosecutorial capacities[12].

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[10] Report of the National Task Force Against Trafficking in Persons (NATFATIP) on Government of Jamaica Efforts to Combat Trafficking in Persons April 2014- March 2015
[11] ibid
[12]ibid

The NATFATIP National Plan of Action (2012-2015) was amended to include the recommendations of the US Department of State's 2014 TIP Report[13], which were centered on initiatives to bolster efforts at the prevention of TIP and the prosecution of TIP offenders. NATFATIP in its quest to implement the recommendations of the 2014 TIP Report will:

- Cement and expand partnerships with the NGOs, especially in the area of victim housing
- Implement the MOU on data sharing
- Develop protocols to guide the way in which TIP victims especially children (who do not have guardian(s) or who are mentally challenged) are treated
- Examine the merits of placing high-risk victims in the care of the Witness Protection Programme, if they are needed for trial
- Develop and foster the sharing of intelligence data on Trafficking in Persons across the wider Caribbean
- Facilitate public awareness campaigns, particularly in rural areas and schools.

Commonwealth Citizens and Aliens

The rights of all migrants, whether they are Commonwealth Citizens or Aliens, regular or irregular, must be protected in Jamaica not only as agents of development, but also as humans with rights, that states are obligated to protect. Commonwealth Citizens account for 39.9 per cent of all migrants in Jamaica, and Aliens constitute 14.6 per cent (Figure 5).

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[13]Jamaica was downgraded from a "Tier 2" to "Tier 2 Watch list" by the U.S. Department of State in 2014.

FIGURE 5: IMMIGRATION TO JAMAICA, 2000 - 2015
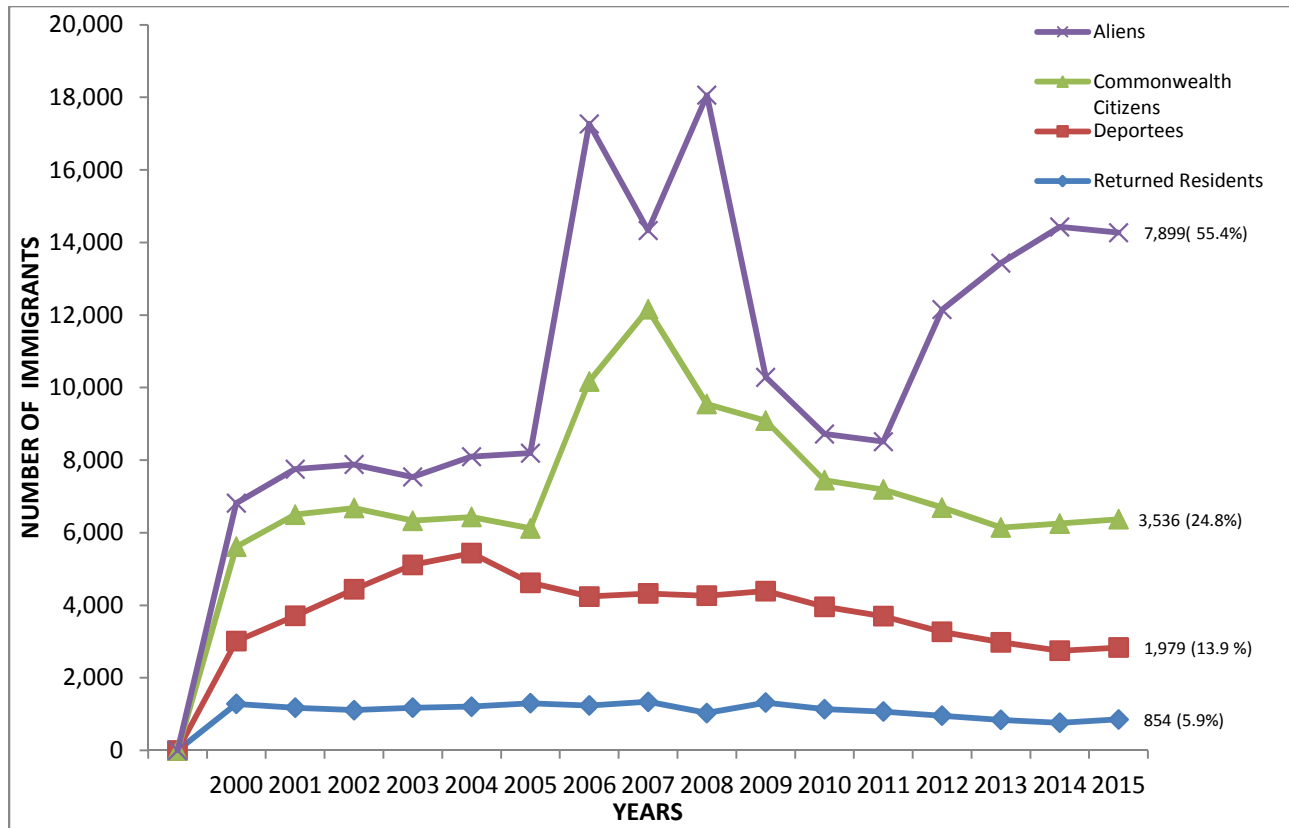
Source: *Economic and Social Survey Jamaica*, various years

Social Protection

Social protection refers to the set of policies, measures and initiatives that enable the prevention and mitigation of income risks and shocks brought on by age, retirement, disability, poverty and other circumstances that inhibits persons' capacities to provide for themselves. It is important to note at the outset, that social protection is a wide and complex area and not many studies have linked this area to migration. This concept encapsulates several human rights issues but is distinct from the latter. Social protection is directly linked to *Vision 2030 Jamaica*, where it is a defined national outcome (#3)[14]. As at 2013, Jamaica had not yet formally ratified the minimum level of social protection that the country will offer to migrants. However, the UN and the ILO's Social Protection Floor (SPF) Initiative which promotes basic social security guarantees is being used as a benchmark for the provision of specific social protection benefits for migrants. Jamaica, as a signatory to the CARICOM Agreement on Social Security, commits to providing invalidity, disability, old age/ retirement and death/survivor benefits to CARICOM nationals on

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[14] Effective Social Protection is Outcome 3 of the *Vision 2030 Jamaica –National Development Plan*

established, reciprocal terms to ensure equality of treatment when persons move within the region. Jamaica has bilateral social security agreements with the United Kingdom, Canada, Quebec and CARICOM. These agreements enable countries to coordinate their social security programmes, thereby protecting certain social security rights and providing for continuity of coverage for citizens and migrants, inter alia.

In 2014, Jamaica made an important step towards defining a structured set of parameters for effective social protection, when the Jamaica Social Protection Strategy (SPS) was approved by the Cabinet. The SPS provides a comprehensive, rights-based perspective to structured interventions in social protection, and also defines elements of the country's social protection floor. While recognizing that significant efforts are already in place through initiatives to address aspects of social protection, the SPS will strengthen the delivery of interventions through state and non-state entities, by providing a strategic framework within a common vision. Importantly, the issue of migration has been flagged within the SPS, as a cross-cutting dynamic with serious social protection impact.

Jamaica has existing social protection measures which promote, protect and safeguard basic human rights. Measures range from the existing education and health systems, social housing, insurance schemes and more direct social safety net mechanisms such as the Programme of Advancement through Health and Education (PATH). Recent research on migrant families in Jamaica shows that numerous migrant families were not fully utilizing social assistance programmes[15]. It was observed that less than 15.0 per cent of migrant households overall utilized the existing social assistance schemes provided by government. This occurs, although there were high levels of awareness by migrant households of these schemes (specifically PATH). The policy presents an opportunity to address these issues.

One critical aspect of social protection is the health system within a country. Health personnel are stationed at Jamaica's international airports (and attendant quarantine facilities) but are not available for 24 hours. This must be improved to ensure that at all times there is medical personnel at points of entry into the country. It is important to highlight that the GoJ has removed the out-of-pocket payment requirement at all public health facilities for all persons resident in Jamaica. This arrangement was, however, heavily under resourced as it represented only 7.9 per cent of the total national budget for the 2015-2016 period (Figure

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[15] HelpAge International. Situational Analysis Report of Migrant Households in Vulnerable Communities in   Jamaica. (2011).

6)[16]. The National Health Fund, which is non-contributory, as well as other contributory private health insurance schemes offer some protection but were still not adequate to deal with local health needs due to the costs. Increased inward migration places pressure on an already overburdened healthcare system. Extensive research to ascertain migrants' health needs, and the use of migrant contributions are required to facilitate the implementation of services toward an improved health care system.

With respect to overseas health programmes, two of the major countries to which Jamaicans migrate (i.e. UK and Canada) offer highly subsidized health care for all, including regular migrants. Within the context of the USA, with the enactment of the *Affordable Care Act, 2010* [17] in the USA, all citizens including naturalized migrants are afforded quality health care through a plethora of reform measures which lowered the cost of care while providing increased coverage[18]. These schemes are not portable: as such there is an opportunity for Jamaica to promote cross-border health exchanges (including insurance). This trajectory also offers opportunities for the development of geriatric care and health tourism for migrants and returned residents. If these opportunities were maximized it would improve not just the health indicators of the nation but also Jamaica's overall development index.

FIGURE 6: GoJ BUDGETARY ALLOCATION BY SECTOR FY2015/16
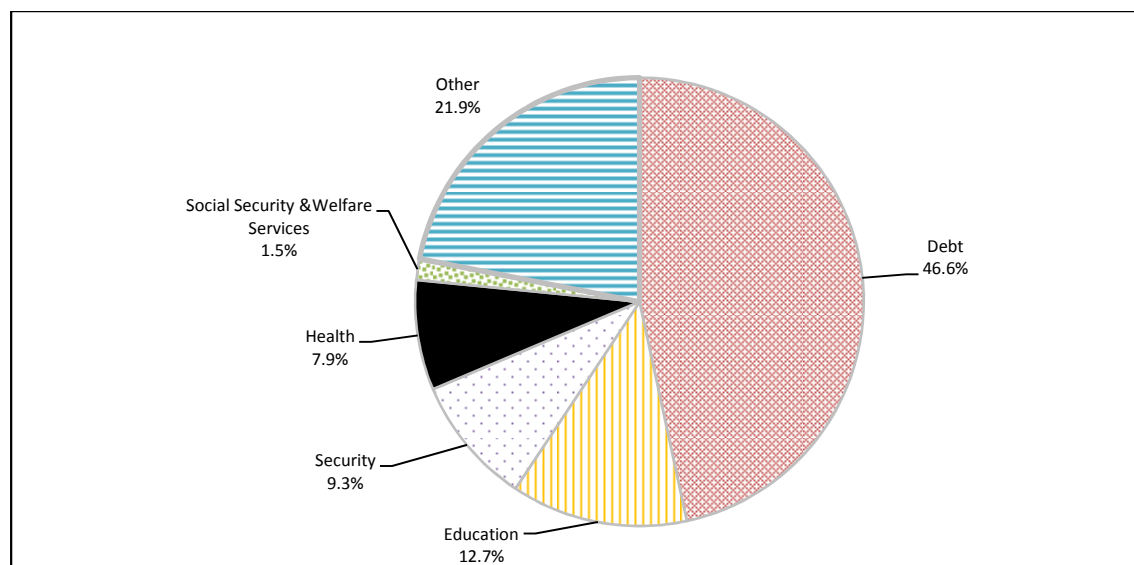
Source: *Economic and Social Survey Jamaica, 2015*

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[16] Planning Institute of Jamaica. *Economic and Social Survey Jamaica*, (Kingston: PIOJ, 2015), p.8.5.
[17] The Affordable Care Act actually refers to two separate pieces of legislation — the Patient Protection and Affordable Care Act (P.L. 111-148) and the Health Care and Education Reconciliation Act of 2010 (P.L. 111-152) — that, together expand Medicaid coverage to millions of low-income Americans and makes numerous improvements to both Medicaid and the Children's Health Insurance Program (CHIP).
[18]. http://medicaid.gov/affordablecareact/affordable-care-act.html

Jamaica has a contributory National Insurance Scheme (NIS) which is administered by the MLSS for hired workers and the self-employed (3.0 per cent of income). It is also open to Jamaican migrants overseas, including those desiring to make voluntary contributions. The challenge of maximizing this option, however, is that the NIS still uses the stamp card approach[19] which is not user-friendly, making it at times impractical for Jamaican emigrants overseas to contribute. The system needs to be modernized to facilitate easier payment methods for Jamaicans in the Diaspora who desire to contribute. In addition, there is the need for greater outreach to emigrants to increase their social protection benefit especially those who are nearing retirement.

Role of the Family and its Impact on Migration

Due to the migratory patterns of Jamaicans, family ties have been strengthened in primary destination countries. Examination of the data on Jamaican emigrants admitted into the USA (the country's largest Diaspora location) showed that over 90.0 per cent were admitted due to the fact that they had strong family ties in this country (Figure 7). Comparative data in the UK, for the period 2004 to 2010, showed that approximately 28.0 per cent of Jamaicans receiving citizenship to that country achieved this through marriage, while 8.9 per cent was a result of them being minors who were entitled to this privilege[20].

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[19] A card/booklet is provided by the self-employed and this is taken to the post office to be stamped. It is then handed over to the nearest NIS office, at least one of which can be found in each parish. Outstanding balances are paid at the tax offices.
[20] Planning Institute of Jamaica. *Economic and Social Survey Jamaica*, (Kingston: PIOJ, 2013), p.20.13

FIGURE 7: JAMAICAN IMMIGRANTS ADMITTED TO THE UNITED STATES OF AMERICA BY SELECTED CLASS OF ADMISSION, 2012
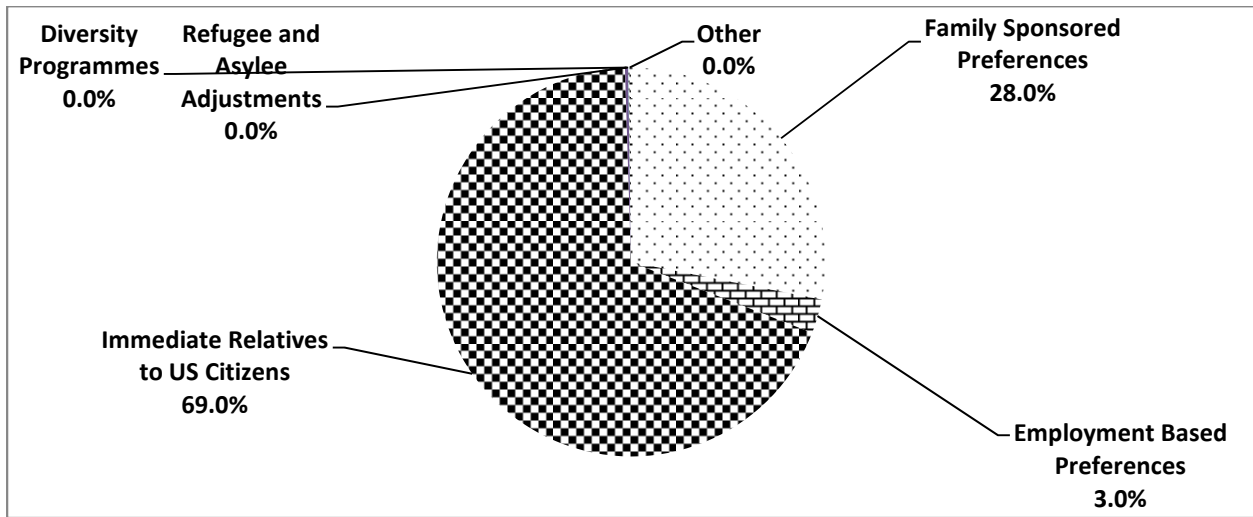
Source: Economic and Social Survey Jamaica, 2013

Migration has had varying developmental impacts on the Jamaican family over the past two generations. Immediate positives were the role of remittances and related contributions to families from breadwinners overseas. These contributed to improved life chances for children and other dependents. The major countries to which Jamaicans migrate have significantly higher GDP per capita, sometimes by over five or six times that of Jamaica. Family reunification based on these factors has served to improve the overall condition of the family, especially the most vulnerable. On the other hand, the absence of a parent or key adult figure can have a negative impact on the family structure and on children left behind.

Studies have shown that absenteeism of adults in households put children in a constant state of anxiety and emotional deprivation. Children in households where a parent or the head of the household has migrated may take on adult roles prematurely, filling in for parents who have left. This normally affects their emotional development, and causes a breakdown in socialization as there is no longer a nurturing source providing emotional support and acceptable values and attitudes for children. Although migration can provide improved income, the lack of proper planning for dependents left behind can impact the migrant family (and by extension national development) negatively if measures are not put in place to mitigate the aforementioned challenges.

The fact that women currently migrate at higher levels than men is correlated with higher unemployment rates at 20.0 per cent among women[21].   Unemployment among women creates economic needs as almost half the number of households in Jamaica are female headed.   The departure of women has created changes in gender roles in local households (46.4 per cent)[22].   When women migrate, the impact may even be greater as not only is a breadwinner absent but so is the nurturing force in the household. A man's presence in the household is also important as shown in case studies from Australia and Nigeria. In these countries, men are viewed as protectors of households as well as mentors to guide children's development. This engagement of men in the household also reduces child-rearing stress on mothers, supports adherence to discipline and contributes to building a culture of respect among minors.   The role of fathers must, therefore, not be forgotten in family cohesion and the development process. In many instances, when parents/guardians leave, a proper guardian is not always assigned; a situation which experts say has strong implications for family cohesion.   There is also no national programme to sensitize households on the importance of making the necessary provisions for the family.

Another issue was the lack of coordination among critical government agencies in the supervision and monitoring of children and other dependents in immigrant and emigrant families. Greater collaborative efforts are needed among institutions such as the MOE, MOH, MLSS, CDA, Social Development Commission (SDC), JCF, and National Council for Senior Citizens and Jamaica Council for Persons with Disabilities.   These efforts are important to address the developmental needs of family members through improved research, outreach and direct service provisions.   These services include improved knowledge of and access to education, health and social protection programmes for migrant families. In addition, departments such as the Family Services Unit of the MLSS emphasize the need for strengthened capacity to provide outreach and counselling services to circular migrants in particular.

Another critical aspect of the impact of the migration process is on the family maintenance arrangements for dependents left behind.   Lack of data or published official statistics in this area have been identified as an issue that must be addressed to ensure that information is available for evidence-based planning and policymaking. There are reciprocal agreements on the maintenance for dependents with partner countries such as the UK, Canada and the USA, (applicable in only four states in the USA).   It is, therefore, important to strengthen the capacity of institutions such as the MFAFT and the courts that are involved in

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[21] Planning Institute of Jamaica. *Economic and Social Survey Jamaica*, (Kingston: PIOJ, 2013), p.21.7
[22] PIOJ/STATIN. *Jamaica Survey of Living Conditions 2012,* (Standard Tables, p.4)

reciprocal maintenance arrangements while simultaneously expanding the arrangements in the USA to become more effective, wide-reaching and sustainable as part of Jamaica's foreign policy thrust. Successful expansion of bilateral programmes will continue to create a basis for improved parental responsibility and social services provided to dependents in migrant families.

The immigrant family has the potential to be a catalyst for national development; however, consideration must be given to the issues affecting these families. Observations within the society currently show an increase of such families (e.g. from India, China and South East Asia) but more precise details on their demographics are required. With the changing demographic structure of the population and the need for skills in certain sectors, immigration can be used to enhance the demographic composition of the country. Migrant inflows represent an opportunity for expanded skills pools, increased productivity and income base for migrant families and nation building. Monitoring systems that inform stakeholders of the causal effect of migration on family and development are required.

Labour Mobility and Transfer of Skills

Emigrant flows have created a Jamaican Diaspora that is considered to be very large. Jamaica has to prepare itself for the potential consequences from these movements. Emigration from Jamaica has been highly selective and occupation-based, corresponding with labour market demands in destination countries, with an increasing trend in the number of skilled and semi-skilled workers emigrating to the USA and Canada. Since the 1970s, the number of migrants to the main destination countries classified as Executive and Managers, Professionals and Technical workers has progressively increased. On the whole, the greater percentage of migrant workers falls in the Services category. Semi-skilled and low-skilled labour migrant workers are expected to increase in the future with the growing number of temporary overseas employment programmes: the US Farm Work and Hospitality Programmes and the Canadian Hospitality, Farm and Factory Programmes.

Data show that the Overseas Employment Programme, operated by the MLSS, provided jobs for 13 722 workers in 2013, of which 7 676 worked in Canada and 6 046 in the USA. Jamaica is a signatory to the Caribbean Single Market and Economy (CSME), and as a result Jamaicans have benefited from migrant labour programmes operating in the Caribbean region. Jamaicans and emigrant families have benefited tremendously from these programmes. Economic reasons have been a major push factor for external migration from Jamaica, against the background of high unemployment figures. In 2013, unemployment

stood at 15.2 per cent, poverty prevalence was at 19.9 per cent[23]; national debt was 130.0 per cent of GDP and 43 cents in every dollar produced was being used to service debt. The loss of skills to Jamaica has had an adverse impact on its development.

On the other hand, migration has the potential to provide jobs and income for Jamaicans, especially through circular migrant programmes (as exist in collaboration with the USA and Canada). Movement of skilled people also improves real disposable income as the migrant, through the search for employment, can improve his/her income. As outward migration increases, particularly that of temporary migrants, such as those involved in overseas employment programmes, there is an increased inflow of remittances. Remittance receipts are viewed as a very important component in socio-economic development. Remittance inflows have been associated with poverty reduction, investment in education and health, and macroeconomic stability.

Diaspora and Development

According to research conducted in 2011 by the Jamaica Diaspora Institute (JDI) some 187 reported organizations overseas provided support to critical sectors in Jamaica. The majority of Jamaicans in the Diaspora is estimated to reside in the USA, followed by the UK and Canada. In the areas of health and education, the potential of the Jamaican Diaspora is largely untapped with respect to skills and technology transfers from respective host countries and also in the areas of business, investment and trade.

The GoJ has indicated its commitment to its stakeholders in the Diaspora and Jamaica to recognize, consolidate and advance the value of this critical area of engagement and minimise related transactions and financial costs. The GoJ will partner with the relevant organisations, including those within the Diaspora, civil society and private sector to develop options for philanthropic engagement to allow for inclusion and participation of a cross-section of the Diaspora in collaboration with Jamaicans at home, regardless of issues such as age or income levels. These initiatives will be aligned with national and community development priorities (e.g. *Vision 2030 Jamaica* and the MTF) and relevant legislation. Key areas of engagement will continue to include the health and education sectors, where the Diaspora is recognized as having a positive role in helping to augment expenditure in locations such as the Ministries of

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[23] PIOJ/STATIN. *Jamaica Survey of Living Conditions 2012,* (Kingston: PIOJ, 2013), p.xii

Education and Health and in helping these bodies to meet strategic objectives laid out under various plans, including the National Strategic Plans for Education and Health.

The GoJ recognizes the value of the Diaspora's contribution through philanthropy. Diaspora philanthropy has contributed to the health and wellbeing of many Jamaicans and the ability of local public service agencies to meet the needs of Jamaicans at home. Philanthropy through social and welfare contributions to schools, hospitals and charitable organisations in Jamaica has been one of the mainstays of diasporic engagement in Jamaica. Diaspora engagement has the potential to bolster economic advancement in the areas of investment, trade and entrepreneurship. Policies guiding economic engagement should be formulated given the fact that migrants are strategically located in host countries to leverage economic opportunities that can be translated into mutual benefits in Jamaica and countries where they reside. . Diaspora communities with access to financial resources have the potential to facilitate investment opportunities from which positive development impacts can be generated.

It is recognized that the reality of a large Diaspora population in global markets, with a ready appetite and affinity for Jamaican culture, products and services offers a ready market for Jamaican businesses and entrepreneurs. Diaspora capital markets can contribute significantly to national development by mobilizing savings for investments and providing long term alternatives to facilitate wealth creation. As the Diaspora population grows, the acquisition of substantial financial assets beyond their current income and environment   creates opportunities for uptake of available financial instruments. The correlation between investments and the resultant reductions in poverty levels in developing countries is testament to the contributions of the Diaspora to countries of origin in the areas of entrepreneurship and foreign direct investment.

Remittances

In 1970, the total remittance inflows to Jamaica were US$32.4 million; this increased to US$184.2 million in 1990. Total inflows were recorded at US$789.5 million in 2000. The latest data from the Bank of Jamaica indicate that for 2016 remittance inflows totalled US$2 291 million. Remittances contribute to national development, not solely based on the size of flows and their impact on the country, but also on the role of remittances in the development of the Jamaican financial sector. Total remittance inflows for 2016 was US$2 291 million which represented an increase of US$ 65.5 million or 2.9 per cent compared with figures obtained in 2015. This accounted for approximately 16.3 per cent of GDP, with outgoing remittances being

US$ 232.8 million. Remittance outflows for 2016 totalled $235.4 million, an increase of 1.1 per cent relative to 2015. The combined effect of higher inflows and outflows resulted in an increase of US$62.9 million to US$2 056.1 million [24]. The USA was the major source of inflows (Figure 8). Remittance companies now form part of a defined subsector in the local economy, with nine specialized institutions operating islandwide.

FIGURE 8: SHARE OF REMITTANCE INFLOWS BY SOURCE COUNTRY, 2016
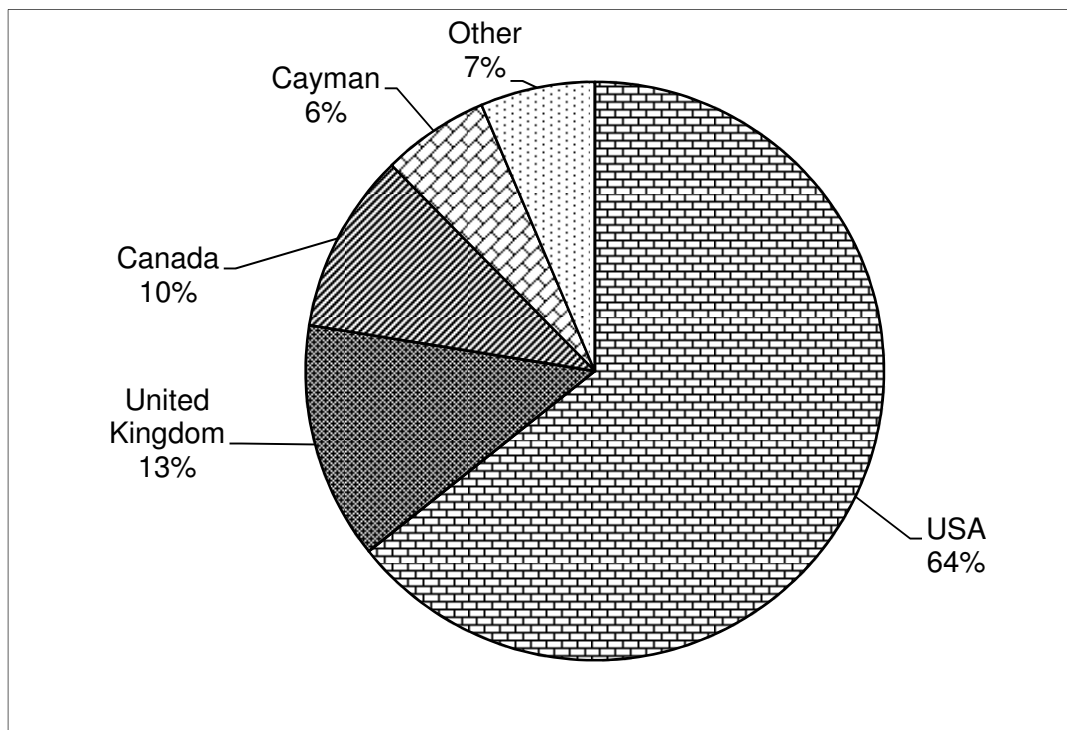
Source: Generated by the PIOJ with data from the Bank of Jamaica

The volume of non-cash remittances flowing to and from Jamaica is not known or disaggregated and this poses a challenge to development planning. The challenge on the one hand, is quantifying the impact on development, of barrels and packages from migrants overseas to their family members, MDAs and/or charitable institutions. On the other hand, Jamaicans ship local goods to families overseas and the value and volume of these flows are also not known. In this respect, the first challenge is to identify those items classified as non-cash remittances to households as opposed to goods being shipped for resale.   There is,

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[24] Bank of Jamaica. (2016). Balance of Payments. Remittance Report December 2016. Bank of Jamaica. Retrieved from http://www.boj.org.jm/uploads/pdf/rem_updates/rem_updates_dec2016.pdf

therefore, the need for a defined classification system for such charitable goods entering and leaving, as this does not currently exist. The implementation of such a system would make collection and dissemination of the relevant data easier, for example, through Jamaica Customs and STATIN.

Effective monitoring and evaluation must go beyond simple assessments of the flows of cash remittances to include the impact of non-cash remittances and charitable contributions at the local level. It must examine their impact on internationally accepted indicators such as employment, productivity, GDP per capita, exchange rates, national savings, urban and regional development, sustainability, and the environment.

Public Order, Safety and Security

The rise of international terrorism since the terror attacks of September 11, 2001 in the United States has resulted in a global paradigm shift from internally focused isolationist policymaking towards integration and cooperation on migration-related issues. Governments across the world, being cognizant of the threat of terrorism on state development have implemented more efficient and sophisticated mechanisms to improve information gathering and intelligence; and foster greater cooperation among regional law enforcement agencies to enhance public order, safety and security measures in countries of origin, transit and destination.

Similarly, the increase in the operations of transnational organized criminal networks has provided a catalyst for the maintenance of public order, safety and security and has given rise to new frameworks that promote mutual legal assistance in the areas of extradition, law-enforcement cooperation and technical assistance and training. The illegal drugs for guns trade, trafficking in persons, small arms and light weapons, and the proceeds associated with criminal activities pose a threat to the security of countries, citizens and migrants. As a result, international migration has gained prominence on the international security agenda as a challenge for countries of origin, transit and destination. The strong link between internal security and public order is reinforced by the fact that transnational organized crime and international terrorism are not confined within the borders of a single state, as lax internal security can result in security crises beyond the borders of a particular country.

For small developing nations such as Jamaica, the potential threat of international migration flows on public order, safety and security has underscored the need for coordinated responses to formulate and implement preventative measures. Within the context of the above-mentioned, since 2000, the government has been signatory to the United Nations Convention Against Transnational Organized Crime. This declaration among signatory countries establishes protocols to prevent and suppress trafficking in persons as well as the smuggling of migrants by land, sea and air. Related laws have been enacted within the framework of regional and international agreements and provide a legal framework for addressing issues relating to the possession of illegal drugs, non-discrimination, trafficking in persons and other matters, (Appendix I). Although laws exist, there are, however, numerous challenges with respect to their enforcement. Accordingly, emphasis must be placed on national and regional security priorities that safeguard and promote the fundamental rights and freedoms of citizens and migrants.

Data Research and Information Systems

In the collation and analysis of information for the thematic areas identified that are related to international migration, data gaps were highlighted as a major obstacle for the formulation and implementation of the National Policy. Data on migration is necessary to facilitate information sharing for public education, assessment of cross–cutting issues among thematic areas and for the effective formulation and implementation of strategies toward optimizing development benefits.

International migration data normally originate from points of entry to or exit from a country. Locally, a significant amount of data is managed by Jamaica Customs and PICA. Data sharing is hampered by security issues and concerns relating to personal and sensitive data and is further compounded by the fact that Jamaica Customs and PICA do not have databases that are linked to the organizations responsible for national planning and statistics (PIOJ and STATIN). More development data on migrants (e.g. poverty in migrant households, migrant saving patterns, skills, etc.) is required to facilitate more robust planning for migrants and to allow for further disaggregation in keeping with international standards.

3.1   Rationale

In formulating this policy, a number of positive impacts, which underscore the potential of migration to contribute to national development, have been identified.

- **Mainstreaming International Migration into Development Policy and Planning Outcomes**

According to the **International Organization for Migration World Migration Report (WMR) 2010 The Future of Migration: Building Capacities for Change**, there is a strong case for mainstreaming international migration into the national planning process to allow for migration to be truly integrated into the broader national development framework. This would foster a more coherent approach among MDAs for the formulation and implementation of various plans and programmes, while ensuring political support for the inclusion of migration into national development priorities. Embarking upon this approach would facilitate the building of synergies among key stakeholders and allow for holistic planning.

- **Enhancing the Developmental Impact of Remittances**

Remittances received by developing countries are larger than foreign direct investments (FDI) and are more than two times the value of official development assistance (ODA) and the largest source of external finance. It is widely accepted that remittances transferred through formal rather than informal systems are more likely to be leveraged for development outcomes. Remittances serve to foster poverty reduction, increase productivity and investments, promote economic development, augment national savings, and ease foreign exchange constraints within the migrants' country of origin. Reducing the cost of transfers and increasing the speed and efficiency can optimize remittance flows. It is also recognized that the reality of a large Diaspora population in global markets, with a ready appetite and affinity for Jamaican culture, products and services offers a ready market for Jamaican businesses and entrepreneurs. Diaspora capital markets can contribute significantly to national development by mobilizing savings for investments and providing long term alternatives to facilitate wealth creation.

- **Diaspora Engagement**

There is a global shift towards forging strategic partnerships with Diaspora populations and facilitating their engagement with a view to harnessing their potential to contribute to economic and social development, while empowering migrants to excel in host countries. This emanates from the recognition of the contributions of migrants to their countries of origin beyond remittances. These contributions are primarily from Diaspora, alumni, and hometown associations. Diaspora engagement has the potential to bolster economic advancement in the areas of investment, trade and entrepreneurship. Policies guiding economic engagement should be formulated given the fact that migrants are strategically located in host countries to leverage economic opportunities that can be translated into mutual benefits in Jamaica and countries where they reside. "The most effective method used to facilitate Diaspora engagement in other countries has been the use of international networks as a critical mechanism to enable interaction and a connection,"[25] between origin and destination countries.

The GoJ has long acknowledged the importance of Diaspora engagement; therefore the policy represents an important step towards identifying the interests and issues of the Diaspora and matching them with national priorities. Furthermore, the policy presents an opportunity to expand the dialogue among relevant stakeholders and explore the role that migrant associations can play in information dissemination and micro enterprise development. Engagement of the Diaspora can significantly influence the pace and areas of development within the country of origin. The Diaspora, therefore, represents a very powerful reservoir of capital, relationships, skills and expertise which can be channelled towards the social and economic growth of Jamaica while facilitating wealth creation for members of the Diaspora.

- **Enhancing the Links Between Return and Development**

It is now widely recognized that the return of migrants with different skill levels can contribute substantially to development through brain gain, technology transfer, investment and trade, and human resource development. This holds true whether the return is permanent, circular, voluntary or involuntary. The 2010 World Migration Report highlights the developmental impact of return migration. Significant factors to be taken in account are: the individual characteristics of returnees, the reasons for

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[25] Economic Growth Council. (2016) Economic Growth Council 5 in 4 Call to Action. Economic Growth Council Secretariat.

returning, as well as the social, economic and political environment within the countries of origin and destination.

In the 1990s, Jamaica successfully implemented the Return of Talent Programme which encouraged qualified migrants to return by offering financial incentives for specific sectors and occupational groups. The lessons learnt from this initiative have given rise to the need for capacity building in areas such as the integration of migrants, access to the labour market, and recognition of qualifications. Capacities in counselling, training and job placement, pre-departure orientation, integration and re-integration assistance, and technological transfers need to be strengthened for Jamaica to maximize the potential benefits to be derived from return migration.

- **Promotion of Circular Migration**

Circular migration has the potential to mitigate a number of migration-related challenges facing Jamaica in a way that benefits the country as well as countries receiving Jamaican migrants. Emphasis will be on increased collaboration through bilateral arrangements, to support the expansion of training and exchange programmes for highly specialized skills to be rotated to facilitate global labour shortages as required. In the broadest sense, circular migration provides an opportunity to meet labour market shortages in destination countries by providing employment for both high and low skilled migrants and contributes to the remittance pool. In the Jamaican context, circular migration has a positive impact on development, as human capital is not lost permanently and may be improved. Circular migration not only contributes to the remittance pool, but adds new skills. There are, however, policy challenges such as the protection of the rights of short-term migrant workers, preventing exploitation, and reintegration of migrants upon return. This underscores the need for the strengthening of programmes through the provision of pre-departure orientation and reintegration at the end of programmes.

- **Training to Increase the Absorptive Capacity**

The change in the population structure resulting from the demographic transition is evident in the increased numbers in the labour force. This change has implications for the demand for labour and the capacity of the country to absorb the working age population. To balance the external demand for skills with local demand, there is merit in expanding support for training at the national level. This approach takes into account the rights and freedom of movement entrenched in the Jamaican Constitution. The

right to move takes into consideration the potential development benefits for the country through structured frameworks that facilitate skills transfer and the benefits to be derived. This policy provides a platform for bilateral and institutional partnerships that safeguard the rights of the migrants as well as promote the decent work agenda[26].

- **Strengthening Labour Recruitment Policies**

The recruitment of migrant skills from developing states has been an integral part of the strategy of countries seeking to spur economic growth where it has slowed due to labour force shortages. The 2010 World Migration Report indicates that workers were recruited in the areas of construction, hospitality and the health-care service sectors, through the Ministry of Labour and Social Security (MLSS). Without a regulatory framework, the monitoring of the international labour recruitment process remains a major challenge. This is critical, especially from a humanitarian standpoint, as measures are needed to promote circular migration, combat TIP and to reduce the exploitation of migrants and to promote public order, safety and security in the countries of origin, transit and destination.

- **Migrants in Crisis**

The provision of mechanisms to safeguard migrants' rights is based on humanitarian principles and human rights laws. Jamaica being a signatory to the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, has been proactive in the provision of pre-departure and pre-arrival assistance in the form of awareness raising for some categories of migrants. Information dissemination includes the potential health and occupational hazards that migrants may become susceptible to during the migration journey. However, more is required in the area of awareness raising for especially vulnerable migrants as well as the provision of concrete support services to assist these migrants. Dialogue has commenced with regard to Jamaica's adoption of a Migration Crisis Operational Framework (MCOF), which is based on the understanding that States bear the primary responsibility to protect and assist crisis-affected persons residing on their territory in a manner consistent with international humanitarian and human rights law[27].

The Office of Disaster Preparedness and Emergency Management (ODPEM) has the unique role of being the only government agency to provide disaster management functions in Jamaica. It is the lead

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[26] The Decent Work Agenda is the ILO's strategic approach for the promotion of productive work environments for women and men undergirded by principles of freedom, equality, security and human dignity.

[27] International Organization for Migration. (2012). IOM Migration in Crisis Operational Framework. MC/2355. International Organization for Migration.

entity in Jamaica for the management of disasters. Disaster Management encompasses all aspects of planning for and responding to disasters, including the before, during, and after disaster activities. It refers to both the risk and consequences of a disaster. ODPEM works with international organizations, all relevant MDAs and civil society bodies across Jamaica to adequately and proactively coordinate and implement Jamaica's Disaster Management Framework using a tiered approach: national, parish and community levels. As such, all persons domiciled in Jamaica during a crisis or disaster is offered support and concrete services to protect and safeguard their well–being. Similarly, the MCOF as an international framework seeks to improve and systematize IOM's response to migration crises by bringing together its different sectors of assistance within a pragmatic and evolving approach, while upholding human rights and humanitarian principles and promoting longer-term development goals[28].

Internal displacement in Jamaica is experienced in times of natural hazards due to floods, hurricanes, landslides, droughts and earthquakes due to its location, geology and geography. Research has shown that within the last 25– 30 years, the impact of these hazards has proven to be disastrous in several instances resulting in significant social dislocation and monumental economic losses. Between 1998 and 2004, the country experienced approximately 10 major weather related disastrous events with significant economic implications. In 1998, there were three events totalling just under J$ 200,000,000; in 2001, Michelle resulted in damage valued at 0.8 per cent of GDP and cost 2.8 per cent of government revenue and grants. In 2002, damage was valued at 0.7 per cent of GDP, while in 2004, Hurricane Ivan resulted in damages of J$35 billon.[29]

Jamaica is a Small Island Developing State (SIDS) which is susceptible to natural hazards, and ODPEM is the statutory body mandated under the provisions of the *Disaster Preparedness and Emergency Management Act, 1993*, to develop policies and implement policies and programmes to achieve and maintain an appropriate state of national preparedness for coping with any emergency situation which may affect Jamaica in collaboration with local and international partners. The Agency has articulated its commitment to the long term integrated management of hazards at the national, sectoral and community levels.

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[28] International Organization for Migration. (2012). IOM Migration Crisis Operational Framework. MC/2355. International Organization for Migration.
[29] Jackson, R. (2005). Managing Natural Hazards in Jamaica. Office of Disaster Preparedness and Emergency Management. Retrieved June 2, 2016 from http://www.mona.uwi.edu/cardin/virtual_library/docs/1091/1091.pdf

- **Migrants' Health**

The migratory process may expose some migrants to certain health risks such as viral outbreaks, changes in health seeking behaviours due to inaccessibility of health services based on migration status, risky sexual behaviours due to the disruption of family life. Migrants may also face difficulties in countries of transit and destination where healthcare services are not readily available, as such public education strategies should be adopted by host countries prior to migrants' departure. Of note, there are a plethora of health challenges associated with current migrant and refugee populations. Despite the existence of ratified international human rights standards and conventions to protect the rights of migrants and refugees, including their right to health, many such people lack access to health services and financial protection for health. Barriers to accessing healthcare may include high costs, language and cultural differences, discrimination, administrative hurdles, the inability to affiliate with local health insurance schemes, and lack of information about health entitlements.[30]

Given the aforementioned obstacles, the need to provide assistance to migrants on health seeking behaviours in countries of transit and destination is critical. Jamaica has made the necessary arrangements for the provision of health care services for its labour migrants employed within the Seasonal Employment Programes operated by the Government of Jamaica in partnership with the USA and Canada. Health benefits for job related injuries/illnesses are provided for and most workers in Canada receive a health card. Nonetheless, health services should be made accessible to all migrants irrespective of their migrant status. Jamaica endorses the Resolution on the "health of migrants" which was endorsed at the Sixty-first World Health Assembly (WHA) in May 2008. WHO's work in the domain of migrant health is guided by the action points of this Resolution[31]. Jamaica has developed a plan that details the actions necessary for the provision and management of medical and healthcare services from the arrival/recognition of undocumented migrants, refugees or displaced persons to their departure whether by repatriation or other agreed mediums. Additionally, there is also the existence of a surveillance system; however, strengthening is required in the areas of electronic data capture and transfer. As such, Jamaica welcomes the support to be provided by donor partners such as the WHO in the areas of technical support and training to build national capacities for emergency risk management.

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[30] World Health Organization. (2016). Promoting the health of migrants. A69/27. World Health Organization.
[31] Ministry of Health, Jamaica's Position Statement at the World Health Assembly, 2016, Geneva.

This would include data supply and management as well as vector control and immunization campaigns surrounding the care of migrants and refugees.[32]

- **Building Institutional Capacity**

To effectively mainstream migration into national development will require the building and strengthening of institutional carrying capacities to ensure coherence. Migration and development being a distinct policy focal point for the government, there is need for:

- o greater understanding of how remittances are used for economic growth
- o coordinated services to support the establishment of a "diaspora hub" to facilitate increased investment initiatives and facilitate diasporic engagement
- o strengthening institutional and human capacities within the relevant MDAs to incorporate international migration and development into corporate and annual plans, budgets and programmes
- o improvement in the timeliness, accuracy and reliability of international migration data
- o evidence-based research to support policy outcomes and outputs
- o heightened public awareness among migrant workers and their families on the use of their remittances for savings and investments
- o greater linkages between remittances and innovative financial services
- o improved quality of engagement mechanisms with the Jamaican Diaspora.

Therefore, the National Policy is designed to:

- better utilize international migration flows to improve critical economic development indicators and outcomes
- improve the quality of life of migrants and citizens through: (i) direct assistance to targeted sectors; and (ii) overall knowledge, skills and cultural exchanges
- foster collaborative efforts that seek to create a more defined foreign policy position on issues dealing with border protection and management
- guide actions and establish protocols and mechanisms for the definitive steps to be taken by the NWGIMD and the International Migration and Development Monitoring Board

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[32] Ministry of Health, Jamaica's Position Statement at the World Health Assembly, 2016, Geneva.

- introduce, rationalize and repeal migration related legislation

- improve collaboration and dialogue among MDAs to ensure inter-institutional policy coherence

- facilitate stronger partnerships with non-state actors through the utilization of participatory approaches to national development.

Responsibilities among MDAs

There are several MDAs whose respective responsibilities differ among areas that relate to international migration and development. These areas include border security, deportees, returned residents, overseas employment programmes, and the Diaspora. In addition, there are international development partners, such as the IOM and UN agencies, that give support in matters relating to governance for specific thematic areas for international migration and development. Since the inception of the process to formulate the National Policy, the NWGIMD was established to improve inter-agency governance, to lead the process of mainstreaming migration into development planning, and ensure policy and programme coherence at all levels.

3.2   Elements of the SWOT Analysis

Strengths

International migration is a major part of Jamaica's history, culture and social norms. The size of the Jamaican Diaspora facilitates investment, remittances, travel, education and basic consumption. *Vision 2030 Jamaica* is the defined national development framework through which the goals, intermediate outcomes and actions of the policy are aligned.   Jamaica is a party to major protocols, treaties and conventions related to migration and development.   In addition, there are existing laws which protect human and social rights, and there are institutions which are mandated to carry out activities and services which are strongly related to migration and development. The market-based economic system facilitates the policy and its major thematic areas such as remittances and labour mobility, which thrive under market driven conditions.

Weaknesses

Although there is an existing institutional and legal framework, there is need for reform; resourcing of the existing legislative framework to support the intermediate results and broad actions of this policy; updating laws with regard to fines and custodial sentences as well as cultural and technological changes; and

reviewing the mandates of MDAs in line with the goals under the priority areas. There is an urgent need not just for policy coherence but also for an effective institutional framework to facilitate these changes. There exist policies and sector plans that are facilitative and promote growth in the country, at the same time that there are austerity measures and restrictive taxation policies. There must be agreement in these areas from a policy perspective and a common vision if they are to be effective when initiatives and projects are being marketed to the Diaspora, other groups of migrants and partner countries.

Knowledge, data and information play critical roles in this process; however, there are challenges with respect to data. These include: absence of formal data sharing arrangements across the relevant MDAs; lack of disaggregation of the data required by specific entities to facilitate proper decision-making; and insufficient use of data to inform corporate planning and development processes. In addition, resource and capacity constraints pervade all areas of the public sector as evidenced by current budget constraints. These include inadequate provisions for institutional and human resources (due to unavailability of skills, on the one hand, and also the inability to remunerate those skills) and weak links between this policy and related policies, plans and programmes. The need for communication and public sensitization programmes are critical to ensure policy effectiveness.

Opportunities

The timing of this policy presents a number of opportunities, as the country has a defined development roadmap in the *Vision 2030 Jamaica.* Engagement and partnerships with the Diaspora can be facilitated in a coordinated and sustained manner not only to foster stronger ties but also to have a multiplier effect in the thrust for socio-economic development. The demographic bonus which will stem from the changing age structure of the population presents an opportunity for joint partnerships in the mobilization of training to meet local needs and global demands in a sustainable manner. In addition, there is an opportunity to improve inter-institutional collaboration and coordination at all levels both locally and in overseas Missions and Consulates. This presents prospects for improvement and capacity building in relevant areas.

Threats

The nature of the issues relating to migration and development that have been outlined has implications for the power relations between Jamaica and its partners. In some areas, the country does not have a strong bargaining position. Several developing countries, notably China and India, have been able to keep labour

costs low and as a result are able to provide skilled labour on a cheaper basis than Jamaica. In addition to the change in power relations, partner countries may impose regulations, migration policies and other measures to counter demographic and cultural changes associated with migration (for example with regard to return migrants), which may impact negatively on the successful implementation of the policy. Similarly, traditional allies are now undergoing an economic recession; therefore, funds received directly (through bilateral agreements) and indirectly (through international organizations) will be reduced over time.

TABLE 2: SWOT ANALYSIS

	STRENGTHS	WEAKNESSES
INTERNAL	1. High level of commitment by local and international stakeholders. 2. The country is a signatory to major international agreements related to development and migration (inclusive of economic partnership agreements and human rights). 3. Basic foreign policy infrastructure exists e.g. defined ministry, foreign relations principles and outreach mechanisms to partners and Diaspora. 4. A local policy and legislative framework which has aspects supportive of international migration and development e.g. Jamaican Constitution and other local laws. There are laws which directly cover all nine thematic areas, except for family migration and development. 5. There is an existing governance framework for migration and development (as seen through the links between Parliament, Cabinet, *Vision 2030 Jamaica* Sector Plans, etc.). 6. Institutions to carry out major initiatives, projects and programmes that would emanate from the policy already exist in most cases. These institutions have mandates which cover all thematic areas. 7. A local and corporate culture which is always about the advantages of training and modern technology. 8. An existing development framework as seen through *Vision 2030 Jamaica.* 9. A committed Diaspora willing to help in the development process.	1. Within the existing governance framework there needs to be institutional strengthening at all levels. There are low governance rankings for Jamaica in almost all categories based on international indicators. 2. Present law enforcement and judicial systems work very slowly. Some laws are passed without attendant regulations and proper guidelines with respect to how they are to be enforced. This pervades with respect to laws relevant to all thematic areas, which support the policy. This has negative implications for the nation capitalizing on direct investment opportunities. 3. The current labour market information system needs to be expanded to directly include all migrants and more private sector institutions. This will reduce information asymmetry, which in turn creates resource mismatches and retards optimal returns for labour resources. 4. A robust bilateral thrust is lacking in many areas e.g. liaison officers for migrant labour markets. 5. Resource inadequacies exist in all areas as a result of the national debt burden. These inadequacies are hindrances to effective implementation of relevant plans and programmes. 6. Labour markets for migrants have inadequate social protection and pension schemes. 7. Language training and training in customs and norms of both Jamaica and partner countries (for migrants) is inadequate. 8. Negative impact of labour migration on the family especially with women migrating at a

10. A Diaspora that is world renowned to assist in major sectors such as finance, health and education. 11. A financial and national development system, which recognizes free market principles. This is important in many thematic areas e.g. labour and remittances, free movement of capital and labour. This also sets a framework for improving Jamaica's international competitiveness. 12. The basic framework for a social protection system exists as evidenced by laws and institutions. 13. A remittance sector that is a world leader in international markets. 14. A country that is an avid practitioner of liberal democratic ideals, which espouse the principles of human rights. 15. Family ties are strongly related to migration, which creates ease of movement and also improved capital flows to the country. 16. Critical data, especially on development exist in some areas 17. International migration has improved the economic status of women and enabled many to better assist their families. 18. Knowledge by stakeholders of the tasks to be undertaken and the responsible actors (in all thematic areas). 19. A policy framework which supports economic growth and entrepreneurship	higher rate than men. 9. Lack of extensive set up and enforcement of accreditation standards by professional institutions. This impacts the quality of migrant labour with respect to productivity and ease of transferability of skills. 10. Lack of critical requirements such as more precise data for all thematic areas. 11. No precise data on the size of the Jamaican Diaspora. 12. The need for a dedicated Diaspora Agency and Diaspora Policy – due to the estimated size, complexity of needs and geographical extent of the Jamaican Diaspora. 13. Improved governance system needed for the Diaspora. 14. The need for greater monitoring and oversight with respect to non-cash remittances. 15. A low international ranking in some aspects of human rights by international agencies. This is a deterrent to investment. 16. A national thrust is required to sensitize nationals and overseas partners to migrant rights. This is inclusive of training and resourcing of judicial and law enforcement institutions with respect to dealing with the rights of migrants in various situations e.g. human trafficking. 17. Social protection mechanisms are not fully utilized locally by migrants and migrant families. 18. Local health systems require more resources to deal with the challenges of migration. 19. Lack of relevant research on the development possibilities in the health sector such as health tourism. 20. Greater coordination required among stakeholder organizations in all thematic areas. 21. All thematic areas of the policy are not fully represented at the local/community levels. This is a major weakness in governance. 22. A bottom up, participatory approach is not fully practised. This will be required to stimulate migrant networks at all levels. 23. Stronger communication links needed to get a unified approach to issues in all thematic areas. 24. The corporate planning cycle for MDAs is one that is not fully informed by (migration) data for decision-making.

		25. A corporate culture in both government and the private sector, which is neither consultative nor collaborative.
		26. Lack of information and incentives to encourage return of migrants.
		27. Weak institutional framework at the local level to support returned migrants.
		28. Discrimination against return migrants.
		29. Lack of adequate institutions that deal with the development of the migrant family.
		30. Dependence on three major host/partner countries (UK, USA and Canada) on migration and development matters.
		31. Weak regulatory framework for recruiting bodies.
		32. Limitations of existing laws relating to international migration.
	OPPORTUNITIES	**THREATS**
EXTERNAL	1. Another genuine chance to advance the development agenda of the country. International migration has the potential to improve all major economic indicators of the country – especially income and growth.	1. The present external geopolitical environment – e.g. terrorism, the economic decline of traditional partners, and the need to adjust to the possibilities of a multipolar world.
	2. Improvement of bilateral relations with existing partners and the forging of new relations with other countries hone and improve the country's foreign policy.	2. The acceptance and adoption of technology come with major disadvantages e.g. scamming and industrial espionage.
	3. The opportunity to expand circular labour migration programmes in new countries to increase local labour participation rates and also decrease unemployment.	3. The current conditions to which migrants are subjected puts the international competitiveness of Jamaica's labour force at a disadvantage in many areas of the world as some countries are not signatories to international agreements that protect the rights of these workers.
	4. Reaping all developmental benefits from closer links with the Diaspora.	4. The economic environment and the global recession make it harder for migrants to find work.
	5. To use the local and overseas money and capital markets to raise development finance – especially from the Diaspora. This also contributes to development of the local financial sector.	5. International partners' policies and approaches in dealing with the issue of return migrants.
	6. To encourage the use of (non-cash) remittances to reduce overall poverty levels in communities.	6. The legislative and regulatory environment of major trading partners. This threatens thematic areas such as labour mobility (USA employment programmes) and remittances (*The Foreign Account Tax Compliance Act*, 2010).
	7. Moving the nation to the forefront of an internationally potent discussion.	
	8. Involvement of all aspects of the public sector in an area that can improve quality of life in the nation.	7. A disenchanted Diaspora, which no longer desires to become a partner in the development agenda.
	9. Improving the skills base of the country and making Jamaica an attractive destination for skilled migration.	8. Lack of compliance by partner countries to economic agreements e.g. the CSME, which could jeopardize the treatment of Jamaican labour and investment flows.
	10. Developing the savings and investment	

	base of the country through improved capital flows and provisions for social protection. This is important for an ageing society. 11. To create health service exchanges with partner countries to make health benefits more portable. 12. Retooling the physical and social infrastructure of the country in a time of austerity. 13. An opportunity to strengthen the legislative framework by legal reform as well as issuing regulations and/ or administrative guidelines for international migration.	9. If some trends continue unabated there will be direct threats to certain national indicators such as productivity, the status and capacity of the Jamaican family, and ability of institutions to deal with the challenges of irregular migration. These all affect Jamaica's relationship with the rest of the world and the legitimacy of the state.

4.0   POLICY PRINCIPLES AND STATEMENTS

4.1   Guiding Principles

The National Policy on International Migration and Development respects the right to freedom of movement and is grounded in seven guiding principles, which form the basis for mainstreaming and implementing the policy. These are:

Principle 1: Respect for Human Rights

The policy respects the basic human rights of all migrants within Jamaica and promotes the rights of Jamaicans in other jurisdictions in the migration process to prevent abuse, exploitation, discrimination and other forms of injustices.

Principle 2: Fairness and Equity

Migrants are treated fairly and equitably in accordance with national and international laws, protocols and treaty obligations. The migrant is treated first and foremost as a person with rights and dignities as embodied in national and international laws and conventions.

Principle 3: Mutual Benefits for Migrants, Countries of Origin and Countries of Destination

Decisions taken with regard to international migration and development promote mutual benefits for the migrants, host countries and countries of origin. The policy is congruent with *Vision 2030 Jamaica;*

engaging all Jamaicans to take active and ethically-based responsibility for achieving national development outcomes.

Principle 4: Partnership and Inclusion

Policies, plans, programmes and priorities are developed in a spirit of partnership, inclusion, and cooperation. This participatory approach pervades all levels of government and communities both locally and abroad to establish a better understanding of international migration and its value to development.

Principle 5: Public Awareness and Sensitization

Information sharing is a fundamental premise. Information, education and advocacy, communication, sensitization, public relations, advertising and all possible information transfers must be a principle inherent in the policy.

Principle 6: Knowledge, Data and Research

Data sharing and information exchange mechanisms are in place to ensure that there is consensus and coherence in decision-making. All data and information collected should be standardized to facilitate data mining, comparative and research analysis and development and an evidence based approach to decision-making.

Principle 7: Gender Equality and Equity

All policies, plans, programmes and activities integrate gender considerations in the migration and development process, guided by research and training to minimize bias, stigma and discrimination.

4.2   Vision, Goals and Objectives

4.2.1   Vision

International migration contributes positively to national development goals and enhances the well-being of migrants.

4.2.2   Overall Policy Goal

International migration is adequately measured, monitored and streamlined to serve national development goals embodied in *Vision 2030 Jamaica*. In pursuit of this policy goal, the following objectives will apply:

a) all courses of action promote the development of mutually beneficial relationships and strengthen transnational networks

b) the skills, expertise and wealth of migrants are enhanced through sustainable development, management and technology transfers to provide tangible benefits to migrants, host and origin countries

c) remittances — in the form of cash transfers and social remittances — contribute to sustainable development

d) the human rights of migrants are promoted and protected through compliance with international and domestic protocols, laws and conventions

e) Adequate data and information systems for policy, planning and decision-making are designed, strengthened and implemented.

4.3   Policy Goals, Outcomes, Actions and Recommendations

4.3.1   Governance and Policy Coherence

Governance and policy coherence are important pillars in mainstreaming migration into national development. These serve to guide the framework that allow for forging, expansion and sustainability of local and international partnerships that facilitate the optimization of the benefits to be derived from the migration and development nexus. Governance and policy coherence take into account holistic and dynamic approaches toward achieving national development goals. These pillars allow for greater efficiencies and effectiveness in the implementation of agreed actions that promulgate commitment for the realization of Vision 2030 Jamaica. The indicative strength of governance and policy coherence will redound to successful trade and foreign negotiations; robust regulatory frameworks; strategies that adequately respond to global migratory changes while allowing for the re-positioning of the country, citizens and migrants to successfully harness opportunities.

> **Goal: By 2030, normative, institutional and legislative frameworks for international migration and development reflect consensus, inclusiveness, the requirements of domestic and international laws; and are effectively mainstreamed into the national development planning framework.**

Intermediate Outcomes	Outputs
1. An effective legislative and institutional framework to facilitate fair competition, accountability in international migration and development among government, civil society and the private sector.	Legislation revised and amended with consideration for international agreements and enhancing Diaspora engagement
	Relevant policies formulated for enhancing migration and development outcomes
	Institutional strengthening programmes facilitated for relevant supra-national institutions (inclusive of the establishment of a regional consultative process on migration)
2. A formal governance structure, aligned to national priorities is in place for effective and systematic engagement with the Diaspora.	Migration and development coordinating unit established to ensure policy and programme implementation and coherence across the MDAs of government, the private sector and non-governmental organizations
	Consular representation and reach expanded in host countries to cultivate confidence and trust in governance mechanisms
	Diaspora issues integrated in all national legislation, policies, plans and programmes
3. A framework for strengthening bilateral and inter-institutional policy coherence to support migration and development programmes and projects locally and globally	Partnerships forged in support of the development of programmes to promote greater collaboration among countries and institutions related to labour and economic migration
	Response mechanisms developed and strengthened to adequately respond to migrants in crisis and mass migration
	Local government programmes and mechanisms strengthened to enhance local stakeholder participation in migration and development processes
4. Expanded border and migration management systems to include identity management through inter and intra-agency coordination, use of technology and capacity building towards international migration and development outcomes.	Integrated database with migration and border management capabilities strengthened to systemically update migration and border security datasets to meet current development needs
	Monitoring and evaluation systems developed which are aligned to the national development framework
	Identification management system developed and implemented to support the strengthening of local border management practices

4.3.2 Human Rights and Social Protection

Human Rights

Embedded in the Constitution of Jamaica[33] is the recognition of human rights for all – rights to which all individuals are entitled based on the principles of respect and dignity for all human beings. Human rights are treated in the policy as a fundamental factor that undergirds any action or outcomes arising from the migration and development nexus.

> **Goal: By 2030, the state will ensure measures are in place to safeguard the human rights and dignities of all migrants in accordance with the Constitution, other national laws and policies including international obligations.**

Intermediate Outcomes	Outputs
1. Facilitation of institutional bilateral and multilateral arrangements to ensure compliance with human rights treaties.	Bilateral and multilateral arrangements strengthened and expanded to safeguard human rights in adherence to international obligations.
	Advocacy and communication strategies developed and implemented to safeguard human rights for all
2. A comprehensive policy, legislative and institutional framework that addresses human rights with respect to migration and development	Legislative and governance frameworks strengthened to promote and safeguard human rights
	Public education mechanisms strengthened to safeguard combat trafficking in persons
	Programmes and mechanisms strengthened to protect the most vulnerable from exploitation and from human and labour rights violations.
3. Integration of a holistic approach to comprehensively mainstream gender issues across all MDAs	Gender and human rights considerations are mainstreamed in matters related to international migration and development
4. Reduction of the incidents of trafficking in persons internally and externally	National Policy addressing Trafficking in Persons aligned to Vision 2030 formulated and implemented.
	Strengthened legislative, institutional and operational capacities to combat trafficking in persons, reduce infringements of migrants' rights

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[33] See Jamaica (Constitution) Order in Council 1962–Section III

| | and facilitate redress. |
| | Relevant provisions enforced for the protection of migrants against discrimination and violence. |

Social Protection

Social protection measures are important to all, since they seek to ensure the mitigation of exposure to social and economic risks and shocks. "Gendered perspectives will be brought to bear on all these dimensions, as it is critical to acknowledge differences in the experience of both males and females in social protection," (Economic and Social Survey Jamaica, 2014, p.72). Measures range from social services, monetary social welfare programmes to income and discretionary social security benefits. Through these measures, migrants and their dependents become empowered to meet their basic needs throughout their working lives and beyond. The framework for Social Protection in Jamaica includes the prescriptions of the Vision 2030 Jamaica–National Development Plan, along with the conceptualization of the new comprehensive approach that is appropriate and can be provided by the country (Jamaica Social Protection Strategy, PIOJ, 2014).

Goal: By 2030, Jamaica will have in place mechanisms to facilitate mutual agreements for the portability, transferability and provision of minimum social protection guarantees[34] for all migrants.

Intermediate Outcomes	Outputs
1. An enabling environment that facilitates adequate and appropriate social protection for all migrants	Legislative and policy frameworks established to facilitate portability and transferability of pension
	Migrants are entitled to basic discretionary social protection guarantees under the Social Protection Floor that is provided to all residents
2. The advocacy for the provision of adequate and appropriate measures, systems and mechanisms, for social protection for all including trafficked persons	Advocacy mechanisms developed and strengthened in support of the expansion of bilateral and other agreements to support the delivery of social protection provisions in host countries.

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[34] "The Social Protection Strategy for Jamaica endorses the concept of the social protection floor. The floor seeks to guarantee the provision of discretionary basic income security and essential social services in a universal sense, given the acknowledgement within this Strategy of right to social security. The components seek to guarantee that individuals have provisions to support a basic income or to access social services. The Social Protection Floor gives priority to the most vulnerable population groups, including children, the elderly, low income workers and persons with disabilities, who would typically be less likely to have the full benefits of social security rights without targeted actions, (Planning Institute of Jamaica (2014) Jamaica Social Protection Strategy.

	Integrated social protection schemes and programmes strengthened to become responsive to the needs of migrants
	Public relations and sensitization programmes promoted for migrants with respect to the existence of social protection programmes locally and overseas.
3. Strengthened mechanisms in place to provide support, protection, local reintegration and repatriation of victims of trafficking	Strategies adopted to expand the number of social protection schemes available to regular and irregular migrants inclusive of trafficked persons and refugees

4.3.3   Diaspora and Development

Diaspora and Development

Within the Jamaican context, fostering diasporic partnerships and engagements require the establishment of formal mechanisms geared at streamlining and integrating Diaspora issues into the national policy framework. The strength of the Diaspora resides in the level of allegiance and patriotism that is exhibited by emigrants. Evidence of this is underscored by the significant contribution that is made towards nation building in the form of cash and non-cash remittances, education, health, community development and sports. The GoJ is committed to protect and safeguard the rights of its citizens wherever in the world to ensure the optimization of their fullest potential through a number of mechanisms and initiatives. Jamaicans overseas have been important in improving household income and Jamaica's foreign currency reserves[35]. The size, constituent skills and location of the Diaspora offer development opportunities. Diaspora engagement has the potential to boost economic advancement in the areas of investment, trade and entrepreneurship. GoJ needs to streamline the necessary protocols and mechanisms to facilitate increased investment opportunities, greater cooperation and collaboration with the Diaspora. With respect to the engagement of the second, third and subsequent generations, specific programmes are being developed through the use of technology.

> **Goal: The Jamaican Diaspora is fully and effectively engaged in national development through strategic partnerships by 2030.**

Jamaica Diaspora Institute (JDI). *Situational Analysis Report for Diaspora Engagement and Policy*. (Jamaica: JDI, 2011).

Intermediate Outcomes	Outputs
1. An effective framework that builds trust and increases cooperation among Diaspora groups and between the Diaspora and Jamaica	Diaspora Policy and Plan of Action developed aimed at the engagement and building of partnerships for development
	Governance structure defined and operationalized in alignment with Vision 2030 Jamaica to identify, harness and streamline the contribution of the Diaspora to national development
	Bilateral social security agreements strengthened and implemented to increase transferability and portability of pension, health, welfare and other benefits for diaspora communities and temporary migrants
2. An enabling environment that stimulates the increased involvement of the Diaspora in economic growth and development in areas such as investment, entrepreneurship, innovation and overall business activity in Jamaica	Systems, mechanisms and processes are strengthened to facilitate engagement and investment opportunities
	Diaspora engagement road map developed and implemented to facilitate increased partnerships and involvement (expanding groups, officers, honorary councils)
	Strategic diaspora led mechanisms sustained and bolstered to foster entrepreneurship, business development, innovation, and direct investment
	Strategic projects implemented to establish a special financing agency in support of the issuing of "diaspora bonds" targeted at increasing Diaspora investments
3. Greater alignment of Diaspora philanthropy with identified social and economic needs in Jamaica	Mechanisms strengthened to facilitate Diaspora charitable donations to schools, hospitals and other institutions
	Programmes implemented to engage the Diaspora in the transfer of skills and talent for sustainable development
4. Mechanisms in place which promote and encourage nationalism and cultural connectivity among Jamaican migrants and their descendants	Affinity developed among second and third generation Jamaicans through targeted cultural programmes.
	Diaspora mapping project is operationalized and expanded to build an information base, social networks and connectivity with the Diaspora.

	Systems and mechanisms expanded and strengthened in support of the exchange of information across relevant MDAs as well as IOs to address transnational criminal activities
5. Processes and mechanisms that attract diaspora visitors and allow for effective promotion and growth of medical, business, heritage and eco-tourism	Strategies formulated and implemented to facilitate programmes promoting medical, business, heritage and eco-tourism to the Diaspora in their respective locations.

4.3.4   Labour Mobility and Development

The right to free movement is recognized under the Jamaica's Charter of Fundamental Rights and Freedom[36]. The Government, therefore, recognizes the movement of labour to and from Jamaica, through regular channels. The policy supports opportunities in the global labour market for both permanent and circular movement of labour and skills. These flows assist in lowering the levels of unemployment in countries of origin and enhance the levels of employment in host countries. Labour mobility provides opportunities for increased income returns to both workers and employers, increased remittances to migrant dependents and their home countries and facilitate the transfer of skills across existing and emerging sectors. Of note, the Government of Jamaica has undertaken a comprehensive labour market reform through the establishment of a Labour Market Reform Secretariat in 2015. The purpose of the reform will seek to address the shortcomings within the labour market through the implementation of various policies, legislations, programmes which may include unemployment insurance, the portability of pensions, and the development of an employment policy.

.**Goal: The Jamaican labour market is positioned to maximize its full development potential in the context of the domestic and global labour market by 2030.**

Intermediate Outcomes	Outputs
1. Effective management of labour migration processes through policy coherence, planning, social dialogue and partnership at the national and international levels	Developed, strengthened, expanded bilateral and multilateral agreements to facilitate and manage labour migration
	Strengthened and improved arrangements within CARICOM to address migration-related issues such as labour migration and the protection of the rights of migrant workers and their families under the

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[36] Charter of Fundamental Rights and Freedoms (Constitutional Amendment) Act 2011.

	Caribbean Single Market and Economy (CSME)
	Country-to country and internal cooperative labour regimes explored to facilitate the training of locally based health and educational personnel to work in other jurisdictions
	Legislative and policy coherence mechanisms strengthened to promote decent [37]and productive work under conditions of freedom, equity and social dignity for all workers, including migrant workers
2. A coordinated sustainable institutional network that supports labour mobility through: a) standardized training practices, b) internationally accepted accreditation systems and labour standards, c) effective labour market information system, d) provides development benefits for stakeholders	Strengthened and expanded knowledge and information platforms to formulate, implement and evaluate labour migration policies and practices
	Improved regulatory framework for recruitment bodies to reduce the negative impacts of migration
	Expanded support for training at the state and institutional levels through improved bilateral and multilateral agreements to balance the demand for skills locally and internationally
	Established mechanisms to protect/safeguard children and youth workers from labour exploitation
3. A system to facilitate portability of pensions and other applicable benefits between host countries and countries of origin.	Established and expanded reciprocal social security arrangements.
	A migrant community that is well-trained and sensitized to labour rights and obligations.

4.3.5   Remittance and Development

Remittances are a major contributor to national development, not solely based on the size of flows and their impact on the country, but also on the role of remittances in the realization of sector specific targets. Remittances are directly linked to labour mobility as well as the size and vibrancy of the Diaspora. In Jamaica, cash remittances which flow through formal channels are monitored and assessed against development indicators. The extent of the contribution of non-cash transfers to national development is not

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[37] The ILO Decent Work Agenda promotes access for all to freely chosen employment, the recognition of fundamental rights at work, an income to enable people to meet their basic economic, social and family needs and responsibilities and an adequate level of social protection for the workers and family members(International Labour Organization, ILO Multilateral Framework on Labour Migration, 2006)

fully defined and measured. To ensure the sustainability of remittance contributions to the financial sector, the state supports the promotion of fair competition, the continued use of modern technology, partnerships with Diaspora communities and the strengthening and expansion of regulatory frameworks that allow for the safe and efficient transmission of funds.

Goal: By 2030, there are modern mechanisms in place to facilitate global technological advances in remittance transmissions, regulation, measurement and management to promote and engender investment opportunities.

Intermediate Outcomes	Outputs
1. A framework that facilitates access to financial services by all citizens and migrants to encourage the use of remittances for development	Increased targeting of social remittances with Jamaica's development priorities
	Incentivized investment opportunities strengthened to encourage "financial deepening" by all, inclusive of migrants at home and abroad
2. Legislative and policy reforms to facilitate technological advances in the remittances sector	Legislative and policy frameworks revised and enacted to regulate cash and non-cash remittance flows
	Strengthened research and policy development frameworks to inform policy development and M&E
3. Advocacy and institutional frameworks by the financial sector to engage and effect changes in the remittance market	Advocacy mechanisms mobilized and strengthened to effect changes in the remittance market
	Financial literacy programmes for migrants and recipients of transfers developed and promoted to encourage increased savings and investments
	Improved efficiency and increased competition within the remittance transfer markets to facilitate further reduction in charges and greater benefits to migrants and migrant households.
4. Creation of legislative and technological platforms that regulates and facilitates global advances in the financial and remittances sector	Modernised and standardized remittance platforms implemented that are in keeping with global advances in the financial sector
	Mechanisms adopted and implemented to facilitate the use of new technologies/tools in the financial and remittance sectors to facilitate competition in the remittance market, increase inflows while lowering transaction costs

5. A framework that monitors the impact of remittances on migrant households and national development.	Established mechanisms for the evaluation of the use of remittances for national development
	Improved surveillance mechanisms established to monitor and measure non-cash remittances
	Improved tracking and monitoring of cash and non-cash remittance flows

4.3.6 Return, Integration and Reintegration

Migrants are recognized by the government as an important source of skills and direct investment to the country. There are mainly two types of return migrants: voluntary and involuntary. In an effort to improve their contributions to the country there is need for the provision of assistance at three critical junctures, namely: pre-arrival; arrival; and settlement. In order to maximize the positive development impact of those being integrated or reintegrated there needs to be greater collaboration among governmental and non-governmental institutions in addressing their needs. There are several challenges with the return, integration and re-integration of migrants, chief among them, being the levels of discrimination that migrants are exposed to based on differing norms, values, attitudes, cultural and religious practices, nationalities and ethnicities.

Goal: By 2030, mechanisms are in place to fully integrate or reintegrate migrants in an environment where they can contribute to the development of Jamaica.

Intermediate Outcomes	Outputs
1. An effective system that assists return migrants in their transition and resettlement, enabling them to contribute to national development	Return migrant strategy formulated in partnership with countries of destination to facilitate skills training, counselling, medical assistance, government services and small enterprise development, among others, to facilitate successful re-integration
	Directory of services developed by the GoJ with menu of services available to involuntary migrants that is supported by GOJ's established governance framework
2. An effective network of communities, families	Partnerships forged with the local diplomatic corps

and institutions providing support geared towards building awareness, civility and tolerance to migrants	for implementation of a Jamaica integration programme to prepare immigrants on the culture of Jamaica
	Strengthened mechanisms and consular services facilitated for easier integration and reintegration of Jamaican migrants
	Jamaican associations supported and strengthened to enable the forging of partnerships and provision of support to return migrants
	Public and private partnerships forged and coordinated with Diaspora organizations to facilitate the reintegration of returning and returned Jamaicans
3. A supportive environment that improves the well-being and knowledge of migrants through established training, sensitization, employment and social assistance programmes.	Institutional programmes strengthened for relevant organizations, both national and those at the local level, that assist return migrants (voluntary and involuntary) to reintegrate and make positive contributions
	Improved information sharing and collaboration among relevant agencies locally and overseas
	National repository (database) of Diaspora skills and expertise formulated and established.

4.3.7 Public Order, Safety and Security

Public order, safety and security are integrally linked to national development as they are used globally as core benchmark indicators of vibrancy and responsiveness of a country's governance system. In order to promote effective arrangements and mechanisms that integrate international migration in national development planning, these priority areas must be examined as an integral part of the response at the national, regional and international levels. These arrangements and mechanisms require new approaches to public order, safety and security which provide consideration for the protection of the basic human rights of all residents. Continued emphasis must be placed on the treatment of vulnerable groups, refugees, trafficked victims and irregular migrants in times of conflict and natural hazards, when internal displacement may become a reality.

The migration process poses threats to both temporary and permanent migrants; as such the development of a Migration Crisis Operational Framework (MCOF) is an area to be treated as priority going forward. Such a framework is being adopted internationally and is based on international humanitarian and human

rights law, and humanitarian principles. In line with these obligations, states are responsible for protecting and assisting crisis-affected persons on their territory.[38]

Jamaica must also formulate multidimensional strategic approaches to mitigate the negative impacts and the associated economic costs for foreign and domestic trade and investment within the framework of the country's vision for developed country status by the year 2030. Therefore, the legal and normative frameworks that govern citizen and border security must be contextualized in the national, regional and international spheres to safeguard the human rights and well-being of all residents.

Goal: By 2030, an orderly, safe and secure environment is enhanced through efficient and effective management of the migration process, thereby contributing to national development.

Intermediate Outcomes	Outputs
1. Systems and mechanisms for the effective monitoring and management of migration flows in a manner that promote and preserve public order, safety and security.	Multilateral and bilateral arrangements facilitated in an effort to support public order safety and security
	Public awareness strategies developed and implemented to promote and facilitate an understanding of migration and development issues and their impact on public order, safety, and security
2. Processes and instruments for monitoring and providing interventions to safeguard against discrimination and victimization of migrants.	Legislative and governance frameworks expanded and strengthened to enhance migration flows public order, safety and security
	Law enforcement and border officials trained on relevant national and international laws applicable to the migration and development process
	Mechanisms established to enable migrants to access legal, human rights, and development services at home and destination countries
3. A responsive framework for stakeholder engagement in planning and decision-making for enhancing the contribution of migration to development.	Increased support provided for inter and intra-sectoral issues on public order, safety and security that relate to international migration and development
	Structures established at the national, parish and

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[38] International Organization for Migration. (2012). IOM Migration Crisis Operational Framework. MC/2355.

	community levels to monitor and engage stakeholders on migration and security issues
	Sustained crime reduction strategy strengthened which targets communities in which returned residents reside
4. Robust identification, investigation and prosecution of trafficking offences	Mechanisms and programmes strengthened for information sharing and cooperation in border management to enhance development, reduce trafficking in persons, smuggling of migrants and international terrorism
	Inter-state cooperation activities promoted and implemented to strengthen development cooperation and prevent and combat document fraud, free movement of terrorist suspects, smuggling and trafficking, as well as other organized transnational crimes
5. Adoption of migrants in crisis framework to ensure during emergencies and natural disasters, vulnerable migrants have access to basic services.	Migrants in Crisis Guidelines developed and implemented by the government.
	Migrants in Crisis Surveillance System developed and monitored by border control and local authorities.

4.3.8 Family, Migration and Development

The family is the basic unit of society and is recognized by the state in the migration and development process. The decision for a member of the household to migrate is based on complex and dynamic socioeconomic and political factors. Migration can improve income and other benefits for migrants, their dependents and countries of origin, transit and destination. Migration also has the potential to adversely affect families; this gives rise to challenges that impact the well-being of minors and hinders the abilities of migrants to successfully integrate in their new environments. Efforts to keep families together and protect them from the adverse impact of migration are the ultimate goals of the Jamaican government. This is in alignment with national and international law as shown in major conventions and protocols.

Goal: By 2030, the migrant family is preserved, protected and empowered to ensure the productive lives of its members.

Intermediate Outcomes	Outputs
1. Systems, mechanisms and protocols for the care, protection and provision of services for children in migrant families are in place	Social protection provisions broadened and strengthened to support and enable migrant families to contribute to national development
	Institutional capacities bolstered in government to address issues relating to family affairs (inclusive of migration issues)
2. Effective and efficient socio-economic support, empowerment systems and institutions to assist families directly affected by migration	Systems to promote collaborative efforts among institutions established in the public sector and civil society to assist minors and other dependents in migrant households through transfer of school and health records, supervision and monitoring, attention with respect to special needs, counselling, care and maintenance
	Mechanisms and processes developed and strengthened for ensuring the preservation and continuity in relationships between members of households, irrespective of spatial separation
	Capacity strengthening facilitated for NGOs and related organizations that provide services to migrant families and migrants in crisis.
3. System that monitors and provides access to services for adult dependents (including persons with disabilities) and ensures that they are not marginalized.	Network of service providers expanded and disseminated across MDAs, NGOs to provide coverage for migrant families and their dependents
	Public education and sensitization programmes facilitated with respect to children, elderly, persons with disabilities, and other vulnerable persons in migrant households.(Emphasis on the necessity of having a legal guardian[39]/ caregiver when heads of households and/or adult members migrate

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[39] Any person who is the parent or legal guardian of a child, or who is legally liable to maintain the child, shall be presumed to have the custody of the child, and as between father and mother, neither shall be deemed to have ceased to have such custody by reason only that the father or mother has deserted, or otherwise does not reside with, the other parent and the Child (Child Care and Protection Act, 2004, Section 4 a)

4.3.9 Data, Research and Information Systems

The effective implementation of national plans and policies related to international migration and development depends on the availability of timely and accurate data, systematic research and the use of modern information systems. Data collection processes should be done in accordance with international standards to ensure compatibility and comparability. This requires collaboration among institutions and in certain cases sovereign nations if the process is to be effective. Dissemination of data to stakeholders in a timely manner requires interoperable systems that ensure and assist in the national planning and decision-making processes of the country.

> **Goal: By 2030, there is a reliable statistical infrastructure that is compliant with national, regional and international standards to inform policy, decision-making, planning, implementation and monitoring and evaluation.**

Intermediate Outcomes	Outputs
1. A robust national statistical system on migration and development to facilitate efficient data collection, data management and security for sharing among all stakeholders	A comprehensive research programme developed to support evidence-based policy-making and evaluate the impact of policies on migration and development and safeguards confidentiality
	Standardized databases and processes established to ensure interoperability for improved data quality and the development of indicators to international standards
2. Creation of environment that fosters extensive and continuous policy-relevant research across all levels and facilitates comprehensive professional training programmes for data and research on migration and development	Framework formalized for monitoring migration statistics through the national statistics programme and established repository for migration and development
	National standards manuals and training programmes developed and disseminated on international migration and development statistics and systems
	Capacity building programmes strengthened in support of a comprehensive information and knowledge base on international migration and development issues
3. An efficient and modern information systems platform, which facilitates data transmission and sharing among MDAs.	Hardware and software data platform procured and implemented to enhance a robust data sharing system across MDAs

	Integrated migration and border management data collection system established to provide effective border and information management.

5.0   LEGISLATIVE FRAMEWORK

An effective legislative framework is essential for the policy to realize the goal of adequately measuring, monitoring and influencing international migration to serve national development needs. There are several important aspects of international migration that are underpinned by legislation. These include the:

- protection of the rights of migrants

- elimination of all forms of discrimination

- promotion of fair competition

- protection of assets and property rights

- reduction of fraud and illegal activity

- provision of appropriate benefits to migrants and their dependents

- protection of the most vulnerable

- prevention and suppression of TIP and the prosecution of offenders

- reduction in the levels of transnational crime.

The existing legislative framework related to international migration and development should also have the capacity to support the goals and objectives of the policy. The National Policy is set within the framework of the Jamaican Constitution and is in line with developments at the global and regional levels that are designed to foster coherence, coordination and harmonization of measures that fosters the mainstreaming of migration into national development. The nation has strong historical links with the major IO as evidenced by initiatives, programmes and the physical presence of organizations such as the United Nations group of agencies, the World Bank, the International Monetary Fund (IMF) and the Inter-American Development Bank (IDB).

At the international and regional levels, Jamaica is signatory to several treaties relating to migrants and the free movement of people, chief among them are the:

- Universal Declaration of Human Rights

- International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families

- United Nations Convention against Transnational Organized Crime

- Convention Relating to the Status of Refugees (CRSR)

- International Covenant on Economic, Social and Cultural Rights (ICESCR)

- Free Movement Protocol under the CARICOM Single Market and Economy.

Jamaica is one of 189 countries that is a signatory to the Millennium Declaration which emphasizes humanitarian law, international human rights and sustainable development. The governance framework undergirding migration in Jamaica is based on legislation dating back to 1945. Immigration and border management have traditionally depended on duration of stay, landed status and the issuance of work permits for qualified foreign nationals. The issuing of landed status and work permits is based on the following:

- The Aliens Act, 1988

- The Immigration Restriction (Commonwealth Citizens) Act, 1988

- The Foreign Nationals and Commonwealth Citizens (Employment) Act, 2011

- The Caribbean Community (Free Movement of Skilled Persons) Act, 2004

- The Caribbean Community (Establishment, Services, Capital and Movement of Community Nationals) Act, 2006

- The Trafficking in Persons (Prevention, Suppression and Punishment) (Amendment) Act, 2013

- The Jamaican Nationality Act, 1999

Under the CSME Free Movement Initiative, over 14 categories of persons are permitted to move and work throughout the region. This freedom of movement is granted by the MLSS through the award of a Certificate of Recognition of CARICOM Skills Qualification. This certificate replaces the work permit for CARICOM nationals. Persons seeking to obtain work permits are required to make an application to the MLSS through their prospective employer, contractor (individuals), Jamaica Promotions Corporation/Trade and Invest (JAMPRO) or through legal representation. Categories of persons eligible for receiving exemptions for work permits are outlined in the relevant Acts. In cases where there is no intention to work but the request to remain in the country for a period in excess of six months is received, landed status may be granted by PICA. Any other person may remain as a visitor, up to a maximum of six months at any one

time, subject to being in possession of a Jamaican visa. These regulations reflect a general strategy to manage the country's borders through established criteria for admission and extension of stay to persons.

Labour mobility is encouraged at the regional level, and the GoJ recognizes the need for and benefits of circular migration. The Jamaican legislation also allows for the maintenance of dual citizenship for emigrants and permits for the awarding of dual citizenship on the following basis:

- Descent
- Marriage
- Naturalization (non-Commonwealth citizens)
- Registration (Commonwealth Citizens)
- Registration (Minors).

A complete list of the laws that are relevant for migration and development may be found in Appendix I – Legislative Framework.

The GoJ recognizes that vulnerability to exploitation and abuse, poverty, social exclusion and a lack of participation in political decision-making processes pose inherent threats to migrant rights. Where legislative measures exist, compliance and enforcement are challenging or will require amendment or enactment of new legislation. In some cases, institutions need to be modernized and specific laws amended to accommodate changing organizational mandates based on the proposed policy actions. The country is also closely affiliated with processes, such as the Global Forum on Migration and Development (GFMD) that promulgates global best practices and guidelines in international migration and development. The following measures are recommended for compliance, enforcement and overall implementation of the policy:

- comprehensive review of all applicable laws to identify limitations as well as to improve coordination mechanisms
- steps to repeal, amend, establish laws or strengthen institutions or judicial structures as recommended by the review
- establishment of a mechanism for periodic review of laws to ensure coherence among relevant policies and institutions.

Therefore, the policy calls for strategies that support key elements of migration to guarantee structured, orderly and humane implementation of actions and outcomes. It is in this context that this policy is formulated, taking into account relevant regional policies and initiatives and putting forward a basis for action that requires improvement in the legislative framework. The existence of enforcement mechanisms and attendant regulations as well as the review of all applicable laws is necessary to ensure policy relevance.

5.1   Role of Government

The GoJ shall create an enabling environment to facilitate:

- Actions that legitimize the Jamaican state and its endeavours to become a credible partner in mainstreaming migration into development planning
- Policy coordination, coherence and governance structures that promote border security at international, regional, national and community levels
- Knowledge transfer among the populace, Diaspora, state institutions and bilateral and multi-lateral partners with respect to migrant rights and obligations
- Use of modern technology in the collation, sharing and analysis of migration data
- Evidence-based planning and implementation of policy goals, actions and outcomes
- Opportunities for migrant families to actively participate in the labour force
- Development of robust platforms that allow for the transferability of social protection benefits, guardianship maintenance and the inclusion in social safety net programmes
- Free movement of labour and capital
- Acknowledgement and maximization of the value of Diaspora contributions
- An environment that protects and safeguards the welfare of migrants and citizens
- Reciprocal engagement of Diaspora that allows growth and development of migrants, countries of origin and destination
- Expansion of remittances mediums and partners to allow for the effective transfer of cash and non-cash benefits
- Recognition and reintegration of returned migrants
- Strategic partnerships with local communities and families to reduce fear, stigma and discrimination against migrants in countries of origin and destination

- Gender mainstreaming in the formulation and implementation of migration-related policies, programmes and projects.

6.0   INSTITUTIONAL GOVERNANCE

Mainstreaming migration into national development planning requires the existence of well-structured institutions, partnerships and robust governance frameworks across sectors locally and internationally. To effectively realise and efficiently monitor policy goals, outcomes and actions, across sectors, significant levels of coordination will be required to successfully implement the National Policy. A multi-sectoral committee will provide oversight and coordination; and reflect the interlinkages between the key stakeholders and government. The institutional framework for the monitoring and evaluation of the National Policy and Plan of Action will include Parliament, Cabinet, the International Migration and Development Monitoring Board, the Diaspora Monitoring Board and the NWGIMD (Figure 9).

Parliament

Parliament is the highest body in the governance structure relating to migration and development. Its role is to provide national policy and legislative decision-making on migration and development.

Cabinet

The role of the Cabinet is to give approval for and make decisions relating to migration and development policies and programmes submitted by the Population Thematic Working Group and/ or the Minister with responsibility for Planning and Foreign Affairs and Foreign Trade, as well as other Ministers as may be appropriate.

Population Thematic Working Group – Vision 2030 Jamaica

The Population Thematic Working Group (Pop-TWG) is responsible for monitoring the implementation of the population component of the National Outcome - A Healthy and Stable Population – under *Vision 2030 Jamaica–National Development Plan* and successive Medium-Term Socio-Economic Policy Frameworks (MTFs). The scope of work for the Pop-TWG is informed by the actions, targets and indicators of the Population Sector Plan for international migration and development. The membership of the Pop-TWG includes relevant government MDAs, private sector bodies, academia, civil society representatives, IO and key individuals with expertise in matters relating to migration and development. In this regard, the NWGIMD will interface with the Pop-TWG under Vision 2030 Jamaica in ensuring consistency and coordination

between population and development matters and those relating to international migration and development.

Specific responsibilities:

- Provide technical advice on the inter-relationships between population and international migration and development matters to the NWGIMD
- Ensure the mainstreaming of international migration into national population and development priorities
- Recommend budgetary support where appropriate for the implementation of the policy
- Assist with the monitoring and evaluation of the implementation of the National Policy and Plan of Action on International Migration and Development
- Perform any other relevant duties as may be required.

International Migration and Development Monitoring Board

The International Migration and Development Monitoring Board will serve as a technical key advisory body to the NWGIMD, provide policy advice and report to the ministers with responsibility for Planning and Foreign Affairs and Foreign Trade, Cabinet and other ministers as may be appropriate. The Monitoring Board had it inaugural meeting on March 17, 2016 and it is envisioned it will meet at least twice per year, or as necessary. MDAs represented on the Monitoring Board are:

1. Planning Institute of Jamaica (Chair)
2. Office of the Prime Minister
3. Ministry of Foreign Affairs and Foreign Trade
4. Ministry of National Security
5. Ministry of Labour and Social Security
6. Ministry of Finance and the Public Service
7. Ministry of Justice/Attorney General's Chambers
8. Ministry of Economic Growth and Job Creation (to be co-opted)

Specific responsibilities:

- Provide policy advice on international migration and development matters to the ministers with responsibility for planning as well as to other ministers or Cabinet as appropriate

- Ensure that the mainstreaming of migration is given due consideration in national priorities

- Recommend budgetary provisions where appropriate for the implementation of the policy

- Monitor and evaluate the implementation of the National Policy on International Migration and Development

- Provide technical and programmatic advice to the NWGIMD on international migration and development matters

- Perform any other relevant duties as may be required.

FIGURE 9: INSTITUTIONAL FRAMEWORK FOR MONITORING THE IMPLEMENTATION OF THE NATIONAL POLICY ON INTERNATIONAL MIGRATION AND DEVELOPMENT

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                        │        Parliament        │
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                                    ▲
                                    │
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                        │         Cabinet          │───────│  Ministers with       │
                        └─────────────────────────┘       │  responsibility for   │
                                    ▲                       │  Economic Growth and  │
                                    │                       │  Foreign Affairs      │
                        ┌─────────────────────────┐       └──────────────────────┘
                        │  International           │
                        │  Migration and           │       ┌──────────────────────┐
                        │  Development             │───────│   Chair - PIOJ        │
                        │  Monitoring              │       └──────────────────────┘
                        │  Board                   │
                        └─────────────────────────┘
                                    ▲
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  ┌──────────────┐     ┌─────────────────────────┐
  │ Population    │     │ National Working Group   │     ┌───────────────────────────┐
  │ Thematic      │-----│ on International         │─────│ - Diaspora Monitoring Body │
  │ Working Group │     │ Migration and            │     │ - Diaspora Conference      │
  │ (Vision 2030) │     │ Development (NWGIMD)      │     │   Implementation Council   │
  └──────────────┘     └─────────────────────────┘     └───────────────────────────┘
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Ministries (Permanent Secretaries or designate)	Departments (Heads of Departments)	Agencies (Heads of Agencies)	Private Sector	Non-governmental organizations	International Development Partners (Observers)
Ministries of: Justice Foreign Affairs and Foreign Trade Labour and Social Security Finance and the Public Service National Security Education Health Local Government Office of the Prime Minister Culture, Gender, Entertainment and Sport Economic Growth and Job Creation	Attorney General's Chambers Jamaica Customs Department Office of Disaster Preparedness and Emergency Management	Child Development Agency Planning Institute of Jamaica Statistical Institute of Jamaica Passport Immigration and Citizenship Agency Bank of Jamaica HEART Trust/NTA Jamaica Information Service Jamaica Promotions Corporation (JAMPRO)	Private Sector Organization of Jamaica Victoria Mutual Money Transfer COK Remittance Services Jamaica National Money Transfer Lasco Financial Services Limited Grace Kennedy Remittance Services Capital and Credit Remittance Services NCB Remittance Services Recruitment Agencies	Jamaica Diaspora Institute National Association of Returning Residents Hope for Children National Organization for Deported Migrants Hibiscus FURI HelpAge International Jamaica Employee Federation Jamaica Business Development Corporation Independent Jamaica Council for Human Rights	United Nations Development Programme International Organization for Migration United Nations Population Fund United Nations Children's Fund United Nations High Commissioner for Refugees Programme

National Working Group on International Migration and Development (NWGIMD)

The NWGIMD is a multi-sectoral body with responsibility for coordinating and providing overall guidance and oversight on matters relating to international migration and development (see Appendix III). The committee provided technical input in the formulation of the policy and will operate as the primary body with responsibility for managing and coordinating the implementation of the policy. The Committee will be chaired by the PIOJ, with vice-chairmanship by the MFAFT at the technical level and will meet quarterly or as is deemed appropriate.

The responsibilities of the NWGIMD include reviewing and making recommendations on strategic priorities on international migration and development to the International Migration and Development Monitoring Board, the government and other stakeholders as appropriate. Specifically, the NWGIMD will:

- Provide technical advice and policy recommendations on international migration and development to the government and the ministers with responsibility for international migration and development
- Promote shared inter-institutional understanding through sharing of information and joint needs assessments/analysis of migration and development matters
- Facilitate a clear division of institutional roles and responsibilities among MDAs relative to their mandated areas of responsibility for international migration and development
- Ensure formulation of annual operational and three-year Corporate Plans for implementation of the policy
- Coordinate and manage the implementation of the policy and Programme of Action
- Operate as a standing committee for the national policy and facilitation of institutional coherence on migration and development issues in Jamaica
- Facilitate the integration of international migration issues into national and sectoral development policies, plans, and programmes
- Ensure the provision of briefings to ministers and relevant parliamentary groups on the implementation of the policy and subsequent follow-up actions
- Recommend budgetary provisions for the implementation of the policy as is necessary
- Perform any other relevant duties as may be required.

Sub-committees of the NWGIMD are tasked with the responsibility for the execution of policy goals, outcomes, actions and recommendations within the nine thematic areas covered in the policy. These working teams represent a merger of priority areas that are closely linked to each other. Each sub-committee will focus on specific priority areas:

- Diaspora, Remittance, Return, Integration, Re-integration and Development
- Labour Mobility, Family, Migration, Social Protection and Development
- Public Order, Safety and Security
- Data, Research and Information Systems.

In addition, the areas of Gender, Human Rights, Governance and Policy Coherence will be treated as cross-cutting issues.

Planning Institute of Jamaica (PIOJ)

The PIOJ is the national focal point for international migration and development in Jamaica and will provide administrative support through a secretariat located in the Social Policy, Planning and Research Division (SPPRD). The Director General or his representative will be designated to chair the NWGIMD.

Ministry of Foreign Affairs and Foreign Trade (MFAFT)

The MFAFT is the national focal point for foreign policy, trade and Diaspora affairs in Jamaica and its representative will be the designated vice chair of the NWGIMD. The MFAFT will have specific responsibility for coordinating the Diaspora Monitoring Body and formulating a Diaspora Policy which supports the International Migration and Development Policy.

7.0   MONITORING, EVALUATION AND POLICY REVIEW PROCESS

A Monitoring and Evaluation Framework will be formulated to ensure the effectiveness; efficiency and impact of the policy on the national development landscape (Appendix IV). It is recognized that the institutional capacities of government entities represented on NWGIMD are at varying levels in the mainstreaming process.   The NWGIMD will undertake initiatives to strengthen the capacities to effectively implement the Policy and monitor key indicators and targets encapsulated in *Vision 2030 Jamaica* and corresponding MTFs. The implementation of the policy will be subjected to a comprehensive review every second Corporate Planning Cycle (6th year) through assessment of progress in line with output and outcome indicators.

8.0   POLICY ALIGNMENT

The National Policy on International Migration and Development is aligned to *Vision 2030 Jamaica* as well as other sectoral policies (Figure 10). Policy alignment is encapsulated within existing components of international and regional agreements. The policy governance structure will be robust and systematic in its approach to ensure that the actions undertaken to optimize the opportunities from the mainstreaming of migration inform future developments.

9.0   FINANCING THE POLICY

The implementation of the National Policy on International Migration and Development will not require substantial additional funding from government as institutionalization of the process is envisioned across respective sectors. It is expected that reallocations within the existing budgets of MDAs will be used to support the execution of policy goals, outcomes and actions. Support for the implementation of the policy will also be financed from a plethora of partners and interest groups both locally and overseas. It is envisaged that the International Development Partners (IO) will be a major source of grants, donations, loans, and special joint venture projects and programmes.

FIGURE 10: POLICY ALIGNMENT

INTERNATIONAL LAWS AND CONVENTIONS

UNITED NATIONS TRANSFORMING OUR WORLD AGENDA 2030 FOR SUSTAINABLE DEVELOPMENT

MILLENNIUM DEVELOPMENT GOALS

LOCAL LAWS

VISION 2030 JAMAICA

Agricultural Development Policy
Energy Policy
Privitization Policy and Procedures
Trade Policy
Strengthening of SME Sector Policy
Investment Facilitation Policy
Freezone and Office Space Policy
Consumer Protection Policy
National Quality Infrastructure Policy
Modernization of Industry Policy

National Population Policy
The Micro, Small and Medium Enterprise (MSME) and Entrepreneurship Policy
National Science and Technology E-Transactions Policy
Jamaica National Environment Action Plan
Telecommunications Policy
National Industrial Policy
National Land Policy
Local Government Policy
Tourism Master Plan
Incentives for Attractions

National Security Policy
National Policy for Senior Citizens
Labour Market Reform
Reform of the Social Safety Net
National Policy for Persons with Disabilities
Justice Sector Transformation
Modernization of Court Facilities
National Policy Statement on Women
National Culture Policy
Sports Policy
National Youth Policy

National Policy on Children
National HIV Policy
Mental Health Reform
Education Policy
Task Force Report on Education Reform
National Policy for Gender Equality
Encouragement of Export Industries Policy

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10.0 APPENDICES

APPENDIX I

THE LEGISLATIVE FRAMEWORK

The instruments listed below are selected based on their relevance to the nine thematic areas outlined in the policy. The approach is primarily to present a synopsis of the main elements of the laws and related instruments. A critical analysis of the adequacy of these laws pertaining to their linkages to development will be undertaken at a later stage.

MIGRATION LEGISLATION

- **Jamaica (Constitution) Order in Council, 1962** is the highest law in Jamaica and gives force and effects to other laws of the country. It addresses relevant issues such as: [a] citizenship; [b] fundamental rights and freedoms of individuals; [c] foremost institutions in the political governance of the country; [d] political representation; and [e] the roles of the executive and the judiciary in legal and economic development.

- **The Charter of Fundamental Rights and Freedoms (Constitutional Amendment) Act, 2011** addresses the fundamental rights and freedoms afforded to all persons in Jamaica (i.e., life, liberty, security of persons, freedom of thought, freedom of expression, opinion, freedom of assembly, freedom of movement, the right to equality before the law, rights of children, right to a passport, etc.). It also deals with protection of property rights, the right to due process, freedom of religion, and the status of marriage.

- **The Jamaica Nationality Act, 1999** examines the rights, procedures and conditions of accessing Jamaican nationality. The Act examines the: [a] retention of nationality; [b] minors; [c] naturalization; [d] conditions regarding deprivation of citizenship; [e] evidence requirements for citizenship; and [f] regulations and offences.

- **The Passport Act, 1979** embodies the legal force of this identifying document to be used primarily for the purpose of international travel. It covers [a] document issue and renewal; [b] document validation; [c] power (through the Minister) of representative institutions overseas; [d] appointment of officers; [e] fees; and [f] offences and penalties.

- **The Aliens Act, 1988** examines [a] retention of nationality; [b] eligibility for admission and restriction on landing; [c] inspection and detention of aliens; [d] supervision and deportation of aliens; and [e] revocation and variation of orders.

- **The Foreign Nationals and Commonwealth Citizens (Employment) Act, 2011** addresses [a] employment controls of foreign nationals; [b] application for and production of work permits; and [c] offences and penalties.

- **The Extradition Act, 2005** deals with [a] extraditable offences; [b] application of provisions to stipulated Commonwealth and foreign states; [c] extradition to and from approved states; [d] proceedings for extradition; and [e] appeals and repeals (for Jamaica).

- **The Trafficking in Persons (Prevention, Suppression and Punishment) (Amendment) Act, 2013** includes [a] a widening of the definition of "exploitation" to refer not only to forced labour and slavery but also to "debt bondage"; [b] an increase in 9the penalty for the offence of trafficking in persons; and [c] a new provision for offences akin to trafficking and other related matters. The amendments to the Act also include provisions to facilitate timelier identification, removal and protection of victims of trafficking. The amendments empower Justices of the Peace, rather than Judges, to issue a warrant to search for and remove from premises, any victims of trafficking. The Justice of the Peace is also given statutory power to make orders relating to victims being placed and kept in a place of safety or otherwise as the circumstances permit or require for the protection and welfare of the victim.

- **The Trafficking in Persons (Prevention, Suppression and Punishment) Act, 2007** covers matters relating to the illegal trade of human beings for sexual and commercial exploitation. Its constituents include [a] offences (by bodies corporate); [b] immunity of victims from prosecution; [c] assistance to and protection of victims; and [d] prevention. The Act also seeks to promote cooperation between Jamaica and other States in order to prevent and suppress trafficking in persons and to punish offenders.

- **The Immigration Restriction (Commonwealth Citizen) Act, 1988** outlines provisions for [a] general powers of immigration officers; [b] prohibited immigrants; [c] persons deemed not prohibited; [d] certificate of identity upon re-entry; [e] orders for leave and removal; [f] extension of leave to remain; [g] in-transit passengers and crew; [h] visitors; [i] warrants and places of detention; and [j] recovery of expenses.

- **The Maritime Drug Trafficking (Suppression) Act, 1998** includes the [a] application of the Act to treaty states; [b] requests by Jamaica; and [c] requests by treaty states.

- **The Emigrants Protection Act, 1925** covers [a] application to leave the island; [b] need to procure a permit to travel; [c] powers of the minister (country provisions, reparation fees etc.); [d] registration of recruiting agents; [e] obtaining documents by false pretenses; [f] offences for false documents; [g] penalties and the powers of constables; and [h] agreement with foreign country.

- **The Caribbean Community Act, 2005** encompasses [a] treaty having force of law; [b] financial provisions; [c] evidence; [d] objectives of the Community; [e] non-discrimination; [f] the organs of the Community and their roles; and [g] Councils for Human and Social Development, and Foreign and Community Relations.

- **The Caribbean Community (Free Movement of Skilled Persons) Act, 2004** incorporates provisions for [a] indefinite and provisional entry of skilled persons; [b] qualification and occupations required for the issue of a qualifying certificate; [c] spouses and dependents; [d] revocation of permission; and [e] offences and penalties.

- **The Caribbean Community (Establishment, Services, Capital and Movement of Community Nationals) Act, 2006** includes [a] the rights of establishment (movement of restrictions, and treatment of monopolies, etc.); [b] provision of services; [c] movement of capital and foreign exchange provisions; [d] safeguard measures, security restrictions; and [e] appeals.

TRADE AND INVESTMENT

- **The Jamaica Promotions Corporation Act, 1990** deals with [a] establishment and functions of the corporation (i.e., trade and industry, export, and investment activities in all areas of the Jamaican economy, etc.); [b] financial powers of the organization; and [c] regulations and exemptions from stamp duties.

- **The Fiscal Incentives (Miscellaneous Provisions) Act, 2013** serves to introduce a uniform fiscal incentives law in fulfilment of the commitment by the Government of Jamaica to an omnibus Tax Incentives Framework, through [a] amendment of the *Income Tax Act* to include new fiscal incentives that are of general application and enhance existing fiscal incentives; and [b] to repeal certain enactments that grant fiscal incentives to specific sectors of the economy.

- **The Income Tax Relief (Large-scale Projects and Pioneer Industries) Act, 2013** deals with [a] provision for the designation of projects as approved large-scale projects or economic activities as approved pioneer industries; [b] to provide income tax relief in relation to projects and activities so designate; and [c] for connected matters.

- **The Customs Tariff (Revision) (Amendment) Resolution, 2013** makes provision that [a] the House of Representatives may from time to time by Resolution impose customs duties upon goods imported into Jamaica; and [b] revoke, reduce, increase or alter any duties so imposed; and [c] may provide for the importation of any goods without payment of customs duties thereon.

RECRUITMENT AND EMPLOYMENT

- **The Employment Agencies Regulation Act, 2007** gives power to regulate and provide oversight to employment agencies operating in Jamaica. It is relevant to [a] powers of entry and inspection of premises; [b] application for and duration of licences; [c] payment of fees, and [d] bond requirements for placement of employees abroad.

- **The Employment (Equal Pay for Men and Women) Act, 1975** deals primarily with [a] payment of equal pay for equal work; [b] keeping of records; [c] burden of proof; [d] powers of inspection; and [e] regulations (mediation procedures, remuneration of employees, etc.).

- **The Recruiting of Workers Act, 1969** deals directly with [a] recruitment of workers from foreign countries; [b] licensing of persons who wish to recruit workers; [c] examination of workers; and [d] return of workers to their homes.

- **The Income Tax Act, 2009** deals with [a] administration; [b] imposition of income tax; [c] exemptions; [d] ascertainment of chargeable income; [e] non-residents, temporary absentees and temporary residents; [f] rates of tax, [g] taxes on bodies corporate; [h] application to venture capital companies; [i] relief against double income tax; and [j] penalties.

SOCIAL SERVICES

- **The Charitable Organisations (Tax Harmonisation) (Miscellaneous Provisions) Act, 2013** seeks to provide for the harmonization of the tax treatment of charitable organisations by amending the following: *the Customs Act, the General Consumption Tax Act; the Income Tax Act; the Property Tax Act; the Stamp Duty Act; and the Transfer Tax Act.*

- **The National Housing Trust Act, 2005** deals with [a] establishment of the National Housing Trust (NHT); management and functions; [b] contributions; [c] benefits; [d] rates of interest, administration; and [e] offences and penalties.

- **The National Health Fund Act, 2011** deals with [a] establishment of the Fund; [b] beneficiaries of the Fund; [c] policy directions; [d] fund resources; [e] tax revenue exemptions; [f] specific diseases and specified medical conditions; and [g] penalties for false declarations.

- **The National Insurance Act, 2008** pertains to [a] insured persons and national insurance contributions; [b] descriptions and rates of benefits and contribution conditions; [c] old age benefits; [d] invalidity benefit; [e] widow and widowers benefit; [f] orphan and special child benefits; [g] funeral grants; [h] maternity benefits; and [i] claims and adjudication.

- **The Maintenance Orders (Facilities for Enforcement) Act, 1999** involves [a] application in Jamaica of orders made abroad (registration, confirmation, conversion to Jamaican currency, change of address, transmission of documents, etc.); [b] application abroad of orders made in Jamaica (transmission, variation and revocation of orders made in courts abroad or in Jamaica, provisional orders; [c] admissibility of evidence; [d] appeals; and [e] designation of reciprocating countries.

- **The Registration of Titles Act, 2005** covers [a] the power to repeal laws and practices; [b] procedure in bringing land under the operation of the Act; [c] caveat against registration; [d] registration of land with doubtful title; [e] re-registration by plan; [f] establishment of a register book; [g] provision as to certificates; [h] transfers, leases, mortgages and charges; [i] subdivision by lots; [j] execution of instruments; [k] powers of attorney; [l] fees and duties; and [m] offences.

- **Land Development Duty Act, 1971**   includes [a] the power of the minister to declare a special development area; [b] duty on capital gains; [c] betterment charges; [d] appeals; and [e] penalties for false statements and offences, etc.

PROFESSIONAL SERVICES

- **The Dental Act, 1999** covers the [a] registration and enrolment of dentists; [b] censure and suspension; and [c] the functions of the council. The Act was amended in 1979.

- **The Medical Act, 2004** includes the registration and control of medical practitioners and the regulation of the practice of medicine.

- **The Professions Supplementary to Medicine Act, 2000** covers the [a] registration of members of certain professions supplementary to medicine; [b] regulation of the conduct of members of those professions; and [c] regulation of training for those professions.

- **The Nurses and Midwives Act, 2005** provides for the [a] control of the training and practice of nurses, midwives and assistant nurses, for the registration of nurses and midwives; [b] enrolment of assistant nurses; and [c] for matters incidental to or connected with the matters aforesaid.

- **The Legal Profession Act, 2007** covers the enrolment and practice of legal practitioners, for the establishment of a general legal counsel.

FAMILY

- **The Children (Guardianship and Custody) Act, 1991** involves [a] rights of surviving parents; [b] power of parents to appoint testamentary guardians; [c] power of guardians; [d] power of the courts; and [e] enforcement of orders for payment of money.

- **The Child Care and Protection Act, 2004** focuses on [a] children and protection of children; [b] the Children's Advocate and Child Register; [c] general provisions for care of children; [d] child employment and exposure to health risks such as smoking and drug use; [e] licences for special homes for children; and [f] conditions of detention for children and criminal responsibility of minors.

- **The Children (Adoption of) Act, 1982** entails [a] establishment and functions of the Adoption Board; [b] power to make adoption orders; [c] evidence of consent by parties; [d] intestacies, wills and settlements; [e] jurisdiction and procedures; and [f] appeals and provisions.

- **The Maintenance Act, 2005** includes [a] obligation of spouses during marriage and cohabitation; [b] obligation of parties on termination of cohabitation; [c] obligation of non-minors; and [d] maintenance orders, the power of courts and payments under the Act.

- **The Marriage Act**, **1979** pertains to [a] roles and responsibilities of marriage officers; [b] notices under the Foreign Marriage Act; [c] licences and stamp duties; [d] provision for a register; [e] duties of civil registrars and marriage officers; and [f] offences (tampering, falsification of documents, provisions related to punishment, etc.).

- **The Matrimonial Causes Act, 2005** covers [a] suits for dissolution and nullity; [b] recognition of foreign decrees; [c] practice and procedure of the courts; and [d] injunctions and other orders.

- **The Property (Right of Spouses) Act, 2006** includes [a] use of the Act in place of rules of common law and equity; [b] entitlement to and transfers of interest in the family home; [c] property agreements and property rights; [d] division and disposal of property; and [e] powers of the Court.

- **The Inheritance (Provision for Family and Dependants) Act, 1993** covers [a] application for financial provisions from the deceased's estate; [b] time limit for applications; [c] the power of the courts; [d] interim orders; [e] termination of orders upon remarriage of former spouse; and [f] contracts to leave property by wills.

- **The Status of Children Act, 2005** includes [a] equality of status, provisions in wills and protection in trusts; [b] evidence of parenthood and the power of the courts, paternity; and [c] blood tests, blood samples, and attendant regulations.

- **The Judgments (Foreign) (Reciprocal Enforcement) Act, 1923** is inclusive of [a] enforcement of judgment in foreign courts; [b] precedence of courts; and [c] jurisdiction in the Commonwealth.

CULTURE AND HERITAGE

- **The Jamaica Cultural Development Commission Act, 1980** covers the promotion of cultural programmes and activities throughout the island and organizing celebrations of national interest.

- **The Jamaica National Heritage Trust Act, 1997** refers to a corporate body with the power to purchase, hold and dispose of land and other property. It covers the: [a] protection of national monuments and heritage; and [b] tax and duty exemptions.

- **The Tourism Enhancement Act, 2011** covers [a] payment of fees or dues and transfer to a Fund; and [b] accounts, audit and reporting.

EDUCATION

- **The Education Act, 2003** covers [a] the statutory system of education (stages of the system, management, loans to institutions, registration of students, children with special needs, etc.); [b] operation of independent schools; and [c] registration and discipline of teachers.

- **The Caribbean Accreditation Authority (Medicine and Other Health Professions) Act, 2006** gives effect to the Agreement establishing the Caribbean Accreditation Authority for Education in Medicine and other Health Professions and for connected matters.

- **The HEART Trust Act, 1982** covers [a] the establishment, role and functions of the Trust; [b] contributions and source of funds; [c] register of trainees; [d] designation of inspectors; and [e] offences and penalties.

GENERAL

- **The Representation of the People Act, 2011** pertains to [a] franchise and registration of electors; [b] electoral procedures; [c] procedures on polling day; [d] halt of the taking of the poll on election day; [e] procedures subsequent to polling day; [f] voiding of the taking of a poll; [g] financial provisions; [h] administrative provisions; and [i] offences and penalties.

- **The Statistics Act, 1949** empowers the Statistical Institute of Jamaica to carry out its functions and includes [a] establishment and functions of the Institute; [b] control of exchange of information; [c] exemption from tax and duties; [d] power to direct taking of censuses; [e] access to public records; and [f] major offences and penalties.

- **The Criminal Justice (Administration) Act, 2009** examines the management of the local criminal justice system with regard to day-to-day operations, institutions, policies and procedures, and work flow priorities.

- **The Terrorism Prevention Act, 2011** deals with the systematic use of terror or coercion which, when put in force, is a danger not just to individual citizens but also to national security. It addresses [a]

activity and offences; [b] orders reports and warrants; [c] the role of the Director of Public Prosecutions; [d] extension of local Jamaican criminal jurisdiction; and [e] legislative reviews.

- **The Bank of Jamaica (Amendment) Act, 2009** deals with the establishment of the Bank and its Constitution. In addition, it addresses specifics such as [a] capital and reserves; [b] currency, coinage and legal tender; [c] foreign currency dealings; [d] money transfer and remittances; [e] supervision and estimation of banking and financial operations; [f] relations with government; and [g] accounts and reports.

- **The Road Traffic Act, 2005** covers the regulation of motor vehicles and the international circulation of motor vehicles.

- **The Disaster Preparedness and Emergency Management Act, 1993 deals** with the measures for mitigating the effect of hazards and to reduce losses from disaster; and the development of comprehensive disaster prevention and preparedness programmes and capabilities.

INTERNATIONAL AGREEMENTS AND DEVELOPMENT AREAS

- **Universal Declaration of Human Rights (UDHR) 1948** was adopted by the United Nations General Assembly in 1948. It is a pioneering instrument representing a global expression of rights entitled to all human beings. It consists of 30 articles, elaborated in international treaties, regional human rights instruments, national constitutions and laws.

- **The Hague Convention 1930** was a codification conference held in The Hague to formulate acceptable rules in international law. The Convention recognizes the right of each state to determine its nationality laws while recognizing the nationality laws of other states. This covers the nationality of married women and children. Only certain questions on the conflict of nationality laws were agreed upon at this Convention, however, this subsequently motivated the United Nations to strive for a permanent commission (International Law Commission) to proceed with the codification of international law.

- **International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) 1965** of which Jamaica is a signatory (signed August 1966 and ratified June 1971), commits members to condemn racial discrimination and pursue means to eliminate all forms of racial discrimination and racial segregation. Currently, there are 86 signatories and 175 parties.

- **International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966** is a treaty aimed at ensuring that the economic, social and cultural rights of individuals are protected. It includes the right to self-determination, the right to non-discrimination, the equal rights of men and women, the right to work, the right to form trade unions, the right to health and the right to an adequate standard of living. The Covenant, as of July 2011, had 160 parties. Jamaica was a signatory in December 1966 and ratified the treaty in October 1975.

- **International Covenant on Civil and Political Rights (ICCPR) 1966** states that every human being has the inherent right to life, which shall be protected by law, and no one shall be arbitrarily deprived of his/her life. The treaty also speaks to the right of each individual to freely determine his/her political status and the equal right of men and women to enjoy their civil and political rights.   Jamaica was a signatory in December 1966 and ratified in October 1975. As of March 2012, the Covenant has 74 signatories and 167 parties.

- **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 1979** commits states to condemn discrimination among women and pursue measures to eliminate discrimination against women. It stipulates that states commit to the full development and enhancement of women. Jamaica was a signatory in July 1980 and ratified the Convention in October 1984. As of July 2011, 187 states have ratified the treaty. The United States of America is the only developed nation that has not ratified the treaty.

- **Convention on the Rights of the Child (CRC), 1989 -** under this convention, a child is deemed to be any human being not yet attaining age eighteen (18), unless under a state's own domestic legislation majority is attained earlier. This treaty speaks to the rights of the child. It commits states to taking appropriate measures for ensuring that the child is protected against all forms of discrimination or

punishment. It stipulates that all actions concerning children shall have the best interests of the child as a primary consideration. Jamaica signed the treaty in January 1990 and ratified it in May 1991.

- **International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 1990** is a comprehensive international treaty regarding the protection of migrants human rights. It aims to protect migrant workers' rights and those of members of their families, setting a moral standard and serving as a guide and stimulus for the promotion of migrant rights in each country. There are currently 34 signatories and 46 parties to the Convention. Jamaica signed and ratified the Convention in September 2008.

- **Convention on the Rights of Persons with Disabilities, 2006** promotes, protects and ensures the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity. As of July 2012 there are 153 signatories and 117 parties. Jamaica signed and ratified this instrument in March 2007.

- **The Inter-American Convention on the Elimination of all forms of Discrimination against Persons with Disabilities, 1999** commits states to ensure the prevention and elimination of discrimination of persons with disabilities. Jamaica signed this convention in 1999 but has not ratified it.

- **The Inter-American Convention on the Prevention, Punishment and the Eradication of Violence Against Women, 1994** recognizes the rights of women to be free from violence in the public and private spheres and the right to be free from physical, sexual and psychological harm. Jamaica signed on December 14, 2005 and ratified on November 11, 2005.

- **The American Convention on Human Rights, 1969** commits states to ensuring that persons are free and that the rights and freedom of those persons are recognized without discrimination. Jamaica signed on September 16, 1977 and ratified in July 19, 1978.

- **United Nations Convention against Transnational Organized Crime, 2000** promotes cooperation to prevent and combat transnational organized crime. It consists of three protocols:
    - i. Protocol to prevent, suppress and punish trafficking in persons, especially women and children

ii.   Protocol against smuggling of migrants by land, sea and air

iii.   Protocol against the illicit manufacturing and trafficking in firearms.

Jamaica signed in September 2001 and ratified in September 2003. As at August 2012, the Convention had 147 signatories and 170 parties.

- **Convention Relating to the Status of Refugees (CRSR), 1951** sets out the rights of individuals granted asylum and the responsibilities of nations that grant asylum. It also sets out which individuals do not qualify for asylum, e.g., war criminals. The Convention makes allowance for visa-free travel for holders of travel documents issued under the Convention. As at August 2012, there were 19 signatories and 147 parties. Jamaica ratified this treaty in 1964.

- **General Agreement on Trade and Services (GATS), 1995** is a treaty of the World Trade Organization created to extend multilateral trading to the service sector. All members of the WTO are signatories to GATS.

- **The CARICOM Single Market and Economy (CSME)** is aimed at creating one large market among participating states. The key elements of the CSME include the free movement of goods and services, the free movement of labour, the free movement of capital and a common trade policy.

- **Millennium Development Goals (MDGs)**

There are eight international development goals that were adopted by member states in 2000 and slated to be achieved by 2015. The MDGs were to:

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality rates
5. Improve maternal health
6. Combat HIV/AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development.

- **United Nations Transforming Our World: The 2030 Agenda for Sustainable Development**[40] ushered in the global adoption of the post 2015 development agenda which was agreed by consensus, by member States in September 2015 in the form of an Outcome Document entitled Transforming Our World. The 2030 Agenda for Sustainable Development and the Sustainable Development Goals represent an emerging consensus in the search for a new development paradigm. The SDGs consist of 17 goals, which are accompanied by 169 targets. The 2030 Agenda encourages Member States to conduct regular and inclusive reviews of progress at the national and sub-national levels which are country-led and country-driven.

Migration is integrated in specific goals and targets[41]:

- **Target 4.b:** By 2020, substantially expand globally the number of scholarships available to developing countries in particular least developed countries, Small Island Developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries.

- **Target 5.2:** Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.

- **Target 8.7:** Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.

- **Target 8.8:** Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

- **Target 10.7:** Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

- **Target 10.C**: By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent.

- **Target 16.2:** End abuse, exploitation, trafficking and all forms of violence and torture against children.

- **Target 17.18:** By 2020, enhance capacity-building support to developing countries, including for least developed countries and Small Island Developing States, to increase significantly the availability of high-quality, timely and reliable data, disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.

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[41]International Organization for Migration (2016) International Dialogue on Migration (IDM) 2016 Follow-up and Review of Migration in the SDGs

APPENDIX II

MEMBERSHIP OF THE INTERNATIONAL MIGRATION AND DEVELOPMENT MONITORING BOARD

Name	Organization
Easton Williams (Chair)	Planning Institute of Jamaica
Sharon Miller	Ministry of Foreign Affairs and Foreign Trade
Damian Cox	Ministry of Labour and Social Security
Dianne McIntosh	Ministry of National Security
Orane Bailey	Ministry of National Security
Jacqueline Lynch Stewart	Office of the Prime Minister
Jermaine Case	Attorney General's Chambers
Toni-Shae Freckleton	Planning Institute of Jamaica
Secretariat	
Stacey Clarke Callum	Planning Institute of Jamaica
Alecia Bennett-Bryan	Planning Institute of Jamaica
Marcia Brown	Planning Institute of Jamaica

MEMBERSHIP OF THE NATIONAL WORKING GROUP ON INTERNATIONAL MIGRATION AND DEVELOPMENT (2011- Present)

Name	Organization
Ambassador Sheila Sealy Monteith (Chair)	Ministry of Foreign Affairs and Foreign Trade
Hon. Arnaldo Brown (Former Chair)	Ministry of Foreign Affairs and Foreign Trade
Senator Marlene Malahoo Forte (Former Chair)	Ministry of Foreign Affairs and Foreign Trade
Lisa Bryan Smart	Ministry of Foreign Affairs and Foreign Trade
Leonie Livingstone	Ministry of Foreign Affairs and Foreign Trade
Sharon Miller (Deputy Chair)	Ministry of Foreign Affairs and Foreign Trade
David Prendergast	Ministry of Foreign Affairs and Foreign Trade
Lloyd Wilks	Ministry of Foreign Affairs and Foreign Trade
Franz Hall	Ministry of Foreign Affairs and Foreign Trade
Ambassador Sharon Saunders	Ministry of Foreign Affairs and Foreign Trade
Lincoln Downer	Ministry of Foreign Affairs and Foreign Trade
Easton Williams (Co-chair)	Planning Institute of Jamaica
Deidra Coy	Planning Institute of Jamaica
Collette Robinson	Planning Institute of Jamaica
Toni-Shae Freckleton	Planning Institute of Jamaica
Mareeca Brown Bailey	Planning Institute of Jamaica
Stacy-Ann Robinson	Planning Institute of Jamaica
Ephieum Allen	Passport, Immigration and Citizenship Agency
Steve Vernon	Passport, Immigration and Citizenship Agency

Titania Ward	Ministry of National Security
Rochelle Clarke Grey	Ministry of National Security
Omar Chedda	Ministry of Economic Growth and Job Creation
Clover Graham (deceased)	United Nations High Commission for Refugees
Lois Falconer-Adams	United Nations High Commission for Refugees
Andrea Miller Stennett	Ministry of Labour and Social Security
Lisa-Ann Grant	Ministry of Labour and Social Security
Dorine M. Brooks	Ministry of Labour and Social Security
Sharona Campbell	Ministry of Local Government
Rowena Palmer	Ministry of Health
Chantal Bennett	Attorney General's Chambers
Keshia West	National Task Force Against Trafficking in Persons
Tameisha Udosen	Office of the National Rapporteur for Trafficking in Persons
Monica Walker	Tax Administration Jamaica
Rukiya Brown	International Organization for Migration
Keisha Livermore	International Organization for Migration
Richard Kelly	United Nations Development Programme
Novia McKay	United Nations Development Programme
Daniel Jones	Office of the Children's Advocate
Audrey Budhi	Child Development Agency
Newton Douglas	Child Development Agency
Dahlia Daley-Nation	Jamaica National Building Society
Dr Leith Dunn	University of the West Indies, Mona
Donneth Edmondson	United Nations Children's Fund
Sonia Gill	United Nations Development Programme
Glen Smith	United Nations Population Fund
Peter Gordon	Ministry of Education, Youth and Information
Karen Small	Bureau of Gender Affairs
Julian McKoy Davis	HelpAge International
Oswald Dawkins	National Organization of Deported Migrants
Anjuline Green	National Organization of Deported Migrants
Yvonne Grant	Open Arms Drop-In Centre
Phyllis Green	HIBISCUS
Melesha Manderson	Jamaica Diaspora Institute
Prof. Neville Ying	Jamaica Diaspora Institute
Chandar Henry	Bank of Jamaica
Marlene Lamonth	European Union Delegation
Chris Feist	British High Commission
Wendy Walker Brown	British High Commission

Heather Prendergast	Statistical Institute of Jamaica
Juliet McCalla-Smith	Statistical Institute of Jamaica
Earl Stewart	Jamaica Customs Department
Lloyd McEwan Jnr	Jamaica Customs Department
Christopher Wolfe	Jamaica Council for Persons with Disabilities (JCPD)
Secretariat	
Chadine Allen	Planning Institute of Jamaica
Monique McLean	Planning Institute of Jamaica
Suwayne Trowers	Planning Institute of Jamaica
Stacey Clarke Callum	Planning Institute of Jamaica
Alecia Bennett-Bryan	Planning Institute of Jamaica
Marcia Brown	Planning Institute of Jamaica

LIST OF SUB-COMMITTEE MEMBERS

Name	Organization
Family, Migration and Development	
Agueda Marin	International Organization for Migration
Newton Douglas	Child Development Agency
Audrey Budhi	Child Development Agency
Deirdre Kiernan	United Nations Children's Fund
Donneth Edmondson	United Nations Children's Fund
Robert Fuderich	United Nations Children's Fund
Jennifer Williams	Bureau of Gender Affairs
Karen Small	Bureau of Gender Affairs
Rochelle Graham	Bureau of Gender Affairs
Julian McKoy-Davis	HelpAge International
Joan Archer	Ministry of Labour and Social Security
Lisa Bryan Smart	Ministry of Foreign Affairs and Foreign Trade
Lloyd Wilks	Ministry of Foreign Affairs and Foreign Trade
Mary P. Clarke	Independent
Richard Troupe	Hope for Children
Sharian Hanson	Office of the Children's Advocate
Danielle Jones	Office of the Children's Advocate
Dr. Julia Rowe Porter	Ministry of Health
Mareeca Brown Bailey	Planning Institute of Jamaica
Shelly-Ann Edwards	Planning Institute of Jamaica
Yvonne Munroe	Family Health Unit/Ministry of Health

Data, Research and Information Systems	
Alecia Reid	Attorney Generals Chambers
Arnold Cooper	Ministry of Health
Daveen Sinclair	Ministry of National Security
Earl Stewart	Jamaica Customs Department
Frank Laczko	International Organization for Migration
Glen Smith	United Nations Population Fund
Juliet McCalla Smith (Chair)	Statistical Institute of Jamaica
Heather Prendergast	Statistical Institute of Jamaica
Alan Wiles	Statistical Institute of Jamaica
Sydna Amos	Statistical Institute of Jamaica
Jenneive Edgar	Ministry of Labour and Social Security
Frankseco Yorke	Office of the Children's Registry
Lloyd McEwan Jr.	Jamaica Customs Department
Nicole Thompson	Ministry of Health
Rochelle Clarke-Grey	Ministry of National Security
Steve Vernon	Passport, Immigration and Citizenship Agency
Toni-Shae Freckleton	Planning Institute of Jamaica
Kirk Chambers	Planning Institute of Jamaica
Denese McFarlane	Planning Institute of Jamaica
Mareeca Brown Bailey	Planning Institute of Jamaica
Wendy Thomas	Ministry of Tourism
Eliud Ramocan	Bank of Jamaica
Christine McLean	Ministry of Labour and Social Security
Labour Mobility and Development	
Andrea Christie	Nurses Association of Jamaica
Deidra Coy (Chair)	Planning Institute of Jamaica
Maurice Harris	Planning Institute of Jamaica
Mareeca Brown	Planning Institute of Jamaica
Diandra Isaacs	International Organization for Migration
Dorett Scott	Jamaica Business Development Corporation
Althea West- Myers	Jamaica Business Development Corporation
Easton Williams	Planning Institute of Jamaica
Elaine Ayre-Morales	Jamaica Employers' Federation
Elecia Myers	Jamaica Promotions Corporation
Grace Smart Simms	Nurses Association of Jamaica
Andrea Miller-Stennett (Chair)	Ministry of Labour and Social Security
Lisa-Ann Grant	Ministry of Labour and Social Security
Marva Ximinies	Ministry of Labour and Social Security
Joan Archer	Ministry of Labour and Social Security

Marlene Watt	Ministry of Labour and Social Security
Grace-Ann McFarlane	Ministry of Education, Youth and Information
Lloyd Wilks	Ministry of Foreign Affairs and Foreign Trade
Paul Miller	University of Technology
Ricardo Cordero	International Organization for Migration
Nafeesa Thompson	Passport, Immigration and Citizenship Agency
Steve Vernon	Passport, Immigration and Citizenship Agency
Tameca Brown	Management Institute for National Development
Titania White-Johnson	Jamaica Employers Federation
Nicole Manning	Heart Trust/NTA
Verlia Bogle	Heart Trust/NTA
Sonia M. Smith	Ministry of Health
Zandra Gabbidon	Ministry of Health
Governance and Policy Coherence	
Andrea Miller-Stennett	Ministry of Labour and Social Security
Anthony McKenzie	National Environment and Planning Agency
Antoinette Lyn	Jamaica Tourist Board
Camille Thompson- Evans	Heart Trust/NTA
Earl Stewart	Jamaica Customs Department
Easton Williams	Planning Institute of Jamaica
Ephieum Allen	Passport, Immigration and Citizenship Agency
Everton Dawkins	Ministry of Industry,Commerce, Agriculture and Fisheries
Harold S. Daniel	Ministry of Health
Itziar Gonzalez	United Nations Development Programme
Karema Aikens Mitchell	Office of Disaster Preparedness and Emergency Management
Lisa Bryan Smart	Ministry of Foreign Affairs and Foreign Trade
Lloyd Wilks	Ministry of Foreign Affairs and Foreign Trade
Marlene Lamonth	European Union Delegation
Mellodene Henry-Davy	Ministry of Education,Youth and Information
Misty Beaumont- Daley	Ministry of National Security
Peter Gordon	Ministry of Education,Youth and Information
Peter Parchment	Ministry of Justice
Robert H.P. Hill	Ministry of Local Government
Tasha Nembhard	Ministry of Industry, Commerce, Agriculture and Fisheries
Titania Ward	Ministry of National Security
Return, Integration and Re-integration	
Andrea Miller-Stennett	Ministry of Labour and Social Security
Dr. irons Morgan	Ministry of Health
Andrea Gregory	Tax Administration Jamaica
Prof. Bernard Headley	University of the West Indies, Mona

Earl Stewart	Jamaica Customs Department
Patrae Rowe	Jamaica Constabulary Force
Terence Mclean	Jamaica Constabulary Force
Glen Powell	National Organization of Deported Migrants
Kacie Hanson	HEART Trust NTA
Lisa-Ann Grant	Ministry of Labour and Social Security
Marcia Copeland	Tax Administration Jamaica
Marleen Brown	Family Unification and Resettlement Initiative
O'Neil Smith	National Council on Drug Abuse
Yvonne Grant	Open Arms Drop-in Centre
Oswald Dawkins	National Organization of Deported Migrants
Anjuline Green	National Organization of Deported Migrants
Phyllis Green	Hibiscus Jamaica
Tracey Blackwood	Ministry of Foreign Affairs and Foreign Trade
Daveen Sinclair	Ministry of National Security
Renee Steele (Chair)	Ministry of National Security
Tracy-Ann Brown	Ministry of National Security
Titania Ward	Ministry of National Security
Rochelle Clarke-Grey	Ministry of National Security
Joan Sampson	Ministry of Local Government
Sherona Campbell	Ministry of Local Government
Steve Burns	British High Commission
Chris Feist	British High Commission
Nicola Blacoe	British High Commission
Human Rights and Social Protection	
Beulett Hunter	Ministry of Education, Youth and Information
Clover Graham	United Nations High Commissioner for Refugees
Collette Robinson (Former Chair)	Planning Institute of Jamaica
Latoya Clarke	Planning Institute of Jamaica
Elsa Marks- Willis	Ministry of Labour and Social Security
Richard Kelly	United Nations Development Programme
Erva- Jean Stevens	Joint United Nations Programme on HIV/AIDS
Faith Innerarity (Deceased)	Ministry of Labour and Social Security
Helen Jenkinson	European Union Delegation
Jennifer Williams	Bureau of Gender Affairs
Dr. Leith Dunn	University of the West Indies, Mona- Institute for Gender and Development Studies
Leonie Livingstone	Ministry of Foreign Affairs and Foreign Trade
Lois Falconer-Adams	United Nations High Commissioner for Refugees
Mary P. Clarke	Independent

Robert H.P. Hill	Ministry of Local Government
Sonia Gill	United Nations Development Programme

Diaspora and Development	
David Prendergast	Ministry of Foreign Affairs and Foreign Trade
Ambassador Sharon Saunders (Chair)	Ministry of Foreign Affairs and Foreign Trade
Lincoln Downer	Ministry of Foreign Affairs and Foreign Trade
Marlene Lamonth	European Union Delegation
Desmond Foster	City of Kingston Cooperative Credit Union
Dorett Scott	Jamaica Business Development Corporation
Earl Stewart	Jamaica Customs Department
Elecia Myers	Jamaica Promotions Corporation
Emile Spence	Jamaica National Building Society
Ephieum Allen	Passport, Immigration and Citizenship Agency
Faith Taylor	Independent
Dr. Indianna Minto-Coy	Shridath Ramphal Centre/ University of the West Indies
Leonie Livingstone	Ministry of Foreign Affairs and Foreign Trade
Lisa Bryan Smart	Ministry of Foreign Affairs and Foreign Trade
Lloyd Wilks (Former Chair)	Ministry of Foreign Affairs and Foreign Trade
Marie Stewart	Jamaica Diaspora Institute
Marlene Lamonth	European Union Delegation
Melesha Manderson	Jamaica Diaspora Institute
Micheal Howard	Grace Kennedy Remittance Services Limited
Nicola Barker- Murphy	Ministry of Foreign Affairs and Foreign Trade
Nordel Leach	LASCO Financial Services Limited
Prof. Neville Ying (Chair)	Jamaica Diaspora Institute
Ricardo Cordero	International Organization for Migration
Shelly-Ann Douglas	Victoria Mutual Building Society Money Transfer Services Limited
Shelly-Ann Ogere	Victoria Mutual Building Society Money Transfer Services Limited
Titania Ward	Ministry of National Security
Tracey Blackwood	Ministry of Foreign Affairs and Foreign Trade
Vicki Hanson	University of the West Indies, Mona – Sir Arthur Lewis Institute of Social and Economic Studies
Winston Lawson	Tax Administration Jamaica

Remittances and Development	
Chandar Henry	Bank of Jamaica
Esmond McLean	Bank of Jamaica
Courtney Wynter	City of Kingston Cooperative Credit Union
Andre Gooden	City of Kingston Cooperative Credit Union

Densil Williams	University of the West Indies
Emile Spence	Jamaica National Building Society
Gabriel Heron	Jamaica National Building Society
Paulette Sterling	Jamaica National Building Society
Sharon Gibson	JMMB Money Transfer
Dr. Indianna Minto-Coy	Shridath Ramphal Centre/University of the West Indies
Jacinth Hall Tracey	LASCO Financial Services Limited
Lloyd Wilks	Ministry of Foreign Affairs and Foreign Trade
Latoya Richards Franklin	Ministry of Industry, Commerce, Agriculture and Fisheries
Omar Chedda	Ministry of Industry, Investment and Commerce
Karen Taylor	Grace Kennedy Remittance Services Limited
Michael Howard	Grace Kennedy Remittance Services Limited
Noel Greenland	Grace Kennedy Remittance Services Limited
Ricardo Cordero	International Organization for Migration
Rochelle Whyte	Planning Institute of Jamaica
Sheron Dixon-Brown	Capital and Credit Remittance Limited
Theodore Mitchell	Ministry of Finance and the Public Service
Terron Francis	Ministry of Finance and the Public Service
Monica Taylor	Tax Administration Jamaica
Public Order, Safety and Security	
Courtney Brown	Ministry of National Security
Orane Bailey	Ministry of National Security
Renee Steele	Ministry of National Security
Tracy-Ann Brown (Chair)	Ministry of National Security
Rochelle Clarke-Grey	Ministry of National Security
Sherona Campbell	Ministry of Local Government
Joan Sampson	Ministry of Local Government
Juliet McCalla Smith	Statistical Institute of Jamaica
Steve Vernon	Passport Immigration and Citizenship Agency
Grace Dillon	Passport Immigration and Citizenship Agency
Rukiya Brown	International Organization for Migration
Oswald Dawkins	National Organization for Deported Migrants
Yvonne Grant	Open Arms Drop-in Centre
Keshia West	Ministry of Justice
Chris Feist	British High Commission
Wendy Walker Brown	British High Commission
Shornalee Jackson	Jamaica Customs Agency
Lloyd McEwan Jnr.	Jamaica Customs Agency
Dr. Maureens Irons Morgan	Ministry of Health
Elaine Walker	Poor Relief Department, MLG
Terence McLean	Jamaica Constabulary Force
David Bogle	Jamaica Constabulary Force
Omar Welllington	Jamaica Constabulary Force

Marlene Brown	Family Unification & Resettlement Initiative
Selbourne Oates	Salvation Army
Yonique Hamilton	Planning Institute of Jamaica
Deidra Coy	Planning Institute of Jamaica
Antonette Richards	Planning Institute of Jamaica
Peisha Bryan Lee	Planning Institute of Jamaica
Easton Williams	Planning Institute of Jamaica
Toni-Shae Freckleton	Planning Institute of Jamaica
Stacey Clarke Callum	Planning Institute of Jamaica
Alecia Bennett-Bryan	Planning Institute of Jamaica
Marcia Brown	Planning Institute of Jamaica

APPENDIX III

INSTITUTIONAL FRAMEWORK

The institutions listed below represent the entities that will assume specific responsibilities in the process of implementing and evaluating the policy.

MINISTRIES, DEPARTMENTS AND AGENCIES (MDAs)

Planning Institute of Jamaica (PIOJ)

The PIOJ is responsible for the formulation of the International Migration and Development Policy and Programme of Action in Jamaica and monitoring of its implementation. In light of this, the secretariat for the steering committee will be located within the PIOJ and will have responsibility for coordinating efforts among stakeholders on matters relating to migration and development (Figure 9). The Director of the Social Policy, Planning and Research Division of the PIOJ will chair the committee.

Ministry of Foreign Affairs and Foreign Trade (MFAFT)

The MFAFT, in line with its mandate to oversee and implement Jamaica's foreign policy and the promotion of its interests in the international arena, will play the leading role in ensuring that international migration and development matters are fully integrated into bilateral and multilateral relations, and between Jamaica and its Diaspora.

Office of the Prime Minister (OPM)

The Office of the Prime Minister (OPM) will have the responsibility for promoting good governance and an enabling environment conducive to the development, articulation and implementation of sound policies and programmes including those relating to international migration and development.

Ministry of Economic Growth and Job Creation

The Ministry is charged with drafting the blueprint to drive economic growth and sustainable development in Jamaica. The Ministry's role is to facilitate economic growth by harnessing the potential of the Diaspora through the development of a broad platform of policies and programmes for diasporic engagement and investment.

Ministry of Labour and Social Security (MLSS)

In line with its mandate, the MLSS will play a major role in addressing issues related to bilateral and multilateral relations in labour migration, and social security concerns relating to international migration and development.

Ministry of National Security (MNS)

In the context of migration and development, the MNS will have the responsibility for all policies, programmes and issues relating to migration, inter-state collaboration and border security.

Ministry of Justice (MOJ)

The MOJ will ensure that laws, policies and other governance instruments are in place or enacted to facilitate maximization of the benefits of international migration and development.

Ministry of Education, Youth and Information (MOEYI)

In line with its mandate, the Ministry of Education (MOE) will ensure that the population is educated to meet the dynamic requirements for national development, and trained to international standards for effective integration into the national and global market.

Ministry of Health (MOH)

The MOH will ensure the provision of quality health services and promotion of healthy lifestyles and environmental practices. Health is a key aspect of international migration and development and is linked to the health status of migrants and the general population, border protection and security.

Ministry of Industry, Commerce, Agriculture and Fisheries (MICAF)

This mandate of the MIIC is to increase local and foreign investments, drive innovation and job creation, promote and protect Jamaican brands, consumers and businesses, and create an enabling environment to increase earnings from exports. Its role in implementing the policy will be centred on trade with the Diaspora, technology and research synergies with professionals abroad, promoting projects for investment to Jamaican owned firms overseas and increasing efficiencies in doing business in Jamaica.

Ministry of Tourism (MOT)

The Ministry of Tourism has responsibility for ensuring success in the presentation, marketing and delivery of the tourism product locally and internationally. In line with the implementation of the policy, the Ministry will give special attention to heritage and cultural tourism, health tourism and marketing Jamaica to non-Jamaicans as well as the Diaspora.

Ministry of Local Government (MLG)

The Ministry of Local Government will provide support through agencies as well as the parish councils, parish community development committees, the Kingston and Saint Andrew Corporation (KSAC) and the Portmore Municipal Council in mainstreaming international migration into the governance structures and development initiatives at the sub-national and community levels.

Jamaica Customs Department

The Customs Department plays a key role in collecting and protecting the revenue and guarding against illicit imports into Jamaica. Its role in implementing the policy is linked to data collection, border management and security.

Bank of Jamaica (BOJ)

The mandate of the BOJ is to formulate and implement monetary and regulatory policies to safeguard the value of the domestic currency and to ensure the soundness and development of the financial system. In addition to the periodic reports on cash remittances and remittance companies prepared by the BOJ, it will play a master role in facilitating the use of cutting-edge technology in the remittance market, monitoring electronic transactions in the subsector to reduce technology fraud and instituting measures that can monitor the developmental impact of remittances at the national and local levels.

University Council of Jamaica (UCJ)

The University Council of Jamaica falls under the MOE and is a body that provides accreditation for local tertiary institutions and qualifications obtained outside Jamaica. It will, therefore, be critical to the implementation of this policy with respect to recommending and evaluating skills and professional standards for both outgoing and incoming migrants.

Bureau of Gender Affairs

The Bureau of Gender Affairs will have responsibility for ensuring that gender is mainstreamed into all policies, plans and programmes relating to international migration and development.

Passport Immigration and Citizenship Agency (PICA)

This agency falls under the MNS, and is mandated to ensure the validity of migrants' nationality and identity, and facilitating the movement of migrants in and out of Jamaica. The PICA also facilitates data harmonization and the standardization process for planning and policy.

Statistical Institute of Jamaica (STATIN)

This is the national agency responsible for official statistics and is charged with ensuring that there is relevant, accurate and timely statistical information consistent with international standards available to national and international clients. STATIN will lead the audit effort with regard to existing data and research gaps as a major area for the effective implementation of the policy. It will be critical in the collaborative effort for all organizations with respect to the sharing of data including the setting up or expansion of a data clearing-house accessible by all stakeholders.

Child Development Agency (CDA)

The CDA is an executive agency with statutory responsibility for children who are in need of care and protection. It also promotes children's rights through adoption of actions to ensure the care and protection of children and implementation of relevant national laws and conventions, protocols and policies. With regard to the policy, CDA will have responsibility to support family reunification, migrant responsibility to vulnerable dependents and those left behind, and develop and implement effective strategies with respect to the successful guardianship of children.

Financial Services Commission (FSC)

The FSC has a mandate to supervise and regulate the securities, insurance and private pensions industries. The implementation of the policy will have an impact on the private sector; hence, the FSC's role in regulating and providing oversight in areas such as investment initiatives specifically targeting the Jamaican Diaspora.

Human Employment and Resource Training/National Training Agency (HEART Trust/NTA)

The HEART Trust/NTA and the National Council on Technical and Vocational Education and Training (NCTVET) is the agency with responsibility to enhance the workforce by providing training and certification. Promotion of access to training (through mechanisms such as the HEART Trust Fund) and the certification system of the NCTVET are integral parts of the policy. Its support of the mandate of the MOE, in the context of the policy, will equip the workforce according to international standards. The HEART Trust/NTA will also assist returned residents in skills conversion and accreditation in order to facilitate reintegration.

Social Development Commission (SDC)

The SDC is the principal organization in the country that works to improve the 783 defined communities in the country. The SDC's approach to community development is in line with international best practices where communities are involved in identifying and designing strategies aimed at improving their quality of life. SDC's core outputs are focused on a strong community governance mechanism, reliable disaggregated data to produce community profiles and community priority plans and programmes that identify needs, the required partnerships for success and the most suitable environment for quality service delivery. For the policy, this organization will be required to assist in local governance with respect to international migration and development, and linking local communities to their Diaspora counterparts.

Jamaica Diaspora Institute (JDI)

The mandate of the JDI is to strengthen linkages with the Jamaican Diaspora and foster their participation in all aspects of national development. Its role in the context of the policy is to provide technical advice, support to research, networking and outreach. It will also facilitate technical exchanges between the country and its Diaspora and among Diaspora members.

Non-Government Organizations (NGOs)

The role of NGOs as partners in the implementation of the policy is critical. A list of the major non-government organizations that will play a major role in the implementation of the policy includes NGOs with a direct stake in international migration, such as the National Association of Returning Residents, Hibiscus, National Organization for Deported Migrants (NODM), Family Unification Resettlement Initiative (FURI), Hope for Children, and HelpAge International. The partnership will also extend to efforts at the community level through community-based organizations and faith-based organizations.

Private Sector

The forging of strategic public–private sector partnerships is pivotal to the implementation of the policy, as the government regulates and provides oversight for recruitment agencies and remittance companies. The role of the private sector also extends to local and foreign investment partnerships in international migration and development.

Research and Academic Institutions

Research and academic institutions are useful in bridging the gap between policy and practice. Their roles in the implementation of the policy will be carried out through the stated mandates of state-affiliated institutes, think tanks and departments at the universities specializing in the areas addressed in the policy and leading research in the field of migration and development. These include the Sir Arthur Lewis Institute of Social and Economic Studies (SALISES); Institute for Gender Development Studies (IGDS); and the Caribbean Policy Research Institute (CaPRI).

International Organizations (IO)

The role of IO (UNDP, UNICEF, UNFPA, IOM, EU, GFMD & GMG), including coordination of the inputs of key stakeholders internationally, was critical in facilitating the process for the development of the policy. IO will continue to assist with the implementation of the policy through funding, technical assistance and raising international awareness.

APPENDIX IV

MONITORING, EVALUATION AND POLICY REVIEW PROCESS

A Monitoring and Evaluation Framework is critical to assess the impact of the implementation of the National Policy. This is necessary to enhance accountability and track the progress through ongoing review and analysis of the effectiveness and efficiency of the proposed strategies and actions.

Monitoring and Evaluation

A monitoring and evaluation system will be designed and implemented for the policy to provide the following:

i.   A set of indicators that are aligned to Vision 2030 Jamaica and integrated into JamStats

ii. A means of comparison between actual versus expected progress on all activities, strategies, programmes, projects and outcomes emanating directly from the policy

iii. An assessment of the impact and changes in the outcomes of the policy against overall objectives and with consideration for contingencies

iv. An overall assessment of resources expended in the entire policy process to measure cost effectiveness

v.   The provision of warning signs to stakeholders at early stages of the policy implementation process to minimize waste, errors, risks and other related challenges in the process of monitoring progress towards achieving targets

vi. A means of extracting best practices to ensure that [a] there will be continuous improvement in successful strategies and [b] lessons can be transferred to strategies and/or indicators, which are performing below expectations.

The system will be based on the performance-based results management framework in its overall design. This will consist of:

1. **Baseline Data Collection System –** all major plans and programmes must have baseline data collected before implementation. This must also be in place for the overall policy implementation process.

2. **Construction of Stakeholder Problem Trees and Logical Frameworks –** detailed stakeholder roles and responsibilities will be delineated. Defined logical frameworks for programmes and projects set in

the context of outcomes, output targets, indicators and exogenous and endogenous variables will also be outlined and aligned with Vision 2030 Jamaica.

3. **Monitoring Framework –** a system of monitoring all activities carried out under the projects and programmes will be designed for the policy. This will include mechanisms and periodicity of monitoring (annual operational and three-year corporate planning cycles).

4. **Measurement and Evaluation –** a defined measurement of system indicators will be among the evaluation criteria.

Policy Review

The policy and its contents will be reviewed every six years. Its review will be based on feedback from the annual and corporate monitoring and evaluation frameworks.

The review will be carried out under the following:

Institutional Arrangements:

The institutional framework for the National Policy defines the (i) overall governance structure; (ii) monitoring of the implementation arm; and (iii) monitoring and evaluation mechanisms primarily through an International Migration and Development Monitoring Board and the National Working Group on International Migration and Development (NWGIMD).

i. **International Migration and Development Monitoring Board**

The International Migration and Development Monitoring Board will serve as a key technical and managerial advisory body for the NWGIMD. The Board will provide approval of all submissions, notes and decisions, and other documents to Cabinet.

ii. **NWGIMD**

The NWGIMD is a multi-sectoral body with responsibility for coordinating the implementation of the National Policy on International Migration and Development. The responsibilities of the NWGIMD have been expanded to include responsibility for managing and coordinating the implementation of the International Migration and Development Policy. These include reviewing and making recommendations on strategic priorities on international migration and development to the Monitoring Board.

iii. Cabinet

The role of Cabinet is to give approval for and make decisions relating to international migration and development policies and programmes submitted by the Monitoring Board and/ or the Ministers with responsibility for planning and foreign affairs.

iv. Parliament

Parliament is the highest body in the governance structure relating to international migration and development. Its role is to provide national policy and legislative decision-making on international migration and development.

11.0   GLOSSARY OF TERMS

Alien – A person who is not a national of a given state. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Asylum seeker – A person who seeks safety from persecution or serious harm in a country other than his or her own and awaits a decision on the application for refugee status under relevant international and national instruments. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Bilateral – involving two parties or two states. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Bilateral labour migration agreements – formal mechanisms concluded between states, which are essentially legally binding commitments concerned with inter-state cooperation on labour migration. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Brain drain – the movement of trained and skilled persons from one country to another, usually resulting in the depletion of skills in the origin country.

Brain gain – the movement of skilled persons into a destination/host country.

Circular migration – the temporary movements of migrant workers between origin and destination countries based on labour supply and labour needs.

Country of destination – the country that is a destination for migratory flows (regular or irregular), *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Country of origin – the country that is a source of migratory flows (regular or irregular) *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Decent Work – The ILO Decent Work Agenda promotes access for all to freely chosen employment, the recognition of fundamental rights at work, an income to enable people to meet their basic economic, social and family needs and responsibilities and an adequate level of social protection for the workers and family members (International Labour Organization, ILO Multilateral Framework on Labour Migration, 2006)

Dependents – individuals requiring financial and related support in a family. Legally this refers to individuals under 18 years old in a family. There are, however, cases where the elderly, college

students and adults with disabilities fall into this category.

Diaspora – all Jamaicans living abroad and their descendants.

Economic Development – progress in an economy as measured through internationally accepted qualitative and quantitative measures on overall standard of living and economic well-being. This is inclusive of improvements in education and human capital, international competitiveness of goods and services, health, literacy, environmental sustainability, technology, democracy and social inclusion.

Emigrant – A person undertaking an emigration. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Forced migration – A migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes
(e.g. movements of refugees and internally displaced persons as well as people displaced by natural or environmental disasters, chemical or nuclear disasters, famine, or development projects). *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Gross Domestic Product (GDP) – value of all finished goods and services produced within a nation within a specified time period.

Gender – a term that refers to socially constructed differences between the sexes and to the social relationships between men and women. These differences are shaped over the history of social relations and change over time and across cultures.

Globalization – any form of societal change having a transnational dimension.

Governance –the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

Family – a group of individuals (normally related) living under one roof and relating to one household head.

Human Development – a process of enlarging people's choices and building human capabilities (the range of things people can be and do), enabling them to live long and healthy lives, have access to knowledge, have a decent standard of living and participate in the life of

their community and the decisions that affect their lives.

Human Development Index –a tool developed by the United Nations to measure and rank countries' levels of social and economic development based on four criteria: life expectancy at birth, mean years of schooling, expected years of schooling and gross national income per capita. The HDI makes it possible to track changes in development levels over time and to compare development levels in different countries.

Human Rights –rights to which all individuals are entitled, based on the principles of respect and dignity for all human beings.

Immigrant – A person undertaking immigration. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Internally displaced person/IDP – people who have been forced or obliged to flee or leave their homes or places of habitual residence as a result of or to avoid the effects of armed conflict, internal strife, situations of generalized violence, systematic human rights violations or natural or human-made disasters, and who have not crossed an internationally recognised State border. (*Mainstreaming Migration into Development Planning. A handbook for policy-makers and practitioners. International Organization for Migration, 2010).*

Infant Mortality –death of a child within the first year of life.

International migrant – a person who lives outside his/her country of origin.

International migration - Movement of persons who leave their country of origin, or the country of habitual residence, to establish themselves either permanently or temporarily in another country.

IO – International Organization

Involuntary return migrant– a person who has been compulsorily returned to his/her country of origin, transit or third country on the basis of administrative or judicial act. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Irregular migrant – A person who, owing to unauthorized entry, breach of a condition of entry, or the expiry of his or her visa, lacks the legal status in transit or host countries. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Irregular migration – migration that takes place outside the norms and procedures established by the origin, transit and destination country.

Labour migration/ mobility – Movement of persons from one state to another, or within their own country of residence, for the purpose of employment. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Legal guardian – any person who is the parent or legal guardian of a child, or who is legally liable to maintain the child, shall be presumed to have the custody of the child, and as between father and mother, neither shall be deemed to have ceased to have such custody by reason only that the father or mother has deserted, or otherwise does not reside with, the other parent and the child   (Child Care and Protection Act, 2004, Section 4 a)

Legal migrant – a migrant who possesses travel documents (e.g., passport and visas) or any other forms of permission to enter and stay in another country.

Life Expectancy – the average time period a person is expected to live.

Maternal mortality – death of a woman while pregnant or within 42 days of termination of pregnancy.

Migrant – A person moving to another country or region to better his/her material or social conditions and improve the prospect for self or family. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Migrant family – a family in which at least one member is consistently outside the country of origin (usually for a period of six months or more).

Migrant worker – a person, who is to be engaged, is engaged or has been engaged in a remunerated activity in a state of which he/she is not a national. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Migration – The movement of a person or a group of persons, either across an international border, or within a state. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Multilateral – In relation to treaties and negotiations, multilateral (or multipartite) connotes the involvement of more than two States in the process. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Official Development Assistance – Flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element.

Policy– a framework intended to influence and determine actions, decisions, and other matters; a course of action, guiding principle or procedure considered prudent or advantageous.

Policy Coherence – the systematic promotion of mutually reinforcing relationship among policy decisions and actions across government departments and agencies creating synergies towards achieving the agreed objectives. Within national governments, policy coherence issues arise between different types of public policies, between different levels of government, between different stakeholders and at an international level.

Pull factors – the factors present in a country that pressure or motivate the migrant to seek residence or to reside in that country.

Push factors – the factors present in a migrant's country that pressure or motivate the migrant to leave his/her country of origin and seek to reside elsewhere.

Ratification – the final establishment of consent to be bound by treaty usually indicated by the deposit of an instrument.

Refugee –A person who meets the criteria of the UNHCR Statute and qualifies for the protection of the United Nations provided by the High Commissioner, regardless of whether s/he is in a country that is a party to the Convention relating to the Status of Refugees, 1951 or the 1967 Protocol relating to the Status of Refugees, or whether s/he has been recognized by the host country as a refugee under either of these instruments. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Remittances – transfer payments (in cash or kind) made by foreign workers to their home country.

Return Migration – the movement of persons returning to their respective countries of origin. Return migration may or may not be voluntary.

Smuggling (of Migrants) –The procurement in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or permanent resident. *(IOM, International Migration Law, Glossary on Migration 2nd Edition, 2011).*

Social Protection – The set of policies, measures and initiatives that enable the prevention and mitigation of income risks brought about by ageing, retirement, disability, poverty and other circumstances that inhibit persons' capacity to provide for themselves. Social protection classification at a glance viz:

- Transformative Measures – extending the argument of social protection to equity, empowerment, bargaining and social rights and deterrence of discrimination or abuse
- Promotive Measures – aiming to improve real incomes and capabilities e.g. improving primary education, health care services, access to land etc.
- Preventative Measures – measures which aim to avert deprivation e.g. pensions and social insurance programmes
- Protective Measures – which are all specific and immediate social safety net measures designed to provide relief from poverty and deprivation.

Sustainable Development – meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Temporary Migrant Worker– Skilled or unskilled migrant workers who remain in the host country for a specified period of time as may be stipulated by a work contract, also referred to as a seasonal worker or contract migrant worker.

Trafficking in Persons – the recruitment, transportation, transfer, harbouring or receipt of persons by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of 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 person, for the purpose of exploitation. *(IOM,*

International Migration Law, Glossary on Migration 2nd Edition, 2011).

Unemployment rate – the total percentage of the labour force that is unemployed and actively seeking work and willing to work.

Voluntary return – return based on the voluntary decision of the individual. This is absent of physical, psychological, or material coercion.

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