MINISTRY PAPER NO: 4-5 /2017

# NATIONAL POLICY ON INTERNATIONAL MIGRATION AND DEVELOPMENT

#### 1.0 Purpose

The Parliament is being asked to table for adoption the National Policy on International Migration and Development.

#### 2.0 Background

- 2.1 Cabinet, via Decision No. 46/10, dated 13 December 2010, gave approval for the formulation of a National Policy on International Migration and Development. The policy provides the framework for the mainstreaming of international migration into the development policy and planning processes of both public and private sectors.
- 2.2 Technical and financial support for the Policy was given by the:
  - International Organization for Migration 1035 Facility Development of National Policy and Plan of Action on International Migration and Development; and
  - The Global Migration Group (GMG)<sup>1</sup> Mainstreaming Migration into National Development Strategies funded by the Swiss Agency for Development and Cooperation.
- 2.3 The policy development process began in 2011 and was led jointly by the Planning Institute of Jamaica (PIOJ) and the Ministry of Foreign Affairs and Foreign Trade (MFAFT). The policy was formulated under the following broad thematic areas which are aligned to national priorities as articulated in Vision 2030 Jamaica—National Development Plan:
  - Governance and Policy Coherence
  - Human Rights and Social Protection
  - Diaspora and Development
  - Labour Mobility and Development
  - Remittance and Development
  - Public Order, Safety and Security
  - Return, Integration and Reintegration of Migrants
  - Family, Migration and Development
  - Data, Research and Information Systems

<sup>&</sup>lt;sup>1</sup> The Global Migration Group (GMG) is an inter-agency group bringing together heads of agencies to promote the wider application of all relevant international and regional instruments and norms relating to migration, and to encourage the adoption of more coherent, comprehensive and better coordinated approaches to the issue of international migration. The GMG comprises international agencies including: ILO, IOM, UNDP, UNICEF, UNFPA, UNHCR, the World Bank and WHO.

- 2.4 At the policy implementation stage, it is anticipated that the thematic areas outlined will be merged into four subcommittees. These four resulting subcommittees of the National Working Group on International Migration and Development (NWGIMD) are as follows:
  - Diaspora, Remittance, Return, Integration, Reintegration and Development
  - Labour Mobility, Family, Migration, Social Protection and Development
  - Public Order, Safety and Security
  - Data, Research and Information Systems

#### 3.0 Rationale and Benefits of the Policy

International migration has been an integral part of the historical and contemporary 3.1 experience of most Jamaicans and is a feature of the demographic landscape. This long history of cross border movements has created a large Jamaican Diaspora. 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. Migration as a recognised global phenomenon requires that governments of origin, transit and destination countries have in place policies and programmes to protect the rights of their citizens as well as migrants. During the policy formulation process, several migration-related legislation were identified and assessed for their relevance to the mainstreaming process. The process highlighted that there is need for the urgent revision of key pieces of legislation inclusive of the amendment of the Immigration Act and the formulation of protocols for the recruitment of skilled migrants. The policy seeks to ensure that the legislative framework continues to be dynamic and robust to adequately facilitate the migration process and harness the positive impacts on the development landscape.

Regional and international agreements to which Jamaica is a signatory as well as national laws, provide the legal basis and inform the strategic frameworks to deal with issues such as the undocumented movement of goods and persons, discrimination and the need to maintain public order, safety and security. Jamaica's existing position on migration and the related processes that facilitate the movement of persons, particularly for government-organised labour migration programmes, are outlined in the Situation Analysis of the policy.

3.2 The overall objective of the policy is to contribute to socio-economic development by integrating international migration into development strategies. The policy is designed to forge a common understanding of the migration and development nexus. Several positive impacts have been identified, which underscore the potential of migration to contribute to development, which include:

- Improve critical economic development indicators, such as, employment status, national income growth, remittance, trade and investment flows, contributing to poverty reduction and the successful implementation of the national growth agenda
- Engagement and partnership with the Diaspora to contribute to national development through circular migration schemes and transfer of skills, knowledge and technology, philanthropy, investment and savings
- Increased market penetration for local goods and services in Diaspora destinations
- Boosting tourism flows from the Diaspora
- Increased potential resources from transnational Diaspora networks for investment, new technology transfers, market intelligence and business contracts
- Reciprocal engagement of Diaspora that allows growth and development of migrants in countries of origin, transit and destination
- Direct contributions to sectors such as health and education, as well as support for disaster relief and other priority areas aligned with national priorities in Vision 2030
   Jamaica
- Improved collaboration and coherence among MDAs towards migration and development outcomes and facilitation of inter-institutional policy coherence
- Enhancement of mechanisms for integration and re-integration of migrants
- Strengthened legislative, institutional and operational capacities to combat trafficking in persons while protecting and safeguarding the rights of migrants and citizens
- Expansion of remittance channels and partners to allow for the effective transfer of cash and non-cash benefits.

#### 4.0 Considerations

4.1 The Institutional Framework for monitoring implementation of the policy will be driven by the multi-sectoral committee, the National Working Group on International Migration and Development (NWGIMD). Established in May 2011, the NWGIMD is comprised of senior officials from various MDAs; the private sector; civil society groups; academia; and international development partners and is overseeing the policy development process. The work of the NWGIMD will continue into policy implementation, monitoring and evaluation and it will serve as a standing committee for ensuring institutional coherence on migration and development.

An International Migration and Development Monitoring Board was established in March 2016 (Annex I) to serve as a key technical advisory body responsible for the provision of advice to relevant Ministers and Cabinet as well as the NWGIMD. The Monitoring Board comprises senior officials from the PIOJ, MFAFT, the Office of the Prime Minister (OPM), Ministry of Labour and Social Security (MLSS), Ministry of Justice (Attorney General's Chambers), and the Ministry of National Security (MNS). The Monitoring Board will recommend and report to the Ministers with responsibility for

Economic Growth and Job Creation and Foreign Affairs and Foreign Trade on the strategic actions necessary to implement the policy.

- Elements of the policy have already been incorporated into the Medium Term Socio-Economic Frameworks, 2012-2015 and 2015-2018 and will be integrated annually into the Operational and Corporate Plans of the relevant MDAs. The Global Migration Group has committed to support Jamaica as one of the countries in Phase 2 of the Mainstreaming Migration into National Development Strategies Project, where the focus will be on capacity building for the implementation of the policy. To support project initiatives, grant and Government of Jamaica resources will be allocated up to Fiscal Year 2017/2018 to aid with policy implementation. Policy recommendations will be prioritized and sustained from the financial support provided through annual recurrent allocations for respective MDAs in their programme budgets.
- 4.3 By way of Cabinet Submissions [(i) 559/MFP 95/2013, (ii) 436/MFP 59/14, (iii) 385/MFP–61/15, and (iv) 804/MEGJC–134/16], Cabinet, via Decision No. 2/17, dated 16 January 2017, approved the final draft of the National Policy on International Migration and Development for tabling in Parliament as a Ministry Paper.

#### 5.0 Consultations

The draft National Policy was reviewed at each stage of the formulation process by the members of the NWGIMD (Annex II). Additionally, the views of the Attorney General's Chambers, Office of the Prime Minister, Ministry of National Security, Ministry of Justice and the Ministry of Labour and Social Security were sought and their inputs incorporated into the final draft policy. In addition, six island-wide consultations and several meetings with various MDAs, NGOs and civil society were facilitated to obtain the perspective of the public on the issues to be addressed during the formulation stage. During the period November 2015 to June 2016, the National Policy was submitted for tabling in Parliament as a Green Paper for a period of six (6) weeks to facilitate public feedback both locally and globally. This period was extended to six (6) months to enhance feedback.

The Green Paper was also submitted for feedback to technical experts on international migration and development in the seven (7) participating countries in the "Mainstreaming Migration into National Development Strategies Project". These countries comprised Morocco, Ecuador, Kyrgyzstan, Tunisia, Moldova, Bangladesh and Serbia. The policy was also circulated to migration practitioners in the donor and implementing partners of the Swiss Agency for Development and Corporation, the International Organization for Migration and the United Nations Development Programme for their review and feedback. Further sectoral consultations were also facilitated within the nine (9) thematic

areas. Public consultations were further facilitated through the use of social media and media houses across the island (Annex III).

### 6.0 Recommendations

The Parliament is being asked to table for adoption the National Policy on International Migration and Development.

Andrew Holness, ON, MP

Prime Minister

and Minister of Economic Growth and Job Creation

May 24, 2017

# ANNEX I

# MEMBERSHIP OF THE INTERNATIONAL MIGRATION AND DEVELOPMENT MONITORING BOARD

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

#### ANNEX II

# MEMBERSHIP OF THE NATIONAL WORKING GROUP ON INTERNATIONAL MIGRATION AND DEVELOPMENT AND SUB-COMMITTEES (2011 to present)

Name	Organization
Ambassador Sheila Sealy Monteith (Chair)	Ministry of Foreign Affairs and Foreign Trade
Hon. Arnaldo Brown (Former Chair, 2012 – 2016)	Ministry of Foreign Affairs and Foreign Trade
Hon. Marlene Malahoo Forte (Former Chair, 2011 - 2012)	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	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
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
Omar Chedda	Ministry of Economic Growth and Job Creation
Ephieum Allen	Passport, Immigration and Citizenship Agency
Steve Vernon	Passport, Immigration and Citizenship Agency
Titania Ward	Ministry of National Security
Clover Graham	United Nations High Commission for Refugees
Lois Falconer-Adams	United Nations High Commission for Refugees
Lisa-Ann Grant	Ministry of Labour and Social Security
Dorine M. Brooks	Ministry of Labour and Social Security
Rukiya Brown	International Organization for Migration
Keisha Livermore	International Organization for Migration
Audrey Budhi	Child Development Agency
Newton Douglas	Child Development Agency
Dahlia Daley-Nation	Jamaica National Building Society
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
Julian McKoy Davis	HelpAge International
Phyllis Green	HIBISCUS
Melesha Manderson	Jamaica Diaspora Institute
Neville Ying	Jamaica Diaspora Institute
Chandar Henry	Bank of Jamaica
Marlene Lamonth	European Union Delegation
Heather Prendergast	Statistical Institute of Jamaica
Juliet McCalla-Smith	Statistical Institute of Jamaica
Earl Stewart	
Christopher Wolfe	Jamaica Customs Department  Jamaica Council for Persons with Disabilities
Offisiopher Wolle	(JCPD)
Secretariat	1 (001 D)
Stacey Clarke Callum	Planning Institute of Jamaica
Alecia Bennett-Bryan	Planning Institute of Jamaica
Marcia Brown	Planning institute of Jamaica
Chadine Allen (2011-2013)	Planning institute of Jamaica
Monique McLean (2011-2013)	Planning institute of Jamaica
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# 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
Julian McKoy-Davis	HelpAge International
Lisa Bryan Śmart	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
Mareeca Brown	Planning Institute of Jamaica
Shelly-Ann Edwards	Planning Institute of Jamaica
Yvonne Munroe	Family Health Unit/Ministry of Health
Data, Research and Information Syste	
Alecia Reid	Attorney General's Chambers
Arnold Cooper	Ministry of Health
Daveen Sinclair	Ministry of National Security
Earl Stewart	Jamaica Customs Department
Frank Laczko	<del> </del>
Glen Smith	International Organization for Migration
	United Nations Population Fund Statistical Institute of Jamaica
Juliet McCalla Smith (Chair)	
Heather Prendergast	Statistical Institute of Jamaica
Jenneive Edgar	Ministry of Labour and Social Security
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
Mareeca Brown	Planning Institute of Jamaica
Wendy Thomas	Ministry of Tourism and Entertainment
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
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

Heart Trust/NTA
Ministry of Health
Ministry of Health
ice
Ministry of Labour and Social Security
National Environment and Planning Agency
Jamaica Tourist Board
Heart Trust/NTA
Jamaica Customs Department
Planning Institute of Jamaica
Passport, Immigration and Citizenship Agency
Ministry of Industry, Commerce, Agriculture and Fisheries
Ministry of Health
United Nations Development Programme
Office of Disaster Preparedness and Emergency Management
Ministry of Foreign Affairs and Foreign Trade
Ministry of Foreign Affairs and Foreign Trade
European Union Delegation
Ministry of Education, Youth and Information
Ministry of National Security
Ministry of Education, Youth and Information
Ministry of Justice
Ministry of Local Government
Ministry of Industry, Commerce, Agriculture and Fisheries
Ministry of National Security
ration
Ministry of Labour and Social Security
Tax Administration Jamaica
University of the West Indies, Mona
Jamaica Customs Department
National Organization for Deported Migrants
HEART Trust NTA
Ministry of Labour and Social Security
Tax Administration Jamaica
Family Unification and Resettlement Initiative
National Council on Drug Abuse
National Organization for Deported Migrants
Hibiscus Jamaica
Ministry of National Security
Ministry of Local Government
British High Commission
tion
Ministry of Education, Youth and Information
United Nations High Commissioner for Refugees
Planning Institute of Jamaica
Ministry of Labour and Social Security
Joint United Nations Programme on HIV/AIDS
Ministry of Labour and Social Security
European Union Delegation
Bureau of Gender Affairs
University of the West Indies, Mona- Institute for Gender and
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Development Studies
Development Studies  Ministry of Foreign Affairs and Foreign Trade
Ministry of Foreign Affairs and Foreign Trade
Ministry of Foreign Affairs and Foreign Trade United Nations High Commissioner for Refugees
Ministry of Foreign Affairs and Foreign Trade

Diaspora and Development David Prendergast	Ministry of Foreign Affairs and Foreign Trade
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
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
	Ministry of Foreign Affairs and Foreign Trade  Ministry of Foreign Affairs and Foreign Trade
Lloyd Wilks (Chair)  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
Neville Ying	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 o
	Social and Economic Studies
Winston Lawson	Tax Administration Jamaica
Remittances and Development	
Chandar Henry	Bank of Jamaica
Courtney Wynter	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
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 Economic Growth and Job Creation
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

# APPENDIX III

# **POLICY CONSULTATIONS**

Policy Formulation – National and Sectoral	Date of Meetings/Consultations
International Technical Experts	May 5, 2011
National Working Group on International Migration and Development	May 5, 2011
National Working Group on International Migration and Development	June 2, 2011
National Working Group on International Migration and Development	September 15, 2011
National Working Group on International Migration and Development	October 20, 2011
National Working Group on International Migration and Development	November 24, 2011
Diaspora and Development Sub-committee	April 26, 2012
Remittance and Development Workshop	May 2, 2012
Human Rights and Social Protection Sub-committee	May 4, 2012
Return and Reintegration and Development	May 8, 2012
Governance and Policy Coherence Sub-committee	May 9, 2012
Data, Research and Information Systems	May 11, 2012
Remittance and Development Workshop	May 15, 2012
Family, Migration and Development Sub-committee	May 21, 2012
Return and Reintegration Workshop	
	June 5, 2012
Labour Mobility and Development Data, Research and Information Systems	June 7, 2012
	June 8, 2012
Family, Migration and Development Sub-committee	June 11, 2012
Diaspora and Development Sub-committee	June 12, 2012
Human Rights and Social Protection Sub-committee	June 14, 2012
Governance and Policy Coherence Sub-committee	June 15, 2012
Data, Research and Information Systems	June 20, 2012
Labour Mobility And Development Sub-committee Workshop	June 27, 2012
Human Rights and Social Protection Sub-committee	July 9, 2012
Remittance and Development Workshop	July 10, 2012
Data, Research and Information Systems	July 20, 2012
Governance and Policy Coherence Sub-committee	July 24, 2012
Family, Migration and Development Sub-committee	July 25, 2012
Situational Analysis-National Consultation	July 25, 2012
National Working Group on International Migration and Development	August 9, 2012
National	0 1 1 47 0040
National Consultation - Central Region Consultation	September 17, 2012
National Consultation- Eastern Region Consultation	September 18, 2012
National Consultation North-West Region Consultation	September 25, 2012
National Consultation- Western Region Consultation Sectoral	September 26, 2012
Sectoral Consultation (Mandeville)	September 19, 2012
Sectoral Consultation (Kingston)	September 21, 2012
Sectoral Consultation (Runaway Bay)	September 25, 2012
Sectoral Consultation (Montego Bay)	September 26, 2012
Sectoral Consultation (Kingston)	September 28, 2012
Governance and Policy Coherence Workshop	October 19, 2012
Remittance and Development Sub-committee Workshop	October 22, 2012
Labour Mobility And Development Sub-committee Workshop	October 23, 2012
Diaspora and Development Sub-committee Workshop	October 24, 2012
Data, Research and Information Systems Sub-committee	October 26, 2012
Academia Consultations	October 29, 2012
Return and Reintegration and Development	October 30, 2012
Family, Migration and Development Sub-committee	October 31, 2012
Diplomatic Corp Consultations	November 6, 2012
Consultation with Immigration lawyers	November 7, 2012
Consultation with Children and Youth Groups	November 9, 2012

Development	
National Working Group on International Migration and Development	May 15, 2013
Ministry of Foreign Affairs and Foreign Trade (revision)	June 11, 2013
Policy Finalization	Date of Meetings/Consultations
5th Biennial Diaspora Conference	June 16-20, 2013
Data, Research and Information Systems Sub-committee	January 23, 2014
National Working Group on International Migration and Development	February 25, 2015
Diaspora and Development Sub-committee	March 9, 2015
Ministry of Foreign Affairs and Foreign Trade (endorsement)	March 12, 2015
Ministry of Justice (endorsement)	March 12, 2015
Diaspora and Development Sub-committee	May 5, 2015
6th Biennial Diaspora Conference	June 14-17, 2015
Policy Revision (Green Paper)	Date of Meetings/Consultations
International Technical Experts	September 29 - October 2, 2015
House of Parliament (public access by all on GOJ websites)	January 2, 2016
Diaspora and Development	May 6, 2016
Remittance and Development	May 6, 2016
Human Rights and Social Protection	May 13, 2016
Labour Mobility and Development	May 13, 2016
Family Migration and Development	May 13, 2016
Data, Research and Information Systems	May 13, 2016
Governance and Policy Coherence	May 13, 2016
Public Order, Safety & Security	May 16, 2016
Return, Integration and Reintegration	May 16, 2016
Smile Jamaica, Television Jamaica	April 26, 2016
Independent Talk, Power 106 FM	May 5, 2016
Blast Off, Hitz 92 FM	May 10, 2016