

**“Strengthening the dialogue and cooperation between the European Union–Latin America and the Caribbean to establish management models on migration and development policies”**

**RAPID ASSESSMENT  
OF THE EXISTING DATA  
COLLECTION STRUCTURES  
IN THE FIELD OF MIGRATION  
IN LATIN AMERICA  
AND SOME COUNTRIES  
OF THE CARIBBEAN**

**THE ANGLOPHONE AND DUTCH-SPEAKING  
CARIBBEAN SUBREGION**



Project funded by the European Union



International Organization for Migration (IOM)

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# CONTENTS

ACRONYMS .....	5
LIST OF TABLES.....	7
EXECUTIVE SUMMARY .....	9
INTRODUCTION .....	17
CHAPTER 1. RECOMMENDATIONS FOR THE PRODUCTION OF INTERNATIONAL MIGRATION STATISTICS .....	21
CHAPTER 2. PRODUCTION OF INTERNATIONAL MIGRATION STATISTICS IN THE CARIBBEAN SUBREGION (ANGLOPHONE AND DUTCH-SPEAKING COUNTRIES).....	33
The Caribbean Subregion: 13 Anglophone countries and Dutch-speaking Suriname .....	33
Legal and political migratory frameworks within the subregion .....	37
Data-sharing environment within the subregion .....	38
Country-level data sources and public agencies producing international migration data .....	42
Sources of data on international migration: Conceptual–methodological concerns .....	50
Data sharing between public agencies gathering information on international migration .....	54
Outcome and use of the international migration statistics produced by each country .....	57
Evaluation of the quality of international migration information available .....	58
Conclusion .....	63

CHAPTER 3. CONCLUSION OF THE RAPID ASSESSMENT OF THE NATIONAL STRUCTURES COLLECTING INTERNATIONAL MIGRATION DATA IN THE LATIN AMERICA AND THE CARIBBEAN REGION .....	67
Regional findings .....	67
Summary of international migration information available in the countries in the LAC region .....	73
Quality assurance guidelines that are applied only to censuses and household surveys .....	75
ANNEXES .....	77
BIBLIOGRAPHY.....	83
WEB PAGES .....	99
INTERNATIONAL ORGANIZATIONS.....	102

## ACRONYMS

BOJ	Bank of Jamaica
CAN	Comunidad Andina de Naciones
CARICOM	Caribbean Community
CDB	Caribbean Development Bank
CDERG	Caribbean Diaspora Economy Research Group
CELADE	Centro Latinoamericano y Caribeño de Demografía (Latin American and Caribbean Demographic Centre)
CIEX	Council for Investment, Exports, Foreign Exchange and the Diaspora (Barbados)
CSME	CARICOM Single Market and Economy
CTO	Caribbean Tourism Organization
ECCB	Eastern Caribbean Central Bank
ECLAC	Economic Commission for Latin America and the Caribbean
ED	Embarkation/Disembarkation
EU	European Union
FURN	Facilitation Unit for Returning Nationals (Barbados)
ILO	International Labour Organization
IMF	International Monetary Fund
IMILA	Investigation of International Migration in Latin America
IMPACS	Implementation Agency for Crime and Security
IOM	International Organization for Migration
JRCC	Joint Regional Communications Centre
LAC	Latin America and the Caribbean
LMIS	Labour Market Information System
MIST	Management Information System for Tourism (Guyana)
OECD	Organization for Economic Co-operation and Development
OECS	Organization of Eastern Caribbean States
PICA	Passport, Immigration and Citizenship Agency
PIOJ	Planning Institute of Jamaica
PRM	Office of Population, Refugees and Migration

## ACRONYMS

RCM	Regional Conference on Migration
RIDU	Regional Integration and Diaspora Unit
RIFC	Regional Intelligence Fusion Centre
SAWP	Seasonal Agricultural Worker Program
SICA	Sistema de la Integración Centroamericana
SICREMI	Segundo Informe del Sistema Continuo de Reportes sobre Migración Internacional en las Américas (Continuous Reporting System on International Migration in the Americas)
SIDS	Small Island Developing States
SIEMCA	Sistema de Información Estadístico sobre las Migraciones en Centroamérica (Statistical Information System on Migration in Central America)
SIMICA	System of Information on International Migration in the Countries of the Andean Community
SOPEMI	Système d'Observation Permanente des Migrations (Continuous Reporting System on Migration)
STATIN	Statistical Institute of Jamaica

## LIST OF TABLES

Table 1: Basic information needed to facilitate the production of international migration statistics according to the United Nations (1998).....	23
Table 2: Characteristics, advantages and limitations of data sources according to the United Nations (1998) .....	24
Table 3: Censuses and surveys .....	27
Table 4: Additional data sources.....	29
Table 5: Subregional organizations collecting and compiling international migration data (2014): Anglophone Caribbean and Suriname .....	38
Table 6: Data sources and national public agencies producing information on migration in the Anglophone Caribbean and Suriname (2014).....	48
Annex I: Agencies that participated in the telephone and email interviews conducted in Anglophone Caribbean countries and Suriname.....	77
Annex II: Places and dates of phone and email interviews with representatives from agencies in Anglophone Caribbean countries and Suriname .....	78





## EXECUTIVE SUMMARY

### Objective of the Study

The purpose of undertaking this study was to assess the current situation regarding the production of international migration information in the Latin America and the Caribbean (LAC) region. The assessment was conducted in four subregions comprising of various countries. These are: 1) Mercado Común del Sur (MERCOSUR, Southern Common Market)–Chile–Bolivarian Republic of Venezuela; 2) Andean; 3) Central America–Mexico–Panama–Belize; and 4) the Caribbean (both English-speaking and non-English-speaking countries).<sup>1</sup> The purpose of this report is to present: a) a general descriptive analysis of the situation in the LAC region; and b) a detailed analysis of the situation in the Caribbean subregion: Anglophone and Dutch-speaking countries. Specifically, it attempts to describe the legal and political framework, in which international migration statistics are being generated, the agencies responsible for producing them and their organizational structure. Furthermore, the assessment reviews the production and use of migration-related data, the publication of indicators, and finally, the criteria applied and disclosed for evaluating statistical quality.

### Emergence and development of various regional and subregional international migration information systems

The last decades of the twentieth century and the first years of the twenty-first century witnessed progress in the design and emergence of different regional and subregional international migration information systems, in both the European Union (EU) and in the LAC region. Systems such as SOPEMI, IMILA, SIMICA, SIEMCA, SIEMMES and SICREMI involve a wide range of people, mechanisms (activities and procedures) and data functioning solely to support decision-making and formulate public policies on this topic. In general, these systems are based on a combination of different sources of quantitative data (records, censuses and household surveys) and qualitative data (legislation, regulations,

<sup>1</sup> This study grouped each participating country within each of the subregions mentioned: 1. **MERCOSUR–Chile–Bolivarian Republic of Venezuela** (composed of Argentina, Brazil, Chile, Paraguay and Uruguay, and the Bolivarian Republic of Venezuela); 2. **Andean** (composed of the Plurinational State of Bolivia, Columbia, Ecuador and Peru); 3. **Central America–Mexico–Panama–Belize** (which includes Belize, Costa Rica, El Salvador, Guatemala, Honduras, Mexico, Nicaragua and Panama); and 4. **the Caribbean** (which includes two subregions, namely, the non-English-speaking subregion – consisting of Cuba, Haiti and the Dominican Republic; and the English-speaking subregion (referred herein as the Anglophone Caribbean and Suriname) – consisting of Anguilla, Antigua and Barbuda, the Bahamas, Dominica, Grenada, Guyana, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago).

analysis of documents, interviews, and focus groups, among others). As a result, the effectiveness of these initiatives is encouraging.

The establishment of international migration information systems since the beginning of the 1970 demonstrates a gradual proliferation particularly during the first decades of the twenty-first century. By 1970, there were already two functioning systems. In the EU, there was *Système d'Observation Permanente des Migrations (SOPEMI, Continuous Reporting System on Migration)* created by the Organization for Economic Co-operation and Development (OECD). The other system in existence was the *Investigation of International Migration in Latin America (IMILA) Programme*, created for the LAC region by *Centro Latinoamericano y Caribeño de Demografía (CELADE, Latin American and Caribbean Demographic Centre)*, the Population Division of the Economic Commission for Latin America and the Caribbean (ECLAC).

In the LAC region, near the end of the 1990s and the beginning of the 2000s, various opportunities emerged to incorporate regional and subregional data collection experiences. These are the *System of Information on International Migration in the Countries of the Andean Community (SIMICA)*, effective between 1996 and 1998, and *Sistema de Información Estadístico sobre las Migraciones en Centroamérica (SIEMCA, Statistical Information System on Migration in Central America)*, which in 2005, became *Sistema de Información Estadístico sobre las Migraciones en Mesoamérica (SIEMMES, Statistical Information System on Migration in Mesoamerica)*. A system recently established by the Organization of American States (OAS) is *Segundo Informe del Sistema Continuo de Reportes sobre Migración Internacional en las Américas (SICREMI, Continuous Reporting System on International Migration in the Americas)*, based on the SOPEMI methodological model created almost 40 years ago by the OECD for the EU.

### **Absence of a regional assessment of the national structures collecting international migration data and relevance of the current rapid assessment**

An assessment of the national structures collecting international migration data was pending in the LAC region. The objective of this assessment was to determine what type of statistical information was being produced on this topic in each country within the region. Consequently, these systems would be appropriately informed about the current situation and the determination made by the assessment on whether or not the information being compiled by the different national entities currently meet the minimum quality standards in terms of coverage, relevance, completeness, accuracy, comparability, coherence, opportunity, punctuality, timeliness, accessibility and metadata dissemination.

The rapid assessment presented herein provides recommendations on filling existing gaps, specifically regarding the production of quantitative data on international migration within the LAC region.

### **Emergence and development of regional and subregional integration processes based on political, commercial and financing agendas in Latin America and the Caribbean**

The regional and subregional legal and political framework in the LAC region is influenced by democratic institutions that have been revitalized and consolidated in recent decades and the expansion of integration processes which were initiated around the end of the twentieth century. This is demonstrated through the subregional amalgamation of countries for political, commercial and financial integration purposes. Examples of this would be MERCOSUR, Comunidad Andina de Naciones (CAN, Andean Community of Nations),<sup>2</sup> Sistema de la Integración Centroamericana (SICA) (extended to Belize and Panama), the Caribbean Community (CARICOM), the Organization of Eastern Caribbean States (OECS) and the current African, Caribbean and Pacific (ACP) Group of States.

### **Relevance of the regional consultative processes**

The countries within the region came to the realization that there was a need for consensus and harmonization of their migration policies. Since then, they have been participating in the implementation of the regional consultative processes guided by the South American Conference on Migration (SACM), also known as the Lima Process, whose Technical Secretariat is supported by the International Organization for Migration (IOM). Another important consultative process promoting regional cooperation on migration is the Regional Conference on Migration (RCM), also known as the Puebla Process, which serves as a platform for intergovernmental agencies of the Central and North American countries to share information, experiences and best practices. The RCM Technical Secretariat is also supported by IOM.

### **Coexistence of a variety of national legal frameworks on international migration**

Among the countries making up the LAC region, assessments of the different national context reveal a wide range of legal and political frameworks on international migration. Since the beginning of the twenty-first century, efforts were undertaken to update migration laws, including legislations related to the integration of immigrants in the country of destination. This is especially true for some of the traditional migrant-receiving countries of the region (such as Argentina) and some countries with strong emigration impact (such as Uruguay).

<sup>2</sup> The CAN includes the Plurinational State of Bolivia, Colombia, Ecuador and Peru, referred to throughout the text as the Andean Community or Andean subregion.

In terms of migration legislation review, the characteristics observed in the first group of countries is still not evident in some Central American and Caribbean countries, although indications are that progress is being made. There is a clear need for these countries to revise outdated national migration laws, which in some cases, date back more than five years.

### **Clear division of functions among the agencies responsible for producing international migration statistics in each country within the region**

In general, the entities involved in the production of international migration information within the LAC region operate under a clearly defined division of functions.

#### **National/General Migration Department – Ministry of Labour – Ministry of Foreign Affairs/Relations**

The primary entity responsible for collecting data is the General or National Migration Department. This entity is responsible for gathering data at points of entry (records of international entries and exits of people) and may also be charged with the responsibility of issuing residence permits. Different ministries, such as Labour and/or Employment, are primarily responsible for recording information regarding work permits obtained by foreigners in the country. In the case of Ministries of Foreign Affairs/Relations, their activities consist of issuing required documentation, and at times, compiling data on their citizens residing abroad.

#### **National Statistics Institutes**

Another type of agency involved in collecting migration data is the National Statistics Institute, also known in some countries as Statistical Office or Statistics Department. This agency is primarily responsible for the methodological and conceptual design of the national population censuses and household surveys and for the generation of statistical results based on the surveys.

#### **Central Banks**

Central Banks manage and compile information that allows them to conduct balance of payments reporting. The balance of payments includes data on the flows of remittances.<sup>3</sup>

<sup>3</sup> Remittances refer to monies earned or acquired by non-nationals that are transferred back to their country of origin (IOM, 2011b:54).

## **Data sharing between the key national agencies responsible for producing international migration statistics**

Data sharing between the diverse national agencies of each country producing statistical data on international migration is either minimal or non-existent. In general, the tasks carried out by each national entity are being conducted independently and with an evident lack of inter-agency coordination. In fact, no mechanism exists to facilitate exchange and/or integration between the different bodies results in an overlapping of efforts and the generation of non-comparable data. In the cases where exchange does occur, it is often reduced to the transfer of information produced by one of the national agencies – for example, the Migration Department – to another entity such as the National Statistics Institute. In reality, it is only within the countries of the Andean subregion that the official National Statistics Institutes are presently processing and disseminating information gathered by the agencies responsible for migration control, such as the Migration Department and/or the respective Central Banks. In the majority of countries, however, there is a clear absence of intergovernmental committees whose objective would be to ensure that the statistical data being produced are as a result of authorized definitions and concepts, as well as the use of adequate data processing systems.

## **International guidelines for producing statistical information on international migration**

This study noted that the criteria used as the basis for the production of international migration statistics in the LAC region is based on the United Nations recommendations in 1998 and are currently being reviewed.

The National Statistics Institutes, responsible for generating information based on censuses and household surveys in the countries in the LAC region, generally apply the recommendations of the United Nations.

The national censuses are the most relevant sources in terms of international migration statistics in the region. A regional initiative that must be highlighted is the task of compiling, processing and disseminating the countries' census results assessment undertaken by CELADE-Population Division of ECLAC, based on the IMILA Programme. The majority of countries in the region recognize the role of the census as the main source of statistics on international migration. However, the Andean and Caribbean subregions demonstrate lesser dependence on the census results. Not surprisingly, it is precisely within these subregions where there are apparent challenges to comply with the international recommendation to undertake censuses every 10 years. While censuses have traditionally provided information on the international migrant stock and their characteristics, censuses and household surveys are now including migration-related questions in their respective questionnaires, with the intent of capturing not only the migrant

stock and their characteristics but also the reception of household remittances. Even when considering inherent limitations, these field-based data collection systems have the potential to provide information on the often disregarded emigrant profile.

In an effort to ensure that remittance data collection is aligned with the international guidelines established by the International Monetary Fund (IMF), Central Banks in different countries have developed a programme for improving information and procedures regarding the collection of remittance data.

In reference to administrative registers, it can be stated that the international criteria for producing statistical data are currently not in use. This is true for all forms of data currently being collected, including data on the international arrivals and departures of persons, data on residence and/or work permits, and data on nationals residing abroad.

### **Information on labour migration**

The availability of labour migration information in different countries within the region is scarce or non-existent. This is because data compiled by these countries, with the exception of the CARICOM countries, is generally not processed into statistics, making it impossible to disseminate. Efforts were made through the “Best Practices on collecting and sharing Labour Migration Data for the improvement of the Labour Market Information Systems” (LMIS) Project<sup>4</sup> to properly manage labour migration information into the labour migration information systems. The overall objective of the project was to contribute to the development or enhancement of these systems to produce accurate and timely information for better management of labour migration.

### **Information on irregular migration**

All of the countries have identical difficulties in measuring the phenomenon of irregular migration. This is generally tabulated based on data obtained from records of international arrivals and departures of persons. Problems influencing the collection of data on irregular migration in the LAC region include, but are not limited to, partial coverage of border crossings and infrastructural deficiencies, particularly the quantity and technical capacity of personnel to produce statistical information. The utilization of data sources such as records documenting residence permits and/or regularization documents issued is yet to be capitalized upon. These records can be considered proxy indicators of the “irregular” migration phenomenon.

<sup>4</sup> The LMIS Project was implemented by IOM with the financial support of the EU, the IOM Development Fund and the Italian Ministry of Interior. The project was implemented from January 2010 to March 2013. For more information, see <http://eea.iom.int/index.php/what-we-do/labour-migration-and-integration/lmis-project>.

## Information on voluntary return migration

Currently, information on return migration is obtained from the results of the population census. The information is collected based on a series of questions incorporated into the census questionnaires with the intent of measuring this phenomenon. These include questions on place of habitual residence, place of habitual residence at an earlier date (normally within the past five years) and the place of birth of the individual. Some Ministries of Foreign Affairs and Migration Offices have begun to keep registers of their nationals relocating to their home countries through specialized units established to facilitate the return of nationals and to assist them with the reintegration process once they have arrived in the country.

## Information on emigration

The indicators related to emigration are based almost exclusively on the IMILA Programme (implemented by CELADE-Population Division of ECLAC), tasked with the compilation, analysis and dissemination of information emerging from the census of the countries of the LAC region. Dependence on the information presented in the population census questionnaires is problematic particularly because the data leads to only an approximation of the situation of interregional migration. Extraregional migration data is even more limited. In order to obtain precise and detailed information about extraregional migration, a pertinent action would be to incorporate variables into the measurement instruments used by receiving countries in the EU so that Latin American emigrants can be detected among their universal migrant population.

The population censuses and household surveys have recently been capturing data on the characteristics of household members emigrating abroad and the receipt of household remittances. Among the first of these were the 2000 census rounds implemented by some of the countries in the Central America subregion (Guatemala, Honduras, Mexico and Nicaragua), the Andean subregion (Colombia and Ecuador) and the Hispanic Caribbean (the Dominican Republic). In regard to household surveys, being used to capture this type of data, the one conducted in Uruguay is noteworthy.

The measurement of emigration based on other data sources, such as consular records, is still in the initial stages of development.

## Receipt of household remittances

The inclusion of questions related to the receipt of remittances at the household level has been detected in some population censuses of the English-speaking Caribbean countries. However, the quantification (in local currency) of money from remittances entering the country is generally conducted by the Central

Banks of the countries within the region with the purpose of compiling balance of payments. The heterogeneous results are a clear indication that countries in the region need to adopt a common methodological or conceptual approach.

### **Statistical quality assessment**

Only population censuses and household surveys are currently using assessment parameters of a quality meeting international standards. The statistical reality of the census and household surveys conducted within the region is that it is heterogeneous in terms of coverage, relevance, content quality, suitability or punctuality, and accessibility of data produced by different sources of information.

Regarding the quality of information obtained from records generated by the Central Banks, a process is being developed to improve the procedures used to collect statistical data on remittances, particularly, in terms of collection procedures and quality of information.

Administrative records generally lack the application of standards for producing statistical data. This is mainly due to the fact that administrative record keeping is seen as a means of controlling migratory movements and/or for safeguarding national security.



## INTRODUCTION

The main objective of the project “Strengthening dialogue and cooperation between the European Union–Latin America and the Caribbean to establish management models on migration and development policies” is to strengthen capacities of national and regional structures for the collection of recent and updated migration data. Three research studies were foreseen under Component One of the project, including “Rapid Evaluation of the Data Collection Structures in the Area of Migration in Latin American and the Caribbean Countries” presented here. The original report was published in the Spanish language; however, following a request made by Jamaica and the rest of the English-speaking countries of the Caribbean, translation and updating were undertaken; hence, this version of the report.

The purpose of the study was to perform an assessment of the current situation of international migration information systems in the LAC region. The first part of the report presents a general descriptive analysis of the situation within the LAC region as a whole. The second part focuses on the subregion of the Anglophone Caribbean, which includes a total of 13 English-speaking countries and the Dutch-speaking Suriname.<sup>5</sup> A description of the legal and political framework within which international migration statistics are being produced is presented. It also highlights the public agencies carrying out these functions as well as their organizational structure, adopted indicators, and the criteria applied and disclosed to evaluate statistical quality.

The narrative of this document is supplemented by a series of tables summarizing the features of international migration data production in each country and provides a quick appraisal of the situation concerning the availability of migration statistics in the region. A multidimensional approach was employed to detect the strengths and weaknesses of these systems. The tables presented were compiled based on the United Nations (1998) recommendations for the production of information on international migration.

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<sup>5</sup> This study grouped each participating country within each of the sub-regions mentioned: 1. **MERCOSUR–Chile–Bolivarian Republic of Venezuela** (composed of Argentina, Brazil, Chile, Paraguay and Uruguay, and the Bolivarian Republic of Venezuela); 2. **Andean** (composed of the Plurinational State of Bolivia, Columbia, Ecuador and Peru); 3. **Central America–Mexico–Panama–Belize** (which includes Belize, Costa Rica, El Salvador, Guatemala, Honduras, Mexico, Nicaragua and Panama); and 4. **the Caribbean** (which includes two subregions, namely, the non-English-speaking subregion – consisting of Cuba, Haiti and the Dominican Republic; and the English-speaking subregion (referred herein as the Anglophone Caribbean and Suriname) – consisting of Anguilla, Antigua and Barbuda, the Bahamas, Dominica, Grenada, Guyana, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago).

Considering that international conceptual and methodological guidelines influences the way international migration data and information are currently being produced, the updated report responds to various questions:

- What is the legal and political framework within which international migration statistics is currently being produced in the region?
- Which institutions/agencies are responsible for producing them? What is the organizational structure of these agencies?
- How are these agencies/organizations carrying out the process of data production?
- To what extent are international guidelines being implemented in the production of information on international migration?
- What immigration and emigration indicators are being applied and disseminated?
- What quality assessment parameters are being applied and disseminated?

The two components of the report are further organized into three sections. The first section presents a theoretical description of the international guidelines for international migration data production, data sources (including the advantages and theoretical limitation of each), the multidimensional concept of statistical quality, and a summary of the primary indicators used for tracking international migration.

The second section makes particular reference to the context within which migration statistics are being generated in the Anglophone Caribbean and Suriname subregion. It provides an overview of previous studies conducted on data collection. Thereafter, it reflects on the political, legal and institutional context of each country in the subregion including national agencies in charge of collecting migration data. The particular agency responsible for producing statistical data on international migration required to feed into the regional information systems is emphasized. Additionally, it intends to discern the availability and use of various data sources in each country. Analysis is also conducted on data sharing between public agencies collecting migration-related data. In accordance with international guidelines, an evaluation is conducted on data sources used, the quality of statistical data generated and the extent to which the data is made available in the Anglophone Caribbean and Suriname subregion. The conclusion of this section synthesizes the commonalities, in terms of the strengths and weaknesses, of the statistical structures of each country.

The third and final section concludes with general remarks regarding the findings pertaining to the LAC region as a whole. Commonalities between the various subregions are highlighted, including the strengths and weaknesses of the statistics generated and availability of the statistics within the LAC region.

## Methodological considerations

The methodology employed in the present research was selected in consideration of international guidelines – both methodological and conceptual – which influences the production of information on international migration from a theoretical perspective. The achievements and challenges faced by the region in relation to this topic were taken into consideration. Analyses of the findings were supplemented with information obtained from various national and subregional data sources, illustrated herein by the use of tables.

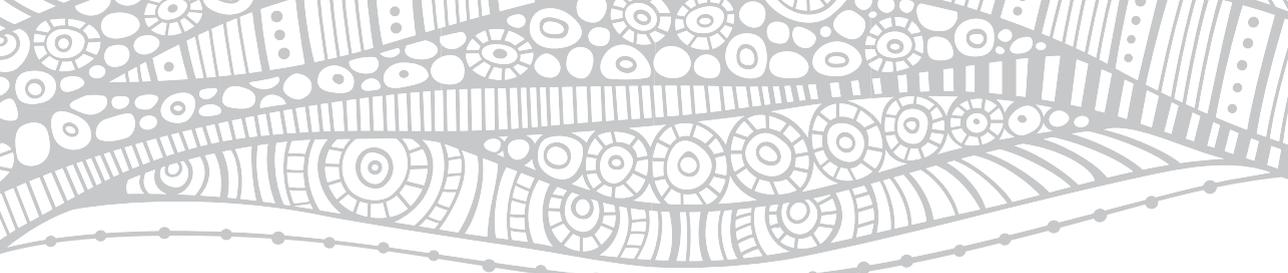
To compile the narrative, a literature review was conducted. Various reports and publications on international migration published by national and international organizations were used. A variety of data and information published via the websites of the respective agencies were also used. Email and/or telephone interviews with key informants (i.e. officials) of these national organizations were conducted. The information collected was initially compiled into a series of tables, allowing for a rapid perusal of the migration statistics available within the LAC region. This use of a multidisciplinary approach contributed to the analysis of results, leading to the detection of strengths and weaknesses of the current systems.

The original report, compiled between 2011 and 2012, involved the participation of a consulting team comprising of a main consultant and three specialized assistant consultants. The primary consultant worked under the supervision and general support of the Research Coordinator of the IOM Regional Office in Buenos Aires and the Coordinator and Project Assistant of the EU–LAC in Brussels. The consultant was tasked with the methodological design, coordination of the study and analysis of findings regarding the structures producing information on international migration.<sup>6</sup> The lead consultant collected the relevant information from the agencies in countries of the MERCOSUR–Chile–Bolivarian Republic of Venezuela subregion and the three non-English-speaking countries of the Caribbean subregion. In addition, the consultant coordinated the evaluation activities undertaken by the three specialists working in the three subregions:

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<sup>6</sup> The activities undertaken for this study were conducted by William Mejía Ochoa (Andean subregion), Sonia María Pellecer (Central America–Mexico–Panama–Belize subregion), Natasha Mortley (subregion of Anglophone countries of the Caribbean and Suriname), Gladys Massé (MERCOSUR–Chile–Bolivarian Republic of Venezuela subregion and the non-English-speaking countries of the Caribbean and overall coordination of the assessment), Ezequiel Texidó (Regional Coordinator of Research Studies of the IOM Regional Office in Buenos Aires), Tamara Keating (Coordinator of the project in the EU–LAC in Brussels) and Adriana Detrell (Project Assistant EU–LAC in Brussels). Review, updating and translation of the Spanish version were undertaken by Melanie Smith in 2014.

1) Andean; 2) Central America–Mexico–Panama–Belize; and 3) Anglophone countries of the Caribbean and the Dutch-speaking Suriname. As a separate consultancy, the data collection and translation of this updated version was conducted within two months. The consultant focused only the Caribbean and the Dutch-speaking Suriname, analysing advances made within the subregion in regard to the situation of the production of international migration information from 2012 to present.



## CHAPTER I. RECOMMENDATIONS FOR THE PRODUCTION OF INTERNATIONAL MIGRATION STATISTICS<sup>7</sup>

In an effort to outline the processes of measurement and quantification of migratory stock and flows, this chapter presents:

- A theoretical description of the international recommendations for the production of statistical data on migration;
- The advantages and limitations of the data sources used for tabulation;
- Key recommendations related to core analysis indicators.

It is important to clarify that the present evaluation refers to the production of quantitative data, specifically, those emerging from the observation of the international migration phenomenon. These are compiled and shared using acceptable methodological procedures and are presented in the form of tables and graphs. Data assumes anonymity when further classified according to categories or types.

Statistical data consists of three elements:

- The unit of observation, or the “who”;
- The variable dimension, or the “what.” In other words, the logical grouping of a series of attributes or characteristics of the persons, events or processes that are the object of study;
- The specific data value, which refers to the variety of characteristics or features in the dimension or unit of observation.

The United Nations (1998) proposes guidelines to define international migration and provides a detailed taxonomy of the international inflows and outflows of persons.<sup>8</sup> It defines *migration* as: “the spatial mobility of a population”; in other words, the transfer of one or more individuals from their country of origin to a

<sup>7</sup> Compiled and prepared by Gladys Massé.

<sup>8</sup> During the 1990s, the Statistical Division and Population Division of the United Nations, in conjunction with the Office of Statistics of the EU, IOM, the Office of the United Nations High Commissioner for Refugees, the International Labour Organization (ILO) and OECD, among others, collaborated in the formulation of the recommendations made in the publication. Available online: [http://unstats.un.org/unsd/publication/SeriesM/SeriesM\\_58rev1E.pdf](http://unstats.un.org/unsd/publication/SeriesM/SeriesM_58rev1E.pdf).

country of destination. Based on this definition, two types of movements are normally taken into consideration:

- **Spatial movements of the population across the limits or administrative boundaries of a geographical area but without change of usual residence:** Those who would likely fall under this category would be those travelling daily across borders for work, study, tourism or business purposes, and those participating in work committees, seeking health care, visiting family or friends, or travelling for religious motives. A specific type of movement that influences the way migration is determined by those collecting migration data would be the movement of persons living in neighbouring border communities who conduct cross-border activities on a frequent or even on a daily basis. Under this definition, these movements are still within the environment of their “usual residence.” However, migration as defined by IOM (2011b), involves “a process of moving, either across an international border, or within a State.”<sup>9</sup> It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, uprooted people and economic migrants; therefore, this type of movement is considered as migration.
- **Spatial movements of the population across the limits or administrative boundaries of a geographical area with the intent of changing residence:** This is more commonly known as “migration.”<sup>10</sup> This definition categorizes those who migrate as:
  - **Long-term migrant:** This refers to a person who moves to a country other than that of his or her usual residence for a period of at least 12 months, so that the country of destination effectively becomes his or her new country of usual residence.
  - **Short-term migrant:** This refers to a person who moves to a country other than that of his or her usual residence for a period of less than a year, so that the country of destination effectively becomes his or her new country of usual residence.

In an effort to standardize these definitions and concepts, reference was made to the document dedicated solely to migration-related concepts compiled by IOM (2011b), including the *Multilingual Demographic Dictionary* (UN DESA and

<sup>9</sup> IOM, 2011b, p. 41.

<sup>10</sup> The United Nations (1998:1) takes into consideration that “among all the types of spatial mobility, international migration has the distinction of being subject to State regulation, whether in the country of departure, in that of arrival or both. An intrinsic attribute of state sovereignty is the right of the state to determine who can enter and stay in its territory and under what conditions, a right is tempered in case the citizen by the right of individual to leave any country including their own and return to their own country” (Article 13 of the Universal International Declaration for Human Rights).

IUSSP, 1959), which contains both statistical and demographic definitions, as well as basic concepts related to this topic.

According to the recommendations made by the United Nations (1998:61–64), the production of migration-related data, specifically those relating to the different categories of international migrants arriving at and departing from a country, requires the collection of the basic information listed in Table 1.

Table 1: Basic information needed to facilitate the production of international migration statistics according to the United Nations (1998)

Basic information	Arrivals		Departures	
	Nationals	Non-nationals	Nationals	Non-nationals
Country of citizenship	X	X	X	X
Sex	X	X	X	X
Date of birth	X	X	X	X
Date of departure	X	X	X	X
Intended duration of stay abroad	X	-	X	-
Previous country of usual residence	X	X	X	X
Country of birth	X	X	X	X
Marital status	X	X	X	X
Expected place of residence in the country of destination (address)/in the country of origin	X	X	X	X
Educational attainment (number of years of schooling completed)	X	X	X	X
Duration of stay in the previous place of residence/in the country of departure (date of first entry)	X		X	
Purpose of stay abroad	X		X	
Occupation in place of departure/in the future country of usual residence	X	X	X	X
Industry of the employer in place of departure/in the future country of usual residence	X	X	X	X
Type of visa or permit	X	X	X	X
Duration of visa or permit/date of expiry of visa or permit	-	X	-	X
Category of work in the country of departure/in the future country of usual residence	X	-	X	-

Source: Gladys Massé, 2013.

According to the United Nations (1998:17), there are various data sources that can provide quantitative<sup>11</sup> information on international migration. Table 2 provides a summary of key characteristics and the theoretical advantages and limitations of each.

Table 2: Characteristics, advantages and limitations of data sources according to the United Nations (1998)

Source (administrative registers)	Characteristics	Advantages	Limitations
Population register	A register is a database that continuously records selected information pertaining to each member of a population. Both organization and operation of the register should have a legal basis.	<p>Population registers are maintained primarily for administrative purposes. However, they can be used as a source of comprehensive, up-to-date statistics on the size and characteristics of the population being recorded.</p> <p>Depending on the purpose of the register, changes in the status of members of the target population will be the subject of the registers.</p> <p>The registers that would most likely generate statistics on international migration are those recording changes of country of residence of the target population (United Nations, 1998:17).</p>	<p>Generally, this register covers only the de jure population of a country. In other words, the population that has the legal right to reside in a country and that normally lives in it.</p> <p>Relatively few countries have a national register that permits the derivation of statistics on international migration.<sup>1</sup></p>

<sup>11</sup> Refers to the source of data that permits the numerical measurement of who, what, when, how much, with what frequency does the phenomenon occur, for example the arrival and departure records, registers of residency, population census and household surveys, among others.

Source (administrative registers)	Characteristics	Advantages	Limitations
Register of foreigners	This functions in the same manner as the population registry, but it covers only the foreigners legally residing in the country.	<p>Priority is usually given to the recording of the migratory status of each person registered, including the type of residence permit, its duration of validity, and so on. For this reason, it can provide information on determined categories of international migrants.</p> <p>This register has a tendency to collect data mostly on short-term migration.</p> <p>This register is capable of complete coverage of the inflow of foreigners who have been granted permission to reside in the country.</p>	<p>This register does not contain data on the international movements of the foreigners.</p> <p>The information on those who leave the country either for prolonged periods of time or permanently is incomplete (United Nations, 1998:19).</p>
Register of asylum-seekers	Asylum-seekers constitute a special type of mobile persons that may move from one country to another with the peculiarity that their length of stay cannot be established with any degree of certainty at the time of admission into the country (United Nations, 1998:21–22).		Only when asylum-seekers are given the status of refugee or are permitted to stay in the country on humanitarian grounds, their inclusion in the overall international migration statistics is justified (United Nations, 1998:21–22).

Source (administrative registers)	Characteristics	Advantages	Limitations
Arrival and departure records	Arrival and departure records are generally collected at the points of entry into and departure from a country, regardless of whether or not they are actually located at a border point (generally includes airports and other ports of entry – such as terrestrial, waterways and maritime – at which a person formally enters or exits a national territory (United Nations, 1998:23).	<p>The records measure flows continuously.</p> <p>The compilation of border records can be based on either statistical or administrative criteria. When based on administrative criteria, the status of persons arriving or departing is established on the basis of documentary evidence (passport, visa, residence permit, etc.)</p> <p>On the other hand, the statistical criteria require instead the recording of information that cannot be derived from documentary evidence through the use of standardized questionnaires that passengers must fill out as they arrive or depart (United Nations, 1998:23).</p>	<p>With these records, there are difficulties in gathering reliable information from a large volume of people subject to different degrees of control depending on their citizenship, mode of transport and place of entry.</p> <p>Due to the minimal verification of the questionnaires filled out by passengers, the information collected might be unreliable.</p> <p>Administrative considerations could compromise the statistical information. For example, there is little probability that the expected length of stay is declared if the intention is to stay longer than that stipulated in the visa or residence permit granted.</p>

Source: Gladys Massé, 2013.

Of all the data collection sources reviewed, it appears that, at the very least, the basic instrument for collecting data on international migration would be the records of arrivals and departures of persons, which are collected at international points of entry. These registers are expected to complete a dual function: an administrative role (control and register inflows and outflows of persons from within a national boundary) and a statistical role (generate statistical information regarding the movement of persons). This source of data is the only source that can continuously provide a clear picture of the dynamics (the flow) of international migration. The control of arrivals and departures of

persons to and from a respective country is generally undertaken at each point of entry such as airports or other ports of entry (e.g. maritime, waterways and terrestrial).

Using administrative registers as a basis to study migration allows for the recording of total movements (arrivals and departures), the total number of entrances and the total number of exits. However, a clear definition of what is to be classified as a movement must be established first. A single person can make various entries into and exits from a country. Similarly, such action could correspond to various types of spatial movements of a population, including those we can consider as migration and those which might be only for trans-boundary or tourism-related purposes.

In any case, consistent recording facilitates the tracking of all movements across national boundaries (migratory flows) – in other words, the immigration of foreigners and the emigration of natives.

According to IOM (2003b:13) one inherent limitation of passenger lists is the difficulty in distinguishing real migrants from travellers. This distinction allows for the classification of migrants into different categories, ensuring that travellers are excluded from the total migratory counts. Using this source as a basis for counting inflows and outflows of persons could create confusion, which could impact data validity.

Table 3: Censuses and surveys

Source	Characteristics	Advantages	Limitations
Census	This involves the count and classification of the total number of houses, households and population within a specific period of time.	Censuses are universal, simultaneous and have national coverage.  A census measures stocks.  In its recommendations, the United Nations (1998:24–25) states, “some censuses have gathered information from all persons canvassed on place of residence one or five years before enumeration [ . . . ] some census and surveys have attempted to measure emigration by collecting information on family members who left the country during a particular time frame.”	This is conducted every 10 years.  A census has the tendency to overestimate the number of foreign-born residents.

Source	Characteristics	Advantages	Limitations
Survey	A survey is applied to a representative sample of the population.	<p>A survey measures stocks.</p> <p>A survey allows for an in-depth study of migration during inter-census periods.</p>	<p>A survey does not measure flows.</p> <p>In its recommendations, United Nations (1998:25) states: "Given the low levels of international migration registered by most countries, it is not recommended that sample surveys gather similar information because, unless the survey's sample is large, the results obtained are likely to be greatly affected by sampling variability."</p>

Source: Gladys Massé, 2013.

The population census, by its very nature, constitutes the source of data that should provide the primary characteristics and features of the migratory stock. The household survey, on the other hand, provides a more in-depth understanding of the characteristics of migrants, or at least of a particular category of migrants, especially during the inter-census periods. Nonetheless, based on the fact that it is sample-based, the results will reflect only part of the reality.

Despite their own inherent shortcomings, other administrative records could provide, at least theoretically, a comparative estimate of immigrants or emigrants within the distinct universal populations. These include, among others: residence permits and/or work permits; issuance of permission to stay, seek refuge or seek asylum; and consular registries of nationals living abroad.

Table 4: Additional data sources

Source	Characteristics	Advantages	Limitations
Residence permit	<p>This permit is issued by countries to control admission and stay of foreigners in their territory.</p> <p>Foreigners desiring to reside in a country different than his or her citizenship must, previous to migrating, obtain a temporary or permanent residence permit. When the residence permit allows either self-employment or external employment, both the residence permit and work permit have the same validity periods.</p>	<p>Generally, in the absence of population registers, many countries use residency permits as a way to control the admission and permanence of foreigners in their territory (United Nations, 1998:26).</p>	<p>Various problems emerge in the use and interpretation of data on residence permits. Permits are issued not only to newly arrived foreigners but also to those who have been in the country for a while. No distinction is made between the two.</p> <p>The number of residency permits issued during the year may not be equivalent to the number of persons admitted during that year (United Nations, 1998:20).</p>
Work permit	<p>In most countries, foreigners wishing to undertake economic activities should obtain official permission to do so before they enter the country in question.</p> <p>Usually, the prospective employer is required to apply to authorities for the required work permit before the migrant is authorized to enter the country (United Nations, 1998:21).</p>		

Source		Characteristics	Advantages	Limitations
Asylum-seekers	Request for asylum	This is a record of application for asylum.		The number of asylum applications could be inferior to the number of asylum-seekers since a single application can be filed on behalf of all members of a family.
	Request granted	This is a record of approved applications.		Once asylum-seekers are granted refugee status or permitted to stay in the country on humanitarian grounds, their inclusion in general international migration statistics is warranted and would normally take place (United Nations, 1998:21-22).
Exit permit		This is a source of data on the emigration of citizens in States that restrict the international travel of their citizens (United Nations, 1998:22).	This is a source of data that can provide an estimate of the number of emigrants.	
Authorization of migrant workers		This constitutes specific information from the registry of foreigners in a country.		It is probable that foreigners authorized to undertake paid labour are included even when duration of stay in the country is less than a year (United Nations, 1998:20).

Source: Gladys Massé, 2013.

Within the past decades, international migration information systems offering statistical information regarding the flow of remittances has gained importance. These sources report on remittance dynamics and amounts transferred. Information is derived primarily from national balance of payments and provides a good representation of the impact of remittances on the macroeconomic

structure of the respective country. Other sources of data such as household surveys, specialized surveys and even certain censuses within the LAC region have conducted research on remittances to determine economic impacts at the household level.

The generation of statistical data is guided by an international quality assurance framework. This is based on international recommendations made by the Expert Group of National Quality Assurance Frameworks of the United Nations Statistics Division on topics such as defining quality statistics.<sup>12</sup> Using a multidimensional approach, the idea is to provide comparative statistical data using indicators related to coverage, relevance, completeness, accuracy, comparability, coherence, opportunity, punctuality, accessibility and metadata dissemination.<sup>13</sup>

The strength of each and every aforementioned data source lies in the fact that their combined and integrated use allows for a comprehensive and up-to-date view of the international migration phenomenon. Collectively, the compilation of data on the number of cross-border movements, the number of approved permanent and temporary residencies, the number of refugees/asylum-seekers assisted, workforce data, the migrant stock reported by the census and/or analysed in depth by the household surveys and the information related to the flow of remittances should provide government agencies with sufficient data to produce information on international migration for their country comparable to that of other countries within the LAC region.

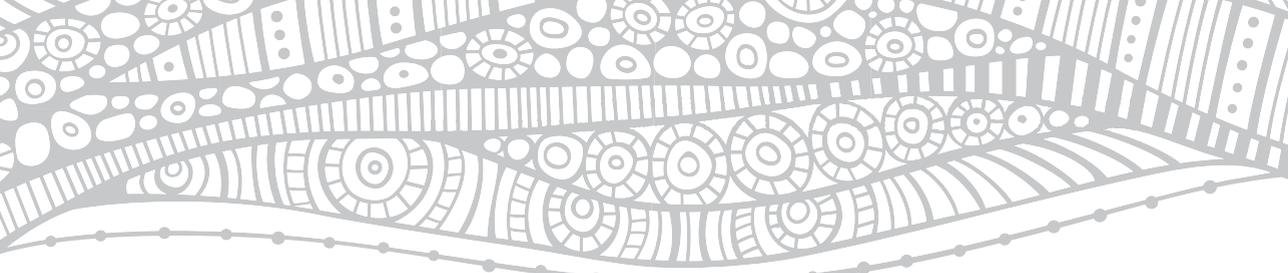
In an effort to inform the formulation of public policies on regional, subregional, internal and international migration, it is necessary to generate pertinent, current, comparable, credible and timely information related to the dynamics of migration flows including its structural components. Also, the focus must be extended to include the migrants' places of origin and destination.

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<sup>12</sup> See <http://unstats.un.org/unsd/methods/statorg/> and <http://unstats.un.org/unsd/dnss/QualityNQAF/nqaf.aspx>.

<sup>13</sup> United Nations (2008, paragraph 1.229). It has been suggested that the output of any statistical exercise should possess some or all of the following attributes or dimensions: relevance, understood as the degree to which statistics meet users' needs, and suggests the need to avoid production of irrelevant data, namely, data for which no use will be found; completeness, degree to which statistics fully cover the phenomenon they are supposed to describe; accuracy, distance between the estimated value and the (unknown) true value; the accuracy of the data or statistical information is the degree to which the data estimates or correctly describes the amount or characteristic that the statistical exercise intends to measure (United Nations, 2010a, paragraph 1.234); comparability, degree to which statistics are comparable over space (between countries) and time (between different time periods); coherence, degree to which data from a single statistical programme, and data brought together across statistical programmes, are logically connected; timeliness, time elapsed between release of data and reference period; punctuality, degree to which pre-announced release dates are met; clarity, degree to which statistics are understandable for non-expert users; accessibility, ease with which statistical data can be obtained by users; metadata, availability of information describing sources, definitions and methods.





## CHAPTER 2. PRODUCTION OF INTERNATIONAL MIGRATION STATISTICS IN THE CARIBBEAN SUBREGION (ANGLOPHONE AND DUTCH-SPEAKING COUNTRIES)

This chapter describes the advances made in regard to the production of quantitative statistics on international migration within the Anglophone Caribbean and Suriname subregion.

### **The Caribbean Subregion: 13 Anglophone countries and Dutch-speaking Suriname<sup>14</sup>**

The following section reflects the current situation of the production of quantitative data on international migration in fourteen Caribbean countries – 13 Anglophone countries (Anguilla, Antigua and Barbuda, the Bahamas, Barbados, Dominica, Grenada, Guyana, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago) and one Dutch-speaking country (Suriname).<sup>15</sup> Among the selection criteria to determine which country should be included in this study were language spoken by the majority of population and shared cultural traits. Among the shared cultural traits considered were common history and legacy including slavery, emancipation, identity, colonization, independence, post-colonialism and migration.

As previously mentioned, the initial decades of the twenty-first century were of particular interest, for it was a period when the subregion saw the strengthening of the current economic, commercial and funding agreements. All Anglophone Caribbean<sup>16</sup> countries are part of, holding Observer status, or are associate

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<sup>14</sup> This section was compiled by Natasha Morley in collaboration with IOM and Gladys Massé. The latter also prepared the Spanish version of this report.

<sup>15</sup> In the text we refer to the States of Anguilla (dependence of the United Kingdom), Antigua and Barbuda, Commonwealth of Bahamas, Barbados, Belize, Commonwealth of Dominica, Grenada, Republic of Guyana, Jamaica, Federation of Saint Kitts and Nevis, Montserrat (dependence of the United Kingdom), Saint Lucia, Saint Vincent and the Grenadines, Republic of Suriname, and the Republic of Trinidad and Tobago, as Anguilla, Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Montserrat, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago, respectively.

<sup>16</sup> In reference to the group of countries comprising the subregion under study, the following expressions are used: Anglophone Caribbean, English-speaking Caribbean and Anglophone countries of the Caribbean.

member States of the Caribbean Community (CARICOM), whose Secretariat is located in Guyana (CARICOM was established in 1973). The 1989 Treaty of Chaguaramas saw the initiation of a revised treaty. This activity culminated in June 2001 with the Revised Treaty of Chaguaramas approved by the Heads of States of member countries entering into effect in 2006 along with the CARICOM Single Market and Economy (CSME).<sup>17</sup>

Apart from CARICOM, there are other organizations forging actions of integration and exchange between the Anglophone Caribbean countries worth mentioning. The OECS, headquartered in Saint Lucia, consists of a subgroup of Anglophone Caribbean countries. Others worthy of mention are: the Caribbean Tourism Organization (CTO), headquartered in Barbados; the Eastern Caribbean Central Bank (ECCB), with headquarters in Saint Kitts and Nevis; and the ILO Decent Work Team and Office for the Caribbean Caribbean International Labour Organization and the Economic Commission for Latin America and the Caribbean (ECLAC), both headquartered in Trinidad and Tobago. In the international context, all 14 countries included in this study are part of the ACP Group of States,<sup>18</sup> headquartered in Brussels, Belgium. Most English-speaking Caribbean countries are members of the Small Island Developing States (SIDS).<sup>19</sup> The Caribbean Development Bank (CDB), with headquarters in Barbados, is a regional financial institution providing member States with funding, grants and loans. CDB has customarily funded the poverty assessments of member States.<sup>20</sup> ECLAC has been supporting the Central Statistical Institutes and member States to improve the way they disseminate census data. The organization is currently developing the capacity of the Central Statistical Institutes to use software applications (particularly REDATAM) for the dissemination of census data.

The rapid assessment critically evaluated the international migration information system of each English-speaking Caribbean country and the Dutch-

<sup>17</sup> CSME refers to the free movement of skilled labour through measures such as the elimination of all trade restrictions to intraregional movement of skills, labour and travel, and the harmonization of social services (education, health, etc.). It also foresees the transfer of social security benefits and the establishment of standardized regulations and measures for accreditation and equivalency.

<sup>18</sup> The ACP Group of States consists of the following countries: Antigua and Barbuda, the Bahamas, Barbados, Belize, Cuba, Dominica, Dominican Republic, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago. See [www.acpsec.org/](http://www.acpsec.org/) for more information. (Note: This section of the study does not include Cuba, Haiti and the Dominican Republic whose assessment results are presented in the subsection of the Spanish-speaking and French-speaking Caribbean.)

<sup>19</sup> The SIDS is made up of a number of small islands from around the globe focusing on the unique challenges in their effort to diversify their economies and markets to increase their degree of food security and self-reliance and to promote sustainable livelihoods. See [www.sidsnet.org/regions/18/Caribbean](http://www.sidsnet.org/regions/18/Caribbean) for more information. The Caribbean SIDS member States are Antigua and Barbuda, the Bahamas, Barbados, Belize, Cuba, Dominica, Dominican Republic, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago.

<sup>20</sup> Anguilla, Antigua and Barbuda, Barbados, Belize, British Virgin Islands, Cayman Islands, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, the Bahamas, Trinidad and Tobago, Turks and Caicos Islands are all members of the CDB. See [www.caribank.org](http://www.caribank.org) for more information.

speaking Suriname. The assessment placed a certain degree of emphasis on the production of migration statistics, providing updates and expanding on the initiatives undertaken in the region by IOM since the beginning of the decade of 2000.

An important precursor to this study was a 2009 research conducted by aid organizations with support from the Inter-American Development Bank and the Office of Population, Refugees and Migration (PRM) of the United States Department of State to determine the feasibility of data-sharing between CARICOM countries with the intent of improving migration control systems. That study focused on four CARICOM member States, namely, Barbados, Guyana, Saint Lucia, and Trinidad and Tobago. In this case, interviews were carried out with high-level government officials in an effort to determine how each country collects, manages and analyses data, what infrastructure is needed to improve data quality, and what aspects of the data production system requires investments and how to optimize data-sharing capacity between them (IOM, 2009b). This current assessment responds to similar concerns, for example, what data is being collected, by whom, what gaps exist and how they can be improved. However, a major difference is that this assessment incorporates the analysis of the statistical dimension and involves a greater number of countries.

The focus on this topic is timely, since there is current interest in strengthening national capacities to deal with international migration by various countries in light of the 2013 United Nations General Assembly High-level Dialogue (HLD) on International Migration and Development. During the HLD, gaps in migration data collection were a central issue presented by various regional and global agencies and interest groups.<sup>21</sup>

The results of the first rapid assessment were published in 2013 in the Spanish language. Following a request made by Jamaica and the rest of the English-speaking countries of the Caribbean, translation and updating were undertaken. Considering that some time had elapsed between the publication of the first and updated reports, it was prudent to undertake a second round of assessment to

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<sup>21</sup> During the HLD, these gaps were addressed: (a)“ . . . the population census is the primary official source for migration data, providing limited information on migrant stocks once every 10 years; however, censuses do not provide information on circular and temporary migration.” It highlighted the fact that few countries provide information on international migrants by country of birth or citizenship and the age of migrants. It also noted the importance of labour migration data for effecting policymaking. (b) “Effective policymaking requires detailed data on international migrant stocks and flows, legal status, education and skills, duration of stay, and economic, social and legal integration. Information is also needed on occupational distributions, working conditions, wages, access to services, and safety and health conditions.” Challenges in collecting data on irregular migrants as well as migrant rights indicators were classified as urgent issues. Overall, the HLD recognized that strengthening the evidence base would “facilitate the assessment of labour market needs, social protection schemes, contributions of diaspora communities, and the effects of migration and development initiatives. More can be done to strengthen the existing systems for data collection and analysis and to introduce new measures where required” (United Nations, 2013b:15–16).

update the document to reflect current realities. The rapid assessment presented here was conducted in two phases. The first assessment was undertaken in a time span of approximately four months in 2011 and 2012. The second evaluation to update the document was conducted between September and October in 2014. In both rounds, the participating entities or groups included political organizations, official government organizations and non-governmental organizations in charge of one or more aspects of international migration. These include those public agencies from within the region tasked with facilitating migratory movements; capturing, documenting or analysing migratory flows; or implementing policies and regulations related to migratory movements. Both rounds of assessment were conducted using a triangulation method starting with a literature review of contemporary research on the topic of producing international migration information. These were followed by telephone interviews and conversations with primary stakeholders and entities working in various countries. Finally, the relevant information obtained from each of these agencies was reviewed and processed.

Considering that the consultation process extended across 14 countries of the Caribbean region and with different agencies operating in each, e-mail and telephone interviews were used to collect data and to maintain contact with the interest parties. (See Annex 1 for the list of entities interviewed and the primary informants who responded to the questions via telephone and/or email. See Annex 2 for the primary informants and dates of interviews.)

In the first round, interviews were initiated in September 2011, and continued until the end of January 2012. The second round commenced in September 2014 and was completed in October 2014. The lack of or late response of electronic correspondence on the part of the main actors was a principal limitation encountered during both rounds of assessment. In cases where responses were forthcoming, before the ministries and organizations responded to requests, official letters were a prerequisite, others required that requests be sent through an official website. This created delays in data collection and, in some cases, a lack of information as reflected in the tables included in the present report. Such shortcomings were supplemented with the use of secondary sources such as bibliographic references, information listed on the agencies' websites and information from documents published by various organizations.

## Legal and political migratory frameworks within the subregion

### Diverse national legal and political frameworks

As mentioned previously, all 14 countries are member States of CARICOM, and since 2006 have been members of the CSME. Labour mobility within CARICOM is increasingly being recognized as a key factor of regional integration. While an initial focus of the common market was on liberalizing trade of goods among member States, the CSME later expanded this process to include services and the free movement of capital (money) and skilled labour, and the freedom to establish business enterprises anywhere within the community and be treated as a national of that jurisdiction. A common market for goods already exists among the member states. In an effort to formalize the single market, the immediate focus of attention was on the movement of services, capital and skilled labour, and on the removal of restrictions on the right of establishment. To complete the process, it was also necessary to enact new laws, create the appropriate institutions and adopt the relevant measures aimed at protecting the rights of all migrants and their families, including the right to access social security benefits.<sup>22</sup>

As a result, all member States of CARICOM participate in, and share, CARICOM standards of labour mobility as a mechanism for regional integration. The CARICOM Agreement on Social Security,<sup>23</sup> which came into effect in 1997, was signed with the intent of harmonizing social security legislations. Its primary objective is to protect the entitlement of workers to carry over social security benefits when they move from one contracting State to the other. The social security legislation affirms the principles of equality of treatment for residents whatever their nationality, the maintenance of rights acquired or in the course of acquisition, and the protection and maintenance of such rights notwithstanding change of residence among their respective territories (ILO, 2012).

Migration laws of each Anglophone Caribbean country and Suriname were revised and updated during the first decade of the twenty-first century. While these initiatives were undertaken by the national governments, they are aligned with the requirements of the actions directed towards the legislative harmonization requested by CARICOM and the recent CSME.

<sup>22</sup> See [www.caricomlaw.org/Legislation.aspx](http://www.caricomlaw.org/Legislation.aspx) for more information.

<sup>23</sup> The Agreement on Social Security is available at [www.caricom.org/jsp/secretariat/legal\\_instruments/agreement\\_socialsecurity.jsp?menu=secretariat](http://www.caricom.org/jsp/secretariat/legal_instruments/agreement_socialsecurity.jsp?menu=secretariat).

## Data-sharing environment within the subregion

### Development of an extensive process of subregional integration

In the same way that various subregional organizations have undertaken the task of revising and updating national legislations, efforts have been made to harmonize and standardize the production of international migration data.

A list of these organizations and the type of international migration data they collect is presented in Table 5.

Table 5: Subregional organizations collecting and compiling international migration data (2014): Anglophone Caribbean and Suriname

Subregional organization	Headquarters	international migration data collected
CARICOM Secretariat	Guyana	<ul style="list-style-type: none"> <li>- Immigration/emigration based on the population census</li> <li>- Return migrants based on the population census and reports of the CTO</li> <li>- Movement of CARICOM nationals obtained from CSME data</li> <li>- Information on remittances extracted from the balance of payments tables generated by the Central Banks</li> </ul>
CARICOM Implementation Agency for Crime and Security (IMPACS)	Barbados	<p>Identification of passengers according to arrival and departure records of CARICOM based on CARIPASS</p> <p>Deportees statistics compiled by the Regional Intelligence Fusion Centre (RIFC)</p>
Caribbean Development Bank (CDB)	Barbados	Availability of data on remittances
Caribbean Tourism Organization (CTO)	Barbados	<p>Visitor arrivals from other Caribbean countries</p> <p>Arrivals of nationals from other countries</p>
Eastern Caribbean Central Bank (ECCB)	Saint Kitts and Nevis	Remittances compiled from the national balance of payments from each member State
International Labour Organization (ILO) Decent Work Team and Office for the Caribbean	Trinidad and Tobago	Labour migration

Subregional organization	Headquarters	international migration data collected
Organization of Eastern Caribbean States (OECS)	Saint Lucia	Data on migration not available
Economic Commission for Latin America and the Caribbean (ECLAC)	Trinidad and Tobago	Data on migration not available

Source: Mortley (2013:31, Table 4).

The regional organizations in the Caribbean subregion play a potentially important role in terms of standardization and exchange of international migration information. For example, either CARICOM<sup>24</sup> or ECCB<sup>25</sup> can assist with the standardization of data, and the dissemination of common definitions and concepts. Additionally, the processing, analysis and compilation of data using standardized formats and same units of analysis could be undertaken from a centralized location. They can also play a relevant role in making international migration data accessible. This way, it would not be necessary to request information from each member country; instead, this information could be obtained from a single location.

As it pertains to CARICOM and the CSME integration process in Barbados, the latter normally receives information on the movement of CARICOM nationals in accordance with the policy of the previously mentioned Revised Treaty of Chaguaramas.

Similarly, it is possible to collect information on international migration using records from various border control systems (registers of international arrivals and departures of persons). In 2006, CARICOM established the Implementation Agency for Crime and Security (IMPACS)<sup>26</sup> in Trinidad and Tobago as part of an initiative to combat crime and to assure citizens' security in the Caribbean region. As it relates to data on migratory movements, IMPACS then established the Joint Regional Communications Centre (JRCC) in Barbados to address security and travel concerns during the hosting of the 2007 Cricket World Cup in the Caribbean. The JRCC's main function was to act as a central clearing house for the Advance Passenger Information, which means the JRCC received information on all passengers who travelled to any of the nine CARICOM States hosting cricket matches. The JRCC standards call for verification of key passenger information such as those that can accurately identify passengers and search watch list databases for document fraud and immigration ineligibility, criminal activity or terrorism (IOM, 2009a:11). Currently, identification of passengers is conducted via the CARIPASS<sup>27</sup> card, which came into effect in 2010. This card

<sup>24</sup> For more information, see [www.caricomstats.org/index.htm](http://www.caricomstats.org/index.htm).

<sup>25</sup> See [www.eccb-centralbank.org/Statistics/index.asp](http://www.eccb-centralbank.org/Statistics/index.asp).

<sup>26</sup> See [www.caricomimpacs.org](http://www.caricomimpacs.org).

<sup>27</sup> See [www.caricom.org/jsp/single\\_market/caripass.pdf](http://www.caricom.org/jsp/single_market/caripass.pdf).

tracks arrivals and departures of CARICOM nationals. Not only does this sub-agency represent an excellent opportunity for managing intramigration but also has the potential for capturing irregular migration across the region.

Since labour migration data is being collected through work programmes established between governments and managed under strict protocols and procedures, it can be considered the most consistent and reliable type of migration data available in the Anglophone Caribbean and Suriname. The Seasonal Agricultural Worker Program (SAWP),<sup>28</sup> established by the Canadian Government, is one example of such programme. Participating Caribbean countries are Antigua and Barbuda, Barbados, Grenada, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago. As members of CARICOM, all of these countries share the same labour mobility standards. Another example is the Temporary Agricultural Workers Program (H-2A) of the Department of Labor of the United States, which permits employees to recruit foreigners to undertake temporary work in the agricultural sector once it can be established that American workers are unavailable to conduct such activity. The participating countries are Antigua and Barbuda, Barbados, Grenada, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago. In the case of labour migration, the ILO Decent Work Team and Office for the Caribbean in Trinidad and Tobago, is the intergovernmental organization responsible to organize labour migration information generated by the respective Departments of Labour in member countries.

In relation to data on deported persons, CARICOM accesses this data through the RIFC based in Trinidad and Tobago. The unit compiles statistics based on data provided by the various Immigration Offices with the intent of analysing deportation trends and patterns. The main objective of the RIFC was to adopt a regional response to the issue of deported persons. In 2010, CARICOM adopted the *Deportees (Special Provisions) Act*, which stipulates provisions for the supervision of involuntary returned persons but does not make any provisions for a data sharing or data collection mechanism. What is known is that whatever data on deported persons is currently being collected in each country, it is not being done in a standardized manner. Furthermore, most countries regard the information as confidential (Interviewee 54, Annex II).

CARICOM Secretariat presents substantial migration data obtained from the census rounds conducted by various member States. The Regional Statistical Unit of CARICOM also compiles data on visitor arrivals and returning nationals. At times, the information is derived from the census data set, but generally, it is retrieved from reports produced by the CTO (Interviewee 6, Annex II).

<sup>28</sup> See [www.esdc.gc.ca/eng/jobs/foreign\\_workers/agriculture/seasonal//index.shtml](http://www.esdc.gc.ca/eng/jobs/foreign_workers/agriculture/seasonal//index.shtml).

CARICOM collaborates with its member States in the preparatory phase of the implementation of their population and household censuses. Before the implementation of the 2010 Census, CARICOM created and issued a standardized questionnaire, accompanied by an Enumerator Manual, which includes the United Nations recommendations on key concepts and definitions that all member States are expected to use (CARICOM, 2010).

In relation to remittance data, CARICOM regularly compiles this information from the annual balance of payments of its member States.

For its part, the OECS does not collect any international migration data on behalf of its member States. According to the Diaspora Unit of the Office of the Prime Minister of Saint Lucia, OECS Ambassadors have a relatively small database of the diaspora of their respective countries (Interviewee 18, Annex II). Meanwhile, the OECS Secretariat and the ILO are working jointly on the implementation and development of the Caribbean Labour Market Information System (CLMIS).<sup>29</sup> At the country level, migration data is collected through the census conducted every 10 years. The OECS Secretariat plans to collaborate with the National Statistics Institute of each OECS member country to improve the collection of relevant migration data, using the data collected by the respective port authorities, immigration embarkation/disembarkation (ED) cards and voters' lists. However, this has yet to be undertaken (Interviewee 22, Annex II). An ongoing initiative of the OECS is the LMIS Project.<sup>30</sup> This project was established within the monitoring framework of the OECS Economic Union to improve the way the single market functions. While the project does not focus specifically on migration information, it advocates the use of household surveys.

The OECS countries all share a common central bank, the ECCB. According to Interviewee 19 (Annex II), this intergovernmental agency is responsible for compiling economic data based on the information in the OECS countries' respective balances of payments. It also relies on data provided by the census conducted by the Statistical Offices in each of the member States. One such compilation is the *Annual Economic and Financial Review (2010)*, published for Saint Kitts and Nevis. Since then, there has been no other such publication for any other member States.

The ACP has also undertaken the task of standardizing definitions and concepts used by member States for compiling information on international migration. One such example is the dissemination of the *Research Guide (2011)*, developed under the activities undertaken by the Observatory for Migration of the ACP Secretariat implemented by IOM.

<sup>29</sup> See [www.ilo.org/caribbean/projects/WCMS\\_223728/lang--en/index.htm](http://www.ilo.org/caribbean/projects/WCMS_223728/lang--en/index.htm).

<sup>30</sup> See [www.oecs.org/stats-progs-projs/68-trade-economics/statistics-data/programmes-projects/ongoing-projects/603-oecs-labour-market-programme#sthash.SEvjBciC.dpuf](http://www.oecs.org/stats-progs-projs/68-trade-economics/statistics-data/programmes-projects/ongoing-projects/603-oecs-labour-market-programme#sthash.SEvjBciC.dpuf).

## Country-level data sources and public agencies producing international migration data

### Division of functions among the agencies responsible for producing international migration data

In regard to the national entities responsible for generating international migration data in the English-speaking Caribbean and Suriname subregion, the current assessment noted a clear separation of those responsible for sharing information based on administrative registers (population registers, registration of foreigners, registers of nationals living abroad, residence permits, arrival and departure records, among others)<sup>31</sup> and those sharing information based on the national census or surveys (Table 6).

### International arrivals and departures of persons: Department of Immigration and Customs Department

In almost all countries of the subregion, the Department of Immigration is the national agency in charge of migration control systems (international arrivals and departures of persons). This is the case for Anguilla, Antigua and Barbuda, the Bahamas, Dominica, Montserrat, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago. In Jamaica the Passport Immigration and Citizenship Agency (PICA) which is an executive government agency, manages all immigration processes within the country. However, in the cases of Barbados and Guyana, migration control is done in conjunction with the Customs Department. In Grenada and Saint Lucia, the Customs Department is the sole agent undertaking this function.

### Registers of deported persons: Police and Immigration Departments

All of the countries under study collect data on deported persons either through the Police or the Immigration Department, both generally fall under the portfolio of the Ministry of National Security. In the Bahamas, Dominica, Grenada and Jamaica, for example, the responsible entity is the Police Department; whereas, in Anguilla and Barbados, the role corresponds to their respective Immigration Department. In some countries, namely, Saint Lucia, and Antigua and Barbuda, both entities collect this data. However, in Suriname, data on deported persons is collected by the Ministry of Justice and the Police. In Saint Vincent and the Grenadines, the Immigration Department and the Ministry of Foreign Affairs jointly collect this information. The Immigration Department maintains records of all forced returns to Saint Vincent and the Grenadines and those being returned to their home countries from Saint Vincent and the Grenadines. The

<sup>31</sup> In the case of administrative registers, it is important to mention that population registers are not being used as a source of data on migration among the English-speaking Caribbean countries and Suriname. Similarly, considering that the number of requests for asylum and refugee status is statistically insignificant, these records were also omitted as a source of data in this study.

Ministry of Foreign Affairs, however, only records those deportees requiring official documentation such as birth certificates or verification of Vincentian nationality. Similarly, it would record those being deported from Saint Vincent and the Grenadines back to their home countries since this movement requires collaboration between foreign ministries.

### **Visas and passports: Ministry of Foreign Affairs**

Visas and travel documents are issued by the respective Ministries of Foreign Affairs of member countries. In various countries, issues related to the diaspora and diaspora communities are primarily the responsibility of the Ministry of Foreign Affairs. However, they neither compile nor maintain data on nationals living abroad.

### **Registers of nationals in the diaspora: Specialized units**

#### **Barbados**

Some countries have established special agencies or units to deal with diaspora-related issues. In Barbados, for example, the Council for Investment, Exports, Foreign Exchange and the Diaspora (CIEX) was established in 2008. The CIEX has the specific responsibility for coordinating the efforts of Barbados' principal foreign exchange-earning sectors and for exploring creative ways to attract investment into the country. One part of its mission is to harmonize and coordinate the efforts of the Ministry of Foreign Affairs, Tourism and Investment, and the Ministry of Labour in overseas missions through "Team Barbados." Another part of its mission is to strengthen relations with the Barbadian diaspora, through the Barbados Network Unit. The network is composed of a number of national agencies. It has been developing incentives to attract nationals living overseas to participate in the country's development effort, whether they intend to return to Barbados or not. The CIEX proposes to establish a database to capture data on where their nationals living abroad are located, where returning nationals reside, and what skills or interests they have or bring back to the country. Based on information available online,<sup>32</sup> dissemination of statistical data on the diaspora does not seem to be included among the functions and mission of the CIEX.

#### **Jamaica**

In Jamaica, Diaspora Connect, an online portal operated by the Jamaica Diaspora Institute, maintains an online database of diaspora groups and communities.<sup>33</sup> Members of the Jamaican diaspora can register online by providing their personal and professional data if they wish to maintain links with their home country or invest in their home community. This has worked well

<sup>32</sup> See [www.foreign.gov.bb/pageselect.cfm?page=226](http://www.foreign.gov.bb/pageselect.cfm?page=226).

<sup>33</sup> See <http://jamaicadiasporaconnect.com/>.

with the Jamaica Diaspora Connect, where Jamaican diaspora groups are more organized and more actively involved in sociopolitical issues at home (Mortley, 2011). Jamaica is currently undertaking a diaspora mapping, in which Jamaican citizens living abroad are actively registered. The Mapping Jamaica's Diaspora project is being implemented by the Ministry of Foreign Affairs and Foreign Trade in collaboration with IOM. Through online survey responses the project intends to obtain information on the members of the Diaspora's location, skills, needs, issues and concerns, as well as gauge their willingness to contribute to Jamaica's development. Results from the project will guide policy development, government engagement with the Diaspora, and strengthen partnerships.

### **Saint Lucia**

The Regional Integration and Diaspora Unit (RIDU) of Saint Lucia, attached to the Office of the Prime Minister, maintains a database of and links diaspora associations in the United States, the United Kingdom, Canada and the French territories. The Saint Lucian Ambassador to the OECS, who is also charged with the affairs of the RIDU, also maintains a small database of the Saint Lucian diaspora. However, the data seems to be incomplete and unreliable. According to the Ambassador, in part this is because persons are unwilling to provide their contact details and would do so only when they are interested in or seeking employment at home (Interviewee 18, Annex II).

### **Guyana**

In the case of Guyana, the Ministry of Foreign Affairs compiles and manages information on the diaspora through its Diaspora Unit. Guyana is also currently undertaking a diaspora mapping exercise, which was initially supported by IOM. However, this like other mapping exercises is being undertaken in an effort to tap into the skills and resources of Guyanese living abroad. The database is currently being populated via an online survey and has the potential to provide some data on the diaspora such as country, skill set and interest in supporting Guyana's development (Interviewee 45, Annex II).

### **Dominica**

The Government of Dominica, through the Diaspora Unit of the Ministry of Foreign Affairs, completed its Diaspora Policy in 2010. As part of the Policy, the Government proposes to establish a database of skilled and qualified nationals living abroad, with the technical support of the OECS and CARICOM. The database will be populated via online self-registration and through the consular offices and missions abroad. The primary purpose of the database is to establish a skills bank. The Diaspora Policy clearly outlines the different functions of various agencies, but there is no indication that there will be any data analysis, data sharing or statistical processing of the collected information.

Most of the countries within the Anglophone Caribbean and Suriname subregion have established special units to maintain relations with their nationals living abroad. However, not all maintain a database register or have immediate plans to do so. This is primarily due to fact that the mission of these agencies is to engage the diaspora in the social and economic development of their countries of origin, and much less so to collect data on the emigrant stock and its characteristics. Antigua and Barbuda, Grenada, Saint Kitts and Nevis, and Saint Vincent and the Grenadines all have a special Diaspora Unit within the Ministry of Foreign Affairs or the Office of the Prime Minister.

### **Voluntary return migrants: Department of Immigration/Customs/ Tourism and the National Statistics Institute**

It is interesting to note the specific case of capturing voluntary return migrants. Data on returning nationals is collected by the Immigration Department and/or the Customs Department through the ED cards presented by nationals when arriving and/or departing the country, and by the National Statistics Offices through the population and housing censuses. In some countries, such as Suriname, data related to return migrants is entered and compiled by the Ministry of Transport, Communication and Tourism, generally based on information contained in the tourist cards. These cards are an alternative to the ED cards except that the former are used primarily to obtain tourism statistics. However, the tourist cards can provide data on the number of nationals returning to their home country for short stays only (Interviewee 58, Annex II).

### **Barbados**

In Barbados, the Facilitation Unit for Returning Nationals (FURN) was established in 1996 upon the Cabinet's approval of the Charter for Returning Migrants and Nationals Living Overseas. The Government recognized the need to involve returning migrants and nationals living overseas more fully in the development of Barbados. Thus, it instituted FURN to facilitate resettlement and to offer information and advice pertinent to resettlement. Since the year 2000, FURN has been collecting data on returning nationals from Canada, the United Kingdom and the United States. In 2010, FURN changed its name to Barbados Network Programme.

### **Montserrat**

The Office of the Chief Minister of Montserrat recently established a system similar to FURN in Barbados to assist returning nationals.<sup>34</sup> The system is responsible for the reintegration of nationals returning home and also maintains a database in Montserrat of returning nationals and Montserratians living abroad.

<sup>34</sup> See [www.developingmarkets.com/montserrat](http://www.developingmarkets.com/montserrat).

## **Saint Kitts and Nevis**

Saint Kitts and Nevis recently established the Returning Nationals Secretariat in an effort to facilitate the return and reintegration of nationals intending to relocate back to their country of origin. Among the returning nationals are persons who are deported from Canada, the island of St. Maarten and the United States. While the voluntary returnees are provided with special duty-free concessions and relocation advice, involuntary returnees are referred to the relevant social and psychosocial service agencies to ensure that they receive the necessary assistance to transition smoothly into their country of origin (Interviewees 48 and 49, Annex II).

### **Registry of work and residence permits: Ministry of Labour/ Department of Immigration and the Ministry of Foreign Relations**

As mentioned before, labour migration data can be obtained through work permits granted to those travelling abroad for work purposes, especially, to another Caribbean country. In these cases, the governments of the Anglophone countries play an active role in regulating labour migration to foreign countries. Work permit registers are maintained by the Ministry or Department of Labour in most of the countries participating in this study. However, in the cases of the Bahamas, Barbados and Montserrat, permits are issued by the Department of Immigration. As was previously mentioned, the data related to those receiving work visas for programmes such as SAWP and H-2A is kept by the Department of Labour in each of the participating Anglophone Caribbean countries.

### **Population and household censuses and surveys: National Statistics Institute**

For its part, the National Statistics Institute is responsible for designing and conducting the population and household censuses and specific household surveys in each country. The census is the principal data source, and perhaps provides the most detailed data on migration within the subregion. Table 6 shows a detailed list of these agencies in the Anglophone Caribbean and Suriname, indicating that all participating countries conduct a population and household census in their respective incumbency zones. Household surveys are another principal source of data on migration in the subregion. The National Statistics Institute is usually the agency that conducts these surveys, or may subcontract private consultants to do so, with the exception of the statistics agencies in Montserrat and Suriname, which do not undertake this specific type of exercise. Surveys undertaken by the National Statistics Institute have the added advantage that they are conducted using the same administrative mechanism as the censuses, in essence, the same personnel, same guidelines and same general procedures.

All of the National Statistics Institutes in the countries in this subregion have a chief statistician and a number of support staff, albeit with different levels of technical capacity and number of staff members. In the case of Dominica, for example, the office has at least 20 personnel, among them at least four are professionals. In Montserrat, however, there are only about three staff members, while in Anguilla, there are approximately five. In other words, there are major disparities as it relates to infrastructure, resources, and the technical capacity of personnel in the National Statistics Institutes in the countries in the subregion.

### **Records on the flow of remittances:**

#### **Central Banks and National Statistics Institutes**

In the majority of cases, data on remittances is collected by the Central Banks or the National Statistics Institutes in the English-speaking Caribbean countries and Suriname. In Antigua and Barbuda, both entities collect such information. In Anguilla, specific questions are incorporated into the population census. In Jamaica, the Bank of Jamaica (BOJ) maintains a remittance database. The Caribbean Diaspora Economy Research Group (CDERG) further analyses the data. It reports on remittance flows, the characteristics of the receiver, quantity and frequency of transfers, uses of remittances and the money-transfer medium used.

Table 6: Data sources and national public agencies producing information on migration in the Anglophone Caribbean and Suriname (2014)

Source	Anguilla	Antigua and Barbuda	Bahamas	Barbados	Dominica	Grenada	Guyana
Departure/ arrival records	Immigration Department	Department of Immigration	Department of Immigration	- Customs Department - Immigration Department - Ministry of Foreign Relations (Facilitation Unit for Returning Nationals (FURN))	Immigration Department	Customs and Excise Department (return residents)	- Migration Records and Customs Department - Immigration Department
Register of deportees	Immigration Department	Ministry of National Security (Police Department and Department of Immigration)	Royal Bahamas Police Force	Immigration Department (deportees and deported)	Commonwealth of Dominica Police Force	Royal Grenada Police Force	Ministry of Home Affairs (Immigration Department and Criminal Investigation Division (CID))
Register of nationals in the diaspora	Immigration Department	Ambassador to the Organization of Eastern Caribbean States (OECS) (Immigration Department)	None maintained	Council for Investment, Exports, Foreign Exchange and the Diaspora (CIEX) (Immigration Department)	Ambassador to the OECS (Immigration Department)	Ambassador to the OECS (Immigration Department)	- Ministry of Foreign Relations Diaspora Unit - Ministry of Culture
Work and residence permits	Labour Department	Labour Department	Labour and Immigration Department	- Immigration Department (issues permits) - Ministry of Labour (performs administrative role)	Labour Department	Ministry of Labour	Ministry of Labour
Census	Anguilla Statistics Department	Ministry of Finance and Economy (Statistics Division)	Bahamas Department of Statistics	Barbados Statistical Service	Central Statistical Office	Central Statistical Office	Guyana Bureau of Statistics
Household surveys	Anguilla Statistics Department	Ministry of Finance and Economy (Statistics Division) (implemented; no migration)	Bahamas Department of Statistics (living conditions of the labour force)	Bahamas Department of Statistics (labour force, quarterly)	Central Statistical Office (labour force; parents of migrant students)	Central Statistical Office (living conditions)	Guyana Bureau of Statistics (labour force; no migration)
Remittances	Statistics Office	Eastern Caribbean Central Bank (ECCB)	The Central Bank of The Bahamas	- Central Bank of Barbados - Caribbean Development Bank (CDB)	ECCB	- Ministry of Finance - ECCB	- Bank of Guyana - CARICOM

RAPID ASSESSMENT OF THE EXISTING DATA COLLECTION STRUCTURES  
IN THE FIELD OF MIGRATION IN LATIN AMERICA AND SOME COUNTRIES OF THE CARIBBEAN

Source	Jamaica	Montserrat	Saint Kitts and Nevis	Saint Lucia	Saint Vincent and the Grenadines	Suriname	Trinidad and Tobago
Border management records; collection of data at ports of entry; departure/ arrival records	-Passport, Immigration and Citizenship Agency (PICA) -Jamaica Customs Department -Planning Institute of Jamaica (PIOJ)	Immigration Department	Immigration Department	-Immigration Department -Royal Saint Lucia Police Force	Immigration Department	Migration Department (for stays over six months)	Ministry of National Security (Immigration Division)
Register of deported persons	Ministry of National Security (Police Department)	Immigration Department	Criminal Investigation Department/ Homeland Security	-Immigration Department -Royal Saint Lucia Police Force	-Immigration Department -Ministry of Foreign Affairs	-Ministry of Justice and Police	-Immigration Division -Trinidad and Tobago Police Service
Register of nationals in the diaspora	Jamaica Diaspora Institute	Government Headquarters	Ambassador to the OECS	-Ambassador to the OECS -Office of the Prime Minister (Regional Integration and Diaspora Unit)	Ambassador to the OECS	Suriname Tourism Foundation	Ministry of Foreign Affairs
Work and residence permits	-Ministry of Labour -PICA	-Montserrat Development Unit -Labour Department	Labour Department	Labour Department	Labour Department	Ministry of Labour	-Ministry of Foreign Affairs -Ministry of National Security (compiles data) -Ministry of Labour and Small and Micro Enterprise Development (shares data)
Census	Statistical Institute of Jamaica (STATIN)	Statistics Department	Statistics Department	Saint Lucia Statistics Department	Statistical Office	General Bureau of Statistics	Central Statistical Office
Household surveys	STATIN (labour force, quarterly)	Not implemented	Statistics Department (implemented; no migration)	Saint Lucia Statistics Department (labour force, quarterly)	Statistical Office (living conditions)	Not implemented	Central Statistical Office (labour force, quarterly)
Remittances	Bank of Jamaica (BOJ) PIOJ	Bank of Montserrat	ECCB	ECCB	ECCB	Central Bank of Suriname	Central Bank of Trinidad and Tobago

Source: Compiled by Gladys Massé, based on Mortley (2012:12), Table 1; 16, Table 2; 23, Table 3a; 24, Table 3b; 25, Table 3c; 29, Table 3d; 30, Table 3e). Updated by Melanie Smith (2014).

## Sources of data on international migration: Conceptual–methodological concerns

### International arrivals and departures of persons

As previously mentioned, in the Anglophone Caribbean and Suriname, border statistics (arrival and departure records) are gathered through the ED cards, which are administered and collected at ports of entry.

In addition to personal information about the arriving passenger, the ED card or form also contains data on age, gender, occupation, purpose of visit, nationality, country of origin and length of stay at the destination. The entry portion of the card is collected by immigration officers at air and sea ports upon arrival. At this point, it is separated from the departure segment of the card. The departure segment is collected when the passenger leaves the country.

All of the Anglophone Caribbean countries, except for Suriname, use ED cards as part of their border management system to capture information on arrivals and departures. Barbados, Guyana, Saint Lucia, and Trinidad and Tobago all collect this data using some type of automated border management systems in an effort to facilitate data sharing while conserving privacy. This data set should provide initial insights on movements that can inform immigration policy and to improve border control operations.

#### Guyana

While the above-mentioned countries employ automated border management systems, there are differences in the way they are used. In Guyana, the Management Information System for Tourism (MIST) was implemented in 2008, replacing the previous tourism information system. Tourism staffers enter all non-personal ED card information into the system within a few days of the traveller's arrival. As a result, arrival data on all entrants other than Guyanese nationals can be analysed on the basis of nationality, age, industry, carrier, purpose of travel, occupation and other relevant categories.

#### Trinidad and Tobago

The Immigration Division of Trinidad and Tobago uses an automated border management system. During the arrivals process, the machine-readable zone scans information and creates a record for each passenger. A few days after the passenger's arrival, more data from the ED card is added to the record. When the visitor departs the country, the airline collects the departure portion of the ED card and forwards it to the Immigration Division, which in turn enters the departure data into the border management systems about 90 days after the person has left the country.

## **Saint Lucia**

In Saint Lucia, the Immigration Department, using a border control system, captures data upon arrival of passengers (including deported persons, immigrants and returning nationals). The data is thus kept in both manual and automated formats. The system automatically captures some of the information, while the remainder is done manually by data entry clerks and immigration officers (IOM, 2009a). Based on the interview conducted in Saint Lucia (Interviewee 8, Annex II), all indications are that the data collected is reliable. However, the information is not computerized, immediately creating delays in the processing of data and documentation. In Jamaica, the migration data collected and managed by the PICA present some difficulties. Most of the data is in raw format and is not automated. Data is also compiled in different formats which do not facilitate comparative analyses. While there are plans by the Immigration Department to fully integrate the current border management system (BMS), this will require more time, more strategic planning and financial investment. There is need to look more closely at the BMS to see how more reliable migration data could be obtained through this source (Interviewee 28, Annex II). In general, within the region, information on international arrivals and departures is not consolidated by one ministry or agency; therefore, adequate collection and subsequent analysis of data requires cooperation between various agencies.

### **Register of involuntary returnees (deported persons)**

Almost all countries in the subregion maintain a register of involuntary returnees. While this information is often held in strict confidentiality, what is known is that the agencies responsible for collecting this data generally records only basic information such as name and reason for deportation. Some countries (Barbados, Jamaica and Saint Lucia) also maintain records on foreigners being returned to their home countries.

### **Registers of nationals in the diaspora**

The data on this group can also be obtained from the information on the ED cards. Cross-check of passengers' nationalities and places of residence can reveal those who are part of the diaspora. Countries like Jamaica rely on the "visiting friends and relatives" (VFR) category on the ED card to get an estimate of arrivals from the diaspora (Mortley, 2011). However, Duval (2003:269) has argued that VFR is inadequate in describing arrivals by the Diaspora community who may be returning for a wider range of activities including business, heritage, culture and festivals. Therefore, reliance upon the VFR category is risky, as it more than likely understates the real count of returning nationals. Both Jamaica and Guyana are currently undertaking a mapping exercise in an effort to obtain a better picture of where their nationals reside abroad. However, while these initiatives intend to record data on the diaspora, they are also being used to tap into the skills, funding and investments of members of their diaspora.

In terms of the conceptual and methodological aspects of compiling information on returning nationals, this is primarily done by different entities and projects responsible for maintaining links with nationals living abroad and for orienting them in the event of wanting to resettle in their home countries, such as the CIEX in Barbados, the Diaspora Connect of Jamaica and the RIDU in Saint Lucia, the Mapping Jamaica's Diaspora Project and the Mapping Guyana's Diaspora Project. All of these agencies and projects require that interested diaspora members interested in diaspora engagement complete their personal and professional profile as well as their contact information online.

### Work permits

For intraregional labour movements, the CARICOM Skills Certificate<sup>35</sup> is issued by the Ministry of Foreign Affairs or the Labour Department of the CARICOM countries. However, while this documentation process is ongoing, there is no common agreement between the ministries or departments to compile or disseminate data on certificates issued to CARICOM nationals. There is no known national database registering the number of work permits issued by each country to foreign-born persons other than CARICOM nationals who apply for a Skills Certificate. In the case of labour migrants participating in SAWP, all are provided with the following information before departure: name of farm, farm type, address and telephone number of the farmer, living arrangements, work hours, pay rate, allowances, work permits, income taxes, health insurance, compulsory savings and airfare. This information is kept manually by the respective Labour Departments in participating countries (Table 6).

### Population and household census

As was previously mentioned, the majority of the census questionnaires used across the region have adopted the methodology and definitions recommended by the United Nations Statistics Division. For its part, CARICOM provides technical assistance to ensure that countries across the region follow the same methods, definitions and questions, and that those definitions are clear throughout the *Census Questionnaire of the Population and Housing Census and Enumerator Manual*. While there are core questions used to determine the migrant stock that must have priority in the respective census questionnaires, there are sections that allow for greater flexibility, especially those that are more country-specific. Questions related to remittances are often the most sensitive.

<sup>35</sup> This certificate is issued to special categories of workers who are nationals of CARICOM countries, for work in other CARICOM countries. Some categories of workers include sportsmen and sportswomen, media personnel and graduates of the University of the West Indies.

In terms of emigration and immigration, the census questionnaire of the CARICOM Common Census (2010) includes the following questions:

**Immigration:**

- Were you born in this country?
- Where were you born? (if the response to the abovementioned question is no)
- What year did you arrive in this country?<sup>36</sup>

**Emigration:**

- Did anyone from your household leave the country to live abroad within the past twelve years? If yes...
  - How many persons have left?
  - What is the age, sex, educational attainment of those who left?
  - What is the reason for leaving?

In relation to the questions on remittances, the census questionnaires may simply ask: “Do you receive money or goods from abroad?” Others use more detailed questions in an effort to determine specifics on the amount of money received.

According to the Department of Statistics of the Ministry of Finance and Economic Development of Montserrat (Interviewee 39, Annex II), the migration section included in the census questionnaire may omit or included questions based on priority needs. Similarly, the Statistics Department of the Ministry of Finance and Economic Planning of Saint Vincent and the Grenadines points out that in some cases, political and cultural considerations determine what questions will be omitted and which will be considered as priority (Interviewee 40, Annex II).

While all member States of CARICOM are using the recommended definitions and methods in their censuses, there is currently no formal agreement between the entities involved in compiling, processing and analysing results to follow these recommendations. This poses a problem in regard to data sharing among the various entities within each country as well as between countries.

**Household surveys**

Some surveys commonly conducted in the Anglophone Caribbean include social and economic surveys, which include labour force surveys and living conditions surveys. All countries except Montserrat and Suriname implement these types of surveys, although not all capture migration data (e.g. Antigua and Barbuda, and Saint Kitts and Nevis). In 2005, Dominica conducted a “students of migrant

<sup>36</sup> Questions taken from sections of the CARICOM Common Census Questionnaire Template 2010.

parents” survey, targeted towards an analysis of migration. This type of survey has not been carried out in any other Anglophone Caribbean country.

### **Remittance data compiled by Central Banks and National Statistics Institutes**

In the Anglophone Caribbean countries and Suriname, remittance data is currently being collected by the respective Central Banks and, in some cases, by the various National Statistics Institutes based on the population census. In terms of the methodological–conceptual aspect, while the National Statistics Offices generally follow definitions and standards proposed by the United Nations, the Central Banks on the other hand follow definitions set out by the IMF *Balance of Payments Manual*. The amount of remittances received are calculated and reported in the local currency of the particular country. These factors make it difficult to conduct a comparative analysis.

### **Data sharing between public agencies gathering information on international migration**

#### **International migration data sharing conducted by subregional organizations**

Subregional organizations, as stated in the previous sections of this report, refer to those organizations such as CARICOM, the OECS, ECCB and the ACP. These intergovernmental agencies are tasked with compiling and harmonizing the international migration data collected by the Anglophone Caribbean countries.

As a result of the 2009 study to determine the feasibility of data sharing between the four CARICOM countries, namely, Barbados, Guyana, Saint Lucia, and Trinidad and Tobago, differences in data recording and disparities in the function and roles of the various agencies were evident. Consequently, IOM and the CARICOM Secretariat-CSME, with funding from the Inter-American Development Bank, initiated a pilot project to develop and implement a data sharing mechanism. Using a national and regional approach to improve the systems, the key component of the project are needs mapping, collection and exchange modules, and coordination and practice sharing. The outcome of this initiative is for government officials to obtain a comprehensive view of migration patterns, to support operational decisions and policy-making processes, especially regarding the impact of the free movement of CARICOM nationals.

#### **Absence of a data-sharing mechanism between national entities**

The absence of a mechanism to coordinate integration or exchange between the national agencies responsible for generating information on international migration within the region is evident.

Currently, only the National Statistics Institute of Barbados, Guyana and Saint Lucia compile and disseminate information emanating from the border management system since they are the only ones within the region that have access to the arrival and departure records collected by the Department of Immigration of each of these countries. In the rest of the countries, the meagre data sharing experience occurs after the data has been processed. Typically, the Statistical Offices have access to the results of the arrival and departure records only when used to compare with data emerging from the national housing and population census.

In respect to the labour migration data, the collection, analysis and dissemination are a joint effort between the Passport, Immigration and Citizenship Agency (PICA) and the Ministry of Labour (Jamaica) or the Ministry of National Security and the Ministry of Labour (Trinidad and Tobago). In Jamaica, while the Ministry of Labour issues work permits, it is the PICA that grants approvals for extensions of stay. In Trinidad and Tobago, while the Ministry of National Security issues and approves work permits, the Ministry of Labour generates annual reports based on work permit data provided by the former.

Various ministries and departments, such as the Ministry of Foreign Affairs and the Labour Department, are involved in keeping records of intraregional labour movements based on the CARICOM Skills Certificate. In Barbados, for example, while the certificate is issued by the Labour Department, the collection of data on the movement of CARICOM skilled nationals is undertaken by the Immigration Department (Interviewee 11, Annex II). In Trinidad and Tobago, while the Ministry of Foreign Affairs issues the certificate, the Ministry of National Security collects and reports data on the same aspect. Data on the movement of CARICOM workers is thus spread across several ministries in the Anglophone Caribbean countries. Considering that a number of agencies are simultaneously collecting information on labour migration within their own domain, this signifies a wider distribution of missions and functions, which inevitably will influence duplication of government efforts and activities. As a result, the efficiency of the data collection structures will be diminished.

### **The unique Jamaican experience**

A relevant example of data exchange between entities of a country is the experience of Jamaica. The Statistical Institute of Jamaica (STATIN) carries out censuses and surveys. These field-based systems are the main source of data on internal migration, immigration and emigration in Jamaica; this is especially true for the census, which covers every household, in every geographical location of the country. Although a census is undertaken every 10 years, data is estimated and calculated annually based on estimates projected from the census results and supplemented with other data sources. STATIN also complements this with information obtained from the ED cards collected by the PICA.

Work-permit data sharing is another example of the Jamaican experience in inter-agency exchange of migration-related data. Permits are issued by the Ministry of Labour, while the Passport, Immigration and Citizenship Agency (PICA) grants extensions of stay and permissions to remain in the country. The PICA collects data on arrivals and departures of persons through ED cards. Data from these cards can generate information on returning nationals; however, the analysis is focused more on distinguishing CARICOM nationals from among the total entries into the country. The PICA also captures data on foreign nationals who have violated immigration laws being returned (expelled) from Jamaica to their home countries.

The PIOJ, as a government agency, has done the most complete compilation, analysis and reporting of migration data in Jamaica based on data collected from different sources. In addition to obtaining data from the STATIN census, the PIOJ obtains migration data from local and foreign missions in Canada, the United Kingdom and the United States, based on the types of visa issued and assistance provided to permanent residents. They also rely on the Ministry of Labour to provide data regarding work permits issued as well as labour migration data on farm worker and hotel worker programmes in Jamaica (Interviewee 24, Annex II). The PIOJ publishes the information on an ongoing basis through the Economic and Social Survey for Jamaica, which are available online.<sup>37</sup>

Data on involuntary returnees has been difficult to share across institutions and countries, primarily because collection is not standardized. The fact that some countries keep their data or reports on involuntary returnees confidential poses a challenge for data sharing. The Police Department (under the authority of the Ministry of National Security) maintains data on Jamaican deportees returning from the United Kingdom and the United States. This data is shared with the PICA. However, for the most part, it is kept confidential (Interviewee 24, Annex II). A well-documented case of this restriction emerged in a 2006 study on deported persons.<sup>38</sup> The Ministry of National Security kept the information under strict concealment, which led to public controversy and an invocation of the Access to Information Act (Martin-Johnson, 2011). CARICOM IMPACS, through the RIFC, compiles statistics based on the data provided by various Immigration Offices and can provide a comprehensive analysis of deportation trends and patterns within the CARICOM subregion.

<sup>37</sup> For more information on the PIOJ's Economic and Social Survey, see <http://webstore.pioj.gov.jm/reportdetails.aspx?Docid=183>.

<sup>38</sup> A. Barnes et al., *Criminal Deportation Study* (Kingston, Ministry of National Security and PIOJ, 2006), cited by Mortley (2012:22, footnote page 20).

## **Outcome and use of the international migration statistics produced by each country**

### **Results of the international migration statistics produced nationally and shared by regional entities**

The current evaluation observed that results emerging from the national sources of data are neither current nor easily accessible. Results derived from sources such as arrival and departure records, work and residence permits collected by the Department of Immigration, the Customs Department or the Department of Labour are, to a great extent, based on CARICOM compilation requirements. Data on the movement of CARICOM workers is more difficult to access, primarily because sources are spread across several ministries within the Anglophone Caribbean countries.

### **Results of labour migration in Barbados**

A specific example related to the collection of labour migration data is that of Barbados. In this case, while the Skills Certificate is issued by the Ministry of Labour, collection of data on the movement of CARICOM skilled nationals is undertaken by the Immigration Department. According to an official informant, the Department provides Excel sheets listing the number of workers and categories of occupation. The most current data reported is for 2009. While the general public must submit a special request to access this data (Interviewee 11, Annex II), the data is disseminated to the Labour Departments in different countries across the region.

### **Results of the national population census in the subregion**

It is possible, through the National Statistics Institute, to access migration-related data generated by the national census. All of the countries have information regarding the enumerated migrant stock and the majority also have information on voluntary return migration (except in the case of Anguilla). Only some countries (e.g. Anguilla, Antigua and Barbuda, Dominica, Grenada, Saint Lucia, and Saint Vincent and the Grenadines) incorporate questions related to remittances in their censuses.

### **Results of the household surveys in the subregion**

All of the countries participating in this study conduct some type of national or household survey results assessments, publishing results either annually or quarterly. While Barbados, Jamaica, Saint Lucia, and Trinidad and Tobago have active population surveys gathering migration information, countries such as Antigua and Barbuda carried out a poverty assessment study but did not include questions on migration. In 2005, Dominica also presented a survey on students of migrant parents, which focused specifically on the impact of migration.

In Jamaica, the CDERG<sup>39</sup> incorporates migration- and remittance-related questions into existing national surveys to generate required data such as (Kirton, 2010):

- Characteristics of remittance recipients;
- Amounts of remittances/frequency of receiving remittances;
- Sources of remittances;
- Uses of remittances;
- Remittance transfer mechanisms.

This is a good example of how to capture and analyse migration and remittance information. To date, there has been no other documented case of this approach being used elsewhere within the region.

It is of note that most countries compiling data on remittances based on the balances of payments produced by their respective Central Banks are able to save this data in raw manual format. For this reason, it is neither processed nor shared in reports. Again, Jamaica provides a good example of how this system can be improved. The BOJ has developed an information system that allows for the compilation of monthly reports on the receipt and external transfers of remittances. The BOJ publishes an updated monthly remittance report that presents both current and past data. The data is collected from commercial banks, non-banking financial intermediaries and money transfer businesses. The publication even includes the country where the transfer originated. The process of collecting remittance data used by the BOJ could serve as a model for other Anglophone Caribbean countries.

## **Evaluation of the quality of international migration information available**

### **Lack of methodological–conceptual harmonization among administrative registers**

According to the ACP (2011:14),<sup>40</sup> a primary concern regarding collection and comparison of international migration statistics is the different definitions of international migration and migrant groups used within the subregion. The definition of a migrant as a person who changes his habitual country of residence is widely accepted and consistently used across the Anglophone Caribbean and Suriname. However, there are inconsistencies when categorizing migrants based on duration of stay and reason for movement. There is a persistent

<sup>39</sup> The CDERG is based at the Department of Economics of the University of the West Indies, Mona, for the PIOJ on various issues related to remittances to Jamaica.

<sup>40</sup> Available at [www.migration4development.org/content/research-guide-acp-observatory-migration](http://www.migration4development.org/content/research-guide-acp-observatory-migration).

misinterpretation of this part of the definition at both the institutional and national levels within the countries of the subregion.

Generally, migratory groups are categorized according to their reasons for migrating. These reasons include family issues/reunification, work (labour migrants), studies (international students), or as a result of forced or voluntary relocation. Today, however, people migrate for reasons beyond what is covered by the unidirectional, attraction–expulsion conceptual model. Clearly, people migrate for a variety of reasons, and it is only when a clear determination can be made regarding their reasons for migrating that they can be grouped under the various typologies. The reasons for moving are complex and open to various legal and subjective interpretations in each country. In consideration of this, the ACP has recommended, via the recent circulation of its 2011 *Research Guide* that each of the regional member organizations use the key concepts and definitions related to migration in accordance with the United Nations (1998). However, it does not seem that the countries within the subregion are in compliance.

Based on the interview conducted with the OECS Secretariat, it is worth mentioning that there have been ongoing exchanges to standardize data collection in the OECS countries, particularly since the implementation of the Free Movement of Nationals of the OECS member States which took effect on 1 August 2011 (Interviewee 22, Annex II). The use of administrative records is valued since they are an inexpensive means of collecting data primarily since they are kept manually by public servants. Administrative records almost guarantee complete coverage of the target population, for instance, all persons applying for visas for work programmes abroad. However, according to the consultant who conducted the data collection for the rapid assessment in the Anglophone Caribbean and Suriname subregion, the diversity of responses obtained from the various institutions when asked about the utility of administrative records indicates that there is a lack of a sense of relevance regarding these types of register as a source of statistical data on international migration.

Discussions regarding the quality of information collected by various institutions reveal that records are being kept as raw data and are not being converted into statistical units that can be analysed and shared. Particular reference can be made to the interview conducted with the Department of Immigration of the Ministry of the Interior and National Security of Saint Lucia (Interviewee 9, Annex II) in regard to administrative registers compiled by the Customs Department, which offers data on return migrants. This source mentioned that these registers are not examined using a consistent methodological analysis; furthermore, they are not updated within a suitable time frame. Such discontinuity could occur when there is a change of government since political changes can affect the terms and agreements of programmes or standardization processes. As a consequence, total reliance on these records is risky (Interviewee 9, Annex II). If administrative

registers are being kept by the entities mentioned above, they are not being maintained and treated as valuable statistical data to be analysed and shared externally.

In Jamaica, the data collected and generated by the PICA presents various inconveniences. While ED cards capture both movements (entries and exits), the compilation of data continues to be in vain since it concentrates on registering those departing the country. In accordance with the interview carried out with the PIOJ (Interviewee 24, Annex II), there is a need to focus on the arrivals portion of the ED card and on the characteristics of the inflows. There is also a need for a better system of capturing the migratory flows of CARICOM nationals between the CARICOM States, including their characteristics such as age, skills and reasons for migrating. Another difficulty is that the majority of the data is in raw format. Even when it can be classified, it would not be done in an automated format. The data takes on different formats, making it difficult to conduct a comparative analysis of the information. Respondents pointed out that any effort to completely integrate this system will require time, planning and financing.

The Customs Department of Jamaica compiles data on voluntary return migrants, but this information is not accurate since it only records heads of household and does not include accompanying family members. This data should be complemented with the information obtained from the national census and information obtained from the ED cards collected by immigration officials.

Also, in Jamaica, as previously mentioned, the Jamaican Diaspora Institute, maintains an online database of Jamaicans living abroad and Jamaican diaspora communities. Members of the Jamaican diaspora can contact this service and register voluntarily if they want to be connected with their home country or if they intend to invest in their communities of origin.

The quality of data on involuntary returnees is difficult to assess since the data is currently being kept in both manual and automated formats. As a result, this generates delays in the processing and diffusion since the information is recorded in microcomputers and not immediately processed. As stated by the OECS Secretariat (Interviewee 22, Annex II), the Immigration Department of each country has recommended to the management of the border control system the need to fast-track data entry in an effort to improve data quality. Discussions are underway to standardize data collection in the OECS countries since the implementation of the OECS free movement of people, which took effect on 1 August 2011.

Problems associated with labour migration information are neither due to a lack of information nor absence of compilation; instead, it is as a result of data diffusion. Data on temporary labour migrants (those participating in the Canadian SAWP) is being collected by all participating countries. Although all countries

should collect the same type of information, based on the same indicators, only Jamaica and Saint Vincent and the Grenadines<sup>41</sup> were able to facilitate access to the information. Considering that only two States have been able to provide this data to date, this could be interpreted as an example of a lack of data analysis by the Ministry of Labour. One factor that can lead to the unavailability of data on SAWP and H-2A is that not all countries participate at any given time. This is especially true for the H-2A, which is hosted by the United States.

### Delays in processing census data

While all 14 countries follow the same general questions and procedures for carrying out their censuses, they do not all publish results at the same time. Saint Lucia was the only country in the OECS to complete the processing of its census findings for 2010 shortly after. Barbados conducted censuses in 2010 and published results in 2013. The Bahamas recently published the results of its 2010 census and released a publication providing a comprehensive review of the immigrant stock and its characteristics. The Guyana census was conducted in 2012, but only preliminary results have been made available. Suriname was unfortunate to have had its 2004 census questionnaires destroyed by fire; so it repeated its census in 2012. Results have been compiled and have been made available to the public, but not yet published. The reporting of census results at various times and in various years presents problems when comparing census results across countries.

While the census is a reliable source of migration data in that it covers entire populations, it is not free of error. Underestimation of data is common, especially when respondents are reluctant to provide information on family members who have left the country. The same occurs where entire families have emigrated and left the country, which would result in a complete loss of data. Another example of census underestimations can occur in the cases where undocumented migrants may be living in the household but do not want to be counted by the census for fear that their personal information could be shared, which could lead to future problems. Similarly, there are problems recording the amounts of money received via remittances since people tend to omit this type of information. An added disadvantage of the census is that it is conducted every 10 years. For this reason, inter-census data must be validated using other sources such as household surveys and data emanating from the ED cards compiled by the Immigration Departments.

The interview conducted with the Statistics Department of the Ministry of Finance of Grenada (Interviewee 20, Annex II) reveals problems pertaining to the quality of migration data obtained from the census. The sections related to migration in the census have not been well developed, since past Governments

<sup>41</sup> Information provided by the Ministries of Labour of the OECS countries. See [www.migracionoea.org/minpet/espanol/index.html](http://www.migracionoea.org/minpet/espanol/index.html).

did not place importance on the topic of migration to be collected via this source. The quality of census data is also affected because these statistical offices are not well equipped in terms of financial and human resources or appropriate technology (Interviewee 23, Annex II). The most salient issue regarding data quality has to do with the fact that not all countries publish results at the same time or may not publish this data any at all. Proper exchange and comparative analysis of the data on migration between the Anglophone countries of the Caribbean can be affected by the gap between the time of notification and the time the content becomes available.

In conclusion, data on migration obtained from the census presents various concerns since the data is collected every 10 years. This is noteworthy, since inter-census figures, estimates or annual migration figures are often extrapolated from the most recent census. As a result, they are subject to error and should be validated with information obtained through household surveys or data obtained from the ED cards.

### **Limitations of household surveys**

Unlike the census, surveys are more flexible in terms of adopting priority areas and standards based on the sociopolitical context of a particular country. Since surveys are conducted to answer specific social and economic questions and to inform policy planning, they are more heavily influenced by the political will of the day. Surveys are often conducted to help find solutions to pressing problems plaguing governments of the day. This can lead to inconsistencies in standards and processes and even discontinuation of some surveys. Limitations of surveys are influenced by institutional issues faced by the data collection agencies, primarily lack of resources such as funding and capacity. This leads to delays in data processing, reporting and dissemination of survey results. In some countries, surveys have been discontinued or stopped abruptly due to a lack of funding. Anguilla, Antigua and Barbuda, Montserrat, Dominica, Grenada, Saint Lucia, and Saint Kitts and Nevis have all conducted poverty assessment studies, results of which are available online.

### **Minimal comparability of remittance data**

As mentioned before, in the English-speaking Caribbean countries and in Suriname, data on remittances is being collected by the respective Central Banks. There are instances when the different National Statistics Institutes are collecting data based on the population census, although both entities utilize different definitions and guidelines. The first is guided by guidelines established by the IMF, while the second is guided by United Nations recommendations. This signifies, in essence, that there is limited comparability and that the analysis of remittance data should be done with precaution since the diverse entities are

not using the same definitions, guidelines and measurements. Some countries may have data available in raw format, requiring further processing if it is to be used for reporting purposes.

In Jamaica, for instance, specific questions on remittances are omitted from the questionnaire because it is believed that the population is not open to discussing personal/household financing with census enumerators (Interviewee 27, Annex II). Most respondents in Jamaica, therefore, do not respond to questions about remittances.

## **Conclusion**

### **Weaknesses detected in the sources of data on international migration, and in the compilation, management and data-sharing procedures**

#### **Challenges in conducting a comparative analysis of census results**

This study has found that the population and housing censuses conducted by the National Statistics Institutes in various countries in the subregion all follow similar definitions, procedures and standards that allow for data sharing and collaboration across countries. However, the primary weakness of the census is that it is conducted every 10 years. In addition, various countries assess their census and report results in different years, making it difficult to conduct multidimensional, comparative analysis.

#### **Lack of consolidation of data from a wide range of sources**

The wide range of data sources used by governments to capture the different types of migration and the migration dynamics (including deportation, diaspora, labour migration, return migration and remittances) in the Anglophone Caribbean and Suriname subregion are identified in the study, and gaps are discussed. It is evident that no single ministry or entity consolidates key information on arrivals and departures of migrants. Consequently, there is a need for inter-agency cooperation and a common agreement specifying data-sharing standards and procedures to adequately manage and analyse migration-related data.

#### **Delays reconciling international arrival and departure records**

Basic arrival and departure data is collected at ports of entry (air and sea ports); however, there are problems with the processing of data. Difficulty in data processing is attributed to issues such as the lack of an automated border management system, lengthy delays in reconciling departure records with arrival records and the lack of reporting of data. For instance, in Trinidad and Tobago, there is as much as three months lag between the departure of a traveller and the entry of the traveller data into the border management system. Most times,

it is not that data is non-existent, but rather that it is kept in its raw (manual) format. The fact that it is neither processed nor converted into statistical units that can be analysed, cross-referenced and disseminated for public use means that it is not available for use by national and regional entities to facilitate policy formulation.

The rapid assessment noted that Immigration Departments place greater importance on entry or arrival data and far less priority is given to departure data. Similarly, Labour Departments focus more on work permits issued and extensions of stay granted to foreigners coming into the country than in capturing data on nationals who have left. Clearly, there is an urgent need for equal focus to be placed on both immigration and emigration; however, this will require political will of the governments and a shift in priority at the highest governmental levels.

### **Chronic lack of information**

Sharing of migration-related data across and between entities, and the implication of data gaps to national and development planning were examined through the analysis of each case, such as the Jamaican experience and the situation of remittances. Data sharing in Jamaica demonstrates that most entities need to share data to supplement and validate their data sets. The case of remittance data in the region demonstrates the importance of complete, consistent, and reliable data sets for effective national planning and policy formulation.

### **Lack of regional and macro analyses of international migration**

While regional organizations that collect and analyse migration data have the potential to standardize the compilation and analysis of data from a centralized location, they often fall short in this regard. Instead, they rely on data sets from the national entities of various countries, which also exhibit their own weaknesses. It thus hinders the possibility of conducting both macro and regional-level analyses. This, in turn, can affect the framing of regional migration policies.

### **Final recommendations for the Caribbean subregion**

Some recommendations have already been made and discussed in the relevant sections of the study. Some final recommendations for government entities and national governments are summarized below:

- Standardize use of concepts and formalize agreements among entities on the use of international definitions and procedures for data collection;
- Publish guidelines (e.g. best practices and templates);

- Ensure that greater attention and focus from national governments is given to Statistics Offices, to the migration component of the population and housing census, and to infrastructural investments (e.g. funding for qualified personnel, training and technology);
- Focus on and pay greater attention to emigration;
- Standardize immigration cards used at all points of entry throughout the Anglophone Caribbean and Suriname subregion;
- Develop and streamline data management software to automate, capture, and reconcile arrival and departure data collected at points of entry;
- Create new systems, or develop existing systems such as standardized ED cards and automated border management systems;
- Draw on best practices currently being used in the region; for instance, the MIST software package developed through the CTO where tourism staffers enter all non-personal ED card information within a few days of the traveller's arrival. This is already being used in Guyana, and as a result, arrival data on all entrants other than Guyanese nationals can be analysed on the basis of nationality, age, business sector, carrier, purpose, occupation and other relevant categories.





## **CHAPTER 3. CONCLUSION OF THE RAPID ASSESSMENT OF THE NATIONAL STRUCTURES COLLECTING INTERNATIONAL MIGRATION DATA IN THE LATIN AMERICA AND THE CARIBBEAN REGION**

This chapter recapitulates the situation of data collection systems corresponding to the LAC as a whole. It presents a summary of the commonalities, including strengths and weaknesses, of the statistical data production systems in all subregions. Analysis regarding the state of the international migration data collection systems in the LAC region confirms and reiterates the emerging issues discussed in various international gatherings addressing this topic.

### **Regional findings**

**Various regional and subregional international migration information structures have been designed and implemented regionally.**

The SOPEMI of the EU, the recently established SICREMI in the LAC, and the subregional structures of the Andean countries (SIMICA) and Mesoamerica (SIEMCA, which later became SIEMMES) have all experienced certain levels of progress. The relevance of international, regional and subregional cooperation is undeniable. It is also evident that having the necessary institutional support, such as infrastructural and physical resources, can impact the operations of these structures, especially when undertaking long-term efforts in the region. While there are subregions making efforts towards harmonizing statistical information on this topic, this has not been the case in the MERCOSUR and CARICOM subregions.

**The current information systems share a common development objective and a methodological basis on which they operate.**

In respect to the development objective, the systems rely on a combination of persons, data and mechanisms working articulately to provide information that can influence the decision-making process and formulation of public policies on international migration. In terms of methodology, these systems utilize a combination of sources of quantitative data (e.g. registers, censuses,

household surveys), which are the focus of this study, as well as qualitative data (e.g. legislation, regulations, document analyses, focus group discussions and interviews).

**Statistical information generated by each of the national structures responsible for collecting international migration data has several pronounced limitations.**

The current implementation, gradual functioning and long-term sustainability of the national structures collecting international migration data in the countries in the LAC region depend on the “harmonization” of the statistical information generated by each. However, it is at the basic level of statistics production where limitations are more pronounced. These are stated below.

**Theoretical issues related to quantitative data production are not taken into consideration:**

- One of the first issues not being considered is that the primary advantage of aggregating data according to group or type is that it assumes anonymity. Results of the population phenomenon observed are often compiled, evaluated, and shared using adequate methodologies and procedures and are presented in the form of tables and graphs.
- Secondly, statistical data elements, specifically unit of observation, the variable dimension and the specific data value (in other words, the variety of characteristics or features in the dimension or unit of observation) are unclear.

The rapid assessment relied on a series of key questions in an effort to facilitate the present conclusions related to the state of the national structures producing international migration data in the LAC region.

**Simultaneous consolidation of democratic institutions and expansion of the subregional integration process are major strengths of regional and subregional legal and political frameworks within the LAC.**

MERCOSUR, the CAN, SICA and CARICOM are examples worth mentioning. The assessment concluded that the focus of these subregional organizations, as it relates to inter-agency exchange, has generally been on political, commercial and financial integration objectives. Only the CAN has taken the initiative to convene gatherings with member States to discuss statistical analysis issues and to implement actions towards the “harmonization” of information systems. A concrete example is the Andean Migration Card, a common registration instrument used by the four countries of the community. It is the basis on which the migration information systems of the four member countries of the CAN are being implemented, allowing the group to generate information on the

community in addition to country-specific ones. Perhaps the experience of the CAN could be taken into consideration when viable alternative methodologies in regard to this topic are evaluated. It can easily be adopted by other subregional entities.

**A wide range of national, legal and political frameworks on international migration in the LAC contribute to different levels of intensity of the current situation.**

In this case, the MERCOSUR subregion stands out prominently. Migratory laws in this subregion have been updated in traditionally migrant-receiving countries in the subregion (e.g. Argentina) and those with strong emigration impact (e.g. Uruguay). If similar advances have been made in the Andean, Central American and Caribbean subregions, they are still in an embryonic state, and as a result, cannot yet fill the existing gaps in the area of international migration legislation. The assessment detected outmoded migration laws in these other subregions. Some date back to more than five years, perhaps, ever since they were established. This is especially true for countries in the Central American (such as Honduras) and the Caribbean (such as Haiti) subregions, where migration laws need to be revised and updated to reflect the contemporary national context.

**Multiplicity of tasks and role allocation among the different entities involved in the production of international migration information in each country within the LAC region is evident.**

The current organizational structure allows for a clear distinction of those organizations responsible for compiling information based on administrative registers from those dedicated specifically to generating statistical results based on censuses and household surveys.

In the case of those responsible for the management of administrative registers, these entities are referred to as either a National Migration Department or a General Migration Department. Their primary responsibility lies in collecting data at each point of entry (recording international arrivals and departures of persons) and at times to issue residence permits. Other ministries, such as Labour and Employment, are in charge of recording information related to work permits issued to foreign workers in their country. The final agency is the Ministry of Foreign Affairs, tasked with issuing official documents. In some cases, the Ministry of Foreign Affairs also maintains a database of citizens living abroad.

There is a marked difference regarding the tasks corresponding to the respective Central Banks of the countries in the region. Their role is specifically to manage and compile information that allows them to elaborate the balance of payments, which also includes data regarding the flow of remittances.

Another type of structure and a common denominator in the LAC region is the National Statistics Institutes. These agencies are responsible for the methodological and conceptual design of the population census and national household surveys. The National Statistics Institutes reflect a particular organizational structure traditionally found in the region, which distinguishes public entities that bear the duty and responsibility to safeguard national security from those bearing the official responsibility to quantify national resources, including, human resources.

**There is evidence of a fragmented national organizational structure.**

So what is the main organizational structure adopted by these countries to produce international migration statistical data? Unfortunately, the relationship between different national organizations in each country seems to be either minimal or non-existent. In general, each public entity carries out the task of producing international migration statistical data independently and with an apparent lack of coordination. Also evident is that an exchange and/or integration mechanism is non-existent, leading to duplication of efforts and production of incomparable data. In instances where exchange between national institutions actually takes place, it is reduced solely to transferring information already produced, for example, between the Immigration Department and another national organization, such as the National Statistics Institute. In these instances, the Immigration Department specifically relays information on the migration balance obtained from the registers of international arrivals and departures of persons for the sole purpose of conducting demographic analysis of census results. It is only within the countries in the Andean subregion that the official statistics institutes actually process and disseminate the information compiled by various migration management entities (e.g. National Migration Department) and/or the Central Banks. In sum, the experience of the Andean countries should be considered as an example of an alternative methodological model of intergovernmental exchange, which could be implemented in the rest of the countries in the region.

**Intergovernmental committees to strengthen and improve the production of statistical data do not exist.**

Similarly, at the national level, there is a notable absence of intergovernmental committees to improve the production of statistical data. These committees could serve various purposes. They can oversee, among other things, the production of statistical information employing automated information systems, which would facilitate information-sharing and integration. This would also ensure that standardized definitions, concepts, units of observation and variables are being used. The establishment of the National Council for Migration in the Dominican Republic, incorporated in the country's 2004 Migration Law, is as an initial step of both legal and theoretical nature, though not a statistical one, which can

be used by the other countries in the LAC region as an example of promoting exchange activities between different government entities involved in obtaining international migration data.

**Migration data originating from the population census implemented by the National Statistics Institutes in all countries in the LAC region is relevant, and strengthens the production of international migration statistics.**

The activities developed by the CELADE-Population Division of the CEPAL since the 1970s, particularly those initiated under the IMILA Programme, are noteworthy. The activities undertaken by organizations within the region involved census data compilation, data processing and the subsequent distribution of results. The dependency on census results as the main provider of international migration statistics is evident in the majority of countries in the LAC region. However, it is most evident in three of four subregions: MERCOSUR–Chile–Bolivarian Republic of Venezuela; Central America–Mexico–Panama–Belize; and the Spanish-speaking Caribbean (Haiti being the exception). Those countries less dependent on census results are not in compliance with the international recommendation to conduct census every 10 years, such as those countries belonging to the Andean and Anglophone Caribbean subregions. The time lag between censuses is a primary limitation of this data source. Countries such as Brazil and Mexico implement censuses every five years, resulting in greater access to current population statistics. These countries are an exception within the LAC region. In sum, limitations of using census as a source of data for analysing international migration are the wide gap between censuses, coupled with its static nature, which as time goes by, inevitably reflects past trends instead of present ones.

It is important to highlight the copious and continuous activities of the CELADE-Population Division of the CEPAL in strengthening and improving census statistics. These activities have promoted consolidated efforts to standardize measurements, concepts and definitions, and have effectively incorporated migration variables in census questionnaires. Case in point is the enormous task carried out by the member States of MERCOSUR during both the 2000 and 2010 census rounds. This is an indication that it is both practical and possible to use standardized census questionnaires across the region. The MERCOSUR experience should be taken into consideration when evaluating alternatives that can be replicated in the rest of the countries in the region to improve the measurement of international migration based on the census.

While census data is consistently being used to feed into the regional and subregional information systems, the data-sharing value of household survey results does not appear to hold similar importance. In fact, neither are the administrative registers maintained by each country which should be the primary data source serving this purpose.

**Household surveys lack implementation and are used as a source of data to perform in-depth analysis and evaluation of the evolutionary nature of the migration phenomenon.**

Some countries, such as those comprising the MERCOSUR and CAN subregions, or in the specific case of Mexico in the Central American subregion, conduct additional field-based surveys, allowing for a more in-depth study of the immigration phenomena in their respective contexts. These are integrated either as a module within the labour force survey or conducted specifically as a migration survey. Surveys in Argentina, Uruguay and, again, Mexico could serve as examples of how specific surveys or modules can be implemented and replicated to improve migration data collection.

The rapid assessment detected, as a common denominator in all of the National Statistics Institutes across the region, the lack of resources to conduct specialized surveys that can measure international migration. The most notable case is that of the Anglophone countries in the Caribbean subregion, where the statistics offices not only lack financial and material resources but also rely on untrained personnel to carry out their operations. As a result of these limitations, there are delays in data processing, delays in the elaboration of reports and the subsequent distribution of results, and, in some cases, the discontinuation of initiated surveys.

**Administrative registers collecting data on residence permits, work permits, regularizations and residents living abroad, among others, are widely dispersed among agencies, leading to a diversification of efforts in the compilation of information and disarticulation of the organizational, methodological and conceptual aspects.**

This has made it impossible up to this point to tabulate results and to compile information. Furthermore, the available data has serious comparability, validity and trustworthiness issues.

**Administrative registers of international arrivals and departures of persons in the countries in the LAC subregion have limitations:**

- A common feature is that the task of registering movements carried out by border officials is being undertaken primarily for border management and administrative purposes.
- Significant quantities of movements are unregistered since the individual, for different reasons, may avoid using official customs and immigration points of entry. These registers also include movements that cannot be considered, statistically, as migratory movements; such examples are those undertaken for tourism purposes or common transborder activities.

- Most of the information currently available reports only movements made via airports.
- The unit of observation is not clearly defined; furthermore, diverse types of movement make migratory movements difficult to capture.
- Variables incorporated into the measurement instruments are incomparable, the exception being the Andean Migration Card (TAM) of the CAN.
- Reliable sociodemographic information is reduced to characteristics such as age, sex, country of birth and residence.
- Registers of international arrivals and departures of persons do not always receive a statistical treatment. Exceptions are those generated within the context of the CAN, the endorsement of existing information systems such as the SIOM194,<sup>42</sup> and the availability of up-to-date information accessible on the respective Web pages of agencies in Costa Rica, El Salvador, Guatemala, Mexico and Panama.

## **Summary of international migration information available in the countries in the LAC region**

### **Classification of the international migrant stock**

The greatest significance of the information generated from the census is that it allows countries to obtain a count and characteristics of the international migrant stock. Similarly, countries such as those comprising the MERCOSUR and the CAN, more specifically, Mexico in the Central American subregion, possess additional information obtained from labour force survey modules or their own migration-specific surveys that allow for an in-depth study of the immigration phenomenon.

### **Labour migration**

In respect to labour migration, the information produced nationally is both limited and specific, with the exception of information generated within the CARICOM framework of activities. In the rest of the LAC countries, the information compiled does not receive a statistical treatment; for this reason, it can be said that the production of statistical data on labour migration is infrequent or almost non-existent at the national level. In recognition of this, the LMIS Project funded by the EU and implemented by IOM, focused on collecting and sharing of labour migration information. The project supported various initiatives to develop or enhance the systems to produce accurate and timely information for better management of labour migration.

<sup>42</sup> Integrated System for Migration Operations.

## Irregular migration

In relation to irregular migration, the most salient problem is that all countries experience similar difficulties in measuring this phenomenon when using records of international arrivals and departures of persons. To offset this issue, current policies being adopted by some of the countries in the region with extensive migration regulation systems, such as the MERCOSUR member States, could incorporate the use of residence permits or other regularization documents as proxy indicators of the migration phenomenon. Other problems detected in the LAC region that influence the reporting of “irregular migration” are partial coverage of border movements, infrastructural deficiencies faced by the statistics offices, which include the inadequate number of personnel and limited technical capacity of the existing personnel to compile international migration information.

## Voluntary return migration

Information related to voluntary return migration can currently be obtained from the results of the population census implemented within the countries in the LAC region. These questionnaires include a series of minimally required variables intended to measure the immigration phenomenon (place of habitual residence, previous place of habitual residence within a particular time frame – normally within the past five years – and the place of birth of the individual). Initiatives undertaken by some countries in the region, such as Argentina, Barbados, Chile, Jamaica and Uruguay, to encourage and facilitate the return of their nationals reflect a social and political action that will, more than likely, not receive any statistical treatment.

## Emigration

In respect to emigration indicators, once again, the IMILA Programme, implemented by the CELADE-Population Division of the CEPAL, would have information on this topic. Based on questions appearing in the population census questionnaire, it is evident that census results can provide sufficient information leading to an approximation of intraregional migration but would provide little on extraregional movements. In the latter case, there is a need to incorporate some variables in the measurement instruments used by the EU countries that typically receive Latin American emigrants. This way, this migratory group can be highlighted among the general immigrant population. This would also facilitate the recognition of descendants of European immigrants who settled in the LAC. Customarily, those who would have adopted their ancestral nationality would more than likely have been enumerated based on nationality and not on place of birth.

The current censuses and household surveys require an in-depth evaluation since they have the potential to provide information on immigration characteristics, emigration of household members and receipt of household remittances. Household surveys are gaining recognition as a data source with potential to generate information on the international migration phenomenon. Of recent, some countries in the region have begun to incorporate migration modules in their household surveys, particularly in the labour force surveys, albeit in a detached and varied manner. Some countries have also begun to implement specific migration-related surveys.

### **Remittances**

In respect to the quantification of remittances, some population censuses include a question(s) related to the receipt of household remittances. This is detected primarily in the censuses conducted within the Anglophone Caribbean subregion. However, the quantification (in local currency) of money coming into the country originating from remittances is generally conducted by the respective Central Banks, with the objective of reporting the balance of payments. Mixed results emerging from this data collection system shows the need for the countries in the region to develop an integrated conceptual–methodological approach.

### **Quality assurance guidelines that are applied only to censuses and household surveys**

Finally, the only quality assessment guidelines being applied and shared within the LAC region are the international guidelines used in the population census and household surveys. The sources of information in the region are heterogeneous in terms of coverage, relevance, content quality, suitability/punctuality and accessibility of the data produced. Under the guidance of a regional project, a process is being developed to improve procedures to provide statistical data and information regarding remittances. Administrative records generally lack the application of statistical criteria. The absence of quality assurance guidelines is a result of the common practice of recording migratory movements for administrative purposes and/or safeguarding national security.

International guidelines for the production of statistical information on international migration currently being applied are those established by the United Nations (1998). In all of the LAC countries, the National Statistics Institutes are responsible for generating information based on the population and household census; hence, they are also responsible for implementing these guidelines. Currently, the Central Banks are developing a programme to improve the information and procedures on remittances based on international guidelines. However, this is mostly aligned with the IMF guidelines. International guidelines have not been adopted in the production of statistical data generated from administrative registers such as arrival and departure records, residence

and/or work permit registers, or registers of nationals living abroad. The registers are maintained by the Immigration Department, the Ministry of Labour and the Ministry of Foreign Affairs, respectively. These entities concentrate their efforts primarily on border management and national security, and, to a lesser extent, on the production of statistical data.

In general, across the region, there is an attitude of irrelevance regarding the application of international guidelines. Statistical guidelines presented by the United Nations (1998) are not being used as the basis of the national system of registers producing information on international migration. Each country organizes its international migration information system, taking into consideration the traditional legal and regulatory frameworks, focusing more on administrative controls with minimal concern given to the statistical component. Apart from the evident lack of application of statistical guidelines, methodology and concepts in the administrative registers, the diverse measurement instruments and data sources that each country of the subregion relies on also lack these standards.

The United Nations (1998:24) international recommendations suggest that duplicate arrival/departure forms can be compared after a period of time (for example, two years). The comparison of arrival with departure records would identify those who remained in the country or remained abroad for more than a year, as well as those who may not have submitted the required documentation. Recommendations also include that arrival and departure cards used across the subregion employ some form of numerical or identification code so as to link information contained in the separate section. In fact, this would be the easiest way to obtain, manage and compile information on the various categories of movements. Additionally, the use of innovative technological processes, such as bar coding and standardized electronic documents, could be increased or incorporated into automated registration systems. This type of technology could simplify and improve operations not just for administrative purposes but also for statistical purposes.

## ANNEXES

Annex I: Agencies that participated in the telephone and email interviews conducted in Anglophone Caribbean countries and Suriname

Country	Stakeholders Interviewed
Anguilla	Attorney General, Foreign Relations, Immigration Department, Labour Department, Statistics Office
Antigua and Barbuda	Foreign Relations, Immigration, Labour Department, Statistics Office
Bahamas	Bahamas Department of Statistics, Central Bank, Foreign Affairs
Barbados	Immigration Department, Labour Department, Ministry of Tourism, Statistics Office, Caribbean Community (CARICOM) Implementation Agency for Crime and Security
Dominica	Immigration Department, Statistics Office, Foreign Affairs
Grenada	Labour Department, Statistics Office, Foreign Affairs
Guyana	Foreign Relations, CARICOM Secretariat Regional Statistics
Jamaica	Ministry of Foreign Affairs and Foreign Trade, Passport, Immigration and Citizenship Agency, Jamaica Tourist Board, Ministry of Labour and Social Security, Planning Institute of Jamaica, Statistical Institute of Jamaica
Montserrat	Statistics Office, Police Department, Immigration Department
Saint Kitts and Nevis	Eastern Caribbean Central Bank, Statistics Office, Foreign Affairs, Homeland Security, Police Department
Saint Lucia	Organization of Eastern Caribbean States (OECS), Ambassador to the OECS, Immigration Department, Police Department, Statistics Office, Tourism Board
Saint Vincent and the Grenadines	Foreign Relations, Labour Department, Statistics Office, Immigration Department
Suriname	Consular Affairs, Ministry of Justice, Statistics Bureau, Tourism Foundation, Immigration Department
Trinidad and Tobago	Ministry of Foreign Affairs, Ministry of Trade and Industry, Investment and Communication, Trinidad and Tobago Police Service, Immigration Division, Statistics Office

Annex II: Places and dates of phone and email interviews with representatives from agencies in Anglophone Caribbean countries and Suriname

<b>Interviewee/ representative number</b>	<b>Agency represented</b>	<b>Place of interview</b>	<b>Date(s) of interview</b>
1	Ministry of Foreign Relations	Saint Vincent and the Grenadines	20 January 2012; 24 October 2014
2	Caribbean Community (CARICOM) Implementation Agency for Crime and Security	Barbados	13 January 2012; 13 October 2014
3	Labour Department, Ministry of Labour and Social Security	Grenada	11 January 2012
4	Ministry of Foreign Relations	Antigua and Barbuda	10 January 2012
5	Labour Department, Ministry of National Security and Labour	Antigua and Barbuda	10 January 2012
6	Regional Statistics Unit	CARICOM Secretariat	9 January 2012
7	Ministry of Consular Affairs	Suriname	5 January 2012; 13 October 2014
8	Migration and Development Program, Organization of American States	Washington D.C.	19 December 2011
9	Immigration Department, Ministry of Home Affairs and National Security	Saint Lucia	14 December 2011
10	Ministry of Tourism	Barbados	13 December 2011; 23 October 2014
11	Immigration Department, Ministry of Home Affairs	Barbados	13 December 2011
12	Ministry of Defence and Security	Barbados	13 December 2011
13	Ministry of Foreign Relations and Trade	Barbados	13 December 2011
14	Ministry of Labour	Barbados	13 December 2011
15	Statistical Service, Ministry of Finance and Economic Affairs and Development	Barbados	13 December 2011

<b>Interviewee/ representative number</b>	<b>Agency represented</b>	<b>Place of interview</b>	<b>Date(s) of interview</b>
16	Immigration Department, Ministry of National Security	Trinidad and Tobago	13 December 2011
17	Ministry of Trade and Industry	Trinidad and Tobago	13 December 2011
18	Diaspora Unit, Office of the Prime Minister	Saint Lucia	12 December 2011
19	Statistics Department, Eastern Caribbean Central Bank	Saint Kitts and Nevis	14 November 2011
20	Statistics Department, Ministry of Finance	Grenada	11 November 2011
21	Advice for Business Innovation and Creation (researcher acting as a contact person for Suriname)	Suriname	9 November 2011
22	Organization of Eastern Caribbean States Secretariat	Saint Lucia	7 November 2011
23	Statistics Department, Ministry of Economic Affairs and Physical Planning	Saint Lucia	26 October 2011
24	Planning Institute of Jamaica	Jamaica	3 October 2011
25	Ministry of Sustainable Development	Saint Kitts and Nevis	3 October 2011
26	Statistics Department, Ministry of Sustainable Development	Saint Kitts and Nevis	3 October 2011
27	Statistical Institute of Jamaica, Office of the Prime Minister	Jamaica	3 October 2011
28	Passport, Immigration and Citizenship Agency	Jamaica	3 October 2011
29	Ministry of Foreign Relations	Jamaica	3 October 2011
30	Ministry of Foreign Relations	Jamaica	3 October 2011
31	Jamaica Diaspora Institute	Jamaica	3 October 2011

<b>Interviewee/ representative number</b>	<b>Agency represented</b>	<b>Place of interview</b>	<b>Date(s) of interview</b>
32	Royal Saint Lucia Police Force, Ministry of Home Affairs and National Security	Saint Lucia	3 October 2011
33	Office of the Attorney General	Anguilla	29 September 2011
34	Statistics Department, Ministry of Economic Development, Investment and Commerce	Anguilla	29 September 2011
35	Immigration Department, Ministry of Home Affairs	Anguilla	29 September 2011
36	Labour Department, Ministry of Home Affairs	Anguilla	29 September 2011
37	Statistics Department, Ministry of Finance and Economy	Antigua	29 September 2011
38	Statistics Department, Ministry of Finance	Dominica	29 September 2011
39	Statistics Department, Ministry of Finance and Economic Development	Montserrat	29 September 2011
40	Statistics Department, Ministry of Finance and Economic Planning	Saint Vincent and the Grenadines	29 September 2011
41	Bahamas Department of Statistics	Bahamas	29 September 2011
42	Ministry of Foreign Affairs	Bahamas	24 September 2014
43	Ministry of Foreign Affairs	Dominica	24 September 2014
44	Ministry of Foreign Affairs	Grenada	25 September 2014
45	Ministry of Foreign Relations	Guyana	25 September 2014
46	Police Department	Montserrat	15 October 2014
47	Immigration Department	Montserrat	15 October 2014
48	Ministry of Foreign Affairs	Saint Kitts and Nevis	16 October 2014
49	Homeland Security	Saint Kitts and Nevis	16 October 2014
50	Immigration Department	Saint Vincent and the Grenadines	16 October 2014
51	Trinidad and Tobago Police Service	Trinidad and Tobago	21 October 2014

RAPID ASSESSMENT OF THE EXISTING DATA COLLECTION STRUCTURES  
IN THE FIELD OF MIGRATION IN LATIN AMERICA AND SOME COUNTRIES OF THE CARIBBEAN

<b>Interviewee/ representative number</b>	<b>Agency represented</b>	<b>Place of interview</b>	<b>Date(s) of interview</b>
52	Immigration Division	Trinidad and Tobago	21 October 2014
53	Statistics Office	Trinidad and Tobago	21 October 2014
54	Regional Intelligence Fusion Centre	Trinidad and Tobago	21 October 2014
55	Statistics Office	Antigua and Barbuda	15 October 2014
56	General Bureau of Statistics	Suriname	14 October 2014; 27 October 2014
57	Ministry of Justice and Police	Suriname	16 October 2014
58	Immigration Department	Suriname	16 October 2014



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### Bahamas

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### Barbados

Central Bank of Barbados: [www.centralbank.org.bb](http://www.centralbank.org.bb)

### Belize

Statistics Institute of Belize: [www.statisticsbelize.org.bz](http://www.statisticsbelize.org.bz)

### Bolivia (Plurinational State of)

Instituto Nacional de Estadística: [www.ine.gob.bo/](http://www.ine.gob.bo/)

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### Brazil

Gobierno de Brasil: [www.brasil.gov.br/para/visite-y-viva/documentos/registro-nacional-de-extranjeros/br\\_model1?set\\_language=es](http://www.brasil.gov.br/para/visite-y-viva/documentos/registro-nacional-de-extranjeros/br_model1?set_language=es)

Instituto Brasileiro de Geografía e Estadística: [www.ibge.gov.br/](http://www.ibge.gov.br/)

Ministerio de Justicia: <http://portal.mj.gov.br/>

Policía Federal Brasileña: [www.dpf.gov.br](http://www.dpf.gov.br)

Ministerio de Trabajo y Empleo <http://migranteweb.mte.gov.br/migranteweb/publico/consultarProcessoInternet/consultarProcesso.seam>

### Chile

Biblioteca del Congreso Nacional de Chile: [www.bcn.cl/lc/cpolitica/index\\_html](http://www.bcn.cl/lc/cpolitica/index_html)

Departamento de Extranjería y Migración: [www.extranjeria.gov.cl/](http://www.extranjeria.gov.cl/)

Instituto Nacional de Estadísticas: [www.ine.cl/](http://www.ine.cl/)

Ministerio de Planificación: [www.mideplan.gov.cl/](http://www.mideplan.gov.cl/)

## Colombia

Departamento Administrativo Nacional de Estadística (DANE): [www.dane.gov.co/](http://www.dane.gov.co/)

Unidad Administrativa Especial-Migración Colombia (UAEMC): [www.migracioncolombia.gov.co/](http://www.migracioncolombia.gov.co/)

Ministerio de Relaciones Exteriores de Colombia: [www.cancilleria.gov.co/](http://www.cancilleria.gov.co/)

Ministerio de la Protección Social de Colombia: <http://mps.minproteccionsocial.gov.co/>

## Costa Rica

Instituto Nacional de Estadística y Censos (INEC) Costa Rica: [www.inec.go.cr/](http://www.inec.go.cr/)

## Cuba

Oficina Nacional de Estadísticas (ONE): [www.one.cu/](http://www.one.cu/)

Ministerio de Relaciones Exteriores (MINREX): [www.cubaminrex.cu/](http://www.cubaminrex.cu/)

Nación y Emigración: [www.nacionyemigracion.cu/](http://www.nacionyemigracion.cu/); [www.cubastartravel.com/es/info/tarjetadelturista.htm#](http://www.cubastartravel.com/es/info/tarjetadelturista.htm#)

## Dominican Republic

Oficina Nacional de Estadística (ONE): [www.one.gob.do/](http://www.one.gob.do/)

Dirección Nacional de Migración: [www.migracion.gov.do/](http://www.migracion.gov.do/)

Instituto de Estabilización de Precios: [www.inespre.gob.do/](http://www.inespre.gob.do/)

Junta de Aviación Civil: [www.jac.gob.do/](http://www.jac.gob.do/)

## Ecuador

Instituto Nacional de Estadística y Censos (INEC): [www.inec.gob.ec/](http://www.inec.gob.ec/)

Dirección Nacional de Migración (DNM): <http://dnm.policiaecuador.gob.ec/>

Ministerio de Relaciones Exteriores, Comercio e Integración del Ecuador: [www.mmrree.gob.ec/](http://www.mmrree.gob.ec/)

Ministerio de Relaciones Laborales del Ecuador: [www.mintrab.gob.ec/](http://www.mintrab.gob.ec/)

Ministerio del Interior del Ecuador: [www.ministeriodelinterior.gob.ec/](http://www.ministeriodelinterior.gob.ec/)

Secretaría Nacional del Migrante del Ecuador (SENAMI): [www.senami.gob.ec](http://www.senami.gob.ec)

## El Salvador

Dirección General de Estadística y Censos: [www.digestyc.gov.sv/](http://www.digestyc.gov.sv/)

## Grenada

Government of Grenada: [www.gov.gd](http://www.gov.gd)

## Guatemala

Instituto Nacional de Estadística (INE) de Guatemala: [www.ine.gob.gt/](http://www.ine.gob.gt/)

## Guyana

Government information Agency – Guyana: [www.gina.gov.gy](http://www.gina.gov.gy)

## Haiti

Institut Haitien de Statistique et d'Informatique: [www.ihsi.ht/](http://www.ihsi.ht/)

Ministerio de Relaciones Exteriores: [www.mae.gouv.ht/](http://www.mae.gouv.ht/)

Ministerio de los haitianos residentes en el extranjero Ministerio de Economía y Finanzas- Administración General de Aduanas: [www.douane.gouv.ht/](http://www.douane.gouv.ht/)

## Honduras

Instituto Nacional de Estadística y Censos de Honduras: [www.ine.online.hn/](http://www.ine.online.hn/)

## Mexico

Instituto Nacional de Estadística, Geografía e Informática (INEGI): [www.inegi.gob.mx/](http://www.inegi.gob.mx/)

## Nicaragua

Instituto Nacional de Información de Desarrollo de Nicaragua: [www.inide.gob.ni](http://www.inide.gob.ni)

## OEA

Organización de Estados Americanos: [www.oas.org/dsd/publications/unit/oea35s/ch06.htm](http://www.oas.org/dsd/publications/unit/oea35s/ch06.htm)

## Panama

Instituto de Estadística y Censos de Panamá: [www.contraloria.gob.pa/inec/](http://www.contraloria.gob.pa/inec/)

## Paraguay

Dirección General de Estadística, Encuestas y Censos: [www.dgeec.gov.py/](http://www.dgeec.gov.py/)

Dirección General de Migraciones: [www.migraciones.gov.py/](http://www.migraciones.gov.py/)

Secretaría de Desarrollo para Repatriados y Refugiados Connacionales: [www.repatriados.gov.py/](http://www.repatriados.gov.py/)

## Peru

Instituto Nacional de Estadística e Informática (INEI): [www.inei.gob.pe/](http://www.inei.gob.pe/)

Dirección General de Migraciones y Naturalización (DIGEMIN): [www.digemin.gob.pe/](http://www.digemin.gob.pe/)

Ministerio de Relaciones Exteriores del Perú: [www.rree.gob.pe/](http://www.rree.gob.pe/)

Ministerio de Trabajo y Promoción del Empleo del Perú: [www.mintra.gob.pe/](http://www.mintra.gob.pe/)

## MERCOSUR Secretariat

[www.mercosur.int/](http://www.mercosur.int/)

## Seasonal Agricultural Worker Program (SAWP) – CANADA

[www.esdc.gc.ca/eng/jobs/foreign\\_workers/agriculture/seasonal//index.shtml](http://www.esdc.gc.ca/eng/jobs/foreign_workers/agriculture/seasonal//index.shtml)

Small Island Developing States

[www.sidsnet.org/regions/18/Caribbean](http://www.sidsnet.org/regions/18/Caribbean)

Trinidad and Tobago

Government of the Republic of Trinidad and Tobago: [www.gov.tt](http://www.gov.tt)

Uruguay

Dirección Nacional de Migración: [www.dnm.minterior.gub.uy/](http://www.dnm.minterior.gub.uy/)

Instituto Nacional de Estadística: [www.ine.gub.uy/](http://www.ine.gub.uy/)

Parlamento del Uruguay: [www.parlamento.gub.uy/](http://www.parlamento.gub.uy/)

Venezuela (Bolivarian Republic of)

Comisión Nacional Electoral: [www.cne.gob.ve/registrocivil/index.php/documento/8](http://www.cne.gob.ve/registrocivil/index.php/documento/8)

Instituto Nacional de Estadística: [www.ine.gov.ve/](http://www.ine.gov.ve/)

Servicio Administrativo de Identificación, Migración y Extranjería: [www.saime.gob.ve/Dir\\_migra/migracion.php](http://www.saime.gob.ve/Dir_migra/migracion.php)

## INTERNATIONAL ORGANIZATIONS

Caribbean Development Bank: [www.caribank.org](http://www.caribank.org)

Comunidad Andina: [www.comunidadandina.or](http://www.comunidadandina.or)

Economic Commission for Latin America and the Caribbean: [www.cepal.org/default.asp?idioma=IN](http://www.cepal.org/default.asp?idioma=IN)

Organization of American States: [www.migracionoea.org/](http://www.migracionoea.org/)

United Nations: [www.un.org/](http://www.un.org/)

United Nations High Commissioner for Refugees: [www.unhcr.org](http://www.unhcr.org)





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