



ASIAN MIGRATION OUTLOOK

SCALABRINI MIGRATION CENTER

ASIAN MIGRATION OUTLOOK 2012

The country reports were written by Karen Anne S. Liao, with overall supervision provided by Graziano Battistella and Maruja Asis. Valentin Mendoza prepared the bibliography of selected publications on migration in Asia and Oceania. Ma. Leonila Domingo did the layout of the report. Other staff of the Scalabrini Migration Center - Michelle Taguinod, Ma. Cecilia Guerrero, Cecilia Ruiz-Marave and John Paul Asis - provided support and assistance at various stages of the project.

Asian Migration Outlook 2012

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Scalabrini Migration Center

#40 Matapat St., Bgy. Pinyahan, 1100 Quezon City - Philippines

Tel. (63-2) 436-7915

Fax: (63-2) 434-7692

E-mail: smc@smc.org.ph

Website: www.smc.org.ph

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INTRODUCTION

According to ESCAP 2012 Statistical Yearbook for Asia and the Pacific, 60 percent of the world's population lived in Asia and the Pacific in 2011; the fertility rate had declined to replacement rate (2.1 child per woman), the ratio of boys to girls was the highest in the world (110 to 100), the elderly were 7.1 percent of the population, and migrants, understood as people living in a country other than the country of birth, were about 53 million. Compared to other regions, the Asia-Pacific maintained a robust economic growth rate and had the lowest unemployment rate. Asia surpassed Europe and became the top exporter of merchandise with a share of 36 percent. While Japan's export of services dropped, China and India rose to become the top two exporters in the region.

As in other years, 2011 also had its share of events that captured public attention because of the persons involved or the magnitude of the occurrence. Perhaps the tsunami that struck Japan in March stands out as the most heartbreaking event because of the number of victims, the long-term consequences, the unknown effects of the crisis at the nuclear plant in Fukushima, and the domino effect on the nuclear energy policy in many countries. Thousands of people were displaced, including migrants, who in some cases had to terminate their migration project. Other large displacements occurred also in Thailand and Pakistan, where floods covered large parts of the countries and took a long time to recede.

Prominent persons left this world, some peacefully, others in a violent way. Muammar Gaddafi, who led Libya from 1969 to 2011, was killed in October by the revolutionaries who overthrew his long regime with the help of the NATO (North Atlantic Treaty Organization). Osama Bin Laden, leader of al-Qaeda, was assassinated in Pakistan by a commando of the US Navy. Kim Jong-il, supreme leader of North Korea, died in December and was succeeded by his son, Kim Jong-un. Steve Jobs, co-founder of Apple and visionary trailblazer of the computer and information industry, died in October. On the romantic side, the wedding between Prince William, heir to the throne of the United Kingdom, and Kate Middleton, had all the ingredients of a modern fairy tale.

The wave of uprising in the Arab countries began in 2010 in Tunisia and escalated in 2011, resulting in dra-

matic regime changes in some countries. In Egypt, unrelenting protests led to the resignation of Hosni Mubarak, who was later sentenced to life in prison after having been found guilty of ordering the killing of the protesters. The uprising spread to Libya and Syria, with different outcomes. In Libya, the death of Gaddafi marked the end of the civil war, whereas in Syria, Bashar Al-Assad has not shown any intention of resigning, and the conflict has turned into a protracted civil war which continues as of this writing. The Arab Spring or Arab Reawakening in the Middle East and North African (MENA) countries has affected Asian migrant workers whose employment was interrupted and whose lives were endangered because of the clashes between government and anti-government forces. Countries of origin organized rescue and repatriation efforts to keep their nationals out of harm's way. The repatriation of migrant workers from Libya was facilitated by the cooperation of employers and the fact that most migrants were legally working in Libya and many were in semi- or highly-skilled occupations. In contrast, many migrants in Syria were unskilled workers without regular status; many of them were women in domestic work. Employers demanded compensation before releasing the workers in their employ, which slowed down the process and forced many migrants to remain in dangerous conditions.

Closer to home, some of the political events that made news include Anna Hazare's drive against corruption in India which garnered the support of thousands of protesters that led to the government creating an oversight agency or Lokpal. In Burma, the military government released hundreds of political prisoners and initiated reconciliation talks with Aung San Suu Kyi. Thailand elected Yingluck Shinawatra, the sister of ousted premier Thaksin Shinawatra, as the first female prime minister. In China, artist/activist Ai Weiwei drew massive public support during his ordeal – he was imprisoned, then released, and eventually fined for tax evasion.

These were among the memorable events which hogged the headlines during the year, some of which exerted influence, directly or indirectly, on how international migration played out in the individual countries and in the region in 2011. An outline of the migration-related developments in the different regions and countries in the region are described below.

MIGRATION TRENDS

Central Asia

Russia continues to be the main destination for migrants from Central Asia. Tajiks have relatively free access to Russia, but the difficulty to secure employment turns them into irregular migrants. Migration Service is the new agency operating in Tajikistan to implement the country's migration policy. Although it is primarily a labor exporting country, Tajikistan is also experiencing immigration from China. Likewise, migrants from Kyrgyzstan also go to Russia. Almost half of Kyrgyz migrants work in Russia's agriculture, construction and services sectors. The rest go to Turkey, South Korea and Europe. Kazakhstan is both a country of origin and destination: some of its citizens go to work in Russia, while workers from other Central Asian republics migrate to Kazakhstan. In particular, it is attracting seasonal workers from Uzbekistan to work in the cotton fields. To regulate immigration, a new law was adopted in July. In Uzbekistan, to avoid the concentration of population in urban areas the government has reinforced *propiska*, a residence permit dating back to the Soviet Union, which restricts the internal movement of citizen.

East Asia

China's massive internal migration continues as people move from agricultural to industrial areas. Figures put the number of internal migrants at 221 million in 2011, equivalent to 16 percent of the population, and more than the world's stock of international migrants, estimated at 214 million as of 2010. Approximately 10 million join the ranks of internal migrants every year. As far as international migration goes, China's state-owned enterprises deploy workers to staff their projects overseas. China is also the origin country of many women who marry the citizens of Japan and South Korea. China also receives workers from abroad. Foreign workers in China are approximately 600,000, one-third of them are from Hong Kong SAR, Macau SAR and Taiwan. A new social welfare system was enacted in 2011, providing the growing numbers of foreign citizens with social benefits. Foreign workers in Taiwan passed the 400,000 mark (425,660) in 2011, with Indonesia as the number one country of origin, followed

by Vietnam, the Philippines and Thailand. Most Indonesians are employed as caregivers for elderly Taiwanese. In this regard, a bill drafted to regulate caregiving provides for a weekly day-off, but this is only applicable to Taiwanese caregivers and excludes foreign caregivers. Over 150,000 migrants were admitted to Hong Kong in 2011, under a variety of schemes for Mainland Chinese and foreign workers. Over 90,000 non-resident workers were employed in Macau in 2011, up by 24 percent over the previous year. Most of them were employed in the hotel and catering industry (28.8 percent) and in household services (17.3 percent).

Along with population decline, the number of registered foreigners in Japan is also declining, in the face of a stagnant economy. More than 80 percent of foreigners come from only six countries: China, the Republic of Korea, Brazil, the Philippines, Peru, and the USA. While the *Nikkeijin* population from Brazil declined, the number of registered foreigners from China has increased. The number of international migrants in Korea was 1.4 million in 2011: most of them are ethnic Koreans from China (some were from Russia) while the rest come from China, the US and Vietnam, among others. Of the foreign residents, over 600,000 are migrant workers (including irregular ones). The legal migrant workers were hired through the Employment Permit System. Proposals for sanctions against employers who hire irregular migrants were introduced, including a three-year moratorium to hire foreign workers. Foreign spouses of Korean nationals were around 150,000, many of whom were ethnic Koreans from China; others were from Vietnam and the Philippines.

Southeast Asia

Thailand is a destination for hundreds of thousands of migrant workers from the neighboring countries. A correct assessment of their number is difficult because most of them are in an irregular situation. Foreign workers in Thailand have to undergo annual registration. However, the number (1.3 million in 2011) is considered a fraction of the actual size of the foreign workers in the country. Severe floods affected two-thirds of Thailand's 77 provinces over a four-month period which started in July. The flooding brought production to a halt in many places and led to the decision of many Burmese migrants to return home. The return home

INTRODUCTION

was not without difficulties, as reports indicated that enforcers charged the migrants illegal fees to allow them to cross the border back to Burma. A private insurance fund was created in July to cover migrants for work-related illness and accidents. In addition to Thailand, migrants from Cambodia go to work in Malaysia (many are domestic workers) and South Korea (mostly factory workers). Sub-decree 190 was enacted to regulate the recruitment sector, but was criticized by civil society organizations for lacking strong measures against illegal recruitment practices. Reports of abuse and unfair treatment of domestic workers in Malaysia led the Prime Minister of Cambodia to ban deployment to Malaysia in October 2011. The Lao People's Democratic Republic continues to deploy workers to Thailand. At the same time, it has also become a destination of skilled workers, particularly in the hydroelectric and mining sectors.

In 2011, the registered foreign workers in Malaysia were around 1.8 million, to which an unknown number of irregular migrants must be added. The main sectors employing migrant workers are manufacturing, construction and plantation. Over 50 percent of migrants come from Indonesia, and 17 percent from Bangladesh. An amnesty program was conducted to reduce the number of unauthorized migrants. The so-called 6P program (for the initials in Bahasa Malaysia denoting registration, legalization, amnesty, monitoring, enforcement and deportation) registered over 2.5 million foreigners, 1.3 million of whom were in an irregular situation. The program was part of initiatives to reduce the country's dependence on foreign workers, particularly semi- and unskilled workers. Malaysia also began issuing resident passes that allow migrants to work in the country for five to 10 years.

Foreigners in Singapore have reached 37 percent of the population in 2011. Of the total, 27 percent have residence status, while the rest are non-residents. The foreign workforce was 1.2 million, made up mostly of less skilled migrant workers (75 percent), while the rest was comprised of highly skilled workers and professionals with a minimum salary of at least S\$3,000. The two largest categories of migrant workers were domestic (206,300) and construction workers (264,500). It is the policy of the city-state to reduce dependence on foreign labor by increasing the levy and imposing stricter

requirements for hiring. The target is to reduce foreign labor to one-third of the workforce.

Overall, the deployment of migrant workers from Indonesia in 2011 was consistent with the previous year, but some important variations were noted in the countries of destination. Because of the enforcement of the ban on domestic workers to Saudi Arabia, deployment to that country declined by 40 percent. The decision was a reaction to the execution of Ruyati Binti Satubi, a domestic worker, without informing the Indonesian government. The tab was picked up by Taiwan, Singapore and particularly Hong Kong, where Indonesians, mostly domestic workers, increased by 50 percent. The change in deployment decreased the female component from 78 percent in 2010 to 64 percent in 2011. The top 10 countries of deployment account for about 90 percent of the annual outflow of migrant workers. The policy directions taken in 2011 were oriented to decreasing the deployment of semi-skilled and unskilled workers and to allow permanent residence for the foreign spouses of Indonesian citizens, foreign investors, missionaries and social workers who have been in the country for three years. Agreements were signed with Malaysia, Singapore and Taiwan. Deployment of workers to Egypt, Libya and Syria was banned temporarily because of uprisings in those countries.

The deployment of overseas workers from the Philippines in 2011 increased by 14 percent compared to the previous year. About a third of total deployment comprised of new hires; the rest were rehires, i.e., workers who resume overseas employment after the mandatory rest between contracts. Also on a rising trend was the deployment of seafarers, where the increase was mostly that of the non-marine component, including women who are employed on board cruise vessels. Among the land-based workers, the increase in domestic workers (47 percent more than in 2010) was notable. In part, this may be explained by the recording of new hires who might have entered the system after having bypassed the Philippine Overseas Employment Administration in their initial deployment. The implementation of RA 10022, a bill amending the Migration Workers and Overseas Filipinos Act of 1995, led to the designation of 41 countries as non-compliant or not providing measures to protect overseas Filipino workers. As such deployment to other countries was not

allowed. The Secretary of Labor, however, lifted the ban for 90 days to give the countries some time to adopt protective measures for overseas workers. Concerted efforts were taken by government agencies to repatriate Filipino workers from conflict areas in the MENA region, particularly from Libya and Syria.

South Asia

Indians living and working abroad constitute an important diaspora of over 21 million people, about half of whom still holds an Indian passport. Overseas Indian workers employed in the Gulf countries have received the most attention. In 2011, their number reached 626,565, down from 641,356 in 2010. About 80 percent of them are deployed in just three countries: Saudi Arabia, the UAE and Oman. A new Immigration Management Bill (also referred to as Emigration Management Bill) was introduced. If passed, the “Emigration (Amendment) Rules 2009” will require all employers, recruitment agencies and migrant workers to register with the Ministry of Overseas Indian Affairs. To strengthen the ties with the diaspora, the Citizenship (Amendment) Bill was introduced, which will allow immediate relatives of Indian citizens to register as Indian cardholders. The bill, however, will not give rights to vote in national elections.

A total of 354,716 Nepali migrant workers were recorded in fiscal year 2010-2011, higher by 60,622 compared to 294,094 in fiscal year 2009-2010. In 2010-2011, Malaysia continued to hire the largest number of Nepali workers at 105,906, followed by Qatar (102,966), Saudi Arabia (71,116), the UAE (44,464) and Kuwait (15,187). Concerns are voiced by international organizations on the weak implementation of protective measures for overseas workers. The government has announced plans to implement a database system to capture the reality of Nepali overseas workers.

The number of Bangladeshi migrant workers rose to 568,062 in 2011, up from 390,702 in 2010. The decline in 2010 was due to the global crisis, and problems generated by unscrupulous practices of employment agencies. Migration to India, which occurs often in the form of border crossing, has always been a cause of contention between the two countries. Environmental disasters, to which Bangladesh is very prone, also lead people to transfer to the Indian side of the border. To

emphasize the relevance that overseas work has acquired for Bangladesh, the country hosted in 2011 the 4th Ministerial Consultation of the Colombo Process in Dhaka, which concluded with a 10-point Dhaka Declaration.

Over 90 percent of workers from Pakistan go to the Gulf countries and particularly to Saudi Arabia, the UAE and Oman. It is a very concentrated workforce, 50 percent of whom are semi-skilled or unskilled workers. Pakistan is also home to a large number of IDPs and the flood of 2011 added almost 200,000 persons to the list. Overseas Pakistanis received in 2011 the right to vote in the 2013 general elections. The vote will be cast through post.

Migration from Sri Lanka declined slightly in 2011, but all the trends remained the same: over 91 percent of the migrants went to the Middle East and over 40 percent were comprised of domestic workers. The government raised the minimum age for domestic workers from 18 to 21, and a program of health care for overseas workers was introduced.

Afghanistan is most prominent on the refugee map, with 2.7 million Afghans scattered as refugees in 79 countries worldwide, 95 percent of whom are concentrated in Pakistan and Iran. Return migration to Afghanistan continues steadily and reached 71,000 in 2011. There had been discussions on programs to step up the return of the remaining refugees to the country, with international assistance. Meanwhile, Afghans continue to seek asylum abroad. Many asylum seekers go to Australia. The request for asylum is not always granted because of the perception that some applicants are using the refugee system as a short-cut for immigration. Iran is mostly a destination country for people seeking refugee status from neighboring countries, but it is also contemplating an overseas labor program. Iraq plans to reduce the number of foreign workers in the country to provide more opportunities to the unemployed local population.

West Asia

The Gulf Countries are the largest destination of migrant workers in Asia, with the Kingdom of Saudi Arabia (KSA) as the single most important destination. About 21 percent of the KSA population are foreigners, which

TABLE 1
Outflow of Migrant Workers from Selected Asian Countries, 2010-2011

	2010	2011
Bangladesh	390,702	568,062
India	641,356	626,565
Indonesia	575,803	581,081
Nepal	294,094	354,716
Pakistan	362,904	456,893
Philippines ¹	1,123,676	1,318,727
Sri Lanka	267,507	262,960
Thailand	143,795	62,644 ²
Vietnam	85,546	—

Notes: ¹ Land-based only, includes rehires; ² Up to May 2011

is low compared to other Gulf countries simply because Saudi Arabia has a much larger national population. Filipinos and Indonesians make up most of the labor force dedicated to domestic work. The Philippines also provides skilled workers for the oil and health sectors. To address local unemployment, particularly among the youth, the government has pursued the “Saudiization” program which requires companies to gradually replace foreign labor with national workers. In July 2011, the government halted issuing visas for domestic workers from Indonesia and the Philippines in response to conditions required by the governments of origin. An agreement was signed with Bangladesh to meet the demand for foreign domestic workers. The agreement stipulates a monthly wage of \$160.

The UAE is one of the preferred destinations of workers among the Gulf countries. The foreign population overwhelmingly outnumbers the locals (some estimates speak of 88 percent foreign population to 12 percent local). New labor laws were introduced at the beginning of 2011 which allow skilled and professional migrants to change jobs without the permission of their former employer, while the employer’s permission is required for semi-skilled and unskilled for the first two years of employment. Qatar, Kuwait and Oman share similar characteristics with the other major Gulf countries in terms of the huge foreign labor force, the hiring system, the work conditions of migrant workers, the intention to reduce dependence on foreign labor,

and the issues that migrants encounter. Qatar is considering granting highly skilled workers permanent residence permits; Kuwait intends to lower the foreign work force to 45 percent of the total by limiting the number of years foreign workers can remain in the country; and Oman intends to establish the percentage of foreign workforce allowed for each occupation.

Jordan is both origin of migrants to the Gulf and destination of domestic workers from Sri Lanka, Indonesia and the Philippines. Lebanon is a destination of almost 200,000 foreign workers, coming mostly from the Philippines, Bangladesh and Sri Lanka in Asia, and from Ethiopia and Egypt in Africa. Three-quarters of the migrants are employed in domestic work. Israel continues to absorb persons of Jewish origin who decide to resettle in that country. At the same time, Israel provides employment to some 73,000 foreign workers, in addition to seasonal Palestinian workers. A number of visitors overstay their visa and seek employment in an irregular way.

Overall, migration from Asian countries has remained stable for India, Indonesia, Sri Lanka, Thailand and Vietnam (for Thailand, it can be inferred from data up to May, and for Vietnam, the trend has remained fairly constant in the last few years). Increases were noted for Bangladesh (which resumed pre-crisis deployment levels), Nepal (which picked up opportunities left by bans imposed on other countries), and Pakistan and

the Philippines (where deployment had been constantly rising).

SPECIFIC ISSUES

Migration-environment nexus

The natural disasters that occurred in 2011 have once again called attention to the environment and the relations between environment and human mobility. The local population is the hardest and most directly hit by natural disasters, turning residents into displaced populations. Sometimes, migrants are also affected, which may lead to a return to their countries of origin. Because of the consequences of the tsunami in Japan, 492,000 were evacuated from critically-hit areas, including some 70,000 who had to leave radiation-contaminated locations. For many, resettlement was permanent. The Philippines organized repatriations from Japan, where about 2,000 Filipinos were caught in the area affected by the tsunami and the nuclear radiations. According to media reports, around 300,000 Chinese students working part-time in restaurants and Chinese trainees employed in factories in Tokyo left the country due to fears of radiation exposure. The floods in Thailand caused losses and displacements. Around 100,000- 120,000 legal and irregular workers returned to Burma. Floods in southern Pakistan caused the displacement of an estimated 300,000 people; flooding in Bangladesh in July led to the displacement of an estimated 400,000 people; floods in India during August-October caused the displacement of an estimated 570,000 people; an estimated 4.49 million were displaced in China from at least 10 events of monsoon floods, earthquakes and storm; several tropical storms and typhoons, floods, and a volcanic eruption caused a series of displacements also in the Philippines (nearly 2.5 million people). Policies to enhance the proper management of natural resources and diminish the impact of natural events on the environment and population are sorely needed.

Repatriations from the MENA countries

Rebellion against long-standing dictatorships in Middle East and North African (MENA) countries led to the displacement of migrants employed in those territories. Libya went through civil war and the repatriation

of migrants was organized by the various countries of origin with assistance from third countries. China in February 2011 dispatched ships and chartered flights to evacuate over 30,000 Chinese migrant workers from Libya, with assistance from the Greek government. Bangladesh had to rely on the help of international organizations to evacuate the migrants who had found shelter in camps at the border with Egypt and Tunisia. India repatriated 750 migrants from Egypt, 18,000 from Libya and at least 150 from Yemen. Indonesia repatriated hundreds of migrants from Libya, but had the hardest time locating and repatriating over 5,000 domestic workers in Egypt, as they were not in a regular situation and had not reported to the embassy. Nepal also repatriated approximately 1,000 workers from Libya while many were left behind. Similarly, many were not repatriated in other countries affected by uprisings, such as Bahrain. The Philippines organized repatriation efforts from Libya, where perhaps 30,000 Filipinos were working as skilled workers in the oil industry, and also from Syria. The latter presented more difficulties, as Filipino migrants in Syria are mostly in an irregular situation and employers demanded compensation for the fees spent to hire them before giving the clearance for their repatriation. Vietnam also repatriated more than 5,000 workers, mostly in construction, based in Tripoli. Repatriations can sometimes be temporary – migrants are allowed to return after the crisis is solved (this is what has occurred to some extent in Libya) – or more permanent because return is not possible – examples are the areas in Japan affected by nuclear radiation or in Syria, where the conflict is still ongoing.

Convention on Domestic Workers

In June 2011, the International Labor Organization (ILO) adopted the landmark treaty for domestic workers, also known as Convention No.189 on Decent Work for Domestic Workers. The treaty was approved after 396 out of 460 tripartite participants voted for the treaty at the International Labor Conference in Geneva, Switzerland. The significance of the instrument, in addition to its provisions and the improvements it will foster in the treatment of domestic workers, lies in the fact that it applies to all domestic workers, national and migrants. Countries with a strong tradition of deploying domestic workers, such as the Philippines, Indonesia and Sri Lanka, will have to grant workers within their coun-

tries the same provisions they have advocated for their workers abroad.

Domestic work remains a problematic area not only for the many abuses that workers suffer from employers, but also because of the consequences on international relations. Both the Philippines and Indonesia strained their relations with Saudi Arabia because of issues pertaining to domestic workers. In the case of the Philippines, it was the unwillingness of Saudi Arabia to abide by the conditions set in the 2006 Household Service Reform Package, notably the minimum monthly salary of \$400 and the verification check of employers. In the case of Indonesia, it was the protest for not being informed on the execution of Ruyati binti Satubi. Saudi Arabia decided not to grant work permits to domestic workers from the Philippines and Indonesia, practically halting the deployment of this category of workers to the kingdom. The countries of origin did not budge and reoriented to send their workers to other destinations, showing a resolve which was not witnessed previously. At the same time, negotiations have been set in place to resolve the dispute. Malaysia has provided better conditions for domestic workers from Indonesia in the MOU signed in May, which ended the Indonesian ban for domestic workers to Malaysia. Under the MOU, direct hiring of domestic workers is possible, and employers must ensure one rest day per week. The case of Evangeline Banao Vallejos, a Filipina domestic worker who applied for permanent residence in Hong Kong, was ruled favorably by the court which found unconstitutional a law that bans foreign domestic workers from enjoying the right of abode or permanent residency. The government, however, will appeal the ruling.

Unauthorized migration and amnesties

Unauthorized migration is endemic in the migration process and all regions in Asia are affected by it. However, the fundamental difference of becoming irregular determines also the difference in the number of irregular migrants present in the different regions. Irregular migrants in East Asia are mostly overstayers, whose number is contained both in Japan and Taiwan. South Korea is approaching the issue by increasing sanctions on employers who hire irregular workers. The proposed bill also facilitates the rehiring process of workers by allowing them to return to Korea after one

month. Currently, at the end of three years, migrant workers must leave Korea and must wait for six months before they can return to Korea to work for another two years. Thailand and Malaysia, the two countries with high irregular migration in Southeast Asia, continue to handle irregular migration through registrations and amnesties. Registrations in Thailand are held every year but only a portion of employers and migrants comply with it, in spite of heavy penalties imposed on non-compliant employers. Uneven enforcement sustained by corruption is part of the problem. Malaysia, through another amnesty, has begun a process of registration of foreign workers in 2011. The new aspect, this time, is the biometric component in the registration, which should provide a better monitoring system of foreigners in the country. India is mostly concerned with irregular border crossing, particularly from Bangladesh, and with stateless enclaves that are formed at the border of the two countries. Pakistan has a large number of irregular migrants also outside of Asia, particularly in Greece. Irregular migration in the Gulf countries is the result of cracks in the recruitment system and overstaying visas. Saudi Arabia detained almost 240,000 irregular migrants in 2011. Irregular migrants from Indonesia converge under the bridges of Jeddah and the Indonesian government has repatriated about 500 a month. In the UAE, migrants abscond from employers because of unfavorable treatment. Their number was around 10,000 in 2011, half of the number in the previous year.

Refugees and asylum seekers

The situation of refugees from Afghanistan in Pakistan and Iran is slowly handled through voluntary repatriation. It is not expected that all Afghan refugees will return, as a portion of them were born abroad and might remain abroad. For decades, Thailand has sheltered refugees escaping violence in their home countries. It has proceeded with the repatriation of Hmongs to Laos and of Karens to Burma, without ascertaining whether they had a valid claim to seek asylum. It also intends to discourage using the airport in Bangkok as a transit point for people seeking refuge in other countries. Rohingya refugees continue to be a contentious issue between Burma and Bangladesh. Persecuted in Burma, Rohingyas are detained upon reaching Bangladesh. New refugee flows have developed during the year, particularly people from Syria escaping from the

civil war and ending up in Turkey. Australia maintains the policy of admitting every year over 10,000 refugees and people under the special humanitarian program. At the same time, to discourage asylum seekers from entering by boat, it does not admit them under refugee status process, but diverts them to offshore locations where they undergo examination of their claim for refugee status. Overall, as new conflicts erupt and people are forced to escape and quest for refugee status, countries are becoming less willing to accept them and give them the possibility to stay and resettle.

Multilateral protection

2011 will be remembered as the year in which protection to domestic workers, often left out of labor laws, was recognized at the international level with the adoption by ILO of Convention 189. Some progress was achieved also with the ratification by Bangladesh of the UN Migrant Workers Convention. Overall, however, the record of Asian countries in adhering to multilateral instruments for the protection of migrants remains very low, as it is presented in Table 2.

POLICY INITIATIVES

As migration becomes ever more important for both societies of origin and of destination, governments are intervening in the process to govern the movement of people who cross borders to work and to stay abroad. A summary of new policies and measures considered and/or adopted by countries in the eight region is outlined below.

Countries of destination

The Japanese government announced that beginning 2012, a skills points system will be implemented to rate foreign workers and migrants according to education and skill levels, the results of which will be used to determine the issuance of visas. A new residential card system will also be introduced.

South Korea has introduced the possibility for migrant workers to acquire an E-7 visa, which is granted to highly skilled workers and professionals, provided they have a college degree and four years of work experi-

ence in Korea. The Ministry of Employment and Labor may pursue the establishment of state-run Korean culture and language institutes in countries sending foreign workers under the Employment Permit System (EPS).

Taiwan has signed an agreement with the Philippines allowing for the direct hiring of overseas Filipino workers. The National Immigration Authority (NIA) said it plans to sign more anti-trafficking agreements with other countries in 2012, particularly those in Southeast Asia. The hiring of foreign caregivers should become more stringent while their benefits should increase, although they will not be granted equal treatment with nationals.

China in 2011 implemented a new social welfare system that entitles foreign workers to benefits, such as medical care, maternity pay, pension, unemployment cover, and workplace injury insurance. It also introduced more rigid rules and sanctions against unauthorized migration.

The Labor Ministry of Thailand proposed creating a private insurance fund to cover migrant workers for work-related accidents or illness.

Malaysia intends to reduce the dependence on foreign workers and to increase the inflow of skilled workers and professionals over unskilled migrants. It signed an MOU with Indonesia for the hiring of domestic workers.

Singapore is also oriented to reducing the number of foreign workers to 35 percent of the workforce. It also raised the minimum salaries to qualify for employment passes. It also plans to provide orientation to foreign domestic workers and to make mandatory the weekly day of rest.

All Gulf countries intend to continue their program for increasing the participation of national workers in the private sector and reducing the dependence on foreign labor. India and the UAE signed in September an MOU on manpower, revising existing mechanisms to protect the interests of Indian workers in the UAE. Foreign migrants from selected countries will be tested for specific medical conditions in their home countries

TABLE 2
Ratification of Migration-Related Conventions in Asian Countries, Australia and New Zealand
(as of Dec. 31, 2011)

	C97	C143	C181	C189	MLC	MWC	Protocol on Trafficking	Protocol on Smuggling
Afghanistan								
Armenia	2006	2006					2003	2003
Australia							2005	2004
Azerbaijan						1999	2003	2003
Bahrain							2004	2004
Bangladesh						2011		
Brunei								
Cambodia							2007	2005
China							2010	
Hong Kong SAR								
Macau SAR								
India							2011	
Indonesia							2009	
Iran								
Iraq							2009	
Israel	1953						2008	
Japan			1999					
Jordan							2009	
Kazakhstan							2008	2008
Korea								
Kuwait							2006	2006
Kyrgyzstan	2008					2003	2003	2003
Lao PDR							2003	2003
Lebanon							2005	2005
Malaysia	1964*						2009	
Mongolia							2008	2008
Myanmar							2004	2004
Nepal								
New Zealand	1950						2002	2002
Oman							2005	2005
Pakistan								
Philippines	2009	2006				1995	2002	2002
Qatar							2009	
Saudi Arabia							2007	2007
Singapore					2011			
Sri Lanka						1996		
Syria						2005	2009	
Tajikistan	2007	2007				2002	2002	2002
Thailand								
Timor Leste						2004	2009	
Turkmenistan							2005	2005
UAE							2009	
Uzbekistan							2008	
Vietnam								
Yemen								

Note: MLC = Maritime Labour Convention; MWC = Migrant Workers Convention
Sources: NORMLEX and UN Treaty Collection

before being granted a visa to the UAE. Qatar is considering a permanent residency program for highly-skilled foreign workers and on 24 October passed an anti-trafficking law (No. 15 of 2011) that defines human trafficking, outlines punishments and states the rights of human trafficking victims, stressing the need to protect them. The 2010 announcement by Kuwait that it would abolish the *kafala* or sponsorship system did not materialize in 2011 and no reform was introduced. The Oman Ministry of Manpower amended the country's labor law to improve working conditions between employers and employees, as well as to emphasize Omanization in the labor sector.

Countries of origin

In Cambodia, a revised labor migration law titled "Sub-Decree on the Management of the Sending of Cambodian Workers Abroad through Private Recruitment Agencies" was enacted.

In Indonesia, the BNP2TKI signed an agreement in April with the Indonesian Trade Economic Office (KDEI) in Taiwan and the Taiwan Economic Trade Office (TETO) that ensures workers' rights to a monthly salary, insurance and overtime pay. In November, Indonesia's draft resolution on violence against women migrant workers gained the approval of the Third Committee of the UN General Assembly.

In September, the Governing Board of the Philippine Overseas Employment Administration (POEA) issued a partial lifting of the deployment ban in Afghanistan and Iraq to allow OFWs employed in US military camps to finish their contracts. The POEA in November also suspended the implementation of a deployment ban in 41 countries. The government and the IOM in 2011 began a joint project that will build one-stop migrant resource centers (OSRCs) for OFWs in several provinces.

In India, a new Immigration Management Bill (also referred to as Emigration Management Bill) to tighten rules for recruitment agencies was introduced in the parliament. Also the Citizenship (Amendment) Bill was introduced in the Rajya Sabha, the upper house of the Indian Parliament. The government announced a new program that aims to provide support for returning overseas Indian workers through resettlement expenses, insurance coverage and pension benefits.

The Foreign Employment Promotion Board (FEPB) of Nepal announced a new program that will provide skills training, entrepreneurship, safe home services and scholarship programs for returning migrants who need assistance in reintegration.

The Bangladeshi government on 24 August 2011 ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families. In April, Bangladesh hosted the 4th Ministerial Consultation of the Colombo Process in Dhaka, which concluded with a 10-point Dhaka Declaration. The government also simplified the process for overseas employment by implementing an online registration system where jobseekers can input their personal and work information through computers and even mobile phones.

In Pakistan, the government on 30 June 2011 dissolved the federal-level Ministry of Labor and Manpower and devolved the functions and staff of the ministry to the provinces effective 1 July 2011. Pakistanis abroad can now vote by post in general elections.

In Sri Lanka, the government approved a proposal to raise the minimum age requirement for women migrant workers from 18 to 21 years old and announced a new National Health Policy for migrant workers and their dependents.

In March, the National Assembly of Vietnam passed the Anti-Trafficking Law, which is expected to be implemented in January 2012.

In conclusion, some general trends concerning the governance of migration were observed in the continent in 2011. On the one hand, the fundamentals of temporary labor migration remain the same. Attempts and announcements to reform the *kafala* system in the Gulf countries did not materialize. The ILO adopted Convention 189 for the protection of domestic workers, but Asian countries do not appear to be rushing to ratify it. On the other hand, concerns for the protection of migrants is gaining approval, as anti-trafficking measures are adopted by more countries, and legislation is improved. More attention should be dedicated to return programs to facilitate the reintegration of migrants at the end of the migration cycle.

DEFINITIONS

A. Migration-related indicators

Asylum-seekers and refugees

Asylum seekers are defined by the United Nations High Commissioner for Refugees (UNHCR) as persons who have applied for international protection and refugee status, which have not yet been determined (UNHCR, 2012). In the country tables, asylum seekers include those with pending cases, referring to individuals whose applications for asylum or refugee status were pending at any stage in the asylum procedure at the end of 2011.

Refugees are defined as: “Persons recognized as refugees under the 1951 UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, persons granted a contemporary form of protection and those granted temporary protection. In the absence of Government figures, UNHCR has estimated the refugee population in 24 industrialized countries based on 10 years of individual refugee recognition” (UNHCR, 2012).

In the country reports, figures for asylum seekers and refugees are categorized according to origin and territory of asylum. “By origin” refers to the country of origin of the asylum seekers and refugees while “by country or territory of asylum” means the country or state where individuals have applied for or have been granted international protection or refugee status.

Internally displaced persons (IDPs)

This refers to “people or groups of individuals who have been forced to leave their homes or places of habitual residence, in particular as a result of, or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights, or natural/humanmade disasters, and who have not crossed an international border” (UNHCR, 2012).

UNHCR figures on IDPs in the country reports specifically refer to: “persons who are displaced within their country and to whom UNHCR extends protection and/

or assistance. It also includes people in IDP-like situations. This category is descriptive in nature and includes groups of persons who are inside their country of nationality or habitual residence and who face protection risks similar to those of IDPs but who, for practical or other reasons, could not be reported as such” (UNHCR, 2012).

International migrant stock

Data on emigration and immigration stocks were taken from Trends in International Migrant Stock: Migrants by Destination and Origin by the Population Division of the United Nations Department of Economic and Social Affairs (UN DESA, 2012). The common basis for estimating international migrants was the foreign-born population, and if not available, data on foreign citizenship or nationality. In some cases, refugees were also included in the number of international migrants. For other countries or areas without data on international migrants, numbers were obtained by imputation (UN DESA, 2012).

Some inconsistencies, due to different definitions and methods, may be noted between international migrant data reported by the UN DESA and those mentioned in the country reports, which include other sources (e.g., government statistics, estimates by local and international organizations, media reports).

International or internationally mobile students

Defined by the UNESCO Institute for Statistics (2012) as: “Students who have crossed a national or territorial border for the purpose of education and are now enrolled outside their country of origin.” The data refer to students of tertiary education.

Remittances

Remittances are defined as “the sum of workers’ remittances, compensation of employees and migrants’ transfers” (Ratha, 2003). Data on migrant remittance inflows were sourced from the World Bank’s annual remittances data (November 2012 version). The figures were calculated by the World Bank staff based on: “data from *IMF Balance of Payments Statistics Yearbook 2012*

and data releases from central banks, national statistics agencies and World Bank country desks” (World Bank, 2012).

In Ratha (2003), workers’ remittances are defined as “the sum of three components: (a) workers’ remittances recorded under the heading ‘current transfers’ in the current account of the balance of payments; (b) compensation of employees which includes wages, salaries, and other benefits of border, seasonal, and other nonresident workers (such as local staff of embassies) and which are recorded under the ‘income’ subcategory of the current account; and (c) migrants’ transfers which are reported under “capital transfers” in the capital account of the *IMF’s Balance of Payments Yearbook* (item codes 2391, 2310, and 2431 respectively).

Trafficking in persons (TIP)

- A. According to the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children

Also known as the Trafficking Protocol or the Palermo Protocol, the instrument was adopted by the United Nations in Palermo, Italy in November 2000. It is one of three protocols which supplement the United Nations Convention against Transnational Organized Crime. It entered into force on 25 December 2003.

Article 3 of the Protocol provides an internationally agreed upon definition of trafficking in persons, to wit:

“(a) “Trafficking in persons” shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or

practices similar to slavery, servitude or the removal of organs;

(b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;

(c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve any of the means set forth in subparagraph (a) of this article;

(d) “Child” shall mean any person under eighteen years of age.”

- B. According to the United States Department of State (USDS, 2011)

In accordance with the US Trafficking Victims Protection Act or TVPA (2000), the USDS conducts an assessment of governments’ response and compliance with the minimum standards for combating trafficking. The assessments and rankings of governments are published in the annual *Trafficking in Persons Report*, which has been published since 2001.

According to the *Trafficking in Persons Report 2011*: “Under the UN’s Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (the Palermo Protocol) and the TVPA, people may be trafficking victims regardless of whether they were born into a state of servitude or were transported to the exploitative situation, whether they once consented to work for a trafficker, or whether they participated in a crime as a direct result of being trafficked. At the heart of this phenomenon are the myriad forms of enslavement – not the activities involved in international transportation” (USDS, 2011).

Major forms of human trafficking include: forced labor, sex trafficking, bonded labor, debt bondage among migrant laborers, involuntary domestic servitude, forced child labor, child soldiers and child sex trafficking. Some cases are considered by

the TVPA as “severe forms of trafficking,” particularly sex trafficking induced by force, fraud or coercion and the recruitment, transportation and provision of persons for labor or services through different methods, such as the use of force, fraud or coercion to subject them to debt bondage or slavery, among others.

Each country is given a tier ranking that indicates a government’s response and compliance with the minimum standards to combat trafficking. The tiers and their corresponding definitions are as follows:

TIER	DEFINITION
Tier 1	“Countries whose governments fully comply with the Trafficking Victims Protection Act’s (TVPA) minimum standards.”
Tier 2	“Countries whose governments do not fully comply with the TVPA’s minimum standards, but are making significant efforts to bring themselves into compliance with those standards.”
Tier 2 Watch List	“Countries whose governments do not fully comply with the TVPA’s minimum standards, but are making significant efforts to bring themselves into compliance with those standards, AND: a) the absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; b) there is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or, c) the determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year.”
Tier 3	“Countries whose governments do not fully comply with the minimum standards and are not making significant efforts to do so.”

B. Socio-economic indicators

Gender inequality index (2011, rank - value)

“The Gender Inequality Index (GII) reflects gender-based disadvantage in three dimensions—reproductive health, empowerment and the labour market—for as many countries as data of reasonable quality allow. The index shows the loss in potential human development due to inequality between female and male achievements in these dimensions” (UNDP, 2011).

Gross domestic product (current US\$)

The World Bank (n.d.) defines gross domestic product (GDP) at purchaser’s prices as “the sum of gross value added by all resident producers in the economy plus any product taxes and minus any subsidies not included in the value of the products.”

Gross domestic product growth (annual %)

“Annual percentage growth rate of GDP at market prices based on constant local currency” (World Bank, n.d.).

Gross national income per capita, PPP (current international \$)

“PPP GNI is gross national income (GNI) converted to international dollars using purchasing power parity rates...GNI is the sum of value added by all resident producers plus any product taxes (less subsidies) not included in the valuation of output plus net receipts of primary income (compensation of employees and property income)” (World Bank, n.d.).

Human development index (rank-value)

“The Human Development Index (HDI) is a summary measure of human development. It measures the average achievements in a country in three basic dimensions of human development: a long and healthy life, access to knowledge and a decent standard of living. The HDI is the geometric mean of normalized indices measuring achievements in each dimension” (UNDP, 2011).

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DATA SOURCES

Several materials served as basic references in completing the country reports. Since they were consulted for almost all the country reports, they are cited below, classified by type of information. Country-specific information and additional materials consulted are mentioned in the list of references at the end of each country report. Organizations producing data sometimes adopt different definitions, which result in different figures. The sources for selected figures are cited in the country reports.

Migration data

Data on key migration trends were largely derived from *Trends in International Migrant Stock: Migrants by Destination and Origin* (POP/DB/MIG/Stock/Rev.2012) by the UN DESA (UN DESA, 2012). Remittance figures were based on the World Bank's (2012) annual remittances data. International student migration data were taken from the UIS (2012).

Population, socio-economic and migration indicators

Data on population, socio-economic and migration indicators presented in the table at the beginning of each country report were collated and sourced from the PRB (2011), the UNDP (2011), and the World Bank (n.d.).

Asylum seekers, refugees and IDPs

Data on asylum seekers and refugees were largely drawn from *UNHCR Global Trends 2011* (UNHCR, 2012). Where available, additional estimates and figures from media reports and other references may be included in the country report.

Data on IDPs were taken from three main sources: 1) *Global Overview 2011: People Internally Displaced by Conflict and Violence* (Internal Displacement and Monitoring Centre, 2012a), 2) *Global Estimates 2011: People Displaced by Natural Hazard-Induced Disasters* (IDMC, 2012b) and 3) the *UNHCR Global Trends 2011* (UNHCR, 2012). Figures from the IDMC are cited in the text of the country reports. Data provided by the UNHCR and the IDMC are not consistent due to differences in the definition and scope used by these organizations. The

UNHCR only provides figures referring to IDPs it protects and provides assistance to, including "people in IDP-like situations." The IDMC, on the other hand, compiled figures from "national governments, UN and other international organizations, national and international non-government organizations (NGOs), human rights organizations and media reports" as well as from field missions. The IDMC also notes that some countries have limited figures on IDPs.

Trafficking in persons

References to human trafficking were primarily derived from the *Trafficking in Persons Report 2011* (USDS, 2011), which provides an overview of the trafficking situation for each country. Media reports on human trafficking were also cited in the country reports; they also draw heavily from this annual report.

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LIST OF ABBREVIATIONS

AFP	Agence France-Presse
AP	Associated Press
ASEAN	Association of Southeast Asian Nations
BLA	Bilateral Labor Agreement
DPA	Deutsche Presse-Agentur
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
GNI, PPP	Gross National Income, Purchasing Power Parity
HRW	Human Rights Watch
IDP	Internally Displaced Persons
IDMC	Internal Displacement Monitoring Centre
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
IRIN	Integrated Regional Information Networks
IWPR	Institute for War and Peace Reporting
NGO	Non-government Organization
OECD	Organisation for Economic Co-operation and Development
PRB	Population Reference Bureau
SAR	Special Administrative Region
TIP	Trafficking in Persons
OHCHR	Office of the United Nations High Commissioner for Human Rights
UN DESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
USDS	United States Department of State
UNPD	United Nations Population Division
WHO	World Health Organization

CENTRAL ASIA

KAZAKHSTAN

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	16.6
Rate of natural increase (%)	1.4
Percent urban	54.0
Population per square kilometer	6
Population ages 0-14 (% of total)	24
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	188.05 B
GDP growth (annual %)	7.5
GNI per capita, PPP (current international \$)	11,250
Human development index (rank - value)	68 – 0.745
Gender inequality index (rank - value)	56 – 0.334
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	3.08 M (54.0)
Top five origin countries:	
Russian Fed.	(2.10 M)
Uzbekistan	(269,361)
Ukraine	(217,349)
DPRK	(129,769)
Germany	(84,887)
Emigrant stock	3.28 M (59.9)
Top five destination countries:	
Russian Fed.	(2.65 M)
Ukraine	(239,065)
Germany	(89,410)
Uzbekistan	(85,040)
Belarus	(55,133)
Migrant remittance inflows (US\$)	240 M
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	745
Asylum-seekers by country/territory of asylum	70
Refugees by origin	3,500
Refugees by country/territory of asylum	616
International students (2010)	
Inbound international students	11,974
Outbound international students	36,594

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Large-scale migration in Kazakhstan continued in 2011, primarily due to inflows of migrant workers from Kyrgyzstan, Uzbekistan and Tajikistan (IOM, 2012). The country's international migrant stock as of mid-2010 was pegged at about 3.08 million (UN DESA, 2012).

Kazakhstan, with an estimated population of 16.6 million as of mid-2011, both sends migrants to the Russian Federation and parts of Europe and receives migrants from neighboring Central Asian countries. It has become a main destination country for labor migrants, due to increased job opportunities and income brought about by economic growth which began in the 2000s. Labor migrants also fill in job vacancies in sectors such as agriculture, construction and manufacturing often ignored by locals because of low wages (ILO Subregional Office for Eastern Europe and Central Asia, 2008). Many labor migrants enter the country for seasonal or temporary work, while others are long-term or permanent migrants. Due to its geographic location, Kazakhstan has become an important site for migration flows within Central Asia. However, it has also become a major trafficking route (IOM, 2012).

Outbound migration from Kazakhstan has decreased in the past 10-15 years while inward migration has increased, according to Statistics Agency head Alikhan Smailov. He reported a positive migration balance of 5,408 people in 2011 – more than 38,167 immigrated into Kazakhstan while only 32,759 emigrated (*Tengrinews.kz*, 27 February 2012). In 2010, 41,883 arrivals and 26,675 departures were recorded, registering a migration balance of 15,208 (Agency of Statistics of the Republic of Kazakhstan, 2012) (see Table 1). The figures show consistent positive balance, a trend since 2004, and differ significantly from the balance deficit registered in 1992 (ILO Subregional Office for Eastern Europe and Central Asia, 2008; UNDP Kazakhstan, 2006). Majority of migrants moving into Kazakhstan came from post-Soviet countries, especially ethnic Kazakhs returning to the homeland (*Tengrinews.kz*, 27 February 2012).

TABLE 1
Net Migration: Kazakhstan, 2009-2011

Year	Arrivals	Departures	Balance
2009	42,273	34,365	7,908
2010	41,883	26,675	15,208
2011	38,167	32,759	5,408

Note: The total number of arrivals and departures are based on the sum of quarterly data per year.

Source: Agency of Statistics of the Republic of Kazakhstan (2012, 2011a, 2011b)

Inflows of migrants have also included the following: the return of *oralmans* (ethnic Kazakhs who have immigrated to Kazakhstan since its independence in 1991); citizenship and residence permits granted to representatives of ethnic groups who were born in or were citizens of the Republic of Kazakhstan or the Kazakh Soviet Socialist Republic; gradual increase in the annual quota for labor migrant intake; and rising numbers of irregular and unauthorized migrant workers from neighboring countries (ILO Subregional Office for Eastern Europe and Central Asia, 2008).

Trafficking in persons

Kazakhstan has become a passageway for migrants to neighboring Central Asian countries and the Russian Federation. However, it has also turned into a transport route for trafficked victims, many of whom are sent to nearby countries such as Kyrgyzstan, Tajikistan, Uzbekistan, the Russian Federation, as well as other areas like Greece, Turkey and the United Arab Emirates (Sarsebai, 2011).

Trafficking incidents have been on the rise since 2000, but action and response from Kazakh authorities have been rather belated, according to a representative of the International Human Rights Initiative. It was only in 2006 that a law on human trafficking was passed. Moreover, despite the many cases reported to police, only few reach the courts (Sarsebai, 2011).

Kazakhstan is mainly a destination country for trafficked persons. It is both a source and transit site, and traf-

ficking within the country is also rampant. Kazakh sex trafficking victims are often brought to the following countries: the UAE, the Russian Federation, China, Turkey and Azerbaijan, Greece, Indonesia and Israel. In Kazakhstan, most of the women and girls forced into sex trafficking come from Uzbekistan, the Russian Federation, Kyrgyzstan, Tajikistan, Moldova and Ukraine. Some migrants have reportedly faced conditions of forced labor in domestic service, cattle breeding, pasturing and harvesting. They commonly come from Uzbekistan, Kyrgyzstan, Tajikistan, Mongolia and Nigeria (USDS, 2011).

In 2011, Kazakhstan was ranked Tier 2 in the USDS *Trafficking in Persons Report* for the year, up from the Tier 2 Watch List in 2010. The report noted an increase in law enforcement against trafficking. The government was able to pass a law that gives more weight to penalties for child sex trafficking and was able to deter forced child labor during the cotton harvest. Despite some victim identification, only two victims of labor trafficking were identified and authorities generally “failed to effectively screen migrants for potential victims of trafficking” (USDS, 2011).

Asylum-seekers and refugees

In June 2011, Kazakh officials repatriated 29 asylum-seekers to Uzbekistan, a move heavily criticized by the United Nations and human rights groups (RFE/RL, 9 June 2011). Authorities extradited the asylum-seekers based on the new national legislation introduced in January 2010, which established a state migration committee tasked to make decisions on granting refugee status to applicants, including those who are already recognized as refugees by the UNHCR (Grishin, 2010). The new law also excluded specific categories of people from obtaining refugee status, including asylum-seekers who have been charged of being members of banned religious or political groups (Amnesty International, 2011).

The 29 asylum-seekers were arrested in June 2010 during a raid on unauthorized migrants. They had submitted appeals for refugee status, but these were rejected, after which the asylum-seekers spent a year in a detention center in Almaty (Grishin, 2010). Authorities later confirmed that all of them were extradited, de-

spite protests from rights organizations (RFE/RL, 9 June 2011).

Rights groups say the deportation should not have happened as the asylum-seekers face imprisonment and possible torture in Uzbekistan, where they are accused of religious extremism, terrorism and connections to Islamist extremist groups. The 29 men had denied these charges (Grishin, 2010; RFE/RL, 9 June 2011). HRW (2011) said the Kazakh government has violated international law by deporting the asylum-seekers and putting them in danger.

POLICIES

New labor migration law

On 31 March 2011, Vice Minister of Labor Birzhan Nurymbetov announced that a migration law consisting of new rules for bringing in labor migrants is being drafted. The new law will introduce rules for hiring seasonal workers and irregular migrant workers and will expand the list of jobs that can be filled by unskilled laborers (*Tengrinews.kz*, 31 March 2011).

The new law was signed on 22 July 2011 and came into force beginning August. The legislation covers several areas concerning migration, such as state rules on managing migration processes, policies for family reunification and for returnees, internal migration and permanent immigration. Conditions and procedures for Kazakh citizens who wish to leave the country are also provided. The new law amends previous legislative texts concerning migration (ILO, 2011).

Trade unions from Kazakhstan, Kyrgyzstan and Tajikistan on 31 March 2011 also signed bilateral agreements promoting cooperation on the protection of migrant workers from all ethnic backgrounds (*Tengrinews.kz*, 31 March 2011).

No migrant quota for Customs Union countries

The integration of Belarus, Kazakhstan and the Russian Federation into a Customs Union (CU) and the introduction of a common economic space in January 2012 are expected to have an impact on migration

policies. Starting January 2012, Kazakhstan will abolish the quotas for labor migrant intake from Belarus and Russia, through an agreement between CU countries (RIA Novosti, 2012). Around 1,000 Russian and 100 Belarusian migrant workers are already working in Kazakhstan, according to the Ministry of Labor and Social Security (*Gazeta.kz*, 6 January 2012).

Leaders of Belarus, Kazakhstan and the Russian Federation had forged a Customs Union in January 2010, signed a declaration on the Eurasian Economic Union in November 2011 based on the Customs Union and the common economic space (CES), and was capped by the signing of an agreement on the Eurasian Economic Commission on 18 December (RIA Novosti, 2012).

Through the CU, the three member countries are offered lower trade tariffs and prices for some goods. Moreover, labor migrants will go through simplified procedures to obtain travel, residence and work permits (RFE/RL, 16 September 2011). The integration is also viewed by some as an opportunity for unauthorized Kazakh migrant workers in Russia to gain regular employment status (RFE/RL, 16 September 2011).

Visa-free system in 2012

Kazakhstan plans to launch in 2012 a visa-free system that will apply to member countries of the Organization for Economic Cooperation and Development (OECD). To test the system, the government plans to allow citizens from 13 OECD member countries to enter and visit Kazakhstan for about 14-30 days without visas in 2012 (*Tengrinews.kz*, 26 August 2011).

Kazakhstan has forged agreements with other countries allowing for the visa-free entry of foreigners holding different types of passports, such as diplomatic passport holders for 47 countries, business passport holders for 33 countries and national passport holders for 14 countries. Such changes in visa and registration procedures have encouraged an influx of foreign visitors (*Tengrinews.kz*, 26 October 2011).

In a related development, the Interior Transport Department has signed a decree creating a division that will improve migration control and implement measures against unauthorized migration along Kazakh-

stan's borders with Kyrgyzstan, Russia and Uzbekistan. The new unit will "enhance migration control at railroad transport facilities" (*Tengrinews.kz*, 11 July 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	5.6
Rate of natural increase (%)	1.9
Percent urban	35.0
Population per square kilometer	28
Population ages 0-14 (% of total)	29.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	5.92 B
GDP growth (annual %)	5.7
GNI per capita, PPP (current international \$)	2,180
Human development index (rank - value)	126 – 0.615
Gender inequality index (rank - value)	66 – 0.370
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	222,731 (58.2)
Top five origin countries:	
Pitcairn	(121,249)
Tuvalu	(29,046)
Iceland	(14,041)
Turkmenistan	(10,793)
Uruguay	(9,965)
Emigrant stock (Percent female)	554,502 (58.9)
Top five destination countries:	
South Africa	(519,055)
Swaziland	(511,564)
Guinea-Bissau	(474,883)
Russian Fed.	(30,613)
Jordan	(30,277)
Migrant remittance inflows (US\$)	1.72 B
Internally Displaced Persons (IDPs)	163,900
Asylum-seekers by origin	1,559
Asylum-seekers by country/territory of asylum	408
Refugees by origin	3,162
Refugees by country/territory of asylum	595
International students (2010)	
Inbound international students	16,425
Outbound international students	4,451

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Throughout 2011, labor migration from Kyrgyzstan persisted, with thousands of migrant workers in main destination countries such as the Russian Federation and Kazakhstan (IOM, 2012).

Kyrgyzstan is mainly a source of migrants working in business and entrepreneurship, agriculture, construction and public services (IOM, 2012). Most of Kyrgyz migrants work in Kazakhstan and the Russian Federation, as well as in Turkey, South Korea and European Union countries (Bengard, 2011b; IOM, 2012). In 2010, it was estimated that around half of Kyrgyz labor migrants were employed in Russia (Kostenko, 2011b).

The total number of Kyrgyz labor migrants is difficult to determine and estimates from different sources vary. Kyrgyz officials gauge around 548,000 Kyrgyz migrant workers in Russia as of 2010, though the figure is based only on the number of purchased one-way tickets to Russia (Karimov, 2011; Podolskaya, 2011). Of the total, around 17,000 had residence permits while the rest were unauthorized migrants, according to Parliament Speaker Akhmatbek Keldibekov (Podolskaya, 2011). Data from Russia's Federal Migration Service show that in 2010, around 382,000 Kyrgyz migrants came to Russia to work, but only around 11,067 were actually given work permits (Karimov, 2011). Other estimates range between 500,000 and one million (Bengard, 2011b; Kostenko, 2011b).

Labor migration has translated into large monetary returns through remittances. Kyrgyz labor migrants sent home an estimated \$1.72 billion in remittances in 2011 (World Bank, 2012).

Labor migration to continue

Labor migration from Kyrgyzstan is expected to increase further in the next few years, fueled by dire conditions, high unemployment and political instability, said EU Mission Chief in Kyrgyzstan Tom Massey (Bengard, 2011b). Results from a population survey released by Kyrgyz authorities show that migration remains one of

the key national issues, along with low living standards and unemployment. The survey entitled, "Population of Kyrgyzstan: Situation and Development Prospects" reports continued increase in migration movements from Kyrgyzstan to neighboring countries, affecting demographic trends and economic productivity (Kostenko, 2011a).

Kyrgyzstan remains in a "poverty trap," said Kyrgyz Government Investment and Development Secretariat expert Rafkat Khasanov. Economic inefficiency adversely affects citizens' access to education, health and other necessities (Kostenko, 2011a), reinforcing out-migration. Assessment by experts suggests that agriculture, industry and transport sectors are potential sources for development, but limited manpower due to labor migrant outflows is a main obstacle (Kostenko, 2011a).

Meanwhile, many Kyrgyz migrant workers still lack awareness and information on migration laws and struggle with the language barrier and in meeting work qualifications. Some end up violating registration laws because they cannot speak, read or write in Russian, and are unaware of the laws for staying in the host country (Karimov, 2011). A recent study found that around 80 percent of Central Asian labor migrants in Russia cannot speak or write in the language of the host country (Van Horne, 2011), which could endanger and expose them to abuse, discrimination and exploitation.

Migration data and research

Monitoring migration is a challenge for Kyrgyzstan. Officials acknowledge the need for research in order to assist and monitor migrants. In 2011, MP Bakhtiyar Kadyrov said Kyrgyzstan must create research institutes that would investigate social problems, including the conditions of migrants. The Labor and Social Development Ministries have sought funding from the government to conduct studies and collect data that would help the state in addressing migrant workers' issues (Karimov, 2011).

Labor Minister Almasbek Abytov said without a government system monitoring migration, the total number of Kyrgyz migrants abroad was difficult to estimate

(Bengard, 2011a). The minister also said problems could arise if authorities did not know the number of migrants who have changed their citizenship. Around 270,000 out of 590,000 Kyrgyz migrant workers in Russia have become citizens of the host country, but they are still registered in Kyrgyzstan as citizens (*Central Asia Online*, 5 April 2011).

Internal displacement

As of September 2011, there were still around 4,000 IDPs and 63,000 returned IDPs with displacement-related needs in Kyrgyzstan, according to humanitarian organizations. This followed the displacement of around 300,000 people in June 2010 due to clashes between Kyrgyz and Uzbek groups in the south (IDMC, 2012a; UNHCR, 2010).

According to IDMC, “broader national political developments led to the violence, which involved armed attacks, sexual assaults, kidnapping, arson and looting, notably in the urban centers of Osh and Jalal-Abad” (IDMC, 2012a). The 2010 events have led to the deaths of some 400 people and the destruction of at least 2,000 homes, with Uzbeks affected most by the displacement, violence and loss of properties. The violence also deepened the conflicted and damaged relations between the Kyrgyz and Uzbek communities.

Remnants of the 2010 events have carried over to 2011. While two-thirds of IDPs had been able to return to their homes by the end of 2010, problems remain. There were some reports of Uzbek IDPs being extorted and of the slow progress of rebuilding homes and distributing compensation for lost livelihoods. Some Uzbeks face difficulties finding jobs, recovering from destroyed businesses and obtaining allowances due to lost documents. Kyrgyz groups on the other hand have avoided some public areas due to fear of retaliation. Thousands of IDPs nevertheless received assistance and support from several organizations and from the government, despite limited capacity (IDMC, 2012a).

Trafficking in persons

Trafficked victims from Kyrgyzstan are men, women and children who end up in situations considered as forced

labor, bonded labor or labor trafficking, especially in China, Kazakhstan and the Russian Federation, and in some cases in the Czech Republic and Turkey. Some experience conditions indicative of forced labor within the country as well. Kyrgyz women are also trafficked for prostitution, typically sent to Turkey, the UAE and Kazakhstan, among others. Forced prostitution is also rampant within Kyrgyzstan, victimizing Kyrgyz boys and girls. According to a study, there are around 60,000 Kyrgyz trafficked victims both within Kyrgyzstan and in other countries (USDS, 2011).

Kyrgyzstan continued to rank Tier 2 in the USDS *Trafficking in Persons Report 2011*. The government was able to identify more trafficked victims and continued prosecuting cases and convicting offenders. However, the report noted that authorities have not investigated or sanctioned officials suspected of corruption and complicity in trafficking activities (USDS, 2011). The government was also able to disseminate anti-trafficking awareness information and training, and provided legal assistance to potential traffic victims through a hotline. Other government initiatives were mentioned in the report, such as a national anti-trafficking action plan for 2008-2011, increased coordination with anti-trafficking organizations, and the monitoring of migration and foreign employment data (USDS, 2011).

POLICIES

Managing migration

In mid-March 2011, the Kyrgyz government approved a new quota for labor migrants set at 10,650 people, higher compared to 10,286 in 2010 (Niyazova, 2011).

Kyrgyzstan’s government plans to create a “State Program on Migration Management” for 2011-2015. Another plan is to create a “State Programme ‘Kairylman,’” which aims to assist the return of ethnic Kyrgyz to the country during 2011-2013 (*24.kg New Agency*, 2011). Around two-fifths of the total population is involved in migration processes, which have become significant for the country’s economy, according to Minister of Labor, Employment and Migration Almazbek Abytov (Osmongazieva, 2011).

Customs Union

In 2011, Kyrgyzstan sought to join the Customs Union (CU), which binds Belarus, Kazakhstan and the Russian Federation. The country submitted an application of membership to the CU (Sultanov, 2011).

It is believed that Kyrgyzstan's move to join the CU would encourage more labor migration to the Russian Federation and Kazakhstan, which are the main destination countries of Kyrgyz migrant workers. Migrant intake quotas will be removed, document processing will be simplified, and unauthorized Kyrgyz migrant workers can gain regular status and work permits (Sultanov, 2011). Authorities frequently detain thousands of unauthorized migrants trying to cross borders into Kyrgyzstan, according to Border Service Chief Zakir Tilenov. Aside from neighboring countries, many of these migrants also come from Afghanistan and Pakistan (Kutueva, 2011).

Other perceived benefits include increased trade between Kyrgyzstan and the other member countries, a rise in exports and opportunities for business and entrepreneurship (Sultanov, 2011). Some, however, have pointed out disadvantages to Kyrgyzstan (Central Asian Free Market Institute, 2011; Hernandez, 2011; Marat, 2011).

Some doubt the country will be prepared by 1 January 2012, the target date of the CU, to introduce a common economic space (RFE/RL, 2011). According to Acting Prime Minister Omurbek Babanov, Kyrgyzstan has to set a transition period for some economic sectors and settle other issues before joining the CU (*Xinhua News Agency*, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	7.5
Rate of natural increase (%)	2.4
Percent urban	26.0
Population per square kilometer	53
Population ages 0-14 (% of total)	38.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	6.52 B
GDP growth (annual %)	7.4
GNI per capita, PPP (current international \$)	2,300
Human development index (rank - value)	127 – 0.607
Gender inequality index (rank - value)	61 – 0.347
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	284,291 (57.1)
Top five origin countries:	
Saint Vincent and the Grenadines	(153,205)
Palau	(36,701)
French Guiana	(17,742)
Philippines	(13,638)
Seychelles	(12,592)
Emigrant stock (Percent female)	518,899 (48.6)
Top five destination countries:	
Denmark	(435,031)
Slovenia	(431,844)
Ecuador	(392,446)
South Africa	(79,668)
Guinea-Bissau	(58,343)
Migrant remittance inflows (US\$)	3.06 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	379
Asylum-seekers by country/territory of asylum	2,027
Refugees by origin	612
Refugees by country/territory of asylum	3,323
International students (2010)	
Inbound international students	3,380
Outbound international students	6,580

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration trends

Migration in Tajikistan is dominated by the overseas labor migration of Tajiks, mainly to the Russian Federation and Kazakhstan, driven by poverty and lack of job opportunities in the home country (Nabiyeva, 2012). Estimates of Tajik migrant workers abroad vary, ranging from 700,000 to 1.5 million (Rogers, 2011). According to official data, in 2010, at least 735,000 Tajiks went abroad for work, of which 10-12 percent were women (Chorshanbiyev, 2011). The World Bank estimates more than 1.5 million Tajiks are working in the two major destination countries (World Bank, 2011). Other unofficial estimates on the other hand put the number of Tajik seasonal laborers in Russia alone at around a million (RFE/RL, 2011b).

Tajik migrant workers abroad often take on jobs unfilled by locals and are willing to work despite low pay and poor work conditions. Many of these workers are irregular migrants vulnerable to discrimination and exploitation. In a preliminary report investigating the status of Tajik migrants in Russia, the International Federation for Human Rights (FIDH) stated that many irregular migrants face “xenophobic assault,” abuse by employers, and lack of protection from law enforcement and the legal system. They also do not have access to health care and social services. Though Russia is considered a “visa free zone” for Tajiks, access to work permits is difficult due to complex requirements and hiring quota (International Federation for Human Rights, 2011).

Tajikistan’s economy partly depends on the remittances migrant workers send home to support their families. In 2011, remittances reached \$3 billion, accounting for nearly half of the country’s GDP (Kozhevnikov, 2012). The figure is higher compared to the amount remitted in 2010, when Tajik migrant workers sent home \$2.3 billion in remittances, or around 40 percent of the country’s GDP, which was \$5.6 billion that year (Olimova, 2011:2).

Foreign workers in Tajikistan are fewer, based on limited data. As of January 2011, over 2,360 labor migrants

were based in Tajikistan, of which more than 60 percent were Chinese citizens, according to the Agency of Statistics. Other labor migrants include Afghan, Turkish and Indian nationals (Chorshanbiyev, 2011).

Chinese migrant population

The rising Chinese migrant population in Tajikistan is a growing concern (see Managing Chinese migration below). Official data indicate at least 1,427-1,500 Chinese migrant workers in Tajikistan (*BBC News*, 15 November 2011; Chorshanbiyev, 2011; RFE/RL, 2011b). Another report states that 2,500 Chinese migrants are granted work permits every year, mostly for construction jobs (Nabiyeva, 2011). However, analysts and officials believe the actual number of Chinese migrants in the country is larger, considering the presence of irregular and unauthorized migrants (Nabiyeva, 2011). IOM estimates over 80,000 Chinese migrants, including the irregular and unauthorized. Other Chinese male migrants married local women so they can stay in the country (RFE/RL, 2011b).

Asylum-seekers and refugees

Around 4,000 persons of concern – both asylum seekers and refugees – have been identified by the UNHCR. At least 3,131 refugees and 1,611 asylum-seekers reside in the country, most of whom come from Afghanistan, and with some from Iran, Iraq and Kyrgyzstan. No refugee camps are established in the area, and thus many of them are scattered around the capital, Dushabe, and in nearby districts (see Li Rosi, Formisano and Jandrijasevic, 2011). A recent report has evaluated the UNHCR’s urban refugee policy in Tajikistan, providing some recommendations on implementation (see Li Rosi, Formisano and Jandrijasevic, 2011).

Tajik migrants detained in Russia

On 15 November, around 245 Tajiks were held in detention centers in Russia for deportation, up from 205 on 14 November and 84 on 8 November (RFE/RL, 2011a). One official also called for a temporary ban on labor migrant intake from Tajikistan (*BBC News*, 14 November 2011). These roundups had been linked to the recent imprisonment of a Russian pilot and an Estonian national, which had reportedly sowed tensions

with Russia (*BBC News*, 15 November 2011; RFE/RL, 2011a).

The two pilots were sentenced to eight-and-a-half years of imprisonment for “smuggling, illegal entry into Tajik airspace, and breaching international air flight rules” (RFE/RL, 2011a). Although Russian officials deny the detention and deportation were linked to the incident, ethnic Tajiks in Russia believe otherwise (Schwartz, 2011).

The Tajik court eventually released the two pilots upon the request of the prosecutor and the negative reactions from Russia (*BBC News*, 22 November 2011).

Trafficking in persons

Tajikistan is mainly a source country of labor and sex trafficking victims. According to the IOM, a significant number of Tajik migrant workers end up in conditions of forced labor. Tajik women have been trafficked for prostitution in neighboring countries such as Kazakhstan and Russia, and in Middle Eastern countries such as Saudi Arabia and the UAE. Some have been trafficked within Tajikistan, including children forced into begging and prostitution. There were reports of children still being forced to work during the annual cotton harvest, but according to NGOs, this practice has been mitigated in recent years (USDS, 2011:348).

The USDS *Trafficking in Persons Report for 2011* placed Tajikistan under Tier 2. According to the report, the Tajik government had accomplished the following: through its anti-trafficking laws, it prosecuted and convicted trafficking offenders; authorities had protected victims during criminal proceedings and coordinated with government partners in conducting other anti-trafficking initiatives; and the government worked with NGOs to address the issue of forced labor during the annual cotton harvest (USDS, 2011:348).

POLICIES

Migration Service established

On 21 January 2011, Tajikistan established the Migration Service agency of the government under a decree

signed by President Emomali Rahmon. The new agency is in charge of implementing the country’s migration policy and aims to run the labor migration management system (ILO, 2011; Shodon, 2011a).

According to the decree, Migration Service will regulate the labor migration of Tajik workers abroad, provide professional training for migrant workers and protect their rights, among others (ILO, 2011). The new agency will perform the tasks previously carried out by: the migration service of the Ministry of Internal Affairs and its representative office in the Russian Federation; the agencies of the Tajik embassy; as well as the Ministry of Labour and Social Security and its agency for social protection, employment and migration (ILO, 2011; Shodon, 2011a). Migration Service offices will be created in consulates and embassies established in countries that employ Tajik migrant workers (ILO, 2011).

Migration Service has been coordinating with international agencies, such as the IOM and the World Bank, which have offered assistance in developing and implementing policies and joint migration plans for 2011 (Shodon, 2011a, 2011b). Meetings have covered discussions on specific labor migration issues, national policies for labor migration, the socio-legal protection of Tajik migrant workers and a national labor migration development strategy for 2010-2015 (Shodon, 2011a, 2011b).

On 1 February, the agency announced plans of working with the Statistics Agency in counting the number of Tajik migrant workers abroad (*Central Asia Online*, 2 February 2012).

Migration laws and programs

The FIDH reported that as of May 2011, “migration issues are high on the agenda of the Tajik government,” with the following laws and policies being drafted: the law on external migration, the law on private recruitment agencies, and a new migration strategy (FIDH, 2011). The organization also noted some concerns and issues regarding the content of these draft laws (FIDH, 2011).

The Tajik government aims to create 250,000 jobs and to train thousands of citizens in the next two years to address high unemployment levels in the country. Of Tajikistan's 7.6 million population, around 4.56 million or 60 percent comprise the labor force population. As of 2011, the official estimate of unemployed persons was pegged at 35,400, though employment offices have reported as many as 55,000 people without jobs (Nabiyeva, 2012).

First shelter for male victims of human trafficking

In January 2011, the first shelter for male victims of human trafficking was established in Tajikistan by the IOM. Many of the male victims are Muslim and experienced conditions of labor exploitation and trafficking. The shelter "provides culturally appropriate rehabilitation and reintegration programs" and offers "medical assistance, vocational skills training, psychological support, and legal advice and representation" (Moldobaeva, 2011).

The facility was established after findings from a 2010 study by the IOM and the Regional Center for Migration and Refugee Issues found that "nearly 69 percent of trafficking victims in Central Asia were male and that over 90 percent of trafficking cases involved labor exploitation" (Moldobaeva, 2011). The shelter also aims to raise awareness and understanding among the government and the public, in that trafficking activities also victimize men and boys, not just women and girls. IOM also plans to establish similar facilities in other countries in Central Asia.

Managing Chinese migration

The government plans to implement measures that will manage the growing Chinese migrant population in Tajikistan, many of whom are unauthorized migrants (Nabiyeva, 2011). In November, it was reported that Migration Service plans to establish a center that would keep track of Chinese labor migration in Tajikistan (RFE/RL, 2011b).

The entry of many Chinese labor migrants has raised concerns over the loss of job opportunities for locals, who in turn end up looking for work abroad (Nabiyeva, 2011). Center for Migration and Development head

Muzaffar Zarifov said the plan is important since the inflow of Chinese migrant workers could aggravate unemployment, emphasizing that immigration should be restricted so that there would be more job opportunities for locals (RFE/RL, 2011b).

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TURKMENISTAN

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	5.1
Rate of natural increase (%)	1.4
Percent urban	47.0
Population per square kilometer	10
Population ages 0-14 (% of total)	30.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	28.06 B
GDP growth (annual %)	14.7
GNI per capita, PPP (current international \$)	8,690
Human development index (rank - value)	102 – 0.686
Gender inequality index (rank - value)	-
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	207,700 (57.1)
Top five origin countries:	
Suriname	(111,930)
Swaziland	(26,813)
Guatemala	(12,962)
Saint Helena	(9,964)
Gibraltar	(9,200)
Emigrant stock (Percent female)	232,684 (57.0)
Top five destination countries:	
Jamaica	(211,448)
UAE	(209,987)
Bolivia	(179,548)
Palau	(24,315)
Denmark	(19,745)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	78
Asylum-seekers by country/territory of asylum	-
Refugees by origin	726
Refugees by country/territory of asylum	59
International students (2010)	
Inbound international students	-
Outbound international students	14,523

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

The government of Turkmenistan restricts migration flows into and out of the country. As of 2010, the country's international migrant stock was estimated at 207,700, or about four percent of the population (which was 5.2 million as of mid-2012).

Despite easier travel within the country and the decision to lift border entry permits for transit passengers or people with relatives, mobility into and out of the country remains limited with stringent entry and exit policies for both international and internal movements (Marat, 2009, cited in SMC, 2012). Human rights groups claim the government has blacklisted around 12,000 to 17,000 Turkmen citizens who were prevented from leaving the country. The list includes activists, dissidents, relatives of political prisoners, opposition members and other emigrants. Turkmenistan has been viewed as "one of the world's worst violators of the basic right to travel freely" (IWPR, 2011a).

Internal political issues reinforce much of the restrictions. For instance, from August to September 2011, Turkmen students were banned by Migration Service from returning to their respective universities in Tajikistan and continuing their studies. Officials gave no reason for the ban, but some students' parents believe it involved the increased conflict between government authorities and extremist Islamists (RFE/RL, 2011a). In October, the ban was lifted, but only senior students were allowed to leave Turkmenistan (*Chronicles of Turkmenistan*, 21 October 2011; RFE/RL, 2011a). Several students were reportedly blocked by authorities from crossing the border via Uzbekistan and from going through the Farab checkpoint to reach Tajikistan (RFE/RL, 2011a).

Stateless persons

In 2011, the government ran a registration campaign for thousands of stateless people in the country, in cooperation with the UNHCR (see "Stateless persons").

More than 3,000 formerly stateless persons were granted citizenship in 2011 through two presidential

decrees and joint drives conducted by the government and the UNHCR. In November 2011, the State Migration Service held an official ceremony in which passports were granted to the newly registered citizens. It is anticipated that more stateless people will be able to have their status verified and eventually obtain citizenship (Baloch, 2011).

The registration drive has been a long-standing plan to address statelessness in Turkmenistan. Since 2007, teams composed of government officials and staff from the UNHCR and a local NGO had been conducting drives to facilitate the registration of around 20,000 stateless people, most of whom came from Armenia, Azerbaijan, Moldova, the Russian Federation, Tajikistan and Uzbekistan. Most had been without citizenship since the Soviet Union's disintegration in 1991 (Baloch, 2011).

On 7 December 2010, the government agreed to implement the Action Plan for Joint Activities on Prevention and Reduction of Statelessness in Turkmenistan. In cooperation with the UNHCR, the government conducted identification and registration processes for stateless persons and persons who were at risk of statelessness from May until June 2011. Around 8,000 people aged 18 and above were registered (UNHCR - Turkmenistan, 2012).

On 8 July 2011, the first group of stateless persons (a total of 1,590) was granted Turkmen citizenship, followed by an update on 25 October 2011, with 1,728 given citizenship. Other registrants were expected to be granted citizenship and residence rights in the future (UNHCR, 2012).

By the end of 2011, Turkmen citizenship was granted to a total of 3,318 stateless persons (UNHCR-Turkmenistan, 2012). In December 2011, the UNHCR also reported that the government is considering granting residence permits to UN Mandate refugees (UNHCR, 2012).

Trafficking in persons

The UN Committee on Economic, Social and Cultural Rights has emphasized the lack of state efforts to respond to the problem of human trafficking (Fitzpatrick, 2011). During the November to December 2011 session, the committee expressed concern over the lack

of information on the extent of prostitution and the trafficking of women and girls provided by Turkmenistan authorities. Moreover, it also mentioned reports “that the State party has not taken sufficient prevention initiatives as well as measures to support victims, including medical, social and legal assistance” (OHCHR, 2011). It urged the government to gather more data on human trafficking, to improve victim identification strategies, to train border guards and police for victim sensitivity, to provide more services for victims and to forge relations with civil society groups for anti-trafficking efforts (OHCHR, 2011). It also recommended that Turkmenistan consider ratifying the International Convention on the Protection of the Rights of All Migrant Workers (OHCHR, 2011).

Turkmenistan is mainly a source country of trafficked victims in forced labor and prostitution. Men and women are trafficked to Turkey to work in manual labor, from textile sweatshops to domestic work; women are also trafficked for forced prostitution. The USDS reports that for the first time, Turkmen trafficking victims were identified in Russia and the United Kingdom, as well as within Turkmenistan, suggesting changing trafficking routes.

Due to limited state response, the USDS lowered Turkmenistan’s rank from Tier 2 to Tier 3 in the *Trafficking in Persons Report* for 2011. Despite talks with the IOM on providing shelters to victims, authorities generally did not provide financial or in-kind assistance to anti-trafficking groups, did not participate with the IOM in conducting awareness programs, failed to identify and protect trafficking victims, and failed to efficiently investigate or prosecute traffickers (USDS, 2011).

POLICIES

Legislative and policy developments

In 2011, the Turkmenistan government took steps in adopting and amending legislation and policies related to border management, migration processes and refugees. The following are some of these legislative and policy developments:

- The government approved a draft law amending provisions in the Law on Refugees, in accordance

with the new constitution and recognized principles in international law. The draft law aims to improve foreign policy in the country (Hasanov, 2011a).

- Turkmenistan adopted Law No. 169 (“On the Legal Status of Foreign Citizens in Turkmenistan”) to provide more freedoms and rights to foreign citizens in the country following international law. It provides employment and entrepreneurial rights for foreigners equal to that of Turkmen citizens (ILO, 2011). However, the law also sets boundaries, such as positions foreigners are not allowed to occupy. The legislation, which repeals the 1993 law on the legal status of foreign citizens, aims to improve foreign relations and the involvement of Turkmenistan in the international economic space (ILO, 2011; *Turkmenistan. ru*, 26 March 2011).
- On 7 December 2011, Turkmenistan submitted instruments of accession to the 1954 Statelessness Convention, becoming the first Central Asian country to accede to the convention (UNHCR, 2012).
- The IWPR (2011) notes that tighter restrictions on border activities will be implemented through Migration Service, which has a newly appointed head and is tasked not only for passport checks but also border security (Hasanov, 2011b; IWPR, 2011b). Some rights groups believe Turkmenistan rigidly restricts freedom of movement, especially to those going abroad. According to IWPR, some locals say that most of those granted citizenships were Turkmenistan residents who had to wait years for their applications to be processed, and that many others are still denied citizenship, including ethnic Uzbeks. It is said that some Turkmen-Russian dual citizens have been refused passport renewals (IWPR, 2011b).

Recognition of foreign education

Turkmenistan in 2011 began to recognize the foreign diplomas of Turkmen citizens and will simplify employment procedures for locals who have graduated from

universities abroad; in the past, the government had prohibited student migration (*Turkmenistan.ru*, 20 March 2011). In a meeting with officials on 18 March, Turkmen President Gurbanguly Berdimuhamedov stated the need to involve foreign-educated Turkmen to implement programs (RFE/RL, 2011b), directing officials to examine how foreign-educated citizens can be given jobs and can contribute to reforms in the country (*Turkmenistan.ru*, 20 March 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	28.5
Rate of natural increase (%)	1.9
Percent urban	36.0
Population per square kilometer	64
Population ages 0-14 (% of total)	30.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	45.36 B
GDP growth (annual %)	8.3
GNI per capita, PPP (current international \$)	3,420
Human development index (rank - value)	115 – 0.641
Gender inequality index (rank - value)	-
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	1.18 M (57.1)
Top five origin countries:	
France	(543,455)
Sweden	(175,909)
Mauritania	(85,040)
Swaziland	(78,813)
Kazakhstan	(65,367)
Emigrant stock (Percent female)	1.66 M (55.1)
Top five destination countries:	
Monaco	(1.22 M)
Bhutan	(1.20 M)
Bermuda	(940,540)
Jamaica	(399,302)
South Africa	(398,710)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	1,503
Asylum-seekers by country/territory of asylum	-
Refugees by origin	7,164
Refugees by country/territory of asylum	214
International students (2010)	
Inbound international students	433
Outbound international students	23,447

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration population and trends

Uzbekistan is mainly a source country of migrant workers, with outflows propelled by dire economic and political conditions. With a population of 28.5 million as of mid-2011, Uzbekistan's economic difficulties have led to large-scale migration of workers to Russia and Kazakhstan, with increasing numbers moving towards the UAE, Turkey, the Republic of Korea and some parts of Europe (IOM, 2012).

Many Uzbek migrant workers are seasonal workers, especially in agriculture. Kazakhstan is a main destination for Uzbek seasonal migrant workers, especially women and girls, who work during the annual cotton harvest (*Uznews.net*, 18 October 2011).

In Russia, the intake of Uzbek migrant workers has boosted the amount of remittances to Uzbekistan. According to the Central Bank of Russia, Uzbekistan in 2010 was the top recipient of remittances from Russia, with amounts totaling to \$2.85 billion. The figure is significantly higher compared to remittances from Uzbekistan to Russia, which was only \$227 million (*Central Asia Online*, 7 March 2011).

It is estimated that about 10 percent of the working age population is working abroad, mostly in Kazakhstan and Russia (Kumkova, 2011). While emigration has been described as a major trend, official statistical data are limited. Preliminary data from the State Statistics Committee show that between January to September 2011, emigrants numbered at around 137,400 and the number of immigrants at about 33,200. Decreased arrival and departure rates were generally observed across all regions (*UzDaily.com*, 23 November 2011). According to the UN DESA, as of 2010 the international migrant stock in Uzbekistan was estimated at 1.18 million.

There has also been a rise in student migration, especially among Uzbek youth drawn to opportunities to enroll in universities abroad (*Uznews.net*, 29 March 2011, 26 July 2011, 15 November 2011).

Asylum-seekers and refugees

Kazakh officials detained and eventually deported 30 Uzbek and two Tajik nationals to Uzbekistan, following the request of Uzbek authorities (*Uznews.net*, 7 June 2011). The move was criticized by international rights groups, who believe most of the asylum-seekers fled Uzbekistan due to religious persecution, and may be tortured and maltreated if returned to authorities. The UNHCR had identified some of the men as refugees, but the status was not acknowledged by the Kazakh authorities, who on the other hand claimed that the asylum seekers did not give sufficient information about themselves and their involvement in Islamic extremist groups (*Uznews.net*, 7 February 2011).

The asylum seekers were deported to Uzbekistan in June 2011 and were reportedly placed under isolation. The Uzbek Interior Ministry claims it had told relatives that government-appointed lawyers will be provided. HRW has raised concerns that they may not be given a fair trial in Uzbekistan (*Uznews.net*, 7 February 2011). In the end, three of the Uzbek asylum seekers ended up in prison in Uzbekistan, sentenced on charges of religious extremism and conducting illegal religious activities (*Uznews.net*, 1 October 2011).

In a joint letter, the five organizations, namely ACAT-France, Amnesty International, Human Rights in Central Asia Association, HRW and the FIDH, stressed Kazakhstan's international obligation not to return anyone facing possible torture in the home country, stating that the asylum seekers fled religious persecution and were being sought by the government for alleged violations in conducting religious activities. (*Uznews.net*, 7 June 2011).

Trafficking in persons

Uzbekistan is mainly a source of forced labor and sex trafficking victims. Many Uzbek migrants, mostly men, become victims of forced labor in Kazakhstan and Russia, especially in the construction sector and cotton and tobacco industries. Women and children from Uzbekistan have ended up in situations equated to sex trafficking, both within the country and in other destination countries such as the UAE, India, Kazakhstan,

Russia, Turkey, Thailand and Israel, among others. It is believed that forced labor during the cotton harvest is still rampant in Uzbekistan (USDS, 2011). Another source, the Interdepartmental Committee to Combat Human Trafficking, noted that most Uzbek victims of sex trafficking are brought to: the Middle East, Eastern Europe, Central Asia, Southeast Asia, South Asia and Central America. Victims of labor trafficking often end up in Eastern Europe and Central Asia (UNODC, n.d.)

In 2011, Uzbekistan remained on the USDS Tier 2 Watch List for the fourth consecutive year, particularly noting forced labor during the cotton harvest, which involved children, university students, professional workers and other government employees. According to the *Trafficking in Persons Report 2011*, “the Uzbek government demonstrated negligible progress in ceasing forced labor, including forced child labor, in the annual cotton harvest and did not make efforts to investigate or prosecute government officials suspected to be complicit in forced labor” (USDS, 2011:380).

While the report noted some effort to promote awareness campaigns concerning transnational trafficking, those concerning the cotton harvest and internal trafficking were lacking (USDS, 2011).

Other media reports indicate some effort in prosecuting people involved in trafficking. In Andijan region alone, a total of 56 people were prosecuted for involvement in human trafficking. About 108 victims were also provided legal assistance (*Uznews.net*, 15 February 2011).

POLICIES

Internal migration and residency permit system

In 2011, Uzbek authorities were reportedly enforcing return movements among internal migrants following the completion of most construction projects in the cities. The government resumed the intensified implementation of the residency permit or *propiskas* system in response to the increasing numbers of unemployed internal migrants, mostly young men, and to resupply

the needed labor force for the cotton sector (*Eurasianet.org*, 15 September 2011).

In the past years authorities had “overlooked” residence permit regulations in the capital and other cities to allow for cheap labor to supply manpower demands for construction and urban development projects. The inflow of internal migrants has contributed to an increased urban population. It is estimated that the population in Tashkent alone had grown from 1.5 million in 1991 to 2.2 in 2009, and an unofficial count of about four million as of 2011 (*Eurasianet.org*, 15 September 2011).

The *propiska* is a residency system used to restrict citizens to their respective districts and to control internal migration. A scheme dating back to the Soviet era and still enforced following a 1991 decree, citizens are given residency permits which serve as identification and access to social services. Those living outside Tashkent, for instance, are banned from residing in the capital and cannot avail of education or health care within the area. Law enforcement also conducts raids to arrest and detain unauthorized internal migrants. Some internal migrants, however, have managed to slip through regulations (*Eurasianet.org*, 15 September 2011).

In July, Uzbeks outside Tashkent were granted an extended right to register as temporary residents in the capital. The current policy only grants permanent residents to children, spouses and other relatives of those who are already permanently living in Tashkent. Non-Tashkent Uzbeks since 1999 were no longer allowed to apply for permanent residency in the capital following terrorist attacks during the year. Many internal migrant workers, however, have slipped past the strict regulations, registering their properties to relatives who are already permanent residents in Tashkent (*Uznews.net*, 3 August 2011).

Biometric passports

During the year, the government implemented an experimental biometric passports system in four districts of Tashkent, which provides electronic information in

passports. By the end of 2011, it was expected that 215 registration centers will be established all over Uzbekistan for biometric data processing for new passport issuance. Some 40 centers will be opened at consulates and embassies as well (*Uznews.net*, 27 July 2011).

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2011 "Asylum seekers in isolation in Uzbekistan after expulsion from Kazakhstan," 7 February.



EAST ASIA

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	1,345.9
Rate of natural increase (%)	0.5
Percent urban	50.0
Population per square kilometer	141
Population ages 0-14 (% of total)	17.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	7.32 T
GDP growth (annual %)	9.3
GNI per capita, PPP (current international \$)	8,390
Human development index (rank - value)	101 – 0.687
Gender inequality index (rank - value)	35 – 0.209
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	685,775 (50.0)
Top five origin countries:	
Republic of Korea	(179,646)
Philippines	(98,052)
Brazil	(93,225)
Indonesia	(47,392)
US	(34,474)
Emigrant stock (Percent female)	8.43 M (52.9)
Top five destination countries:	
HK SAR	(2.23 M)
US	(1.96 M)
Canada	(632,634)
Japan	(585,296)
Singapore	(404,698)
Migrant remittance inflows (US\$)	61.37 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	10,617
Asylum-seekers by country/territory of asylum	30
Refugees by origin	190,369
Refugees by country/territory of asylum	301,018
International students (2010)	
Inbound international students	71,673
Outbound international students	562,889

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, China's population was at 1.35 billion, of which 690.68 million (51.3 percent) were male and 656.67 million (48.7 percent) were female (National Bureau of Statistics, 2012, n.d.).¹ The figure is 6.44 million higher compared to that of 2010. Despite population increase, the working age population aged 15-64 declined for the first time since 2002, with a share of 74.4 percent, a decrease by 0.10 percent from 2010. The NBS attributes the decline to low fertility and accelerated population aging, and projects that labor supply issues will need increased attention despite fluctuations (NBS, 2012). The bureau also reported a total population sex ratio of 105.18 in 2011, following a downward trend since 2005 (NBS, 2012).

Migration trends may have contributed to the increase in the urban population. In 2011, the proportion of urban population reached 51.27 percent, up by 1.32 percent from the year before. This is the first time the share of the urban population surpassed 50 percent of the total population. The urban population was higher by 34.23 million people compared to the rural population (NBS, 2012).

Data on residents from Hong Kong SAR, Macau SAR, Taiwan and foreign residents illustrate some demographic trends in international migration in China.² Foreign residents totaled 593,832, according to the census. Residents from Hong Kong SAR numbered 234,829; 21,201 were from Macau SAR; and 170,283 were from Taiwan (see Table 1).

The UN DESA (2012), meanwhile, put the international migrant stock as of 2010 at around 685,775 (it noted that country data on international migrants are lacking).

TABLE 1
Residents from Hong Kong SAR, Macau SAR
and Taiwan, and Foreigners
(Based on the November 2010 Population Census)

Origin of Residents	Total	%
Hong Kong SAR	234,829	23.0
Macau SAR	21,201	2.1
Taiwan Province of China	170,283	16.7
Foreigners	593,832	58.2
Total	1,020,145	100.0

Source: NBS (2011)

In terms of the purpose of staying, residents from Hong Kong SAR, Macau SAR and Taiwan as well as foreigners cited several reasons, such as business (20.1 percent), employment (19.8 percent), study (19.9 percent), settlement (18.3 percent) and visiting relatives (9.81) (Table 2). The figures suggest that most of them came to China for economic and educational reasons, as well

TABLE 2
Purpose of Staying for Residents from Hong Kong
SAR, Macau SAR, Taiwan and Foreign Residents
(Based on November 2010 Census)

Purpose of Staying	Total	%
Business	204,962	20.1
Employment	201,955	19.8
Study	202,482	19.9
Settlement	186,648	18.3
Visit Relatives	100,113	9.81
Other	123,985	12.15
Total	1,020,145	100.0

Source: NBS (2011)

Note: Percentages are rounded off.

¹ Note: Population figures exclude Hong Kong SAR, Macau SAR, Taiwan and overseas Chinese (NBS, 2012).

² Data refer to the population of residents from Hong Kong SAR, Macau SAR and Taiwan and foreign residents who had stayed for more than three months or planned to stay for more than three months in China's territory (based on the reference time of the census). The 2010 Population Census covered for the first time residents from HK SAR, Macau SAR, Taiwan and foreigners in the territory of China (NBS, 2011).

TABLE 3
Nationality of Foreign Residents
(Based on November 2010 Census)

Country of Origin / Nationality	Total	%
Republic of Korea	120,750	20.3
United States of America	71,493	12.0
Japan	66,159	11.1
Burma	39,776	6.7
Vietnam	36,205	6.1
Canada	19,990	3.4
France	15,087	2.5
India	15,051	2.5
Germany	14,446	2.4
Australia	13,286	2.2
Others	181,589	30.6
Total	593,832	100.0

Source: National Bureau of Statistics (2011)

Note: Percentages are rounded off.

as for permanent settlement. The top three destinations of these residents were Guangdong (316,138), Shanghai Municipality (208,602) and Beijing (107,445), which are major industrialized urban cities in China (NBS, 2011).

More foreigners are finding employment in China amid the country's strong economic growth and productivity (Yang, 2011). As of the end of 2010, there were 593,800 foreign workers in China, according to the *Shanghai Daily* (Flannery, 2011). In 2011, China's increased GDP (from about eight to 10 percent) has resulted in more job opportunities for both local and foreign workers, according to a representative from Talent Consulting Ltd. China (Yang, 2011).

Internal migration

The number of internal migrants in China has reached 221 million or 16.5 percent of the total population, according to the 2011 *Report on China's Migrant Population Development* issued by the National Population and Family Planning Commission (Shan, 2011). Another news report put the number at around 242.2 million as of 2010 (Li, 2011).

The 2011 Report describes a continuous increase of the internal migrant population in the past three years, rising by around 10 million per year. In the next 30 years, some 300 million rural residents are expected to migrate to urban areas. More than 76 percent of migrant workers born after 1980 aim to secure permanent residence and employment in the cities, but find the standard of living too high and difficult to manage. They also face poor access to social services, including education, housing, health care and social security (Shan, 2011).

In 2010, Shanghai had an estimated nine million migrant workers out of a total population of over 23 million, according to a report by the Shanghai Bureau of Statistics. The figure is reportedly thrice as high as the total number recorded 10 years earlier (Yu, 2011).

A recent population census of Shanghai revealed that the number of migrants aged 15-44 was higher compared to the same age group of the resident population. Migrants were relatively younger (average age was 32.09) compared to the local labor force (38.42), suggesting the impact of internal migration on the city's aging workforce (*English.eastday.com*, 8 November 2011).

With a growing aging population and low birth rates, Shanghai is seeking to bring in more young migrant workers to sustain a productive workforce. According to Xie Lingli, Director of the Shanghai Municipal Population and Family Planning Commission, Shanghai is encouraging more migrant workers aged 25-35 to move to the city and "bring balance to the local population, and to help maintain the city's prosperity" (Wang, 2011).

New generation of internal migrants

Growing population and rapid urbanization in major cities raise critical issues which the government must address, according to Zhang Chunsheng, Director of the General Office of the National Population and Family Planning Commission. These include waves of population movements, rising poverty, forced housing demolitions and the management of public services, as well as the sustainable use of natural resources and environmental conditions. There is also "a widening

wealth gap between migrant workers and urbanites,” according to Wang Qian, head of the Commission’s Floating Management Population Division (Shan, 2011).

A China Labor Bulletin report on worker unrest in China’s export zones stated that millions of young internal migrant workers are beginning to seek ways of mobilizing and demanding for more labor rights (Buckley, 2011). Among the younger generation of labor migrants, many aspire to live in the urban areas despite discrimination and high standards of living; thus, they are willing to join protests and strikes to demand higher wages and more benefits (Buckley, 2011). The report estimates some 30,000 protest gatherings in 2009 and over a million work disputes handled by the government in 2010 (Buckley, 2011).

Data from the National Bureau of Statistics show that as of 2009, 58.4 percent of around 153 million migrant workers were “new generation migrants” born in the 1980s onwards (Buckley, 2011). A 2011 report on internal migrants by the National Population and Planning Commission states that the new generation of migrant workers is also more educated than their older counterparts, with more than five percent having a tertiary level educational attainment (Xinhua News Agency, 2011a). Young migrant workers tend to move to the cities to find better jobs and build lives in urban areas, though many of them still work long hours for low pay (Xinhua News Agency, 2011a).

Moreover, the preference of migrant workers to live and work in cities is affecting labor market conditions in the coastal region, which experts say is suffering a shortage of almost 10 million migrant workers, particularly the Pearl River Delta region. Zhang Yi of the Institute of Population and Labor Economics at the Chinese Academy of Social Sciences said that among other reasons, more and more young migrant workers do not want to work in labor-intensive factories in the coastal region and for low wages (X. Chen, 2011b).

Meanwhile, a February 2011 report suggests that more Chinese workers are opting to stay in the countryside and are not looking for work in the cities, as some can establish businesses in their hometowns and some do not want to be separated from their families. The grow-

ing trend has also contributed to the labor shortage affecting companies especially in areas such as the Pearl River Delta region. Moreover, internal migrant workers in the cities suffer from limited access to services and opportunities, as well as low salaries and an inefficient welfare system (CNTV.cn, 21 February 2011).

Migrant workers’ income has increased in the past few years – from 2005 to 2010, the average monthly salary rose from 875 to 1,690 yuan, with an average annual increase of over 14 percent. The increase in the average monthly income is good news to many families in the rural areas that rely on their migrant relatives for financial resources (Li, 2011).

Education of migrant children

Beginning June 2011 and just before the fall semester, the Beijing government ordered at least 20 to 24 private schools for migrant children to shut down for having substandard education, poor hygiene and unsafe conditions (Chen, 2011a; C. Zhang, 2011). Over 14,000 children were directly affected by the decision, according to the city’s municipal education commission. In Beijing alone, children of migrant workers were said to number 100,000 (CTVNews.ca, 2011). The closure, however, was met with concerns and protests from migrant parents, school officials and non-government organizations who said closing these institutions would drive migrants further away from the cities. Some believe the underlying intention was to prioritize real estate developments in the city (C. Zhang, 2011).

China’s *hukou* system, which lays out limited privileges and rights for internal migrants working in the country’s major cities, is central to many of the issues they face, especially access to social services, education and residency, among others. Under the system, internal migrants and their families remain residents of their hometowns, mostly in the rural areas. The arrangement has been criticized for treating internal migrants as second-class citizens, making it difficult for them to live in the cities where they work. In most cases migrant children are excluded from Beijing’s public schools, forcing some of the parents to enroll them in unlicensed private schools. Medical and education fees tend to be higher for migrant workers compared to locals, and many of them do not benefit from subsidized housing

and other social services (*CTVNews.ca*, 2011; Y. Zhang, 2011).

The Beijing government said it has established five new schools for migrant children, but these are located further away from the city, which is too far for many prospective students. Moreover, the new schools may not be able to accommodate all migrant children (Y. Zhang, 2011). Education officials also said Beijing will ensure that migrant children will have access to compulsory education, despite plans to close down a target of 114 schools for migrant children (J. Chen, 2011). Amid the spread of the news about the closures, the Ministry of Education stated in an online notice that migrant children must have access to nine-year compulsory education just like local children in the cities and urban areas. It also called for an increased budget for the education of these children (J. Chen, 2011).

The closure of schools in Beijing is not new. In 2006, around 70 schools were shut down in the city due to safety issues, according to authorities. A number, however, reopened following public concerns and protests (Y. Zhang, 2011).

Libya crisis evacuation

In February 2011, China dispatched ships and chartered flights to evacuate over 30,000 Chinese migrant workers from Libya with assistance from the Greek government. The conflict in Libya erupted following the spread of political uprising in the country to overthrow Col. Muammar Gaddafi, who ruled the country for 42 years. The conflict and violence escalated amid clashes between the government and rebel groups (*BBC News*, 2012; *People's Daily Online*, 24 February 2011).

International marriages

International marriages are becoming notable among many mainland Chinese, especially women. Data from Statistics Korea show that in 2009, the Chinese accounted for the largest share of foreign women who married Korean men (11,364). The rest of the foreign brides come from the following countries: Vietnam (7,249), the Philippines (1,643), Japan (1,140), Cambodia (851), Thailand (496), the United States (416) and Mongolia (386) (Cho, 2011).

Investment emigration

In 2010, over 6,000 Chinese left as emigrant-investors, with most of them moving to Australia, Canada and the US. Around 62.6 percent of the Chinese investment migrants went to Canada. According to the US Citizenship and Immigration Services, around 772 investment immigration applicants in 2010 came from China (*China.org.cn*, 14 June 2011).

Disaster-induced internal displacement

Natural disasters, particularly the June-September floods, caused significant internal displacement in China in 2011. By the end of the year, China registered the highest number of internally displaced people (IDMC, 2012b:16). In total, China in 2011 had the largest population of displaced people, 4.49 million, followed by the Philippines (2.5 million) and Thailand (1.64 million) (IDMC, 2012b:14)

Trafficking in persons

An increasing number of Chinese women are being trafficked for prostitution by international crime groups. Many of these women come from poor rural areas and have been trafficked either for forced marriage or forced prostitution in Southeast Asia, Europe and Africa, according to the anti-human trafficking office of the Ministry of Public Security (Zhang and He, 2011). Women have also been trafficked into China, especially those from Cambodia, Laos and Vietnam.

Child trafficking has become alarmingly rampant in China. It is believed that the one-child policy and preference for male children have reinforced the selling of male babies. Some girls have also been sold as laborers or as brides (AP, 2011a).

There have been some efforts to combat trafficking over the years. Aside from anti-trafficking law enforcement, China has also signed the Mekong River Sub-regional Cooperation Anti-trafficking Memo along with Cambodia, Laos, Burma, Thailand and Vietnam. It has also set up an annual meeting with senior officials concerning anti-trafficking responses. Border offices have been set up with China's neighboring countries. However, Chen Shiqu, director of the Ministry of Public

Security's anti-human trafficking office, said that despite these moves, language, evidence gathering and differing legal systems are some of the persisting challenges to interregional cooperation against trafficking (Y. Zhang, 2011).

In July 2011, police officers reportedly arrested 369 people involved in two trafficking rings that had kidnapped some 89 infants to be sold. Some of those arrested were Vietnamese nationals selling Vietnamese babies in Southern China (Reuters, 2011). Several media reports have also been published on the arrest of suspected traffickers and the rescue of kidnapped-for-sale infants (AP, 2011b; Y. Zhang, 2011). The Ministry of Public Security reported in December the arrest of 608 suspects involved in child trafficking after a crackdown on two separate trafficking rings. The operation involved 5,000 police officers across 10 provinces, according to the ministry's statement (AP, 2011a; Jiang and Hong, 2011).

According to the ministry, law enforcement has caught nearly 50,000 suspects involved in human trafficking and has rescued over 18,000 children and some 35,000 women since the government spearheaded a national anti-trafficking campaign in April 2009 (Jiang and Hong, 2011).

For the seventh consecutive year, China was placed on the Tier 2 Watch List in the USDS *Trafficking in Persons Report 2011*, with the report citing limited evidence of the government's efforts to address different forms of trafficking and to protect victims. The USDS, however, also noted that authorities paid more attention to responding to the trafficking of women and children and continued coordination with other agencies, foreign governments and INTERPOL for anti-trafficking initiatives. Among several actions, the government also increased prosecution for trafficking cases, though some were not considered trafficking offenses. Hotlines were established all over the country to encourage the reporting of trafficking cases, and funding was increased for labor inspections. Authorities also trained shelter managers on victim protection (USDS, 2011).

According to the report, human trafficking is more pronounced among internal migrants, especially those who end up in forced labor in brick kilns, coal mines

and factories in poorer regions. China is considered a source and destination country as well as a transit site for trafficking in persons. Women and children from Burma, Laos, North Korea, Mongolia, Russia, Vietnam as well as Romania and Zimbabwe have reportedly been trafficked into the country. On the other hand, there have also been reports of widespread trafficking of Chinese men, women and children all over the world, for sex trafficking or for forced labor (USDS, 2011).

POLICIES

Immigration law amendments

In December, the Chinese government conducted its first review of amendments to the country's immigration laws, particularly in terms of establishing more rigid rules and sanctions on unauthorized migration. One of the rules being considered is detaining and repatriating suspected unauthorized foreign migrants and barring them from entering China for five years (D. Zhang, 2011). Foreigners who have made outstanding contributions to China will be able to apply for permanent residency, to be approved by the Public Security Ministry (D. Zhang, 2011).

New foreigners' tax and social security system

China in 2011 implemented a new social welfare system that entitles foreign workers to benefits, such as medical care, maternity pay, pension, unemployment cover, and workplace injury insurance. The Social Insurance Law, passed in July 2011 and enforced beginning October 2011, provides foreign workers, including those employed by local firms and those assigned to work in China by overseas-based companies, with valid workers' permits and grants them benefits. Under the program, foreign workers' take-home pay will be less, but part of their salaries will be placed in a pension fund. Their employers will also be expected to pay more (X. Chen, 2011a).

Migrant workers have lauded the social security program. However, companies have criticized the new system for the rushed implementation, vague rules and regulations, increased costs and concerns on whether

contributors will really be able to claim benefits (Blanchard, 2011; Branigan, 2011; X. Chen, 2011a). Some are also concerned that they may not receive their payments, especially those who end up losing their jobs and their right to work in the country (Branigan, 2011).

A number of companies remain uncertain about the system and are waiting for further developments, according to a feedback survey of 475 firms, including foreign, joint, state-owned and private companies (LanLan, 2011). While information on implementation has been disseminated in Beijing, some local governments have not yet finalized the processes for registration and receiving payments, according to an official from the Ministry of Human Resources and Social Security's National Social Security Management Center (LanLan, 2011). The system is said to affect over 230,000 migrant workers in the country (Branigan, 2011).

The new social security system requires foreigners to pay tax for the social insurance scheme, which provides health care, unemployment benefits and pensions (*The Economist*, 2011). While Chinese state media commended the social insurance scheme as a way of providing benefits for foreigners, there are doubts on the extent foreigners will actually benefit from the system (*The Economist*, 2011; Flannery, 2011). For tax consultancy firm KPMG, for instance, the law will no doubt "squeeze both expats and their employers" (*The Economist*, 2011). Some businesses and employers feel the new system will increase expenses, especially the costs for hiring foreign workers.

New Mekong security patrols

In December 2011, China announced new security patrols and a multinational security headquarters in the Mekong River area, measures that will be done in coordination with Burma, Laos and Thailand. The move has been viewed as China's response to an incident in October 2011, when 13 Chinese sailors were reportedly murdered on two cargo ships along the Thai section of the River (AP, 2011c; Xinhua News Agency, 2011b).

As a result of the incident, China has participated in a joint pledge to increase security in the Mekong River

and to crack down on crimes occurring in the area (AP, 2011c; Xinhua News Agency, 2011b).

The Mekong River is considered a "golden channel" that has served as a trade area, linking Burma, China, Laos and Thailand, along with Cambodia and Vietnam. It has also been an important free trade zone for China and the ASEAN (Xinhua News Agency, 2011b).

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DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	24.5
Rate of natural increase (%)	0.6
Percent urban	60.0
Population per square kilometer	203
Population ages 0-14 (% of total)	23.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	-
GDP growth (annual %)	-
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	-
Gender inequality index (rank - value)	-
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	37,121 (53.1)
Top five origin countries:	
China	(21,904)
Republic of Korea	(4,104)
Philippines	(2,240)
Brazil	(2,130)
Indonesia	(1,083)
Emigrant stock (Percent female)	191,112 (51.9)
Top five destination countries:	
Kazakhstan	(129,769)
Armenia	(16,705)
Uzbekistan	(11,681)
Russian Fed.	(8,708)
Germany	(3,271)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	490
Asylum-seekers by country/territory of asylum	-
Refugees by origin	1,052
Refugees by country/territory of asylum	-
International students (2010)	
Inbound international students	-
Outbound international students	2,079

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Migration from the DPRK or North Korea is largely characterized by flows of asylum-seekers, 'defectors,' or refugees, including those fleeing from famine, poverty and political repression. Dire economic, social and political conditions under a strict regime have driven citizens to risk imprisonment and punishment to leave the country. Emigration flows are often towards South Korea, China and Russia, as well as to Southeast Asia, Europe and the US. Meanwhile, government-approved emigration involves mainly thousands of temporary contract workers deployed abroad (Tanaka, 2008).

The food crisis in the DPRK has led to severe hunger, prompting many to attempt to flee. A rapid assessment by the World Food Programme (WFP) in March 2011 revealed an estimated 3.5 million vulnerable people in the DPRK, including women, children and the elderly (WFP, 2011).

Generally, the DPRK prohibits its citizens from leaving the country without government permission and punishes violators by imprisoning them upon repatriation (HRW, 2012). For the government, unauthorized migration is an act of treason (Tanaka, 2008). Those caught attempting to leave the country or helping others to do so are imprisoned, interrogated, tortured or sent to labor camps, especially those suspected of involvement in religious and political activities (HRW, 2012).

Meanwhile, international travels into the DPRK include business managers, investors and tourists who are mostly from the Republic of Korea and most of whom are on temporary visit (Tanaka, 2008).

Migration to South Korea

It is estimated that more than 21,000 North Koreans have left their homeland for South Korea since the Korean War (1950-1953). As cited earlier, famine, poverty and political repression have driven many North Koreans to seek asylum in other countries, particularly in neighboring China and South Korea. While China re-

patriates North Korean refugees, South Korea takes them in and provides assistance (*BBC News*, 4 October 2011). Some have fled to Thailand hoping for third-country resettlement in South Korea (see 'North Korean migrants in Thailand'). Meanwhile, more North Koreans have also been filing refugee claims in Canada (Godfrey, 2011).

Earlier in 2011, some 31 North Koreans reached South Korea. The South Korean government repatriated 27 of them, but did not return four who had expressed a desire to stay. The decision reportedly angered North Korea, accusing Seoul of forcing the four to remain and holding them hostage (*BBC News*, 4 March 2011, 15 June 2011). Initially, North Korea insisted on taking back the whole group, but later agreed to accept the 27 returnees (*BBC News*, 15 March 2011).

In October, Japanese authorities sent nine North Korean refugees to South Korea for resettlement. The group, which included three men, three women and three boys, were found off the coast of Kanazawa, Japan in September. The group had spent six days at sea and claimed they wanted to go to South Korea. One man also claimed that he was from the North Korean military. After three weeks of detention and questioning, Japan sent them to South Korea (*BBC News*, 4 October 2011).

The incident caught the attention of the media, as it is rare for North Koreans fleeing their home country to end up near Japan. Prior to this case, there were only two incidents recorded of North Koreans ending up in Japan (*BBC News*, 4 October 2011; McCurry, 2011).

Meanwhile, UNHCR data reported 1,052 recognized refugees from the DPRK, of whom 23 were assisted by the agency. Some 490 asylum-seekers still have pending cases (UNHCR, 2012).

North Korean migrants in Thailand

A growing number of North Koreans have directed their movements to Thailand in the hopes of seeking temporary refuge and obtaining third-country resettlement, raising issues concerning asylum-seekers, refugees and unauthorized migrants (Nanuam and Wassayos, 2011). In 2010, around 2,400 unauthorized North Korean mi-

grants were arrested in Thailand, higher compared to just 46 in 2004 (*Arirang News*, 9 May 2011). From January to April 2011 alone, almost 870 North Korean asylum seekers had arrived in Thailand after passing through other countries, according to UN rights rapporteur Marzuki Darusman (AP, 2011).

In early 2011, Thailand reportedly turned down proposals to establish a coordination center with South Korea to manage the unauthorized entry of North Koreans into the Southeast Asian country. It was proposed that a center be built in Chiang Rai Province, a common entry point for North Koreans (Nanuam and Wassayos, 2011).

Migrant workers

Aside from humanitarian migration flows, international migration from the DPRK also includes government-approved overseas labor deployment. Most are temporary migrant workers. In 2011, it was observed that labor migration from the country had been increasing. The number of migrant workers deployed by the DPRK has doubled to about 70,000 in the past five years, according to the *Tokyo Shinbun* (Yonhap News Agency, 2011a). These overseas workers are said to earn an estimated \$1.2 billion per year; according to North Korean defectors' claims, only 10 percent of the wages are given to the workers while the rest go to the authorities. Of the total, around 30,000 migrant workers were based in Russia, 15,000 in the Middle East, 8,000 in China, Africa and Mongolia, and around 5,000 scattered in Southeast Asia and Eastern Europe (Yonhap News Agency, 2011a).

Remittances from South Korea

North Koreans living in the South have been able to send remittances to their families back home, mostly through ethnic Chinese brokers and outside official channels. In a survey on North Koreans and remittances conducted by the Database Center for North Korean Human Rights, around 49.5 percent said they have sent money to their families in the homeland, suggesting that those who managed to leave the DPRK still find ways to financially support their families. In terms of amounts, 31.7 percent remitted around 510,000 to one million won, 16.7 percent sent 1.01 to two million won,

while 12.5 percent remitted 2.01 to three million won. Another 12.5 percent sent around five million won or more. The survey was conducted on 14-31 December 2010 and involved 396 North Korean 'defectors' living in South Korea, aged 15 and up (Song, 2011).

Government officials in Seoul say that annual remittances by North Korean defectors may amount to \$10 million, though this is still being studied. There is also the question of the impact of these remittances, which may include raising expectations among locals in DPRK about life in the South (Song, 2011).

Trafficking in persons

In 2011, the DPRK retained a Tier 3 ranking in the USDS *Trafficking in Persons Report* for the year and continues to be a main source country of labor and sex trafficking victims. According to the report, the government denies that the country has a trafficking problem, and does not differentiate illegal border crossing and human trafficking. Thus, trafficking victims are also considered violators of migration laws. There is also reported corruption among North Korean border guards who facilitate cross-border movements, including those involving traffickers (USDS, 2011).

North Korean women are most vulnerable to trafficking groups, especially those who cross the border into China (USDS, 2011). Many of these women leave the DPRK in search of freedom, work and a better life through brokers and facilitators, but later end up in situations indicative of forced labor, forced marriage or sex trafficking (Jae, 2011; USDS, 2011). Some are also abducted and then trafficked. Many organized crime groups and trafficking gangs are said to operate in North Korean cities like Hoeryong, Chungjin and Hamhung. According to the North Korea Strategy Center, nine out of ten women who leave North Korea end up being trafficked to China, especially in the rural areas where they are sold to Chinese bachelors (Jae, 2011). Other North Koreans are offered jobs in China, but are later trafficked for forced marriage and for sex, among others. Undocumented North Koreans who are living in China as unauthorized migrants face risks of being arrested and deported, and are also vulnerable to trafficking (USDS, 2011).

POLICIES

In 2011, a representative from the Joint United Nations Program on HIV and AIDS (UNAIDS) was reported as saying that the DPRK's ban on HIV-positive foreign nationals is discriminatory. In a 2010 report, the UNAIDS said that this policy persists, noting that from 1998 to 2008, around 28 foreign nationals were deported for being HIV positive (Yonhap News Agency, 2011b).

Due to the lack of accessible information and news reports, it is difficult to provide a complete, comprehensive overview of the DPRK's migration policy, particularly recent developments.

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HONG KONG SPECIAL ADMINISTRATIVE REGION

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	7.1
Rate of natural increase (%)	0.7
Percent urban	100.0
Population per square kilometer	6,488
Population ages 0-14 (% of total)	12.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	248.61 B
GDP growth (annual %)	4.9
GNI per capita, PPP (current international \$)	52,350
Human development index (rank - value)	13 – 0.898
Gender inequality index (rank - value)	-
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.74 M (57.0)
Top five origin countries:	
China	(2.23 M)
Indonesia	(130,000)
Philippines	(113,890)
Macau SAR	(68,872)
Thailand	(18,537)
Emigrant stock (Percent female)	830,786 (40.9)
Top five destination countries:	
US	(264,416)
Canada	(246,316)
Singapore	(83,211)
Australia	(76,127)
UK	(72,533)
Migrant remittance inflows (US\$)	357 M
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	5
Asylum-seekers by country/territory of asylum	597
Refugees by origin	15
Refugees by country/territory of asylum	152
International students (2010)	
Inbound international students	10,325
Outbound international students	32,842

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Sustained migration flows to Hong Kong SAR are maintained by the government's organized migration policies and schemes. According to the *Hong Kong Yearbook 2011* (HK SAR Government, Information Services Department, n.d.), Hong Kong's business environment, tourism and infrastructure continued to attract thousands of visitors and migrants, whose entry was facilitated by a "liberal visa policy."

Table 1 summarizes the thousands of migrants who were admitted to Hong Kong in 2011 under various policy schemes.¹As the table shows, the top three schemes are: (1) Admission Scheme for Mainland Talents and Professions (49,021); (2) Mainland Entrants via One-Way Permit Scheme (43,400); and (3) the General Employment Policy (30,557)

Of the emigration flows from Hong Kong during the year, an estimated 8,300 migrants left Hong Kong – 4,000 moved to the US, 1,700 to Australia and 700 to Canada (HK SAR Government, Information Services Department, n.d.).

Unauthorized migration

Data from the Immigration Department show that in 2011, a total of 1,631 unauthorized migrants from mainland China were arrested, down by 30.3 percent compared to 2,340 in 2010. Around 281 Vietnamese migrants were also apprehended, down by 25 percent compared to the number recorded in 2010. Some came to Hong Kong for employment, while others intended to visit families and relatives (HK SAR Government, Information Services Department, 2012, n.d.).

Trafficking in persons

In 2011, Hong Kong SAR retained its Tier 2 ranking for the third consecutive year in the USDS *Trafficking in Persons Report*. In August 2010, the government

TABLE 1
Migrants Admitted by Policy Scheme, 2011

Policy Scheme	No. of Migrants Admitted
Overseas professional workers admitted under the General Employment Policy (GEP)	30,557
Mainland China talents and professionals admitted under Admission Scheme for Mainland Talents and Professionals	49,021
Quality Migrant Admission Scheme	2,094
Capital Investment Entrant Scheme	15,417
Non-local graduates under the Immigration Arrangements for Non-local Graduates Scheme	15,359
Mainland Entrants via One-Way Permit Scheme	43,400

Source: HK SAR Government, Information and Services Department (2012; n.d.)

formed the Anti-Trafficking Working Group which included representatives from the following agencies: the Security Bureau, Hong Kong Police Force, and the Immigration, Customs, Labor and Social Welfare Departments. Aside from establishing coordination among anti-trafficking law enforcers and officials, the government also continued investigations on sex trafficking offenders, punished trafficking law violators and made significant efforts to prevent the trafficking of foreign domestic workers. However, the report also noted that prosecutions on labor traffickers were lacking (USDS, 2011).

Hong Kong is primarily a destination for trafficked men and women from Asia, particularly those originating from Mainland China, the Philippines, Indonesia, Thailand, Vietnam, Nepal and Cambodia. Most have been trafficked for forced prostitution. Also vulnerable are foreign domestic workers such as those from Indone-

¹ For additional information, see Hong Kong Immigration Department (2012).

sia and the Philippines, some of whom have ended up in situations of debt bondage and are possible targets for labor trafficking. Meanwhile, trafficking from Hong Kong mostly involves women who are forced into prostitution in Canada (USDS, 2011).

POLICIES

Permanent residency case

In a judicial review of a case filed by Evangeline Banao Vallejos, the Court of First Instance of the High Court ruled as unconstitutional a law that bans foreign domestic workers the right of abode or permanent residency in the territory. The case became the center of an immigration policy debate. Vallejos, 59, has lived and worked as a domestic worker in the territory since 1986 (AFP, 2011a; Hunt, 2011).

Under the Basic Law, foreigners who have lived in Hong Kong for at least seven years can apply for permanent residency (AFP, 2011a.) However, foreign domestic workers are not included in this provision. The government views this exception as appropriate, while many civil society groups, including human rights and labor groups, say it is discriminatory (AFP, 2011a; Benitez, 2011).

The decision is considered a “landmark” case which could mean that more foreign domestic workers may have a chance at securing permanent residency in Hong Kong (Hunt, 2011). An individual granted permanent residency is given the right to vote and participate in the elections, to stay in the territory without a work visa, and to have access to benefits and social welfare services such as public housing. Moreover, foreign domestic workers would no longer be pressured to find another job or to leave Hong Kong within two weeks after being dismissed by an employer (AFP, 2011a).

Critics of the ruling opined that residency for domestic workers and the families they may bring with them could pose problems concerning the allocation and provision of social services, including education, health care and public housing (Hunt, 2011).

Migrant worker groups, rights activists, migrant communities and human rights lawyers lauded the decision (Hunt, 2011). Some migrant worker unions dismissed fears of large inflows of migrants as unfounded since foreign domestic workers do not intend to apply for permanent residency; rather, they only want to work, earn a living and eventually return to their home countries (Tang, 2011).

In late October, it was reported that High Court judge Justice Johnson Lam rejected the government’s appeal to suspend the processing of permanent residency applications filed by foreign domestic workers (AFP, 2011b; *Philippine Daily Inquirer*, 27 October 2011).

There are at least 292,000 foreign domestic workers in HK SAR. Most come from Indonesia and the Philippines. Of the total, around 117,000 are said to have lived in the country for at least seven years as of December 2011 (AFP, 2011a; Hunt, 2011).

Visa service and HK SAR representative office in Taiwan

To enhance ties with Taiwan, the Hong Kong government said it will launch an online visa service for Taiwanese citizens and will extend their length of stay from seven to 30 days. The government will also open its first Hong Kong Economic, Trade and Cultural Office in Taiwan before the end of 2011 (Cheung and Low, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	128.1
Rate of natural increase (%)	-0.1
Percent urban	86.0
Population per square kilometer	339
Population ages 0-14 (% of total)	13.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	5.87 T
GDP growth (annual %)	-0.7
GNI per capita, PPP (current international \$)	35,330
Human development index (rank - value)	12 - 0.901
Gender inequality index (rank - value)	14 - 0.123
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.18 M (55.0)
Top five origin countries:	
Republic of Korea	(624,415)
China	(585,296)
Brazil	(326,684)
Philippines	(201,961)
Peru	(61,292)
Emigrant stock (Percent female)	1.07 M (56.4)
Top five destination countries:	
US	(566,846)
Brunei Darussalam	(73,598)
Brazil	(72,559)
Germany	(50,007)
UK	(36,750)
Migrant remittance inflows (US\$)	2.30 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	40
Asylum-seekers by country/territory of asylum	3,698
Refugees by origin	176
Refugees by country/territory of asylum	2,649
International students (2010)	
Inbound international students	141,599
Outbound international students	40,487

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Current discussions on international migration in Japan are to some extent linked to population trends. Japan is an aging society, which implies a declining young and able working population. Presently, the country is beset with generational inequality wherein older Japanese retain jobs and accumulate benefits, while younger workers find it difficult to secure permanent employment and end up in limited-term or irregular jobs (Bennett, 2011; *Migration News*, April 2011). Due to its restrictive immigration system, which prioritizes skilled foreign workers and limits low-skilled labor, there have been reported labor shortages in low-skilled occupations. Companies in food processing and textiles, as well as those in agriculture and home healthcare, are struggling with filling job vacancies (Bennett, 2011). Though such shortages in the past have been partially addressed by the foreign trainee program administered by the Japan International Training Cooperation Organization (JITCO), rights groups say

this program only provides cheap labor to companies and do not benefit low-paid migrant workers. Moreover, since the 2011 tsunami disaster, 70 to 80 percent of JITCO workers have left Japan, leaving implications for the labor supply for agricultural, manufacturing and service sectors (Bennett, 2011).

At the end of 2011, Japan's registered foreign population numbered at 2.07 million. The largest migrant group came from China, followed by the Republic of Korea, Brazil, the Philippines, Peru and the US. Together, these six countries account for more than 80 percent of foreign residents in Japan (Table 1). More than half of all "alien registrants" or foreign nationals are permanent residents (IOM, 2012).

In 2010, the number of immigrants or alien registrants was estimated at 2.13 million, down by 2.4 percent compared to 2009. Significant was the decrease of migrants from Brazil, down by 27 percent from 2007 (Table 1). Together, registered migrants accounted for about 1.67 percent of Japan's total population, around 0.04 percent lower compared to the share estimated in 2009 (Immigration Bureau, Ministry of Justice,

TABLE 1
Registered Foreigners by Nationality (2007-2010)

	2007	2008	2009	2010
Total	2,152,973	2,217,426	2,186,121	2,134,151
Korea	593,489	589,239	578,495	565,989
China*	606,889	655,377	680,518	687,156
Philippines	202,592	210,617	211,716	210,181
Viet Nam	36,860	41,136	41,000	41,781
U.S.A.	51,851	52,683	52,149	50,667
Brazil	316,967	312,582	267,456	230,552
Peru	59,696	59,723	57,464	54,636
Other	284,629	296,069	297,323	293,189

Note: * Including Taiwan, Hong Kong SAR and Macau SAR

Source: Judicial System and Research Department, Minister's Secretariat, Ministry of Justice, (Table 2-14, Statistics Bureau of Japan, n.d.)

2011).¹ According to the UN DESA (2012), the international migrant stock as of mid-2010 stood at 2.18 million, based on the population of foreign citizens.

International travel and migration statistics

Available statistics on migration cover only up until 2010. Figures on the arrival or entry of foreign nationals in Japan remained high in 2010, with around 9.44 million foreigners entering Japan. Of the total, 7.92 million were new entries, 29.4 percent higher compared to 2009 (Immigration Bureau, Ministry of Justice, 2011; Statistics Bureau of Japan, n.d.). Re-entries numbered at 1.52 million, or 4.2 percent higher compared to 2009. According to the Immigration Bureau of the Ministry of Justice, this can be explained by the country's gradual recovery from the economic crisis and the government's move to ease visa regulations, especially for Chinese citizens (Immigration Bureau, Ministry of Justice, 2011).

By nationality, the largest numbers of foreign nationals who entered Japan came from South Korea, accounting for 28.5 percent of the total number of foreigners who came to the country in 2010. This was followed by China, Taiwan, the US, Hong Kong SAR and Thailand.

In addition to temporary visitors, other entrants include trainees, numbering at 51,725 (0.7 percent), followed by college students at 48,706 (0.6 percent) and entertainers at 28,612 (0.4 percent) (Immigration Bureau, Ministry of Justice, 2011).

A total of 52,503 foreigners with the status of 'residence for employment' were admitted into Japan in 2010, lower by 4,590 (eight percent) compared to 57,093 in 2009. The intake of foreign workers has been declining, in line with Japan's strict immigration policy, which aims to focus more on skilled foreign workers rather than low-skilled workers. Some trends observed by the *2011 Immigration Control Report* include an increase in the intake of "intra-company transferees" and "skilled labor," as well as a decrease in the number of

foreign workers under the categories of "engineer," "entertainer," "instructor," and "specialist in humanities/international services." Though entertainers still account for a large share of newly entered foreign workers, the report notes a declining trend in intake due to the stricter implementation of immigration procedures and residence examinations (Immigration Bureau, Ministry of Justice, 2011).

2011 disaster

On 11 March 2011, an 8.9 magnitude earthquake and subsequent tsunami hit northeast of Tokyo, killing hundreds of people, displacing communities and destroying infrastructure (*BBC News*, 11 March 2011). The tragedy is estimated to have claimed the lives of 15,800 people (as of the December 2011 death toll) and also affected thousands of foreign nationals and migrants in the country (CNN Wire Staff, 2011; *Migration News*, April 2011).

According to the IDMC (2012b), this was the largest displacement caused by a geophysical disaster in 2011. It estimated that some 19,000 people were killed, and 492,000 had evacuated critically-hit areas, including around 70,000 who left radiation-contaminated locations. Many displaced residents are expected to permanently relocate, as several areas may be uninhabitable and vulnerable to radiation exposure and future natural disasters. The IDMC report adds that a year after the earthquake and tsunami, over 344,000 people remain displaced (2012b).

Around 300,000 Chinese students working part-time in restaurants and Chinese trainees employed in factories in Tokyo left the country due to fears of radiation exposure (*Migration News*, April 2011). China facilitated the evacuation of around 3,000 Chinese migrant workers, though many left the country without assistance (Lee and Pierson, 2011).

A number of nuclear power plants shut down, but the Fukushima nuclear power plant signaled a state of emergency (*BBC News*, 11 March 2011). Rumors about

¹In 2011, the Immigration Bureau of the Ministry of Justice released its *2011 Immigration Control Report*, which provides key data gathered from 2006 to 2010, and discusses policies implemented in 2010 (Immigration Bureau, Ministry of Justice, 2011). Other statistical data related to migration can also be found in the website of the Statistics Bureau of Japan (www.stat.gov.jp).

the radiation leak and exposure at the Fukushima plant drove foreigners to obtain immigration permits to evacuate Japan and return to their respective home countries (Aoki, 2011). Such fears were also aggravated by news of radiation-contaminated food in areas near the nuclear plants (Narang, 2011). Countries such as Australia, France and the US have asked their citizens in Japan to leave the country.

Hidenori Sakanaka, Executive Director of the Japan Immigration Policy Institute, remarked that recovery from the disaster and addressing the aging population problem would require more foreign workers (Lee and Pierson, 2011).

The Hague Convention and 'child abductions'

In May, the Japanese government announced that it would sign the 1980 Hague Convention on the Civil Aspects of International Child Abduction by the end of the year (Onishi, 2011). The convention recognizes cross-border child custody rights, a treaty that overseas parent groups have been advocating in the past years (Dingle, 2011). Upon divorce or separation, a parent may leave the country with the child without the other parent's consent. The Hague convention mandates that the child be returned to the country and custody be determined through the legal process (*Asahi Shimbun*, 12 July 2011).

The convention supposedly aims to address child abductions, which have reportedly been increasing in Japan along with the growing trend of international marriage and divorce, according to media reports (Birmingham, 2011). 'Child abduction' includes cases in which a parent denies the other of access to their children. In most cases, Japanese mothers with foreign spouses have brought their children with them back to Japan. Fathers end up not being able to contact or visit their children (Onishi, 2011).

Japan-based divorce often leaves child custody to one parent, usually the mother (Birmingham, 2011). Joint custody is generally unrecognized by law (Onishi, 2011). If adopted, the Hague convention could heighten chances of foreign spouses of Japanese citizens having more child custody rights (Onishi, 2011).

The Hague Convention on the Prevention of Child Abduction has been signed by 84 countries (Birmingham, 2011). Japan is the only highly industrial country that has not signed the convention (Dingle, 2011). Ambassadors and representatives have urged Japan to sign the treaty as well (Birmingham, 2011).

On the other hand, Japanese officials say the adoption of the Hague Convention might leave out possible cases of domestic abuse and attention towards the child's right to choose which parent to live with and where to stay (Birmingham, 2011).

Trafficking in persons

Japan is mainly a major site for sex trafficking, involving children and women primarily from East Asia and Southeast Asia. In recent years, some victims have come from Eastern Europe, Russia, South America and Latin America, initially intending to find employment in Japan (USDS, 2011). Trafficking activities thrive in the country's commercial sex industry. Sex traffickers in the past had frequently targeted migrants entering the country on entertainment visas, especially young women, forcing them into sex work. However, in recent years traffickers have also targeted those coming to Japan on spouse, student and tourist visas (Fujiwara, 2011). Some have been trafficked through false marriages, especially those involving Japanese men and foreign women.

The commercial sexual exploitation of children through prostitution or pornography is also rampant in Japan. Though victims are commonly local children, there have also been children brought from overseas and forced into sex work (Fujiwara, 2011). According to some government informants and NGOs, an increasing number of children have been identified as trafficked victims (USDS, 2011).

To address such issues, the Japanese government has imposed stricter immigration policies and has taken steps towards a national campaign and stricter law enforcement against child pornography. In addition, the NGO Polaris Project Japan recommends raising awareness and conducting more proactive measures to regulate the sex industry and to eliminate illegal sex

businesses, which are usually involved in sex trafficking (Fujiwara, 2011). Japan recently financially assisted IOM for victim repatriation and engaged in law enforcement training and raising awareness on identifying and preventing trafficking activities. There were also some efforts to punish traffickers and to prevent sex trafficking (USDS: 2011).

In the *Trafficking in Persons 2011* report, Japan was ranked Tier 2 for “low” resources provided to trafficked victims, “inadequate efforts to address abuses in the foreign trainee program,” and “poor law enforcement against forced labor crimes” (USDS, 2011).

POLICIES

Skills points system

The Japanese government announced that beginning 2012, a skills points system will be implemented to rate foreign workers and migrants according to education and skills levels, the results of which will be used to determine the issuance of visas. Migrant workers, especially those with professional backgrounds that will earn them high points in the system, will be given opportunities to stay longer in Japan and will be prioritized in terms of documentation and processing. Highly skilled workers such as corporate managers, doctors and other professionals will also find flexible and easier requirements for applying for permanent residency. Their spouses may also be allowed to work in Japan. The system may be established next spring and will be patterned after the skills points system in Canada and the UK (Ito, 2011).

In connection with Japan’s aim to attract highly skilled workers, foreign graduates from Japanese universities are offered local jobs. Japan has attracted student migration to a certain extent – in 2010 alone, there were an estimated 130,000 foreign students in universities across Japan (*Migration News*, April 2011).

Experts believe a more open immigration policy towards migrant workers would help sustain Japan’s economic growth and partly address the problem of population aging (Ito, 2011; Tabuchi, 2011; Sakanaka, 2011). Hidenori Sakanaka of the Japan Immigration Policy In-

stitute (2011), for instance, emphasizes that immigration reform is a critical policy direction for addressing a declining working population and “reinvigorating Japan’s most important industries.” This means bringing in highly skilled workers and facilitating their integration into society. However, while most experts and researchers agree that the immigration policy should welcome skilled and professional workers, some oppose the hiring of low-skilled migrants (*Migration News*, April 2011). Others raise concerns about cultural and linguistic barriers (Ito, 2011).

Immigration procedure amendments

Registration-related amendments to Japan’s immigration law are set for implementation beginning July 2012, in line with the government’s goals of centralizing immigration control. Amendments include requiring foreign residents to obtain new registration cards to be issued by the central government, and the issuance of a Special Permanent Resident Certificate. The new residential card system aims to replace the alien registration system and to provide easier data access and management of foreign workers and migrants in Japan. The new card will contain data on the type of visa they carry and personal information. Easier access would also mean faster and more convenient service for foreigners entering and residing in Japan (Hongo, 2011).

The Justice Ministry also announced plans to set up automatic identity checks at airports and an automated gate system. Foreign visitors will be checked using a database of facial records and fingerprints (*Japan Today*, 16 October 2011).

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MACAU SPECIAL ADMINISTRATIVE REGION

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	0.6
Rate of natural increase (%)	0.6
Percent urban	100.0
Population per square kilometer	1,423
Population ages 0-14 (% of total)	12.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	36.43 B
GDP growth (annual %)	20.7
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	-
Gender inequality index (rank - value)	-
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	299,692 (51.7)
Top five origin countries:	
China	(246,270)
HK SAR	(19,336)
Philippines	(10,376)
Portugal	(1,370)
Thailand	(841)
Emigrant stock (Percent female)	117,086 (50.7)
Top five destination countries:	
HK SAR	(68,872)
China	(19,654)
Portugal	(10,211)
US	(8,726)
Canada	(6,884)
Migrant remittance inflows (US\$)	114 M
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	1
Asylum-seekers by country/territory of asylum	10
Refugees by origin	10
Refugees by country/territory of asylum	1
International students (2010)	
Inbound international students	13,508
Outbound international students	1,733

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, Macau's population was estimated at 557,400, an increase of 3.1 percent from 540,600 in 2010. There were more births than deaths during the year, resulting in a natural population growth rate of 0.73 percent. Aside from this, immigration also partly accounts for population increase. Of the total population, immigrants numbered at around 15,000, including migrants from Mainland China, foreigners with residency and non-resident workers. Emigrants were estimated at 2,200 (Government Information Bureau of Macau, 2012:490). Table 1 shows data on Macau's population, including major nationalities and birthplaces of residents.

TABLE 1
Major Nationalities and Birthplaces of
Macau Residents, 2011

Total population	557,400
Male	268,100
Female	289,300
Major nationalities (Census 2011 %)	
Chinese	92.3
Filipino	2.7
Portuguese	0.9
Major birthplaces of Macau residents (Census 2011 %)	
Macau	40.9
Mainland China	46.2
Guangdong	69.2
Fujian	13.9
Hong Kong SAR	3.5
Philippines	2.6
Portugal	0.3

Source: Government Information Bureau, Macao Special Administrative Region (2012)

Non-resident workers

A popular tourist destination for its entertainment and gaming industry, Macau also attracts non-resident or

TABLE 2
Statistics on Foreigners and Non-resident Workers
in Macau, 2010 and 2011

Category	2010	2011
Foreigners granted legal residency	4,455	2,812
Non-resident workers granted legal admission to Macau SAR	35,508	54,813
Total non-resident workers residing in Macau SAR (at year-end)	75,813	94,028
Legal immigrants from the Mainland	9,056	6,222

Source: Government Information Bureau, Macao Special Administrative Region (2012)

migrant workers, many of whom are employed in casinos, hotels and restaurants as well as in domestic work. The Macau government's labor migration policy in principle is to prioritize local workers and to employ non-resident or migrant workers only as a means of "overcoming the shortage of local manpower, whilst ensuring the continuous and stable development of Macao's economy" (Government Information Bureau, Macao Special Administrative Region, 2012:239).

At the end of 2011, there were a total of 94,028 non-resident workers residing in Macau, higher by 24 percent compared to 2010 (Table 2). A large share worked in the hotel and catering industry (28.8 percent) and in household services (17.3 percent). Around 12.5 percent were employed in construction and 12.1 percent worked in cultural, entertainment, gaming and other services (Government Information Bureau, Macao Special Administrative Region, 2012:208).

In 2011, the Human Resources Office reported receiving 31,621 applications for work permits from non-residents or foreigners. Of the total, 11,030 were submitted by non-professional workers, 3,052 by professional workers and 17,514 by domestic workers. Around 25 were submitted by applicants intending "to engage in activities" for their "own benefits" (Government Information Bureau, Macao Special Administrative Region, 2012:240). Evidently, a large number of non-resident or migrant workers look for mainly domestic work or non-professional employment in Macau. According to

the Government Information Bureau (2012:240), by the end of 2011, there were 94,028 non-resident ID card holders in Macau.

The Labor Affairs Bureau also filed a total of 832 cases of unauthorized employment of non-residents or “non-local citizens” who worked without permits. The cases were based on the Regulation on the Prohibition of Illegal Employment, the Law on Employment of Non-resident Workers and supplementary laws (Government Information Bureau, Macao Special Administrative Region, 2012:238).

Trafficking in persons

Macau is also a destination for women and even children who are trafficked for sex, many of whom have been lured by false advertisements for employment in casinos and in other industries. Most of the victims come from Mainland China; some victims are from Mongolia, Russia, Vietnam and other countries in Southeast Asia. Victims are sometimes recruited by Chinese, Russian and Thai criminal groups for commercial sex activities, while others are forced to work in massage parlors and brothels. To a lesser extent, Macau has also been a source of women trafficked for sex, mostly within Asia (USDS, 2011:236).

It was ranked Tier 2 for the fourth consecutive year in the *Trafficking in Persons Report 2011* of the USDS. The report stated that Macau sustained anti-trafficking efforts, from law enforcement and training to protecting victims. Officials and law enforcement authorities were trained to identify and investigate trafficking violations, though prosecutions were insufficient (USDS, 2011:236).

POLICIES

Amendment of six-month ban

In November, the government announced that it will consider amending the six-month ban on foreign workers, a provision in the new law for the employment of non-resident workers introduced in 2010. Secretary for Economy and Finance Francis Tam Pak Yuen said that

the government is considering allowing non-resident workers to change jobs immediately within the same industry after the expiration and non-renewal of a contract (Lages, 2011a).

The current law rules that when a non-resident worker gives up his or her job for another without the employer’s consent, he or she must leave Macau for six months. If the employee is dismissed or fired without just cause, he or she will be allowed to find a new job immediately (Lages, 2011a).

In a closed-door meeting of the Standing Committee for the Coordination of Social Affairs in December, employers’ and workers’ representatives reached consensus over amendments on the six-month ban, according to Labour Affairs Bureau Director Shuen Ka Hung. Among the proposed changes are to allow non-resident workers to change their jobs or look for a new one immediately after their contracts expire and when they settle a non-renewal of the job contract with their employers, without having to leave for six months. They can also change their professional areas. However, if an employer terminates a contract with or without just cause, the worker must leave the country for six months before he or she could obtain another work permit (Lages, 2011b).

There are, however, claims that some workers deliberately try to get fired so they could receive their compensation and look for work again without having to leave on a six-month ban (Lages, 2011b). Meanwhile, according to the USDS (2011) the six-month ban could put migrant workers in a vulnerable position, especially in terms of threats of deportation and fees for overstaying after work permits are cancelled.

Government to assess ILO Convention 189

The Macau government said it will assess ILO Convention No. 189, or the Convention Concerning Decent Work for Domestic Workers, which was passed by the ILO in June 2011 and sets the standard for decent work for this sector. The treaty requires governments to ensure the rights of domestic workers, especially through written contracts. It also requires a full rest day for domestic workers every week and states that they have

a right to keep their identity and travel documents. The convention applies to foreign or migrant domestic workers (Azevedo, 2011).

The Labor Affairs Bureau told *Macau Daily Times* that the government will monitor the progress of the convention and evaluate whether it is applicable to Macau. Moreover, a consensus must be reached between employers and employees. If applicable, the government will adopt measures that will comply with the requirements of the convention (Azevedo, 2011).

Data from the Human Resources Office indicate that there are 15,874 domestic workers in Macau; most are from the Philippines (6,464), Vietnam (5,377) and Indonesia (3,748). The convention will reinforce the promotion and protection of the rights of migrant domestic workers, many of whom are not granted social security and protection as well as other benefits. They work long, irregular work hours for low salaries and little rest. They are also largely excluded from social protection such as maternity benefits and social security (Azevedo, 2011).

Anti-trafficking agreement with IOM

In 2011, Macau signed an agreement with the IOM to ensure the safe return and reintegration of trafficked victims to their countries of origin. The government will fund an IOM-run project in which the latter will facilitate the return of victims to their home countries and will provide assistance in reintegration and rehabilitation (IOM, 2011).

Abolish anti-migrant policies: migrant workers

In May, Filipino and Indonesian migrant worker groups called for the abolition of anti-migrant policies in Macau during a joint forum scheduled in line with Labor Day. The forum, titled "Our Lessons in the Past and How We Can Resist the Present Anti-Migrant Policies in Macau," was organized by The Alliance of Indonesian Migrant Workers in Macau (PEMACU) and Migrante-Macau. Anti-migrant policies include the six-month entry ban, the lack of visa extension upon the termination of a contract, and "unjustified" interrogation and detention of migrant workers during days-off (Leung, 2011).

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REPUBLIC OF KOREA

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	49.0
Rate of natural increase (%)	0.4
Percent urban	82.0
Population per square kilometer	492
Population ages 0-14 (% of total)	16.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	1.12 T
GDP growth (annual %)	3.6
GNI per capita, PPP (current international \$)	30,370
Human development index (rank - value)	15 - 0.897
Gender inequality index (rank - value)	11 - 0.111
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	534,817 (52.7)
Top five origin countries:	
China	(296,193)
US	(54,045)
Vietnam	(43,754)
Philippines	(17,321)
Uzbekistan	(16,344)
Emigrant stock (Percent female)	2.29 M (55.8)
Top five destination countries:	
US	(1.04 M)
Japan	(624,415)
China	(179,646)
Canada	(134,221)
Australia	(55,937)
Migrant remittance inflows (US\$)	10.58 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	181
Asylum-seekers by country/territory of asylum	1,169
Refugees by origin	514
Refugees by country/territory of asylum	401
International students (2010)	
Inbound international students	59,194
Outbound international students	126,447

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

The Republic of Korea is both a destination and source country of migrants. As of mid-2010, the emigrant stock was estimated at 2.29 million, with flows mostly going to the US, Japan, China, Canada and Australia. Meanwhile, the immigrant stock in the same year stood at 534,817, with most migrants coming from China, US, Vietnam, the Philippines and Uzbekistan (World Bank, 2012).

According to Statistics Korea (2012), in 2011, international migration flows reached a total of 1.23 million, with 658,000 arrivals and 568,000 departures throughout the year. The figure increased by 3.7 percent compared to 2010, indicating increased migration flows (Table 1). International net migration was recorded at 91,000, the highest figure since 2000. There were more arrivals than departures for both Koreans and non-Koreans, but the rate of change is significantly higher for the latter. In 2011, the entry of foreigners or non-Koreans increased by 4.8 percent to 307,000 by the end of the year, while departures also increased by 11.0 percent to 218,000.

International migrants in their 20s accounted for 38.3 percent of the total number of international migrants, the highest figure since the government began monitoring statistics in 2000, suggesting an increasing share

of young persons (Statistics Korea, 2012). There were more male migrants compared to female migrants, similar to the previous year (Statistics Korea, 2012).

Foreigners or non-Koreans mostly came from China, the US and Vietnam. By type of visa, 40.8 percent of incoming foreign migrants arrived for employment, while others were on short-term visas (19.5 percent), tourist visas (7.9 percent) and on a settlement program (7.5 percent) (Statistics Korea, 2012).

Data from the Justice Ministry show that as of September 2011, there were 1.41 million foreign residents in South Korea, most of them originating from China. The number accounts for three percent of the total population. Of the total, around 600,000 were migrant workers; the largest group, 540,000 or 90 percent, had legal status. The second largest group of foreigners comprised of foreign spouses, mostly brides married to Korean men (women accounted for almost 90 percent of the total number of marriage migrants). Foreign spouses as a whole represent about 10.1 percent of the total number of foreign residents. The third largest group consisted of foreign students, mostly Chinese students (around 72.9 percent of the total), followed by students from Mongolia, Vietnam, Japan and the US (Lee W., 2011).

According to the Migration and Diaspora Research Institute, the inflow of foreigners has been rising primarily due to the country's economic recovery beginning last year. Other factors include migration policies al-

TABLE 1
Trends in International Migration, 2010-2011 (In thousands and in percent)

	2010			2011			% change		
	Korean	Non-Korean	Total	Korean	Non-Korean	Total	Korean	Non-Korean	Total
Entry	339	293	632	351	307	658	3.6	4.8	4.2
Departure	354	196	550	350	218	568	-1.1	11.0	3.2
Total	693	489	1,182	701	525	1,226	1.2	7.3	3.7
Net migration	-15	97	82	1	90	91	-	-	-

Source: Statistics Korea (2012)

lowing Korean companies to hire foreign workers, the rise of international marriages, and allowing ethnic Koreans from China and Central Asia to obtain working visas (Lee W., 2011).

The number of permanent immigrants has increased from around 20,000 in 2009 to 45,475 in 2010. The new foreign permanent residents in 2010 were mostly overseas Koreans (19,496), marriage migrants and their children (12,690) and Chinese-Koreans (11,560). Altogether, they account for 96 percent of the total figure. Around 97 or 0.2 percent were mostly investors or professional migrants. A study on foreign residents found that most were either irregularly employed or unemployed and those who are working earn less than poor local workers (Schwartzman, 2011).

Aging society

South Korea faces an aging society that may have adverse socio-economic impact on the country's economic status. The Finance Ministry in July warned that the country's national debts in the next 40 years will increase due to health insurance, pension, and other resources needed to support a population with low birthrates, a declining workforce and a growing share of older age groups and the elderly (Xinhua News Agency, 2011).

South Korea's aging population is alarmingly faster compared to other countries facing a similar problem. In a span of 40 years, South Korea has transitioned from having one of the highest birth rates in the Organisation for Economic Co-operation and Development (OECD) countries to having the lowest, along with a rise in life expectancy (Hopfner, 2011). It is projected that by 2050, around 40 percent of the South Korean population will be senior citizens (Hopfner, 2011).

Economic productivity could be under threat in this regard. In the business sector, some view the population trend as "severe" and could translate to labor shortage and a limited labor market with insufficient new recruits. The Korea Development Institute projects declining work hours and difficulty with older workers' inexperience with technologies as some of the many issues that could pull down the annual growth

rate from over four percent to just about 1.7 percent by 2030 (Hopfner, 2011).

A 2006 "pro-natal" plan that provides financial relief to young parents and a 2011 five-year plan promoting support for working parents, as well as adjustments by companies retain female or older employees are some of the steps being taken to adapt to the changing demographics (Hopfner, 2011). There seems to be less consideration towards bringing in more foreign workers and changing the immigration policy. However, concerns such as labor shortages due to a declining workforce; a growing share of dependents, especially the elderly; and an increasing number of foreign marriages, among other issues, may have to incline Korea to consider international migration.

Foreign workers

South Korea imports foreign labor from a limited number of countries and for a set period, mostly on three-year work visas. The intake of migrant labor is regulated through quotas placed on each source country, depending on the extent of unauthorized migration from each country and whether migrant workers abide by local laws. Since 2004, South Korea has been admitting around 100,000 foreign workers per year. During the financial crisis in 2008, however, the number dipped to around 30,000-40,000 (Chang, 2011). With tighter restrictions, foreign labor intake declined to 34,000 in 2010, far from the influx of 132,000 two years before. Though the decline may appease calls to prioritize jobs for South Korean workers, some employers struggle with filling in job vacancies rejected by locals (*The China Post*, 11 October 2011).

One concern is that the presence of foreign workers may lower the minimum wage for low-skilled Korean workers. According to Korea Development Institute senior researcher Choi Kyung-soo, wage patterns show that with the influx of foreign workers in the past 20 years, the salaries of low-skilled workers declined by around five to 10 percent. Foreign workers in Korea tend to work in low-skilled occupations in the construction and hospitality sectors (*The ChosunIlbo*, 8 August 2011).

International marriages

International marriages have significantly increased over the years. From 1990 to 2005 alone, the annual total of foreign marriages rose from 4,710 to 42,356. In 2009, some 33,300 locals married foreigners, representing 10.8 percent of all marriages in the country. A large number married Chinese women (7,249) and Vietnamese women (7,249). Other foreign brides came from the Philippines, Japan, Cambodia, Thailand, the US, Mongolia, Uzbekistan and Nepal (Yonhap News Agency, 2011b).

In response to reports that some foreign marriages are being used for illegal recruitment or human trafficking, the government revised a law last year requiring those planning to marry foreigners to provide reports on personal details and criminal and health records (Cho, 2011).

Some foreign spouses in dysfunctional marriages end up having to seek divorce. The Emergency Support Center for Migrant Women, for instance, reports that it had accommodated more than 23,000 migrant wives who sought legal advice and divorce counseling in 2010. However, the actual number of cases was over 61,000, taking into account some of the wives who returned to the center several times. The figure is 24 percent higher compared to the number of cases in 2009 (Rahn, 2011). According to the center's counseling director Kwon Mi-kyung, many of these migrant wives sought divorce counseling due to communication difficulties, weak family ties and domestic violence (Rahn, 2011).

Trafficking in persons

The Republic of Korea's anti-trafficking measures have been consistent and satisfactory, according to the USDS *Trafficking in Persons Report 2011*, which placed the country under the Tier 1 category. The report stated that the government has shown significant efforts to prevent trafficking, raise anti-trafficking awareness, and to maintain victim protection through law enforcement and also with the cooperation of NGOs that provide assistance and services to victims. Training is continuously conducted among government and law enforcement officials. However, the report notes that labor trafficking investigation needs to be strengthened, and

that formal procedures must be set in place for identifying trafficked victims (USDS, 2011).

Human trafficking to South Korea mainly involves men and women initially recruited for employment or for marriage but end up in conditions of forced labor or prostitution. Origin countries of victims include: Russia, Uzbekistan, Kazakhstan, Morocco, Colombia, Mongolia, China, the Philippines, Thailand, Cambodia, North Korea, Vietnam, Japan, and other countries in Southeast Asia. Trafficking from South Korea largely involves female victims. South Korean women have been trafficked within the country or abroad especially in the US, Canada, Japan and Australia. Many South Korean teenagers, especially runaways, have been trafficked for prostitution as well (USDS, 2011).

North Korean asylum-seekers and defectors

Part of the challenge the Republic of Korea faces amid ongoing tensions with the North are the scores of asylum-seekers or defectors seeking refuge in the South. More than 21,000 North Koreans have fled to South Korea since the ceasefire that ended the Korean War, 1950-1953 (*BBC News*, 4 October 2011; Yonhap News Agency, 2011a).

Apart from the political implications, North Korean asylum-seekers and defectors also raise concerns on the government's capacity to provide assistance and sufficient resources for support, as well as to create policies that would sustain opportunities for building new lives. In 2011, the International Crisis Group reported on the various conditions and issues that confront North Korean defectors who have settled in South Korea. Noting the historical, political and socio-economic context surrounding the movement of North Koreans to the South, the organization emphasizes the humanitarian needs of the defectors, most of whom fled the homeland due to famine, poverty and political persecution. It also sheds light on the everyday challenges of North Korean defectors, including limited economic and social capital, education and skills, poor health, and the difficulty of securing employment. The report identifies the following needs of defectors that merit attention: nutritional support, long-term mental health care, educational support and employment support. Women also account for around 70 percent

of defectors in the South (International Crisis Group, 2011), thus, gender-specific concerns may need attention as well.

New arrivals related that they are overwhelmed with the culture of consumption and modernity, and reported discrimination and stereotyping by locals. Many North Koreans also suffer from physical and mental health problems – a problem South Korea may not be able to fully address due to the country’s struggle with mental health care (International Crisis Group, 2011).

Among others, the report suggested better coordination of efforts between government and civil society groups or NGOs and policies for defectors that “need to be insulated both from the occasional burst of belligerence from the North and from policy shifts in the South towards Pyongyang.” The government, especially the Ministry of Unification, must give more attention to the needs of defectors by listening to them and to civil society groups that assist them. Oversight is needed for planning the integration of defectors and to ensure that enough funds are allocated for programs that support them. The government must also reinforce public awareness to increase tolerance among Southerners, and to introduce anti-discrimination laws, especially in the workplace. The international community should be open to more refugees from the North and can assist by providing scholarships (International Crisis Group, 2011).

In other news, the North Korean Refugees Foundation, an organization affiliated with the government, and IOM-Seoul held an international conference in 2011 to facilitate dialogue on health issues that confront North Korean migrants in South Korea. Some 200 participants attended the event (IOM, 2011).

Remittances

Remittance outflows are higher compared to inflows. In 2011, remittances sent by foreign workers in Korea reached \$11.95 billion, up from \$11.37 billion in 2010. Meanwhile, remittance inflows were estimated at \$10.58 billion, higher compared to \$8.73 billion in 2010 (World Bank, 2012).

POLICIES

Bill regarding work permit renewal

A lawmaker has filed a revision bill that seeks to protect migrant workers from employers who abuse the “three-changes-and-out” policy by easing restrictions for those renewing work permits. The current policy allows migrant workers to change their workplaces three times during their stay, after which they must return to their home countries, whether or not the employer has violated their rights. If passed, the revision bill makes exceptions for migrant workers who were unable to continue to work for reasons related to an employer’s abuse or violation of labor conditions (Lee T., 2011).

If approved, the bill would also reduce the waiting period for returning rehires to one month. This means foreign workers will only have to leave Korea for a month to renew their work permits. Current policy dictates that foreign workers are only allowed five-year work permits, and must leave the country for six months before they can return again (Lee T., 2011).

Changes in employment visa guidelines

Guidelines revised by the Ministry of Justice now allow foreign workers holding non-professional employment or work visit visas to upgrade their status to an E-7 or General Work visa. Low skilled migrant workers are given an opportunity to apply for the E-7, commonly granted to highly skilled or professional migrant workers. Applicants must be under 35, college-degree holders and have had at least four years of work experience in Korea within the past 10 years (*Arirang News*, 13 October 2011).

Employer sanctions

The Ministry of Employment and Labor in early 2012 announced a new regulation that punishes businesses hiring unauthorized migrant workers with a three-year ban (Bae, 2011a). Companies with unauthorized foreign employees will be warned the first time, but at

the second offense will be given a three-year hiring ban. Enforced on 1 July, the rule is one of the government's recent anti-illegal recruitment strategies (Bae, 2011a).

The Ministry of Employment and Labor also directed inspectors to investigate businesses employing foreign workers from May to June (Lee H., 2011).

Law on sending remittances to North Korea

In May, the Unification Ministry of South Korea announced plans to amend a law that would require North Korean defectors to obtain government approval for sending remittances to their families back home, a move that aims to legalize and raise the transparency of money transfers (Yonhap News Agency, 2011a; Song, 2011). North Korean defectors have criticized the plan, saying that the policy could put their families in danger and raise brokers' fees (Yonhap News Agency, 2011a).

Programs and services for migrants

In 2011, several programs and services for migrant workers, foreign spouses and North Korean refugees were introduced.

- The Seoul Metropolitan Government announced plans to pursue a year-long counseling tour service for migrants. The plan is based on a 2009 activity in which city officials visited communities with large foreign populations every week to offer legal and counseling services to those who are unable to go to city administrative centers (*The Korea Herald*, 28 January 2011).
- The Ministry of Employment and Labor may pursue the establishment of state-run Korean culture and language institutes in countries sending foreign workers under the Employment Permit System (EPS). The institutes, called "Sejonghakdang," will provide educational programs for foreigners who wish to learn about Korean culture and language. Institutes will be established in four or five countries which will be chosen from the 15 countries that send foreign workers to Korea (Bae, 2011b).

- In April, the Ministry of Employment and Labor directed employment service centers to provide subsidies for foreign spouses who want to pursue job training and tailored job consultations. Successful applicants will later be able to work as caregivers, factory workers and other occupations. The campaign aimed to help foreign spouses find jobs in Korea. The employment service centers also provide foreign language services (Bae, 2011c).
- The government plans to establish a second resettlement center for North Korean refugees in Hwacheon, Gangwon Province by 2012. Academic and skills training will be provided for those staying at the center. The resettlement area aims to provide more accommodation as the first center has reached its maximum capacity (*The Chosun-Ilbo*, 8 July 2011).

New biometrics system

Beginning January 2012, the government will implement the new biometrics system for foreigners residing in the country for more than three months. The new system, which was part of the revised immigration control law passed in April 2010, will be used for identification through fingerprint and facial structure scans. Some foreigners, however, have raised concerns that the system may lead to racial profiling (Lee R., 2011).

Union leader not deported

The Seoul Administrative Court has ruled in favor of Michel Catuira, a Filipino migrant worker and trade union leader accused of violating immigration laws, saying that it did not find irregularities in how he secured a job. Earlier, the immigration office denied his application for extension of stay, alleging that he created a fake employer in order to stay in the country to participate in the labor movement. The deportation of Catuira was rejected by the court (Yonhap News Agency, 2011d).

Catuira has been in South Korea since 2006 and was president of the Seoul-Gyeonggi-Incheon Migrants' Trade Union (MTU), affiliated with the Korean Confederation of Trade Unions. Catuira's lawyer, Cho Hye, said

the migrant worker was targeted because of his work with the union. In the past few years, some former officials of the MTU have been deported (Yonhap News Agency, 2011d).

The government does not acknowledge the MTU and believes unauthorized migrants do not have the right to form unions. A lawsuit on the legal status of the MTU has reached the Supreme Court (International Trade Union Confederation, 2012; Yonhap News Agency, 2011d).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	23.2
Rate of natural increase (%)	0.1
Percent urban	78.0
Population per square kilometer	644
Population ages 0-14 (% of total)	16.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	464.01 B
GDP growth (annual %)	4.07
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	-
Gender inequality index (rank - value)	-
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	-
Immigrant stock (Percent female)	-
Top five origin countries:	-
Emigrant stock (Percent female)	-
Top five destination countries:	-
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	-
Asylum-seekers by country/territory of asylum	-
Refugees by origin	-
Refugees by country/territory of asylum	-
International students (2010)	-
Inbound international students	-
Outbound international students	-

Sources: DGBAS (n.d.), PRB (2011)

ISSUES AND TRENDS

Migration and population trends

Immigration to Taiwan is mainly characterized by the entry of foreign labor in selected job sectors. Taiwan's economy, particularly the less skilled sector, has been dependent on foreign workers. Like Japan and South Korea, Taiwan is also facing an aging population (Tsai, 2011), which could pose implications on labor supply and demand. Without migrants, Taiwan's population could decline from its current estimated total of 23 million (*Migration News*, April 2011).

However, Taiwan's immigration policy remains well-bounded and strict, mostly allowing inflows of migrants to meet demands in the workforce. Annual data from the National Immigration Agency (NIA) show a gradual increase in the number of foreign residents over the years, from 403,700 in 2009, to 418,802 in 2010 and 466,206 in 2011. Across these years, there were more women than men who entered and settled in Taiwan, and most were aged 15 and over with a consistent share of about 98.2-98.4 percent (NIA, 2011a). This to a certain extent can be explained by the government's immigration policy focus on importing foreign labor for

certain sectors, as well as other trends like marriage migration.

Aside from foreign workers, the migrant population consists of foreign spouses. Data from the Ministry of Interior (MOI) show that in 2011, there were a total of 330,654 marriage registrants in Taiwan of which 8,054 were with foreigners (3,095 were men and 4,958 were women). Most of the foreign spouses came from Vietnam (2,935), Japan (950), the US (808) and Indonesia (713). Regionally, more than half of the foreign spouses (4,887) came from Southeast Asia (MOI, n.d.).

Unauthorized migration remains a problem. By the end of 2011, more than 16,000 unauthorized foreign residents were identified, lower compared to more than 17,000 in 2010 (NIA, 2011b). According to a report by the Control Yuan, more than 30,000 migrant workers in Taiwan are either missing or are runaways, and considered as having irregular or undocumented status (Huang and Wang, 2011).

Migrant workers

The increase of migrant workers to Taiwan in 2011 has been attributed to a recovering economy (Chen, Chen and Hou, 2011).² Data from the Council of Labor Af-

TABLE 1
Foreign Residents in Taiwan, 2009-2011

Year	Total foreign residents			Foreign residents 15 years and over (percent)	Foreign residents under 15 (percent)
	Subtotal	Male (percent)	Female (percent)		
2009	403,700 (100.0)	152,242 (37.7)	251,458 (62.3)	396,514 (98.2)	7,186 (1.8)
2010	418,802 (100.0)	160,963 (38.4)	257,839 (61.6)	411,922 (98.4)	6,880 (1.6)
2011	466,206 (100.0)	190,237 (40.8)	275,969 (59.2)	458,930 (98.4)	7,276 (1.6)

Source: NIA (2011a)¹

¹ For more data on foreign residents aggregated by economic activity or occupation, see NIA (2011a)

² For more data on foreign workers, see CLA (n.d.)

TABLE 2
Foreign Workers in Productive Industries and Social Welfare by Nationality, 2005-2011

	Total	Indonesia	Philippines	Thailand	Vietnam	Other
2005	327,396	49,094	95,703	98,322	84,185	92
2006	338,755	85,223	90,054	92,894	70,536	48
2007	357,937	115,490	86,423	86,948	69,043	33
2008	365,060	127,764	80,636	75,584	81,060	16
2009	351,016	139,404	72,077	61,432	78,093	10
2010	379,653	156,332	77,538	65,742	80,030	11
2011	425,660	175,409	82,841	71,763	95,643	4

Source: CLA (n.d.)

fairs (CLA) show that in 2011, there were 425,660 foreign workers in Taiwan, higher compared to 379,653 in 2010. Major source countries include Indonesia, the Philippines, Thailand and Vietnam (Table 2).

Trafficking in persons

Taiwan retained a Tier 1 ranking in the USDS *Trafficking in Persons Report 2011* for sustained anti-trafficking efforts, from prosecuting and punishing those involved in human trafficking, forced labor and forced prostitution, to providing protection for victims. The government continued to train law enforcement and officials and to disseminate anti-trafficking information (USDS, 2011).

Taiwan is mainly a destination of labor and sex trafficking victims, mostly those coming from South and Southeast Asia, lured by brokered labor or marriages and fake employment offers. It is also at times a source and transit of Taiwanese women trafficked to other countries including Japan, Australia, the US and the UK. The victims are enticed by deceptive job ads and are forced into prostitution (USDS, 2011).

POLICIES

Extension of migrant workers' stay

The CLA favored extending the period of stay of migrant workers up to 12 years. Under the current Em-

ployment Services Act, a foreign worker can only stay in Taiwan for a maximum of nine years and must spend at least a day outside of Taiwan every three years. The extension partly aims to prevent foreign workers from becoming runaways and undocumented migrants, who have no protection, insurance and benefits. It is also in support of families who need caregivers at home, according to the CLA (Huang and Wang, 2011).

Meanwhile, the CLA announced a program that provides monthly subsidies worth NT\$3,000-NT\$5,000 for unemployed local workers who will take on 3D jobs, mostly in the industrial sector. Incentives worth NT\$3,000 will go to locals who work in these jobs for a month, and beginning the third full month, they will receive NT\$5,000 every month for a whole year. The program aims to gradually lessen dependence on foreign workers, who have filled vacancies in sectors Taiwanese usually shun (Huang, 2011b).

Caregiver bill

The Cabinet drafted a bill that aims to protect the rights and welfare of caregivers, but one of its provisions – a “respite care” clause that requires a day-off for the caregiver – only applies to local Taiwanese employees and excludes foreign workers. Labor rights activists and groups have criticized the clause, which allows a substitute caregiver to work while the primary caregiver takes a day-off. It does not provide the same condition to foreign caregivers who must negotiate their breaks with employers. According to the Taiwan International Workers Association, this could put foreign caregivers

at risk of being exploited, as they are without negotiating power and could not change employers (Huang, 2011a).

The government also plans to draft a bill that would implement stricter criteria in processing applications for foreign caregivers. If approved, the legislation would set in place a rigid evaluation process for hiring foreign caregivers, with certification and training as part of the requirements. The proposed measure attempts to gradually replace foreign workers with locals and support the supply of domestic caregivers (Chen and Hsu, 2011).

Attracting foreign talent and skilled workers

To attract foreign talent, the government is planning a series of measures including lowering taxes for foreign white-collar and professional workers, similar to South Korea's move. According to Minister of Economic Affairs Shih Yen-shiang, Taiwan does not offer a lot of incentives that would encourage skilled foreign workers. It also has rigid requirements for obtaining a work permit, such as a minimum monthly wage of NT\$47,971 (\$1,570) and two years work experience. Of the more than 400,000 foreign workers in Taiwan, only over 10,000 are white-collar or professional workers, mostly teaching English (Tan, 2011).

The CLA is looking at easing regulations on admitting overseas Chinese and foreign students in Taiwan who intend to stay and join the workforce, such as dropping some requirements, particularly the two years work experience and a basic monthly salary of NT\$47,971. This measure will be applied to fresh graduates and job market entrants to encourage them to stay and work in Taiwan. However, the CLA's focus on targeting foreign students is different from that of the Council for Economic Planning and Development (CEPD), which is aimed at an across-the-board application of these changes (*The China Post*, 4 October 2011).

Direct hiring of Filipino workers

Taiwan has signed an agreement with the Philippines allowing for the direct hiring of overseas Filipino workers (OFWs) (Wei and Chang, 2011). Beginning 2012, online direct hiring will be allowed for employers in-

tending to hire foreign workers through a system established by the Bureau of Employment and Vocational Training (BEVT), under the CLA. Direct hiring would benefit both employers and workers since taking out the job broker or middleman would mean saving expenses of up to NT\$63,000 and reducing the waiting period for the arrival of new employees. The new online website aims to streamline the hiring process and is connected to the foreign administrative offices of sending countries such as the Philippines, Thailand and Vietnam (Lin, 2011).

Minimum wage hike

The CLA in July 2011 proposed a 5.03 percent wage hike, which will raise the minimum monthly wage from NT\$17,880 to NT\$18,780 (\$651.67). An estimated 1.7 workers in Taiwan, including 190,000 migrant workers, are expected to benefit from the proposal. However, labor groups remain dissatisfied, since they had been urging the government to increase the minimum wage by 31.2 percent. Business groups on the other hand said a 5.03 percent hike would be too high for them. CLA Minister Wang Ju-hsuan said the increase will be adjusted gradually and changes will be reviewed during the third quarter of each year (Su and Kuo, 2011).

Measures against illegal recruitment and labor violations

The CLA may increase fines and enforce tougher laws for the illegal brokering of foreign workers and unauthorized migration. It will propose an amendment to the Employment Services Act which would raise fines for illegal brokers between NT\$300,000 and NT\$1.5 million. Business licenses of brokers with high percentages of absconding workers may also be suspended (Central News Agency, 2011a).

In January, the CLA revoked the hiring permit for 80 foreign workers of an electronics manufacturer after an investigation found that the company had laid off Taiwanese workers to hire cheaper foreign workers. The workers' union lodged a complaint that the company laid off 18 Taiwanese workers (of which, 16 lost their jobs involuntarily) and later hired 73 workers from China. The CLA transferred the case to local authorities, which could fine the company between

NT\$300,000 and NT\$1.5 million (US\$10,300 to US\$50,000). The company also had to contact the 16 employees by the end of the month and ask them if they wanted to be rehired. Otherwise, the company could lose hiring permits for 16 foreign workers (Huang, 2011c).

Anti-trafficking measures

The NIA said it plans to sign more anti-trafficking agreements with other countries in 2012, particularly those in Southeast Asia. The NIA is already negotiating MOUs with selected countries to prepare for cooperative anti-trafficking efforts with other countries (*Taiwan News*, 2011). In August 2011, Taiwan signed a pact with Mongolia that primarily aims to train law enforcement personnel and to share intelligence concerning trafficking activities (*Taiwan News*, 2011). Moreover, the NIA said it is working with local non-government organizations, such as the Taiwan branch of ECPAT, which is an international agency that deals with the commercial exploitation of children (*Taiwan News*, 2011).

The NIA is also considering signing an agreement with South Korea that will strengthen bilateral cooperation on immigration affairs and anti-trafficking strategies. NIA Director-General Hsieh Li-kung said that immigration has become a global issue requiring international cooperative mechanisms, and that Taiwan shares with South Korea the same issues concerning human trafficking and other concerns related to migrant workers, foreign spouses and unauthorized migrants (CNA, 2011b).

Meanwhile, the CLA has presented to the Cabinet a draft of the household workers' bill which aims to reinforce state anti-trafficking efforts and to protect domestic employees from abuse and exploitation. However, it is still undetermined when the review of the bill will be finished and when it will enter the deliberation stage. Earlier, Premier Wu Den-yih directed officials to draft proposals that would address recommendations made by the USDS report (Shih, 2011b).

Biometrics system discriminatory?

The Ministry of Foreign Affairs is considering using a biometrics system as part of the rules for processing

foreign residents and migrant workers in Taiwan. The system will document fingerprints and will be first applied to migrant workers from Southeast Asian countries. Other revisions on the rules for foreign applicants include less restrictions on specific categories of visa applications and less stringent rules for those who need to visit the country for emergencies (e.g., hospitalized or recently deceased relatives) (*GMA News*, 1 April 2011).

The aim is to strengthen border control especially in selected Southeast Asian countries where visa processing procedures are not as rigorous. Citing national security as the main concern, Bureau of Consular Affairs Thomas Chen said applications using fraudulent identities still slip through the procedures from these countries. Beginning the first quarter of 2011, fingerprint scans will be required for foreigners from Vietnam, Thailand, the Philippines and Indonesia who plan to work in Taiwan for at least six months in blue-collar occupations (Shih, 2011a).

Groups like the Taiwan International Workers' Association (TIWA) and TransAsia Sisters Association, Taiwan (TASAT) have spoken against the plan, describing it as a policy of discrimination as it assumes Southeast Asian foreign nationals are more likely to use false identities to enter Taiwan (Shih, 2011a).

Deportation row with the Philippines

On 2 February, the Philippine government deported 14 Taiwanese nationals together with 10 Mainland China nationals on fraud charges. Taiwan's Ministry of Foreign Affairs criticized the move, saying "the Philippines failed to follow legal procedures in deporting the suspects" (Hou, 2011).

Anger against the deportation is believed to be behind the strict screening of Filipino applicants for work in Taiwan, as well as the suspension of visa-free entry for Filipinos holding visas to Australia, Canada, Japan, New Zealand, the US, the UK and the Schengen Area (Hou, 2011).

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SOUTH ASIA

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	32.4
Rate of natural increase (%)	2.8
Percent urban	22.0
Population per square kilometer	50
Population ages 0-14 (% of total)	44.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	19.18B
GDP growth (annual %)	5.7
GNI per capita, PPP (current international \$)	1,140
Human development index (rank - value)	172 - 0.398
Gender inequality index (rank - value)	141 - 0.707
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	90,883 (43.60)
Top three origin countries:	
Pakistan	(42,651)
Tajikistan	(21,325)
Uzbekistan	(1,066)
Emigrant stock (Percent female)	4.85 M (42.3)
Top five destination countries:	
Pakistan	(2.41 M)
Iran	(2.02 M)
Germany	(82,896)
US	(61,825)
UK	(52,224)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	447,547
Asylum-seekers by origin	37,801
Asylum-seekers by country/territory of asylum	53
Refugees by origin	2.66 M
Refugees by country/territory of asylum	66
International students (2010)	
Inbound international students	-
Outbound international students	5,757

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011-2012, Afghanistan's population was estimated at around 26.5 million (51 percent male and 49 percent female). Of the total, around 19.1 million live in rural areas while around 5.9 million live in urban areas and some 1.5 million have "a nomadic way of life" (Central Statistics Organization, n.d.). The population is relatively young in terms of age structure, with 46.1 percent aged below 15 and only 3.7 percent aged 65 and above (Central Statistics Organization, n.d.).

Refugee migration has been the dominant trend of human mobility in Afghanistan, which has had a long history of conflict and violence, forced displacement and poverty that persists to this day. Afghanistan continues to be the top country with the highest number of refugees recognized by the UNCHR, with almost three million of them scattered in different countries (Sedghi and Rogers, 2011). Internal displacement, largely caused by fighting between government and the Taliban insurgents and other types of conflict, has resulted not just in refugee movements but also trafficking in persons, both internally and transnationally. Such types of mobility continue partly due to political instability and limited response from the government, which has been mired in corruption, financial constraints and political tension.

Refugee migration

As of 2011, there were nearly 2.7 million (some sources cite three million) Afghan refugees in 79 countries worldwide. Afghanistan thus remains the top origin country with the highest number of refugees, of which around 95 percent are based in Pakistan and Iran (UNHCR, 2012). Many Afghans have also chosen to make their way to other countries such as Australia, Greece and Indonesia to seek asylum. Some have risked their lives by taking dangerous boat rides and paying to be smuggled to reach far-off destination countries.

Many Afghans continue to seek asylum and appeal for refugee status due to several factors, including the lack of opportunities, limited access to basic services and unemployment as well as increasing instability and in-

security in their home country (IRIN, 2011b). However, not all are granted refugee status. In the past few years, many Afghan asylum-seekers had been deported after their appeals were rejected (IRIN, 2011b).

In 2010, the number of asylum-seekers based in 44 industrialized countries (the US, Canada, Australia, New Zealand, Japan, the Republic of Korea and some countries in Europe) declined by nine percent compared to 2009. From 27,200 asylum claims by Afghans in 2009, the number went down to 24,800. Most of the claims in 2010 (22,939) were registered in Europe. The UNHCR and the Afghan Ministry of Refugees and Returnees attribute the change to tightened immigration regulations in destination countries (IRIN, 2011b).

An estimated 1.7 million Afghan refugees are living in Pakistan. Majority of them have lived outside their home country for years. Half of the population is said to have been born outside Afghanistan and do not own any property (IRIN, 2011a; UNHCR, 2011). For almost 30 years, Pakistan has hosted the largest number of Afghan refugees (IRIN, 2011b).

Meanwhile, Iran has hosted between 900,000 and one million Afghan refugees (IRIN, 2011b). The large inflows of Afghan refugees and the Iranian government's response have caused inter-country tension with Afghanistan. In 2011, Iran deported 2,200 refugees to Afghanistan's western Herat province, according to Provincial Refugee and Returnee Department Head Hamidullah Khatibi. The forced deportation was a violation of agreements between Afghanistan and Iran, the official said. The government has asked Iran to stop deporting Afghan refugees during winter, as it does not have enough resources to facilitate resettlement (Quraishi, 2011). Since 21 March 2010, Iran has repatriated around 160,000 Afghan asylum-seekers, including those without legal documents (Quraishi, 2011).

In December, hundreds of unauthorized migrants, including Afghans, went missing off the coast of East Java, Indonesia after strong waves hit their boat which sank in the middle of the sea. Only 76 of 380 people who had been on board were rescued. Most were Afghan and Iranian asylum-seekers. According to authorities, the boat migrants were headed to Australia, using Indonesia as a transit point (Reuters, 2011).

TABLE 1
Repatriated Afghan Migrants (April 2011-March 2012)

Repatriated Afghans	Total	Iran	Pakistan	Other countries
Persons	68,581 (100.0 %)	18,733 (27.3 %)	49,733 (72.5 %)	115 (< 0.01)
Families	12,501 (100.0 %)	3,701 (29.6 %)	8,777 (70.2 %)	23 (<0.01)

Source: UNHCR (cited in Central Statistics Organization, n.d.)

In Greece, only 71 of 65,000 Afghan asylum-seekers were granted citizenship. Refugees scattered in Greece face several problems, including claims of torture by police and nationalist parties, according to Afghan Cabinet minister Jamahir Anwari (*Pajhwok Afghan News*, 26 September 2011).

Return migrants and refugees

In 2011, Afghanistan was also one of the top countries of return, registering about 71,100 repatriated refugees, mostly those from Pakistan and Iran. Other countries with large numbers of return refugees include Libya, Iraq, Côte d'Ivoire, Sudan and the Democratic Republic of the Congo (UNHCR, 2012, 2011).

The UNHCR's voluntary repatriation program was launched in 2002 and has been an ongoing operation, facilitating the return of refugees to Afghanistan by granting them \$150 each for transportation and resettlement (UNHCR, 2011).

However, a community-based snapshot survey by the UNHCR and the Ministry of Refugees and Repatriation estimates that around 40 percent of Afghan returnees have not yet reintegrated into their original communities. Those who have returned will need government support – many of them do not have jobs, shelter and access to services such as education and health care (UNHCR, 2011).

Data from the Central Statistics Organization of Afghanistan present slightly different numbers on the repatriated Afghan migrants in 2011 (note that the figures do not include the first few months of 2011 but cover the first few months of 2012). As seen in Table 1, nearly 70,000 Afghan migrants returned to their homeland from April 2011 to March 2012, majority coming from Pakistan, followed by Iran. Few came from other countries. Table 2 shows that the number of returnees in 2011 significantly decreased compared to 2010, though it is slightly higher compared to 2009. Pakistan and Iran are the major source countries of Afghan returnees,

TABLE 2
Repatriated Afghan Migrants by Year (2008-2011)

Year	Total Persons	%	Iran	%	Pakistan	%	Other countries	%
2007	365,410	100.0	7,054	1.9	357,635	97.9	721	0.2
2008	278,484	100.0	3,656	1.3	274,200	98.5	628	0.2
2009	54,552	100.0	6,028	11.1	48,320	88.6	204	0.4
2010	112,968	100.0	8,487	7.5	104,331	92.4	150	0.1
2011	68,581	100.0	18,733	27.3	49,733	72.5	115	0.2

Source: UNHCR (cited in Central Statistics Organization, n.d.)

Note: Percentages may not add up to totals due to rounding.

which reflect the concentration of Afghans in these two countries.

According to UNHCR spokesperson Nader Farhad, the decline in the number of repatriated Afghan migrants is due to the lack of drinking water and shelter, few clinics, poor education facilities and limited opportunities for livelihood in their areas of origin, as well as continued instability and insecurity in the country (IRIN, 2011a).

Since 2002, around 4.6 to five million Afghans have returned from Pakistan and Iran, with the assistance of the UNHCR through its repatriation program (IRIN, 2011a, 2011b). The UNHCR has called for aid and financial support to help refugees return to their places of origin (IRIN, 2011a).

Internal displacement

By the end of 2011, the estimated number of internally displaced persons in Afghanistan stood at 450,000, according to figures from the government and the UNHCR. It is the highest estimate since 2002 and twice as high as the estimate in 2008. Moreover, the IDMC notes that the figure may not have included those forcibly displaced and are living in inaccessible areas (IDMC, 2012a).

In 2011, there were 186,000 newly displaced people, higher compared to 102,000 in 2010. Aside from ongoing conflict, chronic poverty and natural calamities have also caused some displacements (IDMC, 2012a). Internal displacement in Afghanistan persists mainly due to armed conflict and violence, especially those caused by the fighting between Afghan National Security Forces and the Taliban and to a lesser extent inter-ethnic disputes and conflict over access to land and water (IDMC, 2012a).

Meanwhile, a study by the World Bank and the UNHCR in 2011 found that IDPs in urban areas were more vulnerable compared to non-displaced urban poor, and that they were the most affected in terms of unemployment, lack of housing and shelter as well as food insecurity (IDMC, 2012a).

The IDMC reported that the government has limited resources and capacity to effectively respond to internal displacement. Despite humanitarian activities, these were met with obstacles such as the inaccessibility of some IDPs, insufficient funding, limited useful information, and the reluctance of the government to recognize all IDPs (IDMC, 2012a).

As of 2011, an estimated 43.7 million people were considered internationally and internally displaced, according to UNHCR's *Global Trends 2011* report. IDPs grew in number to about 27.5 million by the end of 2010 (Sedghi and Rogers, 2011).

Trafficking in persons

Internal and international human trafficking continues to be prevalent and rampant in Afghanistan, which has become a destination, source and transit country for victims of forced labor and sex trafficking. Internal trafficking is said to be a greater and more widespread problem compared to transnational trafficking. Moreover, children have comprised a significant share of victims, with most of them used for forced labor, forced begging and street vending and sexual exploitation, especially by organized crime groups. Women victims have been subjected to forced domestic work, marriages and prostitution. Many women and children have been sold and trafficked to pay off the debts of their families or to settle disputes (USDS, 2011). Trafficking routes to and from Afghanistan have involved mostly countries in the Gulf region and in South and Southeast Asia.

Government response has been limited and weak, partly due to a long history of conflict and violence, political instability and poverty, as well as constrained state resources. For the second consecutive year, Afghanistan was placed in the Tier 2 Watch List of the USDS *Trafficking in Persons Report 2011*. The report stated that despite increasing anti-trafficking efforts, the government failed to convict traffickers, punished victims of sex trafficking for adultery and prostitution, and continued to underestimate the widespread trafficking problem in the country (USDS, 2011).

POLICIES

Return migration program

The Afghan government in 2011 announced plans of creating a program that will facilitate the return of over three million Afghan refugees, most of whom are living in Iran and Pakistan. The program is expected to be discussed at an international stakeholders' conference in Tokyo by 2012 (RFE/RL, 2011).

On 27 September, Minister for Refugees and Returnees Jamohir Anuri said the government will need international assistance and support to pursue the program as well as funds amounting to \$1 billion. The government says that return migration may benefit the millions of Afghan refugees in other countries who suffer from limited access to health care, food and shelter, and are denied of basic rights (RFE/RL, 2011).

Agreement with Australia regarding failed asylum-seekers

On 17 January, Afghanistan and Australia signed an agreement that allowed for the deportation of Afghans whose asylum claims were rejected (Cullen, 2011; IRIN, 2011b). However, there is no formal system for returning them to their country of origin (Cullen, 2011). Amnesty International has criticized the MOU, though Afghan officials said they do not support forced deportations (IRIN, 2011b).

An estimated 2,500-2,600 Afghan asylum-seekers are in detention centers in Australia (Cullen, 2011; Narushima, 2011). Immigration Minister Chris Bowen said the agreement aims to "dissuade people from risking their lives by joining people-smuggling ventures" (Narushima, 2011). In the past years, asylum-seekers returned to Afghanistan through voluntary repatriation. Experts and refugee groups warn that deporting these asylum-seekers could put them in greater danger considering the extremely tense security situation in Afghanistan (Narushima, 2011).

Legalization of refugees in Iran

Afghan officials have begun efforts to legalize the presence of refugees in Iran, one of which is to send a high-level delegation to meet with Iranian officials in the near future, according to the Ministry of Foreign Affairs. The delegation will attempt to settle issues concerning Afghan refugees in Iran and negotiate for the legalization of their status (Siddiqui, 2011).

Repatriation of Afghan children from the EU

The UK is considering repatriating Afghan children whose asylum claims were rejected in 2012. Refugee groups in Europe are against the plan, saying the children sent back to Kabul may end up in orphanages located in war-torn areas. According to the Home Office, however, the plan will most likely apply only to those aged 16 and 17 years old, and whose families can be located (Crawford, 2011).

Around 547 asylum claims registered in the UK were for Afghan children (Crawford, 2011). Generally, Afghan children whose asylum appeals were rejected are not repatriated from the UK until they are 18 years old, and are often given discretionary permission to stay in the country or placed under foster care (Crawford, 2011).

According to *BBC News*, the Home Office has joined Sweden, Norway and the Netherlands in forming a project titled the European Return Platform for Unaccompanied Minors (ERPUM) which will repatriate some asylum-seeking children beginning 2012 (Crawford, 2011).

The IOM, however, said that it does not support the repatriation of the children and will not be involved in the project. Meanwhile, the Afghan Ministry of Refugees has expressed opposition to forced returns of children. An EU-commissioned report reveals that the Afghan government has not accepted repatriated children due to Afghanistan's security issues and the lack of an efficient child protection system. Moreover, the report found non-existing reintegration programs and lack of experience and training among authorities concerning children's rights (Crawford, 2011).

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BANGLADESH

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	150.7
Rate of natural increase (%)	1.5
Percent urban	25.0
Population per square kilometer	1,046
Population ages 0-14 (% of total)	31.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	111.88 B
GDP growth (annual %)	6.7
GNI per capita, PPP (current international \$)	1,940
Human development index (rank - value)	146 - 0.500
Gender inequality index (rank - value)	112 - 0.550
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	1.09 M (13.9)
Top five origin countries:	
Libya	(177,055)
Burma	(153,590)
China	(135,608)
Indonesia	(120,420)
Lao PDR	(67,246)
Emigrant stock (Percent female)	6.48 M (35.5)
Top five destination countries:	
India	(3.19 M)
Saudi Arabia	(1.05 M)
UAE	(458,591)
Kuwait	(288,732)
Syria	(244,236)
Migrant remittance inflows (US\$)	12.07 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	4,923
Asylum-seekers by country/territory of asylum	2
Refugees by origin	10,052
Refugees by country/territory of asylum	29,669
International students (2010)	
Inbound international students	1,589
Outbound international students	20,831

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, Bangladesh's total population stood at 139.25 million, with 112.51 million (80.8 percent) living in rural areas and 26.74 million (19.2 percent) in urban areas. Of the total, 69.52 million (around half or 50 percent) were male and 69.74 million (50 percent) were female (Bangladesh Bureau of Statistics, 2012). With a large population and limited job opportunities, thousands of Bangladeshis have pursued overseas employment to financially support their families back home. Thus, international labor migration from Bangladesh has been the dominant migration flow in this country. Overseas labor from Bangladesh has had an impact not only on the government's policy issues concerning labor rights and protection mechanisms for migrant workers, but also on remittances sent home. An estimated 7.1 million Bangladeshi migrants live abroad, according to government data (IOM, 2011; Rashid, 2011).

2011 Deployment

In 2011, the number of Bangladeshi migrant workers rose to 568,062, up from 390,702 in 2010 and 475,278 in 2009. The increase is a significant change from the deployment decline in the last two years, though it is still much lower compared to 875,055 in 2008 (BMET, n.d.). From 2010 to 2011, the major countries of desti-

nation were Saudi Arabia, Oman, Singapore, Lebanon and Bahrain, as well as Libya, before the uprising began (BMET, n.d.).

The decline in deployment numbers has been attributed to recruitment problems, including unscrupulous manpower agencies overcharging migrants or sending too many migrants abroad, including the unqualified. Many have ended up arriving at the destination country without a valid employment contract, compelling them to find work as irregular migrant workers to repay debts (*Migration News*, January 2011).

Repatriation of migrant workers from Libya

Thousands of Bangladeshi migrant workers fled the conflict and violence in Libya in early 2011, prompting the government to seek assistance from international organizations. According to Minister of Expatriates Welfare and Overseas Employment Khandaker Mosharraf Hossain, around 3,400 Bangladeshis sought refuge at the Egyptian border and 300 more at the Tunisian border. They were living in camps run by the International Committee of the Red Cross (ICRC) and the IOM (Xinhua News Agency, 2011a). Some 7,500 managed to leave amid the UNCHR call for mass evacuations. Around 60,000 Bangladeshis were said to have been working in construction sites when the conflict erupted in Libya (AFP, 2011a).

Though the government prepared a ship to evacuate migrant workers, the minister said it is still the duty of companies to provide security for their migrant workers in Libya (Xinhua News Agency, 2011a). Other reports suggest that thousands of Bangladeshi workers had to rely on private companies and the IOM for assistance. Bangladeshi officials admit the lack of resources to send ships or planes to facilitate the evacuation of Bangladeshi migrant workers. Moreover, the government also advised its citizens to stay in Libya if they are not in direct danger (AFP, 2011a).

Evacuees who managed to return to Dhaka felt abandoned by the government, saying that there were no embassy officials to assist them while other countries already sent representatives to process visas and provide food for their migrant workers (AFP, 2011a).

TABLE 1
Overseas Employment and Remittances (2007-2011)

Year	Total Overseas Employment	Remittances (Million USD/\$)
2007	832,609	6,562.71
2008	875,055	8,979.00
2009	475,278	10,717.73
2010	390,702	11,004.73
2011	568,062	12,168.09

Source: BMET (n.d.); Remittance data from Bangladesh Bank, cited in BMET (n.d.)

Bangladeshi migrants on death row

In October, eight Bangladeshi migrant workers were beheaded in Riyadh for robbing and murdering an Egyptian security guard (Palma and Hossain, 2011).

Human rights activists and groups have condemned the executions, which they consider barbaric and against international human rights laws. Some, however, believe the Bangladeshi government could have done more to save the workers and that the issue has exposed gaps in its foreign policy. It could have done more to convince Saudi Arabia to repatriate the prisoners who would have been punished in their country of origin, according to Adilur Rahman Khan, secretary of Odhikar, a human rights organization (Palma and Hossain, 2011).

Another legal aid group, Ain O Salish Kendra (ASK), said that the government should provide legal assistance to migrant workers who face the same issues in other countries, noting that the families of the eight executed migrants were not even informed (Ghosh, 2011). Many foreign workers in Saudi Arabia also do not understand the local laws and often are unable to seek legal representation (Ghosh, 2011).

The National Human Rights Commission says the government must protect migrant workers abroad and that one step is to ensure that labor attachés efficiently accommodate and respond to the concerns and issues faced by Bangladeshis abroad (Rashid, 2011). NHRC Chair Mizanur Rahman said that labor attachés were not doing enough to protect migrant workers. They are often indifferent to the concerns raised by migrant workers as well as their requests for assistance, many of which have been rebuffed by these missions abroad (Rashid, 2011).

According to Zafar Ahmed Khan, Secretary of the Expatriates' Welfare and Overseas Employment Ministry, in February, labor attachés in different missions abroad had been asked to come to Dhaka to be trained in addressing problems of migrant workers and ensuring their protection in light of the recent decline in labor migration from Bangladesh (Rashid, 2011).

As of October 2011, five other Bangladeshis were reportedly on death row for murdering three compatriots. Their cases could lead to executions unless the cases are settled either by appeal or by negotiating with the complainants (Palma and Hossain, 2011).

Bangladeshi nationals imprisoned in countries abroad have totaled up to 5,035 as of June 2011. Most were detained for violating immigration laws or for committing major or minor criminal offenses. Based on embassy reports, the top five countries with the highest numbers of Bangladeshi prisoners are: Malaysia (1,900), Saudi Arabia (1,046), India (330), UAE (308) and South Africa (260) (*bdnews24.com*, 2 June 2011).

Trafficking in persons

Trafficking from Bangladesh typically victimizes men and women intending to work overseas and lured by false job offers, with many of them ending up in conditions of forced labor and debt bondage. Many of them migrate to countries in the Middle East, to Malaysia, Singapore and Europe for legal contractual work, but are exploited by employers and recruiters, or are held by forced labor or debt bondage. Women and children have been trafficked for commercial sex, both internally and abroad, especially to India and Pakistan. Rohingya refugees from Burma who entered Bangladesh through unofficial channels have also ended up in forced prostitution.

Bangladesh for the third consecutive year was placed on the Tier 2 Watch List due to the lack of convictions and prosecutions of traffickers and the absence of government reports on sanctions for officials found to be complicit in human trafficking. However, the USDS *Trafficking in Persons 2011* report noted government efforts in drafting an anti-trafficking law and in creating an interagency task force to monitor recruitment agencies and the fees they charge to migrant workers (USDS, 2011).

Conflict-driven internal displacement

Internal displacement in Bangladesh continues partly due to the 20-year history of armed conflict in the

Chittagong Hill Tracts (CHT) involving army-supported Bengali settlers and indigenous groups seeking autonomy. Despite the CHT Peace Accord, which had granted autonomy and cultural recognition to indigenous communities, clashes still continued even up to 2011. Some 600 new internal displacements due to clashes between indigenous groups and settlers, as well as violations by armed forces, were reported. IDMC notes, however, that internal displacement in Bangladesh is largely undocumented due to restrictions on independent reporting (IDMC, 2011a).

Floods, displacement and environmental migration

Bangladesh is highly vulnerable to environmental disasters, especially floods, which are considered as the most dangerous natural disaster for its people. Flooding resulted in the death of millions of Bangladeshis and massive destruction of property and resources.

Flooding in July led to the displacement of an estimated 400,000 people, making it the 7th largest disaster in 2011 based on the number of IDPs. Bangladesh was also the 8th country with the largest internal displacement caused by a disaster in 2011, following China, the Philippines, Thailand, India, Japan, Sri Lanka and Mexico (IDMC, 2011b).

According to the IOM, such disasters will “become more and more important in Bangladeshis’ decision to migrate” (Quencez, cited in Gemenne, Brücker and Ionesco, 2012: 59). Though Bangladeshi migration to India has also been partly explained by economic and security factors, environmental conditions are also gaining attention as a significant precursor to some movements.

Quencez (cited in Gemenne, Brücker and Ionesco, 2012) suggests that the 2011 floods in Bangladesh reflect the complexity of environmental migration, particularly the flood-induced migration of Bangladeshis to India. Bangladesh and India share a land border and major rivers. The disaster stresses the need for international cooperation and bilateral response; environment-related migration also has implications on the relations between Bangladesh and India (Quencez, cited in Gemenne, Brücker and Ionesco, 2012: 57).

Rohingya refugees

In early December, Bangladesh finalized its decision to repatriate thousands of Burmese refugees to their homeland, particularly those who meet key criteria that would ensure their legal citizenship there. A senior official of the Immigration Ministry clarified, however, that ethnic Rohingya refugees will most likely not be included in the batch of 2,500 refugees that will be repatriated, as they are not considered Burmese citizens but Bengalis who migrated during the Second World War (AFP, 2011b). UNHCR said it has yet to receive official information from both Bangladesh and Burma concerning the planned repatriation. Nevertheless, the agency’s stance is voluntary repatriation (AFP, 2011b).

Over the years, there have been constant flows of Rohingya refugees from Burma to Bangladesh. Around 25,000-28,000 of them are living in UNHCR camps in Bangladesh. Around 200,000 others are living outside the camps and do not have access to humanitarian aid (AFP, 2011b; *VOAnews.com*, 16 February 2011). Ethnic Rohingyas according to the UN comprise one of the most persecuted minorities on earth, without right to own land and without freedom to marry or travel unless with permission (AFP, 2011b).

An increasing number of Rohingya refugees has been leaving Bangladesh and paying smugglers for boat rides to different countries in Southeast Asia to start new lives, according to Human Rights Watch. In February, Indonesian authorities found some 129 Rohingya migrants who ended up stranded for days after a boat engine failure. Some 220 Rohingyas were found in southern Thailand and Indian authorities saved 91 Rohingyas in the Andaman Sea (*VOAnews.com*, 16 February 2011). The increasing number of Rohingya boat migrants could add to the ongoing flows of refugees headed to Australia and other Southeast Asian countries.

Remittances

In 2011, Bangladesh was the 8th largest remittance recipient in the world, with inward flows amounting to \$11.99 billion. Based on a World Bank survey, the coun-

try follows the top seven remittance recipients, namely: India (\$57.82 billion), China (\$57.28 billion), Mexico (\$23.63 billion), the Philippines (\$23.02 billion), France (\$16.38 billion), Pakistan (\$12.19 billion) and Germany (\$12.14 billion) (Byron, 2011). The global survey was prepared by the World Bank Migration and Remittance Unit and was based on data available until September (Byron, 2011).

The continuous rise in remittances to Bangladesh is attributed to the rise in labor migration. Despite the overall growth in remittances, monthly inflows during 2011 fluctuated. This was particularly pronounced in May, due to the mass evacuations of Bangladeshi workers from the unrest in Middle East and North Africa. During the month, migrant workers were only able to remit \$993.25 million, lower compared to \$1,001.97 in April. On the other hand, the recorded inflow in May was higher compared to the same month in 2010 (\$903.05 million) (*The Daily Star*, 7 June 2011).

Aside from the impact of the Arab Spring, Bangladesh has yet to thoroughly recover from the recent global economic crisis, which had pulled down the annual number of deployed migrant workers (Al-Mahmood, 2011).

Many Bangladeshi families depend on the remittances sent home by migrant workers. Remittances have also kept the national income afloat, representing around 12 percent of the country's GDP (Al-Mahmood, 2011). Policy Research Institute Executive Director Dr. Ahsan Mansur said remittances are six times larger compared to official development assistance and 11 times larger than foreign direct investment in the country. Lower remittances could translate to less cash running in the local economy (Al-Mahmood, 2011).

POLICIES

Bangladesh ratifies UN convention on migrant workers

The Bangladeshi government on 24 August 2011 ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of their

Families, a move lauded by the International Federation for Human Rights (FIDH) and its member organization, Odhikar (ITUC, 2012; UN, 2013).

Support for repatriated migrant workers from Libya

In May, Bangladesh signed an agreement with the World Bank that grants the government funding for a repatriation program benefiting returning migrant workers from Libya. The program, managed by the government and the IOM, provides reintegration cash grants to returnees using World Bank funds worth \$40 million. As of August, some 1,600 out of 37,000 Bangladeshi migrant workers received reintegration grants worth \$680 each. The program is expected to provide cash grants to the rest of the returnees (IOM-Dhaka, 2011; Xinhua News Agency, 2011b).

Meanwhile, IOM-Bangladesh Chief Rabab Fatima said that the joint efforts of the government and the IOM were able to repatriate 37,000 Bangladeshi workers. Based on the returnees' accounts, Fatima said many of them were deceived and exploited by middlemen, charging them exorbitant fees and confiscating their passports and work contracts, among other tactics. Almost 90 percent of the repatriated want to go back to Libya due to the high wages they earn there (*The Daily Star*, 24 November 2011).

The government has pledged to facilitate a safe process for returning migrants to Libya once the country has stabilized (*The Daily Star*, 24 November 2011). The Bangladeshi Embassy in Libya in December also called for stricter measures in the deployment of migrant workers to Egypt, Sudan and Libya, stressing the activities of illegal manpower syndicates (Palma, 2011).

Online registration system

The government has simplified the process for overseas employment by implementing an online registration system where jobseekers can input their personal and work information through computers or mobile phones. The online government system allows jobseekers to register on their own instead of paying middlemen to finish the job for them. The government also plans to issue smart cards for migrant workers

which will contain their personal information, including names, passport numbers, photos and employment details. It can also be used to monitor and track migrant workers in destination countries. Whenever a migrant worker encounters a problem or an issue in the host country, he or she can proceed to the Bangladeshi embassy and present the card to seek assistance (Ethirajan, 2011).

Bangladeshis avail of amnesty program in Malaysia

About half a million Bangladeshi workers are in Malaysia, including irregular and unauthorized migrants. In August, those with unauthorized status sought legalization under an amnesty program of the Malaysian government. A total of 267,803 unauthorized Bangladeshi migrants registered with the Bangladeshi embassy in Kuala Lumpur. Around 247,622 of them did not have passports. It is expected that registrants would obtain passports by January 2012 (Karim, 2011).

Dhaka hosts the 4th Colombo Process

In April, Bangladesh hosted the 4th Ministerial Consultation of the Colombo Process in Dhaka, which concluded with a 10-point Dhaka Declaration concerning vulnerable workers, creating contingency strategies for repatriations and developing strategies in response to climate-driven migration (*Migration News*, July 2011).

During the consultation, the Bangladeshi government introduced the newly-created Expatriate Welfare Bank which will help migrant workers with their debts, which oftentimes amount to around 20-30 percent of their earnings (*Migration News*, July 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	1,241.3
Rate of natural increase (%)	1.5
Percent urban	29.0
Population per square kilometer	378
Population ages 0-14 (% of total)	33.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	1.85 T
GDP growth (annual %)	6.9
GNI per capita, PPP (current international \$)	3,590
Human development index (rank - value)	134 - 0.547
Gender inequality index (rank - value)	129 - 0.617
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	5.44 M (48.7)
Top five origin countries:	
Bangladesh	(3.19 M)
Pakistan	(1.40 M)
Nepal	(377,928)
Sri Lanka	(205,456)
Burma	(62,505)
Emigrant stock (Percent female)	11.4 M (40.5)
Top five destination countries:	
US	(1.56 M)
Pakistan	(1.45 M)
Saudi Arabia	(1.42 M)
UAE	(1.20 M)
Kuwait	(755,584)
Migrant remittance inflows (US\$)	63.01 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	4,052
Asylum-seekers by country/territory of asylum	3,518
Refugees by origin	16,232
Refugees by country/territory of asylum	185,118
International students (2010)	
Inbound international students	-
Outbound international students	200,621

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

India's population stood at 1.21 billion, growing by 181 million in the past decade, according to the 2011 census. Indians comprise around 17 percent of the total world population, with its most populous state Uttar Pradesh registering a population of 199 million (*BBC News*, 31 March 2011; Registrar General and Census Commissioner, Government of India, 2011). However, the population growth rate slowed, from 21.5 percent in the past decade (1991-2001) to around 17.6 percent. The reported sex ratio was 940 females to 1,000 males, rising by seven points, though the child sex ratio is 914 girls against 1,000 boys, the lowest since India's independence in 1947. The gender imbalance has become a cause of concern for officials, not to mention issues such as the general preference for boys and rampant incidents of female feticide or sex-selective abortion in the country (*BBC News*, 31 March 2011; *Business Standard*, 1 April 2011; Kumar, 2011).

India has a large overseas Indian population (Table 1).¹ Government data show that as of mid-2012, overseas Indians numbered at 21.91 million, of which 10.04 million (45.8 percent) were non-resident Indians (NRIs)² and 11.87 million (54.2 percent) were persons of Indian origin (PIOs).³

Included among non-resident Indians are the millions of migrant workers based in different countries abroad. In 2011, a total of 626,600 Indian workers were deployed abroad, higher compared to 610,000 in 2009 (MOIA, 2012b). The large and long-standing presence of Indian migrants abroad has resulted in the forma-

TABLE 1
Population of Overseas Indians (as of May 2012)

Category	Total	Percent
Overseas Indians	21,909,875 (21.91 million)	100
Non-resident Indians (NRI)	10,037,761 (10.04 million)	45.8
Person of Indian Origin (PIO)	11,872,114 (11.87 million)	54.2

Source: Ministry of Overseas Indian Affairs (MOIA, 2012a)

tion of diaspora communities and groups worldwide, with some creating associations and organizations.⁴

Unauthorized migration especially to the US, the UK and other high-income countries is also common among many Indian migrants, though estimates vary. As of 2011, for instance, an estimated 240,000 unauthorized Indian migrants are said to be living in the US (PTI, 2012).

As seen in Table 2, the top destination countries of overseas Indians were the US, Malaysia, Saudi Arabia, the UK and Sri Lanka. For NRIs, including overseas Indian workers, the top destination countries were Saudi Arabia, the UAE, the UK, the US and Canada. For PIOs, however, the main destination countries were: Malaysia, Sri Lanka, the US, South Africa and Canada.

Student migration from India has also been rising. In 2010, for example, a total of 200,621 Indians left the country to study in different countries abroad (Table 3). The top five destinations of outbound international

¹ For the full list of data on overseas Indians, see [http://moia.gov.in/writereaddata/pdf/NRISPIOS-Data\(15-06-12\)new.pdf](http://moia.gov.in/writereaddata/pdf/NRISPIOS-Data(15-06-12)new.pdf). To view reports on the Indian diaspora according to specific countries, see <http://moia.gov.in/accessories.aspx?aid=11>.

² Non-Resident Indian (NRI) – “An Indian citizen who is ordinarily residing outside India and holds an Indian Passport” (MHA, n.d.).

³ Person of Indian Origin (PIO) – “A person who is an Indian national or whose ancestor was an Indian national and who is presently holding another country's citizenship/nationality, i.e., he/she is holding [a] foreign passport” (MHA, n.d.).

⁴ Overseas Indian associations are an example. To view a list of overseas Indian associations compiled by the MOIA, see http://moia.gov.in/pdf/Lis_of_Overseas_Indian_Associations.pdf.

TABLE 2
Population of Overseas Indians by Top Destination Countries (as of May 2012)

Overseas Indians (OI)	21,909,875 (Total)
Top destination countries	
US	2,245,239
Malaysia	2,050,000
Saudi Arabia	1,789,000
UAE	1,750,000
Sri Lanka	1,601,600
Non-resident Indians (NRI)	10,037,761 (Total)
Top destination countries	
Saudi Arabia	1,789,000
UAE	1,750,000 *
UK	1,500,000 *
USA	927,283
Canada	200,000
Persons of Indian Origin (PIO)	11,872,114 (Total)
Top destination countries	
Malaysia	1,900,000
Sri Lanka	1,600,000
US	1,317,956
South Africa	1,200,000
Canada	800,000

Note: * - Assumed estimate

Source: MOIA (2012a)

TABLE 3
Outbound International Students, 2010

Total Outbound Mobile Students (Students from Given Country Studying Abroad, M and F)	200,621
Top 5 Destinations (Host Countries) for Outbound Mobile Students	
US	(103,968)
UK	(38,205)
Australia	(20,429)
New Zealand	(6,650)
Canada	(2,364) *

Note: *- Figure as of one (1) year prior to reference year

Source: UIS (2012)

students that year were the US, the UK, Australia, New Zealand and Canada (UNESCO, 2012).⁵

Repatriation of Indian migrants

In January, the government provided assistance and facilitated the return of more than 200 Indians who were aboard the *Costa Concordia* in Italy. The conflict in Egypt, Libya, Yemen and other Middle Eastern countries had prompted the evacuation and return of hundreds of Indian migrants. Assistance was given to 750 Indians from Egypt, 18,000 from Libya and at least 150 from Yemen (MOIA, 2012b).

Twenty-three Indians were brought home from Bangui, Central African Republic, when it was discovered they were living in poor and unhygienic conditions. More than 100 Indians in Abidjan, Ivory Coast were evacuated after fighting broke out in the area (MOIA, 2012b).

Internal migration

Internal migration in India is dominated by movements flowing from rural areas to the cities and urban areas. In the 2011 census data, India's rural and urban population significantly grew compared to the 2001 census (Biswas, 2011).

Journalist P. Sainath said increased internal migration is to a certain extent associated with the decline of agricultural livelihoods, resulting in "distress migration," or the movement of millions to the cities and towns due to the lack of employment opportunities and depleting farm incomes and resources. He added that millions of Indians are going through a "despair-driven exodus" from the countryside, moving from place to place without any final destination (Biswas, 2011).

Urban areas may need to consider the implications of a growing population, including ensuring resource capacity, providing enough jobs and preventing social unrest and tension (Biswas, 2011).

Internal displacement

In 2011, several population displacements occurred due to armed conflict, ethnic or communal violence

and natural disasters, particularly extreme floods during the year (IDMC, 2012a). The IDMC estimates that IDPs in India number at least 506,000, with around 53,000 new displacements from 2010. In total, IDPs represent less than 0.1 percent of the national population (IDMC, 2012a).

In 2011, over 50,000 people were displaced at the onset of inter-ethnic fighting between Rabha and Garo groups in northeast Assam and Meghalaya. In November 2011, more than 3,000 people were forced out of their island-based homes in Manipur by local authorities as a "counter-insurgency measure." IDMC notes, however, that such figures are only conservative estimates counting only identified IDPs living in camps (IDMC, 2012a).

According to IDMC, there is no national policy for those displaced due to armed conflict and violence in India. There has been no national agency or ministry assigned to protect IDPs and to monitor their numbers. Moreover, humanitarian organizations have limited access, thus little aid reaches IDPs (IDMC, 2012a).

In 2011, thousands of people were also displaced due to several floods that hit India. During the year, India stood as the fourth country that had the highest number of displaced people due to natural disasters (1.5 million), after China (4.49 million), the Philippines (2.5 million) and Thailand (1.65 million). Out of seven natural disasters that hit India in 2011, the worst was the floods during August-October, which caused the displacement of an estimated 570,000 people (IDMC, 2012b).

Trafficking in persons

In the USDS *Trafficking in Persons Report 2011*, India was ranked Tier 2, an improvement from its status under the Tier 2 Watch List in the past years. According to the TIP report, the government launched a program that aimed to improve anti-trafficking law enforcement, set up more than 80 anti-human trafficking units and convicted those involved in bonded labor. Rescue and rehabilitation for bonded labor victims were also strengthened. More importantly, India also ratified the 2000 TIP Protocol. The report identifies, however, the

⁵ UNESCO (2012) does not present data on student migration to India.

continued complicity of public officials in human trafficking and further need to improve law enforcement against bonded labor (USDS, 2011).

Forced labor through debt bondage and the use of violence to maintain hold over their victims is believed to be India's "largest trafficking problem." According to the report, men, women and children have suffered under such conditions in agricultural work and manufacturing factories. Most cases of forced labor are experienced by internal migrants, especially those coming from lower economic classes or castes. Local women and girls as well as those from Bangladesh and Nepal have been trafficked to India for local prostitution or as a transit point before being brought to the Middle East for forced labor and forced prostitution (USDS, 2011).

Remittances

Despite the recent global economic crisis, India sustained a seven-percent growth, partly reinforced by the inward flows of remittances sent home by Indian migrant workers (MOIA, 2012b). In 2011, India was still the largest recipient of remittances (for the third consecutive year) at around \$55 billion, according to World Bank estimates (MOIA, 2012b).

POLICIES

Immigration Bill

In 2011, a new Immigration Management Bill (also referred to as Emigration Management Bill) that aims to replace the Immigration Regulation Act of 1983 was introduced in the parliament. If passed, the "Emigration (Amendment) Rules 2009" will require all employers, recruitment agencies and migrant workers to register with the MOIA. A provision also requires agents to meet specific criteria before they will be allowed to run a recruitment business. This regulation would address most of the issues faced by Indian migrant workers abroad, especially the semi-skilled and unskilled laborers who are often vulnerable to labor and recruitment exploitation (Saifuddin, 2011).

Among others, the provisions require a permit-holding recruitment agent to detail contract and employment conditions to the prospective migrant worker before recruitment, to provide insurance cover during the contract period and to ensure that the migrant is properly received in the destination country (Saifuddin, 2011).

In line with the enforcement of this new bill, the e-Migrate project, which introduces a biometric system that will process electronic passports will also be implemented in stages over the next three years. The project is expected to streamline critical migration processes (Saifuddin, 2011).

Citizenship Amendment Bill 2011

On 8 December 2011, the Citizenship (Amendment) Bill was introduced in the Rajya Sabha, the upper house of the Indian Parliament. The bill aims to amend the Citizenship Act of 1955 (Bedi, 2012; MOIA, 2012b). Among several provisions, the bill changes the terms of registration, particularly replacing "overseas citizen of India" with "overseas Indian cardholder" (Bedi, 2012; Press Trust of India, 2011a).

The rights that were previously granted to overseas citizens of India are also conferred upon overseas Indian cardholders. The bill proposes to include the following as eligible for registering as "overseas Indian cardholders": 1) a person who is a great-grandchild of a citizen of India, 2) a minor child of parents who are Indian citizens (or if one of the parents is an Indian citizen), and 3) the spouse of an Indian citizen (they must have been married for two years prior to the application for registration) (Bedi, 2012).

However, an overseas Indian cardholder will not be given rights related to equality of opportunity in public employment. They also will not be entitled to vote during the national elections for the President, Vice President, the Supreme Court and High Courts, and they cannot become members of the legislature (PTI, 2011a).

As regards conditions for cancellation, a minor child will no longer be an overseas Indian cardholder if the

parent renounces his/her overseas Indian card. The registration application of a spouse will be cancelled if the marriage has been dissolved by the court or if the spouse married another person during the marriage (Bedi, 2012).

Programs and services for returning migrants

The government in 2011 announced a new program that aims to provide support for returning overseas Indian workers through resettlement assistance, insurance coverage and pension benefits. According to Overseas Indian Affairs Minister Vayalar Ravi, the scheme aims to help returnees find local jobs and other economic activities to support their families (PTI, 2011b).

Minister Ravi stressed the need to support returning Indian migrant workers from the Gulf region, especially those who encounter problems with recruitment processes. He also mentioned that the proposed Emigration Management Bill, which provides better migration regulation, more transparency and heavier punishment for offenders, will be tabled in the Parliament soon (PTI, 2011b).

Social security agreements

An India-Denmark Social Security Agreement (SSA) came into force on 1 May 2011. Another SSA with Luxembourg took effect on 1 June 2011 and with France on 1 July 2011. The SSA with the Republic of Korea and the Netherlands took effect on 1 November 2011. MOIA representatives were also sent to different countries (e.g., Finland, Portugal, Japan, Norway, Germany) for SSA-related negotiations, administrative arrangements, finalizing forms and procedures and other matters.

Other policy and program changes, developments and initiatives

In its *Annual Report 2011-2012*, the MOIA (2012b) outlined several initiatives, policy changes and programs carried out during the period. These include:

- The government issued notifications for the registration of overseas Indians who hold Indian passports to enable them to participate in the national elections while they are in India.

- The MOIA ordered the continuation of the Indian Community Welfare Fund (ICWF), which provides services for distressed Indians abroad, including lodging for unskilled workers, emergency medical care, air passage, legal assistance and airlifting mortal remains or local cremation. The services, which have been offered in Indian missions in 42 countries, have been expanded to 157 other countries.

- India and the UAE signed a revised MOU and agreed to implement an online procedure for Indians intending to work in the UAE.

- The government in November 2011 revised the program that provides assistance to Indian wives who were abandoned by their foreigner or overseas Indian husbands, including grants to support legal battles and information pamphlets on legal options.

- Country-specific manuals were made available for information dissemination to Indian migrant workers.

- The government launched the e-Migrate project which provides online and computerized options to process requirements involving government agencies.

- The government announced a proposed program called the Pension and Life Insurance Fund (PLIF) which will assist overseas Indian workers “to voluntarily save for their return and resettlement for their old age,” and “will provide a low-cost life insurance cover against natural death to target beneficiaries.”

Border migration and statelessness

Located in the border area are enclaves where the residents are considered stateless or without citizenship of any country. On the India side, there are at least 50 Bangladeshi enclaves, while on the Bangladesh side, there are around 111 Indian enclaves (Polgreen, 2011).

These villages have not been claimed by either country – and thus they survive without basic services. Some have resorted to forging documents and papers to avail

of resources and services and they face risks of being arrested as unauthorized migrants (Polgreen, 2011).

In 2011, India and Bangladesh signed several agreements and discussed initiatives in addressing border issues, such as reported killings by security forces,⁶ unauthorized migration and people smuggling (Das, 2011).

In March 2011, both countries signed an agreement that requires the Border Security Force (BSF) to prioritize the use of non-lethal weapons first to deter and warn unauthorized migrants and smugglers before resorting to firearms. In July 2011, a Coordinated Border Management Plan was signed, a move intended to strengthen border management and security through joint patrols in potential areas for smuggling and trafficking activities (Das, 2011).

To address undemarcated enclaves, a Protocol to the Agreement concerning the Demarcation of Land Boundary was signed in September 2011 (Das, 2011). Indian Prime Minister Manmohan Singh and Bangladeshi Prime Minister Sheik Hasina Wajed agreed to resolve the statelessness of residents in these enclaves. Some 37,334 nominal Indians in Bangladesh-based enclaves will be given the option to become Bangladeshi citizens, while around 14,215 Bangladeshis on the Indian-based enclaves will be granted Indian citizenship. Those who wish to cross the border to the other side will be allowed as well (Polgreen, 2011).

Another important initiative was the decision to set up regular bilateral institutional dialogue between representatives of the involved ministries and border forces of both countries. To prevent border smuggling, both countries agreed to allow border *haats* or marketplaces where Bangladeshis and Indians can trade their goods (Das, 2011).

⁶ India's Border Security Force (BSF) has allegedly become accustomed to a "shoot-to-kill policy," shooting not just unauthorized cross-border migrants but also even unarmed local residents (Adams, 2011). In the past decade, it is believed the BSF has shot and killed nearly 1,000 people, most of them Bangladeshis, and some were also children. Not one member of the security force has been prosecuted for any of these cases (Adams, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	30.5
Rate of natural increase (%)	1.9
Percent urban	17.0
Population per square kilometer	207
Population ages 0-14 (% of total)	37.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	18.88 B
GDP growth (annual %)	3.9
GNI per capita, PPP (current international \$)	1,260
Human development index (rank - value)	157 - 0.458
Gender inequality index (rank - value)	113 - 0.558
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	945,865 (68.2)
Top five origin countries:	
India	(726,218)
Bhutan	(136,882)
China	(26,132)
Pakistan	(12,444)
Bangladesh	(6,843)
Emigrant stock (Percent female)	780,908 (51.4)
Top five destination countries:	
India	(377,928)
Malaysia	(216,779)
UK	(33,849)
Bangladesh	(29,795)
US	(28,476)
Migrant remittance inflows (US\$)	4.22 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	2,004
Asylum-seekers by country/territory of asylum	928
Refugees by origin	6,852
Refugees by country/territory of asylum	70,268
International students (2010)	
Inbound international students	95
Outbound international students	24,238

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

As of June 2011, Nepal's total population stood at 26.49 million, with an annual growth rate of 1.35 percent. The urban population accounts for 17 percent of the total population. Meanwhile, the working age population (15 to 59 years old) increased from 54 percent (12.3 million) in 2001 to 57 percent (15.09 million) in 2011 (Central Bureau of Statistics, 2012).

Labor migration from Nepal is the most common type of movement, driven largely by unemployment and the lack of opportunities locally, as well as the demand for cheap labor in destination countries. Malaysia and the Gulf countries are major destinations of Nepali migrant workers (Amnesty International, 2011a, 2011b; Himalayan News Service, 2011b).

As of 2011 reports, an estimated two million Nepali migrant workers were based abroad (excluding those based in India), with many of them employed as construction workers, domestic workers and laborers in other low-skilled jobs. They regularly send home remittances, which account for around 20-21 percent of Nepal's GDP and are a major source of foreign exchange (Amnesty International, 2011a, 2011b; Himalayan News Service, 2011b; International Labor Organization, 2012, n.d.). Around 30 percent of Nepal's total household population (5.6 million) relies on remittances, according to the CBS (Himalayan News Service, 2011e).

World Bank (2012) data show that in 2011, remittance inflows to Nepal reached \$4.22 billion, representing a 22.3-percent share of the GDP. The total was higher compared to \$3.47 billion in 2010, \$2.99 billion in 2009, and \$2.73 billion in 2008.

While labor migration has benefited many Nepali migrants and their families, Nepali migrant workers are also vulnerable to exploitation by employers and re-

cruitment agencies. Common problems encountered by migrants include deception, exorbitant recruitment fees, abuse and maltreatment by employers, poor work conditions, and limited avenues to ask for assistance (ILO, n.d.; HRW, 2012). Though most go through brokers and recruitment agencies, in recent years more Nepali have been seeking overseas employment on their own (Himalayan News Service, 2011d).

Deployment of migrant workers

A total of 354,716 Nepali migrant workers left the country in fiscal year 2010-11, higher by 60,622 compared to 294,094 in fiscal year 2009-10. In 2010-11, Malaysia continued to hire the largest number of Nepali workers at 105,906, followed by Qatar (102,966), Saudi Arabia (71,116), the UAE (44,464) and Kuwait (15,187) (Himalayan News Service, 2011a). The deployment figures show sustained and increasing labor migration from Nepal. Over the past decade, annual deployment increased from 55,045 (fiscal year 2000-01) to 354,716 (2010-11) (Himalayan News Service, 2011b).¹

The Economic Survey shows that as of mid-2011, the number of Nepali migrant workers stood at 650,700 in Malaysia, 540,916 in Qatar, 400,562 in Saudi Arabia, 241,975 in the UAE and 31,507 in Kuwait. More than one thousand Nepali workers are also based in South Korea, Bahrain, Oman, Hong Kong SAR, Japan and Afghanistan (Himalayan News Service, 2011a).

Many Nepali migrants go through brokers and recruitment agencies which charge placement and processing fees. However, some of these agencies engage in practices that are poorly regulated, rendering migrant workers vulnerable to exploitation. Many of these agencies go unpunished for deception or overcharging, among other offenses (Amnesty International, 2011a, 2011b). The recruitment process is also loosely monitored due to lack of resources for investigation and monitoring. Corruption is rife, which hampers effective implementation of the Foreign Employment Act of 2007 and the monitoring of migration processes

¹Deployment figures exclude those who went to India, which are not documented because of the Nepal-India open border which allows for the free movement of people (Himalayan News Service, 2011b).

(Amnesty International, 2011a, 2011b).² The establishment of the Welfare Fund and complaint registration at the Department of Foreign Employment addresses some of the migrants' problems. However, these offices are only based in Kathmandu and many migrants are unaware of their services (Amnesty International, 2011b).

Reports by various organizations (Amnesty International, Kav La'Oved and Pourakhi, 2011; Amnesty International, 2011a, 2011b) note the government's weak implementation of legal frameworks for protecting Nepali migrant workers. Amnesty International has urged the government to improve the accessibility of assistance and complaint channels, to remove discriminatory practices and regulations against women migrant workers, to ratify the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and to ensure that forced labor is defined in law (Amnesty International, 2011a, 2011b).

Evacuation of migrant workers from Libya

Hundreds of Nepali workers were evacuated amid the conflict that spread throughout Libya in early 2011. The Nepali government struggled with bringing workers out of the country, managing to facilitate the departure of more than 900 workers through the Nepali Embassy. However, as of March 2011, around 1,000 were still stranded in Libya (Rai, 2011a).

Migrant workers were also caught in the middle of widespread protests and police-run crackdowns in Bahrain. According to the Nepal Association of Foreign Employment Agencies (NAFEA) in February 2011, around 30,000 Nepalis were working in Bahrain and were vulnerable to escalating tension and unrest especially in the capital. However, the Non-Resident Nepalis Association (NRNA) said all Nepali workers were safe and had not been harmed in any of the anti-government protests (*Nepalnews.com*, 18 February 2011; *Republica*, 18 February 2011).

Deaths and suicides among migrant workers

Compiled embassy data reveal that in 2010 alone, more than 800 Nepali migrant workers died while working in Malaysia and in several countries in the Middle East, mostly due to suicides and workplace accidents (Himalayan News Service, 2011f). Some 323 Nepali migrant workers died while based in Saudi Arabia, 217 in Malaysia, 192 in Qatar and 84 in the UAE. Of the total reported deaths, 160 were suicides – 100 in Saudi Arabia, 28 in Malaysia, 20 in Qatar and 12 in the UAE. Data on deaths in countries such as Afghanistan and Iraq were unavailable as there were no Nepali embassies there (Himalayan News Service, 2011f).

Asylum-seekers and refugees

As of 2011, a total of 70,268 recognized refugees and 928 asylum-seekers with pending applications were based in Nepal. Of the total refugees, the UNHCR has assisted a total of 55,268. Some 2,386 others were considered in refugee-like situations, and a total of 2,005 people were considered stateless (UNHCR, 2012).

From 2008 to 2012, IOM-Nepal facilitated the departure of 74,141 Bhutanese refugees from Nepal and their resettlement in eight countries. Resettlement operations will continue until the end of 2014 (IOM, n.d.a). The UNHCR reported that in 2011, the largest group of refugees (18,100) who were assisted in resettlement departed from Nepal, followed by those who came from Thailand (9,600), Malaysia (8,400), Syria (4,700) and Turkey (4,400) (UNHCR, 2012).

The government has come under fire for its management of asylum seekers and refugees, particularly Tibetans who have fled their homeland. In 2011, refugees from Tibet reportedly faced harassment, arrests, arbitrary detention and even forced return to China, among others. Authorities in March banned refugees from celebrating the Tibetan New Year (HRW, 2012). They also arrested over 20 Tibetans for unauthorized migration, including children (Dhardhowa, 2011; HRW,

² The local NGO Pourakhi said it has documented more than a hundred cases of domestic workers being forced to pay bribes to immigration officials (Amnesty International, 2011b).

2012). Though refugees are usually brought directly to the UNHCR, this batch was reportedly sent to immigration authorities for investigation. Around 20,000 Tibetan refugees have been living in Nepal for the past 50 years (Dhardhwa, 2011).

Meanwhile, Nepali refugees abroad numbered at 6,852 and asylum-seekers reached a total of 2,004, while two were found in refugee-like situations. Of the total refugees, around 45 were assisted by the UNHCR (UNHCR, 2012).

Internal displacement

As of 2011, there were still an estimated 50,000 displaced people in Nepal from the decade-long conflict between government forces and Maoist rebels. Though some have been able to survive and find jobs, some children and women are still unable to avail of basic services and remain vulnerable to discrimination and trafficking (IDMC, 2012a). An earthquake during the year also led to the displacement of some 46,000 people (IDMC, 2012b).

The Ministry of Peace and Reconstruction reports that from 2008 to 2011, 25,000 out of 78,000 registered IDPs were provided assistance and were able to return home, though many of them still face difficulties in rebuilding their lives and securing certain needs (IDMC, 2012a).

According to the IDMC, the government in 2011 still had not advanced in the implementation of its national IDP policy, which includes a program that aims to run a registration process for the displaced. However, the program was stopped in the middle of the year due to several problems. Thus, many IDPs still do not have access to proper registration information (IDMC, 2012a).

Trafficking in persons

Nepali girls and women have been trafficked for forced labor and prostitution within Nepal and abroad, particularly in India, Malaysia, Hong Kong SAR, South Korea, as well as in the Middle East. China is being viewed as a possible trafficking hub for Nepali girls as well. Indian and Nepali boys have been trafficked for labor

within the country. Nepali migrant workers have also encountered conditions indicative of forced labor or labor trafficking, such as debt bondage, false contracts, restrictions of movement, the withholding of passports and physical and verbal abuse (USDS, 2011).

In 2011, the USDS *Trafficking in Persons Report's* assessment of Nepal's anti-trafficking performance resulted in a Tier 2 ranking. Some efforts were reported, such as the establishment of the Central Crime Investigative Bureau special unit for investigating trafficking and an increase in direct financial support for protective services. However, the report also notes that government officials' complicity in trafficking went undocumented (though reported by civil society) and victim identification remains weak (USDS, 2011).

Work exploitation, trafficking and discrimination experienced by Nepali migrant workers have been documented in several reports (Amnesty International, 2011a, 2011b; Amnesty International, Kav La'Oved and Pourakhi, 2011). The reports revealed that recruiters are able to circumvent rules and regulations, that migrant workers are allowed to depart without pre-departure orientation even though this is required, and that many of them reach their destination countries without employment contracts or insurance. The report also found that female migrant workers are not as informed about the migration process as the men, and are usually just handed their travel documents at the airport prior to departure. Nepali women are required to present to the Department of Foreign Employment a written consent to leave for work from the husband, parents or close relatives. At times, this has compelled women to choose unauthorized channels, leaving them without a contract, insurance and training or orientation (Amnesty International, Kav La'Oved and Pourakhi, 2011; Amnesty International, 2011a).

In a brief submitted to the UN Committee on the Elimination of Discrimination against Women, the government was called to task for failure to protect women from becoming victims of exploitation and trafficking. Though measures have been set in place, some have resulted in further discrimination against Nepali women and have not been successful in taking down businesses and organizations that are involved such offenses (Amnesty International, Kav La'Oved and Pourakhi, 2011).

According to IOM-Nepal, survivors of trafficking face numerous challenges, including social rejection and lack of ownership of citizenship, with the latter preventing victims from reintegrating into society. Thus, survivors remain vulnerable to re-trafficking (IOM, n.d.b).

POLICIES

Trade Union Campaign for ILO Conventions

In July 2011, the ILO Bureau for Workers' Activities (ILO-ACTRAV) announced that it is working with the International Trade Union Confederation-Asia Pacific (ITUC-AP) and Nepal-based trade union organizations in campaigning for the ratification of ILO Conventions Nos. 87 and 98. The campaign aims to promote the application of the conventions in several countries in Asia and the Pacific. A conference held on 15-16 August in Kathmandu gathered Nepali authorities and trade union organizations to discuss the ratification of these conventions in Nepal (ACTRAV INFO, 2011).

Nepali Prime Minister Jhala Nath Khanal said that the country is committed to the ratification of ILO Conventions through the implementation of strengthened labor laws, particularly Convention No. 87 on Freedom of Association and Protection of the Right to Organize (1948) (ACTRAV INFO, 2011b). The statement was a response to a meeting with an ILO delegation and trade union leaders, who urged the Prime Minister to speed up the ratification of Convention No. 87. Chairman of the Constituent Assembly Subash Chandra Nembang also assured the delegation that a resolution supporting the ratification has already been passed. ILO Convention No. 87 will institutionalize labor unions and allow for a more organized collective bargaining process. The Convention will benefit both local and migrant workers (ACTRAV INFO, 2011b).

Migration database

The government in March announced plans of creating a database that would help locate and monitor Nepali migrants abroad. A taskforce has been created to prepare the database, which will not only collect information about migrants, but will also store the data

on a website for easy access, especially during emergencies abroad (Pandey, 2011).

According to Foreign Employment Promotion Board (FEPB) Executive Director Sthaneshwor Devkota, government and outsourcing agencies do not have complete and reliable data on Nepali migrants abroad. Moreover, a significant number of Nepali migrant workers are undocumented, especially the women who go through unauthorized channels to secure domestic work abroad (Pandey, 2011).

Nepali workers avail of amnesty programs

At least 3,500 unauthorized Nepali workers in Malaysia took the opportunity to leave the country under an amnesty plan. From May to October, Malaysia ran a legalization process for unauthorized migrant workers through a biometric identification system. To be granted authorized status, migrant workers were required to pay fines and look for new employment. Those who secured sponsors were allowed to stay in the country while the rest had to return to their home countries (Himalayan News Service, 2011g).

In July 2011, the Malaysian government recorded 285,000 Nepali workers, of which 33,000 were unauthorized (Himalayan News Service, 2011g).

Aside from Malaysia, Kuwait and Saudi Arabia also offered amnesty to unauthorized migrant workers. As of 2011, an estimated 4,000 unauthorized Nepali migrants were staying and working in Kuwait, while over 500,000 were based in Saudi Arabia (Himalayan News Service, 2011j, Rai, 2011b).

Increased salaries for migrant workers under study

The Nepali government is planning to raise the salaries of migrant workers in major host countries such as Malaysia and selected Gulf countries. Officials say they are working on a revision of the current salary structure. Nepali missions abroad have been directed to explore salary rates in job markets and suggest a new salary structure for migrant workers in destination countries such as Qatar, Saudi Arabia, the UAE, Kuwait and Malaysia (Himalayan News Service, 2011h).

Under the current salary structure, Nepal migrant workers earn at least \$125, while migrant workers from other countries are paid higher. The minimum wage for Filipino migrants, for instance, is set at \$320 (Himalayan News Service, 2011h).

Meanwhile, Nepal and Malaysia are also expected to sign a new labor contract for hiring Nepali migrant workers (Himalayan News Service, 2011i).

Program for return migrants

The FEPB announced a new program that will provide skills training, entrepreneurship, safe home services and scholarship programs for returning migrants who need assistance in reintegration. The program aims to focus on returning young migrants. Young women migrants who find it difficult to adjust to their family life upon return will be kept in safe homes which will be run by the FEPB and the Ministry of Social Welfare (*The Himalayan Times*, 21 September 2011).

Meanwhile, labor experts, groups and international agencies say that the government must soon establish a social security scheme for migrant workers (Himalayan News Service, 2011e). Established in 2009, the FEPB is limited to providing compensation for migrant workers who die abroad or to assisting migrant workers in rescue and repatriation, as in the case of Libya (Himalayan News Service, 2011e).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	176.9
Rate of natural increase (%)	2.1
Percent urban	35.0
Population per square kilometer	222
Population ages 0-14 (% of total)	36.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	210.22 B
GDP growth (annual %)	3.0
GNI per capita, PPP (current international \$)	2,870
Human development index (rank - value)	145 - 0.504
Gender inequality index (rank - value)	115 - 0.573
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	4.23 M (44.7)
Top five origin countries:	
Afghanistan	(2.41 M)
India	(1.45 M)
Bangladesh	(193,084)
Burma	(96,542)
Somalia	(518)
Emigrant stock (Percent female)	5.02 M (37.4)
Top five destination countries:	
India	(1.40 M)
Saudi Arabia	(1.06 M)
UK	(416,825)
UAE	(401,280)
US	(287,267)
Migrant remittance inflows (US\$)	12.26 B
Internally Displaced Persons (IDPs)	452,932
Asylum-seekers by origin	11,165
Asylum-seekers by country/territory of asylum	1,624
Refugees by origin	33,009
Refugees by country/territory of asylum	1.70 M
International students (2010)	
Inbound international students	-
Outbound international students	34,290

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Pakistan in 2011-2012 registered a population of 180.71 million, higher compared to 177.1 million in 2010-2011. The population growth rate hardly changed from 2.05 percent in 2010-2011 to 2.03 percent in 2011-2012.¹ According to the Ministry of Finance, Pakistan in 2011 became the sixth largest country in terms of population size. The World Bank forecasts that Pakistan will become the fifth largest country in the world by 2050 (Ministry of Finance, 2012). Moreover, Pakistan has a relatively young population. In 2011, the population of people under 15 years old was 62 million. Age projections suggest that by 2030, young people aged below 30 will account for over 53 percent of the total population (Ministry of Finance, 2012).

Pakistan's demographics pose a critical challenge for the government in terms of managing the country's resources and meeting the needs of the population (Ministry of Finance, 2012). A young population implies the need to provide education and employment, the lack of which can drive migration.

In its 2010-2011 labor force survey report, the Pakistan Statistics Bureau (PSB) indicated that rural-to-urban migration dominates internal migration, accounting for 28.6 percent of all flows. Results from the survey showed that motivations for internal migration include marriage, family migration, employment or job transfers and education (PSB, 2011).

International migration is also significant. Data from the Ministry of Overseas Pakistanis show that as of 2010, an estimated 6.32 million Pakistanis were based abroad. Table 1 shows that the Middle East is the top regional destination for Pakistanis (2.99 million), followed by Europe (1.77 million) and the Americas (1.21 million). Thousands of Pakistani workers search for employment opportunities abroad for higher income and better livelihood.

¹ IOM (2012) provides 2011 estimates: By the end of the year, Pakistan's population stood at 176.7 million of which 35 percent was under 15 years old, suggesting a young population and a high share of dependents. Immigrants (as of 2010) represented 2.3 percent of the total population. Out of the total migrants, 44.7 percent were women (IOM, 2012).

TABLE 1
Estimates of Overseas Pakistanis by Region, 2010

Region	Estimated number of overseas Pakistanis, 2010
Africa	115,508
Americas	1,206,297
Asia and Far East	199,945
Australia and New Zealand	35,000
Europe	1,773,413
Middle East	2,991,108
Total	6,321,271

Source: Ministry of Overseas Pakistanis (2012)

Migrant workers

In 2011, a total of 456,893 overseas Pakistani workers were deployed through the Bureau of Emigration and Overseas Employment (Ministry of Finance, 2012:173). Saudi Arabia, the UAE, Kuwait, Oman and Qatar are the most popular destination countries of Pakistani migrant workers. Malaysia and the UK are also major destinations. Over the years, Saudi Arabia, the UAE and Oman have maintained high numbers of Pakistani migrant workers, while deployment to Kuwait and the UK has continuously decreased over the years (Table 2).

Between 2008 and 2011, unskilled migrant workers have accounted for the largest share of registered overseas workers annually, followed by the skilled (Table 3). The only exception is 2010, when there were more registered skilled migrant workers compared to unskilled ones. The general trend can be explained in part by the deployment of Pakistani migrant workers to countries that demand manual, semi-skilled or low-skilled manpower for sectors such as construction, manufacturing and service work. Highly skilled and highly qualified migrant workers have been relatively few compared to the other skill categories.

TABLE 2
Number of Overseas Pakistani Workers who
Registered with the Bureau of Emigration and
Overseas Employment, 2008-2011

Countries	2008	2009	2010	2011
UAE	221,765	140,889	113,312	156,353
Kuwait	6,250	1,542	153	173
Malaysia	1,756	2,435	3,287	2,092
Oman	37,441	34,089	37,878	53,525
Qatar	10,171	4,061	3,039	5,121
Saudi Arabia	138,283	201,816	189,888	222,247
UK	756	556	430	308

Source: Bureau of Emigration and Overseas Employment, cited in Ministry of Overseas Pakistanis (2012)

Remittances

Remittances from Pakistani migrant workers abroad continued to increase in 2011, reaching unprecedented amounts. In March 2011 alone, remittances from Pakistani migrants reached \$1.05 billion, about 38 percent higher compared to \$763.72 million recorded in the same month of the previous fiscal year and the first time that remittances breached \$1 billion in one month (*Daily Times*, 10 April 2011; Nasir, 2011).

During the fiscal year 2010-2011, total remittances surpassed \$11 billion for the first time. At \$11.2 billion, the total amount was higher by nearly \$2.3 billion (25.77 percent) compared to \$8.91 billion recorded during the fiscal year 2009-2010 (*Daily Times*, 10 July

2011). Most of the remittances were sent from the UAE, Saudi Arabia, the US, the UK and other countries in Europe and in the Gulf region.

In December 2011, the World Bank released new estimates for remittances, including Pakistan's \$12 billion, placing the country in the list of top 10 remittance-receiving countries, after India (\$58 billion), China (\$57 billion), Mexico (\$24 billion) and the Philippines (\$23 billion) (Mohapatra, Ratha and Silwal, 2011; *DAWN.com*, 2 December 2011).

The rise in total remittances has been attributed partly to the Pakistan Remittance Initiative (PRI), a joint program involving the State Bank of Pakistan (SBP), the Ministry of Finance and the Ministry of Overseas Pakistanis, according to SBP spokesperson Syed Wasimuddin. The PRI works with commercial banks and money transfer operators to lower costs of remittance transfers. It also facilitates delivery channels and has improved banking facilities to draw larger flows of remittances into formal channels (APP, 2012; Mohapatra, Ratha and Silwal, 2011; Nasir, 2011). Home Remittance Cells were also implemented in major banks in Pakistan. The cells supposedly reduce the time spent in transferring remittances and coursing them through formal channels (APP, 2012).

Another factor is the continued increase in the number of deployed labor migrants. The Bureau of Emigration and Overseas Employment reports a significant increase in deployment in the last four years, especially to Oman, Qatar, Lebanon, Jordan, Brunei, Bahrain, Japan, Sweden and UAE (APP, 2012).

TABLE 3
Registered Overseas Workers

	2008	2009	2010	2011	Total
Highly Qualified	9,713	4,954	7,081	6,974	28,722
Highly Skilled	33,173	3,260	31,650	3,018	71,101
Skilled	177,791	182,657	165,726	171,672	697,846
Semi-skilled	4,209	2,465	5,181	73,247	85,102
Un-skilled	205,428	210,192	153,266	201,982	770,868
Total	430,314	403,528	362,904	456,893	1,653,639

Source: Bureau of Emigration and Overseas Employment, cited in Ministry of Finance (2012)

Kock and Sun concluded that the drivers of remittance inflows include the following: 1) an increase in labor migration, 2) deployment of migrant workers with higher skill levels, and 3) agricultural output and investment yields in both home and host countries, among other important determinants (Kock and Sun, 2011).

Remittances account for a significant share of Pakistan's GDP. According to the Ministry of Finance, remittances are one of the most important components of non-debt-creating inflows into the economy (APP, 2012).

Research on impact of remittances

The IOM in January launched a study that investigated the impact of remittances sent home by Pakistani migrant workers in Saudi Arabia (Arif, 2010; IOM, 2011). The report, titled *Economic and Social Impacts of Remittances on Households: The Case of Pakistani Migrants Working in Saudi Arabia*, was published in 2010. In cooperation with the Pakistan Institute of Development Economics (PIDE), the Ministry of Labor and the Bureau of Immigration, the study was based on a survey of 500 migrant-sending households in rural and urban areas and was conducted from June to August 2009 (IOM, 2011).

The study found that a significant number of Pakistani migrant workers are young, and that their educational levels are higher than the national average. Moreover, migrant workers were able to increase their monthly savings, accounting for around 41 percent of the monthly household income (IOM, 2011). A large portion of remittances sent home by Pakistani migrant workers from Saudi Arabia go to four main areas: food, marriage, real estate and agricultural machinery, and savings (IOM, 2011). The findings of the study also suggest that the global economic crisis in 2008-2009 only had a minimal impact on overseas deployment and inward remittances (IOM, 2011).

The study also stated that the government must monitor the Middle East labor market even though the economic crisis has not significantly affected remittances from Pakistani migrant workers. Moreover, migration from Pakistan was more prominent in prosperous areas like northern Punjab. The study recommends establishing offices of the Protector of Emigrants in

poorer regions, such as southern Punjab, Sindh and Balochistan, to provide residents in these areas access to overseas employment opportunities (*DAWN.com*, 31 January 2011).

A study by the International Monetary Fund (IMF) concludes that remittances will most likely reduce the adverse impact of the flood crisis in Pakistan in 2010 (*Daily Times*, 21 August 2011).

Unauthorized migrants

Unauthorized migrants from Pakistan are struggling with their informal, irregular and precarious status in destination countries. They not only face problems with immigration laws, but also with securing employment and decent living conditions, and protecting themselves from potential exploitation by employers, recruitment agencies and traffickers.

In Greece, there are around a million unauthorized Pakistani migrants (Butt, 2011). The economic crisis in Greece has affected not only citizens but also the millions of migrants residing and working in the country. Pakistani migrants, including the unauthorized, face unemployment and poverty, apart from possible deportation (Butt, 2011).

In the US, the Temporary Protection Status (TPS) Bill was presented in Congress in January 2011, and tabled for the second time. If approved, the bill would grant temporary residence to unauthorized Pakistani migrants in the US (Agencies, 2011a).

Asylum-seekers and refugees

Pakistan is both a source and destination of asylum-seekers and refugees. In 2011, Pakistan continues to host the largest number of refugees at 1.9 million, followed by Iran at 1.1 million and Syria at around one million (AFP, 2011). Most of the refugees in Pakistan come from Afghanistan, which has continued to suffer from armed conflict and poverty. According to the UNHCR, nearly 95 percent of Afghan refugees are based in Pakistan and Iran (UNHCR, 2012).

Pakistan had signed a tripartite agreement with Afghanistan and the UNHCR for the voluntary repatriation of Afghan refugees with support from the UNHCR.

Afghan refugees in Pakistan are given until 31 December 2012 to register. According to the UNHCR, there are an estimated 1.7 million Afghan refugees in Pakistan, many of whom are already living outside the camps. A number of Afghan refugees were born in Pakistan and no longer wish to return to Afghanistan. In 2011, 32,000 registered for voluntary repatriation. Since March 2002, around 3.6 million Afghan refugees have returned to their home country from Pakistan (Agencies, 2011b).

The UNCHR believes that statelessness will become a critical issue in Pakistan considering the number of Afghan refugees who were born in the country and wish to stay for good. Presently, there is no law on statelessness in Pakistan (Agencies, 2011b).

Meanwhile, armed conflict due to the Taliban insurgency and sectarian violence has displaced tens of thousands of Pakistanis, many of whom have fled to seek asylum in other countries. Disasters and natural calamities, such as the 2010 and 2011 floods, have resulted in large numbers of IDPs, many of whom are reportedly still struggling to recover amid lack of access to food and the loss of permanent shelter (Refugees International, 2011).

Various statistics illustrate the extent of the asylum and refugee situation in Pakistan. In 2011 alone, 15,700 Pakistani asylum-seekers submitted refugee applications to the European Union, according to the EU Statistical Office (Agencies, 2011c).

In 2010, a total of 10,825 Pakistani asylum-seekers filed refugee applications in 44 industrialized countries. The figure is lower compared to the 11,287 asylum applications filed by Pakistanis in 2009 (*DAWN.com*, 30 March 2011).

Conflict in destination countries such as the Arab Spring had also triggered a rise in asylum claims and refugee movements. Since the fighting in Libya began, hundreds of migrants have attempted to flee the country by boat, despite dangerous waters and hazards. In May, hundreds also died when a vessel leaving Tripoli broke down (*The Nation*, 4 June 2011). In June, Pakistani migrants were among 150 people who drowned after their boat capsized off the Tunisian coast. The boat was carrying 850 people, many of whom either died or went miss-

ing. The boat migrants left Libya and were headed for Italy. Most were from Bangladesh, Pakistan and West Africa (*The Nation*, 4 June 2011).

Internal displacement

In 2011, the total number of IDPs in Pakistan stood at around 900,000, representing at least 0.5 percent of the total population. Aside from natural calamities, displacement in Pakistan has been caused by armed conflict, human rights abuses and generalized conflict especially due to fighting between government forces and insurgents in the Federally Administered Tribal Areas (FATA) and in Khyber-Pakhtunkhwa. Official statistics estimate that around 850,000 people from FATA are still internally displaced as of 2011. Insecurity, land disputes and other issues remain obstacles to any attempts of returning to areas of origin.

From August to November 2011, floods in southern Pakistan caused the displacement of an estimated 300,000 people, according to figures from IFRC Emergency Appeal Operations Update and the Pakistan Natural Disaster Management Authority (IDMC, 2012b). Pakistan during the year was listed as the 9th country with the highest disaster-triggered displacement figure in 2011, following China, the Philippines, Thailand, India, Japan, Sri Lanka, Mexico and Bangladesh.

Despite government and international community assistance, the response has been generally limited since 2007, due to difficulty of access as well as insufficient budget and resource allocation. By the end of 2011, the Pakistani government “had yet to develop a comprehensive national policy on IDPs” (IDMC, 2012a).

Trafficking in persons

Pakistan’s largest trafficking-related problem is bonded labor, especially in Punjab and Sindh, where many men, women and children are bonded laborers. According to the Asian Development Bank, around 1.8 million people in Pakistan are bonded laborers. Pakistan is also a destination, source and transit country for sex trafficking. Many trafficked victims are children, most of whom have been bought, sold and forced into begging, domestic work and prostitution. Girls and women have also been ended up in forced marriages (USDS, 2011).

Many Pakistani migrant workers who have sought employment in the Middle East and some European countries have become victims of labor trafficking. Sex trafficking victims from Pakistan are often brought to the Middle East, while those brought into Pakistan come from Afghanistan, Iran and Bangladesh (USDS, 2011).

For the second consecutive year, the Pakistani government was given a Tier 2 ranking in the USDS *Trafficking in Persons Report 2011*. The government pursued and sustained its anti-bonded labor and anti-trafficking programs, though it showed weak performance in identifying and protecting trafficked victims. Moreover, the government did not convict or prosecute those involved in bonded labor or trafficking (USDS, 2011).

POLICIES

National policy for overseas Pakistanis

The government in 2011 announced that a National Policy for Overseas Pakistanis was underway. The draft policy, expected to be finalized in August 2011, aims to provide better incentives and services for overseas Pakistanis, as well as to grant them the right to vote during the elections. The draft policy may also include a provision that reserves parliamentary seats to represent overseas Pakistanis (Voice of Overseas Pakistanis, 30 July 2011).

Overseas Pakistanis' right to vote

The Election Commission of Pakistan in 2011 unanimously approved the plan to grant overseas Pakistanis the right to vote in the next general elections. The decision to grant Pakistanis abroad the right to vote was finalized by a special inter-ministerial committee involving members of the commission and government ministries.

In October, the committee agreed that the government will introduce a postal ballot system for overseas Pakistanis. There are also plans of granting overseas Pakistanis the right of franchise, though this may entail amending the Pakistan Citizen Act and the Electoral Roll Act. Recommendations raised during the commit-

tee meeting will also be presented to the Election Commission for consideration and implementation.

Border migration monitoring system

In October, the Interior Ministry announced that a biometric immigration system will be established along the border shared with Afghanistan in Chaman and Torkham. Beginning November, the biometric system will screen all those travelling through the border. According to Interior Minister Rehman Malik, the system aims to prevent unauthorized migration and to ensure security along the border in response to possible sectarian and terrorist attacks (APP, 2011; *Daily Times*, 20 October 2011).

Other changes and developments

- The government on 30 June 2011 dissolved the Ministry of Labour and Manpower. According to officials, the major departments of the former ministry, namely the Bureau of Emigration and Overseas Employment and the Overseas Employment Co-op were no longer effective in facilitating the deployment of Pakistani migrant workers who want to work abroad (*The Express Tribune*, 11 July 2011). Upon the dissolution of the Ministry of Labour and Manpower, the government transferred the former ministry's seven departments and assigned them to two newly formed ministries: the Ministry of Human Resource Development (HRD) and the Ministry of Professional and Technical Training (PTT) (Ali, 2011).
- The Ministry of Human Resources Development is looking to increase the number of deployed workers to Korea. In 2008, Pakistan signed an MOU with South Korea that allowed for the deployment of around 8,000 workers to the East Asian country. According to the ministry, so far only 2,300 have been deployed (Iglauer, 2011).
- In Punjab, local police have established help desks for overseas Pakistanis in three cities within the province. The pilot project, which

aims to accommodate and address complaints and requests of overseas Pakistanis, will later be expanded to other cities in the province (*Pakistan Today*, 7 July 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	20.9
Rate of natural increase (%)	1.3
Percent urban	15.0
Population per square kilometer	318
Population ages 0-14 (% of total)	26.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	59.17 B
GDP growth (annual %)	8.3
GNI per capita, PPP (current international \$)	5,520
Human development index (rank - value)	97 - 0.691
Gender inequality index (rank - value)	74 - 0.419
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	339,915 (49.8)
Top five origin countries:	
India	(323,898)
Australia	(420)
France	(409)
UK	(397)
China	(304)
Emigrant stock (Percent female)	1.12 M (49.6)
Top five destination countries:	
India	(205,456)
Canada	(122,744)
Saudi Arabia	(118,284)
UK	(113,152)
Italy	(79,024)
Migrant remittance inflows (US\$)	5.19 B
Internally Displaced Persons (IDPs)	138,401
Asylum-seekers by origin	8,634
Asylum-seekers by country/territory of asylum	204
Refugees by origin	136,605
Refugees by country/territory of asylum	188
International students (2010)	
Inbound international students	-
Outbound international students	16,135

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Sri Lanka's total population as of mid-2011 stood at 20.9 million, higher compared to 20.7 million in mid-2010 (PRB, 2011). Meanwhile, provisional government data based on the 'Census of Population and Housing 2011' (the actual census period was February-March 2012) put the national population at 20.28 million, an increase of 1.48 million or 7.9 percent compared to the 2001 census.¹

Despite continued population increase, however, the average annual growth rate has decreased from 1.2 percent in 2001 to 0.7 percent (Department of Census and Statistics, Sri Lanka, 2012). Generally, the country's population has maintained a figure of 20 million in the past few years.

Labor migration from Sri Lanka continues to be substantial. Thousands of its workers are based abroad especially in the Middle East, where many of them are employed as domestic workers and semi-skilled or unskilled laborers. Consistent labor deployment has sustained a large stock of Sri Lankans based abroad for overseas employment and has generated large flows of remittances into the country.

Sri Lanka is also both a source and destination for hundreds of asylum-seekers and refugees, as well as unauthorized migration, resulting in increased government attention towards these types of movements. Trafficking to, from and within the country remains a problem, and in recent years, the victimization of children has gained attention and concern.

Migrant worker deployment

In 2011, a total of 262,960 Sri Lankans were deployed for foreign employment, lower compared to 267,507 in 2010 but higher compared to figures in 2008 and

2009 (see Table 1). Of the total, 51.7 percent were men and 48.3 percent were women, similar to recorded figures in 2010. The estimated stock of overseas Sri Lankan workers as of 2010 stood at 1.93 million.

Sri Lankan migrant workers have accounted for a significant share of the country's labor force and employed persons. In 2010, Sri Lankan migrant workers represented 23.8 percent of the total labor force and 25.1 percent of the total employed. It is anticipated that shares in 2011 will likely be similar and will be above 20 percent.

Most of the deployed migrant workers belong to the following categories: skilled labor, unskilled labor and domestic workers. Only a few are deployed as professional, middle-level or clerical and related workers. In 2011, 41 percent of Sri Lankan migrant workers deployed were domestic workers, while 27.3 percent were skilled laborers and 24.1 percent were unskilled laborers.

Most Sri Lankan migrant workers go to the Middle East and to a lesser extent to Southeast Asia. The top destination countries for Sri Lankan migrant workers in recent years include: Saudi Arabia, Qatar, Kuwait and the UAE. In East and Southeast Asia, popular destinations are South Korea, Malaysia and Singapore. Other significant destinations are Cyprus and the Maldives.

In 2011 alone, Saudi Arabia received the largest number of Sri Lankan migrant workers at 68,637 (26.1 percent of the total deployed), followed by Qatar at 52,553 (19.99 percent), Kuwait at 50,657 (19.26 percent), the UAE at 39,339 (14.96 percent) and Jordan at 13,144 (at five percent) (see Table 2).

In connection with the deployment of workers to Italy, the Sri Lanka Bureau of Foreign Employment (SLBFE) established an office at the Italian Embassy in Colombo to facilitate the processing of Sri Lankan workers to Italy. Under an agreement between Sri Lanka and Italy, migrant workers will be given linguistic and vocational

¹ However, it must be noted that in the 2001 Census, only 18 out of 25 districts were covered. For the 2011 Census (enumeration stage in 2012), all districts in the island were covered.

TABLE 1
Migration for Foreign Employment, 2008-2011

Category/Year	2008	2009	2010	2011a
Total Migration for Employment	250,499	247,126	267,507	262,960
Male (%)	128,232 (51.2)	119,381 (48.3)	136,850 (51.2)	135,870 (51.7)
Female (%)	122,267 (48.8)	127,745 (51.7)	130,657 (48.8)	127,090 (48.3)
Migrant Employment by Skills (%)				
Professional	1.1	1.1	1.1	1.4
Middle level	3.5	2.6	2.6	2.3
Clerical & related	2.7	2.7	3.0	3.8
Skilled Labor	25.9	27.2	28.5	27.3
Unskilled Labor	24.0	20.3	22.6	24.1
Housemaids	43.1	46.0	42.1	41.0
Estimated Stock of				
Foreign Employment	1,792,368	1,831,358	1,932,245(a)	n.a.
Foreign Employment as				
% of Total Labor Force	22.2	22.7	23.8(a)	n.a.
Foreign Employment as				
% of Total Number Employed	23.4	24.1	25.1(a)	n.a.

Notes: (a) – Provisional

Source: Sri Lanka Bureau of Foreign Employment, Table 3.13 (cited in Central Bank of Sri Lanka, 2012). For other data, see National Centre for Migration Statistics (n.d.).

training before deployment. The number of migrant workers will depend on the annual quota determined by the Italian government (*ColomboPage*, 12 November 2011).

Young Sri Lankans have also shown interest in working abroad. A study by the Institute of Policy Studies of youth respondents intending to work in Korea revealed that 63.4 percent were already employed but were looking for jobs that paid higher salaries. Around 38 percent of respondents cited low income or wages as the top reasons for looking for employment abroad (*Lanka Business Online*, 15 August 2011).

Labor migration from Sri Lanka has resulted in large inward remittance flows that have significantly contributed to the country's economy. World Bank data estimate that remittance inflows to Sri Lanka reached \$5.19 billion in 2011, higher compared to \$4.16 billion in 2010 (\$4.11 billion in 2010, according to the Central Bank of

Sri Lanka) (AFP, 2011a; World Bank, 2012). In 2010, remittances accounted for 8.8 percent of Sri Lanka's GDP.

The rise in remittances has been reinforced by increasing skilled labor migration, improved banking channels for remittances, more destination countries and negotiations that led to higher wages and better work conditions (*News.lk*, 12 January 2012).

Unauthorized migration

Sri Lanka's geographical position has made it an alternative waypoint for asylum-seekers and unauthorized migrants who plan to go to Australia. Some Sri Lankans themselves have also migrated to Australia through unauthorized channels. In September, the Sri Lankan navy had intercepted a boat carrying some 40 people who have paid for a one-way journey to Australia (AFP, 2011b). According to authorities, human smugglers

TABLE 2
Departures for Foreign Employment by Country (2010-2011)

Country/Year	2010		2011	
	No.	%	No.	%
Middle East				
Bahrain	7,052	2.64	5,429	2.06
Jordan	9,425	3.52	13,144	5.00
Kuwait	48,108	17.98	50,657	19.26
Lebanon	6,064	2.27	5,147	1.96
Oman	6,367	2.38	5,382	2.05
Qatar	54,676	20.44	52,553	19.99
Saudi Arabia	70,830	26.48	68,637	26.10
UAE	42,310	15.82	39,339	14.96
Southeast Asia				
Brunei	13	0.00	12	0.00
Hong Kong	306	0.11	366	0.14
Malaysia	3,693	1.38	2,461	0.94
Singapore	1,042	0.39	1,076	0.41
South Korea	5,261	1.97	7,411	2.82
Europe				
Cyprus	2,772	1.04	3,036	1.15
Greece	111	0.04	91	0.03
Italy	15	0.01	15	0.01
Other countries				
Maldives	4,178	1.56	4,197	1.60
Mauritius	329	0.12	361	0.14
Seychelles	174	0.07	179	0.07
US	4	0.00	10	0.00
Other	4,777	1.79	3,457	1.31
Total	267,507	100.00	262,960	100.00

Note: For data on departures for foreign employment by skill level, age group and gender, see Table 3.15 (CBSL, 2012). For data on departures for foreign employment by district, province and gender, see Table 3.16 (CBSL, 2012).

Source: Sri Lanka Bureau of Foreign Employment, Table 3.14 (cited in CBSL, 2012). For other data, see National Centre for Migration Statistics (n.d.).

have used Malaysia as a transit point for moving Sri Lankans to Australia and to Western countries (Murshideen, 2011).

Asylum-seekers and refugees

Based on UNHCR data, as of the end of 2011 there were 136,605 recognized refugees and 8,634 asylum-seekers with pending applications from Sri Lanka. The in-

ternational agency has provided assistance to 2,935 of these refugees.

The end-of-2011 number of recognized Sri Lankan refugees was lower compared to early 2011, when there were 146,098 registered Sri Lankan refugees spread out in 64 countries. The main destinations included India, France, Canada, Germany, the UK, Switzerland, Malaysia, Australia, the US and Italy (IRIN, 2011).

In 2010, 2,054 refugees returned to Sri Lanka with UNHCR assistance, along with another 2,742 voluntary returnees. Most came from Tamil Nadu in India, Malaysia and other countries. The number of returned refugees was higher compared to 2009, when only 843 returned to the country (IRIN, 2011). As of November 2010, there were still 70,000 Sri Lankan refugees living in Tamil Nadu, India, which is the site of more than 100 refugee camps. Around 32,467 refugees are living outside these camps (IRIN).

Fewer individuals have sought refugee status in the country. The UNHCR reports some 188 recognized refugees and 204 asylum-seekers with pending applications in Sri Lanka (UNHCR, 2012).

Trafficking in persons

Countless Sri Lankan men, women and children have become trafficking victims of forced labor and prostitution, with most initially migrating to other countries for work. Many of them have been deceived by recruitment agencies through exorbitant fees and contract-switching, or have ended up in conditions of forced labor and forced prostitution (USDS, 2011). Sri Lankan men have been trafficked to Pakistan, Bangladesh and the UAE for forced labor, while women have been forced to work in brothels in Singapore and the Maldives, duped by agents promising domestic work (USDS, 2011).

Highly vulnerable are Sri Lankan migrant domestic workers, especially those in the Middle East. Several reports have suggested that many Sri Lankan domestic workers have been physically and/or verbally abused by their employers and are often unable to escape or seek help or redress. According to HRW, in Jordan alone, over a third of Sri Lankan domestic workers are physically abused, while 11 percent are sexually violated. In 2010, there were reports of abused Sri Lankan domestic workers in Saudi Arabia, Kuwait and Jordan, with one woman forced to swallow nails and another suffered from nails hammered into her body (USDS, 2011).

Sri Lanka has also become a destination country for trafficked women from the following countries: China, Thailand and other Southeast Asian countries; former Soviet Union countries; and other countries in Europe.

Sex trafficking is also rampant internally, with boys and girls forced into child sex tourism or prostitution (USDS, 2011).

The USDS *Trafficking in Persons Report* has moved the Sri Lankan government's ranking from the Tier 2 Watch List (2007-2010) to Tier 2 (2011) due to some notable anti-trafficking efforts shown during the reporting period. The government convicted three traffickers under its anti-trafficking law and revived an inter-agency task force against trafficking. The report nevertheless notes some areas for improvement, such as identifying and protecting trafficked victims and convicting and punishing illegal recruitment agencies and complicit officials (USDS, 2011).

Meanwhile, due to the extent of unauthorized migration as well as human trafficking and people smuggling, the Sri Lankan government has requested the cooperation of Malaysian authorities in battling human trafficking and people smuggling activities (Murshideen, 2011).

Internal displacement

The UNHCR reports that there are a total of 138,401 UNHCR-identified IDPs and people in IDP-like situations in Sri Lanka. Meanwhile, some 144,577 IDPs have already returned to their areas (UNHCR, 2012). The IDMC, on the other hand, estimates around 125,000 IDPs, based on its own estimates and on local and national government data gathered by the UNHCR. Included in this estimate are people who were displaced between 2008 and 2009, as a result of fighting between the Liberation Tigers of Tamil Eelam (LTTE) and the government. However, more than two-and-a-half years since the defeat of the LTTE, IDPs as of 2011 were still reportedly in need of humanitarian aid and were still living in camps. Many of the 448,000 registered returnees still "had not reached a durable solution" (IDMC, 2012a:84).

The Sri Lankan government still has not enacted a draft IDP bill that was introduced in 2008 (IDMC, 2012a: 84). In September, it created a relocation center in Mullaitivu for IDPs, though it is still undetermined whether this will be temporary or permanent. Some 72 internally displaced families were transferred there. According

to IDMC, the full return and reintegration of IDPs were challenged by limited access to housing, land or shelter, lack of basic services and livelihood opportunities, as well as overcrowding and exposure to changes in weather, all of which affect health conditions.

Thousands of Sri Lankans were also displaced due to massive flooding. An estimated 685,000 people were displaced in the aftermath of heavy rainfall and flood disasters in 2011, affecting 3.2 percent of the country's population (IDMC, 2012b). This has made Sri Lanka the country with the highest proportion of the population displaced in 2011.

POLICIES

Minimum age requirement for domestic workers

In January 2011, the government approved a proposal to raise the minimum age requirement for women migrant workers from 18 to 21 years old. The change is viewed as an attempt to prevent further abuse and exploitation of women migrant workers, especially domestic workers in private households (Hyslop, 2011). The current age limit for domestic workers deployed abroad is between 21 and 51 (*ColomboPage*, 7 July 2011).

Sri Lankan Minister of Foreign Employment Promotion Dilan Perera says the government is also considering increasing the minimum age further to 30 years old and to set the maximum age at 40 years old. However, should this plan push through, it will be implemented gradually and in phases in the next three years. The plan also aims to discourage unskilled migrant labor and to promote skilled migrant labor instead (*ColomboPage*, 7 July 2011). The abuses experienced by Sri Lankan women migrant workers over the years have prompted calls for the government to improve their protection (Hyslop, 2011).

National health policy for migrant workers

The SLBFE on International Migrants' Day announced a new National Health Policy for migrant workers and their dependents, which will be implemented beginning January 2012. The program will provide medical services for migrant workers and their families through

private and state hospitals. It will also provide educational resources for migrant children and welfare assistance to migrant families. The health policy aims to assist migrants and their families as well as encourage skilled young people to look for employment abroad (Kannangara, 2011a).

Evacuations and return migration

Political unrest in the Middle East prompted the government to enforce temporary deployment suspensions. In late February, the government temporarily suspended the deployment of migrant workers to Bahrain due to the tense political situation. Representatives from the Sri Lankan embassy in Kuwait were sent to Bahrain to assess the situation of Sri Lankan workers there; Sri Lanka does not have a diplomatic mission in Bahrain (*ColomboPage*, 20 February 2011).

The SLBFE also facilitated the evacuation and return of hundreds of Sri Lankan workers from Libya, where chaos ensued as mass protests against Libyan Leader Colonel Muammar Al-Gaddafi spread throughout the country (*ColomboPage*, 6 March 2011).

Electronic processing

The Department of Immigration and Emigration coordinated with the Ministry of Defense and the Sri Lanka Tourist Authority in establishing an online visa system which began on 30 September 2011. The Electronic Travel Entry (ETA) is a new system that allows online visa processing for applicants from 78 countries and primarily aims to attract millions of tourists by 2016 (Nizam, 2011).

In December, Foreign Employment and Welfare Minister Dilan Perera also announced that electronic cards for identity processing and financial transactions will be issued to migrant workers through state banks. Migrant workers can use their cards for identity checks and to make deposits and withdrawals through state banks, although private banks will be included in the future (Somarathna, 2011a).

IT program for migrant workers

The SLBFE in 2011 extended the duration of a program that offers information technology courses for prospec-

tive migrant workers planning to seek work overseas (Kannangara, 2011b; *The Sunday Observer*, 2 October 2011). First implemented in 2009, the IT courses have been included in a mandatory two-week program that prepares workers before departure. The program has been funded by Microsoft and facilitated by the Sri Lanka Anti-Narcotics Association (*The Sunday Observer*, 2 October 2011).

Meanwhile, almost 2,000 migrant children were recipients of the SLBFE's educational scholarships worth Rs. 34.1 million in 2011 (Somarathna, 2011b).

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SOUTHEAST ASIA

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	0.4
Rate of natural increase (%)	1.3
Percent urban	72.0
Population per square kilometer	71
Population ages 0-14 (% of total)	27.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	16.36 B
GDP growth (annual %)	2.2
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	33 - 0.838
Gender inequality index (rank - value)	-
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	148,123 (45.5)
Top five origin countries:	
Japan	(73,598)
Thailand	(18,285)
New Zealand	(18,222)
India	(8,167)
Republic of Korea	(7,607)
Emigrant stock (Percent female)	17,971 (43.2)
Top five destination countries:	
Canada	(5,049)
Malaysia	(4,744)
Australia	(2,531)
Bangladesh	(1,887)
Philippines	(1,241)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	
Asylum-seekers by origin	1
Asylum-seekers by country/territory of asylum	-
Refugees by origin	1
Refugees by country/territory of asylum	-
International students (2010)	
Inbound international students	229
Outbound international students	3,208

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, the total population of Brunei Darussalam stood at 393,372, higher compared to 386,800 in 2010 (Table 1). The annual rate of increase was at 1.7 percent, compared with 1.8 in 2010. Of the total population, 51.6 percent were male and 48.36 percent were female. In terms of residential status, 281,647 (71.6 percent) were Brunei citizens, 25,787 (6.56 percent) were permanent residents and 85,938 (21.85 percent) were temporary residents (who are mostly migrant workers) (Department of Economic Planning and Development/JPKE, 2012).

Brunei's working age population (15-64) represented 47.26 percent of the total population at 185,900. The employed totaled to 182,700, higher compared to 178,200 in 2010. The unemployment rate declined from 2.9 percent in 2010 to 1.7 percent in 2011 (JPKE, 2012).

Despite high employment, Brunei still imports foreign labor due to a limited local workforce and the demand for more manpower in various sectors. Brunei requires temporary migrant workers to register as temporary residents and to possess an identity card. Different

identity cards distinguish citizens, permanent residents and temporary residents.

Statistics from the Immigration and National Registration Department show that from January to November 2011, a total of 85,511 people registered for Green Smart Identity Cards, which are issued to non-Brunei citizens or foreign nationals living in the country, usually for employment. Meanwhile, a total of 69,076 people registered for the Yellow Smart IC for Brunei citizens and 8,576 people applied for the Purple Smart IC, which is for permanent residents (*Brunei Times*, 23 December 2011).

Migrant workers

In terms of labor migration policy, the government allows the hiring of foreign workers primarily to fill job vacancies left unfilled by local workers. As stated by the JPKE (2010), "The policy of recruiting foreign workers is always balanced with the policy of providing job opportunities for locals."

In 2011, temporary residents numbered at over 85,000, slightly lower compared to more than 86,000 the year before (JPKE, 2012). Most are migrant workers employed in various sectors, from construction, domestic work and the services industry, as well as in engineer-

TABLE 1
Brunei Darussalam Population, 2010 and 2011

Population	2010	2011
Total	386,800	393,372
Male	199,800	203,149
Female	187,000	190,223
Annual rate of increase (%)	1.8	1.7
Population by residential status		
Brunei citizens	274,500	281,647
Permanent residents	26,100	25,787
Temporary residents*	86,200	85,938

Note: *As described by the Department of Economic Planning and Development (JPKE), temporary residents "consist of foreign-born residents, predominantly temporary workers and their families" (JPKE, 2010).

Source: JPKE (2012)

ing and in medicine. Top origin countries of migrants in Brunei include: Japan, Thailand, New Zealand, India, and the Republic of Korea, as well as the Philippines and Nepal (SMC, 2012; UN DESA, 2012).

Indonesia is also becoming a major source country, and Brunei may increase its intake further in the future to fill in vacancies in the construction sector (Antara News, 2011).¹As of 2011, over 40,000 Indonesians were working in Brunei, including professional and skilled workers as well as domestic workers (Hassan, 2010).

Unauthorized migration

Authorities regularly conduct inspections and detain unauthorized migrants in the country. In 2011 this continued, with law enforcers detaining several foreign nationals who were found violating immigration rules (Othman, 2011; Radhi, 2011).

The Department of Immigration and National Registration reports a high number of immigration and employment violations in recent years, especially those who overstayed or switched employers and abused the employment pass. From 2006 to 2011, a total of 1,152 offenses were recorded by the department (*Brunei Times*, 12 July 2011).

Brunei's Immigration Act dictates that all foreign workers in the country are only allowed to work under their registered employers. Migrant workers are expected to enter and stay in Brunei according to the period stated in the employment pass (*Brunei Times*, 12 July 2011).

Stateless persons

Brunei faces the challenge of addressing the problem of statelessness. According to the UNHCR (2012), there are 20,922 stateless persons in Brunei. In terms of refugee migration, only one asylum seeker and one recog-

nized refugee from Brunei Darussalam have been recorded, based on UNHCR statistics.

Stateless people in Brunei are mostly permanent residents (PRs) who are not given the same privileges and rights as citizens, even though some were born in Brunei and are already second and third generation residents. Due to the difficulties of being stateless, such as going through immigration upon departure from or arrival into the country, some have opted to study or work abroad and not return to the country (*Brunei Times*, 26 January 2011).

The government has attempted to address the plight of stateless persons, primarily by granting some permanent resident status through naturalization and registration. To date, however, Brunei has not signed or acceded to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness (see *United Nations Treaty Collection* at un.treaties.org).

Trafficking in persons

Brunei is mainly a destination country for labor and sex trafficking victims from Indonesia, Malaysia, the Philippines, Pakistan, India, Bangladesh, China and Thailand. Many of these victims initially migrate to Brunei for employment but are subjected to conditions indicative of forced labor or prostitution and human trafficking. Often vulnerable are women migrants, mostly those employed as domestic workers.

In January, the first person convicted of involvement in human trafficking in Brunei was sentenced to four years and six months in prison. Malaysian national Sherdali Mohd Ali was found guilty of forging passport and travel documents (considered a violation of the Passport Act), which was intended to facilitate human trafficking (*Brunei Times/Asia News Network*, 28 January 2011).

¹ Indonesian migrant workers in Brunei: As of February 2011, 51,391 Indonesian migrant workers were based in Brunei, considered as part of the formal sector. Of the total, 1,041 were in the oil business, 924 were professional workers and 231 were employed in agriculture. A total of 118 Indonesians were employed in industry work, 79 in maritime work and 11 in nursing, among other occupational categories. The largest group of Indonesian migrant workers is in the services sector, numbering up to about 3,037. Indonesian migrant workers in the informal labor sector include 16,525 domestic workers and 3,562 household or personal drivers (*Antara News*, 2011).

In the *Trafficking in Persons Report 2011*, the USDS placed Brunei in the Tier 2 Watch List, saying that the government still does not have formal procedures for identifying and assisting trafficked victims, and that it should pursue more investigations and prosecutions using the 2004 anti-trafficking law. In November 2010, there had been plans of forming an anti-trafficking unit within the Royal Brunei Police Force, though the report states that this has yet to begin operations (USDS, 2011).

POLICIES

Government to assess ILO Convention 189

The Labor Department in August said that the government is moving towards the ratification of the ILO Convention 189 or the Convention on Domestic Workers. Brunei adopted the convention at the 100th session of the International Labor Conference in June, after which the government will assess the provisions in the treaty and draft legislation before ratification. According to the enforcement section of the Labor Department, the transition from adoption to ratification of the convention could take as long as two years. It also noted that most of the laws and regulations stipulated in the convention have already been included in the country's Employment Order of 2009 (Bandial, 2011a).

The convention promotes the protection and welfare of all domestic workers by setting standards for their rights. The convention includes basic rights, required rest days per week, decent wages, clear information on the terms of employment, proper work contract and rights, including freedom of association and the right to collective bargaining (Bandial, 2011a).

Citizenship process for stateless PRs

In January, the Ministry of Home Affairs announced plans to expedite citizenship processes for local-born stateless PRs (Thien, 2011). It said the citizenship process applies to PRs who are stateless and holders of an International Certificate of Identity (ICI). Stateless people in Brunei are not eligible for passports and thus carry an International Certificate of Identity (ICI) when traveling. However, difficulties arise as many immigra-

tion desks abroad do not consider ICIs as substitute passports (Thien, 2011).

Stateless PRs have lauded the announcement, though there has been uncertainty concerning the timeline of the plan. Business leaders and economists say the decision to grant citizenship to stateless PRs would allow PRs to register businesses, purchase properties and other privileges similar to current citizens. This means possible growth in real estate, small-to-medium enterprises and investments. Moreover, this would encourage them to stay in the country instead of looking for work abroad, which would help mitigate brain drain or the outflow of skilled labor (Bandial, 2011b).

In March, the Ministry also announced that it will waive re-entry permit and re-entry visa fees for stateless, a move that was welcomed by the PRs (Bandial, 2011c).

Decline in migrant worker complaints

The Department of Labor data suggest that the number of complaints filed by migrant workers has declined, a trend said to have been reinforced by stricter law enforcement and increased crackdowns against employers violating labor laws. However, this only pertains to those employed in private sector companies and does not include complaints filed by migrant domestic workers (Bandial, 2011d).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	54.0
Rate of natural increase (%)	1.2
Percent urban	31.0
Population per square kilometer	80
Population ages 0-14 (% of total)	28.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	-
GDP growth (annual %)	-
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	149 - 0.483
Gender inequality index (rank - value)	96 - 0.492
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	88,695 (48.7)
Top four origin countries:	
China	(41,064)
India	(31,829)
Pakistan	(3,168)
Bangladesh	(1,418)
Emigrant stock (Percent female)	1.32 M (41.9)
Top five destination countries:	
Thailand	(637,383)
US	(202,696)
Bangladesh	(153,590)
Malaysia	(99,718)
Pakistan	(96,542)
Migrant remittance inflows (US\$)	127 M
Internally Displaced Persons (IDPs)	339,200
Asylum-seekers by origin	24,033
Asylum-seekers by country/territory of asylum	-
Refugees by origin	214,594
Refugees by country/territory of asylum	-
International students (2010)	
Inbound international students	-
Outbound international students	6,288

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

As of mid-2011, Burma's total population stood at 54 million, with an annual growth rate of 1.2 percent (PRB, 2011). The country's history of political conflict and persistent poverty and unemployment have resulted in migration outflows (Hardman, 2011), which include economic migrants and those fleeing for political reasons. Politically-driven migration has been prompted by the long-standing conflict between major ethnic groups, such as the Karen, and the government. Clashes between these groups and the government have been going on since Burma's independence in 1948 (*Migration News*, January 2011). The election on 7 November 2010, the first in 20 years, signaled an important transition in Burma (*Migration News*, January 2011). In March, political authority was officially transferred from the military to the new government, headed by newly elected President Thein Sein.

Official statistics show that from 1990 until 2010, a total of 330,311 Burmese migrant workers were officially deployed to 15 countries. These countries include: Singapore, Malaysia, South Korea, Libya, Thailand, Cambodia, Japan, Switzerland, Brunei Darussalam, UAE, the US, France, Germany, Qatar and Kuwait (Xinhua News Agency, 2011a). Most Burmese migrants work in Thailand, Singapore, Malaysia, Japan, South Korea and in the Middle East (Xinhua News Agency, 2011b).

Migration from Burma to Thailand is largely irregular, facilitated by long and porous land borders. An estimated 2-3 million Burmese migrant workers are employed in Thailand, majority of whom are working in agriculture, fishery, construction and in the industrial sector (Hardman, 2011; Xinhua News Agency, 2011a). Most of them are employed in low-skilled occupations, earning little for the work. Those working in garment factories, for example, earn around \$2/day. Some Burmese women have ended up in prostitution (Hardman, 2011). There are also many Burmese domestic workers in Thailand, many of whom lauded the country's recent adoption of ILO Convention 189 (Forbes, 2011).

In Malaysia, Burmese migrant workers are mostly employed in construction, manual and mechanical work and services (Htaw, 2011).

Migrant registration in Thailand, amnesty program in Malaysia

The unauthorized status of Burmese migrants in destination countries renders them vulnerable to exploitation. Of the 2-3 million Burmese migrant workers in Thailand, only around 812,000 had work permits (Aung, 2011a; Hardman, 2011; Xinhua News Agency, 2011a). Many Burmese migrants have been arrested or detained for not possessing permits or for violating labor migration regulations. In March, there were reports that Thai police arrested over 400 Burmese migrant workers at a company in Ratchaburi for not having valid work or residence permits. Though some had temporary passports, they were found to have switched jobs without permission (Aung, 2011a).

Burmese migrants sought to legalize their work status in destination countries that offered amnesty or registration programs. In 2011, a total of 543,535 Burmese migrant workers were able to legalize their status in Thailand by completing their registration and obtaining work permits. Burma had the highest number of newly registered migrants, followed by Cambodia (214,874) and Lao PDR (93,421) (IOM, 2012).

The Malaysian government implemented an amnesty program which would give unauthorized migrant workers a chance to legalize their status. This was scheduled in July but later postponed so that there would be enough time for the biometric registration of authorized migrant workers. According to Immigration Ministry Secretary Mahmood Adam, this would allow the Immigration Department to identify runaway workers. Foreigners who ran away from their employers were not included among those who can legalize their status under a new system and faced deportation (Roughneen, 2011).

Meanwhile, irregular and unauthorized Burmese migrants have been postponing their application for work permits at the embassy in Malaysia due to expensive fees, the lack of legal assurance for workers and fears of being tricked by agents (Htaw, 2011).

Asylum-seekers and refugees

Burma is one of the largest sources of refugees in the world. In 2011, there were a total of 214,594 recognized refugees from Burma, of which 206,259 have been assisted by the UNHCR. According to the IDMC, however, the number is around 414,600, considering more than 200,000 unregistered Burmese refugees based in Bangladesh (IDMC, 2012a). Meanwhile 24,033 asylum-seekers still have pending applications (UNHCR, 2012). In 2011, a total of 17,900 Burmese refugees were recipients of the UNHCR's resettlement program (IDMC, 2012a).

Of increasing concern to international agencies and rights organizations are the Rohingyas, an ethnic minority that is considered one of the most oppressed minorities in the world (AFP, 2011). The Rohingya people in Burma do not have rights to own land and are not allowed to marry or travel without permission (AFP, 2011). Rohingyas have sought refuge in Bangladesh and Thailand, among other countries. In Bangladesh, around 28,000 Rohingyas are registered refugees. However, the Bangladeshi government has consistently considered them as economic migrants. It has regularly asked the Burmese government to repatriate them (AFP, 2011).

Internal displacement

Unresolved conflict between government troops and ethnic groups caused new internal displacement and refugee migration into Thailand in 2011. Fighting between the Democratic Karen Buddhist Army (DKBA) and government forces which began during the November 2010 elections carried over to 2011. In March, the Burmese army fought with the Shan State Army-North, and in June with the second largest opposition group, the Kachin Independence Army (KIA). Refugees who fled to Thailand numbered at 20,000 and over 30,000 people were internally displaced. New displacements were estimated at over 50,000 (HRW, 2012; IDMC, 2012a). Thousands also sought refuge in China (HRW, 2012).

Overall, the long-standing fighting in eastern Burma has resulted in 500,000 internally displaced persons and an estimated 140,000 refugees in Thailand as of

2011 (HRW, 2012). The IDMC (2012a) puts the estimated number of IDPs at 450,000. Around 28,000 Rohingya refugees from Burma are living in camps in Bangladesh, while some 200,000 are living along the Bangladesh-Burma border area. Thailand in 2011 called for the repatriation of Burmese refugees; Bangladesh has also announced plans of closing its refugee camps for the Rohingya refugees and to begin repatriation to Burma (HRW, 2012).

Migrants in Thailand affected by floods

Massive floods hit Thailand in 2011, affecting not only locals but also thousands of migrant workers, and challenging the Thai government's disaster response management. In November, the Burmese Embassy in Thailand visited migrants in flood shelters and issued temporary passports (Saimon, 2011).

The disaster had driven some Burmese migrants to flee to the border shared with Thailand, but were arrested by Thai police. There were reports of nearly 1,000 Burmese migrants who were detained in the Mae Sot border town. Others who lost their legal documents in the floods or were unable to contact their employers who held their documents went in hiding and stayed in the shelters (Saimon, 2011).

Activists and migrants say that the re-opened border checkpoint along the Burma-Thai border for migrants who left flooded areas can put Burmese migrants at risk of being exploited. Many are undocumented and are unemployed, and they might be vulnerable to abuse and extortion as they attempt to return home (IRIN, 2011).

Trafficking in persons

Burma is mainly a source country of forced labor and sex trafficking victims who are brought to Thailand, Malaysia, Bangladesh, India and South Korea. Poverty and unemployment push people to migrate; many end up in situations indicative of human trafficking. Aside from incidents of labor and sex trafficking, there have also been reports of forced labor (e.g., child soldiers and forced labor in construction and farming) by both civilians and the military (USDS, 2011).

Burma continues to be ranked a Tier 3 country by the USDS *Trafficking in Persons Report 2011*, mainly due to the involvement of the military in forced labor, the rampant impunity in relation to trafficking and the complicity of local authorities. However, the report also notes that the government to a certain extent engaged in efforts against cross-border sex trafficking (USDS, 2011).

POLICIES

New government may have implications for migration

Political changes in Burma could affect migration movements in the future. In January 2011, the national parliament and regional and state assemblies convened, followed by the formal transfer of power from the military regime to the new government in March 2011. Former general and Prime Minister Thein Sein was elected president, and several former generals became ministers or held other top positions (HRW, 2012; IDMC, 2012a).

The new government's agenda supposedly include education, anti-corruption efforts and environment protection, as well as allowing exiled political dissidents to return. Members of the new parliament also discussed amnesty for political prisoners, educational reform and granting citizenship to Rohingya Muslims, as well as working on bills that will allow trade unions and peaceful assembly. Though promising, HRW says "it remains to be seen how they will be implemented and the level of social participation" (HRW, 2012:301).

Temporary passports for migrants

In July, the Ministry of Home Affairs extended the validity of temporary passports from three to six years (Win, 2011). Temporary passports will be issued at the Burma-Thai border gates for those applying in July 2011 (Xinhua News Agency, 2011a).

Since June 2009, there have been more than 500,000 Burmese migrant workers who hold temporary pass-

ports. The government estimates that by 14 July, the deadline of the registration process in Thailand, around one million Burmese migrant workers will have submitted their applications (Win, 2011; Xinhua News Agency, 2011a).

Remittance transfers

Burma has approved a proposal to allow private banks to facilitate the transfer of remittances for migrant workers based in Malaysia, Singapore and Thailand. The banks include the following: Cooperatives Bank, Kanbawza Bank, Ayeyawady Bank and Asia Green Development Bank. These authorized and licensed banks are expected to manage the formal transfer of remittances from Burmese migrant workers to their families (Xinhua News Agency, 2011b).

Burma has also decided to exempt migrant workers from paying the income tax for foreign currency beginning 1 January 2012 (Xinhua News Agency, 2011b).

Bilateral talks with Thailand

Burma's Deputy Foreign Minister Maung Myint and Thailand Labor Minister Chalernchai Sri-On held a meeting in January to discuss the conditions of Burmese migrants. The bilateral talks were held after recent clashes between Burmese factory workers and their Thai employers. The meeting also included a discussion of the nationality verification system and its implications for Burmese registrants (Allchin, 2011).

Prior to the meeting, Burmese migrants working at a factory in Ratchaburi Province, Thailand staged protests against their Thai employer for poor management and working conditions. The factory owners eventually agreed to raise the overtime payment and to improve facilities for migrant workers (Allchin, 2011).

In January, over 300 Burmese workers at an auto parts company in Bangkhunthian went on strike, demanding the right to obtain temporary passports and work permits, paid national holidays and medical leave, among others. After negotiations the migrant workers and employers reached an agreement concerning labor rights, salary and work conditions (Aung, 2011b).

Repatriation of refugees in Bangladesh

The Burmese government in December said it will take back refugees from Bangladesh except ethnic Rohingyas, according to an agreement between President Thein Sein and Bangladeshi Prime Minister Sheikh Hasina (AFP, 2011). The repatriation of Burmese refugees will be based on four key criteria, including proof of citizenship. An estimated 2,500 refugees are expected to meet these conditions (AFP, 2011). According to an immigration ministry official, ethnic Rohingyas will not be considered as they are not Burmese citizens. Meanwhile, the UNHCR said it was not informed of this plan and has sought both governments for clarification (AFP, 2011).

Detainees exchange program

In October, the Home Ministry announced plans for a detainees exchange program in which unauthorized Burmese in Malaysia and unauthorized Malaysian migrants in Burma will be repatriated to their home countries. Both Malaysia and Burma have agreed to the exchange program and have begun discussing the details of the swap (*New Straits Times*, 18 October 2011; Xinhua News Agency, 2011c).

The ASEAN Inter-Parliamentary Myanmar Caucus (AIPMC) has called on the Burmese government to stop plans of pursuing the “detainees exchange program” with Malaysia. In a statement, the AIPMC expressed concern over the “swap deal,” which will lead to the deportation of Burmese migrants arrested in Malaysia. The caucus warns of possible persecution for these Burmese migrants, including forced labor, land confiscation, rape and torture (AIMPC, 2011).

AIPMC states, “We wish to reiterate that such a ‘swap deal,’ which would see Burmese nationals returned to persecution in their homeland, serves political interests well ahead of these exceedingly serious human rights concerns. Contrary to the principles of international law upon which ASEAN is founded, such an agreement would only further jeopardize the dignity and security of Burmese refugees and asylum seekers in Malaysia” (AIMPC, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	14.7
Rate of natural increase (%)	1.8
Percent urban	20.0
Population per square kilometer	81
Population ages 0-14 (% of total)	33.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	12.83 B
GDP growth (annual %)	7.1
GNI per capita, PPP (current international \$)	2,230
Human development index (rank - value)	139 - 0.523
Gender inequality index (rank - value)	99 - 0.500
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	335,829 (51.7)
Top five origin countries:	
Vietnam	(148,516)
Thailand	(122,071)
China	(6,187)
France	(1,120)
Lao PDR	(1,059)
Emigrant stock (Percent female)	396,183 (38.7)
Top five destination countries:	
US	(177,912)
France	(78,478)
Thailand	(43,967)
Australia	(26,003)
Canada	(23,082)
Migrant remittance inflows (US\$)	245 M
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	186
Asylum-seekers by country/territory of asylum	49
Refugees by origin	15,184
Refugees by country/territory of asylum	64
International students (2010)	
Inbound international students	-
Outbound international students	4,060

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

As of mid-2011, Cambodia's total population stood at 14.7 million, lower compared to 15.1 million in mid-2010 (PRB, 2011, 2010). However, the annual growth rate rose to 1.8 percent in mid-2011, from 1.6 percent in mid-2010. Around 33 percent were under 15 years old and four percent represented those aged 65 and above, suggesting a relatively young population with a high share of dependents. With new batches of young entrants into the workforce annually, Cambodia faces the challenge of providing enough jobs and livelihood for its citizens. At present, poverty, unemployment and the lack of opportunities are compelling many Cambodians to seek employment abroad.

Data generated by government agencies on Cambodian migrant workers are limited, though some details can be gleaned from various reports. Majority of Cam-

bodian migrant workers go to Malaysia, Thailand, Japan and South Korea. An estimated 126,000 migrant workers were based in these countries as of 2011; most of remittance inflows also came from these countries (Bernama, 2011). Government data indicate that Cambodia earns an average of \$180 million annually from the deployment of migrant labor to these four countries (Bernama, 2011).

Table 1 shows the number of Cambodian workers employed in these four major destination countries, based on data presented by Nathran (2013), Deputy Director of the Department of Employment and Manpower under the Ministry of Labor and Vocational Training (MoLVT). Majority of migrant workers in Malaysia have been women, mostly because of the demand for domestic workers. In Thailand, most of those hired work in agribusiness (The Asia Foundation, 2011). In South Korea, there have been more men than women deployed, as the country often hires migrant workers for agriculture, construction and factory work, aside from domestic workers (*AseanAffairs*, 17 May 2011; The Asia

TABLE 1
Cambodian Migrant Workers by Destination Country and Gender, 2008-2011

	2008	2009	2010	2011
Malaysia				
Total	3,432	9,682	16,394	3,510
Male	53	876	2,522	-
Female	3,379	8,806	13,872	3,510
Korea, Republic of				
Total	2,531	1,687	2,121	4,957
Male	2,127	1,438	1,640	4,429
Female	404	249	481	528
Thailand				
Total	2,991	3,543	11,224	16,837
Male	1,816	1,968	6,304	10,624
Female	1,175	1,575	4,920	6,213
Japan				
Total	63	16	49	74
Male	19	10	40	52
Female	44	6	9	22

Source: MoLVT, in Nathran (2013)

Foundation, 2011).¹ Many Cambodians have also migrated as foreign spouses to Japan and South Korea.

Malaysia is a major destination country of Cambodian domestic workers. In 2010, an estimated 25,000 Cambodian domestic workers were deployed there (Loy, 2011a). Due to Indonesia's deployment ban to Malaysia in 2009, Cambodia has become an alternative source of migrant domestic workers. However, many of these domestic workers have been deceived by Cambodian recruitment agencies and have suffered from abuse and poor work conditions under their Malaysian employers (The Asia Foundation, 2011).

With the increasing numbers of Cambodian migrant workers deployed every year, remittances sent home have reached millions, contributing to the national economy but most of all, serving as a source of income for many remittance-receiving households. In 2011, remittances sent home by Cambodian migrant workers abroad amounted to \$245 million, accounting for 1.9 percent of the GDP. However, compared to the past years, this figure is significantly lower. Remittance inflows to Cambodia were recorded at \$335 million in 2009 and \$318 million in 2010, suggesting a declining trend (World Bank, 2012).

Irregular migration

Increasing labor migration includes rising levels of irregular migration, especially among those who do not have enough resources to go through formal recruitment and deployment system. According to the IOM, irregular migration from Cambodia has been increasing, reinforced by poverty, the remnants of the civil war and porous borders shared with neighboring countries, among other factors. Human trafficking also continues to be a major concern (IOM, 2011).

In a study on irregular migration from Cambodia, Hing, Lun and Phann (2011) examined regulations and policies that attempt to manage this type of movement. The research involved a household survey with 507

respondents from six migration source villages, focus group discussions with migrant workers and informant interviews with experts and government officials. According to the report, irregular migration is the "most popular form" of overseas job-seeking for Cambodians, as it is "secure, convenient and cheap" (Hing, Lun and Phann, 2011).

Irregular migration and informal recruitment of Cambodian migrants were categorized into two: short-distance migration through the Cambodian-Thai border, and long-distance migration to Thailand or Malaysia. The first typically involves migrant workers taking agricultural work through information from migrant relatives, friends or villagers. The second category involves jobs for fishing, construction or factory work, drawing migrants who move in small groups and through a broker (Hing, Lun and Phann, 2011).

Irregular migration was found to be driven by poverty, lack of employment, restrictive immigration policies and expensive fees for recruitment agencies, though the predominant factor was the "inability to afford the cost of legal recruitment" (Hing, Lun and Phann, 2011).

According to the report, irregular migration needs to be addressed holistically. Some recommendations include: addressing the root causes of irregular migration, strengthening development in communities of origin, regulating recruitment agencies, preventing human trafficking, protecting migrant workers, providing support services, and strengthening bilateral and international cooperation on migration policies (Hing, Lun and Phann, 2011).

Domestic worker abuses

In 2011, there were several reports concerning the abuses experienced by Malaysia-bound Cambodian domestic workers at all stages of migration. In 2010, the Cambodia Human Rights and Development Association investigated abuses against domestic workers at training centers both in Phnom Penh and in Malay-

¹ Data cited by Bernama (2011) show slightly different figures: South Korea received 5,957 Cambodian migrant workers in 2011 through the Employment Permit System, higher compared to 2,116 the year before.

sia, including forced detention, passport confiscation and even physical and sexual abuse (IRIN, 2011; Loy, 2011a).

Some recruitment agencies in Cambodia have also been accused of sending young, underaged girls to work in Malaysia as domestic workers. Moeun Tola, head of the Community Legal Education Centre, said in most of the cases they have investigated, recruited women were under 21 and many others were even younger than 18. He also added that commune officials were involved in forging birth certificates to be used for passports that are issued by the Ministry of Foreign Affairs (IRIN, 2011).

A 2011 report by Human Rights Watch (HRW)² found that Cambodian domestic workers face abuses “at every step of the migration cycle” and receive little protection from the government or none at all. Abuses are rampant in the migration process – from training, employment placement to transit and return – arising from the illegal practices of recruitment agencies. These include imposing exorbitant fees, subjecting young Cambodian women to forced confinement in training centers, forced migration for some who no longer wish to work abroad, and physical and verbal abuses and threats (HRW, 2011a).

In the destination country, many domestic workers also experience abuse and exploitation, including non-payment of wages, excessive work with little rest, and psychological, physical, verbal and sexual abuse by employers. Victims face limited if no access to assistance or redress in both origin and destination countries (HRW, 2011a).

According to Mr. Tola, law enforcement is a problem because inspections and sanctions are rarely conducted and implemented (Loy, 2011a). Stronger law enforcement and increased monitoring of recruitment agencies must also be developed by the Cambodian government to provide its domestic workers critical protections, according to HRW (HRW, 2011a).

A 2011 study by the United Nations Inter-Agency Project on Human Trafficking (UNIAP) found that the labor migration laws of Cambodia and Malaysia need further improvement especially in terms of providing protection to overseas domestic workers. The research included 77 interviews with Cambodian women who were former domestic workers and had worked in Malaysia, including 16 in-depth interviews (UNIAP, 2011). Seven key findings were outlined in the study, as listed below:

- 1) Only 52 percent of respondents met the minimum age requirement for domestic work in Malaysia. More than 20 percent were under 18 years old and 25 percent were aged 18 to 25. The young respondents though did not experience worse working conditions compared to those who were of suitable age.
- 2) About 18.2 percent of respondents experienced some form of abuse (mostly verbal) during pre-departure training and did not receive the complete training as required by Cambodian law.
- 3) Many of the respondents had limited understanding of the contracts provided by their recruitment agencies. Fourteen respondents (18.1 percent) said they did not understand the contract (or the consequences of breaking the contract) and some 10 respondents (13 percent) said they were not provided information about the contract provisions at all.
- 4) There are no policies for regulating charges and fees imposed by recruitment fees.
- 5) A total of 68 out of 77 workers (88.3 percent) said their salaries were deducted and that there was a high discrepancy between the wages promised by the recruiter and the actual amount they received. Some said they were paid only upon completion of the contract while others were paid with delays.
- 6) Inspections of workplaces are rare and Cambodian laws regarding these inspections are “ambiguous.”

² The study was conducted between April and May 2011 and was based on 80 interviews with Cambodian domestic workers and their families, as well as with government officials, civil society organizations and recruitment agents (HRW, 2011a).

- 7) There are limited complaint, dispute settlement or legal recourse mechanisms under both Cambodian and Malaysian laws.

Refugees and asylum-seekers

Cambodia is the origin country of an estimated 15,184 refugees (as of 2011), of which 125 are being assisted by the UNHCR and 186 await pending applications (UNHCR, 2012). By comparison, as of 2011, there were 64 registered refugees in the country. In 2010, two main groups of refugees were the subject of concern, especially of international agencies and rights organizations – the ethnic Montagnard and ethnic Khmer Krom, both from neighboring Vietnam.

In 2011, the Cambodian government ordered the closure of a UN refugee center that has housed the Montagnard people, an indigenous minority. The Montagnards are mostly evangelical Christians who left Vietnam on claims of fear of persecution for their religious beliefs (De Launey, 2011; Loy, 2011b). Around 300 Christian Montagnards have been imprisoned in Vietnam for religious beliefs or political reasons (Loy, 2011b). Many of them have migrated to Cambodia in 2001 and in 2004, with a large number of them successfully obtaining political asylum (De Launey, 2011).

According to HRW, the government must abide by international agreements and ensure that the Montagnards will not be returned to a place where they will be in danger. The group Jesuit Refugee Service, on the other hand, has expressed approval of the center's closure, saying that the place had become a detention center which treated refugees like prisoners (Asia News/Agencies, 2011; Loy, 2011b).

Ethnic Khmer Krom from Vietnam have also fled to Cambodia seeking asylum, claiming discrimination and marginalization in the home country. The Khmer Krom are said to live in the Mekong Delta in Vietnam, but are of Khmer ethnicity, similar to most Cambodians (*Minorityvoices.org*, 18 July 2011).

According to the Cambodian Centre for Human Rights (CCHR), the Cambodian government should provide citizenship to this group immediately and to provide a

framework that will efficiently facilitate this process (*Minorityvoices.org*, 18 July 2011). Though the government has confirmed that the Khmer Krom are Cambodian citizens, a CCHR study found that many of them have faced difficulties applying for citizenship identity cards, compelling a number of them to seek refuge elsewhere (*Minorityvoices.org*, 18 July 2011).

Internal displacement

A borderland dispute triggered clashes between Cambodian and Thai troops in February 2011. The land is located near the Cambodian-Thai border and an 11th century Preah Vihear temple, also a UN-recognized World Heritage Site. Thai nationalist groups had been staging protests, calling on the government to reclaim the area near the temple. According to Cambodian Information Minister Khieu Kanharith, Thai troops crossed the border and attempted to remove a Cambodian flag from a small temple in the area, angering Cambodian troops and triggering the fighting (AP, 2011).

Artillery shots, mortar fire and shelling have triggered evacuations, displacing thousands of people living in the border area. Some 40 civilians were caught in the crossfire and had either been killed or wounded, while a number of soldiers from both sides have been killed. At least 20 deaths have been reported (Quiano, 2011). More than 50,000 people living on both sides of the border were transferred to camps (George, 2011).

Despite ceasefire, tensions remained and fighting resumed in April when both countries failed to reach an agreement and cancelled peace talks (George, 2011; Olarn, 2011a). In May, talks resumed between Cambodia and Thailand with an Indonesian observer team (Quiano, 2011). According to the Thai Ministry of Labor, the border conflict between the two countries has not affected the employment and registration of Cambodian migrant workers in the country (TNA, 2011). Though most were able to return to their homes, some of them found their property destroyed and their businesses and livelihoods affected due to suspended border trade, among others (IDMC, 2012a).

Cambodia also suffered from massive floods between August and November, leading to the displacement of

an estimated 214,000 people, according to the National Committee for Disaster Management (IDMC, 2012b).

Trafficking in persons

Cambodia was ranked Tier 2 in the USDS *Trafficking in Persons Report* for 2011. According to the report, though the government was able to prosecute sex trafficking offenders, corruption related to human trafficking was still rampant and labor trafficking of Cambodian migrants still persists. The government has not been able to convict any recruiters involved in labor fraud and trafficking.

Cambodia is mainly a source country for victims of labor and sex trafficking. Many Cambodian men, women and children have been brought to Malaysia and Thailand for forced labor (in agriculture, fishing industries and domestic work, among others) and for sex trafficking. Children have reportedly been trafficked through the Cambodia-Thai border and Vietnam for forced labor. A number of Cambodian migrants to Malaysia have also been exploited by some recruitment agencies. Underaged recruitment is also rampant. Cambodia is a destination country for child sex tourism as well as trafficked Vietnamese women and children. Women and children have also been trafficked internally. Cambodia is also a transit point for traffickers who bring victims to Malaysia and Thailand for prostitution. Some Cambodians migrating to Taiwan and South Korea through brokered marriages are vulnerable to forced labor and forced prostitution, according to the TIP report (USDS, 2011).

POLICIES

Study notes Cambodia's labor migration policy needs improvement

A report by The Asian Foundation analyzed Cambodia's legal and policy approach towards international labor migration found that the government's domestic and

regional legal frameworks are generally underdeveloped. Recruitment agencies or RAs in Cambodia are able to operate and even circumvent rules amid a weak and limited regulatory and monitoring system. Moreover, victims have little if no access to legal assistance and redress, and have faced difficulties in having offenders prosecuted (The Asia Foundation, 2011).

As stated by the report, "In order to make RAs change their behavior and increase their standards of recruitment and training, more claims against them will first need to succeed. In this regard, workers and their families would benefit from greater support and protection during the course of pursuing claims against the RAs." The report outlines several recommendations for developing laws on labor, recruitment agencies and migrant workers and at different steps of the migration process (The Asia Foundation, 2011).

Sub-decree on recruitment agencies

On 17 August 2011, Prime Minister Hun Sen approved a revised labor migration law titled "Sub-Decree on the Management of the Sending of Cambodian Workers Abroad through Private Recruitment Agencies" (Poudyal, 2011), also known as Sub-Decree 190.³

The new sub-decree revises the 1995 Sub-Decree No. 57 (or "Sub-decree No. 57 on the Sending of Cambodian Workers Abroad"). According to the regulation, the Ministry of Labor and Vocational Training (MoLVT) is responsible for inspecting recruitment agencies and that recruitment agencies are required to provide legal assistance and Khmer-translated contracts for migrants. The sub-decree also mentions decent living standards in training centers, but HRW says minimum standards have not been established. It also includes penalties for violations by recruitment agencies but does not specify complaint mechanisms (Poudyal, 2011).

Rights groups, however, have criticized the new legislation. The Cambodian League for the Promotion and Defense of Human Rights (LICADHO) and HRW said the

³ For a copy of the English version of the sub-decree, see http://www.caramcambodia.org/uploads/subdecree190%20on%20management%20of%20sending%20workers%20abroad_eng.pdf.

regulation only provides vague protections but does not contain sufficient provisions to address debt bondage, illegal recruitment, the hiring of underaged workers and forced confinement by recruitment agencies (for a list of specific problems found in the law, see LICADHO, 2011). Moreover, the regulation was drafted without consultations with civil society organizations, international agencies and groups of migrant workers (LICADHO, 2011; Poudyal, 2011). HRW said the sub-decree does not include provisions from the ILO Convention on Decent Work for Domestic Workers, such as accessible complaint mechanisms, substantial penalties for violators and prohibitions on salary deductions for recruitment fees (Poudyal, 2011).

Registration of migrant workers in Thailand

The Thai government in May 2011 announced that over two million Cambodian, Burmese and Laotian migrant workers in Thailand have two more months for nationality verification and registration; the deadline has been set on 14 July 2011. Beyond this period, they will be arrested, detained and eventually deported to their respective home countries (*AseanAffairs.com*, 17 May 2011).

The system requires migrant workers not only to register but also to pay \$128 (3,880 baht) for health insurance and work permits that will legalize their stay in the country. The work permits are also required for migrant workers' children to be allowed to stay in Thailand (*AseanAffairs.com*, 17 May 2011).

As of 2011, a total of 214,874 Cambodian migrants completed the registration process and received temporary work permits (IOM, 2012).

Migrant worker deployment to Qatar

In December, Prime Minister Hun Sen approved an agreement with Qatar on the deployment of Cambodian workers to the Gulf country. However, domestic workers will not be deployed, especially those in house-keeping services. The decision follows the recent reports of abuses against domestic workers in Malaysia (Kunmakara, 2011). Aside from Qatar, Cambodia is also working with other countries for possible deployment

of migrant workers there, such as Kuwait and Singapore (Nathran, 2013).

Malaysia deployment ban

In October 2011, the Prime Minister issued a deployment ban to Malaysia after news surfaced of recruitment abuses against domestic workers in Cambodia and employment abuses in Malaysia (HRW, 2011b; Olarn, 2011b). Labor recruiters said they have received orders from the MoLVT to stop the recruitment of domestic workers to Malaysia.

In 2011, there were several reports (see above) published concerning the abuses experienced by Cambodian migrant domestic workers in Malaysia, from recruitment to employment and even upon return. The Ministry of Labor said the government will address these reported abuses, saying that improvements have been made and that illegal recruiters have already been eliminated. The Ministry of Interior had also investigated people involved in forging documents (IRIN, 2011).

Despite the ban, however, some agencies are still sending domestic workers to Malaysia, according to opposition parliament member Mu Sochua (Olarn, 2011b).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	238.2
Rate of natural increase (%)	1.3
Percent urban	43.0
Population per square kilometer	125
Population ages 0-14 (% of total)	28.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	846.83 B
GDP growth (annual %)	6.5
GNI per capita, PPP (current international \$)	4,500
Human development index (rank - value)	124 - 0.617
Gender inequality index (rank - value)	100 - 0.505
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	122,908 (44.5)
Top five origin countries:	
Timor-Leste	(21,304)
Libya	(18,517)
Burma	(16,063)
China	(14,183)
Lao PDR	(7,033)
Emigrant stock (Percent female)	2.87 M (49.9)
Top five destination countries:	
Malaysia	(1.32 M)
Saudi Arabia	(305,405)
Netherlands	(151,675)
UAE	(134,930)
HK SAR	(130,000)
Migrant remittance inflows (US\$)	6.92 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	367
Asylum-seekers by country/territory of asylum	3,233
Refugees by origin	10,659
Refugees by country/territory of asylum	1,006
International students (2010)	
Inbound international students	6,437
Outbound international students	34,067

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, Indonesia's national population soared to 241 million, around 3.5 million higher compared to 2010 and surpassing an earlier projection of 237.6 million based on the 2010 census. Population and Family Planning Board (BKKBN) Chief Secretary Sudibyo Alimoeso said the government must review population projections to anticipate the impact on national food supplies and resources for other basic needs such as health care, housing and job opportunities (Antara, 2011a). With a growing population, the country faces the challenge of providing enough jobs and means of livelihood for its citizens. Against this background, Indonesian migrants leave, taking on jobs in foreign countries despite low salaries and poor working conditions.

Accurate data or estimates of Indonesian migrants are difficult to determine. Stock estimates of Indonesian migrant workers have varied between four and six million, depending on the source (*The Jakarta Post*, 2012, Bank Indonesia, 2011 and Kompas, 2011, all cited in Bachtiar, 2012). Additionally, access to updated statistical information is rare. The National Agency for the Placement and Protection of Indonesian Migrant Work-

ers (BNP2TKI), for instance, reports outdated figures of migrant flows (2007), while the Manpower and Transmigration Ministry only shows deployment data from 2007 to 2009 (Bachtiar, 2012). Bachtiar (2012) notes the confusion regarding statistical data on Indonesian migrant workers and raises the issue of the importance of migration statistics monitoring.

Table 1 shows a slight increase in the deployment of Indonesian migrant workers between 2010 (575,803) and 2011 (581,081). Saudi Arabia not only has the largest concentration of Indonesian workers, but it also has the largest share of women workers. The top destinations of Indonesian migrant workers are in Asia and the Gulf countries.

Of the 1.2 million Indonesian migrant workers in Malaysia, 250,000 were domestic workers. Many of these domestic workers stay in the country for several years (*Migration News*, April 2011). Over a million Indonesian migrant workers also work in Saudi Arabia, mostly employed as domestic workers (*Migration News*, July 2011).

BNP2TKI Chief Juhur Hidayat said Indonesia beginning in 2012 will focus on the deployment of semi-skilled, skilled and professional workers abroad, mainly to destination countries in Asia and the Pacific, the

TABLE 1
Number of Indonesian Overseas Workers by Top 10 Countries of Destination and Sex, 2010 and 2011

Country of destination	2010			2011		
	Male	Female	Total	Male	Female	Total
1 Saudi Arabia	25,265	203,625	228,890	27,002	110,641	137,643
2 Malaysia	74,559	41,497	116,056	95,541	38,122	133,663
3 Taiwan	7,432	54,616	62,048	15,200	63,646	78,846
4 Hong Kong	23	33,239	33,262	1,161	49,122	50,283
5 Singapore	75	39,548	39,623	6,930	40,851	47,781
6 United Arab Emirates	1,334	36,003	37,337	4,427	35,430	39,857
7 Qatar	1,384	12,175	13,559	3,169	13,409	16,578
8 Brunei Darussalam	5,084	2,276	7,360	7,162	3,643	10,805
9 Oman	86	9,173	9,259	420	6,872	7,292
10 Bahrain	124	4,720	4,844	260	4,115	4,375
Others	9,235	14,330	23,565	43,782	10,176	53,958
Total	124,601	451,202	575,803	205,054	376,027	581,081

Source: BNP2TKI (2012)

Middle East, Europe and Africa. During the year, BNP2TKI visited several countries in Asia and Africa to promote the hiring of skilled workers and expects that thousands of them will be recruited in 2012 (Bernama, 2011).

Remittances

Remittances from January to October 2011 amounted to \$5.62 billion or Rp.5.07 trillion based on data from the Bank of Indonesia, according to BNP2TKI Deputy Chief Lisna Y Poeloengan. Of the total, \$2.24 billion came from Indonesian workers in the Middle East, \$3.25 billion from those in Asia and the Pacific, and \$9.55 million from those in Europe and Australia (Antara, 2011b). Around \$750,000 came from Indonesians in the US. According to the official, most of the remittances were sent by migrant workers in the informal sectors, i.e., those in less skilled occupations (Antara, 2011b).

In 2010, Indonesian migrant workers abroad sent home an estimated \$7 billion or Rp.63 trillion in remittances, according to World Bank data. The estimate is higher compared to the Bank of Indonesia's record of \$6.73 billion or Rp.61 trillion (Ahniar and Sukirno, 2011).

Repatriation of migrants in an irregular situation

Repatriations of Indonesian migrants in an irregular situation were reported throughout the year. In April, some 2,349 Indonesian migrant workers were repatriated from Jeddah, Saudi Arabia. Most overstayed their work permits or left their employers due to experiences of abuse and exploitation (*Migration News*, July 2011; *The Jakarta Post*, 26 April 2011).

In October, the Indonesian government announced the repatriation of another batch of unauthorized migrant workers from Saudi Arabia (around 3,000), many of whom lived under bridges and in tunnels in Jeddah. The deported migrants were either without work permits or had overstayed their visas (*The Jakarta Post*, 28 October 2011).

In Taiwan, over 11,000 Indonesian migrant workers are at risk of being sent home, according to the Taiwan office of the Indonesian Chamber of Commerce and

Industry. Sources of information include the Council of Labor Affairs and the Immigration Agency of Taiwan. Those facing deportation include Indonesians who committed crimes in Taiwan, violated immigration laws, and ran away from their employers before their contracts ended (*The Jakarta Post*, 29 April 2011).

Evacuations from North Africa

In early 2011, migrant workers were caught in the political conflict that erupted in several countries in the Middle East, part of what is known as the Arab Spring. The Indonesian government sought to evacuate as many of its migrant workers based in these countries. Amid clashes and riots in Tunisia, some 32 Indonesian migrants were repatriated while others stayed at Indonesian diplomats' houses and representative offices (Adamrah, 2011).

The violent uprising in Egypt also resulted in mass evacuations. The government pulled out thousands of Indonesian migrants there, especially in Cairo (*Bernama*, 7 February 2011; Lutfia, 2011a). One of the difficulties the mission faced was finding and repatriating 5,000 women migrant workers out of the country. Indonesian Embassy spokesman Muhammad Abdullah said these women, mostly domestic workers, could not be located because they did not contact the embassy (*Bernama*, 7 February 2011). In Egypt, there were around 6,149 registered Indonesian nationals, including 4,297 students and 1,002 migrant workers (Lutfia, 2011a).

The Indonesian government also had to evacuate migrant workers in Libya. On 25 February, an evacuation team reported that some 262 Indonesian workers will be pulled out from Libya and will be brought to Tunisia. Of the total, 201 were employees of a state engineering and construction firm, while 61 others were college students and migrant workers employed in other sectors (*The Jakarta Post*, 25 February 2011).

Indonesian migrants on death row

A Migrant Worker Taskforce was formed in July to assist and ask for pardon for four Indonesian migrant workers on death row in Saudi Arabia. Two of the four migrant workers were accused of murdering their em-

ployers, while the other two were charged for the death of another migrant worker. Advocacy is the priority, as there are no legal channels left, according to the taskforce spokesman Humphrey Djemat (*The Jakarta Post*, 7 July 2011).

According to the Indonesia Migrant Workers Task Force, as of November 2011 there were more than 220 Indonesians on death row in China (28), Malaysia (148) and Saudi Arabia (45). Many of them have been charged for drug-related cases, murder and possession of firearms (BNO News, 2011). International smugglers have used migrant workers as drug couriers or mules by giving them packages for delivery, whether they are aware of the contents or not (*The Jakarta Post*, 13 June 2011).

Boat migrants transit through Indonesia

Indonesia continues to be a key waypoint for many asylum-seekers heading to Australia, especially Afghans and Sri Lankans traveling by boat (AFP, 2011a). In March, authorities arrested some 43 Afghans who arrived in Indonesia and were planning to transfer boats to head for Australia. The arrested migrants were found near Madura Island in East Java province and were detained for not having proper identification documents (AFP, 2011a).

In December, a boat carrying 250 Afghan and Iranian nationals sank off the southern coast of Java, a common route going to Christmas Island in Australia. Many of the boat migrants were found though several rescue officials were dispatched to search for missing passengers. Survivors say they had paid agents around \$2,500-\$5,000 for the journey to Australia where they intend to seek asylum (AFP, 2011b).

Trafficking in persons

Indonesia is a major source of sex trafficking victims, especially Java, West Kalimantan, Lampung, North Sumatra and South Sumatra. Many Indonesian migrant workers in Asia and the Middle East have also experienced conditions indicative of labor trafficking, especially in Malaysia, Saudi Arabia, Singapore, Kuwait, Syria and Iraq. A significant number of victims are women who have suffered from different forms of abuse, in-

cluding rape. Internal trafficking is also rampant in Indonesia, victimizing young girls and women and forcing them into domestic work, sex work or laboring in agriculture, mining and fishing. Child tourism continues to be a problem especially in cities and tourist destinations. In response to this, the government in April 2011 formed the National Coalition for the Elimination of Commercial Sexual Exploitation of Children at the University of Indonesia (USDS, 2011:191-192).

A new method of child trafficking has emerged in which young girls below 17 years old are sold to companies or to buyers for unregistered marriages, according to the National Commission for Child Protection. In 2010, the commission documented 339 cases of child trafficking, mostly involving kidnapping and drugging child victims. From January to April 2011, around 36 cases were recorded (Asrianti, 2011).

Government data suggest that a significant number of trafficking victims from Indonesia are minors, and many of them come from West Java. In 2010, out of 3,840 trafficking cases recorded, 854 were young, underaged girls. A total of 862 or 23 percent of the total cases came from West Java province, according to Imiyarti Faud of the State Ministry for Women's Empowerment and Child Protection (Saudale, 2011).

Indonesia maintained a Tier 2 ranking in the USDS *Trafficking in Persons Report 2011*, which notes that the government moved to improve anti-trafficking efforts, especially through inter-ministry and inter-agency coordination. An immigration law that punishes the complicity of law enforcement officials in human trafficking and people smuggling was enacted during the reporting period. There were also developments in the drafting of a law that aims to further strengthen protection migrant workers and trafficked victims. However, the report also stated that the government did not enact critical migration laws efficiently and did not impose enough sanctions on those involved in labor trafficking. It added, "Moreover, the government did not demonstrate vigorous efforts to investigate, prosecute, and criminally punish law enforcement officials complicit in human trafficking, and this remained a severe impediment to the government's and NGOs' anti-trafficking efforts" (USDS, 2011:192).

Internal displacement

In 2011, new displacements were recorded following conflicts in Maluku, East Java and Papua. In Maluku, violence between Christians and Muslims led to the displacement of some 3,000 people, while in East Java, some 300 members of a Muslim minority were forced to leave their homes. In Papua, operations against members of the Free Papua Movement led to the displacement of as many as 10,000 people. New IDPs numbered at around 15,000, raising the total number of IDPs in Indonesia to about 180,000 (IDMC, 2012a: 87).

POLICIES**Death of Indonesian migrant worker, deployment ban to Saudi Arabia**

In June, Saudi Arabia ordered the beheading of Indonesian worker Ruyatibinti Satubi, who was charged with murdering her employer, without informing the Indonesian government, a move that sparked outrage and public protests. Indonesia later imposed a deployment ban to Saudi Arabia, to which the latter responded with a work permit ban on Indonesian domestic workers (*The Jakarta Post*, 7 July 2011).

Though the ban was intended to protect migrant workers, some experts believe it could lead to more unauthorized migration, especially if it pushes migrant workers to seek informal channels to find work abroad. The ban may also just be a temporary solution, and that bilateral cooperation is much more needed for long-term improvement in deploying migrant workers to Saudi Arabia (Pangetsu, 2011).

The death of Ruyatibinti Sabuti has prompted the government to find more ways for providing assistance to migrant workers. In June, the National Agency for the Placement and Protection of Indonesian Migrant Workers (BNP2TKI) launched a call center that will assist Indonesian workers abroad, from accepting complaints and reports to providing solutions to concerns and problems (*The Jakarta Post*, 28 June 2011). The government also hired lawyers in top destination coun-

tries, namely Malaysia and Saudi Arabia, to provide legal assistance to Indonesian migrant workers there (*The Jakarta Post*, 8 November 2011).

In November, Indonesia's draft resolution on violence against women migrant workers gained the approval of the Third Committee of the UN General Assembly. In a statement, Indonesia's representative to the UN Yusra Khan said the resolution aims to strengthen protection for women migrant workers from abuse, discrimination, exploitation and violence. However, activists say that all host and origin countries must ratify the resolution if it is to have a significant impact on the protection of women migrant workers (Lutfia, 2011b).

Meanwhile, President Yudhoyono has pledged a crackdown on illegal recruitment agencies. An estimated 500 licensed recruiters or placement agencies operate in Indonesia. Though exact numbers are unknown, it is believed that unlicensed recruiters in the country have also reached hundreds. (*Migration News*, January 2011).

Temporary deployment ban to Egypt, Libya and Syria

In March, the government announced a temporary deployment ban to Egypt and Libya due to conflict, political tension and security issues in those countries. A temporary deployment ban to Syria was also implemented after increasing reports of abuse experienced by Indonesian migrant workers. Moreover, Indonesia still does not have an MOU with Syria on the protection of migrant workers (Agustia and Hidayat, 2011).

Deployment ban of domestic workers to Malaysia lifted

On 2 December, the government officially lifted the ban on the deployment of migrant workers in the domestic sector to Malaysia following a signed MOU between Indonesian and Malaysian officials (*The Jakarta Post*, 19 November 2011; 2 December 2011). Beginning February or March 2012, agencies in Indonesia can resume sending domestic workers to Malaysia (*The Jakarta Post*, 2 December 2011).

The MOU covers 11 points, namely: work contracts, salary or wages, salary payment methods, rest days, passport storage, recruitment agents, placement fees, training, dispute settlements, visa matters and direct hiring or recruitment (Agustia and S., 2011). Among others, the agreement provides for the right of workers to keep their passports, to be given a rest day per week, and a clause setting the minimum wage at RM 700 per month (*The Jakarta Post*, 19 November 2011; 2 December 2011).

Generally, Indonesian recruitment and placement agencies (or the PPTKIs) are responsible for all processes involving the deployment of migrant workers to Malaysia, according to Manpower and Transmigration Minister Muhaimin Iskandar. A taskforce consisting of representatives from both Indonesia and Malaysia will be in charge of coordinating with stakeholders and handling relations among agencies, employers and workers (*The Jakarta Post*, 2 December 2011).

In 2009, Indonesia enforced a deployment ban to Malaysia after several reports of Indonesian domestic workers being abused and mistreated by Malaysian employers (*The Jakarta Post*, 2 December 2011).

Agreements with Singapore and Taiwan

The government is working on an MOU with Singapore to ensure proper placement and well-established protection mechanisms for Indonesian migrant workers who will be deployed there (*The Jakarta Post*, 30 September 2011).

The BNP2TKI in April signed an agreement with the Indonesian Trade Economic Office (KDEI) in Taiwan and the Taiwan Economic Trade Office (TETO) that ensures workers' rights to a monthly salary, insurance and overtime pay. Indonesian workers in Taiwan number up to 161,000, mostly employed as domestic workers or caregivers.

In other news, the Malaysian government in July said it will allow households to directly hire Indonesian domestic workers. The decision removes the recruiters who charge additional fees for services. While some Indonesian migrant advocates lauded the move, the

Indonesian Embassy in Malaysia criticized it, saying that the rule encourages Malaysian households to violate Indonesian laws (*Migration News*, October 2011).

Anti-human smuggling law passed

Indonesia in April passed a law against people-smuggling, part of a major bill that seeks to reform the immigration system. Under the new law, those found guilty of involvement in transporting unauthorized migrants in Indonesia will be sentenced to imprisonment for up to 15 years or a fine up to \$170,000. Critics are skeptical of its impact considering the degree of corruption in the government and in the immigration system. Australia on the other hand lauded the legislation. Many asylum-seekers and unauthorized migrants pass through Indonesia to reach Australia (McGeown, 2011).

Revisions to the 1992 Immigration Bill

On 7 April, Indonesia's House of Representatives passed an immigration bill that aims to set laws for citizens with foreign spouses (Sijabat and Grazela, 2011). The new law states that foreign spouses of Indonesians who have been with them for at least two years can obtain a permanent residence permit or *Kitap*. Foreign spouses are also allowed to stay in the country permanently even after a divorce, so long as the marriage had lasted for 10 years. Moreover, they are allowed employment (Haryanto, 2011; Sijabat and Grazela, 2011). On the other hand, a child born in Indonesia who has one parent with a limited stay permit will also be granted the same permit (Sijabat and Grazela, 2011).

Permanent residency permits can be obtained by foreign investors, missionaries and social workers who have stayed in Indonesia for three consecutive years (Sijabat and Grazela, 2011).

The new legislation, which revises the 1992 Immigration Bill, was celebrated as deliberations lasted for about six years (Haryanto, 2011; Sijabat and Grazela, 2011). However, despite positive reaction especially from foreign nationals, some have complained about the lack of implementing rules and regulations and the uneven implementation of the law. Some regional im-

migration offices, for instance, have accepted applications, while others have not yet begun implementing it (Haryanto, 2011).

Trial e-passport system launched

In January, the government launched a trial e-passport system to strengthen immigration security and to prevent forgery. The biometric passports contain all pertinent personal information for identification processing. The technical update on immigration security follows that of other countries such as Malaysia, Thailand and Singapore (Siahaan, Osman and Lutfia, 2011).

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LAO PEOPLE'S DEMOCRATIC REPUBLIC

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	6.3
Rate of natural increase (%)	2.2
Percent urban	27.0
Population per square kilometer	26
Population ages 0-14 (% of total)	41.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	8.30 B
GDP growth (annual %)	8.0
GNI per capita, PPP (current international \$)	2,580
Human development index (rank - value)	138 - 0.524
Gender inequality index (rank - value)	107 - 0.513
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	18,916 (48.0)
Top five origin countries:	
Vietnam	(9,932)
China	(2,615)
Thailand	(1,434)
Cambodia	(1,042)
Burma	(245)
Emigrant stock (Percent female)	490,873 (48.0)
Top five destination countries:	
US	(219,398)
Thailand	(100,380)
Bangladesh	(67,246)
France	(57,015)
Canada	(16,379)
Migrant remittance inflows (US\$)	110 M
Internally displaced persons (IDPs)	-
Asylum-seekers by origin	23
Asylum-seekers by country/territory of asylum	-
Refugees by origin	8,087
Refugees by country/territory of asylum	-
International students (2010)	
Inbound international students	725
Outbound international students	3,854

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Lao PDR's estimated total population in 2011¹ stood at 6.39 million, higher compared to 6.26 million in 2010 and 6.13 million in 2009, according to the Lao Statistics Bureau (Lao Statistics Bureau, n.d.(a)). Other sources also put the 2011 population estimate at 6.3-6.4 million (PRB, 2011; Reuters, 2011; *Vientiane Times/ANN*, 11 November 2011). Of the total population, around 60 percent were below 25 years old, and that 57 percent were between 15-64 years old, the workforce population. By 2015, the working age population is forecast to account for 63 percent of the total population (*Vientiane Times/ANN*, 11 November 2011).

Lao PDR is still one of the poorest countries in Asia. Around 27 percent of Laotians live below the poverty line and on \$1 a day (Reuters, 2011). However, the country is said to have had sustained growth which could improve further despite development challenges (IOM, 2012a). It also has a small population with high fertility, and has strengths in manufacturing, mining and tourism. However, Lao PDR still struggles with providing productive employment for its workforce, especially with a growing youth and working age population. According to ILO Senior Specialist Sukti Dasgupta, its biggest challenge is finding productive jobs for its people, especially rural employment. Other challenges include educational and skills development, regional inequality within the country, and low income for rural workers, among others. Most workers in Laos are in the agricultural sector, yet this is the least productive sector (*Vientiane Times/ANN*, 11 November 2011).

Due to its geographical position, Lao PDR is confronted with issues concerning border control and migration management (IOM, 2012a). Around 85 percent of cross-border movements from Lao PDR to Thailand are irregular. Such movements, along with the lack of information on migration laws, render many migrants vulnerable to abuse and exploitation (IOM, 2012a).

Lao PDR is also a destination country of migrant workers, especially from Vietnam, China, Thailand and Burma. It is estimated that around 200,000 migrant workers are employed in the country, mostly in the construction sector (IOM, 2012a). Earlier sources indicate that as many as 200,000 foreign workers are in the country in an irregular situation (Asean Affairs, 2010; Lao Ministry of Posts and Telecommunications, 2010).

Labor migration from Lao PDR

Government data show that 33,588 Laotians were deployed for work abroad in 2011, higher compared to 20,262 in 2010 (LSB, n.d.(b)). Demand for Laotian migrant workers largely came from Thailand, Malaysia and Japan. However, actual estimates of Lao migrant workers abroad are likely to be significantly larger due to irregular or unauthorized migration flows.

The Lao-Thai border has long served as a site for cross-border movements, especially for those visiting relatives, engaging in trade or looking for work. Large-scale labor migration from Lao PDR to Thailand, however, began in the 1990s when Thailand's economy grew and Lao PDR adopted a reform program called the New Economic Mechanism in 1986 (Department of Statistics - National Economic Research Institute, 2012).

However, reliable estimates are difficult to determine. Estimates of Lao migrant workers in Thailand have ranged from 100,000 to 150,000 and even up to 300,000 (DOS - NERI, 2012; *Vientiane Times*, 2 November 2011). In 2009-2010, around 4,450 authorized Laotian migrants worked in Thailand, according to data from the Ministry of Labour and Social Welfare (MoLSW). Taking into account thousands of unauthorized workers, the total figure could be much higher (Sengdara, 2011). Another estimate puts the number of authorized Laotian migrant workers at 1,000 and unauthorized migrants at 21,000 (*Vientiane Times*, 2 November 2011).

According to DOS-NERI (2012), the main factors that reinforce labor migration from Lao PDR to Thailand

¹ Estimate is based on the Population and Housing Census of 2005 (LSB, n.d.(a))

include shared history, language and traditions between the two countries, economic and regional integration, and socio-economic inequality.

In 2011, there were 93,421 Laotian migrant workers who were newly registered under Thailand's nationality verification process and received their work permits (IOM, 2012b). Thailand requires migrant workers to legalize their status in the country by going through the nationality verification process. Otherwise, they will face deportation.

Laotian migrant workers account for around eight percent of the country's workforce (ILO, 2012). The remittances they send home support many families. In 2011, remittances amounted to \$110 million, accounting for 1.3 percent of the GDP. The figure was significantly higher compared to remittance flows in 2010 and 2009, which were \$42 million and \$38 million, respectively (World Bank, 2012).

Despite the benefits of migration especially in terms of income and employment, there are also costs to migrant workers, including poor working conditions, low pay (though higher compared to earnings in the home country), and weak protection from abuse and exploitation (ILO, 2012).

Asylum-seekers and refugees

Lao PDR is mainly a source country of asylum-seekers and refugees. In 2011, there were 8,087 UNHCR-recognized refugees from Lao PDR, of which 38 were assisted by the international agency. There were also some 23 asylum-seekers with pending applications (UNHCR, 2012). Most of these refugees belong to the ethnic minority Hmong.

Around 7,700 Hmong refugees have fled to Thailand seeking asylum on claims of persecution and persistent attacks by the military. The Thai government has been repatriating Hmong refugees since 2006 (Thin, 2011). There has been little access to these refugees and thus additional data and reports have been limited if not unavailable (IDMC, 2012a).

Floods sparked return migration from Thailand, internal displacement

In 2011, many Laotian migrant workers returned home after massive floods hit Thailand. The disaster has forced many employers to close down companies and factories and to suspend work, which prompted migrant workers to return to their home countries. Officials say that some 30 authorized Laotian workers were expected to return home, as well as 300 to 400 unauthorized Laotian workers (*Vientiane Times*, 2 November 2011).

In the same year, around 50,000 people were displaced in Lao PDR due to the impact of two tropical storms that hit the country between June and July, and the massive flooding that came after (IDMC, 2012b). The disasters killed 26 people, affected 300,000 others and caused damage worth more than \$100 million (IRIN, 2011a).

Trafficking in persons

Lao PDR is mainly a source country of human trafficking of men, women and children who are subjected to conditions indicative of forced labor in Thailand, Malaysia and China. Many men and women voluntarily go abroad on promises of employment, but are deceived and later forced to work in agriculture, domestic sector, manufacturing and prostitution (USDS, 2011). There have also been reports of Laotian women who are trafficked to China for forced marriages (Bernama, 2011). Burmese, Chinese and Vietnamese women have been trafficked to Thailand through Lao PDR, which has become a transit country as well (*Radio Free Asia*, 16 December 2011; USDS, 2011).

An increasing number of Lao women seeking work in Thailand have ended up being trafficked and subjected to forced labor, including sex work. IOM statistics indicate that in 2010, 145 human trafficking victims were returned to Lao PDR, of which majority came from Thailand. Of the total, 119 were under 18 years old (IRIN, 2011b; *Radio Free Asia*, 16 December 2011). According to UN data, around 35 percent of Lao trafficked victims become sex workers, while 32 percent are subjected to forced labor (*Radio Free Asia*, 16 December 2011).

In 2011, Thai authorities conducted several raids in various locations, discovering groups of women being trafficked after being deceived with job offers. Many of these women came from Lao PDR, and some of them were below 18 years old.

In December, 21 Lao women who had been trafficked to Thailand were placed in a shelter (a military camp, according to AFP, 2011) while the trafficker was tried. They were expected to stay in the shelter for up to three months, depending on the duration of the trial (*Radio Free Asia*, 16 December 2011). The women voluntarily came to Thailand to work as waitresses but were later trafficked along with 20 others and were forced into prostitution in karaoke bars based in Sungai Golok, a major destination area of trafficked women (*Radio Free Asia*, 16 December 2011).

The USDS *Trafficking in Persons Report 2011* ranked Lao PDR as a Tier 2 country, an improvement from its Tier 2 Watch List ranking in 2010. The Lao government reported 20 investigations and 33 convictions, though there were no reports of complicit officials involved in trafficking. The government also attempted to identify and provide assistance to trafficked Laotians repatriated by Thailand.

POLICIES

Lao PDR joins TRIANGLE Project

The MoLSW Department of Skill Development and Employment (DSDE) and the International Labour Organization in August signed an agreement to strengthen collaboration in implementing tougher measures that will protect migrant workers (Lao News Agency, 2011; Sengdara, 2011). Both parties finalized an MOU that supports the Tripartite Action to Protect Migrants within and from the Greater Mekong Sub-region from Labour Exploitation (TRIANGLE Project), a five-year endeavor that will implement intervention programs in Lao PDR and five other countries, namely Cambodia, China, Malaysia, Thailand and Vietnam.

The project reviews the migration legislation of all involved countries as well as measures or programs promoting worker protection (Sengdara, 2011). Funded by the Australian Government Aid Program (AusAID)

with a budget of \$148,000, it aims to formulate and enforce strengthened recruitment and labor protection policies. The program will be implemented in the provinces of Sayaboury, Savannakhet and Champassack (KPL, 2011).

Stricter laws on labor and trade flows

The government in 2011 issued a resolution that aims to enforce stricter laws on foreign worker and trader flows into Laos to tighten social order and security (Pongkhao, 2011). Based on the resolution, foreign workers must abide by the laws and traditional and cultural norms of Lao PDR. For those hiring overseas workers, they must follow regulations and provisions in bilateral agreements. Recruitment agencies must also ensure clear binding contracts for foreign workers, detailing required labor conditions, and are not allowed to transfer workers from one employer to the next without permission of labor management authorities (Pongkhao, 2011).

Foreigners are allowed to work in Lao PDR for two years, after which they may extend their stay for another two to four years. Once a contract expires, a foreign worker must return to his or her home country for 15 days, otherwise a fine will be sanctioned (Pongkhao, 2011).

The government has ordered the MoLSW to provide an assistance fund for returning foreign workers, which will be based on bilateral agreements. For instance, Lao PDR and Thailand signed an agreement that requires 15 percent of the salary of Thai workers to be contributed to the fund. The money will be used to fund their travel to the home country (Pongkhao, 2011).

The Lao government has also ordered the MoLSW to form a committee that will investigate and address problems experienced by foreign workers in the country (Pongkhao, 2011).

Skilled foreign worker intake

In June, the Lao National Assembly approved the 2011-2012 National-Socio-Economic Development Plan, which will allow the hiring of 7,000 foreign skilled workers for state and private sector development and investment projects the following fiscal year (*Vientiane*

Times, 1 July 2011; Xinhua News Agency, 2011). Foreign investment is expected to boost the country's growth to 8.3 percent in 2011-2012. Around 50 to 60 percent will come from the private sector, mainly for mining and hydropower projects.

According to the Ministry of Planning and Investment, an increase in foreign investment means a rise in the demand of foreign workers since the country does not have enough skilled manpower. Some companies have had to hire foreign workers because of the lack of skilled or trained locals who can take on specialist jobs especially for the mining and hydropower sectors. In line with this, the government also plans to raise the education budget from 11 to 19 percent to support skills and management training (*Vientiane Times*, 1 July 2011; Xinhua News Agency, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	28.9
Rate of natural increase (%)	1.6
Percent urban	64.0
Population per square kilometer	88
Population ages 0-14 (% of total)	30.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	287.94 B
GDP growth (annual %)	5.1
GNI per capita, PPP (current international \$)	15,650
Human development index (rank - value)	61 - 0.761
Gender inequality index (rank - value)	43 - 0.286
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.36 M (45.2)
Top five origin countries:	
Indonesia	(1.32 M)
Nepal	(216,779)
India	(151,745)
Burma	(99,718)
Vietnam	(93,215)
Emigrant stock (Percent female)	1.19 M (57.7)
Top five destination countries:	
Singapore	(842,899)
Australia	(97,898)
US	(59,459)
UK	(58,027)
Canada	(25,834)
Migrant remittance inflows (US\$)	1.20 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	121
Asylum-seekers by country/territory of asylum	10,937
Refugees by origin	537
Refugees by country/territory of asylum	85,754
International students (2010)	
Inbound international students	57,824
Outbound international students	53,884

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, Malaysia's total population stood at 28.96 million up from 28.59 million in 2010, according to government estimates based on census data (Department of Statistics Malaysia, 2012). The country is a major destination country of migrants, especially those who come from other Asian countries. In 2010, the immigrant stock was approximated at 2.36 million, while the stock of emigrants was at 1.19 million (UN DESA, 2012).

Malaysia's pursuit of development and growth has compelled the hiring of foreign workers over the years, due to limited manpower in the local workforce and the high demand for semi-skilled and unskilled workers in a number of sectors, including agriculture, construction and domestic work.

Since the 1990s, the hiring of foreign labor in Malaysia has intensified due to the need for low-cost manpower in several sectors. The number of migrant workers in Malaysia grew from below 500,000 in 1999 to over two million in 2008, accounting for 17 percent of the total workforce. In recent years, the number declined to 1.9 million in 2009 and around 1.8 million as of early 2010, mainly due to the global financial crisis (Kok, 2011; *The Star Online*, 5 April 2011, 13 July 2011).

Of the 1.8 million foreign workers in 2010, 38.2 percent were working in manufacturing, 16 percent in construction and 14.2 percent in plantations. In terms of nationality, 50.9 percent were Indonesians, while 17 percent were Bangladeshi migrants. Other countries of origin were Nepal (9.7 percent), Burma (7.8 percent), India (6.3 percent) and Vietnam (4.2 percent) (Kok, 2011).

In Sabah alone, there were 272,157 registered foreign workers in 2010. Unauthorized migrant workers deported by authorities also totaled to 13,175, of which 8,625 were from the Philippines. Some 4,190 other migrants were still being detained at temporary detention centers in Sabah as of the end of 2010 (*Borneo Post Online*, 28 April 2011). On the other hand, 2010

census data puts the total number of migrant workers at 889,779, 44.7 percent higher than 614,824 in 2000. Migrant workers represented 27.7 percent of Sabah's total population of 3.2 million. Most came from Indonesia (*Daily Express*, 30 September 2011).

Malaysia is also a destination country for a number of expatriates, or highly skilled workers and professionals. The Finance Ministry's Economic Report 2010/2011 show that as of July 2010, expatriates numbered 31,371 and accounted for two percent of the total migrant worker population in the country. Most were employed in services (64.8 percent) and manufacturing (22.2 percent). The top three origin countries of these expatriates were India (17.8 percent), China (10.2 percent) and Japan (7.0 percent) (Kok, 2011).

Internal migration

According to the *Migration Survey Report 2011* by the Department of Statistics, the most common migration trend in Malaysia is internal migration, particularly intra-state and inter-state movements.

The government reported a 2.5 percent migration rate (711,600 persons) for 2010-2011, an increase of 0.6 percent compared to 2009-2010, when the rate was 1.9 percent (530,400 persons). Of all migrants, 59.0 percent were intra-state migrants, while 27.8 percent were inter-state migrants. Internal migrants thus accounted for 86.8 percent of the total migrants reported during the period. Only 13.2 percent were international migrants in Malaysia, excluding emigrants (Department of Statistics, Malaysia, 2013).

Within the period 2010-2011, more than half of the migrant population in Malaysia represented the age group 15-34. Women accounted for 59.7 percent of the total migrant population within this age group. The report states that migrants aged 15-34 most likely move for employment, further study or relocation. Internal migrants aged 1-14 represented 21.7 percent of the total migrant population within Malaysia, a trend the report attributes to family migration (Department of Statistics, Malaysia, 2013).

The survey report shows that career and employment were the main factors behind internal migration and

international migration to Malaysia. Family migration is also another significant driver. Nearly half of internal migrants also moved to follow their family members who wanted to migrate. Other factors include change of environment, education, as well as marriage and divorce (Department of Statistics, Malaysia, 2013).

Unauthorized migration

In 2011, unauthorized migration continues to pose a challenge to Malaysia. In Sarawak alone, unauthorized foreign workers are estimated at more than 100,000, according to data from the Home Ministry. Sarawak officials attribute the rise in unauthorized migration to the expansion of agriculture in the area (Then, 2011).

Unauthorized migrants are employed across various sectors, even those where foreign labor is prohibited.¹ According to Home Minister Datuk Seri Hishammuddin Tun Hussein, a total of 327,991 unauthorized migrant workers were employed in sectors that are banned from hiring foreign labor. The Immigration Department also found that some unauthorized foreign workers were either self-employed or were employers.

Most go through brokers and recruitment agencies, and while some secure employment, others end up in trafficking-like situations. Many unauthorized migrants have also entered the country on tourist visas, but upon arrival seek employment. There have also been arranged or bogus marriages fixed by syndicates, hiring Malaysian men to marry foreign women who wish to enter the country for employment or to stay longer. Most of the Malaysian men are aged between 30 and 40 years old, and are either employed in unstable jobs or unemployed. Through these arranged or brokered marriages, local men are able to earn additional income while the foreign women, mostly from China and Vietnam, are able to obtain visas or extend their stay in Malaysia (Azizan, Tan and Looi, 2011).

Aside from migrants from other Asian countries in search of employment and income opportunities, there

have also been increasing numbers of boat migrants, mostly asylum-seekers and refugees, who have traveled to Malaysia en route to Australia. In July, authorities rescued 46 Indonesian boat migrants who were planning to leave Malaysia and return to their home country (*Channelnewsasia.com*, 20 July 2011). Police also took in 81 out of 115 Burmese boat migrants who arrived hungry and weak in Balik Pulau in Penang, Malaysia.

Immigration authorities have continued to intensify crackdowns and law enforcement on unauthorized migration, conducting over 6,000 operations and detaining over 34,000 unauthorized migrants in 2010 alone. Some 688 employers were also sanctioned for employing unauthorized migrants (*The Star Online*, 5 April 2011). Meanwhile, the rest were missing and had to be searched. Authorities believed the boat migrants intended to come to Malaysia to look for employment (*The Star Online*, 7 October 2011).

Asylum-seekers and refugees

Malaysia is a destination country of thousands of asylum-seekers and refugees. In 2011, there were 85,754 UNHCR-recognized and assisted refugees and 928 people in refugee-like situations in the country.

Some 15,700 asylum claims were lodged in the UNHCR office in Malaysia by the end of the year. Based on UNHCR data, Malaysia received the second largest batch of asylum claims in Asia, after Turkey (16,000) (USDS, 2012). A total of 10,937 asylum-seekers had pending applications. Refugees from Malaysia, on the other hand, were only 537, and asylum-seekers numbered to 121 (UNHCR, 2012). A total of 8,400 refugees from Malaysia were resettled in other countries in 2011.

A large number of asylum-seekers and refugees come from Burma. The Malaysian government estimates at least 500,000 Burmese migrants in the country, including around 100,000 asylum-seekers and refugees. Most

¹ The Foreign Workers Employment Policy only allows foreign workers to be recruited in five sectors, namely agriculture, construction, manufacturing, plantations and services. In the service sector, only 15 types of jobs are allowed for foreign workers (*The Star Online*, 21 September 2011).

belong to the Chin and Karen groups whose members have been affiliated to human rights and pro-democracy groups (Ko, 2011).

The Malaysian government has been criticized for its treatment of migrants, especially asylum-seekers and refugees. In 2011, rights group Amnesty International (AI) criticized Malaysian authorities for their continued use of caning as punishment for immigration offenses. According to Home Minister Hishammuddin Hussein, between 2005 and 2010, a total of 29,759 migrants were caned for immigration violations, including asylum-seekers and refugees. According to AI, since Malaysia implemented an amendment to the Immigration Act that provides punishment for immigration offenses, thousands of migrant workers and refugees have been caned. These include asylum-seekers found attempting to reach Australia through Malaysia (AAP, 2011).

Trafficking in persons

Malaysia is mainly a destination country for labor and sex trafficking. Between January and August 2011, authorities arrested 55 Malaysian traffickers and rescued 136 trafficked victims, mostly from Burma, Pakistan and Indonesia. A total of 53 cases were filed, of which 24 involved child trafficking, forced labor, sex trafficking and visa exploitation (Bernama, 2011a). Between 2008 and 2011, the number of trafficking cases totaled to 113 in Perlis, 75 in Selangor, 44 in Sabah, 23 in Sarawak and 29 in Kuala Lumpur (*Borneo Post*, 4 October 2011).

A significant share of trafficked victims in Malaysia initially arrive in the country for employment but are later deceived into situations of debt bondage and forced labor by employers and informal agents or recruiters. They usually work in agriculture, construction, domestic work and factories. Some foreign women who arrive in Malaysia through guest relations officer visas are later pushed into commercial sex work. Many of these victims come from South and Southeast Asia. Many young women from China who come to Malaysia in search of employment are vulnerable to being deceived by trafficking syndicates (Lai, 2011). Refugees in Malaysia are also vulnerable to being trafficked (USDS, 2012).

The Malaysian government sought bilateral cooperation to combat trafficking. In April, the government signed an agreement on security cooperation with Saudi Arabia. It also signed an MOU with the UK on combating transnational crime (Bernama, 2011b). Malaysia is also reportedly set on signing an agreement on security cooperation with China and Vietnam, which will be a critical part in anti-transnational crime efforts, including anti-trafficking operations (Bernama, 2011b).

Malaysia was placed in the Tier 2 Watch List of the USDS *Trafficking in Persons Report 2011*. The report stated that the government had increased the number of convictions of traffickers, but authorities did not pursue investigations and prosecution of labor trafficking cases. Moreover, there was a lack of action towards the complicity of some officials in trafficking. Though there were improvements in victim protection, care and counseling services were still limited and weak. Nevertheless, the report notes that the government engaged in more public campaigns to boost anti-trafficking awareness (USDS, 2012).

POLICIES

Reducing foreign worker dependency

In recent years, the Malaysian government has begun to focus on the reduction of the country's reliance on foreign labor by implementing stricter policies in labor migration management. In April 2011, Home Minister Datuk Seri Hishammuddin Hussein said that the government's aim was to bring down the number of foreign workers to just 1.5 million within the next three years.

The main policy approach to migration has centered on decreasing the influx of migrant workers into Malaysia, as well as to reduce the number of unauthorized migrants by registration and legalization or repatriation (Sani, 2010). Examples include the amnesty program for unauthorized migrants and biometric registration implemented in 2011. In 2010, Deputy Prime Minister Tan Sri Muhyiddin Yassin also announced a foreign worker levy increase in 2011 (Sani, 2010).

At the same time, the government is looking to manage the inflow of foreign workers by reducing the semi-skilled and unskilled migrant workforce and attracting more highly skilled and professional workers. In April 2011, the government officially began accepting applications from foreigners who wished to obtain permanent resident status by becoming resident pass holders. The issuance of the resident pass is an initiative of the Home Ministry, the Immigration Department and Talent Corporation Malaysia, which aims to attract more highly skilled and professional foreign workers to the country (PTI, 2011).

Those who are granted resident passes are allowed to work in Malaysia for five to 10 years, with possible extension. They will also be allowed to bring their families with them during their stay in the country (PTI, 2011).

Home Minister Hishammuddin Hussein said, "We hope the highly-skilled and professional workers from abroad will contribute to the government's effort to make Malaysia a high-income nation by the year 2020, in line with the Economic Transformation Programme" (PTI, 2011).

Amnesty program

On 1 August, the Home Ministry began its implementation of the 6P amnesty program, a nationwide registration drive for unauthorized migrants. Enforced in August, the amnesty program was an opportunity for undocumented and unauthorized migrants to register with the government and avoid being arrested and detained (Xinhua News Agency, 2011).

The amnesty program, also known as 6P, covers six components: the registration of migrant workers, followed by legalization, amnesty, monitoring or supervision, enforcement and deportation (Bernama, 2011c;

The Star Online, 2 November 2011). The program officially ended on 31 August.²

Prior to the amnesty program, the ministry also conducted biometric registration of authorized foreign workers (*The Star Online*, 13 July 2011). The government also ordered a freeze on the intake of foreign workers beginning 1 July, to allow for a more effective and organized implementation of the amnesty program (Azhar, 2011).

After a 45-day period, over 2.3 million foreign workers and unauthorized migrant workers were able to complete voluntary registration through biometric registration and the 6P amnesty program (Bernama, 2011c). Results showed that there were more unauthorized than authorized migrant workers. Of the total registered, more than 1.3 million were unauthorized migrants while nearly 1.02 million were authorized migrant workers (Letchumanan, 2011a).³

Unauthorized migrants who registered under the 6P amnesty program will be given employment in five sectors, namely: agriculture, construction, manufacturing, plantations and services. Under the services sector, they will be allowed employment in 15 types of jobs. Placements will be made in these sectors to address the demand for workers to be employed in jobs unfilled by locals (Bernama, 2011e).

The Home Ministry reported that as of 31 October, some 27,514 migrants had their status legalized, while some 25,500 unauthorized migrants have already left Malaysia under the amnesty program (*The Star Online*, 2 November 2011). The top five origin countries that had the most number of unauthorized migrants who registered under the program were: Indonesia (15,901), India (2,501), Nepal (1,048), Burma (1,040) and Vietnam (930) (*The Star Online*, 2 November 2011).

² The registration of unauthorized migrants in Sarawak was extended until 31 December due to the low turnout of employers and migrants (Bernama, 2011d).

³ The results also showed that of the total registrants, there were 62,156 children and teenagers below 18 years old. According to the Home Minister, they were most likely dependents and wards of foreign workers. On the other hand, some of these children may be working under unauthorized recruitment agencies and trafficking syndicates. The ministry said it is still studying the status of these underaged registrants (Annuar, 2011).

According to Home Minister Hussein, the biometric registration system for the amnesty program was an exercise in managing foreign workers and combating human trafficking. The second phase of the amnesty program was set for discussion on 3 October 2011 (Letchumanan, 2011a).

Indonesia lifts domestic worker deployment ban

The Indonesian government lifted its deployment ban of domestic workers to Malaysia on 1 December.

In 2009, Indonesia enforced a deployment ban on domestic workers to Malaysia after several reports of abuse by employers (Letchumanan, 2011b). The decision to lift the ban was made after a joint agreement between Indonesia and Malaysia on the placement and protection of migrant workers (Kamal, 2011).

On 30 May, Malaysia and Indonesia signed an agreement ending the two-year deployment ban (Anis, 2011). The MOU includes a rule that allows the direct hiring of Indonesian domestic workers. Under the agreement, an employer can hire a domestic worker without having to go through an agency as long as there is a signed contract of agreement submitted to Indonesian and Malaysian offices for approval (Letchumanan, 2011b). Based on the signed MOU, an employer must provide at least one rest day a week to the domestic worker. The employer must also provide a half-day pay if the employee chooses to work instead of having a rest day (Letchumanan, 2011b).

Malaysia also agreed to stop issuing "Journey Performed" (JP) visas as part of the conditions for the lifting of the deployment ban. JP visas, which serve as tourism visas, are prone to being abused by unauthorized migrants so that they can enter the country and seek employment (Luftia, 2011).

Meanwhile, the Human Resources Ministry also announced that a one-stop center for providing assistance to domestic migrant workers would be established soon (*The Star Online*, 20 October 2011).

Detainees exchange program

In October, Malaysia and Burma agreed to a detainees exchange program that will allow Malaysia to repatriate asylum-seekers to Burma and vice versa (Alhadjiri and Chun, 2011). Home Minister Datuk Seri Hishamuddin Hussein announced that a joint committee will be set up to finalize the program, which will help reduce the number of migrants held in detention camps and foster better relations between Malaysia and Burma in terms of migration management (Xinhua News Agency, 2011).

However, the program will only apply to migrants who have been detained for immigration violations, and not because of criminal charges (*New Straits Times*, 18 October 2011). The minister clarified that Burmese political refugees will not be included in the detainees exchange program. Prior to the agreement with Burma, the Malaysian government coordinated with the UNHCR concerning the status of political refugees among Burmese detainees (Ko, 2011). The minister's statements were meant to respond to Migrant Care Malaysia and Tenaganita, NGOs which have expressed concern over the exchange program because it might affect Burmese refugees who have genuine reasons for fleeing Burma (Ko, 2011).

The official said that around 1,000 Burmese detainees will be returned to Burma under the exchange program (Ko, 2011). Around 3,000 Burmese nationals are among thousands of unauthorized migrants detained in 13 camps in Malaysia, held for crimes and immigration violations (Ko, 2011). The number of Malaysian detainees in Burma, however, remains unknown.

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PHILIPPINES

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	95.7
Rate of natural increase (%)	1.9
Percent urban	63.0
Population per square kilometer	319
Population ages 0-14 (% of total)	36.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	224.75 B
GDP growth (annual %)	3.9
GNI per capita, PPP (current international \$)	4,140
Human development index (rank - value)	112 - 0.644
Gender inequality index (rank - value)	75 - 0.427
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	435,423 (51.1)
Top five origin countries:	
China	(136,313)
US	(55,465)
UK	(51,806)
Bahrain	(12,922)
Japan	(9,635)
Emigrant stock (Percent female)	4.73 M (49.7)
Top five destination countries:	
US	(1.85 M)
Saudi Arabia	(827,646)
Canada	(359,723)
Japan	(201,961)
UAE	(200,760)
Migrant remittance inflows (US\$)	23.07 B
Internally Displaced Persons (IDPs)	159,465
Asylum-seekers by origin	368
Asylum-seekers by country/territory of asylum	58
Refugees by origin	933
Refugees by country/territory of asylum	125
International students (2010)	
Inbound international students	2,665
Outbound international students	11,748

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

The Philippines remains a major origin country of millions of migrants based in various countries and continues to deploy large numbers of overseas Filipino workers (OFWs) annually. With an estimated population of 95.7 million as of mid-2011 (up from 92.34 million in 2010 according to the Census of Population and Housing), the country should ideally have a large local workforce for developing infrastructure, growth and productivity (NSO, 2012; PRB, 2011). However, economic instability, poverty and high unemployment rates persist, creating emigration pressures that incline Filipinos to find work overseas. Apart from migration for employment, over the years, many Filipinos have migrated for permanent settlement in other countries.

As of December 2011, the stock estimate of overseas Filipinos (OFs) stood at 10.46 million, up from 9.45 million in 2010 and 8.58 million in 2009 (CFO, n.d.). Of the total, 4.87 million (47 percent) were permanent migrants, 4.51 million (43 percent) were temporary migrants and 1.07 million (10 percent) were irregular migrants (Table 1).¹

The top 10 destination countries for 2011 were the US, Saudi Arabia, Canada, UAE, Malaysia, Australia, Qatar, Japan, UK and Kuwait. However, if broken down by migration status, there are different sets of major destination countries for each type of movement. For permanent migrants, the top destinations have always been developed and highly industrialized countries, mostly in North America and in Europe, namely: the US, Canada, Australia, the UK, Japan, Italy, Germany, Singapore, Spain and New Zealand. For temporary migrants, majority of whom are migrant workers, the top destination countries have mostly been located in the Middle East (Saudi Arabia, UAE, Kuwait) and Asia (HK SAR, Malaysia, Singapore, Taiwan), though the US,

Canada and Italy are also major host countries. Large numbers of irregular migrants can be found in Malaysia, the US, Singapore, France, Italy, the UK and Gulf countries.

Thousands of Filipino emigrants have become naturalized citizens of other countries. From 2000 to 2009, a total of 521,253 Filipinos became citizens of eight member countries of the Organisation for Economic Co-operation and Development, including the US, Canada, New Zealand, Norway, the Netherlands, the Republic of Korea, Spain and Ireland. More than 380,000 became naturalized citizens in the US during the period 2000-2009 (Opiniano, 2011).

The Philippines also receives foreign visitors. Data from the Bureau of Immigration (BI) show that in 2011, more than 3.58 million foreigners visited the Philippines, including expatriates, investors, students, tourists and *balikbayans* or returning Filipinos with foreign passports. The figure is 3.7 percent higher compared to the 2010 count of 3.45 million (BI, 2011a). Of the total, the largest group of visitors consisted of Koreans (882,804), followed by Americans (707,160), Japanese (373,335), Chinese (271,703) and Australians (171,544). Large numbers of foreign visitors also came from Taiwan, the UK, Canada, Malaysia and Singapore. Meanwhile, *balikbayans* and returning OFWs who arrived in the country during the year numbered 3.83 million (BI, 2011a).

As of 31 July 2011, a total of 189,448 aliens or foreign nationals registered with the BI. Of the total, 61,689 or nearly 32.6 percent came from Mainland China. Other major groups of foreign nationals were Koreans (27,543), Americans (24,639), Indians (23,170) and Japanese (8,997) (BI, 2011b).

Registered aliens or foreigners are issued Alien Certificate of Registration (ACR) I-Cards, which are identity cards for those granted immigrant or non-immigrant visas (BI, 2011b). Majority of the ACR I-Card holders

¹ Based on CFO (n.d.) definitions, permanent migrants are "immigrants, dual citizens or legal permanent residents abroad whose stay does not depend on work contracts;" temporary migrants are those "whose stay overseas is employment related, and who are expected to return at the end of their work contracts;" and irregular migrants refer to "those not properly documented or without valid residence or work permits, or who are overstaying in a foreign country."

TABLE 1
Stock Estimate of Overseas Filipinos, 2011

Country	Permanent	Temporary	Irregular	Total
World Total Percentage	4,867,645 47%	4,513,171 43%	1,074,972 10%	10,455,788 100%
Top 10 Destination Countries				
1. US	(3,057,532)	1. Saudi Arabia (1,530,218)	1. Malaysia (447,590)	1. US (3,430,864)
2. Canada (735,448)		2. UAE (658,348)	2. US (260,335)	2. Saudi Arabia (1,550,572)
3. Australia (325,089)		3. Kuwait (180,098)	3. Singapore (49,400)	3. Canada (842,651)
4. UK (160,000)		4. HK SAR (156,600)	4. France (41,415)	4. UAE (679,819)
5. Japan (154,219)		5. US (112,997)	5. Italy (34,820)	5. Malaysia (569,081)
6. Italy (50,001)		6. Canada (101,908)	6. UK (25,000)	6. Australia (384,637)
7. Germany (46,237)		7. Italy (99,817)	7. Saudi Arabia (20,000)	7. Qatar (342,442)
8. Singapore (44,100)		8. Malaysia (95,485)	8. UAE (19,760)	8. Japan (220,882)
9. Spain (34,969)		9. Singapore (86,500)	9. Syria (13,600)	9. UK (220,000)
10. New Zealand (26,950)		10. Taiwan (83,416)	10. Qatar (13,000)	10. Kuwait (186,750)

Source: Commission on Filipinos Overseas (n.d.), Stock Estimate of Overseas Filipinos: December 2011

TABLE 2
Number of Deployed Overseas Filipino Workers by Type, 2009-2011

Type	2009	2010	2011
Total	1,422,586	1,470,826	1,687,831
Landbased workers	1,092,162	1,123,676	1,318,727
New Hires	349,715	341,966	437,720
Rehires	742,447	781,710	881,007
Seabased workers	330,424	347,150	369,104

Source: Philippine Overseas Employment Administration (n.d.), *2007-2011 Overseas Employment Statistics*

were expatriates with work permits (50,908), followed by native-born foreigners (31,656) and foreign students (19,685). As of September 2011, there were 91,112 foreigners with immigrant or permanent resident visas, while 88,490 were non-immigrants. A total of 9,846 foreign nationals were issued specialized visas (BI, 2011b).

Deployment of Overseas Filipino Workers (OFWs)

In 2011, nearly 1.69 million OFWs were deployed abroad, higher compared to 1.47 million in 2010 and 1.42 million in 2009. Of the total, almost 1.32 million

were land-based workers, including over 430,000 new hires and more than 880,000 rehires. Meanwhile, sea-based workers numbered over 360,000 (Table 2). Over the years, there have been more rehires than new hires, showing that temporary labor migration has become more extended, in that it involves a significant number of OFWs who pursue reemployment abroad.

The major destination countries of land-based OFWs (both new hires and rehires) in 2011 are listed in Table 3. Labor migration flows are concentrated in East and Southeast Asia and the Middle East, with Saudi Arabia as the top host country for OFWs, followed by the UAE,

TABLE 3
Number of Deployed Landbased Overseas Filipino Workers by Top Ten Destinations, New Hires and Rehires, 2011

Destination	Number
Total	1,318,727
1. Saudi Arabia	316,736
2. UAE	235,775
3. Singapore	146,613
4. Hong Kong SAR	129,575
5. Qatar	100,530
6. Kuwait	65,603
7. Taiwan	41,896
8. Italy	31,704
9. Bahrain	18,230
10. Malaysia	16,797
Others	215,268

Source: POEA (n.d.), *2007-2011 Overseas Employment Statistics*

TABLE 4
Number of Deployed Landbased Overseas Filipino Workers by Major Occupational Group and Top Ten Occupational Categories, New Hires: 2011

Major Occupational Group		Top Ten Occupational Categories	
Total	437,720	All Occupational Categories – Total	437,720
Professional, Technical and Related Workers	61,598	Household Service Workers	142,689
Administrative and Managerial Workers	4,950	Nurses Professional	17,236
Clerical Workers	14,115	Waiters, Bartenders and Related Workers	12,238
Sales Workers	8,932	Caregivers and Caretakers	10,101
Service Workers	201,512	Wiremen and Electrical Workers	9,826
Agricultural Workers	1,757	Plumbers and Pipe Fitters	9,177
Production Workers	141,215	Welders and Flame-Cutters	8,026
Others	3,641	Laborers/Helpers General	7,010
		Charworkers, Cleaners and Related Workers	6,847
		Cooks and Related Workers	5,287
		Others	209,283

Source: POEA (n.d.), *2007-2011 Overseas Employment Statistics*

Singapore, Hong Kong SAR and Qatar. About 24 percent of OFWs for this year were deployed to Saudi Arabia, nearly a fourth of the total.

Data on new hires for 2011 (Table 4) show that most of the OFWs deployed were service workers (201,512 or 46 percent) and production workers (141,215 or 32.3 percent). Around 14 percent were professional, technical and related workers. In terms of occupational categories, a significant number of OFWs deployed were household service workers (HSW), numbering 142,689 (32.6 percent). More than 17,000 were nurses, while over 12,000 were under the waiters, bartenders and related workers occupational group. The figures show that while many deployed OFWs are professional workers, a larger number are considered semi-skilled to low-skilled workers, many of whom are employed in the services sector.

More young Filipinos are going abroad for employment in high-paying occupations. A significant share of OFWs deployed falls within the age group 15-34, accounting for about 35 percent of all OFWs, according to Labor Secretary Rosalinda Baldoz (Jaymalin, 2011a). NGOs

have been providing pre-departure training and orientation seminars for young OFWs (Ong, 2011).

In other news, an increasing number of Filipino men are looking to work abroad as domestic or household service workers to earn salaries which could range \$500 to \$1000 per month (*ABS-CBN News*, 7 September 2011).

Meanwhile, the number of Filipinos moving to Japan for work as overseas performing artists (OPA) has declined. According to the Japanese Embassy in Manila, Filipinos who obtained entertainment visas to Japan declined from 11,065 in 2007, 9,199 in 2008 to 7,465 in 2009 (Mabasa, 2011a).

Filipino seafarers

In 2011, a total of 369,104 Filipino maritime workers or seafarers were deployed overseas. The top ten flags of registry for these seafarers were: Panama, Bahamas, Liberia, Marshall Island, Singapore, Malta, Bermuda, Italy, Cyprus and the Netherlands. Most were employed as 'able seafarers,' oilers, cooks and engineers (POEA, n.d.)

The number of professional maritime workers has increased in the past years, according to Professional Regulation Commission (PRC) Chairman Teresita Manzala. As of October 2011, the number of registered maritime engineers totaled to over 60,000, higher compared to around 58,000 in 2010 and 47,000 in 2005. In 2011, registered marine desk officers were more than 69,000, up from around 63,000 in 2010 and 47,000 in 2005 (Medenilla, 2011a).

Many Filipinos pursue employment as seafarers despite the dangers and risks of maritime work. A number of them have worked in ships and vessels attacked and seized by pirates, with most held hostage along with the onboard crew. On 17 January, 24 Filipino seafarers were among the members of the crew held hostage by Somali pirates as they took control of M/V Eagle, a Greek-owned bulk carrier (Philippine News Agency, 2011a). On 26 February, 20 hostages Filipino seafarers on MV Izumi were released (*GMA News*, 28 February 2011). However, on February 28, Somali pirates seized another Greek-owned bulk carrier with 19 Filipino seafarers and four other foreign crew members on board (*GMA News*, 28 February 2011).

As of the end of February, a total of 137 Filipino seafarers in 12 vessels were among those held captive by Somali pirates (*GMA News*, 28 February 2011).

Marriage migration

In 2011, Filipinos married to foreign nationals numbered 20,234, according to data from the CFO (2013). Marriage migrants were overwhelmingly women (92 percent) and most were in the ages 20-34 years old. Most of the foreign partners or spouses came from the US, Japan, Australia, Canada and South Korea (see data on the number of spouses or partners of foreign nationals in CFO, 2013).

South Korea is one of the destinations of Filipino marriage migrants. As of April 2011, there were an estimated 7,550 Filipino marriage migrants in South Korea. In 2010, arrivals of Filipino marriage migrants in South Korea reached an average of 130 a month. Some of these marriages are arranged through brokers, which is considered illegal according to Republic Act 6955 (Anti-Mail Order Bride Law of 1990) (Garcia, 2011).

Illegal recruitment

Illegal recruiters have been using social networking sites such as Facebook to lure more workers from the provinces for overseas deployment to Afghanistan and Iraq, even though the POEA had issued a partial deployment ban of new hires to these countries due to security risks. Rehires have been given permission to continue working in American bases in Afghanistan and Iraq so they could finish their contracts, but deployment of new hires is prohibited (Medenilla and Luci, 2011).

The BI warned that there could be a rise in the deployment of undocumented OFWs following the recent repatriation of migrants from countries affected by the Arab Spring. Trafficking syndicates and illegal recruiters may recruit repatriated OFWs and redeploy them to other countries, including those the Philippines has blacklisted due to security risks (Ramirez, 2011a).

Migrante-Middle East said it received reports of some 200 undocumented OFWs based in Saudi Arabia who were recruited to work in US military areas in Afghanistan, an incident the group says is a case of human smuggling. The group also attributed the incident to the government's partial lifting of the deployment ban in Afghanistan and Iraq (Carcamo, 2011).

In August, the POEA reported that some 100 Filipinos were left stranded in Macau after being lured by illegal recruiters with false promises of employment (*GMA News*, 11 August 2011). The case is nothing new, as many recruitment agencies continue to conduct activities involving the unauthorized deployment of workers abroad, putting the workers at risk as they do not have the same benefits and protection as authorized migrant workers. Many of those deceived by false promises of recruitment agencies end up stranded in the destination country, while others become vulnerable to trafficking. The recruitment of workers through false job offers and exorbitant fees is still rampant.

Irregular migrants repatriated

In 2011, thousands of unauthorized migrants were repatriated from several host countries through amnesty programs. Many Filipino migrants either returned home or regularized their status, which allows them to remain in the country and/or be reemployed.

In February 2011, the Kuwaiti government offered an amnesty program for foreign workers with expired visas or those who have committed immigration violations. They were given a choice to leave the country without having to pay fines for immigration offenses or to regularize their stay in the country by regularizing their status through visa issuance and by paying fines. Around 693 Filipinos were repatriated under the amnesty program, along with 776 distressed OFWs (*ABS-CBN News*, 29 May 2011).

A total of 45,894 unauthorized Filipino migrants and dependents in Malaysia were repatriated under an amnesty program. In September, the government said member-agencies of the One-Stop Processing Center were preparing policies and procedures that will facilitate the repatriation (*Zamboanga Today*, 15 September 2011).

In July, around 100 Filipinos were repatriated from Jordan under the country's General Pardon Law. Majority were Filipino household domestic workers who committed immigration violations (e.g., overstaying) but were later granted pardon and were exempted from paying fines (Felongco, 2011a).

There were also other cases in which unauthorized Filipino migrants were arrested and eventually repatriated from different countries even without amnesty programs. In August, 22 unauthorized Filipino migrant workers in Bahrain were repatriated after staying at the Philippine Embassy's halfway house awaiting the issuance of exit visas. Most were runaways who entered Bahrain illegally and were unprepared to adjust to cultural conditions there (Perez, 2011a). In September, Philippine and UAE authorities also discussed the possible deportation of some 80 Filipinos who were arrested for unauthorized migration (*GMA News*, 17 September 2011).

Meanwhile, from January to November 2011, immigration authorities prevented the departure of nearly 53,000 would-be OFWs. Most of them were found posing as tourists but with the intention of seeking jobs in other countries through informal channels (Ruiz, 2011a).

Repatriation of distressed OFWs

Throughout the year, several batches of distressed and runaway OFWs were repatriated from different countries. In February, around 420 distressed Filipinos were repatriated from Saudi Arabia, while in June, 800 more OFWs who had overstayed their visas were set to return home (*GMA News*, 16 February 2011; 1 June 2011).

From June 2010 to January 2011, a total of 449 distressed OFWs were repatriated from Lebanon. Most went to Lebanon despite the Philippines' deployment ban, while others left their employers due to alleged abuses and had sought assistance at the Filipino Worker's Resource Center (FWRC) (Mabasa, 2011b).

In September, around 46 OFWs, mostly domestic workers, were repatriated from Kuwait as part of the mass repatriation arranged by the Philippine Embassy and the Philippine Overseas Labor Office there. Most of them were victims of employer abuses, including physical and verbal abuse, non-payment of wages and poor working conditions. Some 338 OFWs were also at the FWRC awaiting repatriation (Toumi, 2011).

Evacuation from Japan

Filipinos in Japan fled the country in March following the earthquake and tsunami that killed thousands and caused massive and widespread damage in several areas. As of 15 March, at least 1,000 Filipinos arrived in the Philippines from Narita, Fukuoka, Nagoya and Kansai; many had expressed their desire to return home (*GMA News*, 15 March 2011).

A second batch of 51 OFWs were also brought home from Japan, after widespread fears and rumors of a radiation leak in the Fukushima nuclear power plant, caused by the March earthquake (*GMA News*, 13 April 2011; Perez, 2011b). In March, the DFA said that Filipinos who were alarmed by the news of possible radiation exposure can voluntarily relocate or leave Japan through their own means (Naval, 2011).

Later in April, the DFA had announced mandatory repatriation for Filipinos near the crisis site. According to the department, around 1,989 Filipinos live within

100 km of the Fukushima nuclear plant (Perez, 2011b). Meanwhile, the OWWA said that OFWs returning from Japan will be given assistance under the reintegration program, which provides redeployment abroad, local employment, training and livelihood assistance (Naval, 2011). Those who were rescued from the disaster but wished to remain in Japan were re-employed instead of repatriated (*GMA News*, 26 March 2011).

Wage increase, challenging the residency rule in Hong Kong

Hong Kong SAR has raised the minimum allowable wage (MAW) for foreign domestic workers by HK\$160 to HK\$3,740, up from HK\$3,580, which has been the MAW since July 2008. The Cabinet also approved a three percent increase on food allowance. The MAW and food allowance increase is said to apply to all contracts that have been or will be signed from 1 June 2011 (Aning, 2011; *GMA News*, 2 June 2011). Around 292,000 foreign domestic workers are employed in Hong Kong, of which 120,000-130,000 come from the Philippines (*Philippine Daily Inquirer*, 1 October 2011). However, some migrants' groups remain dissatisfied – the Asian Migrants Coordinating Body in HK said the new MAW is still low, considering inflation and increasing prices of commodities and services (Aning, 2011).

In September, a Hong Kong court ruled that Filipino domestic worker Evangeline Vallejos should be given the right to apply for permanent residency, a landmark decision lauded by many foreign domestic workers (Hunt, 2011). Though the decision was celebrated by many foreign domestic workers, others say they do not intend to apply for permanent residency and still wish to return home after working in Hong Kong (Beh, 2011).

Vallejos, who had been working in Hong Kong as a domestic worker since 1986, pursued a judicial review when her application for permanent residency was rejected (*Philippine Daily Inquirer*, 1 October 2011). According to the court, the immigration provision that excludes foreign domestic workers from applying for permanent residency was unconstitutional (*Philippine Daily Inquirer*, 1 October 2011). The HK government had expressed disappointment concerning the decision, and later announced plans to appeal against it (Hunt, 2011).

Brain drain of science and technology professionals

A study by the Department of Science and Technology-Science Education Institute (DOST-SEI) found that across the years, there have been large outflows of science and technology (S&T) workers who have found employment abroad. The results suggest continuing and increasing outflows of S&T professionals from the country, a trend some have referred to as a form of "brain drain" (*ABS-CBN News*, 15 February 2011).

According to the study, outbound S&T workers increased by 148 percent, from 9,877 in 1998 to 24,502 in 2009 (*ABS-CBN News*, 15 February 2011). Most of those deployed were nurses and midwives, followed by engineers and health workers (doctors, dentists, veterinarians and pharmacists) (*ABS-CBN News*, 15 February 2011).

Filipinos in drug trafficking, jailed, sentenced

According to the DFA, around 500 Filipinos remain in prison in different countries for involvement in drug trafficking. Of the total, around 227 cases involved Filipinos based in China, mostly 20 to 40 years old and victimized by international drug syndicates (*GMA News*, 19 February 2011).

In February, a Chinese court meted death sentences to three Filipinos who were charged for involvement in drug smuggling by acting as couriers (*GMA News*, 19 February 2011). In Riyadh, some 48 Filipino migrant workers were reportedly still in jail despite completing their sentence. Migrante-Middle East has urged the Philippine government to work towards their immediate release (Mabasa, 2011c).

OFWs and HIV-AIDS

Seven out of 100 Filipinos with Human Immunodeficiency Virus (HIV) are overseas workers, according to data from the Department of Health (DOH) and the HIV and AIDS Registry. Out of 160 OFWs with HIV-AIDS, around 83 percent were men. However, it is believed that actual numbers of HIV-positive OFWs could be much higher considering undocumented migrants (*ABS-CBN News*, 11 January 2011).

Remittances

In 2011, the Philippines was the fourth top recipient of remittances (an estimated \$23 billion), following India (\$58 billion), China (\$57 billion) and Mexico (\$24 billion). Inflows to the Philippines rose from \$19.77 billion in 2009 to \$21.43 billion in 2010 and \$23.07 billion in 2011. Remittances in 2011 accounted for 10.3 percent of the GDP (World Bank, n.d.). In December, the World Bank projected that migrant workers from developing countries will have sent more than \$350 billion in remittances by the end of 2011 (AFP, 2011).

Other sources provide different figures. For instance, data from the *Bangko Sentral ng Pilipinas* (BSP) indicate that in 2010, remittances sent home by Filipinos abroad reached \$18.76 billion, with an annual growth of 8.2 percent. Remittances from sea-based workers grew by 11.9 percent while those from land-based workers grew by 7.2 percent (*BusinessWorld*, 16 February 2011).

The increased diversity of destinations for OFWs and the expansion of remittance channels contributed to the rise in remittances. Remittance channels include tie-ups by commercial banks, more remittance centers and bank branches abroad (*BusinessWorld*, 16 February 2011).

Student migration to the Philippines

More foreign students are coming to the Philippines for low-cost education conducted in English, as well as a relaxed lifestyle. According to the BI, as of March 2011 (end of the school year) there were almost 20,000 foreign students enrolled in local schools on special visas. The figure excludes thousands of students enrolled in short courses, especially in English, most of whom come from China and South Korea (Gutierrez, 2011).

Since the 1980s, the Philippines has been offering education to foreign students especially in agriculture and medicine. This followed a boom in short courses in varying fields, from aviation to hotel and restaurant management. English short courses have also become popular. In 2000, the country began establishing more international exchange programs and made it more convenient for foreigners to apply for student visas (Gutierrez, 2011).

However, some foreign students have been entering the country without study permits. The BI said it will investigate some of its officers who have been suspected of involvement in allowing unauthorized foreigners to enroll in language tutorial centers. Acting Commissioner Ronaldo Ledesma ordered the bureau's legal division to investigate some officers after the arrest of 86 South Korean and two Japanese minors who were enrolled in language centers without study permits. Prior to this incident, another batch of 70 Korean minors were found without required permits (Ramirez, 2011b).

Trafficking in persons

During the year, there were several cases in which immigration authorities took into custody Filipino women who were suspected of being trafficked by syndicates. They were offered jobs abroad, particularly Egypt, Libya, Lebanon, Qatar and Syria. The list includes countries where there is a deployment ban due to security risks (*GMA News*, 25 May 2011). Malaysia had also deported around 500 Filipino jobseekers, including some 60 women who were trafficked victims (Pareño, 2011).

The Philippines is mainly a source country of victims of labor and sex trafficking, with crime groups and syndicates targeting Filipinos who migrate for employment abroad. Women from the Philippines have been trafficked for sex to Malaysia, Singapore, Hong Kong, South Korea, Japan and to countries in the Middle East. Internal trafficking is rampant, with Manila, Cebu and Angeles, and cities in Mindanao figuring as destination areas. Rampant international and internal trafficking persists due to operations involving organized criminal groups, local recruiters and complicit government and law enforcement authorities. Child sex tourism in the Philippines is also sustained by the inflows of sex tourists from East Asia, Australia, New Zealand, Europe and North America. Undocumented people in Mindanao are highly vulnerable to being trafficked (USDS, 2011).

The Philippines was ranked Tier 2 in the USDS *Trafficking in Persons Report* for 2011. During the reporting period, the government was able to convict 25 trafficking offenders, including two cases that involved forced labor. There were also criminal cases filed against

authorities who were found to have been involved in trafficking. There was increased training for officials concerning anti-trafficking efforts, as well as more organized anti-trafficking task forces in major air and seaports. However, corruption within the government hampers the country's battle against trafficking, and there is still weak victim identification and protection, according to the report (USDS, 2011).

Internal displacement

In 2011, several tropical storms and typhoons, floods, and a volcanic eruption caused a series of new displacements in the Philippines. Typhoon Pedring (Nesat) displaced more than 254,000 Filipinos, while in Mindanao, Typhoon Sendong (Washi) resulted in the displacement of over 441,000 people (IDMC, 2012b).

In total, the Philippines was the second country with the highest number of people displaced by natural disasters in 2011 (nearly 2.5 million), following China (4.49 million). It was also one of the countries with the highest proportion of displaced people out of the total population (2.62 percent out of an estimated 95.3 million people) (IDMC, 2012b).

The Philippines also had an estimated 46,000 people displaced by conflict, with an additional 97,000 new IDPs during the year. According to the IDMC (2012a), IDPs are mostly concentrated in Mindanao, where internal armed conflict between the government and Moro Islamic Liberation Front (MILF) rebels has been the major cause of internal displacement for over 30 years. New displacements were mostly caused by internal fighting among local clans and among MILF groups, as well as fighting between the military and the New People's Army (NPA) (IDMC, 2012a).

Meanwhile, a bill on IDPs was filed in 2010, and was approved by the House of Representatives and the Senate in 2011. The government in July 2011 also announced a project under the Programme for Communities in Conflict-Affected Areas (PAMANA) in which 4,000 shelters will be built for IDPs by 2012. However, the target number was later brought down to around 2,300 (IDMC, 2012a).

POLICIES

Repatriation from the Middle East

In early 2011, waves of widespread protests in several countries in the Middle East prompted the evacuation and repatriation of thousands of OFWs.

OFWs in Egypt were repatriated in batches. Around 6,000 Filipinos were based in Egypt prior to the start of political unrest in the country. Most were domestic workers and nurses (Jaymalin, 2011b).

The government in February also suspended the deployment of OFWs to several affected countries, including Bahrain, Libya and Yemen (Tubeza and Yap, 2011). In June, the deployment ban in Bahrain was lifted following the DFA's decision to lower the alert level for the Middle Eastern country from 2 to 1 (Medenilla, 2011b).

An estimated 30,000 Filipinos were working in Libya, with more than half in Tripoli and the rest in Benghazi and Al-Baida. Most OFWs in Libya are highly skilled and professional workers. Many are doctors, engineers, nurses, IT specialists and corporate employees at multinational corporations (Tubeza and Yap, 2011). The DFA arranged for the evacuation of over 11,000 Filipinos, repatriating them via chartered flights. Some were also shipped out via vessels chartered by the government and employers (*GMA News*, 3 March (a) 2011). In April, the DOLE said that some 1,671 OFWs displaced in Libya will be redeployed to other countries, including Kuwait, Qatar, Saudi Arabia, Singapore, the UAE, Algeria and Papua New Guinea (*GMA News*, 7 April 2011).

In August, the government also announced the repatriation of an estimated 17,000 Filipinos in Syria due to escalating conflict and violence there (*ABS-CBN News*, 14 September 2011; Quismorio, 2011).

In October, the government extended the deployment ban in Libya even after the death of Muammar Gaddafi. Officials said they will review the security situation in the country before deciding to lift the ban (Jaymalin, 2011c).

Government agencies prepared assistance programs for returnees. OWWA said it has allocated P100 million for returning OFWs (*GMA News*, 3 March (b) 2011). Some employers and licensed agencies took the initiative to repatriate their OFW employees from the affected countries in the Middle East. According to OWWA Administrator Carmelita Dimzon, these employers managed the return of 3,000 out of 9,000 OFWs (Tan, 2011). TESDA's Technology Institution (TTIs) also sought to identify repatriated OFWs who were interested to avail of free skills development in training programs (PNA, 2011b), while the Pag-IBIG Fund has provided special assistance packages for returning OFWs from Libya (PNA, 2011c). The government also appealed to the IOM in Geneva for assistance in the mass evacuation of OFWs in Libya (Del Mundo, 2011).

Deployment ban

In September, the POEA Governing Board issued a partial lifting of the deployment ban in Afghanistan and Iraq to allow OFWs employed in US military camps to finish their contracts, which may also be extended or renewed (Xinhua News Agency, 2011). In 2007, the board enforced a ban on the deployment of OFWs to these two countries because of conflict, instability and security issues (Xinhua News Agency, 2011).

The POEA in November also suspended the implementation of a deployment ban in 41 countries. According to the resolution signed by Labor Secretary Rosalinda Baldoz and POEA Administrator Carlos Cao, Jr., the ban will be withheld for 90 days beginning 18 November 2011 to give time for the 41 countries to set measures that will ensure OFWs will be protected (Felongco, 2011b).

Earlier, the government issued a deployment ban based on DFA's assessment that these 41 countries did not have sufficient measures that would ensure the protection of the rights of OFWs. The 41 countries listed were: Afghanistan, Antigua and Barbuda, Barbados, Cambodia, Cayman Islands, Chad, Croatia, Cuba, North Korea (DPRK), Dominica, Timor Leste, Eritrea, Haiti, India, Iraq, Kyrgyzstan, Lebanon, Lesotho, Libya, Mali, Mauritania, Montenegro, Mozambique, Nauru, Nepal, Niger, Pakistan, Palestine, Serbia, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Sudan,

Swaziland, Tajikistan, Tonga, Turks and Caicos, Tuvalu, US Virgin Islands, Vanuatu and Zimbabwe (Howard, 2011a).

In December, the DFA announced that the alert level in Libya has been lowered from 4 (evacuation or mandatory repatriation) to 2 (restriction phase), which allows the redeployment of returning OFWs, but not the deployment of newly hired migrant workers (*GMA News*, 20 December 2011). Earlier in March, the DFA raised the alert level to 4 due to political unrest and insecurity in Libya. It had also urged Filipinos there to leave the country and return home (*GMA News*, 20 December 2011).

ILO Convention on Domestic Workers

In June, the International Labor Organization (ILO) adopted the landmark treaty for domestic workers, also known as Convention No. 189 on Decent Work for Domestic Workers. The treaty was approved after 396 out of 460 tripartite participants voted for the treaty at a recent ILO convention in Geneva, Switzerland. Only 16 voted against the convention, while 63 abstained (Medenilla, 2011c).

The Philippine government has lauded the decision, as the convention would promote the rights of domestic workers. The treaty mandates that domestic workers are entitled to weekly rest, clear information on the terms of employment, a limit on in-kind payment, and the right for collective bargaining and to form associations. Migrants' rights groups have also welcomed the landmark convention, which provides international standards for the work conditions and treatment of domestic workers (Medenilla, 2011c).

Saudization program

In June, Saudi Arabia announced that it would strictly implement the Saudization program to ensure that locals will be prioritized for jobs (*GMA News*, 6 July 2011). According to migrants' rights group Migrante-Middle East, as many as 350,000 OFWs are at risk of losing their jobs (Mabasa and Medenilla, 2011). Meanwhile, a DFA official said at least 150,000 Filipino mid-level professional workers could lose their jobs due to the policy (*GMA News*, 6 July 2011). On the other hand,

the POEA said that if the policy does cost OFWs their jobs, it is already pursuing alternatives, such as a mass reintegration program for possible returning Filipino workers and seeking other labor markets such as those in Australia and South Korea (Howard, 2011b).

In 2006, the Saudization policy was introduced and required companies in Saudi Arabia to ensure that at least 10 percent of their workforce comprised of locals. However, the program was not implemented effectively, and employers continued to hire more foreign workers. Stricter implementation of the Saudization policy in 2011 included the non-renewal of work permits for foreign workers who have been employed in Saudi Arabia for six years (Mabasa and Medenilla, 2011).

According to the Ministry of Labor in Saudi Arabia, it would stop issuing work visas to domestic workers from Indonesia and the Philippines beginning 2 July 2011, but will continue hiring from other countries (*ABS-CBN News*, 30 June 2011). It is said that the ban follows Saudi Arabia's opposition to the \$400 monthly minimum wage for domestic workers demanded by the Philippines. Saudi Arabia has only agreed to \$200 (*Migration News*, April 2011, October 2011).

Philippines-Taiwan deportation dispute

OFWs in Taiwan became fearful of a backlash after the Philippines deported 14 Taiwanese nationals to China in February. The deportation row has caused worry over the possible impact of the incident on OFWs in Taiwan and on trade relations. There were also reports of Taiwan imposing stricter application rules and requirements for OFWs (Abella, 2011). Some 70,000-90,000 OFWs are based in Taiwan (*ABS-CBN News*, 9 February 2011; Perez and Kabling, 2011).

Taxes on OFW contributions

The Bureau of Internal Revenue (BIR) plans to impose taxes on voluntary contributions from OFWs, a proposal that has been opposed by Filipino migrants abroad. Some say that they would no longer send contributions to SSS, Pag-IBIG and other social service institutions if the taxation pushes through. However, as of 2 December, deputy presidential spokesperson Abigail

Vante said that the proposed tax is still under review, and urged OFWs to continue to remit contributions (Sabater, 2011).

One-stop Migrant Resource Center

The government and the IOM in 2011 began a joint project that will establish one-stop migrant resource centers (OSRCs) for OFWs in several provinces. These centers target prospective, returning or retired OFWs and will provide services such as advice on safe migration, case management, counseling and paralegal assistance and reintegration. The OSRCs will be established in Masbate, Antique, Maguindanao and Agusan del Sur (Ruiz, 2011b).

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SINGAPORE

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	5.2
Rate of natural increase (%)	0.5
Percent urban	100.0
Population per square kilometer	7,565
Population ages 0-14 (% of total)	17.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	239.7 B
GDP growth (annual %)	4.9
GNI per capita, PPP (current international \$)	59,380
Human development index (rank - value)	26 - 0.866
Gender inequality index (rank - value)	8 - 0.086
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	1.85 M (56.0)
Top five origin countries:	
Malaysia	(842,899)
China	(404,698)
HK SAR	(83,211)
Indonesia	(81,324)
India	(78,044)
Emigrant stock (Percent female)	240,643 (52.6)
Top five destination countries:	
Malaysia	(61,993)
Australia	(42,376)
UK	(40,619)
US	(34,797)
Canada	(11,600)
Migrant remittance inflows(US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	22
Asylum-seekers by country/territory of asylum	-
Refugees by origin	67
Refugees by country/territory of asylum	3
International students (2010)	
Inbound international students	48,623
Outbound international students	20,030

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Singapore is a main destination country of migrant workers of all skill levels. With a population of 5.18 million in 2011 and relatively low growth rate (Table 1), the country faces demographic challenges including an aging society and a limited local workforce. Thus, foreign workers are regularly brought into Singapore to take on job vacancies in various sectors, from unskilled to semi-skilled work and also different types of skilled and professional occupations. However, in 2011, the Singaporean government sought to implement measures that aimed to reduce the intake of foreign workers amid public concern over increased competition for jobs and resources.

As seen in Table 1, Singapore's total population has continuously increased between 2009 and 2011, with the

growth rate of the non-resident population outpacing that of the Singapore citizens. According to the Department of Statistics of Singapore (2012), the resident population refers to both Singapore citizens and permanent residents. The non-resident population refers to foreigners who are living, working or studying in Singapore but do not have permanent resident status. It also excludes short-term visitors and tourists.

In 2011, the population of Singapore residents increased to 3.78 million, slightly higher compared to 3.77 million in 2010. Of the total, 3.26 million were citizens and 532,000 were permanent residents. Non-residents or foreign nationals numbered 1.39 million, higher compared to 1.31 million in 2010. They accounted for 26.9 percent of the total population in Singapore, higher compared to the previous years (25.7 percent in 2010 and 25.1 percent in 2009).

A significant number of foreigners in Singapore come from Mainland China. Over a million Mainland Chi-

TABLE 1
Population and Average Annual Growth Rate, 2009-2011

	2009	2010	2011
Population (Number in Thousands)			
Total Population*	4,987.6	5,076.7	5,183.7
Singapore residents			
Total	3,733.9	3,771.7	3,789.3
Singapore citizens	3,200.7	3,230.7	3,257.2
Singapore permanent residents	533.2	541.0	532.0
Non-residents	1,253.7	1,305.0	1,394.4
Average Annual Growth Rate (Percent)			
Total Population*	3.1	1.8	2.1
Singapore residents			
Total	2.5	1.0	0.5
Singapore citizens	1.1	0.9	0.8
Singapore permanent residents	11.5	1.5	-1.7
Non-residents	4.8	4.1	6.9

Notes: * The data exclude residents who have been away from Singapore for 12 months or longer.

Source: Department of Statistics Singapore (2012)

TABLE 2
Migration Data, 2009-2011

Migration	2009	2010	2011
Persons granted permanent residency	59,460	29,265	27,521
Persons granted Singapore citizenship	19,928	18,758	15,777
Number of Overseas Singaporeans (as of June)	180,700 *	184,400 *	192,200

Note: * Rounded off

Source: National Population and Talent Division (2012) Foreign workers

nese are believed to be residing in the city-state. In 2011, Mainland Chinese comprised the largest group of foreign buyers of residential properties in Singapore, surpassing Malaysians (Yong, 2011).

In the past two years, Singapore has sought to decrease the country's intake of migrants to lessen dependence on foreign labor. There were also fewer persons granted citizenship and permanent residency, as seen in Table 2.

Regarding outflows, in June 2011, there were some 192,200 Singaporeans based overseas, higher compared to 184,400 and 180,700 in 2010 and 2009, respectively.

By the end of 2011, the total foreign workforce in Singapore reached nearly 1.2 million, with Employment Pass (EP) holders at 175,400, S-Pass holders at 113,900 and work permit holders at 908,600. Of the total work permit holders, 206,300 were foreign domestic workers (FDWs) and 264,500 were construction workers (Table 3).

Most foreign workers in Singapore come from China, South Asia and Southeast Asia. Many come to Singapore for professional work, but a significant number of migrants from Asia are employed as construction workers, domestic workers, cooks and factory workers (Lim, 2011).

TABLE 3
Foreign Workforce Numbers, 2009-2011

Pass Type	Dec. 2009	Dec. 2010	Dec. 2011
Employment Pass (EP)	114,300	143,300	175,400
S Pass	82,800	98,700	113,900
Work Permit (Total)	856,300	871,200	908,600
Work Permit (Foreign Domestic Worker)	196,000	201,400	206,300
Work Permit (Construction)	245,700	248,100	264,500
Total Foreign Workforce	1,053,500	1,113,200	1,197,900
Total Foreign Workforce (excluding Foreign Domestic Workers)	857,400	911,800	991,600
Total Foreign Workforce (excluding Foreign Domestic Workers & Construction)	588,300	638,900	699,100

Note: Figures are rounded off and may not add up to totals.

Source: Ministry of Manpower (2013a)

Increasing levels of immigration have become a cause of concern for citizens, many of whom take issue with the influx of foreign workers into the country, which they believe has led to tougher competition for jobs, especially in the non-professional sector (Yong, 2011). Some feel that foreign workers contribute to overcrowding and steal jobs that are meant for locals (Lim, 2011).

Abuse or labor disputes involving some migrant workers in Singapore, especially FDWs, have been covered in media reports. Work or employer-related problems have resulted in workers running away from their employers, finding another job, or seeking assistance at embassies or migrants organizations. The NGO Transient Workers Count Too (TWC2) reported 2,178 foreign workers who asked for assistance in 2010, up from 2,087 in 2009 (Lim, 2011).

The Humanitarian Organisation for Migration Economics (HOME) said it has accommodated a monthly average of 120-150 foreign workers seeking assistance for complaints which range from assault to non-payment of wages. The organization’s executive director Jolovan Wham said the MOM’s report of a decline in complaints (from 3,774 in 2009 to 3,200 in 2010) is unreliable as it focused on wage issues, overlooking other cases of labor offenses (Lim, 2011).

According to a research by *Straits Times*, an estimated 4,000 foreign domestic workers ran away from their employers in 2010, mostly due to claims of being overworked or non-payment of salaries (*AsiaOne*, 11 February 2011). Most had been employed for less than six months at the time they ran away; they had not received their regular pay because they still had to pay loans to employers. Most of the runaway FDWs were Indonesians. According to the Indonesian Embassy, they recorded a total of 2,530 runaway workers in 2010, higher compared to 2,030 the year before. The Philippine Embassy reported a total of 630 runaway domestic workers, lower compared to 570 in 2009 (*AsiaOne*, 11 February 2011).

Marriage migration

Marriage migration to Singapore has become notable in recent years, with most foreign spouses coming from

TABLE 4
Origin of Non-citizen Spouses Married to Citizens

	2001	2006	2011
Total	6,745	8,161	8,949
Non-citizen brides	5,108	6,366	6,887
Americas	20	19	35
Asia	4,989	6,170	6,640
Europe	30	40	41
Oceania	29	34	34
Others	40	103	137
Non-citizen grooms	1,637	1,795	2,062
Americas	92	113	131
Asia	1,189	1,208	1,355
Europe	213	248	329
Oceania	96	110	137
Others	47	116	110

Note: “Americas” refers to Canada and the US, while “Oceania” refers to Australia, New Zealand and Papua New Guinea.

Source: National Population and Talent Division (2012)

less developing countries in Asia (Table 4). In 2011 there were a total of 8,949 foreign spouses in the country, of which 6,887 were women (non-citizen brides) and 2,062 were men (non-citizen grooms). Of the total, 1,355 husbands and 6,640 wives came from Asia.

Some foreign spouses, especially wives, face problems in adapting to life in Singapore. While foreign spouses are allowed to look for employment and obtain work permits, limited educational qualifications provide them few employment opportunities (Ng, 2011). Family Service Centres (FSC) reveal that many foreign wives have been seeking assistance (however, no official statistics are available), especially those who have been abandoned by local husbands, or whose spouses have passed away or have been imprisoned (Ng, 2011).

Irregular migration

Singapore authorities continued to enforce strict immigration rules and to track down violators through inter- agency cooperation, advanced facilities (includ-

ing biometric identification) and anti-authorized migration campaigns (*AsiaOne*, 31 January 2011; Immigration & Checkpoints Authority, 2012).

In September, authorities arrested 92 unauthorized migrants working in the entertainment district (*Jakarta Globe*, 12 September 2011). In the same month, immigration authorities also conducted a three-day operation after which some 39 unauthorized migrants from Bangladesh, China, India, Nepal, Indonesia and Myanmar were arrested. Five Singaporeans were arrested for employing the unauthorized migrants (*Channelnewsasia.com*, 8 September 2011).

According to the Immigration & Checkpoints Authority (ICA), the number of immigration offenders declined from 4,260 in 2010 to 3,110 in 2011. In 2011, around 930 unauthorized migrants were arrested, lower compared to 1,430 in 2010. Overstayers arrested numbered up to 2,180, slightly lower compared to 2,830 the year before. Some 63 employers or smugglers of unauthorized migrants were also arrested in 2011, down from 103 in 2010 (ICA, 2012).

Trafficking in persons

Singapore is mainly a destination country for labor and sex trafficking. Many unskilled and semi-skilled migrant workers come to Singapore for employment but experience conditions that are considered forms of forced labor. These include non-payment of wages, restricted movements, confiscation of passports, forced repatriation without pay and even physical abuse. Some foreign workers are also deceived by recruiters with false employment offers. Victims of sex trafficking usually arrive in Singapore on tourist or entertainment visas through their recruiters, but later end up being forced to work in prostitution (USDS, 2011).

In 2011, Singapore was ranked Tier 2 in the USDS *Trafficking in Persons Report* for the year. According to the report, the government acknowledged the problem of labor trafficking and forced prostitution that victimizes foreign workers in the country. Singapore formed an interagency committee against trafficking and also showed progress towards signing the UN treaty on trafficking in persons. Though some sex trafficking convictions were reported, Singapore does not yet have an

anti-trafficking law. For labor trafficking, the government did not convict or prosecute any offenders (USDS, 2011).

Singapore has criticized the report, saying that it is not a consistent standard for assessing the anti-trafficking efforts of all countries. The Ministry of Foreign Affairs released a statement noting inaccuracies in the report. The ministry also pointed out that the US had ranked itself Tier 1 but faces problems in trafficking and unauthorized migration which are even greater than those dealt with in Singapore (Xinhua News Agency, 2011a).

In August 2011, the Inter-Agency Taskforce on Trafficking in Persons also released a statement in response to the report, criticizing its loose handling of facts and calling on the USDS to improve the credibility of the report by using an objective methodology and ensuring factual accuracy (MOM, 2011a). It pointed out that some information about the government's efforts was provided during the reported period but was never covered in the report. The statement also listed counterarguments directed at some of the claims in the TIP report, some of which it said were unsubstantiated or untrue (MOM, 2011a).

POLICIES

Reduction of foreign workers

Government policy on migration has increasingly focused on the reduction of foreign workers in the country in order to balance the local and foreign workforce. Minister of State Tan Chuan-Jin in October said that Singapore has been controlling the influx of foreign workers in the country through measures such as raising the foreign worker levies for all sectors in 2013, applying stricter criteria for the intake of foreign talent and imposing higher qualifying salaries (Xinhua News Agency, 2011b). Singapore aims to ensure that foreign workers will only account for one-third of the country's workforce (Xinhua News Agency, 2011c).

At the end of the year, as part of his New Year speech, Prime Minister Lee Hsien Loong said that the government continues to tighten the number of foreign workers in Singapore at a sustainable rate, though he

warned that growth may not soar further the following year due to this policy approach (Reuters, 2011). While Singapore grew by 4.8 percent in October-December 2011, the government is expecting only 1-3 percent growth in 2012. Prime Minister Lee added that companies will feel the pinch as there will be fewer foreign workers who will meet critical skills demand in the country (Reuters, 2011).

Speaking in Parliament in October, Minister of State for Manpower and National Development Tan Chuan-Jin said that the government has been moderating and monitoring the number of foreign workers in the country and will continue to do so to ensure that they “complement our local workforce” (Musfirah, 2011a). Other MPs who spoke in Parliament also said that there should be more support for Singaporean workers, especially low-wage workers, women and PMETs, or professional, managers, executives and technicians. Some proposed measures were to raise their salaries and to encourage employers to hire them (Musfirah, 2011a).

Leung and Menon (2011) caution that reducing the number of foreign workers could also lead to the drop in the number of foreign health care workers who are critical to supporting the country’s elderly population. They argue that Singapore must review incentives for local workers, from wages to career development and supervision, and to implement changes that would encourage them to commit to the care sector, which would also lessen the dependence on foreign health care workers (Leung and Menon, 2011). Of the 4,000 long-term care workers in Singapore, around 70 percent are foreigners. Most are nurses, health care attendants and nursing aides from Burma, the Philippines and Sri Lanka (Leung and Menon, 2011).

Higher qualifying salaries for the work permit and employment passes

The MOM has made changes to the issuance of work permits for migrant workers in Singapore, raising the qualifying salaries of those applying for the Employment Pass (EP) and the S-Pass beginning July 2011. P1 pass applicants must have a salary of \$8,000. For the P2 pass, applicants must have a salary of \$4,000. For the Q1 pass, applicants must earn \$2,800. Applicants

for the S-Pass are required to have a qualifying salary of \$2,000 (MOM, n.d.).

In August, additional changes were made, raising the Q1 salary requirement to \$3,000 and the P2 pass from \$4,000 to \$4,500. These changes were set to begin in 2012 (*AsiaOne*, 16 August 2011; MOM, 2011b).

The ministry also raised the educational qualification requirement for lower and mid-level professional, managerial and executive workers (*AsiaOne*, 16 August 2011).

The business sector’s reactions to the government’s recent changes have been mixed, though mostly leaning towards worry over increased costs and lesser foreign skilled manpower. For some companies, hiring foreign workers will be more difficult due to more stringent requirements and higher recruitment charges. The changes will also make it harder to expand company operations (Huang, 2011).

Amendment bill provides refund to foreign workers

In 2011, the MOM announced that it will amend the Employment Agencies Act (EAA) as part of its new regulatory framework for the recruitment industry. The first reading of the amendment bill was held in November 2010 while the second reading was held in January 2011 (MOM, 2013b).

A key amendment in the bill requires employers to provide a 50 percent refund to foreign workers (including domestic workers) whose contracts are prematurely terminated within six months. Migrant workers’ groups have welcomed the provision, but some believe there is a need for a mechanism that will ensure that employment agencies will abide by the rules and give the foreign worker his or her refund (Grosse, 2011).
Mandatory Settling-In Program

In December, the Ministry of Manpower (MOM) announced that by mid-2012, a mandatory Settling-In Programme (SIP) for foreign domestic workers will be implemented in lieu of the required English entry test. The program will provide orientation for incoming foreign domestic workers, including a safety awareness

course, adapting to life and work in Singapore, and employment duties and responsibilities (Sudderuddin, 2011). The ministry said it has already begun reviewing the SIP and the mandatory entry test for foreign domestic workers (Ismail, 2011).

The MOM also said it is reviewing a proposed legislation that will require weekly rest days for FDWs with compensation and is already consulting stakeholders (Musfirah, 2011b). However, other requirements will be retained, including the minimum age requirement (23 years old) and minimum education requirement (eight-year formal education) (Sudderuddin, 2011).

In 2010, the Foreign Domestic Worker Association for Skills Training (FAST) launched the SIP which assisted foreign domestic workers in adapting to life and employment in Singapore. FAST has recommended that SIP be made a mandatory training program for incoming foreign domestic workers; employment agencies supported this proposal (Ismail, 2011).

An MOM review found that the mandatory English test was not an effective measure of one's comprehension or understanding of the language, while consultations and surveys revealed that most foreign domestic workers faced problems and struggled with adapting to living and working in the country (Sudderuddin, 2011).

Anti-trafficking measures

A Ministry of Home Affairs spokesperson said that Singapore is preparing to sign the Protocol to Prevent, Suppress and Punish Trafficking in Persons. The treaty will guide immigration authorities in identifying and protecting trafficking victims, as well as in investigating and prosecuting traffickers (Nicholas, 2011).

In 2011, the Singapore Inter-Agency Taskforce on Trafficking in Persons began to draft a National Plan of Action (NPA) which includes implementation plans and strategies that will be enforced as part of the government's anti-trafficking efforts. The taskforce, established in 2010, comprises representatives of the different ministries and aims to implement more coordinated anti-trafficking strategies (MOM, 2013c).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	69.5
Rate of natural increase (%)	0.5
Percent urban	31.0
Population per square kilometer	135
Population ages 0-14 (% of total)	21.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	345.67 B
GDP growth (annual %)	0.1
GNI per capita, PPP (current international \$)	8,360
Human development index (rank - value)	103 - 0.682
Gender inequality index (rank - value)	69 - 0.382
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	1.16 M (48.4)
Topfive origin countries:	
Burma	(637,383)
China	(156,598)
Lao PDR	(100,380)
Vietnam	(45,691)
Cambodia	(43,967)
Emigrant stock (Percent female)	832,297 (61.7)
Top five destination countries:	
US	(211,937)
Cambodia	(122,071)
Germany	(94,070)
Malaysia	(47,765)
Japan	(41,353)
Migrant remittance inflows(US\$)	3.99 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	182
Asylum-seekers by country/territory of asylum	13,357
Refugees by origin	359
Refugees by country/territory of asylum	89,253
International students (2010)	
Inbound international students	19,052
Outbound international students	26,233

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In mid-2011, Thailand's population stood at 69.5 million, up from 68.1 million in mid-2010 (PRB, 2011, 2010). The country is both an origin and destination of migrants. Those coming to Thailand are mostly economic migrants in search of employment and higher income. Migrants also include asylum-seekers and refugees. In mid-2010, the immigrant stock stood at 1.16 million, with most migrants coming from Burma, China, Lao PDR, Vietnam and Cambodia. It is also a source of migrants, with an emigrant stock estimated at more than 832,000. The main destination of emigrants are the US, Cambodia, Germany, Malaysia and Japan. Internal migration within Thailand is also significant, with seasonal workers intermittently moving between rural and urban areas. Internal migration flows to Bangkok is a prominent trend, with local migrants seeking work in construction, manufacturing and services sectors (Huguet, Chamrathirong and Natali, 2012).

TABLE 1
Number of Thai Workers who Went Abroad,
2006-2011

Year	Number of Thai Workers
2006	160,846
2007	161,917
2008	161,652
2009	147,711
2010	143,795
Jan-May 2011	62,644

Source: Department of Employment, Ministry of Labour, July 2011 (Asian Research Center for Migration, 2011a)

As a source country, Thailand deploys thousands of migrant workers abroad every year, although the numbers show a decline from over 160,000 in 2006-2008, to over 140,000 in 2009-2010 (Table 1). Table 2 shows that most Thai workers go to other Asian countries for

TABLE 2
Number of Thai Workers who Went Abroad by Destination Country, 2006-2011

Countries	2006	2007	2008	2009	2010	(As of June) 2011
Taiwan	62,062	52,193	45,088	35,863	40,927	24,887
Singapore	14,964	16,271	14,934	14,002	12,719	7,082
South Korea	16,456	13,287	15,730	14,681	10,114	7,217
India	1,024	1,481	2,756	3,311	7,183	1,482
Japan	7,218	8,002	7,555	5,540	6,102	2,760
Hong Kong	3,760	3,504	3,188	3,240	5,033	1,554
Brunei	5,141	4,143	3,349	3,855	5,925	1,896
Malaysia	3,418	3,432	3,476	3,882	3,630	2,460
UAE	3,624	9,850	12,973	9,647	8,328	4,845
Israel	9,312	10,903	7,121	6,338	7,822	4,304
Qatar	7,516	5,762	10,722	10,444	6,103	2,057
Kuwait	3,906	3,723	2,712	2,019	4,245	1,457
Libya	1,194	2,269	4,789	7,606	8,290	1,108
South Africa	1,495	1,924	1,465	1,266	3,759	671
Finland	88	1,104	358	419	3,952	810
UK	1,640	1,628	1,597	1,296	3,379	568
Sweden	20	2,375	3,867	6,003	3,329	110
US	2,799	2,750	2,741	2,642	2,799	1,304

Source: Department of Employment, Ministry of Labour, June 2011 (ARCM, 2011b)

TABLE 3
Number of Thai Workers Deployed By Gender and Destination, 2011

Destination	Male	Female	Total
Middle East and Africa	31,317	3,019	34,336
Israel	8,807	526	9,333
Kuwait	2,618	168	2,786
South Africa	1,801	56	1,857
UAE	8,585	984	9,569
Other	9,506	1,285	10,791
Asia	79,538	18,426	97,964
Brunei	2,835	519	3,354
HK SAR	120	2,714	2,834
India	2,420	199	2,619
Japan	5,486	3,816	9,302
Malaysia	3,094	1,227	4,321
Republic of Korea	9,577	1,387	10,964
Singapore	10,908	553	11,461
Taiwan	41,052	6,787	47,839
Other	4,046	1,224	5,270
Europe	6,838	3,020	9,858
Finland	2,341	415	2,756
Sweden	2,210	339	2,549
Other	2,287	2,266	4,553
Americas	2,001	1,409	3,410
Pacific	1,697	358	2,055
New Zealand	619	318	937
Other	1,078	40	1,118
Total	121,391	26,232	147,623

Note: The figures refer to both new deployments and contract renewals (re-entry).

Source: Department of Employment, Ministry of Labour (Huguet, Chamratrithong and Natali (2012))

employment: Taiwan, Singapore and South Korea are the major destinations of Thai migrant workers.¹

Data in Table 3 show that in 2011, over 147,000 Thai workers were deployed abroad. Of the total, more than 97,000 went to other Asian countries, while over 34,000 went to the Middle East and Africa. More migrant men were deployed compared to women. For Thai male migrants, the top destinations were Taiwan (41,052), Singapore (10,908) and South Korea (9,577).

For women migrants, the top three destinations were Taiwan (6,787), Japan (3,816) and Hong Kong (2,714).

As a destination country, an estimated 3.5 million migrants were in Thailand in 2011, of which around three million or 85 percent were migrant workers. Around 3.2 million come from neighboring countries (Huguet, Chamratrithong and Natali, 2012). Thailand has become a destination not only for low-skilled workers, but also highly skilled and professional migrants from

¹ The Ministry of Labor (and its Department of Employment) provides statistical data on labor migration in Thai. No English versions of the data are available as of this writing.

TABLE 4
Number of Foreign Workers Based on Work Permit
or Worker Registration, August 2011

	Total
Grand Total	1,690,036
Legal Entry	
Total	626,927
Section 9*	
Life-long	983
Temporary (general)	72,054
MOU	
<i>Nationality verification</i>	465,941
<i>Imported</i>	63,447
Section 12*	
Investment Promotion (BOI)	24,502
Illegal Entry	
Total	1,063,109
Section 13	
Minorities	26,897
Three nationalities under cabinet resolution (Burma, Cambodia and Laos)	1,036,212

Note: *Parts of the Alien Worker Act
 Source: Office of Foreign Worker Administration (Work Permit) (Table 2.5, in Chamchan and Apipornchaisakul, 2012)

other countries. As of 2010, there were over 100,000 highly skilled or professional foreign workers in the country (Huguët, Chamrathirong and Natali, 2012).

Migrant workers in Thailand mostly come from Burma, Cambodia and Lao PDR. It is estimated that more than one million authorized and registered Burmese migrants are working in Thailand. They account for 80 percent of Thailand's immigrant population, and represent five percent of the Thai labor force. Meanwhile, another 1.4 million Burmese migrants and dependents are unauthorized (IRIN, 2011a).

Due to the large inflows of migrant workers (both authorized and unauthorized, and mostly belonging to the low-skilled category) from these countries, the government has sought bilateral agreements and implemented a registration system to regularize the entry and recruitment of foreign labor.

Table 4 shows the number of workers in Thailand as of August 2011, based on work permit and work registration. Thailand has more unauthorized migrants compared to those who are formally issued work permits or are registered. Irregular migration, people smuggling and human trafficking pose serious challenges to Thailand.

Floods, IDPs and migrants

Massive floods from August to December 2011 affected around 22 provinces and caused destruction in Thailand, claiming the lives of around 537 people and displacing thousands of residents and migrant workers. The flood crisis also hit major industrial areas, with losses reaching around \$13 billion. Around 891 factories and 460,000 workers have been affected (IDMC, 2012b; IRIN, 2011a; Neisloss, 2011; Saimon, 2011).

Although estimates vary, at least a million people were displaced in Thailand due to the floods. Also around 50,000 new displacements were reported in early 2011 due to fighting between Cambodian and Thai forces over a border dispute, and displacements due to clashes between government forces and Malay Muslim separatist groups (IDMC, 2012a, 2012b)

The disaster has caused much concern for tens and thousands of migrant workers in Thailand. Several factories reportedly fled from the flood-stricken areas and abandoned their migrant workers who were without proper documentation and were not paid their salaries (IRIN, 2011a; Neisloss, 2011). Several migrant workers also fled Thailand and returned to their home countries, though many of them eventually returned to resume working in the country (IOM, 2012).

Some migrant workers lost their jobs and their legal status during the flood disaster and were eventually arrested and deported. However, some attempted to return to Thailand to work again, but as unauthorized workers. The UN expressed concern that migrants were being excluded from relief efforts (Barton, 2011).

The Thai government was criticized for its response towards migrant victims. Local laws dictate that migrant workers are not allowed to leave their zones of registration. As such, those affected by the floods still re-

mained in the disaster areas for fear of being arrested (Saimon, 2011). According to MAP Foundation, an NGO which works with Burmese migrants, the government ordered the police not to arrest migrants who wanted to leave their designated areas to escape the floods. The Burmese government also opened a border checkpoint it shares with Thailand to allow Burmese migrants to flee from Thailand's floods. However, there were reports of immigration authorities who continued to go after undocumented migrants, with some attempting to extort money from them (IRIN, 2011a).

Though concern was generally directed towards all migrant workers, migrants' rights groups, international agencies and the media highlighted the vulnerability of Burmese migrants. There were concerns about the increased vulnerability of migrant workers to extortion and exploitation, particularly those seeking to return to their home country amid the disaster (IRIN, 2011a; Roughneen, 2011). Between September and November 2011, during the flood crisis, around 100,000 Burmese migrants fled to the Burma-Thai border to return home. Of the total, nearly 40,000 had temporary passports; those who had no documents were more vulnerable to being exploited. There were reports of Burmese migrants who claimed they were forced to pay high fees to cross the border into Burma (Roughneen, 2011).

IOM-Bangkok Labor Migration Programme Coordinator Claudia Natali said that irregular migrants without cash, identity documents, passports, work permits and social connections risk being arrested and deported. They are also vulnerable to extortion by brokers who charge exorbitant fees for transportation to the border (IRIN, 2011a).

Asylum-seekers and refugees

Thailand has become both a destination and transit point for asylum-seekers and refugees from different countries. Thousands of ethnic Karen refugees from Burma have settled in several areas in Mae Sot, Tak Province, many of whom fled to the Burma-Thai border when fighting broke out between Karen rebels and the Burmese military (*AsiaNews.it*, 25 February 2011). These refugees have been living in makeshift tents, with little food, and without income and jobs.

North Korean asylum-seekers have also turned to Thailand as a transit point to South Korea, risking their lives while passing through border checkpoints and getting past security. Thousands of North Koreans who fled famine, poverty and political persecution in their home country have travelled through China and Lao PDR to Thailand, which is easier to access compared to the tighter border areas in Mongolia and Vietnam (IRIN, 2011b). According to the Thai Immigration Bureau, the number of North Korean asylum-seekers in Thailand had reached almost 2,500 in 2010. In 2004, there were only 46 North Korean asylum-seekers reported (IRIN, 2011b).

In 2011, there were several reports concerning the Thai government's management of inflows of asylum-seekers and refugees:

- Amnesty International has urged the Thai government to investigate the treatment of authorities on a batch of Rohingya boat migrants who were forced to return to their vessel without food, water or even an engine, and were left adrift in the middle of the sea. The organization said the 91 asylum-seeking boat migrants were Rohingya Muslims (AFP, 2011a).
- The Thai government in December repatriated a Hmong refugee and handed him over to Laos, a move rights groups criticized as it violates international law. UNHCR-recognized refugee Ka Yang was handed over to Lao PDR authorities on 17 December through the Thai-Lao border, his second deportation. In 2009, he had been accepted for resettlement in the US, but was deported to Laos. He had escaped to Thailand and was detained with his family. The UNHCR has contacted the Thai government and expressed protest against the move, while HRW said the deportation shows that Thailand cares little about respecting refugees (DPA, 2011a; Thin Lei Win, 2011).
- Immigration authorities freed 96 Pakistani asylum-seekers who were detained in December 2011. The group of asylum-seekers said they wanted to seek assistance and resettlement through the UNHCR in Bangkok, claiming politi-

cal persecution. Included were 34 children and an infant born to one of the detainees. The Thai Committee Refugees paid the bail for their release. The asylum-seekers will be given shelter while waiting for the UNHCR to process their resettlement applications (DPA, 2011b).

Trafficking in persons

Thailand continues to face severe trafficking problems, as it has become a major destination, source and transit country for smuggling and trafficking activities. Men, women and children are trafficked to Thailand for forced labor, especially in the fishing industry, as well as in the agriculture, construction and domestic work sectors (UPI, 2011; USDS, 2011). Migrants from neighboring countries (such as Burma) and distant countries (such as Fiji and Uzbekistan) come to Thailand to seek employment, but are deceived and forced into exploitative labor and prostitution. Some deported unauthorized migrants are trafficked victims as well. Research by the UN Inter-Agency Project on Human Trafficking (UNIAP) found that some Cambodian and Laotians deported by Thai authorities were trafficking victims. Sex tourism is rampant and is believed to draw trafficked victims into the country (USDS, 2011).

Meanwhile, repatriated Thai trafficked victims mostly come from the UAE, Malaysia, Sri Lanka, Bahrain and China. Many Thai victims are also trafficked to Russia, South Africa, Yemen, Vietnam, the US, the UK and Singapore. Most of the victims are either Thai men who seek low-skilled work and are later subjected to forced labor, or women who are trafficked for sex (USDS, 2011).

As a transit country, trafficked victims from Burma, China, North Korea, Pakistan and Vietnam are brought to third countries such as Indonesia, Malaysia and Singapore. Some are trafficked to Russia, South Korea, Europe and the US (USDS, 2011).

For the second consecutive year, Thailand was placed in the Tier 2 Watch List of the USDS *Trafficking in Persons Report 2011*. The Thai government sought to implement the anti-trafficking law, enforcing regulations including those that allow trafficked victims to temporarily stay in Thailand and to work. However, many victims are said to remain in government shel-

ters. There were also increased convictions and prosecutions recorded, though data were insufficient. The report also notes that there are still law enforcement officials who continue to be involved in facilitating trafficking activities, but no convictions, sanctions or sentences were reported. According to NGOs, several problems prevent Thailand from sufficiently addressing trafficking, including: corruption, anti-migrant worker bias, the lack of a monitoring system for anti-trafficking initiatives, lack of understanding among anti-trafficking officials, the court's weak human rights approach to labor abuses, and weak victim identification (USDS, 2011).

POLICIES

Migrant registration

The government has been encouraging the legalization of the status of Burmese, Cambodian and Laotian migrants to reduce unauthorized migration and to prevent people smuggling and human trafficking (*The Nation*, 27 April 2011).

In May 2011, Prime Minister Abhisit Vejjajiva said the government will establish more registration offices to speed up the nationality verification or registration process for thousands of undocumented and unauthorized migrant workers in Thailand from Burma, Cambodia and Lao PDR. Though the deadline was set in February 2011, there were several delays after extensions were announced to accommodate more migrant workers. According to the Ministry of Labor, as of May 2011, around 1.3 million Burmese, Cambodian and Laotian migrants had registered with the government (Win, 2011). The Ministry of Labor had also begun collecting the bio-data of registered migrant workers. The data collection covers information from work permit applications and will be used to prevent future irregular labor migration (IOM, 2012).

In 2011, a total of 851,830 migrant workers newly registered through the nationality verification process were issued work permits (Table 5). These refer to the total number of migrants who were able to complete the registration process (from June to October 2011) had received temporary work permits. Of the total,

TABLE 5
Newly Registered Migrant Workers who Received Work Permits in 2011

Nationality	Total
Cambodia	214,874
Lao PDR	93,421
Burma	543,535
Total	851,830

Note: As of December 2011.

Source: Office of Foreign Workers Administration, Department of Employment, Ministry of Labour, Thailand (IOM, 2012)

543,535 were Burmese, 214,874 were Cambodian and 93,421 were Laotian (IOM, 2012). While registration for migrant workers from Cambodia, Burma and Lao PDR has reached this number, it is estimated that around 1.4 million migrant workers and their dependents are still unregistered (Huguet, Chamrathirong and Natali, 2012).

The registration process, which leads to the issuance of work permits, is part of the Thai government's plan of reducing irregular and unauthorized migration in the country. Earlier, MOUs with Burma, Cambodia and Lao PDR were forged to regularize the recruitment of migrant workers from these countries (Huguet, Chamrathirong and Natali, 2012; Nam News Network – Bernama, 2011). Data concerning the number of migrants

who have been recruited through these MOUs are presented in Table 6.

In April, the Thai Cabinet issued a new set of guidelines to address unauthorized migration. The guidelines include re-opening registration for unauthorized migrant workers who failed to legalize their status by the February deadline, allowing migrants to bring their children under 15 years old and can stay in the country for a year and allowing migrants to work temporarily while awaiting their scheduled repatriation (*The Nation*, 27 April 2011).

Inspections by authorities are expected to continue. Employers who hire unauthorized migrants will be fined and imprisoned, and migrant workers will also be arrested and deported (Nam News Network – Bernama, 2011; *The Nation*, 27 April 2011).

New rules for work permits

In June 2011, the government revised rules for the issuance of work permits for foreign workers, particularly allowing permit applications for foreigners who are not employed by Thai companies. Subject to specific conditions, the following can apply for a work permit in Thailand: a foreigner employed by an offshore company (under the company's name and subject to certain conditions); a foreigner who is self-employed or is working as an independent service provider; a foreigner in need of an urgent work permit from the Department of Labor before starting work or before

TABLE 6
Total Number of Migrants who have been Recruited through MOUs, September 2005–December 2011

Country	Number of workers requested by employers	Number of workers granted permission to work in Thailand	Number of workers working in Thailand with working permits
Cambodia	168,975	92,408	69,829
Lao PDR	102,252	30,303	23,985
Burma	108,099	10,545	7,280
Total	379,326	133,256	101,094

Note: As of December 2011

Source: Office of Foreign Workers Administration, Department of Employment, Ministry of Labour, Thailand (IOM, 2012)

going to a local meeting or seminar; a foreigner employed by a Thai company (*Bangkok Post*, 6 September 2011).

Another new regulation removes pre-approval work permits for foreigners who have not yet arrived in the country. Instead, the Department of Labor will issue an acknowledgement receipt of the pre-approval request, after which the Royal Thai Embassy will issue a non-immigrant category "B" business visa (*Bangkok Post*, 6 September 2011).

Rehiring of migrant workers after the flood crisis

Massive floods in Thailand had killed over 600 people and caused severe damage, destroying homes, infrastructure, and industrial sites and factories. The disaster had also driven migrant workers to leave Thailand and to return to their home countries. This has become a problem for Thailand, as migrant workers form the backbone of the country's economy, working low-paid, low-skilled jobs that are often shunned by locals (AFP, 2011b).

It is estimated that around 200,000 migrants left Thailand during the massive floods that hit the country. In December, however, it was reported that the government has considered bringing back and re-hiring thousands of migrant workers to supply labor and to fill vacated jobs for reopening factories, though most of the returning migrants will be required to join their old employers. If the plan pushes through, the scheme may be enforced in 2012, once factories and production plants have begun to reopen and resume operations. Burma and Thai officials were also reportedly planning to allow deported Burmese migrants to resume working in Thailand without having to hire a broker (AFP, 2011b; Roughneen, 2011; Wade, 2011).

Evacuation of migrant workers from Libya

Thai migrant workers were evacuated from Libya during the Arab Spring movements and were transferred to Italy, Greece, Egypt, Tunisia and other countries. Of the estimated 24,000 Thai migrants working in Libya, around 4,000 were evacuated. The Foreign Ministry asked these countries to help facilitate the entry and transit of Thai workers (*The Nation*, 1 March 2011).

Insurance policy

In June, labor unions have described as discriminatory a government proposal that will require migrant workers to buy a 500-baht medical insurance policy from private companies. The proposal also reportedly prohibits migrant workers from the Social Security Office's Workmen's Compensation Fund (WCF). The State Enterprise Workers Relations Confederation (SERC), an International Trade Union Confederation-affiliated umbrella organization with 43 state enterprise unions, said it will file a complaint to the ILO about this proposed policy, as it shows the government's failure to protect migrant workers and allowing discrimination against them to persist (Asia-Pacific Industrial Relations Network, 2011).

The plan of requiring migrants to buy insurance coverage from private companies is also similar to the system in Malaysia, but has been heavily criticized by rights advocates who consider it as going against the Equality of Treatment Convention (APIR, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	87.9
Rate of natural increase (%)	1.0
Percent urban	30.0
Population per square kilometer	265
Population ages 0-14 (% of total)	25.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	123.6 B
GDP growth (annual %)	5.9
GNI per capita, PPP (current international \$)	3,250
Human development index (rank - value)	128 - 0.593
Gender inequality index (rank - value)	48 - 0.305
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	69,307 (36.6)
Top five origin countries:	
Libya	(11,158)
Burma	(9,679)
China	(8,546)
Indonesia	(7,589)
Lao PDR	(4,238)
Emigrant stock (Percent female)	2.45 M (50.5)
Top five destination countries:	
US	(1.19 M)
Canada	(182,726)
Australia	(169,475)
Cambodia	(148,516)
Germany	(143,573)
Migrant remittance inflows(US\$)	8.6 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	1,116
Asylum-seekers by country/territory of asylum	-
Refugees by origin	337,829
Refugees by country/territory of asylum	990
International students (2010)	
Inbound international students	3,260
Outbound international students	47,979

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, Vietnam's population was estimated at 87.84 million, an increase of 1.04 percent compared to 2010. Of the total, 43.47 million or 49.5 percent were men, while 44.37 million or 50.5 percent were women (General Statistics Office, 2011). Another source, the PRB, puts the estimate at 87.9 million as of mid-2011. Of the total population, 30.6 percent were based in urban areas. Internal migration contributes to the urban population in Vietnam (General Statistics Office, 2011).

Aside from permanent emigrants, thousands of migrant workers are deployed from the country annually. Working abroad has become a source of income and livelihood for many Vietnamese. Thousands also seek educational opportunities abroad, enrolling in foreign universities.

Vietnam's immigration policy has mainly focused on overseas employment, and to some extent student migration. The government estimates that there are around four million Vietnamese migrants abroad, spread out across more than 100 countries (VNS, 9 December 2011, 22 December). In mid-2010, the country's emigrant stock was estimated at 2.45 million while immigrants were over 69,000 (UN DESA, 2012).

Migrant workers

The Ministry of Labour, Invalids and Social Affairs (MoLISA) estimates around 400,000-500,000 Vietnamese workers in over 40 countries, including various types of migrant workers with different occupations and skill levels (Consular Department, Ministry of Foreign Affairs, 2012). Vietnam deploys an average of about 80,000 overseas workers annually.

In 2010, over 85,000 left Vietnam to work abroad, up by 16.4 percent compared to 2009 (Consular Department, Ministry of Foreign Affairs, 2012). In the first quarter of 2011, as many as 20,000 migrant workers went abroad, an increase of 16 percent year-on-year. According to the Overseas Labour Management De-

partment (OLMD) of MoLISA, the major host countries during this period were Taiwan, South Korea, Malaysia, Lao PDR and Japan (Vietnam News Agency, 2011).

Vietnamese migrants have been sent abroad for either work or training, which are arranged through the following: employment agencies, public affairs organizations, overseas contractors and investors, skills training programs, and individual employment contracts (Consular Department, Ministry of Foreign Affairs, 2012).

The government has secured the overseas employment of its workers by signing international labor agreements and conventions with Bahrain, Bulgaria, Canada, Taiwan, the Czech Republic, Japan, Kazakhstan, Lao PDR, Malaysia, Qatar, Russia, Slovakia, South Korea and the UAE, as well as some African countries (Consular Department, Ministry of Foreign Affairs, 2012). However, statistical data on Vietnamese workers in these countries are not readily available. Moreover, unauthorized migration is also significant, including those who enter through informal channels and those who arrive at the destination site with employment contracts, but later terminate them (Consular Department, Ministry of Foreign Affairs, 2012).

The major destination countries of Vietnamese contract-based workers include Malaysia, Japan, South Korea and Taiwan. Thousands are also working in Lao PDR, Macau SAR and some countries in Africa, and the Middle East (Table 1). There are also Vietnamese maritime workers who are based in ships and vessels in Costa Rica, Cote d'Ivoire, Indonesia, Mexico and Panama (Consular Department, Ministry of Foreign Affairs, 2012).

Most Vietnamese migrant workers are employed in construction, electronics, textiles and other industrial sectors, as well as in domestic and hospital services. As noted earlier, some also work in foreign vessels. In Taiwan, most Vietnamese migrants are domestic workers or textile workers. In Malaysia, most are in agriculture, while in Japan, most are employed in industrial companies. In Africa, a large number of Vietnamese work in construction (Consular Department, Ministry of Foreign Affairs, 2012).

TABLE 1
Contract-based Vietnamese Workers
by Major Destination Country, 2008-2010

Destination country	2008	2009	2010
Total	86,990	73,028	85,546
Taiwan	31,631	21,677	28,499
Japan	6,142	5,456	4,913
South Korea	18,141	7,578	8,628
Malaysia	7,810	2,792	11,741
Africa and the Middle East	11,113	16,083	10,888
Others	12,153	19,442	20,877

Source: Department of Overseas Labour (cited in Consular Department, Ministry of Foreign Affairs, 2012)

With thousands of Vietnamese workers abroad, remittance inflows have been relatively high. Remittances were expected to soar to \$9 billion in 2011 (VNS, 9 December 2011), though the World Bank reported that inflows reached only \$8.6 billion, accounting for 6.9 percent of the GDP (World Bank, 2012).

Vietnam is also a destination country of foreign workers. As of May 2011, there were 74,000 foreign workers in Vietnam, according to the Employment Department of MoLISA. Around 20,000 are based in Ho Chi Minh City alone. Most are skilled workers with valid permits, and majority are from China, Indonesia, South Korea and Thailand (*Sai Gon Giai Phong*, 31 July 2011; *Thanh Nien News*, 26 June 2011).

Irregular migration

Irregular or unauthorized migration both to and from Vietnam remains a major challenge to the government. Unauthorized Chinese workers in various areas in Vietnam are not uncommon, with many of them employed in construction and industrial plants (*Thanh Nien News*, 24 June 2011). According to the MoLISA, the growth of the foreign worker population in Vietnam in 2011 is not only due to investors but also because of inflows of unauthorized migrants, including those working for foreign contractors (*Thanh Nien News*, 26 June 2011).

Many unauthorized Vietnamese migrants abroad have been arrested, detained and repatriated. In May, Russian authorities arrested and detained around 500 unauthorized Vietnamese workers who were found at a garment factory in Malakhova in Moscow, where they were also living with their families (RIA Novosti, 2011).

Due to the presence of unauthorized Vietnamese workers in South Korea, the Human Resource Development Service there imposed a four-month suspension on Korean language tests for Vietnamese applicants. However, in November, the MoLISA announced that the suspension has been lifted, and Vietnamese workers were once again allowed to take the test beginning December 2011. Around 50,000 to 70,000 Vietnamese workers apply for employment in South Korea every year. The first step for the applicants entails studying the language and passing the test (*Sai Gon Giai Phong*, 6 November 2011).

Vietnam has deployed thousands of its workers to South Korea under the EPS program. Of the total foreign worker population in South Korea, around 25 percent come from Vietnam. Data from the South Korean government show that of more than 60,000 Vietnamese workers in Korea, 8,780 or 14.8 percent are unauthorized migrants (VNS, 20 September 2011). Many of these unauthorized migrants have been changing jobs, running away from employers and overstaying even after their employment contract has ended (VNS, 20 September 2011).

In January 2011, nearly 100 Vietnamese women migrant workers at a company in Selangor went on strike, clamoring for better living and work conditions and a refund of visa fees. The workers claimed visa fees were still being deducted from their salaries every month, despite a 2009 law that already abandoned this requirement (*VietNamNet/Viet Nam News*, 9 February 2011). A Vietnamese embassy official said that none of these workers were registered with the Vietnamese Overseas Employment Office, and as unauthorized workers, they are unable to seek assistance regarding labor problems. Many Vietnamese workers have been brought through informal channels to Malaysia by middlemen looking to supply labor to Malaysian companies (*VietNamNet/Viet Nam News*, 9 February 2011).

Evacuation of workers from Libya

In March, *Viet Nam News* reported that around 10,300 Vietnamese workers were evacuated from Libya. Thousands of Vietnamese migrants left the country by plane, while others by boat. Many of them became stranded after mass protests spread out in Libya in early 2011 (AP, 2011; *VietNamNet Bridge*, 10 March 2011). Most of the migrants were working in the country as construction workers and builders, with around 5,000 of them based in Tripoli (AP, 2011; *VietNamNet Bridge*, 10 March 2011).

The Department for Management of Overseas Labor said that returnees will be given priority for overseas employment. Local companies have also expressed willingness to hire migrant returnees, while the government said it will help them secure jobs and ensure banking loans (*VietNamNet Bridge*, 10 March 2011).

Refugees and IDPs

In 2011 Vietnam was among the top ten source countries of refugees. The 337,880 Vietnamese refugees include some 300,000 who are in China (they are ethnic Chinese who fled to China during the Vietnam-Cambodia border war between 1979 and 1982) and are reportedly well-integrated and receive protection from the Chinese government (UNHCR, 2012).

Meanwhile, floods in Vietnam from September to October displaced around 200,000 people, according to the IDMC (2012b).

Trafficking in persons

Human trafficking remains a severe issue in Vietnam. It is no longer limited to the sex trafficking of women and children, but also the trafficking of women who are sold in other countries for marriage. According to the United Nations Inter-Agency Project on Human Trafficking (UNIAP), lack of awareness, limited educational opportunities, poverty, unemployment, render many Vietnamese vulnerable to trafficking (Brown, 2011).

Vietnam is mainly a source country for victims of forced labor and sex trafficking. Traffickers often target voluntary migrants who intend to work in state and pri-

vate-run companies abroad (especially in major host countries) and subject them to forced labor. Debt bondage, high recruitment fees and other conditions add to the problems these migrants face as well. Vietnamese women and children have been trafficked for the sex industry within Asia. Rural-to-urban trafficking of women within Vietnam is also rampant (USDS, 2011).

In 2011, Vietnam remained in the Tier 2 Watch List of the USDS *Trafficking in Persons Report* for the year. The report states that the Vietnamese government has failed to validate reports of prosecutions and punishments against labor traffickers, as well as to respond to rampant internal trafficking. Promotion of labor export continued, but the government has not set in place sufficient measures to protect workers and to prevent labor trafficking. According to the report, despite its new anti-trafficking law, the statute did not detail penalties for trafficking offenses (USDS, 2011).

Many Vietnamese workers have also been trafficked to China, where they are brought in to work in factories and plantations, but are later forced to work in conditions contrary to what was promised them. Their passports are withheld, they are made to work at jobs different from what was stated in their contract and they are also forced to work in substandard conditions, according to the UNIAP (IRIN, 2011).

Health care of internal migrants

According to Health Minister Nguyen Thi Kim Tien, unofficial statistics show that around 30 percent of urban residents in the country were internal migrants. Internal migrants in Vietnam, especially those who move to the cities from the countryside, face a number of problems, such as poor and unhygienic living spaces and environments and lack of access to health insurance, subsidized care and other social services (VNS, 16 August 2011).

Most internal migrants do not have health insurance. According to the Ministry of Health in the case of new internal migrants, only 30 percent are covered by private health insurance and around 90 percent have no social insurance. There are plans for a joint research project with the IOM that would look into the health of new internal migrants, the findings of which will be used to draft health care policies (VNS, 16 August 2011).

POLICIES

Anti-trafficking law passed

In March, the National Assembly passed the Anti-Trafficking Law, which is expected to be implemented in January 2012. The law is part of the country's National Plan of Action for Trafficking, a five-year plan that aims to foster better coordination among ministries, institutions and organizations working on anti-trafficking efforts, as well as to implement policies on trafficking prevention (Brown, 2011).

Vietnam has yet to sign the 2000 UN anti-trafficking protocol, which recognizes that voluntary migrants can be deceived and may end up being trafficked (IRIN, 2011).

Preventing Unauthorized Migration to South Korea

The Center for Overseas Labor and the Management Board of Vietnamese Workers in South Korea are drafting a plan to prevent the unauthorized migration of Vietnamese workers to South Korea. Among the proposed measures are: the selection of workers for agriculture and fishery sectors, coordination with local authorities and families of migrants to encourage their return, punishments and sanctions for unauthorized entry and residence, and imposing limitations on the recruitment of workers from communes that have high rates of unauthorized migrants in South Korea (VNS, 20 September 2011).

The plan also aims to provide repatriation insurance for workers who return on time. They will be allowed to register for employment in South Korea and will also be given vocational training if needed (VNS, 20 September 2011).

Support for overseas workers

There have been some examples of initiatives aimed at supporting overseas Vietnamese workers.

In Khanh Hoa, the central province's People's Committee allocated about VND 2.3 billion (or \$11,000) for its locals who are working overseas, especially those from ethnic communities in mountainous areas and poor

households and villages. Each worker will be granted VND 2 million (or about \$100) to finance job and language training, health checks and passport application and processing fees (VNS, 19 August 2011).

In November, the Viet Nam Labour General Confederation announced that it has asked permission from the government to assign trade union staff members to accompany Vietnamese workers abroad (VNS, 19 November 2011).

New regulations to manage foreign workers in Vietnam

In 2011, the Vietnamese government announced Decree 46/2011/ND-CP, which orders new regulations on the hiring and managing of foreign workers in the country. The new decree, which supports Decree 34/2008/ND-CP, allows the issuance of new work permits to foreign workers who changed workplaces, lost their work permits or obtained new passports. Foreign investors are also required to follow regulations on hiring Vietnamese and foreign workers according to the law, and must prioritize giving jobs to locals (VNS, 24 June 2011).

Decree 46, which was issued by Prime Minister Nguyen Tan Dung, was set to take effect on 1 August. Expected outcomes are tighter regulations in the issuance of work permits to foreign workers. Investors will also have to prioritize local workers and can only hire foreign workers for valid reasons, such as insufficient local workers for specific types of jobs (*Sai Gon Giai Phong*, 31 July 2011).

Meanwhile, foreign bidders will be able to send proposals to people's committees of cities and provinces, which will determine whether local workers can be provided. However, if authorities cannot provide enough local workers, foreign bidders will be allowed to recruit more foreign workers (*Sai Gon Giai Phong*, 31 July 2011).

The decree is open to the hiring of skilled workers abroad to build high-quality human resources. Some foreigners are allowed to work in Vietnam for special occupations even without a license, such as heads of representative offices and other representatives of non-government organizations, inter-company transferees

in service industries, professional and technical consultants, experts employed in official development assistance projects and media workers licensed by the Ministry of Foreign Affairs (*Sai Gon Giai Phong*, 31 July 2011).

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WEST ASIA/MIDDLE EAST

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	1.3
Rate of natural increase (%)	1.3
Percent urban	100.0
Population per square kilometer	1,925
Population ages 0-14 (% of total)	20.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	-
GDP growth (annual %)	-
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	42 - 0.806
Gender inequality index (rank - value)	44 - 0.288
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	315,403 (32.9)
Topfive origin countries:	
India	(113,669)
Bangladesh	(43,436)
Pakistan	(38,008)
Egypt	(28,371)
Philippines	(19,015)
Emigrant stock (Percent female)	54,950 (35.7)
Top five destination countries:	
Bangladesh	(23,007)
Philippines	(12,922)
US	(2,585)
Indonesia	(2,406)
Canada	(1,936)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	46
Asylum-seekers by country/territory of asylum	160
Refugees by origin	215
Refugees by country/territory of asylum	199
International students (2010)	
Inbound international students	8,640
Outbound international students	3,831

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

As of mid-2011, Bahrain's population was estimated at 1.3 million (PRB, 2011), higher compared to the 2010 population. According to the 2010 census, Bahrain's population stood at 1.23 million, of which 568,399 or 46 percent were Bahrainis and 666,172 or 56 percent were foreigners or non-Bahrainis (CIO, 2010; Table 1, in LMRA, n.d.).

Migration to Bahrain has increased significantly in the past years, intensified by the intake of foreign workers needed to supply labor in the various economic sectors. Between 2001 and 2010, Bahrain's total population increased from 650,604 to more than 1.23 million. In 2001, the share of foreigners was only around 38 percent, but by 2010, as noted earlier, non-Bahrainis outnumbered the locals (AFP, 2011).

In 2010, Bahrainis aged 15-64 make up 64 percent of the population, while 4.1 percent are 65 and above and 31.8 percent are below 15, suggesting a relatively young population. In comparison, some 90 percent of non-Bahrainis were in the working age range of 15-64 and the remaining 10 percent are below 15 years old (CIO, 2010).

Foreign workers

Majority of foreigners or non-Bahrainis are migrant workers. As of December 2011, foreign workers totaled 370,640 (Table 5, Table 6, in LMRA, n.d.).¹ They account for 82.7 percent of the total number of workers in Bahrain (448,1778) as of the 4th quarter of 2011 (Table 1). Of the total foreign worker population, male workers (344,894) outnumbered their female counterparts (25,746).

In terms of origin countries, the major sources of migrant workers in Bahrain are from South Asia: India (192,292), Bangladesh (71,874) and Pakistan (31,903). Other source countries include the Philippines (21,382), Nepal (16,362), Egypt (6,435), Sri Lanka (5,199), Yemen (3,677), UK (2,550) and Jordan (2,047) (Table 7a, in LMRA, n.d.). As noted earlier, 93.1 percent of male foreign workers are men. Among the top ten source countries, only the Philippines deployed more women than men to Bahrain (10,794 vs. 10,588) (Table 7a, in LMRA, n.d.).

Figures in Table 2 show that a significant number foreign workers are employed in construction (88,639), wholesale and retail trade and repair (73,092), manufacturing (51,266), hotels and restaurants (25,974), as well as real estate and business activities (25,091). Most male migrants are employed in these sectors while fe-

TABLE 1
Number of Workers by Citizenship and Sex, 2009-2011 (4th Quarter)

Year/ Quarter	Total			Bahraini			Non-Bahraini		
	Both sexes	M	F	Both sexes	M	F	Both sexes	M	F
2009 Q4	459,405	412,204	47,201	76,649	53,893	22,756	382,756	358,311	24,445
2010 Q4	453,474	404,484	48,990	78,744	55,088	23,656	374,730	349,396	25,334
2011 Q4	448,178	399,278	48,900	77,538	54,384	23,154	370,640	344,894	25,746

Notes: Non-Bahrainis (both sexes) include expat visa applications added to GCC workers. Figures include workers in all sectors.

Source: LMRA (n.d.), Table 5

¹ In Tables 7 and 7a in LMRA (n.d.), the total number of non-Bahraini workers is reported as 369,937.

TABLE 2
Number of Workers by Citizenship, Sex and Economic Activity, December 2011

Branch of economic activity	Total			Bahraini			Non-Bahraini		
	Both sexes	M	F	Both sexes	M	F	Both sexes	M	F
Total	448,178	399,278	48,900	77,538	54,384	23,154	370,640	344,894	25,746
Agriculture, hunting and forestry	1,171	1,102	69	147	99	48	1,024	1,003	21
Fishing	1,211	1,209	2	12	12	0	1,199	1,197	2
Mining and quarrying	4,108	3,798	310	2,612	2,399	213	1,496	1,399	97
Manufacturing	63,785	58,710	5,075	12,519	9,871	2,648	51,266	48,839	2,427
Electricity, gas and water supply	522	481	41	416	378	38	106	103	3
Construction	96,906	93,700	3,206	8,277	5,928	2,349	88,629	87,772	857
Wholesale and retail trade, repair	86,222	78,084	8,138	13,130	9,012	4,118	73,092	69,072	4,020
Hotels and restaurants	28,885	24,456	4,429	2,911	2,175	736	25,974	22,281	3,693
Transport, storage, communication	17,296	14,571	2,725	7,755	6,269	1,486	9,541	8,302	1,239
Financial intermediation	13,753	10,217	3,536	8,351	5,592	2,759	5,402	4,625	777
Real estate, renting, business activities	31,521	27,603	3,918	6,430	4,413	2,017	25,091	23,190	1,901
Public administration	779	711	68	102	78	24	677	633	44
Education	2,176	1,247	929	710	235	475	1,466	1,012	454
Health and social work	1,960	889	1,071	542	240	302	1,418	649	769
Other social, personal services	10,891	8,067	2,824	973	503	470	9,918	7,564	2,354
Extra-territorial organizations, bodies	39	25	14	38	24	14	1	1	0
Not specified	86,953	74,408	12,545	12,613	7,156	5,457	74,340	67,252	7,088

Source: LMRA (n.d.), Table 6

male migrants are largely in wholesale and retail trade and hotels and restaurants.²

The large presence of foreign workers has resulted in strong outflows of remittances from Bahrain. In 2011, remittance outflows reached \$2.05 billion, up from \$1.64 billion in 2010 (World Bank, 2012).

Problems faced by migrant workers

Though Bahrain is a destination for migrant workers seeking employment, it faces the challenge of managing protective mechanisms that would safeguard the rights of foreigners in the country. According to HRW, migrant workers in Bahrain, especially temporary workers in construction, domestic work and services have experienced situations of labor abuse and exploitation, excessive work hours, passport confiscation, physical and verbal abuse, unpaid wages, and unsafe work conditions. Despite a 2009 rule that allows workers to change jobs more freely, this has not been widely publicized (HRW, 2012). Moreover, it excludes domestic workers, who are highly vulnerable to abuses by employers and recruiters. HRW (2012) estimates that more than 460,000 migrant workers are employed on temporary contracts in Bahrain and work in construction, domestic work, services and other sectors.

Bahrain has pledged to take some steps towards protecting migrant workers, such as inspecting labor accommodations, and to open a shelter for male laborers who have been abused (*Gulf Daily News*, 8 February 2011).

Migrant Workers Protection Society, a local NGO, has called on governments of sending countries to ensure that they deploy migrants who are fit to work in Bahrain, that they go through formal channels and that they are informed and trained so that they will not be vulnerable to exploitation and abuse (*Gulf Daily News*, 8 February 2011).

Trade unions are also engaging in initiatives to protect foreign workers. In December, for instance, the Gen-

eral Federation of Bahrain Trade Unions (GFBTU) and the Indian National Trade Union Congress (INTUC) agreed to create a pre-departure orientation program for Indian migrants arriving in Bahrain for employment (Grewal, 2011).

Protests and unrest in Bahrain

Widespread anti-government unrest which began in early 2011 called for political change in Bahrain but subsequently resulted in violent clashes between government forces and opposition leaders and their supporters, including activist groups. The violent turn affected thousands of foreign workers in Bahrain, some of whom either joined or had been caught in the middle of demonstrations and clashes between government forces and protesters.

In March alone, four Asian foreign workers died and 40 others were injured by the spate of attacks by anti-government protesters (Torr, 2011). Rights organizations, such as the Migrant Workers Protection Society and Bahrain Human Rights Watch Society, have condemned the attacks, saying that many of those targeted were Bangladeshi and Pakistani Muslims living in labor camps and working for low wages (Torr, 2011).

It is said that anti-government protests in the kingdom were partly inspired by the Arab Spring in early 2011, particularly in Tunisia and Egypt, and triggered by tensions between the Sunni monarchy and the Shiite (Shi'ite) opposition (*Al Jazeera English*, 16 February 2011; *Washington Post*, 13 July 2011). Thousands of protesters clamored for political reform and better human rights (*Al Jazeera English*, 16 February 2011). They included Shi'ites who demanded opportunities and rights equal to the Sunnis within Bahrain and those from other Arab countries and from Pakistan who have been naturalized. Some also called for the deportation of Sunnis from the country and demanded that they be stripped off of their citizenship (AP, 2011). The protesters also demanded the resignation of the prime minister because of corruption and the violent crackdown against the opposition (*Washington Post*, 13 July 2011).

² For other data on foreign workers, see LMRA (n.d.), http://blmi.lmra.bh/2011/12/mi_data.xml.

Irregular migration

To address irregular migration, the government is working with embassies of sending countries to inform migrant workers about Bahrain's rules and regulations for employment, according to Executive Chairman Osama Al Absi of the Labor Market Regulatory Authority or LMRA (*Khaleej Times*, 23 November 2011). Foreign workers have been found buying work permits from employers and then working for other employers without knowing that this is against local laws. Some sponsors arrange work permits for employees whom they later allow to work for another employer. These are often done under an agreement between sponsors and employees. According to the LMRA chief, four in 10 runaway workers work in jobs that are different from what has been legally assigned to them while others have expired visas (*Khaleej Times*, 23 November 2011). Employers violating the regulations are punished while foreign workers are deported (*Khaleej Times*, 23 November 2011).

Trafficking in persons

In 2011, Bahrain was ranked Tier 2 in the *USDS Trafficking in Persons Report* for the year. The report states that the government was able to investigate and prosecute forced prostitution cases, convict nine offenders, and protect some 17 trafficked victims, but was unable to punish forced labor offenders. There was also a lack of effort to pursue a formal victim identification procedure. The government also does not acknowledge and address the problem of forced labor, which remains a key gap in anti-trafficking efforts (USDS, 2011).

Bahrain is mainly a destination country for forced labor and sex trafficking victims, especially men and women from South Asia (India, Pakistan, Nepal, Sri Lanka, Bangladesh) and Southeast Asia (Thailand and the Philippines), as well as Ethiopia and Eritrea. Many of these victims initially migrate to Bahrain for employment as domestic workers or unskilled workers. Contract substitution, restricted movement, passport confiscation, physical abuse and the non-payment of wages are all used to control victims under situations of forced labor (USDS, 2011). Women from Thailand, the Philippines, Morocco, Syria, Lebanon, China, Vietnam and

Eastern European countries are also trafficked to Bahrain for sexual exploitation (USDS, 2011).

A study by the Labor Market and Regulatory Authority (LMRA) found that many migrant workers did not see their work contract and were unaware of the terms for employment upon arrival in the country. They also had to borrow money or sell their property to pay high recruitment fees. Some also came to Bahrain on "free visa" arrangements, which render them vulnerable to debt bondage (USDS, 2011).

POLICIES***Freeze on fees and levies for hiring foreign workers***

In April, the government enforced a freeze on fees and levies imposed by the LMRA on foreigners; in December, the regulation was extended until April 2012. The business community, including the Bahrain Chamber of Commerce and Industry (BCCI) has lauded the move (Toumi, 2011).

The business sector lobbied for the freeze to help businesses to recover from the political conflict and protests in February and March, which disrupted economic activities and industry operations.

The Labor Ministry and the LMRA also said they will streamline licensing processes to make it easier for employers to fill jobs that have been vacated by foreign workers, many of whom had left the kingdom during the violent protests (*Khaleej Times*, 20 September 2011).

National Dialogue to discuss domestic workers

The Migrant Workers Protection Society (MWPS) submitted several recommendations for discussion in the National Dialogue. With a focus on domestic workers, the MWPS said that according to the rights group, Bahrain must implement laws that would punish people who abuse domestic workers by withholding their passports, refusing to pay salaries, forcing them to work for long hours and subjecting workers to other forms of exploitation. Some are not provided rest days,

are deprived of sufficient food, and are at times sexually and verbally harassed. The MWPS says the vulnerability of domestic workers stems from their exclusion from Bahrain's labor laws. Most domestic workers in Bahrain are women who come from poor families in India, the Philippines, Indonesia, Sri Lanka, Ethiopia and Eritrea (Torr, 2011b).

In 2011, a National Dialogue was launched as an initiative by King Hamad bin Isa Al-Khalifa to gather various parties and sectors of society to present views and demand for reforms and to provide a space for discussion and building of consensus among participants (see <http://www.nd.bh/en/index.php/dialogue/about>).

Bahrain voted to adopt the International Labour Organization Convention on Domestic Work, but has yet to ratify it or pass draft national legislation on domestic work (HRW, 2012).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	77.9
Rate of natural increase (%)	1.3
Percent urban	70.0
Population per square kilometer	47
Population ages 0-14 (% of total)	25.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	-
GDP growth (annual %)	-
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	88 -0.707
Gender inequality index (rank - value)	92 - 0.485
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.13 M (38.8)
Top five origin countries:	
Afghanistan	(2.02 M)
Iraq	(81,071)
Pakistan	(13,952)
Azerbaijan	(7,303)
Turkmenistan	(2,981)
Emigrant stock (Percent female)	944,584 (47.3)
Top five destination countries:	
US	(331,042)
Canada	(107,413)
Germany	(88,643)
Israel	(72,850)
UK	(67,698)
Migrant remittance inflows (US\$)	1.33 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	16,760
Asylum-seekers by country/territory of asylum	445
Refugees by origin	72,347
Refugees by country/territory of asylum	886,468
International students (2010)	
Inbound international students	3,182
Outbound international students	38,380

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Iran's total population as of 2011 stood at 75.15 million, according to the 2011 National Population and Housing Census (Mehr News Agency, 2011; Statistical Center of Iran, 2011). The 2011 figure is an increase of 4.65 million compared to 70.5 million recorded in the 2006 census (Table 1). Around 71.4 percent of the population reside in urban areas. The proportion male (50.4 percent) and female (49.6 percent) is about equal.

TABLE 1
Population Changes, 2006 and 2011

Population Indicator	2006	2011
Total population	70.5M	75.15M
Average annual growth (%)	1.62	1.29
Men (%)	50.9	50.4
Women (%)	49.1	49.6
Urban population	48.26M	53.65M
Rural population	22.13M	21.45M

Source: Statistical Center of Iran (2011)

Iran is both an origin and destination country of migrants, especially asylum-seekers and refugees from Afghanistan. It is a site for inward and outward migration flows that are largely economically driven, as well as cross-border migration for those intending to move to Europe and other Gulf countries (Asia-Pacific RCM Thematic Working Group on International Migration including Human Trafficking, 2011). Labor migration to Iran includes both legal and unauthorized migration, including human trafficking and people smuggling (IOM, 2011).

Data show that in 2011, more than 1.6 million people in Iran were immigrants or foreign citizens, accounting for about 2.2 percent of the total population. The fig-

ures are similar to the results of the 2006 census, when the foreign citizen population stood at around 1.59 million and accounted for 2.3 percent of the total population.

TABLE 2
Population by Citizenship, 2006 and 2011

Nationality	2006	%	2011	%
Total	70,495,782	100.0	75,149,669	100.0
Iranian	68,901,154	97.7	73,461,474	97.8
Afghan	1,211,171	1.7	1,452,513	1.9
Iraqi	44,094	0.1	51,506	0.1
Pakistani	15,455	0.0	17,731	0.0
Turkish	886	0.0	1,639	0.0
Others	32,410	0.0	24,290	0.0
Undeclared	290,612	0.4	140,516	0.2

Source: Statistical Center of Iran (2011)

Iran also has a sizable diaspora spread across the globe, with large numbers of them in Europe, North America and Australia (IOM, 2011). Many Iranians have emigrated for permanent settlement elsewhere, while others have also sought educational and employment opportunities abroad.¹ Emigration flows since the late 1970s have led to a large presence of the Iranian diaspora all over the world, especially in high-income countries like the US, Canada, the UK and Northern Ireland. Data from various countries show that as of 2005, there were 302,000 Iranians in the US, while 67,000 were based in the UK and Northern Ireland. Some 58,000 were based in Sweden and 54,000 were living in Germany (United Nations, n.d., cited in Asia-Pacific RCM Thematic Working Group on International Migration including Human Trafficking, 2011). From 2004 to 2008, an estimated 12,500 Iranians migrated to the US, while some 6,300 moved to Canada (OECD International Migration Database, n.d., cited in Asia-Pacific RCM Thematic Working Group on International Migration including Human Trafficking, 2011). In 2011, an estimated 70,000 Iranian-born residents were living in the UK (Torbaty, 2011).

¹ For more information on the Iranian diaspora and Afghan and Iraqi refugees, see Hakimzadeh (2006).

Asylum-seekers and refugees

Iran is a main destination country for refugees from Afghanistan and Iraq. In 2011, Iran hosted the second largest number of refugees at 886,500 after Pakistan (1.7 million). Iran is also a source country of refugees, with 72,347 Iranian refugees based abroad. Of the total, some 12,031 are recognized and assisted by the UNHCR, while 16,760 are still applying for asylum (UNHCR, 2012). The top destination countries for recognized refugees from Iran include: Germany, Iraq, the UK, the US, Canada, the Netherlands, Austria and Sweden (Asia-Pacific RCM Thematic Working Group on International Migration including Human Trafficking, 2011).

As of 2011, there were a total of 886,468 refugees in Iran, all recognized and assisted by the UNHCR. Most of them were Afghan refugees. Some 445 asylum-seekers in the country still have pending applications. The Iranian government's refugee estimate was less by about 187,000 following a re-registration exercise (Amayesh VII) for thousands of Afghan refugees (UNHCR, 2012:12). One of the largest numbers of refugee returns also came from Iran (36,900 departures).

Afghanistan was the top country of origin for refugees, with 2.7 million spread out in 79 countries. However, 95 percent of these Afghan refugees are found in Iran and Pakistan (UNHCR, 2012). Prior to the conflict and violence in Afghanistan in the 1970s, many Afghans migrated to Iran to study or to work. Since the conflict began, however, instability, poverty and unemployment have driven Afghans to seek refuge or to migrate elsewhere (Koepke, 2011).

The Iranian government faces the challenge of providing basic needs and services to refugees. Afghan refugees in Iran in the past decades have had access to education, employment and health care, as well as subsidies for their other needs. The government has also conducted the registration of refugees (also known as Amayesh) to monitor population trends and to derive estimates as basis for providing assistance and resources. In December 2010, the government conducted Amayesh VI, and in 2011 Amayesh VII (Koepke, 2011).

According to a representative of UNHCR-Tehran, refugees regularly receive education and health services. During the Iranian academic year 2010-2011, there were 287,000 student refugees enrolled in Iranian schools, and the number could grow by around 10 to 15 percent by the 2011-2012 academic year. Some 7,000 refugees were also studying at local universities. In the past thirty years, an estimated 657,000 Afghan and Iraqi refugees have also benefited from the country's "adult literacy movement," which provided education through classes (*Tehran Times*, 16 December 2011).

As a form of support to the Iranian government, which has been assisting the refugees for years, UNHCR-Tehran has also provided health services, from medicine to health centers and life-saving equipment. It has also helped build community schools for refugee children (*Tehran Times*, 16 December 2011).

It is believed that undocumented Afghans in Iran are double the number of registered Afghan refugees. An estimated 1.5-2 million unauthorized Afghan migrants are living in Iran, with some 340,000-480,000 based in Tehran. Most are male migrant workers who stay for one to two years, intermittently travelling between Afghanistan and Iran (Koepke, 2011).

Refugee migration to Australia

The US and the European Union are common destinations for Iranian asylum-seekers, but in recent years there have been more and more Iranian migrants seeking asylum in other countries such as Australia. Many have paid for boat rides in the hopes of reaching Australia. The dangerous journey has claimed the lives of migrants who have died from drowning or from dehydration and hunger (Siegel, 2011). In November, eight Iranian migrants died in a boat tragedy off the coast of Indonesia. The ship carrying 70 people was on its way to Australia via Timor Island when it capsized. Around 48 people were rescued, while others were still missing and some were feared dead (AP, 2011).

In October 2011, a total of 953 Iranian migrants arrived on Australian shores, surpassing refugee arrivals

from Afghanistan and Iraq, according to the Australian Department of Immigration and Citizenship. More than a thousand Iranian asylum seekers also came to the country in 2010, higher compared to 72 in 2009. Most of the Iranian asylum-seekers were educated and were either Christian or secular (Siegel, 2011).

Student migration

Student migration from Iran has been a long-standing trend. Top destinations include the US, Europe and the UAE. Every year thousands of Iranians enter the US to study in tertiary institutions. In academic year 2011-2012, a total of 6,982 Iranians went to the US to study, an increase of 24.1 percent compared to academic year 2010-2011. Most of the students enrolled at the graduate level (82.3 percent), followed by those who took up optional practical training (8.5 percent) and undergraduate study (6.5 percent) (Institute of International Education, 2012).

Trafficking in persons

Iran is an origin, destination and transit country for human trafficking and people smuggling (Hosseini-Divkolaye, 2009; USDS, 2011). Aside from the large presence of refugees from Afghanistan and Iraq, thousands of Afghans and Iraqis also go through smugglers and unauthorized channels to migrate to Iran, with some of them ending up being trafficked by criminal groups. Many people are trafficked from Afghanistan to Iran, and some use the country as a transit point to traffic people to the Arabian Peninsula and Mediterranean region (Hosseini-Divkolaye, 2009).

In recent years, trafficking into and out of Iran has increased, with most operations being run by organized criminal networks, based on reports from officials and the media (Hosseini-Divkolaye, 2009). Aside from the trafficking of men and women for forced labor and prostitution, Afghan and Iranian children have reportedly been trafficked. Many Iranian women have also been trafficked internally and abroad for forced marriage or prostitution (USDS, 2011). Sex trafficking of women and children to Pakistan, Turkey, Qatar, Kuwait, the UAE, Bahrain, Iraq, France, Germany, and the UK has been noted. Immigration officials and religious leaders are allegedly involved in the sex trafficking of young boys and girls to Gulf countries (USDS, 2012).

In the past years, Iran ratified the trafficking and smuggling protocols in 2004, signed MOUs with the IOM and ILO, increased law enforcement and crackdowns against traffickers and smugglers, and provided more programs to assist victims, particularly through the Iranian State Welfare Organization (Hosseini-Divkolaye, 2009). However, the impact of policies has yet to be determined – information and monitoring systems and protection measures for victims are still weak.

Iran was ranked Tier 3 in the USDS *Trafficking in Persons Report 2011*. The report claims there were no reports on traffickers being punished, and that victims were detained, imprisoned or deported.

POLICIES

Labor migration plans

The Iranian government plans to deploy 5,000 migrant workers abroad beginning March 2012, according to the Deputy Minister of Cooperatives, Labor and Social Affairs, Mohammad-Hossein Forouzanmehr. Iran's 5th five year development plan for 2010-2015 is targeting to generate 1.1 million jobs to reduce the unemployment rate to 7.7 percent by the end of 2012. The ministry plans to send up to 100,000 migrant workers abroad by 2015 to address unemployment (*Tehran Times*, 28 December 2011).

Migration affected by sanctions

In 2011, the Iranian government's suspected nuclear program was a source of tension in its relations with the international community. Canada, for example, imposed several sanctions against Iran between July and November 2011 because of the issue. The sanctions include a ban on the application of investor migrants. Quebec's Immigration Ministry stopped accepting applications from Iranian investor immigrants; also, banks announced they will not open accounts or offer loans to Iranians. According to experts, this decision may cost Canada millions of dollars, considering that the second largest group of migrant investors in the country comes from Iran, after China (AFP, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	32.7
Rate of natural increase (%)	3.0
Percent urban	67.0
Population per square kilometer	75
Population ages 0-14 (% of total)	43.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	115.39 B
GDP growth (annual %)	9.9
GNI per capita, PPP (current international \$)	3,750
Human development index (rank - value)	132 - 0.573
Gender inequality index (rank - value)	117 - 0.579
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	83,380 (31.1)
Top five origin countries:	
Iran	(13,590)
Occupied Palestinian Territory	(13,018)
Egypt	(10,049)
Turkey	(8,510)
Jordan	(7,232)
Emigrant stock (Percent female)	1.60 M (46.6)
Top five destination countries:	
Jordan	(519,465)
Germany	(135,030)
Lebanon	(132,473)
Sweden	(130,702)
Israel	(101,147)
Migrant remittance inflows(US\$)	386 M
Internally Displaced Persons (IDPs)	1.33 M
Asylum-seekers by origin	23,981
Asylum-seekers by country/territory of asylum	4,196
Refugees by origin	1.43 M
Refugees by country/territory of asylum	35,189
International students (2010)	
Inbound international students	-
Outbound international students	9,640

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Iraq's estimated population as of 2011 was at 33.33 million, an increase of more than 800,000 compared to 32.48 million in 2010, according to government data (Central Organization for Statistics, n.d.). PRB puts the estimate at 32.7 million as of mid-2011, with a natural increase of three percent. Around 43 percent of the population is below 15 years old, and 3.0 percent is above 65 years old, resulting in a 46 percent share of dependents (PRB, 2011).

Conflict and war, sectarian violence, widespread poverty and unemployment are critical issues and are driving forces of international and internal migration. Around 25 percent of the total population lives below \$2 per day (PRB, 2011), and opportunities for education and income are scarce. Unemployment in 2011 reached 15 percent, and 28 percent held part-time jobs (Mohammed, 2011). Lack of employment has become a cause of tension between locals and foreign workers, and is behind the government's decision in 2011 to reduce the intake of foreign labor (see below).

Migration flows from Iraq intensified in the late 1970s until the 1990s due to the Iraq-Iran War (1980-1988) and the Iraqi invasion of Kuwait (1990) which led to the Gulf War (1991). The US invasion of Iraq in 2003 and sectarian violence have fueled emigration in recent years. Aside from migration for education, employment and/or permanent settlement abroad, refugee migration is also a prominent type of movement. One of the largest refugee groups in the world comes from Iraq, numbering at least 1.43 million. Another critical aftermath of these series of conflicts has been internal displacement – the IOM believes over 1.9 million Iraqis are internally displaced (IOM, 2010).

Migrant workers

After the fall of Saddam Hussein's rule and the 2003 invasion, foreign companies recruited foreign workers for rebuilding infrastructure and also for work in US military bases (Al-Sharaa, 2011; Mohammed, 2011).

After 2007, private companies in the country hired more foreign workers. A number of them stayed even after finishing their contracts and sought work as unauthorized migrants (Al-Sharaa, 2011).

Lack of data makes it difficult to gauge the number of migrant workers in Iraq. The Ministry of Labor estimates that there are around 15,000 to 25,000 foreign workers in the country (Al-Sharaa, 2011). However, the figure could be significantly larger if unauthorized migrant workers are taken into account.

The number of unauthorized migrants is difficult to pin down. Most of them come from Bangladesh, India, Nepal and Sri Lanka as well as from Africa. The Labor Ministry estimates around 6,000 unauthorized foreign workers in Iraq (AP, 2011). However, other estimates are far higher. For instance, Nepalese workers alone are said to be as many as 60,000. Most of these migrants work as cleaners and staff personnel at hotels, hospitals, restaurants and other commercial enterprises (Mohammed, 2011).

Unauthorized migrants are able to secure jobs in Iraq through recruitment agencies that charge them high fees (AP, 2011). However, they do not have the same level of protection as those with work permits, and thus are more prone to being abused by employers or recruiters. Some end up working without being paid.

Asylum-seekers and refugees

Iraq is a major source country of asylum-seekers and refugees. In 2011, the number of recognized refugees from Iraq totaled to 1.43 million, of which 210,608 were assisted by the UNHCR. An additional 23,981 Iraqi asylum-seekers still await the results of their pending applications (UNHCR, 2012).

As a source country of refugees, more than a million Iraqis had fled to Syria, Jordan and other countries since the 2003 invasion and the persistent sectarian violence and ongoing fighting. Conflict has also resulted in the internal displacement of over 1.5 million people (AKnews, 2011a). Widespread criminality and military operations continue to displace communities and drive people out of the country (IRIN, 2011).

Thousands of Iraqi refugees in neighboring countries returned home in 2011. The UNHCR assisted in the return of some 67,089 refugees during the year. In December, Iraqi Immigration Minister Dindar Dosk said that at least 150,000 Iraqi refugees have returned home from Yemen, Libya, Egypt and Syria, among other countries, since the wave of protests during the Arab Spring in early 2011 (AKnews, 2011b).

The Arab Spring protests alarmed officials, who expected large return flows of Iraqi migrants and refugees from Syria, Libya and other countries affected by the wave of revolutionary movements. The Iraqi Immigration Ministry said it formed an emergency committee with representatives from the UNHCR, the Iraqi Red Crescent and other international organizations to facilitate the registration of return migrants and refugees and to provide services for them. The UNHCR has been building houses in Baghdad as part of the Immigration Ministry's initiatives in assisting returnees (AKnews, 2011a).

However, in May the ministry said the funds were not enough to assist displaced persons and returnees. It had allocated \$250 million for IDPs and refugees in 2011, but around \$416-500 million are actually needed for the implementation of programs (IRIN, 2011).

Iraq is also a host country for around 35,189 recognized refugees, all of whom are being assisted by the UNHCR. Asylum-seekers with pending applications filed in Iraq numbered 4,196 (UNHCR, 2012).

Internal displacement

Ongoing conflict and violence have made it difficult if not impossible for internally displaced people to return to their homes and rebuild their lives (UNHCR, 2012). UNHCR data indicate that around 193,610 IDPs were able to return to their areas or communities of origin by the end of 2011, but the figure is small com-

pared to the large numbers of people who remain displaced (UNHCR, 2012). Iraq also has an estimated 120,000 stateless persons, mostly Faili Kurds and Bidouns (UNHCR, 2012; n.d.).

In 2011, new displacements were caused by "isolated outbreaks of violence." Most of the IDPs were minorities, especially Christians, who were targets of the violence at the time. Iranian and Turkish troops also attacked target insurgents in Iraq, resulting in the displacement of 1,350 families (IDMC, 2012a). Natural disasters also displaced other Iraqis. In 2011, flash floods hit several governorates in the country, displacing 2,000 people (IDMC, 2012b).

Iraq has one of the largest numbers of IDPs in the world, with an estimated total of 1.33 million IDPs as of 2011, according to the UNHCR. As had been mentioned, IOM estimates some 1.9 million IDPs. IDMC's (2012a) estimate is 2.3-2.6 million, or 7-8 percent of the population. Iraq thus had the second largest number of IDPs in 2011, and registered one of the highest shares of IDPs to the total population.

Displacements have occurred as far back as 1968, with the peak year at 2008, when IDPs totaled 2.84 million. Conflict and violence have been the major causes of displacements, including the campaigns of Saddam Hussein's government against perceived opponents prior to 2003, fighting between 2003 and 2005, and the invasion of Iraq. In 2006, 1.6 million new displacements were attributed to clashes between Sunni and Shi'a groups (IDMC, 2012a).

Some returnees remain vulnerable and struggle with limited resources. An IOM study¹ shows that displaced Iraqi female household heads who have returned to their areas with their families are even more vulnerable as they face difficulty accessing food, employment and health care, among other basic needs (IOM, 2011).

¹ IOM conducted a survey on displaced women in Iraq who were also heads of their households and found that despite distribution cards for access to food rations, most of them struggle with little resources to feed their families. The study, which covered 1,355 female-headed households and families, also found that most of the women could not work because of health problems (almost 40 percent of those surveyed) or were unemployed (around 70 percent of those surveyed who were able to work) (IOM, 2011).

Trafficking in persons

In 2011, the USDS placed Iraq on the Tier 2 Watch List in its *Trafficking in Persons Report* for the year, citing lack of victim identification and protection, weak law enforcement and the continued punishment of victims of forced prostitution. According to the report, the government also failed to enact its draft anti-trafficking law and did not attempt to prosecute traffickers (USDS, 2011). In 2011, the Iraqi Parliament conducted a first and second reading of the draft Anti-Trafficking in Persons Law, though by the end of the year it still remained a draft (NCCI, n.d.).

In 2011, reports show that more and more Iraqi women and teenage girls are being sold internally and abroad, particularly to Syria and the UAE, with virgins sold at a high price. Many of these trafficked victims, who escaped their homes due to domestic violence, were forced into marriage or sold to pay off debts. The continued rise in human trafficking from Iraq is rooted in the war that has exacerbated problems from insecurity and criminality, and increased violence against women (Murray, 2011). Iraqi women and girls have been trafficked for prostitution in the following countries: Syria, Lebanon, Jordan, Kuwait, the UAE, Turkey, Iran, Yemen and Saudi Arabia.

As a destination country, women from Iran, China, the Philippines and other South and Southeast Asian countries have been trafficked to Iraq for prostitution. Labor trafficking is also a severe problem. A number of men and women who initially migrate to Iraq for employment are deceived and later forced to work in other jobs, with their passports confiscated and their movements restricted (USDS, 2011).

POLICIES

Plan to reduce foreign workers

The government in 2011 announced plans of deporting unauthorized foreign workers in Iraq, considering the country's high unemployment and underemployment. An estimated 23 percent of Iraq's labor force is unemployed, especially the youth. According to officials, high unemployment rate has been creating prob-

lems for the country, from poverty to youth involvement in terrorism and hooliganism (Himalayan News Service, 2011a). According to Aziz Ibrahim, Director of the Labor Office, Labor and Social Affairs Ministry, the government is planning a mechanism to deport foreign workers who came to Iraq unauthorized or have overstayed (Mohammed, 2011).

The decision came after the drafting of a new law that aims to promote more jobs for locals and to reduce foreign labor was submitted to parliament. The new law may require companies to pay \$5,000 for each foreign worker as their mandatory contribution to the employment fund to support programs for jobless Iraqis (Himalayan News Service, 2011b). Companies will be required to ensure that 50 percent of their workforce is made up of Iraqi workers (AP, 2011).

The Labor Ministry has been criticized for launching a crackdown on foreign workers and inspection campaigns to convince Iraqi business owners to hire more locals. Business owners and economists believe these moves are counterproductive and politicized (Al-Sharaa, 2011).

New rules in hiring foreign workers

The National Investment Commission (NIC) in 2011 issued new rules that aim to reduce the hiring of foreign workers and to prioritize jobs for locals. The new guidelines released in April include requiring an investor to submit in advance the number of the workforce and the specific number of foreign labor needed for a project. The NIC will assess the needs and will determine if the investor will be granted a license to hire foreign workers. Another provision states that the foreign workforce should include skilled and technical workers that are not available in the local workforce, in accordance with Iraq's investment laws (*Iraq-Business News*, 19 April 2011).

Implementation of international instruments

In 2011, the Iraqi government said it is reviewing its draft laws and policies in line with the preparations for implementing the UN Convention on the Protection of the Rights of All Migrant Workers and Their Families. According to the Human Rights Ministry, the govern-

ment plans to implement its commitments to human rights by preparing a new immigration law and a draft labor law in accordance with the UN Convention and the anti-trafficking protocols (Aswat al-Iraq, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	7.9
Rate of natural increase (%)	1.7
Percent urban	92.0
Population per square kilometer	355
Population ages 0-14 (% of total)	28.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	242.93 B
GDP growth (annual %)	4.7
GNI per capita, PPP (current international \$)	27,110
Human development index (rank - value)	17 - 0.888
Gender inequality index (rank - value)	22 - 0.145
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.94 M (55.9)
Top five origin countries:	
Russian Fed.	(1.06 M)
Ukraine	(283,950)
Morocco	(232,097)
Romania	(149,313)
US	(110,404)
Emigrant stock (Percent female)	279,944 (45.9)
Top five destination countries:	
US	(160,159)
Canada	(26,189)
Germany	(17,094)
UK	(12,973)
Australia	(8,259)
Migrant remittance inflows (US\$)	1.72 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	509
Asylum-seekers by country/territory of asylum	6,460
Refugees by origin	1,335
Refugees by country/territory of asylum	1,116
International students (2010)	
Inbound international students	-
Outbound international students	13,565

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, Israel's total population was reported at 7.84 million, up from 7.7 million in 2010, based on data from the Central Bureau of Statistics (Table 2.1, in CBS, 2012). Of the total population, 5.91 million (around 75.4 percent) were Israeli Jews and 1.61 million (20.6 percent) were Israeli Arabs.¹ Meanwhile, the PRB puts the population estimate at 7.9 million as of mid-2011.

Israel is mainly a country of destination, with an immigrant stock of 2.94 million as of mid-2010. In comparison to the immigrant stock, Israel's emigrant stock only numbered 279,944.

In 2011, immigrants numbered at 16,892, up from 16,633 in 2010 and 14,574 in 2009 (Table 4.3, in CBS, 2012). By country of last residence, the largest groups of migrants came from Russia (3,678), Ethiopia (2,666), the US (2,363), Ukraine (2,051) and France (1,619). By

country of birth, the major origin countries were Ethiopia (2,666), the US (2,001), France (1,190), Russia (910) and Ukraine (671) (Table 4.4, in CBS, 2012).

Table 1 shows arrivals and departures in 2011 by visa category. The table indicates international travels to and from Israel.

Government statistics also include estimates of the Jewish population in Israel and abroad. Table 2 shows that in 2011, the total Jewish population in the world (including Israel) was estimated at 13.75 million. Of the total, 5.91 million or 43 percent were in Israel, while the rest were scattered in various countries. Outside Israel, the countries with the largest Jewish populations are: the US (39 percent), France, Canada, the UK, Russia, Argentina, Germany and Australia.

Foreign workers

The number of foreign workers in Israel is difficult to determine due to varying estimates. One estimate puts the number of foreign workers at 700,000 (*Migration*

TABLE 1
Arrivals and Departures by Category of Visa, 2011

Visa Category	Arrivals	Departures
Total	7,524,949	7,503,300
Cruise passengers	237,100	237,100
Tourists	2,820,200	2,802,300
Temporary residents	76,700	76,700
Movements of potential immigrants*	-	-
Israelis	4,373,300	4,387,200
Immigrating citizens	3,317	-
Immigrants and potential immigrants**	14,332	-

Notes: * Movement through borders after first entry.

** By category of visa upon arrival in the country.

For definitions of terms, see "Introduction – Explanatory Notes, Definitions and Sources" at http://www.cbs.gov.il/shnaton63/st_eng04.pdf (Immigration section, in CBS, 2012).

Source: Table 4.1, in CBS (2012)

¹ Lebanese people were also included in the Arab population, according to CBS (2012).

TABLE 2
Jewish Population in the World, 2011

Country	Total (Thousands)*
Total	13,746
Israel	5,908
Major countries	
US	5,425
France	480
Canada	375
UK	291
Russian Fed.	194
Argentina	182
Germany	119
Australia	112
Others	390

Note: * Figures are rough estimates and refer to the 'core' Jewish population (includes persons who define themselves as Jewish and those of Jewish parentage but with no current ethnic or religious identity) (CBS, 2012)

Source: Table 2.27, in CBS (2012). Direct sources: Division of Jewish Demography and Statistics, the A. Harman Institute of Contemporary Jewry, the Hebrew University of Jerusalem.

News, January 2011), while another at 200,000, of which at least half are unauthorized migrants (Bekker, 2011). Most foreign workers come from Asia and Africa. Foreign workers include Filipino caregivers, Chinese construction workers and Thai farm workers, among others (*Migration News*, January 2011).

In 2011 (Table 3), there were 32,700 foreign entrants with work permits, up from 32,300 in 2010. Of the total entrants, 24,400 or around 75 percent came from Asia, particularly from Thailand (9,800), the Philippines (5,400) and India (3,000). Most origin countries send male workers to Israel. Exceptions are countries such as Nepal and the Philippines, which had higher percentages of female migrant entrants with work permits.

In terms of age profile, Table 3 shows that foreign workers from Asia are mostly distributed between 25 and 49 years old.

In their search for employment and higher incomes in Israel, some had encountered difficult conditions. According to the NGO Hotline for Migrant Workers, female migrants in Israel are particularly vulnerable, liv-

ing in conditions that are incompatible with the standards of the UN Convention on the Elimination of All Forms of Discrimination against Women (*The Middle East Monitor*, 9 March 2011).

Irregular migrants

Irregular migrants in Israel include foreign workers who have overstayed their visas, some of whom had paid high recruitment fees or had not reached their savings target, prompting them to stay longer in the country (*Migration News*, April 2011). Overstayers also include African asylum-seekers. The government still lacks an efficient policy mechanism to manage the needs of these migrants, as well as to identify their rights and duties (Nathan, 2011).

The Population and Immigration Authority (PIA) estimates around 150,000 irregular foreign migrants in Israel. Of the total, some 34,000 were unauthorized border-crossers, around 15,000 were unauthorized foreign workers, and around 101,500 were tourists with expired visas. Between January and November 2010, around 25,000 unauthorized migrants left the coun-

TABLE 3
Entrants with Work Permits* by Age, Citizenship and Sex, 2011

Country of citizenship	%	Age (Percent)								Total	Total (Thousands)*
		Men	15-24	25-29	30-34	35-39	40-44	45-49	50-54		
TOTAL	49	7.5	16.5	21.1	19.7	14.7	10.6	6.7	3.2	100.0	32.7
<i>Asia - Total</i>	57	9.1	19.1	24.2	22.0	14.2	7.6	3.1	0.7	100.0	24.4
India	38	4.2	18.7	20.9	22.6	18.1	10.7	4.1	0.9	100.0	3.0
Turkey	97	6.4	16.5	20.2	18.4	15.6	9.6	6.0	7.3	100.0	0.2
Nepal	15	1.5	24.0	35.5	23.9	12.5	2.3	0.1	0.1	100.0	1.8
China	96	6.9	9.6	13.6	20.2	29.5	17.3	2.5	0.4	100.0	1.3
Sri Lanka	20	1.8	8.1	17.4	19.1	21.6	20.7	10.3	1.2	100.0	1.8
Philippines	13	1.2	13.4	25.5	21.8	19.2	11.9	5.5	1.6	100.0	5.4
Thailand	95	18.2	25.3	25.7	22.8	6.9	1.0	0.1	0.0	100.0	9.8
Other countries**	61	8.6	15.1	19.7	17.4	15.0	12.2	9.8	2.2	100.0	1.0
<i>Africa - Total</i>	90	30.3	30.3	11.8	10.5	5.3	6.6	4.0	1.3	100.0	0.1
<i>Europe - Total</i>	19	2.3	7.7	12.0	13.3	17.0	20.0	17.7	10.0	100.0	7.7
Bulgaria	13	1.3	6.4	3.9	1.3	5.1	19.2	23.1	39.7	100.0	0.1
USSR (former)***	7	1.6	7.3	12.0	14.2	17.9	21.4	17.9	7.7	100.0	5.8
Germany	91	2.7	10.9	21.2	14.1	20.1	10.3	9.2	11.4	100.0	0.2
United Kingdom	86	5.7	6.5	11.4	15.5	13.8	13.0	14.6	19.5	100.0	0.1
Romania	32	4.2	5.0	4.8	6.6	16.3	19.9	23.3	19.8	100.0	0.9
Other countries	79	4.9	15.5	21.0	15.8	10.3	10.8	9.9	11.8	100.0	0.6
<i>America-</i>	71	7.2	19.6	15.4	10.1	8.9	11.0	12.1	15.7	100.0	0.6
<i>Oceania-Total</i>											
USA	80	7.8	21.3	11.8	9.0	7.6	8.1	13.7	20.7	100.0	0.4
Other countries	55	6.1	16.7	21.4	12.1	11.2	15.8	9.3	7.4	100.0	0.2

Notes: * Includes those whose ages are unknown

** Includes Asian republics of the former USSR

*** Includes European republics only

Ages of work permit holders were calculated based on "the difference between their date of birth and the year of entry to Israel, excluding month of birth and month of entry." (CBS, 2012). For other definitions of terms, see http://www.cbs.gov.il/shnaton63/st_eng04.pdf

Source: Table 4.14, in CBS (2012)

try. Of the total, 2,558 were deported, while the rest opted for voluntary departure (Weiler-Polak, 2011a).

A total of 16,816 unauthorized border-crossers were recorded by the end of 2011, according to the PIA. It is believed that since 2005, over 54,000 people have crossed the border into Israel through informal chan-

nels in an attempt to find employment or to seek asylum (Kubovich and Polak, 2012).

In March, the Interior Ministry said that the number of unauthorized African border-crossers entering Israel in January and February was fewer, which may be associated with the mass protests in Egypt in early 2011.

According to rights groups, the decrease is due to the violence along the Sinai border between Egyptian authorities and the Bedouin, who smuggle migrants through the border (Reuters, 2011). Part of the decline may have also been related to the Israeli government's intensified border security to block unauthorized migration. In 2010, the government built a fence along the border to bar African migrants looking for work or seeking asylum. It also announced a plan to create an internment camp for those attempting to cross the border (Reuters, 2011).

Ivory Coast asylum-seekers to return home

The PIA in December announced that effective 1 January 2012, asylum-seekers from the Ivory Coast must leave Israel and return to their areas of origin within a month. The 2,000 asylum-seekers have been under the collective protection of Israel. The decision was based on the Foreign Ministry's assessment which noted the improved political situation in the Ivory Coast. The UNHCR in Israel has asked the government to allow Ivory Coast citizens to submit private legal appeals (Weiler-Polak, 2011b).

Internal displacement

Reports on internal displacement are mostly concentrated in the Occupied Palestinian Territory (OPT), with around 160,000 IDPs in the past 40 years. According to the IDMC (2012a), Israel is the occupying power and is therefore responsible for the welfare of Palestinians and for the territorial integrity of the OPT, following international law.

However, in 2011, around 90,000 Palestinians were said to be internally displaced, mainly due to "restrictive and discriminatory planning, the revocation of their residency rights, the expansion of settlements and the construction of the West Bank Separation Wall" (IDMC, 2012a:78). While Jewish settlements in the OPT increased, authorities sought to demolish Palestinian houses, citing the lack of building permits. Housing shortage has therefore been one of the major issues faced by those in the OPT. Though some zones have been reserved for Palestinians, permit applications have consistently been rejected, and many of these areas have already been occupied (IDMC, 2012a).

Trafficking in persons

Israel is mainly a destination country for victims of forced labor, especially low-skilled migrant workers from China, India, Nepal, the Philippines, Romania, Thailand and Sri Lanka. Many of these migrants enter Israel as temporary workers in agriculture, construction and health care, but later face situations indicative of forced labor. Their passports are confiscated, their movements are restricted, and they experience physical and sexual assault and threats (USDS, 2011).

Women have been trafficked into Israel from China and the former Soviet Union, as well as from Africa for forced prostitution. However, since the implementation of the 2006 anti-trafficking bill, the report states that the number of affected women had decreased (USDS, 2011).

Israel was placed on Tier 2 in the USDS *Trafficking in Persons Report 2011* for the fifth consecutive year. The report states that the government continued law enforcement and prevention against sex trafficking, but did not exert enough effort to convict trafficking offenders and to identify and protect victims of labor trafficking, especially African migrants entering through Sinai. In 2011, an estimated 14,000 migrants had entered Israel via Sinai, up from 5,000 in 2009. Many of them were held by organized Bedouin groups and were forced into labor or sexual exploitation (USDS, 2011).

The report also urged the government to stop the immediate deportation, especially of African migrants, to Egypt which often occur without determining whether they have been trafficked. Many of those deported to Egypt are either killed or sent back to their countries of origin (Hartman, 2011; USDS, 2011).

POLICIES

Policy developments

In 2011, Israel sought bilateral agreements with Sri Lanka and Thailand to regulate the hiring of workers for the agriculture and construction sectors. It also raised the quota for hiring Palestinian workers to 30,000, an increase of more than 5,000 (Nathan, 2011).

In August, the government said it will resume issuing employment visas to Nepali migrants, lifting a suspension enforced two years ago due to the lack of transparency and high fees in the recruitment process. Israel in the past has hired Nepali migrant workers, especially caregivers and farmers (*The Himalayan Times*, 20 August 2011).

In 2011, the Israeli parliament passed a bill that gives the Ministry of Interior the authority to impose restrictions on where caregivers can work or how many jobs they can take on (Sabaté, 2011). Meanwhile, the State Comptroller's Report for 2011 revealed the PIA's failure to implement policies for migrants in the nursing profession and to create a system that would ensure the rights of foreign caregivers and adequate home-based care services, especially for the elderly (Eglash, 2011).

For the first time, the Israeli Police and the PIA pursued criminal proceedings against brokers who were illegally collecting fees from foreign workers, revoking the licenses of some violators (Nathan, 2011).

The government is expected to allow the immigration of Indian Jews to the country, following a ministerial committee decision in June 2011 to bring in the remaining 7,232 members of the Bnei Menashe, a tribe in Manipur and Mizoram in Northeastern India. In the past, some 1,700 members of this community were able to migrate to Israel. However, in 2007, movement was blocked due to the issue of "Jewishness," even though the Israeli Chief Rabbinate had recognized them as descendants of Israel (PTI, 2011).

Policies in support of women migrants

In April, the Supreme Court ruled against the Interior Ministry's regulation that required women migrants to choose between leaving Israel three months after giving birth or retaining their work visa but sending their children abroad. According to Justice Ayala Procaccia, the rule should be voided as it discriminates against foreign workers who are with child or have children. It also goes against employment equality laws and international agreements on migrant workers' rights (Glickman, 2011).

In a report, the UN Committee on the Elimination of Discrimination against Women criticized this policy towards female migrants, along with other employment conditions that undermine their status in the country, such as long work hours and being forced to stay at their employers' houses. The committee also raised concerns about the ministry's regulation of rejecting the work permits of foreign workers who marry or are in a relationship. The report also urged the government to grant migrants legal counseling and the right to negotiate over whether they will live in their employers' homes or elsewhere (Weiler-Polak, 2011c).

Licensing process for health care workers

In January, the Health Ministry announced that it will simplify the licensing process for new migrants, including allowing doctors to apply for a medical license before immigrating to Israel and translating licensure exams for paramedics. The medical licensing department of the Health Ministry had been criticized earlier for its highly bureaucratic system, which has slowed the intake of new migrant doctors and physicians. In the current system, migrant doctors are only allowed to apply for their professional license after immigration. Some had to go through a waiting period and therefore had to stay unemployed in the country for months. Licensure exams for dietitians, occupational therapists, physical therapists will be translated. In the past, applicants had to take the tests in Hebrew.

Voluntary departure of irregular migrants; deportation of children

The government is planning to encourage more voluntary departures of irregular migrants by creating a program that includes assistance and incentives. Foreigners who choose to leave the country voluntarily will receive free airfare, cash grants, training, psychological counseling and funding for passport and visa application, as well as shipment assistance for their belongings (Weiler-Polak, 2011a).

The children of foreign workers who overstayed their visas must leave Israel with their parents, except for those who were born before 1 August 2005. Of the 1,200 children of overstaying foreign guest workers,

around 800 were allowed to stay while the rest had to leave the country with their parents (Migration News, January 2011).

In June, authorities began deporting some 400 children of migrant workers, implementing a policy that was announced a year ago. In August 2010, the Israeli government decided to deport the children of irregular foreign workers, mostly from Africa, the Philippines and South America. The controversial rule applies to children who did not meet the residency criterion, i.e., at least five years of residency in Israel, as well as being able to speak Hebrew, and having attended an Israeli school. The policy was heavily debated, with critics saying that it was immoral to expel children who have grown up in Israel and have known no other home. They are also at risk of suffering from extreme poverty in their parents' countries of origin (Bekker, 2011).

New regulations for asylum applications

The PIA's new rules on handling asylum claims took effect on 2 January 2011. The rules, which were announced in 2010, cover processes for applying for refugee status and state protection, as well as guidelines on identifying applicants submitting genuine asylum claims and those who request state protection in order to stay in Israel for economic reasons. They also aim to streamline application processes and the identification of legitimate asylum claims. The new regulations were issued in response to the increasing number of asylum-seekers in Israel and rampant unauthorized migration, especially along the border shared with Egypt. The new regulations were drafted in light of the country's commitments to international treaties on refugees (Friedman, 2010).

Human rights groups, however, have been critical of the new regulations. Migrant Workers Hotline legal counsel Oded Feller said the rules were just tools to justify the deportation of asylum-seekers, disregarding human rights. He also said that these are internal regulations and are not embedded in legislation. Collective protection for asylum-seekers from conflict zones was also overlooked, as the rules state that the government has a right to reject asylum-seekers from

enemy states. The UNHCR's representative in Israel William Tall said the agency is studying the content of the regulations, and hopes their recommendations had been taken into consideration in the drafting of the proposal (Friedman, 2010).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	6.6
Rate of natural increase (%)	2.6
Percent urban	83.0
Population per square kilometer	74
Population ages 0-14 (% of total)	37.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	28.84 B
GDP growth (annual %)	2.6
GNI per capita, PPP (current international \$)	5,930
Human development index (rank - value)	95 - 0.698
Gender inequality index (rank - value)	83 - 0.456
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.97 M (49.2)
Top five origin countries:	
Occupied Palestinian Territory	(1.92 M)
Iraq	(519,465)
Egypt	(358,652)
Syria	(74,912)
Sri Lanka	(14,080)
Emigrant stock (Percent female)	451,412 (39.0)
Top five destination countries:	
Saudi Arabia	(135,818)
US	(60,058)
UAE	(59,533)
Kuwait	(37,483)
Syria	(31,706)
Migrant remittance inflows (US\$)	3.45 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	519
Asylum-seekers by country/territory of asylum	4,975
Refugees by origin	2,248
Refugees by country/territory of asylum	451,009
International students (2010)	
Inbound international students	27,437
Outbound international students	10,922

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2011, the total population of the Hashemite Kingdom of Jordan was 6.25 million, according to government estimates based on the 2004 census (Table 2.1 in Department of Statistics, 2012). Of the total, 48.5 percent were women and around 51.5 percent were men. The population is relatively young, with 37.0 percent of the population under 15 years old. A significant share (83 percent) of the population resides in the urban areas. Meanwhile, the PRB (2011) puts the population estimate at 6.6 million.

Despite economic growth, unemployment remains a major challenge for the Jordanian government. Jobs creation is concentrated in the generation of low-skilled, low-paying jobs. Due to the lack of job opportunities, especially those that offer adequate salaries, thousands of Jordanians seek employment abroad. An estimated 600,000 Jordanian migrant workers are based in other countries, and are said to account for nearly half of the total workforce of the country (ILO, 2012).

In 2011, unemployment rate in Jordan was 12.9 percent compared with 12.5 percent in 2010. Since 2008, annual unemployment rates in Jordan have stayed at over 12 percent. By sex, far more women are unemployed. In 2011, the unemployment rate for women stood at 21.2 percent, while the rate for men was 11 percent (Table 4.18 in Department of Statistics, 2012). In 2011, only 39 percent of the total population was economically active. The economic activity rate was at 62.8 percent for men and 14.7 percent for women (DoS, 2012).

Jordan has one of the lowest employment-to-population ratios in the world, with consistently low economic participation rates. It also has one of the lowest female participation rates globally. With a relatively young population, large numbers of new entrants add to the labor force every year, adding more pressure for the government to create enough jobs for its people (ILO, 2012).

Between 2005 and 2009, more than 180,000 Jordanians were unemployed, while the number of migrant workers increased, accounting for 63 percent of all jobs created in the country. With low economic participation rates among the locals, development and growth in Jordan have been reliant on foreign labor (ILO, 2012).

Foreign workers

Jordan is mainly a country of immigration. According to UN DESA's (2012) Population Division, the kingdom's immigrant stock was 2.97 million as of mid-2010, with most migrants coming from the Occupied Palestinian Territory, Iraq, Egypt, Sri Lanka and Syria. Meanwhile, its emigrant stock was only about 451,000. Most of the Jordanian emigrants have moved to the US and other Middle Eastern countries, particularly Kuwait, Saudi Arabia, Syria and the UAE.

Though official data on the general non-Jordanian or foreign resident population are either inaccessible or unavailable, the government has data on foreign workers for 2010 and 2011. The first set of data (Tables 1 and 2) covers 2010 figures concerning foreign employment in public and private sectors, categorized by occupational group. The second set (Tables 3 and 4) presents 2011 data that are categorized by economic activity and nationality.

Tables 1 and 2 show that in 2010, foreign or non-Jordanian workers were employed in both public and private sectors; most were working in the latter. Out of 306,140 employees in the public sector, non-Jordanians were a minority at 4,651 (1.5 percent of the total), most of whom (3,152) were working in 'elementary occupations' (Table 1). In the private sector, there were 117,073 foreigners or non-Jordanians employed, accounting for 17.4 percent of all private sector employees for the year. The top three occupational groups for non-Jordanians are: plant and machine operators and assemblers, elementary occupations, and crafts and related workers.

Table 3 shows that in 2011, a total of 280,263 work permits were issued to non-Jordanians, mostly to Arabs (195,534), particularly Egyptians, (190,480). A total of 84,729 work permits were granted to non-Arab

TABLE 1
Number of Employees in Public Sector Establishments by Major Occupation Groups and Nationality, 2010

Major Occupation Groups	Non-Jordanian	Jordanian	Total Employees
Legislators, Senior Officials and Managers	12	10,307	10,319
Professionals	241	136,868	137,109
Technicians and Associate Professionals	93	37,866	37,959
Clerks	88	36,638	36,726
Service Workers and Shop and Market Sales Workers	311	15,994	16,305
Craft and Related Trade Workers	121	12,122	12,243
Plant and Machine Operators and Assemblers	633	18,450	19,083
Elementary Occupations	3,152	33,244	36,396
Total	4,651	301,489	306,140

Source: Department of Statistics / Employment Survey 2010 (Table 4.1 in DoS, 2012)

TABLE 2
Number of Employees in Private Sector Establishments by Major Occupation Groups and Nationality, 2010

Major Occupation Groups	Non-Jordanian	Jordanian	Total Employees
Legislators, Senior Officials and Managers	907	32,560	33,467
Professionals	2,935	101,039	103,974
Technicians and Associate Professionals	817	44,153	44,970
Clerks	1,769	47,431	49,200
Service Workers and Shop and Market Sales Workers	16,733	149,789	166,522
Craft and Related Trade Workers	30,595	86,990	117,585
Plant and Machine Operators and Assemblers	31,730	53,261	84,991
Elementary Occupations	31,587	39,277	70,864
Total	117,073	554,500	671,573

Source: Department of Statistics / Employment Survey 2010 (Table 4.2 in DoS, 2012)

TABLE 3
Non-Jordanian Workers Holding Work Permits Issued During the Year and Nationality, 2011

Total	Non-Arabs	Arabs				
		Total	Iraqi	Syrian	Egyptian	Other Arabs
280,263	84,729	195,534	1,096	1,852	190,480	2,106

Source: Ministry of Labour (Table 4.11, DoS, 2012)

foreigners. In Table 4, data on work permits by economic activity, nationality and sex show that in 2011, non-Jordanian workers were employed in a variety of sectors. By nationality, most Egyptians, as well as Pakistanis and other Arab workers were hired for agricultural work. Thousands of Filipino, Indonesian and Sri Lankan women held work permits for social and personal services; these are the three major groups of foreign domestic workers in Jordan. Many Indians and Sri Lankans were also employed in manufacturing.

Migrant domestic workers in Jordan

A key issue in labor migration in Jordan is the rights and welfare of migrant workers, especially domestic workers. Migrant workers in Qualified Industrial Zones (such as agricultural and domestic workers) have complained of employer abuses, conditions of forced labor, passport confiscation and unpaid salaries (HRW, 2012).

There are around 70,000 migrant domestic workers in Jordan, mostly from Indonesia, the Philippines and Sri Lanka (HRW, 2012, 2011). According to HRW (2012), legal protection for migrant domestic workers and law enforcement had been weak.

In a report released in 2011, Human Rights Watch and the Tamkeen Center for Legal Aid urged Jordan to ensure the implementation of legal protections that have been established for migrant domestic workers in the past three years. In 2008, there were laws and regulations set in place to protect domestic workers, granting them the right to rest days and to regulated work hours. However, rights groups say these rules have not been enforced effectively, and many migrant domestic workers continue to be abused and exploited (HRW, 2011).

The report titled, "Domestic Plight: How Jordanian Laws, Officials, Employers, and Recruiters Fail Abused Migrant Domestic Workers," criticizes the Jordanian government for the continuing abuses against migrant domestic workers and has pointed out how some immigration laws in the country contribute to the abuses they face (HRW, 2011).

The sponsorship system, which binds migrant domestic workers to their employers, puts migrant workers in a vulnerable position, especially when they face abuses from sponsors. In 2011, it was reported that as many as 480 Indonesian, Filipino and Sri Lankan domestic workers have run away from employers because of abuse and sought shelters at their embassies. Abuse, exploitation and forced labor of migrant workers have also been reported in other sectors such as in agriculture, construction and the garment industry (USDS, 2011).

Asylum-seekers and refugees

As of 2011, Jordan was hosting a total of 451,009 refugees, of which 450,000 were Iraqi. The figure also includes a new batch of 4,600 asylum claims lodged in UNHCR. The UNHCR has registered and provided assistance to 32,200 refugees. Meanwhile, around 4,975 asylum-seekers still have pending applications. The large number has made Jordan one of the major refugee-hosting countries for the year (UNHCR, 2012).

Trafficking in persons

Jordan continues to be a destination and transit country for forced labor and sex trafficking. Men and women from Jordan have ended up in situations of forced labor in several countries abroad, such as Qatar and Kuwait. Domestic workers from Indonesia, the Philippines and Sri Lanka who arrive in Jordan are often victimized, experiencing passport confiscation, restricted movements and unpaid work. Others are physically, sexually and verbally abused. Women from Morocco, Tunisia and Eastern Europe who arrive in the country are forced to work in night clubs and restaurants and are later forced into prostitution (USDS, 2011).

Jordan retained a Tier 2 ranking for the third consecutive year in the *USDS Trafficking in Persons Report 2011*. The government was able to impose regulations on garment sector employers which would prevent them from withholding passports, to respond to labor complaints and to punish those who have subjected domestic workers to forced labor. It also waived overstaying fees for migrant workers. In terms of gaps, the gov-

TABLE 4
Non-Jordanian Workers Holding Work Permits by Nationality, Economic Activity and Sex, 2011

Nationality and Sex	Economic Activity										Total	
	Social and Personal Services	Financing and Business	Transport Storage and Communication	Trade, Restaurant and Hotels	Construction	Electrical, Gas and Water	Manufacturing	Mining and Quarrying	Agricultural			
Egyptian												
Male	26,200	1,372	1,129	29,470	17,477	233	26,169	1,542	86,731	190,323		
Female	108	1	5	28	1	0	12	0	2	157		
Syrian												
Male	353	27	235	472	242	2	350	10	95	1,786		
Female	14	2	2	47	0	0	1	0	0	66		
Other Arabs												
Male	52	75	5	121	128	8	352	6	1,473	2,656		
Female	6	0	0	0	0	0	6	0	384	546		
Pakistani												
Male	52	75	5	121	128	8	352	6	1,473	2,220		
Female	6	0	0	0	0	0	6	0	384	396		
Indian												
Male	198	464	27	323	768	8	5,571	121	143	7,623		
Female	23	1	46	1	0	0	15	0	0	86		
Filipino												
Male	82	16	5	180	112	10	98	47	2	552		
Female	13,420	6	4	158	0	0	17	0	0	13,605		
Sri Lankan												
Male	55	268	7	24	2	1	8,661	0	20	9,038		
Female	14,650	41	6	5	2	0	2,012	1	1	16,718		
Indonesian												
Male	5	0	2	22	0	1	7	0	12	49		
Female	15,483	1	3	9	0	0	0	0	0	15,496		
Other Foreigners												
Male	1,116	956	210	439	198	266	11,531	43	337	15,096		
Female	229	66	161	130	2	0	3,261	0	1	3,850		
Total	73,158	3,416	2,022	32,284	19,038	531	58,624	1,776	89,414	280,263		
Male	29,028	3,286	1,743	31,630	19,031	531	53,294	1,775	89,025	229,343		
Female	44,130	130	279	654	7	0	5,330	1	389	50,920		

Source: Ministry of Labour (Table 4.12, in DoS, 2012)

ernment also did not set in place guidelines for providing assistance to trafficked victims and did not launch awareness campaigns (USDS, 2011).

POLICIES

Arab Spring, political reform and jobs

In early 2011, mass demonstrations and political protests erupted and spread throughout Jordan, with various groups calling for reform in the kingdom. The protests were inspired by the Arab Spring, which started in Tunisia and Egypt. The kingdom witnessed over 550 labor-related protests and strikes which called for better work conditions, more employment opportunities and the right to freedom of association. In October 2011, Awn Khasawneh was appointed as the new Prime Minister to pacify political unrest and initiate national dialogue and reform (ILO, 2012).

According to the ILO, the Jordanian government has focused on decent work and employment as one of its priorities, issuing a National Employment Strategy in May 2011, which will focus not only on jobs but also workers' rights, including the freedom of association (ILO, 2012). The government also planned to impose stricter rules on the hiring of foreign workers through the use of recruitment quotas for certain occupations, among other measures. Some jobs have already been earmarked for locals. According to ILO (2012), prioritizing locals for jobs has become a national policy agenda and is endorsed by the National Employment Strategy.

Domestic worker policies

In March 2011, the government said it would recruit domestic workers from Vietnam in view of the suspension on the deployment of domestic workers by Indonesia and the Philippines. The government has also made some changes regarding rules concerning migrant domestic workers. In July, the government allowed the salaries of migrant domestic workers to be directly deposited into bank accounts followed by the lifting of restrictions on the movement of domestic workers in September (HRW, 2012).

Though Jordan has voted for the ILO Convention on Domestic Work, it has not ratified it. Despite laws that criminalize forced labor and trafficking and provide standards for protecting domestic workers, enforcement and implementation have been poor and weak (HRW, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	2.8
Rate of natural increase (%)	1.6
Percent urban	98.0
Population per square kilometer	158
Population ages 0-14 (% of total)	26.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	176.59 B
GDP growth (annual %)	8.2
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	63 - 0.760
Gender inequality index (rank - value)	37 - 0.229
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.10 M (30.0)
Top five origin countries:	
India	(755,584)
Bangladesh	(288,732)
Pakistan	(252,649)
Egypt	(188,589)
Philippines	(126,400)
Emigrant stock (Percent female)	237,985 (39.4)
Top five destination countries:	
Saudi Arabia	(107,948)
UAE	(25,583)
US	(25,163)
Syria	(13,625)
Canada	(12,546)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	121
Asylum-seekers by country/territory of asylum	1,118
Refugees by origin	1,120
Refugees by country/territory of asylum	335
International students (2010)	
Inbound international students	7,984
Outbound international students	12,350

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Kuwait is one of the Gulf countries where the foreign population is larger than the native population. As of the 2010 census, 69 percent (2.34 million) of the country's population were foreigners, while locals made up only 31 percent (1.1 million) (Toumi, 2011a). In 2011, Kuwait's national population was estimated at 3.07 million, of which 1.98 million or 64.4 percent were foreigners or non-Kuwaitis (Table 1). Other sources put the population estimate at 2.8 million (PRB, 2011) and 3.3 million, with the foreign population at around 2.2 million (*Asian News International*, 2011; Toumi, 2011b).

Table 1 shows the country's increasing population over the years, and this holds true for both Kuwaitis and non-Kuwaitis. However, in 2011, the growth rate of the foreign population (6.7 percent) was significantly higher compared to that of the local population (four percent). Among non-Kuwaitis, there are more males than females while the sex composition is more balanced among the Kuwaitis (Table 2).

Major origin countries of immigrants in Kuwait are South and Southeast Asia: India, Egypt, Pakistan, Sri Lanka, the Philippines, Indonesia and Bangladesh. On the other hand, most Kuwaiti emigrants go to Saudi Arabia, India, UAE, the US, Syria, Libya and Canada (USDS, 2012).

Profile of migrant workers

Kuwait is mainly a destination country of migrant workers, mostly from Asia (ANI, 2011; Toumi, 2011b). As of September 2011, there were over two million foreigners in the country, mostly from India (625,000) and Egypt (440,000). Of the total, 965,500 were private sector employees, 87,700 were public sector employees, 577,000 were domestic workers, and 414,200 were dependents of foreign workers (*Migration News*, October 2011).

According to 2011 government data, non-Kuwaitis or foreigners accounted for 80.5 percent of Kuwait's total labor force of 1.8 million (Table 3). Figures suggest that there are more foreign men who come to Kuwait. Of the total labor force, 1.74 million were employed, of which 1.41 million or 81.2 percent were foreigners. Only 31.1 percent of the employed were women, and

TABLE 1
Population and Growth Rate between Census Years, by Nationality, 1995-2011

	Census Years		
	1995	2005	2011*
Population			
Total	1,575,570	2,193,651	3,065,850
Non-Kuwaiti	921,954	1,333,327	1,975,881
Kuwaiti	653,616	860,324	1,089,969
Growth rate between census years (%)			
Total	3.5	3.3	5.7
Non Kuwait	3.8	3.7	6.7
Kuwaiti	3.0	2.7	4.0

Notes: * Provisional data

Source: Central Statistical Bureau (2012), Annual Statistical Abstract 2011

TABLE 2
Estimated Mid-Year Population by Gender and Nationality, 2009-2011

	2009	2010	2011*
Total Population			
Total	2,777,861	2,933,268	3,098,892
Female	1,180,018	1,259,112	1,344,644
Male	1,597,843	1,674,156	1,754,248
Non-Kuwaiti			
Total	1,750,177	1,871,537	2,001,985
Female	661,364	723,856	792,254
Male	1,088,813	1,147,681	1,209,731
Kuwaiti			
Total	1,027,684	1,061,731	1,096,907
Female	518,654	535,256	552,390
Male	509,030	526,475	544,517

Note: * Estimates based on population census data (2005-2011)

Source: Central Statistical Bureau (2012), *Annual Abstract of Statistics 2011*

TABLE 3
Labor Force by Nationality and Gender, 2011*

	Employed	Total Labor Force	Population	% Labor Force
Total				
Total	1,735,285	1,800,033	3,065,850	58.7
Female	576,098	605,865	1,327,478	45.6
Male	1,159,187	1,194,168	1,738,372	68.7
Non-Kuwaiti				
Total	1,409,683	1,449,813	1,975,881	73.4
Female	438,603	455,651	778,469	58.5
Male	971,080	994,162	1,197,412	83.0
Kuwaiti				
Total	325,602	350,220	1,089,969	32.1
Female	137,495	150,214	549,009	27.4
Male	188,107	200,006	540,960	37.0

Note: *Provisional data

Source: Central Statistical Bureau (2012), *Annual Statistical Abstract, 2011*

TABLE 4
Expatriate Labor Force in the Private Sector by Nationality, 2008, 2010 and 2011

Nationality	2008	%	2010	%	2011	%
Arab countries	428,102	37.25	390,091	37.32	409,713	37.13
Asia	700,614	60.96	622,637	59.57	657,039	59.55
Africa	2,470	0.21	2,765	0.26	4,055	0.37
Europe*	5,963	0.52	18,164	1.74	21,013	1.90
North America	11,064	0.96	10,548	1.01	10,466	0.95
South America	322	0.03	488	0.05	508	0.05
Australia and New Zealand	797	0.07	552	0.05	556	0.05
Not stated	0	0.00	18	0.00	16	0.00
Total **	1,149,332	100.00	1,045,263	100.00	1,103,366	100.00

Notes: 2009 data unavailable.

*Includes Eastern and Western Europe

** Excludes "sentence servants"

Source: Ministry of Social Affairs and Labour (Central Statistical Bureau, 2012)

68.9 percent were men among the non-Kuwaitis. In contrast, of the 325,602 employed Kuwaitis, 42.2 percent were women and 57.8 percent were men.

Table 4 shows that by region, most foreign workers in Kuwait come from the Arab countries and Asia. In 2011, 59.55 percent of the foreign labor force came from Asia while 37.13 percent were from Arab countries. The same trend can be observed for 2008 and 2010.

Stateless persons

In 2011, the wave of protests during the Arab Spring also spread to Kuwait. The public protests from January to March largely involved the stateless people (Bidoun; also bidun or bidoon), who demanded citizenship and rights (CNN Wire Staff, 2011; HRW, 2012; Refugees International, 2011). The protests prompted the government to provide documentation, job access and social benefits, such as free education and health care, to the Bidoun. However, the issue of granting citizenship remains unresolved, and some say securing employment and obtaining passports remains difficult and problematic (HRW, 2012).

More than 93,000 stateless persons continue to be the subject of concern by international and local organiza-

tions and civil society groups. Another estimate is 106,000 (HRW, 2012). Bidoun means "without" in Arabic, and refers to stateless people in Kuwait (Refugees International, 2011). With limited human capital and economic resources, many of them live in poor areas and informal settlements. Though they receive benefits and subsidies, they still do not have the same rights as citizens. In addition to not providing for a process to review citizenship claims, the government prohibits courts from ruling on these cases. Stateless persons are not allowed to leave or return to the country, and are not allowed access to jobs and enrollment in government schools.

Included among the stateless persons are bedouins (different from the Bidoun/bidoon/bidun), who are descendants of nomadic tribes that have travelled through Iraq, Jordan, Saudi Arabia, Syria and Kuwait, among other locations. In 1961, when Kuwait gained independence, many of the bedouins did not or were unable to apply for citizenship. Thousands of them are also living in Kuwait as stateless persons. Estimates of the bedouin population in Kuwait have ranged from 93,000 to 180,000 (Batha, 2011). According to the government, they are citizens of other countries, but activists, international agencies and rights groups say they are not (Batha, 2011).

Asylum-seekers and refugees

In 2011, there were 335 refugees recognized and assisted by UNHCR in Kuwait, while some 1,118 were still awaiting the results of their asylum applications. Refugees from Kuwait numbered 1,120, of which 62 were provided assistance by the refugee agency. Some 121 were still seeking asylum.

Trafficking in persons

Kuwait is mainly a destination country for labor and sex trafficking. Most victims come from Iraq, Syria, India, Bangladesh, Nepal, Sri Lanka, Indonesia and the Philippines. Victims also come from Egypt and Ethiopia. Men and women migrate voluntarily to Kuwait for employment but upon arrival are deceived and later trafficked for forced labor and forced prostitution in the case of women. Victims are controlled through different means: confiscating passports, withholding wages, restrictions on movement, and physical and sexual abuse (USDS, 2011).

Kuwait retained its Tier 3 status for the fifth consecutive year in the USDS *Trafficking in Persons Report 2011*. The report noted the training of officials on trafficking issues. However, the government did not enact its draft anti-trafficking law. It continues to rely on the *kafala* or sponsorship system for bringing in migrant workers and has not improved its identification and protection systems for trafficked victims. According to the report, the sponsorship system can prevent trafficked victims from being protected and may even subject victims to punishment. However, it also noted that training on trafficking issues was conducted among officials (USDS, 2011).

POLICIES***Arab Spring prompted entry restrictions***

Widespread protests during the Arab Spring in 2011 prompted governments in the region to restrict the entry of foreign visitors and migrant workers to avoid possibilities of unrest. In May, the Kuwaiti government banned foreign workers and visitors from Afghanistan, Iran, Iraq, Syria and Pakistan amid concerns of politi-

cal conflict and unrest in these countries and the possible impact of these events on stability in Kuwait (McGinley, 2011b; Rosenberg, 2011).

Another concern was that foreigners in Kuwait may bring family members from countries affected by the protests. Thus, the issuance of trade, tourism, visit and spouse-sponsored visas for nationals from these countries was also suspended (McGinley, 2011b). However, in October, the government resumed the issuance of family visit visas for first-degree relatives of foreign citizens from these six countries (*The Nation*, 20 October 2011).

The temporary suspension of commercial-visit visas enforced in September supposedly aimed to limit the number of foreign workers in the labor market. However, analysts and researchers say the ban could also be attributed to fears of unrest and national security reasons (Rosenberg, 2011).

Kafala system remains

In September 2010, the Kuwaiti government announced that it would abolish the sponsorship system by February 2011. According to various sources, however, this did not push through in 2011 and no major reforms were made during the year (Bajracharya and Sijapati, 2012; HRW, 2012). Only one change was made in the system, i.e., easing the process for migrant workers who want to change sponsors. The change, however, does not apply to migrant domestic workers (Janardan, 2011, cited in MFA, 2012).

The government also proposed a self-sponsorship system in which foreign workers with university degrees may be allowed to sponsor themselves, while those without will have to be tied to a local resident but will be able to change their employers (Janardan, 2011, cited in MFA, 2012).

Residency cap for foreign workers

The government plans to impose a residency cap on migrant workers to bring down Kuwait's foreign population to 45 percent. Limited residency periods will be imposed according to skill category – six years for unskilled workers, eight years for semi-skilled workers,

10 years for semi-skilled workers with families and 12 years for skilled workers. Foreign workers with rare expertise or specialization will be granted open stay (Toumi, 2011a).

A committee of representatives has already prepared a proposal from the Ministries of Interior, Foreign Affairs, Social Affairs and Commerce and the Supreme Council for Planning and Development (Toumi, 2011a).

In October, it was announced that a new authority on labor will oversee matters related to foreign workers in Kuwait. It is expected to ensure that foreign workers' rights are protected according to local labor laws (Sambidge, 2011).

The parliament is considering plans to grant citizenship to skilled and professional foreign workers and to hire more specialized foreign talent for the country's other sectors aside from the oil industry (McGinley, 2011a).

Kuwait carries out amnesty program

In March, the Kuwaiti government announced a four-month amnesty period for unauthorized migrant workers in the country. Migrant workers were given a chance to legalize their status within this period (March 1 to June 30) so they will not be detained and deported. Deported migrants will be banned from returning to Kuwait in the future. The amnesty program ended in July (Rai, 2011; Toumi, 2011c).

Resumption of commercial visa transfers

Beginning 2012, Kuwait will resume allowing foreigners to obtain work permits through commercial visa transfers (Toumi, 2011b). The system was temporarily halted in September 2011 to refine the immigration criteria in order to reduce the number of unskilled foreign workers. It was found that a university degree without proof of qualification was inadequate in assessing applications. The system allowed people who did not have academic qualifications to convert their commercial visas into work permits (ANI, 2011; Toumi, 2011b).

The system change was made amid concerns that an influx of unskilled migrant workers could affect demo-

graphic trends (ANI, 2011; Toumi, 2011b). The Chamber of Commerce and Industry as well as other companies have expressed opposition to the decision (Rosenberg, 2011).

Recruitment of domestic workers

The Immigration Department of the Ministry of Interior in December said it may suspend the recruitment of migrant domestic workers from Ethiopia, which has been one of Kuwait's top source countries. According to reports, the plan is being considered in light of the spate of abuses, crimes and violations against Ethiopian domestic workers (*Arab Times*, 15 December 2011).

The Kuwaiti government is considering hiring more domestic workers from other African countries. Kuwait typically hires domestic workers from Asia, but in recent years source countries have called for specific conditions, provisions and prohibitions, which some employers viewed as "excessive" (Toumi, 2011d).

In related news, the Kuwaiti government in June adopted the ILO Convention on Decent Work for Domestic Workers (HRW, 2012).

Kuwaiti women can sponsor foreign spouses and children

In June 2011, the government granted Kuwaiti women the right to sponsor their foreign spouses and children. However, the change does not apply to women who were naturalized citizens or if they are divorced or widowed. In the past, the law dictated that Kuwaiti men were free to pass nationality to their foreign spouses and children, but Kuwaiti women were not allowed to do so (HRW, 2012).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	4.3
Rate of natural increase (%)	1.5
Percent urban	87.0
Population per square kilometer	410
Population ages 0-14 (% of total)	25.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	40.10 B
GDP growth (annual %)	3.0
GNI per capita, PPP (current international \$)	14,470
Human development index (rank - value)	71 - 0.739
Gender inequality index (rank - value)	76 - 0.440
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	758,167 (49.2)
Top five origin countries:	
Occupied Palestinian Territory	(490,152)
Iraq	(132,473)
Egypt	(91,463)
Syria	(19,104)
Sri Lanka	(3,591)
Emigrant stock (Percent female)	610,478 (44.2)
Top five destination countries:	
US	(118,581)
Canada	(86,554)
Australia	(79,355)
Germany	(62,845)
Saudi Arabia	(45,934)
Migrant remittance inflows (US\$)	7.61 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	1,354
Asylum-seekers by country/territory of asylum	1,736
Refugees by origin	15,013
Refugees by country/territory of asylum	8,845
International students (2010)	
Inbound international students	30,436
Outbound international students	12,109

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Lebanon's population as of mid-2011 stood at 4.3 million, with a rate of natural increase at 1.5 percent (PRB, 2011). Lebanon has a long history of emigration flows. Outflows have been compensated by increased migration inflows due to foreign labor and the influx of asylum seekers and refugees, especially those from Iraq and Palestine (IOM, 2010; Tekidou, 2012).

In 2010, Lebanon had an international migrant stock of 758,167, according to the UN DESA (2012). The top sources of migrants were the Occupied Palestinian Territory, Iraq, Egypt, Syria and Sri Lanka (UN DESA, 2012). Table 1 shows that migrants in Lebanon have consistently accounted for 17-18 percent of the total population since 1990.

TABLE 1
Number and Percent of Migrants to Total Population, Lebanon (1990-2010)

Year	Migrants ('000)	% of Total population
1990	524	17.6
1995	656	18.8
2000	693	18.4
2005	721	17.7
2010	758	17.8

Source: UN (2011, cited in Tekidou, 2012), *International Migration Report 2009: A Global Assessment*

Lebanon is also an origin country of migrants, with a history of emigration flows to Latin America, Europe and the US, followed by increased migration to Australia, Canada and France. Since the 1960s, Lebanese migrants have migrated to countries in the Gulf region, partly due to the civil war in the 1970s to 1980s. In recent years, migration from Lebanon is mainly characterized by flows of highly skilled workers employed in other Gulf countries (Tekidou, 2012).

In 2010, the international emigrant stock from Lebanon reached 610,478. Most of the migrants were based in the Gulf region, Europe and North America (UN DESA, 2012). On the other hand, World Bank data reported that the number of Lebanese migrants has reached 664,000 as of 2010, with most of them in Canada, Australia and the US. According to the IOM (2010), large numbers of Lebanese migrants can be found in these three countries, as well as a number of countries in Europe and the Gulf region. Migrants in these three countries accounted for 47 percent of the total Lebanese population abroad that year (Tekidou, 2012). In the Gulf region, Saudi Arabia is the main destination of Lebanese migrants; as of 2010, Lebanese in Saudi Arabia accounted for 8.8 percent of the total Lebanese migrant population (Tekidou, 2012).

Profile of migrant workers in Lebanon

Migrant workers in Lebanon are divided into two categories: 1) permanent foreign residents, and 2) foreign workers living in the workplace or with their employers and refugees (El-Jisr and Chabarekh, 2012). In recent years, the number of migrant workers in Lebanon has been estimated at around 1.2 million (*Al-Jazeera*, 2 December 2011).

The Central Administration of Statistics, the government's main statistics department, also regularly publishes data on work permits issued to foreigners (Table 2). In 2011, a total of 60,982 first-time work permits were issued to foreign workers. In the same year, the government renewed a total of 123,978 work permits (Table 3).

By nationality, Tables 2 and 3 show that the major sending countries of migrant workers are Ethiopia, the Philippines, Bangladesh, Egypt, Sri Lanka, Nepal and India. Among those who were issued work permits for the first time, the top three countries were Ethiopia (21,910), Bangladesh (16,910) and Egypt (6,537). For those who were issued renewed work permits, the top countries of origin were the Philippines (23,970), Ethiopia (23,795) and Bangladesh (23,470). A significant number of renewed permits were also issued to foreign workers from Madagascar and Sudan.

TABLE 2
Work Permits Given for the First Time
by Nationality, 2011

Source country	2011	Percent
All countries	60,982	100.0
Major source countries		
Ethiopia	21,910	36.0
Bangladesh	16,910	27.8
Egypt	6,537	10.7
Philippines	5,171	8.5
Sri Lanka	3,083	5.1
India	1,533	2.5
Nepal	1,171	1.9

Source: Ministry of Labor (Central Administration of Statistics, n.d.)

TABLE 3
Renewed Work Permits by Nationality, 2011

Source country	2011	Percent
All countries	123,978	100.0
Major source countries		
Philippines	23,970	19.3
Ethiopia	23,795	19.2
Bangladesh	23,470	18.9
Egypt	16,629	13.4
Sri Lanka	10,971	8.8
Nepal	8,371	6.8
India	5,834	4.7
Madagascar	3,629	2.9
Sudan	1,335	1.1

Source: Ministry of Labor (CAS, n.d.)

Most migrant workers in Lebanon are hired for semi-skilled, low-skilled and unskilled jobs in different sectors, usually in agriculture, construction, manual labor and domestic work. Table 4 shows that most of the foreign workers who were issued permits in 2011 were employed as domestic workers, cleaners, carriers, farmers and workers in other miscellaneous jobs. A significant number were female domestic workers (46,766 were issued work permits for the first time, and 90,953

TABLE 4
Work Permits by Type and by Occupation, 2011

Occupation*	Work permits (first time)	Renewed work permits
Female maid	46,766	90,953
Male cleaner	4,430	11,028
Carrier	3,876	6,865
Farmer	2,835	6,038
Miscellaneous	2,541	5,640
Male maid	243	2,402
Baker	113	440
Female cleaner	71	294
Station employee	29	96
Manager	28	67
Teacher	24	52
Employer	15	47
Chef	9	41
Employee	2	15
Total	60,982	123,978

Note: * Based on categories used by the source
Source: Ministry of Labor (CAS, n.d.)

were granted renewed permits), followed by male cleaners (4,430 with first-time work permits and 11,028 with renewed work permits).

However, the actual figure may be larger because of many unauthorized workers, or migrants who are working without permits (El-Jisr and Chabarekh, 2012).

Obstacles in addressing the problems of migrant domestic workers

The *kafala* or sponsorship system is still the overriding structure for hiring migrant workers in Lebanon. Migrant domestic workers are bound to their employers through work permits, without any option or freedom to change jobs within the duration of the contract. Thus, the sponsorship system leaves abused domestic workers without any means of escape or legal redress (Al-Jazeera, 2 December 2011).

A report by HRW reveals that most legal cases filed by migrant workers in Lebanon are rarely resolved and are challenged by protracted legal procedures. There

is also a lack of “judicial support” for workers, and the filing of complaints is hampered by fears of counter-charges, detention and restrictions in visa policies. The report was based on a study of 114 legal cases filed by foreign domestic workers. The results showed that none of the cases ended with the employer being charged with a crime, even though employers committed violations, such as confiscating passports, denying the migrants’ basic needs, and forcibly confining them inside the house (*Al-Jazeera*, 2 December 2011).

In 2011, the plight of some 200,000-400,000 migrant domestic workers in Lebanon became the focus of concern (Alabaster, 2011; Wood, 2011). In recent years, in view of rampant abuse against domestic workers, source countries such as Ethiopia, Madagascar, Nepal and the Philippines enforced deployment bans to Lebanon (Alabaster, 2011; Wood, 2011). Embassies of source countries and NGOs have reported complaints ranging from mistreatment by recruitment agencies to employer abuses, including non-payment or delayed payment of wages, no rest periods, forced labor, and physical and verbal abuse (El-Jisr and Chabarekh, 2012).

The OHCHR (2011) also reported various abuses against domestic workers. In October, UN Special Rapporteur Gulnara Shahinian said the Lebanese government should push for legislation that will protect migrant domestic workers from absolute control and dependency by employers, abuse and exploitation, racial and gender discrimination and domestic servitude. Authorities must ensure that migrant domestic workers have access to legal protection and justice as well as solutions concerning their problems with employers. Shahinian described migrant domestic workers in the country as “legally invisible,” which renders them vulnerable to modern forms of slavery (OHCHR, 2011).

In a study that surveyed 100 migrant domestic workers, around 65 percent of respondents said they had experienced situations indicative of forced labor and slavery, as well as other forms of abuse, from confiscation of passports and valid documents to restriction of communications and movement (Hamill, 2011).

These situations also increase the vulnerability of migrant domestic workers to conditions of human trafficking. Hamill (2011) argues that this vulnerability is

rooted in the sponsorship system (wherein a migrant worker’s work status is dependent on the current employer), the recruitment process and operations of deceptive agencies, and the lack of labor protection and legal mechanisms.

Asylum-seekers and refugees

Lebanon is both a host and source country of asylum-seekers and refugees, though in 2011, most reports focused on Iraqi, Palestinian and Syrian refugees in the country.

As of the end of 2011, Lebanon hosted a total of 8,845 recognized refugees and 145 people in refugee-like situations, all of whom have been assisted by the UNHCR. A total of 1,736 were still awaiting results of their applications at the time (UNHCR, 2012). Rights groups, however, believe the actual number could be over 10,000 if unreported refugees were taken into account (Lang, 2011).

In January, the Health Ministry signed an agreement with UNHCR which will grant Iraqi refugees access to low-cost medical treatment at four government hospitals (Amr and Ayad, 2011).

Since the unrest in Syria in March, there has been an outflow of civilians towards Lebanon (Lang, 2011). The Syrian Army had attacked several towns, driving locals away from their homes and towards border areas where they hoped to find safety (HRW, 2011). Some Syrian refugees who fled to Lebanon managed to rent houses while others had to stay at refugee camps and schools converted into shelters (Al-Fakih, 2011; Lang, 2011). In May, HRW urged Lebanese security forces to provide temporary asylum for arriving Syrian refugees instead of detaining and subsequently deporting them (HRW, 2011).

In a report by *The Daily Star*, Syrian refugees were reportedly struggling with dire living conditions in shelters in Lebanon, with limited access to basic needs, health care and education. A number of refugees found relief from assistance provided by international agencies and humanitarian organizations, such as the UNHCR, Higher Relief Committee, UNICEF and the Qatar Red Crescent (Al-Fakih, 2011).

Lebanon is also a source country for refugees, with around 15,013 identified by the UNHCR. Of the total, 50 were given assistance by the refugee agency. Some 1,354 still have pending applications (UNHCR, 2012).

Internal displacement

As of 2011, there were at least 47,000 IDPs in Lebanon. No displacements were reported for the year, though thousands remain displaced and were still living in camps and shelters. Others have survived in informal settlements in Beirut (IDMC, 2012a). These displacements were the result of several events in the past years, e.g., the destruction of a Palestinian refugee camp in 2007, the war between Israel and Hezbollah in 2006, and the 1975-1990 civil war. As of 2011, at least 27,000 Palestinian refugees who fled the destroyed Nahr el-Bared camp in 2007 remain displaced (IDMC, 2012a).

Trafficking in persons

In 2011, Lebanon's ranking in the USDS *Trafficking in Persons Report* for the year was lowered to Tier 3. In 2009 and 2010, it had been under the Tier 2 Watch List. According to the report, the Lebanese government did not engage in significant anti-trafficking initiatives. There was also a lack of visible effort to raise awareness on human trafficking. The report notes, however, that the government was able to draft a labor law for domestic workers and submit an anti-trafficking law to the parliament for review. A hotline for migrant workers' complaints and training programs for law enforcement authorities were established (USDS, 2011).

Lebanon is both a source and destination country for human trafficking flows. Women from Bangladesh, Ethiopia, Madagascar, Nepal and the Philippines come to Lebanon for domestic work, but a number of them end up in conditions of forced labor or labor trafficking. Some are abused by their employers, but are unable to escape because leaving the household without permission will make them unauthorized migrant workers. This binding relationship with the employer renders them vulnerable to being exploited. Some women from Algeria, Eastern Europe, Morocco and Tunisia arrive in Lebanon to work as dancers in adult entertainment, but some end up in forced prostitution with their

passports withheld and movements restricted. Syrian women and girls have been sold within Lebanon for prostitution (USDS, 2011).

POLICIES

Steps towards migrant worker protection

In 2011, the government instituted some positive measures promoting the protection of migrants. One was the establishment of a hotline for migrant workers who wish to report complaints or to seek assistance. In the past, domestic workers were excluded from the labor law, but in 2011, the Labor Ministry proposed a law for domestic workers, though some believe it does not include key legal protections (Hamill, 2011). The government also formed a national steering committee that was able to develop a standard unified contract (OHCHR, 2011).

In 2011, the Lebanese Parliament passed the first anti-trafficking law, also known as Law 164 of August 2011, or the Punishment of Crimes of Trafficking in Persons (Alabaster, 2011; Mattar, 2011). Lebanon also signed the ILO Convention on Decent Work for Domestic Workers (Convention No. 189), though it has yet to be ratified (El-Jisr and Chabarekh, 2012). Meanwhile, organizations in Lebanon have been conducting awareness-raising campaigns promoting the rights of migrant domestic workers (Wood, 2011).

Information awareness among migrant workers

In 2011, the government's General Security said it is cooperating with the NGO Caritas in providing information and assistance to foreign workers in Lebanon. Beirut airport authorities began distributing information packs to migrant workers, which provide basic language instruction manuals, guidelines on their labor rights, facts about culture and customs, and contact information of organizations in case migrants face problems in Lebanon. Airport staff were also trained by Caritas on migrants' rights, identifying vulnerable migrants and how to provide assistance, especially those who may be trafficked (Alabaster, 2011).

Labor rights for foreign husbands and children of Lebanese women

In September, the Labor Ministry issued a decree that grants more labor rights to foreign husbands and children of Lebanese women. The ministerial decree reduces fees and streamlines paperwork procedures for working foreign husbands and children, among other changes. The new rule follows the courtesy residency program which grants three-year residency to families with foreign husbands and children (Alkantar, 2011).

The decision was made amid continued debates over the nationality law, which prevents Lebanese women from transferring their nationality to their foreign husbands and children. Because of this prohibition, foreign husbands and children of women with Lebanese citizenship are not included in newly enforced labor laws (Alkantar, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	3.0
Rate of natural increase (%)	2.6
Percent urban	73.0
Population per square kilometer	10
Population ages 0-14 (% of total)	24.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	71.78 B
GDP growth (annual %)	5.5
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	89 - 0.705
Gender inequality index (rank - value)	49 - 0.309
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	826,074 (20.8)
Top five origin countries:	
India	(434,512)
Bangladesh	(108,077)
Pakistan	(78,689)
Indonesia	(32,302)
Egypt	(30,166)
Emigrant stock (Percent female)	7,571 (36.9)
Top five destination countries:	
Libya	(1,489)
Canada	(1,204)
US	(1,169)
Australia	(873)
Jordan	(718)
Migrant remittance inflows (US\$)	39 M
Internally Displaced Persons (IDPs)	
Asylum-seekers by origin	2
Asylum-seekers by country/territory of asylum	43
Refugees by origin	60
Refugees by country/territory of asylum	83
International students (2010)	
Inbound international students	1,787
Outbound international students	4,891

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

As of mid-2011, government statistics put the population at 3.29 million, of which 2.01 million were Omani while 1.28 million were expatriates. The figures show a large presence of foreigners, accounting for 38.9 percent of the total population. Of all governorates in Oman, the largest number of expatriates was recorded in Muscat (585,090), followed by Dhofar (146,560) and North Al-Batinah (126,098) (National Center for Statistics and Information, 2013). Another source estimated Oman's population at three million (PRB, 2011)

Oman is mainly a destination country, mostly of foreign or expatriate workers. As of mid-2010, immigrants were estimated at more than 800,000, significantly larger compared to the emigrant population, which was only about 7,500.

More and more foreign workers are coming to Oman to support the manpower needs of the country (Table 1). Data on expatriate workers show an increasing trend between 2008 and 2011, particularly those recruited by the private sector. The hiring of foreign labor could intensify in the coming years in keeping with Oman's growth prospects (Dey, 2012).

In 2011, a total of 1.11 million expatriate workers or labor card holders were employed in the private sector. The great majority of foreign workers, almost 1.01 million, were men; around 108,339 were women. Of the total, only about 25,000 foreign workers worked in the civil service, public corporations and royal courts. Most of the foreign workers are also within the age range of 29-40 (NCSI, 2013).

Foreign workers in Oman are engaged in a variety of economic activities. The three sectors with the largest share of foreign workers are construction; wholesale, retail trade and repairs; and manufacturing (Table 2). Private households also hire many foreign workers, mostly women.

Most of the expatriate workers in the government sector are Indians, Pakistanis and Egyptians (NCSI, 2013). Indians are also the largest national group, numbering 548,946, or around 49 percent of the total foreign workforce in the public sector (Table 3). Other major groups of foreign workers are the Bangladeshis, Pakistanis, Filipinos, Egyptians and Sri Lankans. Women migrants are mostly from the Philippines and Sri Lanka. In terms of skills level, most were skilled and semi-skilled workers, while only few were specialists or technical workers (Table 4).

TABLE 1
Expatriate Workers in Government and the Private Sector, 2008-2011

Expatriate Workers by Sector and Sex	2008	2009	2010	2011
Expatriate workers in Civil Service, Diwan of Royal Court, Royal Court Affairs, Public Corporations	22,319	22,916	23,612	25,182
Men	14,638	15,205	15,842	17,050
Women	7,681	7,711	7,770	8,132
Expatriate workers with valid labor cards in Private Sector	794,935	874,245	955,630	1,114,590
Men	716,631	786,741	862,888	1,006,251
Women	78,304	87,504	92,742	108,339

Source: NCSI (2013)

TABLE 2
Distribution of Expatriate Workers with Valid Labor Cards in the Private Sector by Economic Activity, 2011

Economic Activity	Total	2011		(% Female)
		Male	Female	
Agriculture, Hunting and Forestry	70,937	70,736	201	(0.3)
Fishing	3,854	3,851	3	(0.1)
Mining and Quarrying	12,788	12,081	707	(5.5)
Manufacturing	129,659	128,895	764	(0.6)
Electricity, Gas and Water Supply	639	618	21	(3.3)
Construction	483,319	481,910	1,409	(0.3)
Wholesale, Retail Trade & Repair of Motor Vehicles, Motorcycles and Personnel and Household Goods	133,715	130,954	2,761	(2.1)
Hotels and Restaurants	63,192	61,402	1,790	(2.8)
Transport, Storage and Communication	20,870	19,437	1,433	(6.9)
Financial Intermediaries	3,274	2,842	432	(13.2)
Real Estate and Renting and Business Activities	42,906	40,861	2,045	(4.8)
Education	10,173	5,171	5,002	(49.2)
Health and Social Work	5,243	2,406	2,837	(54.1)
Community and Personal Services	25,463	23,263	2,200	(8.6)
Private Household with Employed Persons	107,662	21,245	86,417	(80.3)
Extra-territorial Organization and Bodies	896	579	317	(35.4)
More Than One Activity	-	-	-	-
Total	1,114,590	1,006,251	108,339	(9.7)

Source: NCSI (2013)

TABLE 3
Distribution of Expatriate Workers with Valid Labor Cards in the Private Sector by Nationality, 2011

Nationality	Total	2011		(% Female)
		Male	Female	
Indians	548,946	520,311	28,635	(5.2)
Bangladeshis	276,511	268,135	8,376	(3.0)
Pakistanis	158,748	158,351	397	(0.3)
Filipinos	19,833	6,636	13,197	(66.5)
Egyptians	12,314	11,044	1,270	(10.3)
Sri Lankans	10,463	4,661	5,802	(55.5)
Other Nationalities	87,775	37,113	50,662	(57.7)
Total	1,114,590	1,006,251	108,339	(9.7)

Source: NCSI (2013)

TABLE 4
Distribution of Expatriate Workers with Valid Labor Cards in the Private Sector by Skills Level & Gender, 2011

Skills Level	Total	Male	Female	(% Female)
Specialists	93,079	85,879	7,200	(7.7)
Technical	56,275	49,437	6,838	(12.2)
Occupational Labor	242,927	240,552	2,375	(1.0)
Skilled Laborers	259,876	258,067	1,809	(0.7)
Limited Skill Laborers	462,433	372,316	90,117	(19.5)
Total	1,114,590	1,006,251	108,339	(9.7)

Source: NCSI (2013)

According to the Oman Information Center (2011), an estimated 250,000 domestic workers – including cooks, gardeners, household help and drivers – work in Oman, with most of them originating from countries in South Asia, the Philippines and Indonesia, as well as some East African countries.

Incidents of absconding or running away have raised concerns regarding the hiring of foreign workers. In the first five months of 2011, around 6,963 foreign workers ran away from their employers to look for better jobs, adding to an estimated 80,000 cases of absconding incidents. Around 160,000 expatriate workers are residing in Oman with expired labor cards (*Emirates247.com*, 25 September 2011).

Some local experts have blamed employers for contributing to the escalating number of absconding cases; many sponsors have deferred job contracts with workers (*Emirates247.com*, 25 September 2011). Contract substitution is another factor contributing to the rise of absconding cases – when foreign workers arrive in Oman, they find out their jobs are not the same as those stated in the contract, and they run away to look for better employment (*Emirates247.com*, 25 September 2011).

Remittances

Remittances sent home by expatriate workers in Oman have doubled in the past five years. Between 2007 and 2011, remittance outflows from Oman increased by

nearly 96.6 percent, from \$3.6 billion to \$7.2 billion (Dey, 2012). The trend reflects the increase in the number of migrant workers in Oman, which grew by around 75 percent from 638,447 in 2007 to around 1.1 million in 2011.

According to Toby Iles, senior editor at *The Economist* – Middle East and Africa Bureau, high remittance outflows reveal “structural deficiencies” in the labor market. They suggest that businesses are able to hire expatriate workers easily. This could hamper jobs creation for locals, which can worsen the already high unemployment of the local workforce (Dey, 2012).

Unauthorized migration

Several groups of unauthorized migrants in 2011 attempted to enter Oman through the country’s coastline, which is often used as an entry point by boat migrants and human traffickers. Authorities, including the Coast Guard and the Royal Oman Police (ROP), say, that the number of unauthorized migrants has declined compared to last year. During the first three months of 2011, 64 unauthorized migrants were apprehended along Oman’s coastline for attempting to enter the country. In the same period in 2010, around 214 people were arrested (Vaidya, 2011).

There were also cases in which migrants were arrested for unauthorized entry (*Gulf News*, 27 September 2011, *Khaleej Times*, 11 September 2011). In November, a total of 1,209 unauthorized migrants were deported,

according to the ROP. Most of the migrants who came from Asia attempted to enter the country by boat (*Gulf News*, 12 December 2011).

Trafficking in persons

Oman is mainly a destination and transit site for trafficked victims from India, Pakistan, Bangladesh, the Philippines and Indonesia. Some labor brokers and recruitment agencies target communities in South Asia, deceiving individuals into accepting work that in some cases constitutes forced labor. It is also a destination for victims of sex trafficking from China, Morocco, Eastern Europe, Kenya, Uganda, as well as South Asian countries. Some South Asian workers also transit Oman en route to the UAE, but later end up in forced labor upon arrival at the destination site (USDS, 2011).

In 2011, Oman was ranked Tier 2 in the USDS *Trafficking in Persons Report*. The report stated that the government continued prosecutions of sex trafficking offenders and convicted traffickers, but the total number of convictions have declined and have not included punishment or sanctions for offenses. For victim protection, the government opened a permanent shelter for trafficked victims and provided assistance to them. A criminal division was also formed to address trafficking cases and to appoint specialized judges and prosecutors. Training for authorities on trafficked victim identification continued. However, the government still does not have a comprehensive system for identifying victims among those detained for immigration violations (USDS, 2011).

POLICIES

Amended labor law covers Omanization

The Ministry of Manpower in 2011 has amended the country's labor law to improve working conditions and to emphasize the Omanization of the labor sector. Revisions were made by an action team that included representatives from government and employers and employees, and in cooperation with the Oman Chamber of Commerce and Industry and the Sultanate's General Trade Union (Ministry of Manpower, n.d.; *Times of Oman*, 27 August 2011).

Amendments cover new regulations protecting the rights and duties of employers and employees, work conditions, leaves, work hours and unfair service termination. Some specific provisions are: a mandatory two rest days a week, a maximum of nine working hours a day with at least half an hour break, and a maximum of 45 work hours a week. Employees are allowed 30 days of paid leave and six days emergency leave. Overtime work should not exceed 12 hours and workers are to receive overtime allowance. Women workers can have 50 days paid maternity leave and can be used thrice during their employment. Employers, on the other hand, are required to pay salaries on time (*Muscat Daily*, 31 October 2011; *Times of Oman*, 27 August 2011, 31 October 2011).

In line with the Omanization policy, the amendments require employers to ensure that locals represent a certain percentage of their total workforce. Penalties will be imposed on employers who do not meet the Omani percentage prescribed for their companies or firms. Other key provisions include the identification of jobs that have been temporarily banned for foreign workers and the prioritization of the local workforce for employment in the private sector. Other amendments cover allowances and terms of payment, and rules for employers in handling incidents of absconding expatriate workers (Ministry of Manpower, n.d.; *Times of Oman*, 17 August 2011).

Omani citizens have lauded the amendments to the labor law, with both employers and employees saying that the new rules are fair for all (*Times of Oman*, 13 October 2011). Another report (*Muscat Daily*, 31 October 2011), however, noted mixed responses to the amendments. Among others, concerns were raised about the impact of two rest days on productivity.

New rules to protect sponsors and employers

The Ministry of Manpower said it is drafting new rules that would protect sponsors and employers of foreign domestic workers (*Times of Oman*, 13 September 2011). The Ministry of Manpower and embassies have imposed stricter recruitment laws to ensure that domestic workers are provided decent employment conditions in Oman. However, some sponsors are also clamoring for protection, noting that some domestic

workers conduct illegal activities and make false claims of abuse and unpaid salaries. Some employers have also complained against embassies which they say tend to believe domestic workers' claims without conducting a proper investigation (*Times of Oman*, 13 September 2013).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	1.7
Rate of natural increase (%)	1.0
Percent urban	100.0
Population per square kilometer	157
Population ages 0-14 (% of total)	14.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	172.98 B
GDP growth (annual %)	18.8
GNI per capita, PPP (current international \$)	86,440
Human development index (rank - value)	37 - 0.831
Gender inequality index (rank - value)	111 - 0.549
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	1.31 M (25.8)
Top five origin countries:	
India	(470,307)
Bangladesh	(179,718)
Pakistan	(157,259)
Egypt	(117,386)
Philippines	(78,676)
Emigrant stock (Percent female)	8,315 (41.2)
Top five destination countries:	
US	(2,042)
Canada	(1,582)
Libya	(1,244)
Australia	(450)
Egypt	(446)
Migrant remittance inflows(US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	7
Asylum-seekers by country/territory of asylum	49
Refugees by origin	95
Refugees by country/territory of asylum	80
International students (2010)	
Inbound international students	5,387
Outbound international students	2,798

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

In 2010-2011, Qatar's total population stood at 1.7 million, of which only 24.4 percent were women (PRB, 2011; Qatar Statistics Authority, 2010). The larger share of men is partly due to the inflow of migrants.

Qatar has enjoyed an economic boom in recent years. Between 2006 and 2009, its population grew alongside the increasing presence of foreign workers. With more development projects and increased urbanization, it is expected that Qatar will continue to hire foreign workers (General Secretariat for Development Planning, 2011).

According to the 2010 census, the non-Qatari population numbered 1.32 million, of which 1.09 million were men and only 226,528 were women, and most were in the ages 25-44 (QSA, 2010). Data from the UN DESA (2012) show similar figures, with the international migrant stock estimated at 1.31 million, of which 25.8 percent were female migrants.

Although figures vary, different sources note the larger share of the foreign population compared to the local population. Qatar's foreign population mostly comes from India, Pakistan, Sri Lanka, the Philippines, Nepal and Bangladesh (HRW, 2012; QSA, 2011).

Government statistics show that in 2011, 1.2 million non-Qataris comprise the great majority of the country's economically active population of 1.28 million compared with 77,410 Qataris in the workforce (Table 1). The labor force participation rates of female migrants and Qataris are lower compared to male migrants; unemployment rates are highest for Qatari women.

Most migrant workers in Qatar are semi-skilled and unskilled; they are mainly employed in construction, domestic work and cleaning services. Foreigners in skilled occupations work as accountants, civil engineers and technicians (Toumi, 2011).

Data in Table 2 show that most foreign workers in Qatar are in the private and domestic sectors. Private sector foreign workers numbered 946,374 and accounted for 79.1 percent of the total economically active foreign

TABLE 1
Labor Force Indicators, 2011

	Economically active population(15 years & above)	Labor force participation (LFPR)	Unemployment rate
Non-Qataris			
Male	1,069,164	98.0	0.1
Female	130,871	58.6	2.4
Total	1,200,035	91.3	0.3
Qataris			
Male	50,093	63.6	1.7
Female	27,317	34.1	8.0
Total	77,410	48.7	3.9
Total			
Male	1,119,257	95.7	0.2
Female	158,188	52.1	3.3
Total	1,277,445	86.7	0.6

Source: Qatar Statistics Authority (2011), Tables 1, 3 and 17

TABLE 2
Economically Active Non-Qatari Population (15 years & above) by Sector and Occupation, 2011

Occupation	Total	Sector						
		Domestic	Non-Profit	International/Regional	Private	Mixed	Government Corporation	Government Department
Legislators, Senior Officials and Managers	23,117	0	0	154	17,593	1,750	2,372	1,248
Professionals	93,940	64	185	492	56,712	12,305	11,823	12,359
Technicians and Associate Professionals	47,605	71	185	46	34,410	4,313	5,438	3,142
Clerks	38,355	324	47	360	24,446	2,539	2,204	8,435
Service Workers and Shop and Market Sales Workers	82,278	7,850	0	0	66,571	2,528	2,891	2,438
Craft and Related Trades Workers	468,565	2,334	47	46	447,664	6,185	6,515	5,774
Plant and Machine Operators and Assemblers	141,545	36,382	0	460	96,421	3,497	2,284	2,501
Elementary Occupations	291,364	88,766	20	0	193,931	1,433	1,848	10,366
Total	1,196,394	131,515	484	1,558	946,374	34,693	35,375	46,395

Note: The data do not include persons seeking work for the first time.

Source: QSA (2011), Table 96

population. Meanwhile, foreign employees in the domestic sector totaled 131,515 (10 percent of the total foreign worker population). The two main occupations of foreign workers are in 'craft and related trades' (468,565) and 'elementary occupations' (291,364).

Study uncovers problems of Asian migrant workers

In 2011, a study by Carnegie Mellon University identified employment issues and work conditions commonly experienced by Asian migrant workers in Qatar. Funded by the Qatar National Research Fund (QNRF), the research surveyed a total of 169 Asian migrant workers and found that most of them earned low salaries, no more than QR 2,000 monthly (*Gulf Times*, 6 March 2011). One-third of them do not regularly receive their salaries on time,

Other major problems include: heavy debts to pay recruitment agencies, long hours of work, low salaries, the withholding of passports by sponsors, the lack of access to telecommunications, and limited channels for raising complaints (*Gulf Times*, 6 March 2011). In the survey, 35 percent of workers were working seven days a week and for an average of nearly 12 hours a day, conditions which are considered against the law (*Gulf Times*, 6 March 2011).

The results also showed that migrant workers struggle with low salaries while regularly sending remittances. The average remittance sent home by most of the respondents amounted to nearly 70 percent of their average salary. Most remittances are coursed through exchange houses (64 percent) and banks (30 percent). Of the remittances migrant workers send home, 66 percent goes to parents, 30 percent to spouses, and seven percent to children (*Gulf Times*, 6 March 2011).

Ninety percent of Asian migrant workers came to Qatar for employment, income and other economic reasons, while some also came due to political instability in their home countries. Around 38 percent were unemployed before working in Qatar (*Gulf Times*, 6 March 2011).

Call to abolish detention centers

The National Human Rights Committee (NHRC) has called for the abolition of deportation detention cen-

ters, saying that many foreign workers have been unreasonably detained in deportation centers for long periods. The committee said it is in favor of the immediate repatriation of foreigners, or if ever they are detained, they must be kept in decent and respectable shelters.

In 2010, the committee released a report which stated that foreign workers being repatriated by employers must be given a right to defend themselves and to challenge court decisions. According to the NHRC report, there have been cases in which foreigners wanted to change sponsors, but instead of allowing them to, some employers send their papers to authorities so that they will be repatriated. Some foreigners experienced abuse in the detention centers (*The Peninsula*, 18 October 2011).

Trafficking in persons

Qatar was given a Tier 2 Watch List ranking in the USDS *Trafficking in Persons Report 2011* for the third consecutive year. According to the report, Qatar launched the "National Plan for Combating Human Trafficking for 2010-2015," which should be implemented. However, the evaluation also notes the need for the government to exert more effort in investigating and prosecuting traffickers and in preventing trafficking offenses, including those related to forced labor and prostitution. The report recommended enforcing the law that criminalizes the withholding the workers' passports (a common practice among sponsors); issuing residence cards to employees; and collecting data concerning trafficking. It also emphasized the need to abolish or to amend the sponsorship law to enhance the protection of migrant workers (USDS, 2011).

Meanwhile, a study conducted by the Qatar Foundation for Combating Human Trafficking (QFCHT) found that there is limited awareness of what constitutes trafficking and how it operates at the local level for many migrant workers. Understanding was found to be low among all nationalities included in the study, except expatriates from the West. QFCHT is planning to conduct a campaign that will help raise awareness on trafficking among both locals and migrant workers (Saleem, 2011).

POLICIES

Expatriate workers in the National Development Strategy

In Qatar's *National Development Strategy 2011-2016*, one of the country's five major challenges is "matching the size and quality of the expatriate labour force to the selected path of development" (GSDP, 2011:2). In promoting human development, one of the goals toward the Qatar National Vision for 2030, the strategy aims to ensure the productive participation of Qataris in the labor force. It also aims to attract expatriate workers in various fields, especially the highly skilled (GSDP, 2011).

The report notes two major challenges regarding expatriate workers: "aligning [the] labor market composition of Qataris with the objectives of a diversified knowledge economy" and "reducing reliance on low-cost, low skilled foreign labor." To address these challenges, the government aims to pursue the following strategic responses: "realigning demand and supply in the Qatari workforce, with an emphasis on continuously upgrading skills," and "reviewing the sponsorship law and identifying ways of attracting and retaining higher skilled expatriate workers" (GSDP, 2011).

Major reforms the government proposed for 2011-2016 include providing more training opportunities to locals and incentives for employment, boosting labor force productivity, and attracting and retaining high-quality expatriate workers (GSDP, 2011). There is also a plan to review and revise immigration policies, "to create more strategic demand for expatriate workers in line with the aim of recruiting and retaining the right mix of expatriate labor" (GSDP, 2011). Labor laws will be revised to ensure the protection of the rights of expatriate workers as well.

According to the report, current employment and sponsorship rules for hiring foreign labor have encouraged the inflow of low-cost expatriate workers, which works as a "disincentive to Qatari employment and to automation." Moreover, despite low unemployment rates, there are concerns about underemployment and low productivity, especially in the construction and services sectors. Plans include encouraging the local youth to

participate in post-secondary education and training and entrepreneurial development (GSDP, 2011).

Residency for highly skilled foreign workers

Qatar is considering a permanent residency program for highly-skilled foreign workers as part of the government's plan to boost the economy and human development, and also in preparation for its hosting of the 2022 World Cup finals. The government said it will review the sponsorship system and employment law, and establish a tribunal for resolving labor disputes (Calderwood, 2011).

Protection for foreign workers

The Qatar State Cabinet in 2011 approved a draft law that aims to protect the rights of foreign workers in the private sector according to international human rights standards (*The Peninsula*, 8 December 2011).

In related news, the Ministry of Labor plans to require companies applying for work visas to provide salary sheets to avoid the malpractice of trading workers' visas (*The Peninsula*, 4 August 2011). The Medical Commission and the Ministry of Interior also said it will implement a proposal to reintroduce mandatory home medical check-up for overseas workers. The service will cater to workers from 11 countries – India, Pakistan, Sri Lanka, Nepal, Bangladesh, Indonesia, Philippines, Egypt, Sudan, Ethiopia, Syria and Eritrea (*Gulf News*, 28 August 2011).

New anti-trafficking law passed

On 24 October, Qatar passed an anti-trafficking law (No. 15 of 2011) that defines human trafficking, outlines punishments, states the rights of human trafficking victims, and stressed the need to protect victims. The scope of human trafficking includes forced labor, forced prostitution, child abuse and sexual exploitation, as well as forced begging and the use of children for pornographic materials (National Human Rights Commission, 2011, *The Peninsula*, 25 October 2011).

According to the law, people found guilty of trafficking and related crimes will face as many as 15 years' imprisonment and fines of up to QR300,000. It also ap-

plies to the following: members of organized gangs that are involved in transferring victims from one country to another for the purpose of human trafficking and exploitation, those who forcibly take out the physical organs of their human victims, and husbands who are found guilty of exploiting their wives. Heads of companies (including manpower agencies) found guilty of involvement in human trafficking will be liable to a jail term of five years and a QR200,000-fine (*The Peninsula*, 25 October 2011).

The law names the Ministry of Foreign Affairs in charge of coordinating with another country's authorities through Qatar's diplomatic mission if the victim of human trafficking is a Qatari (*The Peninsula*, 25 October 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	27.9
Rate of natural increase (%)	1.8
Percent urban	81.0
Population per square kilometer	13
Population ages 0-14 (% of total)	31.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	576.82 B
GDP growth (annual %)	6.8
GNI per capita, PPP (current international \$)	24,700
Human development index (rank - value)	56 - 0.770
Gender inequality index (rank - value)	135 - 0.646
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	7.29 M (30.1)
Top five origin countries:	
India	(1.42 M)
Pakistan	(1.06 M)
Bangladesh	(1.05 M)
Egypt	(1.04 M)
Philippines	(827,646)
Emigrant stock (Percent female)	152,451 (39.4)
Top five destination countries:	
US	(35,177)
Libya	(31,174)
Canada	(15,664)
Egypt	(11,178)
Algeria	(6,989)
Migrant remittance inflows (US\$)	244 M
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	98
Asylum-seekers by country/territory of asylum	80
Refugees by origin	745
Refugees by country/territory of asylum	572
International students (2010)	
Inbound international students	26,871
Outbound international students	41,532

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

The Kingdom of Saudi Arabia is primarily a destination country of mostly foreign or expatriate workers. In mid-2011, the country's total population stood at 27.9 million, of which 31 percent were below 15 years old. Around 81 percent of the total population resides in urban areas. In terms of stocks, Saudi Arabia as of mid-2010 had a total immigrant stock of 7.29 million (only 30.1 percent were women). Emigrants numbered 152,451 (of which 39.4 percent were female migrants).

TABLE 1
Population by Gender and Nationality
(Saudi or non-Saudi), 2010

	Saudi	Non-Saudi	Total
Males (%)	9,527,173 (50.9)	5,932,974 (70.4)	15,460,147 (57.0)
Females (%)	9,180,403 (49.1)	2,496,427 (29.6)	11,676,830 (43.0)
Total (%)	18,707,576 (100.0)	8,429,401 (100.0)	27,136,977 (100.0)

Note: Data are based on the preliminary results of the General Population & Housing Census (1431 AH, 2010 AD).

Source: Table 1 (Central Department of Statistics & Information, 2010)

Table 1 presents Saudi Arabia's population in 2010 by nationality. In 2010, the total population in the kingdom was 27.14 million, of which 15.46 million were men (57 percent) and 11.68 were women (43 percent). Of the total, 18.71 million were Saudi citizens; 8.43 million were non-Saudis, accounting for 31.1 percent of the total population. Moreover, among non-Saudis, there were significantly more men (70.4 percent) than women (29.6).

TABLE 2
Migration Flows to Saudi Arabia from Asian
Countries, 2010 or Most Recent Year (Thousands)

Country of origin	Year	Number of migrants (000)
Nepal	2010-2011	71.1
Bangladesh	2010	7.1
Indonesia	2011	137.6
Sri Lanka	2010	70.9
Thailand	2011	0.6
India	2010	275.2
Pakistan	2008	138.5
Philippines	2010	293.0
Vietnam	2010	2.7

Source: Table III.A1.2 (in OECD, 2012)

Table 2 shows some flow data from OECD (2012) limited to migrants coming from selected Asian countries. The data reveal that over the years, many migrants have originated from the Philippines, India, Pakistan and Indonesia.

Foreign workers and remittances

The Central Department of Data and Statistics reported that expatriate workers in Saudi Arabia have numbered 8.43 million as of 2010 (Abdullah, 2011). Foreign workers of various skill levels are employed in different sectors (McDowall, 2011). Of the more than eight million foreign workers, around six million are in the private sector, mostly employed in manual, clerical and service-oriented jobs (DeAngelis, 2011; HRW, 2012).

By nationality, around 1.2 Bangladeshis are believed to be living and working in Saudi Arabia (G. Khan, 2011a). Filipino and Indonesian domestic workers in the kingdom are around 250,000 and 900,000, respectively (AFP, 2011). There are also around 700,000 migrant workers from Nepal, mostly employed in the sectors of agriculture and construction (G. Khan, 2011b).

Saudi Arabia has registered large outflows of remittances due to the large presence of migrant workers there. Remittance outflows from foreign workers in Saudi Arabia reached an estimated \$28.48 billion in 2011, up from \$27.07 billion in 2010 and \$26.47 billion in 2009 (World Bank, 2012).

Meanwhile, there has been growing alarm and concern among some citizens concerning the large presence of foreign workers in Saudi Arabia. To them, the increasing number of foreign workers would most likely lead to even more scarce economic resources and decreased job opportunities for locals, especially the youth (Al-Mazrouie, 2011). A report by the Arab Labor Organization has cited the increased foreign labor as one factor contributing to depleting resources and growing social problems due to differences in culture, language and religion. It has recommended creating more jobs for citizens and to prioritize them over foreign workers. In the GCC, foreign workers are estimated at over 11 million (Al-Mazrouie, 2011).

Problems of domestic workers

In June, an Indonesian domestic worker was executed by sword for killing her employer, claiming that she had been abused for years and had been prohibited from going home. Another Indonesian domestic worker was sentenced to death for killing her employer, whom she accused of having tried to rape her. Several other cases of abuse have been reported in the media, including a Sri Lankan domestic worker who had been physically abused with nails driven to parts of her body (Burke, 2011).

Runaway workers are common in Saudi Arabia, and they are usually domestic workers who say their employers have abused them. Some remain in situations of abuse, as they cannot leave the country without permission from their employers, who are also their sponsors under the controversial sponsorship system (Burke, 2011).

Often criticized is the country's *kafala* or sponsorship system, in which migrant domestic workers' employment and residency are tied to their employers and sponsors. This means the migrant worker requires a sponsor's permission to change employers or to leave

the country. The system puts migrant workers in a vulnerable position, as sometimes employers can use their authority to confiscate passports and to refuse payment of wages (HRW, 2012).

Executions of foreign workers

In 2011, eight Bangladeshi migrant workers were publicly executed in Saudi Arabia for killing an Egyptian in 2007. Rights groups have criticized the executions of migrants, saying that foreign workers often find it difficult to understand court proceedings and to secure legal representation. Public executions also reinforce suffering and trauma among the migrants' family members. According to Amnesty International, there have been several migrant workers who had been executed in recent years. It has urged Saudi Arabia to commute all death sentences and to impose a moratorium on executions (Ethirajan, 2011).

Trafficking in persons

Saudi Arabia is mainly a destination country for trafficked victims of forced labor and forced prostitution. Most of the victims come from the following countries: Bangladesh, India, Nepal, Pakistan, Sri Lanka, Indonesia, the Philippines, Ethiopia, Kenya and Sudan. Many of them arrive in Saudi Arabia expecting to be employed as domestic or low-skilled workers, but a number of them end up in situations of forced labor and are abused and exploited. Many of the women, including runaway workers, have been kidnapped and forced into prostitution. Children from Afghanistan, Chad, Nigeria, Pakistan, Sudan and Yemen have been brought by criminal groups into Saudi Arabia to beg and to work as street vendors (USDS, 2011).

In 2011, Saudi Arabia was placed under the Tier 3 category in the USDS *Trafficking in Persons Report* for the year. The report stated that the government was able to make its first conviction under the anti-trafficking law, to conduct surprise inspections in places where there may be trafficking victims and to train its authorities concerning anti-trafficking measures. However, the report said that there were no prosecutions or punishments made against offenders during the reported period, and there were no significant improvements in victim protection (USDS, 2011).

POLICIES

Saudization policy and the Nitaqat program

Addressing unemployment among its local workforce has become a key goal for the Saudi government. Unemployment has reached about 10.5 percent as of 2011 and is one of the reasons behind the government's Saudization policy, which aims to prioritize jobs for locals and reduce dependence on foreign labor (McDowall, 2012; DeAngelis, 2011).

One of the measures the Saudi government plans to implement in support of Saudization is a six-year residency cap on foreign workers (*The Economic Times*, 30 May 2011). Labor Minister Adil Fakieh in May said that the government will no longer renew the work permits of foreign workers who have lived and worked in the country for six years. The official did not mention when this will be enforced. Ministry of Labor spokesperson Hattab Al-Anazi clarified that the policy will only be implemented for foreigners who are employed in 'yellow category' companies (DeAngelis, 2011).

The government is also implementing a system in which companies are categorized according to the number of Saudis they employ, which will be used as basis for prohibiting the hiring of more foreign workers (McDowall, 2011). The Ministry of Labor also announced the implementation of the "Nitaqat" program, which assigns color labels (green, yellow and red) to companies based on the proportion of Saudi citizens employed in their total workforce. Red category companies are those with low Saudization, or have employed few citizens. These will be banned from renewing visas of their foreign workers. Green category companies will be allowed to hire foreign workers from yellow and red category companies. Yellow companies are those with a moderate hiring rate of Saudis, though they will still be put under review (DeAngelis, 2011). Red category companies will be given time to comply with the Saudization requirements, or else they will be prohibited from renewing the work permits of their foreign employees (Shaheen, 2011).

In September, the Ministry of Labor issued an order to the Ministry of Civil Service which ensures that foreign spouses of Saudi citizens will not be affected by the

government's Saudization program. The new rule dictates that foreign husbands and wives of Saudi citizens and their children will not be fired due to the Saudization program, according to the Saudi daily Al-hayat. However, the measure does not apply to separated foreign husbands or wives (*Emirates247.com*, 21 September 2011).

Cap on remittances

The government is considering a measure that will limit the amount of remittances foreign workers can send to their respective home countries. According to Saudi Arabia National Commercial Bank Chief Economist Jarmo Kotilaine, this could discourage foreigners from applying for work in Saudi Arabia (Flanagan, 2011). The proposed plan has been met with criticism and opposition from many foreign workers, who send large sums of remittances to their families back home (S. Khan, 2011). According to economists, this may be a difficult to implement since money can be transferred through various channels and methods, including informal ones (McDowall, 2011).

Amnesty for irregular foreign workers

In September 2010, the Saudi government announced a six-month amnesty period for irregular foreign workers in the kingdom, giving them a chance to leave without being punished. The amnesty covered those who arrived in Saudi Arabia and had overstayed their visas (or had stayed on expired visas) and who violated Passport Department rules and regulations (Fakkar, 2010).

Migrant workers were given from 25 September 2010 to 23 March 2011 to complete the amnesty process before leaving the country. Irregular migrants found staying in the kingdom after the grace period will be arrested and sanctioned; those who employ, shelter or transport overstaying migrants will also be fined and penalized (Fakkar, 2010).

Several embassies reported around 100,000-150,000 irregular migrant workers in Saudi Arabia who are not covered by the amnesty program, including "huroob" or runaway migrants. The embassies have requested the government to include these people in the amnesty program (G. Khan, 2011c).

Tapping other countries for foreign domestic workers

In July 2011, Saudi Arabia decided to stop hiring domestic workers from the Philippines as the latter has pushed for a minimum wage of \$400 a month for their workers. The government also stopped issuing work permits to domestic workers from Indonesia (AFP, 2011).

Indonesia also enforced a moratorium on the deployment of domestic workers to Saudi Arabia, following the execution of an Indonesian domestic worker. According to the Indonesian government, they were not informed about the execution. It has demanded that Saudi Arabia sign a deal concerning increased protection for migrant workers (AFP, 2011).

Saudi Arabia is now turning towards other countries for alternative sources of domestic workers. For instance, the government plans to hire 10,000 domestic workers from Bangladesh. Around 1.5 million Bangladeshis are living and working in Saudi Arabia (Agencies, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	22.5
Rate of natural increase (%)	2.2
Percent urban	54.0
Population per square kilometer	122
Population ages 0-14 (% of total)	37.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	-
GDP growth (annual %)	-
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	119- 0.632
Gender inequality index (rank - value)	86 - 0.474
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	2.21 M (49.0)
Top five origin countries:	
India	(639,143)
Occupied Palestinian Territory	(456,983)
Bangladesh	(244,236)
Pakistan	(213,714)
Egypt	(159,526)
Emigrant stock (Percent female)	582,236 (40.3)
Top five destination countries:	
Saudi Arabia	(112,174)
Jordan	(74,912)
US	(60,425)
Germany	(49,176)
UAE	(25,635)
Migrant remittance inflows (US\$)	2.08 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	14,117
Asylum-seekers by country/territory of asylum	1,830
Refugees by origin	19,900
Refugees by country/territory of asylum	755,445
International students (2010)	
Inbound international students	-
Outbound international students	12,651

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

The Syrian Arab Republic as of mid-2011 had an estimated population of 22.5 million, with an immigrant stock of 2.21 million and an emigrant stock of more than 580,000 as of mid-2010. Based on stock data, most immigrants in Syria came from India, the Occupied Palestinian Territory, Bangladesh, Pakistan and Egypt. Meanwhile, Syrian nationals have migrated to other Gulf countries such as Saudi Arabia, Jordan and the UAE, as well as the US and Germany.

Lack of accessible official data makes it difficult to determine actual migration flows to and from the country, including migrant workers. Few media reports cite estimates of Syrian workers abroad. One of the few available reports cites an estimate of around 300,000 Syrians working as seasonal laborers in Lebanon prior to the Arab Spring protests (IRIN, 2012).

The political unrest, protests and violence that ensued during the Arab Spring have become the center of attention concerning Syria, thus migration-related issues and trends have mostly focused on asylum-seekers, refugees and IDPs.

Asylum-seekers and refugees

Syria is a host country for Iraqi asylum-seekers and refugees, most of whom are still in need of assistance and continue to face limited resources and opportunities for employment (IOM, 2010). It has hosted around 1.5 million Iraqi refugees since the 2003 US-led invasion of Iraq. An estimated 442,000 Palestinian refugees are also residing in Syria, many of whom entered the country after the occupation of Palestinian lands by Israel, which began in 1948 (Minority Rights Group International, 2011). Other asylum-seekers and refugees come from Afghanistan, Somalia, Sudan and Yemen (UNHCR, 2012)

Many of these refugees are assisted by the UNHCR and other humanitarian agencies. According to the UNHCR's *Global Report 2011*, the government pledged to pursue the adoption of the national refugee law, which

as of the end of 2011 was still 'in progress.' Nevertheless, most of the refugees are said to have access to asylum. Immigration regulations recognize a minimum set of rights for refugees, from freedom of movement to temporary legal stay and access to education (UNHCR, 2012).

In the wake of mass protests, political unrest and violence in Syria beginning March 2011, many Iraqi refugees returned to Iraq, while over 20,000 Syrians sought refuge in nearby countries (Minority Rights Group International, 2011). Since April 2011, around 5,000 Syrians have fled to northern Lebanon. In October 2011, around 3,149 of them were registered with the UNHCR and the High Relief Commission and were living with host families (UNHCR, 2011a). The two Lebanon-based agencies provided humanitarian assistance to thousands of Syrian asylum-seekers. Most of the Syrians who crossed the border into Lebanon were women and children and were in need of food, shelter, and medical and psycho-social assistance (UNHCR, 2011b).

Internal displacement

Since the clashes between government forces and protesters in March 2011, more than 5,000 people have been killed (including bystanders and children) and more than 20,000 were arrested. Of those arrested, some were detained and tortured (HRW, 2012; IDMC, 2012a).

More than 156,000 people were internally displaced, forced to flee from their homes and from conflict areas. Many were able to return afterwards but had to deal with destroyed homes and properties. The IDPs generated by the Arab Spring added to the existing IDPs resulting from previous events. Among the latter are Kurds in the northeastern region (IDMC, 2012a). Constant drought also led to the internal displacement of around 40,000-60,000 families (IOM, 2010).

Trafficking in persons

Syria is mainly a destination country for women and child victims of forced labor and sex trafficking. Thousands of women from Ethiopia, the Philippines and Somalia have been brought into the country on promises of domestic work, but many end up in conditions

of forced labor, with their movements restricted and their passports confiscated. Contract substitution is also rampant. Women from Eastern Europe, on the other hand, often arrive in Syria for work in the entertainment industry but are later forced into prostitution. Daughters of Iraqi refugees are also vulnerable to these situations. Some are recruited for domestic work with the participation of their parents, while others are sold into marriage or prostitution. Some daughters have been abandoned or left to traffickers at the Iraq-Syria border. Many Syrians have been forced to work as low-skilled laborers in Kuwait and Qatar. Syria is used as a transit country by traffickers who bring in women and girls from Southeast Asia and Africa and are later transported to Europe and some Gulf countries (USDS, 2011).

Syria was placed in the Tier 2 Watch List of the USDS *Trafficking in Persons Report 2011*. According to the report, the government managed to engage in some anti-trafficking efforts, such as launching the Ministry of Interior's anti-trafficking directorate and the hosting of an international conference on human trafficking. However, the government did not increase investigations and punishments against traffickers, and awareness campaigns on human trafficking and training for law enforcement officials were lacking (USDS, 2011).

POLICIES

Citizenship granted to Kurds

In 2011, Syrian President Bashar al-Assad issued a decree granting citizenship to around 300,000 Kurds, who have remained stateless in the country for decades (*BBC News*, 7 April 2011; *The Telegraph*, 7 April 2011). As stateless people, Kurds in Syria were banned from taking on employment. They also could not migrate elsewhere because they do not have Syrian passports (*The Telegraph*, 7 April 2011).

In 1962, the government denied citizenship to some 120,000 ethnic Kurds, arguing that the decision is rooted in the 1945 influx of unauthorized migration

into the Hassake governorate from Turkey. The decision was also based on a controversial census which arbitrarily categorized ethnic Kurds either as aliens or unregistered (*The Telegraph*, 7 April 2011).

Kurds in the northeast region protested in April following the protests that began in March. They called for the right to freedom and citizenship and protested against discrimination (*BBC News*, 7 April 2011; *The Telegraph*, 7 April 2011). Kurdish leader Habib Ibrahim said that the Kurds will continue to call for civic rights and democracy (*BBC News*, 7 April 2011).

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UNITED ARAB EMIRATES

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	7.9
Rate of natural increase (%)	1.2
Percent urban	83.0
Population per square kilometer	94
Population ages 0-14 (% of total)	18.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	360.25 B
GDP growth (annual %)	4.9
GNI per capita, PPP (current international \$)	47,890
Human development index (rank - value)	30 -0.846
Gender inequality index (rank - value)	38 - 0.234
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	3.29 M (27.4)
Top five origin countries:	
India	(1.2 M)
Bangladesh	(458,591)
Pakistan	(401,280)
Egypt	(299,535)
Philippines	(200,760)
Emigrant stock (Percent female)	122,098 (50.0)
Top five destination countries:	
Kuwait	(24,065)
Syria	(20,356)
Oman	(18,955)
Qatar	(14,979)
Canada	(11,943)
Migrant remittance inflows (US\$)	-
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	12
Asylum-seekers by country/territory of asylum	45
Refugees by origin	486
Refugees by country/territory of asylum	677
International students (2010)	
Inbound international students	34,122
Outbound international students	8,485

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

The UAE's estimated population as of mid-2011 stood at 7.9 million (PRB, 2011), down from the 2009 (8.2 million) and 2010 (8.3 million) data reported by the National Bureau of Statistics, as shown in Table 1 (NBS, 2011). As of the mid-2010 total population, local residents or Emiratis accounted for only 11.5 percent while foreign residents or non-nationals comprised 88.5 percent. Among Emiratis, the share of men and women is about balanced while among non-nationals, there were significantly more men (5.68 million) than women (1.63 million). The same pattern holds true in 2009 (Table 1).

Between 2006 and 2010, UAE's population increased by 65 percent mostly because of the influx of foreign workers (AFP, 2011a; NBS, 2011; Salama, 2011). During the said period, the share of Emiratis declined from 15.4 percent in mid-2006 to 11.5 percent in mid-2010 (AFP, 2011a; Salama, 2011). Net migration dropped

TABLE 1
Population by Nationality and Sex

	National	Non-National	Total
Mid-2009			
Male	471,702	5,649,183	6,120,885
Female	461,679	1,617,432	2,079,111
Total	933,381	7,266,615	8,199,996
Mid-2010 estimates			
Male	479,109	5,682,711	6,161,820
Female	468,888	1,633,362	2,102,250
Total	947,997	7,316,073	8,264,070

Source: National Bureau of Statistics (2011)

from 1.8 million in 2008 to 57,793 in 2009, a trend linked to the global financial crisis, when many foreign workers were laid off and left the UAE (AFP, 2011a).

According to another source, UN DESA (2012), as of mid-2010, UAE's immigrant stock reached 3.29 million while the emigrant stock was at 122,098.

TABLE 2
Percentage Distribution of Employed (15 years and over) by Main Group Occupation according to Sex and Nationality Groups, 2009*

Main Group Occupation	Total	Sex		Nationality Groups	
		Male	Female	Nationals	Non-national
Legislators, Senior Officials and Managers	7.9	8.9	3.8	9.0	7.8
Professionals	15.9	15.6	17.4	14.9	16.1
Technicians and Associate Professionals	12.8	12.9	12.3	18.1	12.1
Clerks	7.5	6.1	13.2	14.4	6.6
Service Workers and Shop and Market Sales Workers	21.4	14.5	50.7	19.8	21.6
Skilled Agricultural and Fishery Workers	1.9	2.3	0.0	0.3	2.1
Craft and Related Trades Workers	9.1	11.2	0.3	0.8	10.1
Plant and Machine Operators and Assemblers	9.1	11.1	0.5	1.2	10.1
Elementary Occupations	12.1	14.6	1.6	1.8	13.3
Armed Forces	2.3	2.8	0.4	19.6	0.2
Total	100.0	100.0	100.0	100.0	100.0

Note: * - Labour Force Survey, 2009

Source : Table 20 (in National Bureau of Statistics, 2013)

Foreign workers

According to Labor Minister Saqr Ghobash, UAE had 3.8 million foreign workers as of 2010 (AFP, 2011b). Based on the Labor Force Survey of 2009, Table 2 shows that the primary occupations of foreign workers were in the following categories: service workers, shop and market sales workers (21.6 percent), professional workers (16.1 percent), and elementary occupations (13.3 percent). Except for three occupational groups (legislators, etc., technicians and associate professionals; and the armed forces), there were more non-nationals employed in the rest of the occupational groups. By economic activity, data in Table 3 show that the top three sectors where foreign workers were employed in were: trade and repair services (17 percent), domestic services (14.6 percent), and construction and maintenance (13.7 percent).

The UAE faces challenges in the promotion of the protection and welfare of migrant workers. Many of them are vulnerable to labor abuses, exploitative illegal recruitment agencies, and smuggling and trafficking activities. The sponsorship system presents many disadvantages to migrant workers. Under this arrangement, a migrant worker is bound to his or her sponsor and cannot leave or change jobs without the sponsor's permission. This has rendered many migrants vulnerable and more exposed to situations of abuse, unsatisfactory living and work conditions, withholding of one's passport, and nonpayment of wages (HRW, 2012).

In 2011, there were several migrant worker protests and strikes calling for better wages, on-time payment of salaries and pay for overtime work. From January to March 2011 alone, around 34 worker protests in the UAE were reported, fewer compared to the same period the previous year (HRW, 2012).

TABLE 3
Percentage Distribution (15 years and Over of Employed by Economic Activity
according to Nationality Groups), 2009

Economic Activity	Total	Nationality Groups	
		Nationals	Non-National
Agriculture, Hunting, Forestry & Fishing	3.8	0.6	4.2
Mining & Quarrying	2.0	3.0	1.9
Manufacturing	7.7	1.7	8.5
Electricity, Gas & Water	1.1	1.7	1.0
Construction & Maint.	12.3	1.0	13.7
Trade, Repair Services	15.4	1.9	17.0
Hotels & Restaurants	4.0	0.0	4.5
Transport Storage & Comm.	8.2	5.9	8.5
Financial Intermediation	3.2	4.6	3.1
Real Estate, Renting & Business Services	6.9	3.8	7.3
General Administration, Defense & Social Security	12.7	61.0	6.7
Education	4.3	8.7	3.7
Health & Social Work	2.5	2.9	2.5
Other Social & Personal Services	2.7	2.2	2.7
Domestic Services	13.1	0.8	14.6
Extra-Territorial Organizations & Bodies	0.1	0.1	0.1
Total	100.0	100.0	100.0

Note: * - Labour Force Survey 2009

Source: Table 21 (in National Bureau of Statistics, 2013)

Suicide has raised concerns regarding the conditions of migrants in the UAE. A number of migrants, especially foreign domestic workers, have committed suicide for different reasons. From January to September 2011, a total of 35 suicides and 37 attempted suicides were reported by the Dubai Police Department. According to Deputy Director of the Department of Detectives and Criminal Investigation Col. Jamal Al Jallaf, South Asians accounted for 90 percent of all suicide cases during this period. Around 74 percent were Indians, while 7.8 percent and 5.6 percent were Bangladeshis and Pakistanis, respectively. Most of the suicide cases were attributed to various problems experienced by foreign workers, including emotional and psychological problems, death of children or other family members, and financial trouble, among others (*Emirates247.com*, 24 October 2011).

Irregular migration

From January to September, the Immigration Department had arrested around 8,339 unauthorized migrants, including 6,068 men and 2,271 women (Shaaban, 2011a). In December, two raids had resulted in the arrest of around 220 unauthorized migrants (Shaaban, 2011b).

Another major issue points to runaway workers and other violations committed by migrants. Dubai Police say that in 2010, there were 661 reported cases of domestic workers who either escaped or ran away from their sponsors or committed crimes such as theft. Most were Asian and African domestic workers. The most common violation is that of an employee working for someone else other than the sponsor (305 cases), while other cases involved overstaying, theft, invasion of privacy and sexual harassment. Many of the runaway workers usually do not have enough knowledge of UAE laws (Hosn, 2011).

Trafficking in persons

The UAE is primarily a destination country for victims of trafficking, especially those in forced labor and in prostitution. Most come from South and Southeast Asia. Men from India, Sri Lanka, Bangladesh and Pakistan come to the UAE to work in construction, but experience forced labor during their employment.

Women who arrive in the UAE for employment (as domestic workers, hotel cleaners, receptionists and secretaries) sometimes end up in conditions of forced labor. Their passports are withheld and their movements are restricted, while some also experience physical and sexual abuse. There are also many migrant workers who report not being paid wages. Women from Central Asia, Eastern Europe, Southeast Asia and other countries are also trafficked to the UAE for forced prostitution (USDS, 2011). In its 2010-2011 annual report, the National Committee to Combat Human Trafficking stated that a total of 58 trafficking cases were recorded in 2010, higher compared to 43 in 2009 and 20 in 2008 (Ahmad, 2011).

The UAE was placed under the Tier 2 category in the USDS *Trafficking in Persons Report 2011*. The government was able to create a court that would specifically deal with human trafficking cases in Dubai, and continued to prosecute and punish trafficking offenders. Two new shelters for trafficked victims were also established. However, the report notes that even though the government acknowledges forced labor as a problem, there were no significant initiatives to address this problem. There is also a lack of efficient procedures for identifying and protecting victims of labor trafficking, many of whom are migrant workers, including domestic workers (USDS, 2011).

POLICIES

ID card registration

In 2010, the Emirates Identity Authority (EIDA) required foreign residents to register for ID cards before they can proceed to visa renewal. The ID card registration will be linked to the issuance or renewal of residence visas. Several centers have been established in the UAE to facilitate the registration process, which has carried over to 2011. Nationals and foreigners who do not register will be fined and penalized (Dajani, 2011; *GMA Network*, 19 August 2011).

The EIDA initially set the deadline for ID card registration on 31 December 2010, but announced that it will extend the registration period for Emiratis until 30 June 2011. It did not mention extending the deadline for

foreigners (*GMA Network*, 19 August 2011). In September, the Emirates Identity Authority announced that late charges and fines will be imposed on Emiratis who fail to register or renew ID cards by 31 October. Expatriates who failed to register will face a different set of penalties beginning 1 December. Meanwhile, nationals and expatriates aged below 15 are exempted from these fines until October 2012 (Hoath, 2011).

Labor card validity period and residence visa rule

The government in 2011 announced several changes in labor rules and regulations for foreign workers, some of which are summarized below:

- The government introduced a two-year residence visa period for private sector employees. Foreign workers in the private sector who will be issued a labor card will get a two-year visa, since the labor card's validity period has been reduced from three to two years. Foreigners employed in other sectors (such as the government, semi-government companies, non-government organizations) will still be issued three-year visas. Family members will also have the same visa term as their sponsor (Al Jandaly, 2011a). Private sector owners and managers have complained against the new regulation, as it will require them to renew their employees' visas every two years, as well as the visas of sponsored family members (Al Jandaly, 2011b).
- The Ministry of Labour announced that foreign spouses of Emiratis can work without having to apply for a permit. Based on new laws, foreign residents will just have to secure written permission from the husband or wife for employment. This would make the husband or wife the sponsor. The rule is expected to take effect in January 2012 (Holdsworth, 2011).
- The retirement age for foreign workers was extended from 60 to 65 years old, while teenagers aged 15 to 18 are now permitted to have part-time jobs. The Ministry of Labour also said that skilled foreign workers will no longer be required to obtain permission (certificate of no-objection) from past employers before securing a new job (Holdsworth, 2011).

Ordinance governing recruitment agencies

According to a new ordinance by the Ministry of Labour, only nationals should run private employment agencies. It also stated that for a license application to be approved, the partner and signatory in the agency should also be Emirati (Al Sadafy, 2011). Those violating the law will be prosecuted and punished (Al Jandaly, 2011b).

The ordinance also outlines mechanisms and rules that aim to curb recruitment malpractices, to regulate the hiring of contractual workers, and to ensure transparency in all recruitment processes. An agency will not be allowed to import workers without a license, and employees of an agency will not be allowed to work for other agencies. The ordinance also requires that workers must be allowed to read the original employment contract. The employment agency is also responsible for returning workers to their countries of origin (Al Sadafy, 2011).

More skilled workers will be hired

Labour Minister Saqr Gobash said the ministry is now focusing on drawing more highly skilled migrant workers into the UAE as the country shifts into a knowledge-based economy (Emirates News Agency, 2011). The government also aims to reduce the number of unskilled workers and to create more jobs for locals (AFP, 2011b).

In May, the Cabinet approved a resolution that aims to reduce the hiring of unskilled workers and to focus on employing skilled workers into the country. The government is also pursuing the plan to achieve population balance to benefit UAE's citizens (*Gulf News*, 9 May 2011).

In a session, the Cabinet asked relevant offices to draft economic plans and to review the status of the country's workforce to work out a strategy for achieving a balanced growth based on a skilled workforce and advanced technology. It also approved the creation of a Productivity Improvement Fund which will provide support for skills training for private sector workers (*Gulf News*, 9 May 2011).

The Cabinet also instructed labor market offices to set minimum qualification criteria for some jobs, especially in the construction sector, which is known to hire many unskilled foreign workers. The Federal Demographics Council was also tasked to set an annual limit of the number of employees in some occupations, especially those that can be substituted by modern technologies (*Gulf News*, 9 May 2011).

UAE-India MOU on foreign workers

In September, UAE and India signed an agreement on the protection of Indian migrant workers in the emirate. The MOU revises a 2006 agreement between the two countries and includes several new provisions, including tighter procedures in hiring Indians in the emirate and establishing responsibilities for both employer and employee (e.g., ensuring conditions in employment contract are fulfilled) to ensure that migrant workers are protected. A web-attestation program will also be used to manage the submission of job contracts to both governments, to prevent unnecessary changes or possible contract substitution without the consent of the worker. According to the UAE Labour Ministry, this would help ensure that the contract between employer and employee will be determined and reviewed by the Indian government before a worker is deployed to the UAE (PTI, 2011).

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COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	23.8
Rate of natural increase (%)	3.1
Percent urban	29.0
Population per square kilometer	45
Population ages 0-14 (% of total)	45.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	33.76 B
GDP growth (annual %)	-10.5
GNI per capita, PPP (current international \$)	2,170
Human development index (rank - value)	154 - 0.462
Gender inequality index (rank - value)	146 - 0.769
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	517,926 (38.3)
Top five origin countries:	
Somalia	(195,010)
Sudan	(76,664)
Egypt	(35,281)
Iraq	(20,330)
Occupied Palestinian Territory	(10,538)
Emigrant stock (Percent female)	728,466 (37.1)
Top five destination countries:	
Saudi Arabia	(370,897)
UAE	(84,762)
Kuwait	(53,366)
Israel	(47,112)
Syria	(45,412)
Migrant remittance inflows (US\$)	1.4 B
Internally Displaced Persons (IDPs)	347,295
Asylum-seekers by origin	1,114
Asylum-seekers by country/territory of asylum	5,878
Refugees by origin	2,322
Refugees by country/territory of asylum	214,740
International students (2010)	
Inbound international students	-
Outbound international students	5,959

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Yemen's total population as of mid-2011 stood at 23.83 million, higher compared to 23.15 in mid-2010, according to government estimates (Table 1, in Central Statistical Organisation-Yemen, 2012). Most Yemenis reside in the rural areas (71 percent). Yemen has a young population, with 45 percent in the age group 0-14.

As of mid-2010, the emigrant stock from Yemen stood at over 728,000 compared to the immigrant stock of over 517,000. For both stocks, the proportion of women was just above 30 percent (UN DESA, 2012).

As a destination country, Yemen receives large numbers of refugees and asylum seekers from the Horn of Africa, especially from Somalia, Ethiopia and Eritrea. Other migrants also come from Sudan, Egypt, Iraq and the Occupied Palestinian Territory. It is also a transit country for migrants looking for better opportunities in Saudi Arabia (RMMS, n.d.).

Meanwhile, Yemeni nationals have mostly migrated to the Middle East, particularly to Saudi Arabia, the UAE, Kuwait, Israel and Syria. Emigration from Yemen is largely labor migration while inflows into the country are mixed, consisting of asylum-seekers, refugees and economic migrants.

Migration flows to and from Yemen are shaped by its geographical position: it stands between the Horn of Africa and the Gulf States, and has Saudi Arabia and Oman as neighboring countries. Its extended coastline has also become an entry point for thousands of migrants arriving by boat. Yemen's geography also makes it a common destination and transit point for people smuggling and trafficking activities (UNDP-Yemen, 2012).

In 2011, mixed migration arrivals reached more than 100,000, higher compared to an estimated 53,000 in 2010. Around 70 percent of new arrivals were from Ethiopia, and 30 percent from Somalia. In the past years, more Somali migrants arrived in Yemen compared to Ethiopians. Most migrants from Ethiopia and

TABLE 1
Number of Arab and Foreign Workers Having Work Permits from the Ministry of Social Affairs and Labour in Its Governorate Offices and Other Entities by Sex: 2009 – 2011

Newly Arriving Workers, Total			
	2009	2010	2011
Total	7,061	6,467	3,249
Male	5,404	4,496	1,625
Female	1,583	1,971	1,624
Workers, Total			
Total	18,719	16,922	12,012
Male	14,352	12,185	7,807
Female	4,367	4,737	4,205

Source: Ministry of Social Affairs and Labour (Central Statistical Organisation - Yemen, 2012)

Somalia leave their home countries due to poverty and unemployment, droughts, insecurity and fear of persecution and war. Many Ethiopians in Yemen fled their home country because of political persecution (RMMS, n.d.).

Yemen was also affected by the Arab Spring which began in March 2011. Despite the internal conflict, inflows of migrants continued. The unrest contributed to the unauthorized migration of many Yemenis to Saudi Arabia (RMMS, n.d.).

Available data on foreign workers and migrants in Yemen are presented in Tables 1 and 2. In Table 1, data show that new arrivals of Arab and foreign workers have decreased over the years. In 2011, the number of newly arriving workers was 3,249, lower compared to 6,467 in 2010 and 7,061 in 2009. The total number of Arab and foreign workers in Yemen has also declined, from 18,719 in 2009 to 16,922 in 2010 to 12,012 in 2011. Overall, there were more male migrant workers compared to female migrant workers.

By occupation, most migrant workers are recruited for managerial positions in general administration and

TABLE 2
Number of Arab and Foreign Workers Having Official Work Permits from the Ministry of Social Affairs and Labour in Its Governorate Offices and Other Entities by Main Occupation: 2009-2011

	2009	2010	2011
Directors in the general administration and business management	2,159	3,417	2,856
Specialists in the scientific, arts & human fields	3,556	4,152	3,596
Technicians in scientific, arts & human fields	2,534	2,856	2,045
Clerks	297	524	458
Sales and services	874	975	686
Craftsmen	1,031	638	402
Agriculture, poultry and hunting	115	29	16
Basic and assisting and Engineering occupations	5,543	2,907	1,086
Simple occupations	2,610	1,424	867
Total	18,719	16,922	12,012

Source: Ministry of Social Affairs and Labour (Central Statistical Organisation-Yemen, 2012)

business, as foreign specialists and technicians, and for basic occupations. The rest are distributed across the different occupations (Table 2).

Political unrest in Yemen has affected citizens and migrant workers alike. Especially vulnerable were female migrant workers, such as domestic workers and cleaners, who became jobless after their employers left the country or returned to their communities or villages of origin away from the capital (IRIN, 2011).

Asylum-seekers and refugees

Boat arrivals continued in 2011, with most of the asylum-seekers and migrants claiming economic and political reasons. Most reached Yemen via smuggled boats, risking the dangers of travelling by sea. A total of 103,154 asylum-seeker and refugee arrivals were recorded in Yemen by the end of the year, more than twice the 53,382 arrivals in 2010. Of the total, 75,651 came from Ethiopia while 27,350 came from Somalia. Around 131 either died or went missing (UNHCR, 2013, 2011).

According to UNHCR spokesperson Melissa Fleming, Ethiopians are now the largest group of migrants cross-

ing the Gulf of Aden and the Red Sea. There are more of them arriving in Yemen as well, surpassing Somalis, who used to account for majority of arrivals (UNHCR, 2011).

Data on asylum-seekers and refugees vary, depending on the source. UNHCR data show that as of mid-2011, there were 214,740 recognized refugees in the country and some 5,828 asylum-seekers with pending applications. Another report says that the UNHCR has put the estimate at more than 170,000. Meanwhile, the Yemeni government estimates around 700,000 to one million refugees. Most come from Somalia, followed by Iraqis, Ethiopians, Eritreans and Palestinians (*Yemen Post*, 14 January 2011). Yemen has ratified the 1951 Convention on the Status of Refugees and has been cooperating with the UNHCR, which handles asylum application procedures (UNDP-Yemen, 2012)

Refugee committee meeting cements ties

In January 2011, the Refugee Committees of Yemen convened for the first time to foster stronger links between various refugee communities and committees in the country. In a two-day meeting in Sana'a, leaders of Somali, Ethiopian, Eritrean and Iraqi committees as

well as a representative from the Palestinian refugee community discussed views on their roles and responsibilities and exchanged ideas on addressing issues refugees face, such as education, health, protection and sources of livelihood (*Yemen Post*, 14 January 2011).

In a joint statement, the committees supported a government initiative to issue ID cards to Somali refugees and expressed the hope that this would also be done for non-Somali refugees. The UNHCR in Yemen said the event signifies the first time refugee committees gathered to coordinate activities and share ideas (*Yemen Post*, 14 January 2011).

Internal displacement

At least 175,000 new displacements were reported in Yemen throughout the year, mainly due to fighting between government forces and militant and tribal groups as political protests spread throughout the country during the Arab Spring. New IDPs were reported in northern, central and southern Yemen. There were also IDPs from previous events (such as the armed conflict between the government and the Al-Houthi movement which began in 2004), and many of them - around 340,000 - remained in protracted displacement. By the end of 2011, there were a total of 463,500 IDPs in Yemen (IDMC, 2012a).

IDPs in Yemen struggle with limited access to food, water, sanitation and other basic resources. Some of them have either competed with host communities for basic needs, while others joined them in rented houses and shelters. Due to damage to homes and infrastructure, as well as ongoing violence, many are unable to return to their areas of origin. The government has also limited resources to carry out humanitarian efforts for IDPs. Meanwhile, international agencies continue to provide assistance (IDMC, 2012a).

Trafficking in persons

Yemen is a source country of forced labor and sex trafficking victims, including children. Hundreds of Yemeni children have migrated to the cities and across the border to Oman or Saudi Arabia, many of them unaccompanied and vulnerable to organized crime and trafficking groups (UNDP-Yemen, 2012; USDS, 2011). They

have been forced to beg and to work in domestic service and small shops, while others have been forced into prostitution. Chattel slavery continues, victimizing around 300 to 500 men, women and children. Young Yemeni women have been trafficked within the country and in Saudi Arabia for either forced marriages or for commercial sex. Children have been recruited for the government's armed forces and even tribal militias, despite a law that prohibits this practice (USDS, 2011).

The country is also a destination and transit point for trafficked Ethiopian women and children, including those who voluntarily migrate looking for legal employment. Upon reaching Yemen, however, many of them are forced to work in domestic service or pushed into sex trafficking. Somali pirates have also been involved in forced labor and prostitution in Yemen, victimizing African migrants (USDS, 2011).

In 2011, Yemen was ranked Tier 3 in the USDS *Trafficking in Persons Report*. Different forms of trafficking are still rampant in Yemen, from the selling of children to chattel slavery and situations of forced labor. Lack of data has also made it difficult to assess the trafficking situation in the country. The report generally assessed that the government did not accomplish enough anti-trafficking initiatives during the reporting period, though it recognizes that the country acceded to the 2000 UN trafficking protocol in 2010 and had convicted and prosecuted traffickers (USDS, 2011). Though anti-trafficking provisions are found in the country's Penal Code and Child Rights Act, debt bondage, forced labor and prostitution are not included in prohibitions (RMMS, n.d.).

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OCEANIA

AUSTRALIA

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	22.7
Rate of natural increase (%)	0.7
Percent urban	82.0
Population per square kilometer	3
Population ages 0-14 (% of total)	19.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	1.38 T
GDP growth (annual %)	1.9
GNI per capita, PPP (current international \$)	38,110
Human development index (rank - value)	2 - 0.929
Gender inequality index (rank - value)	18 - 0.136
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	4.71 M (51.4)
Top five origin countries:	
UK	(1.10 M)
New Zealand	(412,916)
China	(244,867)
Italy	(211,114)
Vietnam	(169,475)
Emigrant stock (Percent female)	474,720 (52.1)
Top five destination countries:	
UK	(106,382)
New Zealand	(95,086)
US	(93,191)
Canada	(24,444)
Germany	(15,079)
Migrant remittance inflows (US\$)	1.6 B
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	8
Asylum-seekers by country/territory of asylum	5,242
Refugees by origin	39
Refugees by country/territory of asylum	23,434
International students (2010)	
Inbound international students	271,231
Outbound international students	10,330

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

Australia's estimated population as of mid-2011 was 22.7 million, with an immigrant stock of 4.71 million and an emigrant stock of 474,720. International migration is a significant factor behind population changes in the country. The government estimates that around half of the national population was either a child of a migrant or was born abroad (Department of Immigration and Citizenship, n.d.).

The Department of Immigration and Citizenship (n.d.) reports that as of June 2010, there were an estimated 5.99 million foreign-born residents in Australia. The largest groups came from the UK (1.19 million), New Zealand (544,170) and China (379,780) (see Table 1).

A traditional settlement country, Australia also receives temporary migrants. According to UN DESA (2012), the top source countries of Australia's immigrant stock as of 2010 are the UK, New Zealand, China, Italy and Vietnam. Meanwhile, Australians are also migrating to other countries, mainly to the UK, New Zealand, the US, Canada and Germany (UN DESA, 2012).

International migration to Australia in 2010-2011 resulted in a permanent addition of 170,300 persons to the population. For the sixth consecutive year, net migration exceeded natural increase (which was at 150,500 during the period). The largest group came from China, representing 13.8 percent of the total number of new additions, followed by New Zealand (12.1 percent) and India (10.3 percent). Meanwhile, those coming from the UK and South Africa had declined compared to 2009-2010 figures (Department of Immigration and Citizenship, n.d.).

Meanwhile, there were around 83,600 Australian citizens who left the country and had stayed abroad for at least 12 months. Of the total, around a third were foreign-born. The number is five percent lower compared to 2009-2010 (Department of Immigration and Citizenship, n.d.).

TABLE 1
Birthplaces of Estimated Resident Population (Migrants), as of 30 June 2010

Country of Birth	Estimated Resident Population
United Kingdom	1,192,880
New Zealand	544,170
China	379,780
India	340,600
Italy	216,300
Other countries	3,320,380
Total	5,994,110

Source: ABS Migration, Australia (3412.0), cited in Department of Immigration and Citizenship, n.d.

In 2010-2011, there were a total of 168,685 places that went to permanent residents through the Migration Program. Of the total, 113,725 places were granted to Skill Stream migrants, and 54,543 places went to Family Stream migrants. Australia has planned 185,000 places for migrants under the program in 2011-2012, higher by 9.7 percent compared to 2010-2011 (Department of Immigration and Citizenship, n.d.).

Temporary resident visas were also issued to migrants coming to Australia for various purposes. Visas issued to overseas students numbered over 250,000, while skilled temporary residents and skilled graduates totaled over 90,000 and 21,000, respectively (Department of Immigration and Citizenship, n.d.) (see Table 2).

A total of 95,284 individuals were granted Australian citizenship, lower by 20.5 percent compared to 2009-2010. Most of the new Australian citizens came from the UK (19,101), India (12,948) and China (8,898).

Asylum-seekers and refugees

Australia is a major destination of asylum-seekers, many of whom go through informal channels just to

TABLE 2
Visitor and Temporary Resident Visas Issued,
2010-2011

Category	Grants ('000)
Visitors	3,518.6
Working Holiday Makers	192.9
Overseas Students	250.4
Skilled Temporary Residents	90.6
Skilled Graduate	21.6
Other Temporary Visas	35.6
Total	4,109.7

Source: Immigration Management Information Reporting System, cited in Department of Immigration and Citizenship, n.d.

reach Australia. Asylum-seekers from Afghanistan, Iran, Iraq and Sri Lanka have risked their lives trying to reach Australia via dangerous boat rides (AP, 2011). In 2010-2011, boat arrivals who were screened for refugee status determination numbered 5,175, significantly higher from 690 in 2008-2009 (Department of Immigration and Citizenship, n.d.).

From January to mid-March 2011 alone, a total of 488 asylum-seekers arrived by boat. Of the total, 73 or 15 percent were Afghans, while 275 or 56 percent were Iranians. There has been a decline in the number of boat arrivals from Afghanistan, which was attributed to a six-month ban on the processing of Afghan asylum claims enforced in April 2010 and a decline in the approval rate of Afghan asylum-seekers' applications from 96 to 50 percent. Meanwhile, Iranian boat migrants have increased recently (Neighbour, 2011).

Upon reaching Australia, many of these asylum-seekers are brought to detention centers while waiting for the results of their refugee applications. As of February, an estimated 6,200 asylum-seekers were housed at several detention centers in the country. A number of these centers are already overcrowded (Wright, 2011).

Australia is one of the major resettlement countries for refugees, aside from Canada and the US. In 2011, it admitted a total of 9,200 refugees for resettlement in the country (UNHCR, 2012). The government has also begun to assist the resettlement of around 4,000 Burmese refugees from Malaysia (DPA, 2011).

Trafficking in persons

Australia is a destination of victims of labor and sex trafficking. Men and women have been trafficked and subjected to forced labor, while children and young teenage girls are often trafficked for sex. Many women victims of forced prostitution come from Thailand, Malaysia, South Korea, and China, as well as India, Vietnam, Africa and countries in Eastern Europe. Some Asian women have been brought into the country on student visas, and are later made to work in brothels. Many victims of sex trafficking have suffered from physical and sexual violence, and are forced to pay unexpected debts. Many migrants from the China, South Korea, India, the Pacific Islands and the Philippines have experienced conditions of forced labor, especially those in agriculture, construction, cleaning, manufacturing, domestic work and other sectors (USDS, 2011).

In 2011, Australia retained its Tier 1 ranking in the USDS's *Trafficking in Persons Report 2011*. The government was able to prosecute and convict five traffickers, report several suspected victims and provide them with assistance, and pursue a support program and permanent witness protection for them. Research on trafficking was likewise developed, with the government publishing several papers on trafficking and forced marriage in Australia. The government has also coordinated with NGOs to evaluate anti-trafficking activities (USDS, 2011).

POLICIES

Focus on skilled migrants

In 2010-2011, Australia focused on bringing in skilled migrant workers. The government improved its selection process for skilled migrants by implementing a new

points test and allocating 16,000 places for skilled foreign workers in 2012 (Australian Visa Bureau, 2011). Australia has announced a multicultural policy that “recognizes the social and economic benefits of cultural diversity” (Department of Immigration and Citizenship, n.d.).

As of September 2011, there were 73,500 skilled foreign workers in Australia employed in the construction, health, hospitality, IT and mining sectors (Bita, 2011). The government’s decision to bring in semi-skilled workers is expected to boost the country’s foreign worker population. The government plans to include infrastructure and mining firms to participate in a fast-track system that would bring in foreigners who were not granted visas to work in Australia before (Bita, 2011). Under the Enterprise Migration Agreements, employers will be allowed to hire semi-skilled foreign workers for infrastructure and resource projects, so long as it is evident the labor needs cannot be met by the local labor market. Companies will be allowed to recruit as many skilled workers as they want, but there will be a cap for the hiring of unskilled workers (Bita, 2011).

Draft law on swap deal with Malaysia withdrawn

In October, the Australian government withdrew a draft law regarding a swap deal with Malaysia, in which 800 boat people will be exchanged for 4,000 UN-recognized refugees. The deal, which also aims to discourage boat arrivals of Middle Eastern asylum-seekers, was announced on 7 April and was signed on 25 July (DPA, 2011).

However, in August the High Court ruled that this planned deportation through a swap deal was illegal (AP, 2011). The government later dropped the draft legislation as it failed to ensure enough votes to block the High Court’s ruling rejecting the proposed deportations (DPA, 2011). Prime Minister Julia Gillard reportedly withdrew the draft law (AP, 2011).

Protests against asylum claim process

In January, some 150 Afghan asylum-seekers at the Curtin Detention Centre protested against immigration authorities for long delays in the processing of their

asylum claims, with some going on a hunger strike. Many of them became even more desperate after the Federal Government announced that it would sign an agreement that allows the repatriation of rejected asylum-seekers to Afghanistan (ABC News, 19 January 2011). Several incidents of self-harm and suicide attempts committed by frustrated asylum-seekers in immigration detention centers were also reported (Taylor, 2011).

In March, the federal police had to take over an overcrowded detention center in Christmas Island due to mounting unrest and violence there (Elks, 2011). Hunger strikes and suicide attempts have been reported at Villawood Center in New South Wales. There were also reported protests in Darwin (Skelton, 2011).

Immigration authorities said they are doing their best to process asylum claims as fast as possible, adding that they understand the concerns of protesting detainees. However, they also said that there are several necessary steps that inevitably delay processing, such as health and security checks (ABC News, 19 January 2011).

Addressing conditions in detention centers

As of early 2011, around 6,000 asylum-seekers were being held at several detention centers in Australia while they await their refugee applications to be processed (Skelton, 2011).

Overcrowded detention centers have prompted the government to release around 100 asylum-seeker detainees every month. Immigration and Citizenship Minister Chris Bowen said the selection of asylum-seekers to be released would be based on the duration of the asylum-seekers’ detention, their behavior during this period and the availability of family and friends who would be able and willing to host them (AP, 2011).

The Australian Human Rights Commission said this approach is a more humane way of treating asylum-seekers. Other rights groups have also lauded the plan. The Refugee Council of Australia views the move as a step forward in improving the treatment towards refugees (AP, 2011).

In 2011, overcrowding and limited resources in detention centers became major challenges for the government in terms of managing refugee migration to Australia. There were also a number of incidents of unrest reported in some detention centers, mainly attributed to the frustration of asylum-seekers concerning their application status and the processing of their claims (see above).

In early 2011, the Commonwealth Ombudsman released a report based on staff inspections on immigration and detention processes in Christmas Island and found worsening conditions, especially overcrowding and severely limited resources. It pointed out long delays in application processes and security checks, as well as issues regarding the mental health of many detainees. There was also a lack of interpreters and services for psycho-social support (Skelton, 2011; Vasek and Taylor, 2011). Terrible conditions at detention centers could exacerbate anxiety and depression, which in turn could push asylum-seekers to commit self-harm or suicide (Skelton, 2011). As of February, there were over 2,500-2,600 detainees at the Christmas Island center (Vasek and Taylor, 2011).

Other facilities are also overcrowded due to the continuous influx of asylum-seekers. In Curtin, there were around 1,144 asylum-seekers detained in the facility as of February 2011, surpassing the center's actual capacity of 600 people (Vasek and Taylor, 2011). Scherger Detention Centre in Cape York is likewise reportedly overcrowded as it is housing an excess of 200 asylum-seekers. The center was built for 300 single, adult, male asylum-seekers, but as of 2011, it was providing shelter for about 510 asylum-seekers (Elks, 2011).

The Immigration Department is planning to transfer many asylum-seekers to other centers in Darwin and Northam (Vasek and Taylor, 2011). Immigration Minister Chris Bowen also announced that a total of 268 vulnerable and mostly unaccompanied child detainees have been cleared for relocation to a community-based shelter. The next focus will be the relocation of vulnerable families, such as those with young children, single parents or pregnant women (AAP, 2011).

Meanwhile, in early 2011, the government decided to allocate \$480 million to improve border control and

customs processes. Over \$190 million will be set aside for two new detention facilities (Wright, 2011).

Repatriation of Afghan asylum-seekers

In January, the Australian government signed an MOU with Afghanistan and the UNHCR on the repatriation of Afghan asylum-seekers whose refugee applications were unsuccessful. The new agreement includes involuntary returns of Afghan asylum-seekers who failed to obtain refugee status (Skelton, 2011). Minister for Immigration and Citizenship Chris Bowen signed the agreement with the Afghan Minister for Refugees and Repatriation Dr. Jamaher Anwary and UNHCR Regional Representative Richard Towle (Minister for Immigration and Citizenship, 2011).

The MOU covers humanitarian Afghan migration, capacity-building of Afghan government ministries, and assistance for the sustainable return of Afghans whose asylum applications were not accepted by the Australian government (Minister for Immigration and Citizenship, 2011).

Australia has agreed to help Afghanistan in upgrading its passport system to meet international standards. Funding will be provided to support reintegration services for Afghans who voluntarily return to their home country. Some of these services include skills training and incentives for setting up businesses (Minister for Immigration and Citizenship, 2011).

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NEW ZEALAND

COUNTRY PROFILE

POPULATION INDICATORS	2011
Population (mid-2011, millions)	4.4
Rate of natural increase (%)	0.8
Percent urban	86.0
Population per square kilometer	16
Population ages 0-14 (% of total)	20.0
SOCIO-ECONOMIC INDICATORS	2011
GDP (current US\$)	159.71 B
GDP growth (annual %)	1.0
GNI per capita, PPP (current international \$)	-
Human development index (rank - value)	5 - 0.908
Gender inequality index (rank - value)	32 - 0.195
MIGRATION INDICATORS	2011
International migrant stock (mid-2010)	
Immigrant stock (Percent female)	962,072 (52.4)
Top five origin countries:	
China	(118,591)
Australia	(95,086)
Samoa	(76,891)
India	(65,801)
South Africa	(63,269)
Emigrant stock (Percent female)	587,348 (50.3)
Top five destination countries:	
Australia	(412,916)
UK	(69,632)
US	(30,586)
Brunei Darussalam	(18,222)
Canada	(11,910)
Migrant remittance inflows (US\$)	875 M
Internally Displaced Persons (IDPs)	-
Asylum-seekers by origin	10
Asylum-seekers by country/territory of asylum	240
Refugees by origin	18
Refugees by country/territory of asylum	1,934
International students (2010)	
Inbound international students	37,878
Outbound international students	4,694

Sources: PRB (2011), UIS (2012), UN DESA (2012), UNHCR (2012), UNDP (2011), World Bank (2012, n.d.)

ISSUES AND TRENDS

Migration and population trends

New Zealand's total population as of December 2011 was 4.41 million (Statistics New Zealand, 2012a; PRB, 2011). Population trends in New Zealand are strongly influenced by migration trends. Arrivals of temporary labor migrants, students and new permanent residents as well as departures of New Zealanders contribute to demographic changes in the country (Department of Labour, 2011).

Immigration and emigration data from Statistics New Zealand are presented according to permanent and long-term (PLT) arrivals and departures. PLT arrivals refer to people from abroad who come to New Zealand for 12 months or more, including those intending to stay permanently. Also included are New Zealand citizens who return to the country after residing abroad for 12 months or more. PLT departures, on the other hand, refer to New Zealanders who are leaving the country for 12 months or more, or permanently. They also refer to people who have stayed in New Zealand for 12 months or more, and are leaving the country (Statistics New Zealand, 2012b).¹

As Table 1 shows, there are nearly 84,200 PLT arrivals recorded in 2011, higher by two percent compared to 2010. On the other hand, PLT departures totaled to 86,042, higher by around 19 percent over the 2010 figures. In 2011, New Zealand experienced a net migration loss of -1,855. According to Statistics New Zealand, the net loss of migrants was mainly because of 51,100 departures to Australia, as opposed to just 14,200 arrivals from Australia.

Most of the PLT departures from the country involve New Zealanders rather than foreign nationals or migrants. There has also been a consistent flow of arrivals of migrants to New Zealand, which is larger compared to the flows of New Zealand citizens returning to the country.

TABLE 1
Permanent and Long-Term Migration by Citizenship,
2009-2011

	2009	2010	2011
New Zealand			
Arrivals	26,084	24,851	23,190
Departures	41,558	45,741	59,644
Net	-15,474	-20,890	-36,454
Non-New Zealand			
Arrivals	60,326	57,618	60,997
Departures	23,599	26,277	26,398
Net	36,727	31,341	34,599
Total			
Arrivals	86,410	82,469	84,187
Departures	65,157	72,018	86,042
Net	21,253	10,451	-1,855

Source: Table 9, in Statistics New Zealand (2012b)

Table 2 shows figures on PLT arrivals by the country of last residence and PLT departures by the country of next permanent residence. For PLT arrivals, the major source countries are: the UK (14,341), Australia (14,186), China (7,380), and India (6,281). For PLT departures, most migrated to Australia (51,054), while some went to the UK (9,092).

According to the Department of Labour (2011), the emigration of New Zealanders to Australia is a key driver of changes in the country's migration patterns. Because of the free movement of people between Australia and New Zealand, citizens have more chances of finding education, employment and resettlement opportunities in Australia. Some migrants also leave New Zealand for various reasons, such as difficulty with settlement, family concerns and ties, business reasons, or to live and work in another country temporarily. Departures of New Zealand citizens increased due to the Christchurch earthquake in February 2011. The disaster also led to the displacement of some 2,000 people, according to the IDMC (2012b).

¹ Government statistics also cover short-term arrivals and departures, referring to foreign nationals living overseas who are visiting New Zealand for less than 12 months, as well as New Zealand residents travelling overseas for also less than 12 months.

TABLE 2
Permanent and Long-term Arrivals, Departures and Net Migration by Country of Last /Next Residence,
(Year Ended December) 2010-2011

Country of Last/ Next Permanent Residence	PLT Arrivals		PLT Departures		Net PLT	
	2010	2011	2010	2011	2010	2011
Oceania	20,079	18,564	39,393	53,524	-19,314	-34,960
Australia	15,842	14,186	36,830	51,054	-20,988	-36,868
Fiji	1,313	1,133	700	610	613	523
Samoa	1,333	1,614	693	670	640	944
Tonga	673	620	302	295	371	325
Asia	26,523	26,629	10,807	11,279	15,716	15,350
China, People's Republic of	6,177	7,380	2,609	2,713	3,568	4,667
Hong Kong (SAR)	651	778	394	430	257	348
India	7,509	6,281	1,195	1,348	6,314	4,933
Japan	1,991	1,996	1,121	1,090	870	906
Korea, Republic of	1,983	1,727	2,195	2,150	-212	-423
Malaysia	1,355	1,436	832	889	523	547
Philippines	1,932	2,228	365	408	1,567	1,820
Singapore	609	612	469	481	140	131
Sri Lanka	529	605	117	103	412	502
Taiwan	775	727	324	342	451	385
Thailand	823	833	365	384	458	449
Viet Nam	612	512	203	245	409	267
Europe	22,470	24,488	13,216	13,206	9,254	11,282
Czech Republic	404	577	138	147	266	430
France	1,288	1,672	698	740	590	932
Germany	2,377	2,655	1,133	1,074	1,244	1,581
Ireland	1,302	1,882	430	380	872	1,502
UK	14,341	14,633	9,068	9,092	5,273	5,541
Americas	7,263	7,564	5,477	5,169	1,786	2,395
Argentina	467	546	186	162	281	384
Canada	1,933	1,891	1,546	1,521	387	370
Chile	521	509	299	254	222	255
US	3,491	3,714	2,679	2,609	812	1,105
Africa and the Middle East	3,885	3,840	1,993	1,723	1,892	2,117
Saudi Arabia	606	591	213	202	393	389
South Africa	1,300	1,254	615	508	685	746
UAE	536	572	460	381	76	191
Not stated	2,249	3,102	1,132	1,141	1,117	1,961
Total	82,469	84,187	72,018	86,042	10,451	-1,855

Source: Tables 6, 7 and 8, in Statistics New Zealand (2012b)

Meanwhile, immigration to New Zealand continues for those seeking retirement settlement, employment and educational opportunities. New Zealand is becoming a popular retirement destination. Mainland Chinese aged 50 and over are settling in the country. In 2010 alone, a total of 1,289 mainland Chinese aged 50 and up became permanent residents (Tan, 2011a).

Temporary labor migration flows increased in 2010-2011, up by five percent compared to the previous year. However, there were variations: migrants who entered the country under the Essential Skills Policy decreased by three percent in 2010-2011 while migrants under Working Holiday Schemes and Study to Work Policies increased by eight and 16 percent, respectively (Department of Labour, 2011).

Major source countries of migrants are the UK, China, India and South Africa. For skilled migrants, the UK is the largest source country, followed by India. However, for family-sponsored migration, China and the UK are the largest source countries (Department of Labour, 2011).

International students also continue to grow. In 2010-2011, there were 74,800 international students who were granted approval to study in New Zealand. The figure is two percent higher compared to the previous year. Most international students came from China, India and South Korea (Department of Labour, 2011; Immigration New Zealand, 2012). International student migration has become significant for New Zealand, as it has "become an important source of skilled migrants" (Department of Labour, 2011:16).

In other news, according to a report by Tan (2011b), some migrant parents have been overstaying in New Zealand so their children could get admission in local schools. They are later left to be cared for by friends or relatives residing in the country. Though the government deports overstaying migrants, it does not send away children without their parents. In 2010, the government allowed dependent children of overstaying migrant parents to have access to local funding for schooling, which would last for up to two years.

Asylum seekers and refugees

In 2010-2011, a total of 705 refugees were granted residency under the Refugee Quota Programme (Labour and Immigration Research Centre, 2011). Meanwhile, a total of 337 people filed asylum claims, down from 1,703 the year before. Most of the asylum-seekers were from Fiji, followed by Iran and China (Labour and Immigration Research Centre, 2011). As of 2011, UNHCR reported a total of 1,934 recognized and assisted refugees in New Zealand, as well as 240 asylum-seekers with pending applications.

Government data also show that in 2010-2011, more than 1,300 people were granted residency under the Samoan Quota and Pacific Access Category, affecting mainly those from Samoa and Tonga. Under the Refugee Quota, a total of 705 people were admitted. Most of the refugees came from Burma, Bhutan and Colombia (Department of Labour, 2011).

Trafficking in persons

New Zealand is mainly a destination country for trafficked women, especially those from China, Hong Kong SAR, Taiwan and Thailand, as well as some countries in Eastern Europe. They are mostly trafficked for forced prostitution. Underaged girls are among those who have been trafficked for sex in the country. Some migrants from Asia and the Pacific Islands have migrated to New Zealand for jobs, but later end up in situations of forced labor or labor trafficking. Some have encountered excessive fees, passport confiscation and cases in which their job is not the same as what was promised to them prior to arrival. Victims include agricultural migrant workers, fishermen and nurses, among others.

New Zealand was graded Tier 1 in the USDS *Trafficking in Persons Report 2011*. According to the report, the government was able to prosecute traffickers arrested in the past, and to raise awareness on human trafficking through various media strategies. The report notes, however, that the government has not been able to convict any traffickers during the year.

POLICIES

Policy changes and developments

In 2011, one of the key highlights in New Zealand's migration policy was the implementation of the Immigration Act 2009, which was enforced in November 2010 (Labour and Immigration Research Centre, 2011). Included in the implementation were several changes and new initiatives, some of which are listed below, based on a report by the Labour and Immigration Research Centre (2011):

- In February 2011, the government through the 2009 Immigration Act began issuing interim visas, which are given to those whose current visa expired while waiting for the decision on their new temporary visa applications. Applicants are given this visa provided that they had already applied while their visa was still valid (Labour and Immigration Research Centre, 2011).
- An Immigration and Protection Tribunal was formed to integrate all processes for handling appeals. The tribunal is run by the Ministry of Justice. It replaces the following: the Deportation Review Tribunal, the Removal Review Authority, the Refugee Status Appeals Authority and the Residence Review Board (Labour and Immigration Research Centre, 2011).
- The government began issuing special visas to visiting academics, which allow them to stay in the country for up to three months to conduct academic or research work without having to acquire a visa offshore. Several changes were also implemented for the sponsorship system (Labour and Immigration Research Centre, 2011).
- In July, the government introduced a new special policy for trafficked victims, in which they may be granted temporary visas. An open work visa may be issued to adult victims, while a student or visitor's visa may be granted to child victims. They are also eligible for residence if it is confirmed that they are unable

to return to their home countries for valid reasons (Labour and Immigration Research Centre, 2011).

- In July, the Immigration Ministry announced that under a new policy, religious workers could apply for residence in November, as long as they fulfill these conditions: they need to have a religious organization's sponsorship; they must have proof of the organization's need for a long-term worker in the country; and proof that the worker had already stayed in New Zealand for three years on a temporary visa. The ministry also announced that religious workers holding a temporary visa will be able to stay for four years, after which they can apply for residence (Xinhua News Agency, 2011). As of 2009-2010, there were more than 1,100 religious migrant workers in the country (Xinhua News Agency, 2011).
- In 2011, the government also announced changes in the Student Policy that are expected to take effect in 2012, such as stricter visa conditions and requirements (Labour and Immigration Research Centre, 2011).

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Migration analysis, discussion and policymaking constantly demand updated information and data. The production and dissemination of migration information have increased exponentially, thanks to rapid developments in information technology. The challenge now is how to access concise and comparative information. The *Asian Migration Outlook (AMO)* aims to respond to this challenge.

Derived from news published in English language newspapers in the continent and from other sources, *AMO*, initiated in 2011, offers a summary of key migration events related to trends, issues and policies. *AMO* covers most countries in Asia and two countries in Oceania (Australia and New Zealand).

AMO is part of the information services provided by the Scalabrini Migration Center (SMC), which include the quarterly *Asian and Pacific Migration Journal*, the news links of *Asian Migration News*, and the database Migration Information System in Asia (MISA).