

*Working Notebooks  
on Migration*

25

*Second Evaluation -  
Program Temporary  
Agricultural Workers to  
Canada*



*Ministerio de Relaciones Exteriores  
Guatemala, C.A.*



*Ministerio de Trabajo y Previsión Social  
Guatemala, C.A.*



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OIM Organización Internacional para las Migraciones



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OIM Organización Internacional para las Migraciones**

# **SECOND EVALUATION - PROGRAM TEMPORARY AGRICULTURAL WORKERS TO CANADA**

**Guatemala, March 2008**

## **PRESENTATION**

The International Organization for Migration (IOM) presents the second evaluation of the Program Temporary Agricultural Workers to Canada. This document addresses the strengths and weaknesses of the program that have to be overcome in the future, as well as the impact on the migrant workers and their families from the perspective of the workers themselves.

This initiative was launched as a pilot project five years ago and it has turned into an increasingly successful program. Presently it includes several projects providing direct benefits to the workers. Also, the inter-institutional coordination mechanisms between IOM as the manager of the program, authorities of the Government of Guatemala and Canadian employers have been refined and are currently comprehensive, well-defined and quite fluid.

The program is growing increasingly stronger due to its inclusive approach consisting of a complete recruitment system, accompaniment in travel arrangements and medical examinations, as well as assistance in migratory procedures, which are provided by IOM. On the other hand, the Guatemalan Consulate in Canada provides support verifying the labour conditions on the farms where migrant labourers work and solving any conflicts among workers or between employers and workers. Recent assessments offer evidence that the employers are in fact complying with Canadian labour regulations. Workers are continuously evaluated in order to render the program more and more efficient.

This publication addresses a series of important issues to evaluate the program, including profiles of migrant workers, characteristics of work in Canada, contract fulfilment, getting acquainted to the life together in Canada, experience gained by workers in Canada, and the use of wages earned in Canada. Additionally, the publication includes a chapter on the main findings by the Tripartite Annual Evaluation 2007, which was jointly performed by Canadian employers, Government authorities and IOM.

We hope this document will make an important contribution of quantitative data to measure the advances of the country in this matter in the framework of international commitments. These include the Montevideo Commitment on Migration and Development, signed by Heads of State and Government of the Ibero-American Community in 2006, and the recommendations issued by the First Global Forum on Migration and Development that took place in Brussels in 2007.

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## REGIONAL CONTEXT OF LABOUR MIGRATION

The literature on population mobility considers temporary migration as the movement of persons that do not change their usual place of residence. This type of migration, however, could become definitive at a given moment. One of the main modalities of temporary migration is circular migration, defined by the Global Forum as “the free movement of persons between countries, which is related to the labour needs in the country of origin and destination and offers benefits on a global scale”. Circularity is a more dynamic pattern of international movement than the types of migration known in the past. It is more flexible and realistic with regard to the real behaviour of people and it could adopt many forms (e.g., permanent return of temporary migrants, temporary return of permanent migrants, temporary return of temporary migrants and permanent return of permanent migrants).<sup>1</sup>

It is important to highlight that currently the international community is particularly interested in temporary and cyclical migration as a positive contribution to promoting development in the countries of origin. In the countries of destination, this type of migration is considered as a flexible way of meeting labour requirements for different sectors, seasons and critical times.

Temporary migration furthers development in source countries as migrants transfer knowledge and funds to their places of origin<sup>2</sup> and additionally establish business and trade networks. These advantages are even more significant when migrants are able to remain closely in touch with their country of origin, which is more viable when their stay abroad is short and for a fixed period. The return of skilled migrants is beneficial to the countries of origin to alleviate the consequences from brain drain.

Temporary migration does not only benefit the source countries but also the countries of destination and the migrants themselves. The governments of the countries of destination consider temporary migration as a means to cover work positions that are unappealing to local workers, as is the case with agricultural work on Canadian farms.

The home countries of migrants consider temporary migration as an opportunity for their citizens to have legal access to labour markets in developed countries. Temporary migration allows migrants to travel more easily between their home countries and the countries of destination, while they keep up their family links, continue supervising their household economy, and maintain the authority in their family and other interests in their countries of origin.

Labour migration or international movements to foreign countries with employment purposes entail potential development for the countries of origin and destination.<sup>3</sup> For a

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<sup>1</sup> Kathleen Newland, Director of Migrants, Migration, and Development and Refugee Protection Programs, Migration Policy Institute. Conference: “Circular Migration, Empirical Trends and Forward to Policy”, February 15, 2007.

<sup>2</sup> *La migración internacional y el desarrollo. Perspectivas y experiencias de la Organización Internacional para las Migraciones (OIM)*. April 2006.

<sup>3</sup> *La migración internacional y el desarrollo. Perspectivas y experiencias de la Organización Internacional para las Migraciones (OIM)*. April 2006.

successful labour migration, the involved parties have to comply with the agreed conditions of labour migration and respect the human rights of workers while they are hired abroad.

On the other hand, the temporary and transitory nature of this type of migration does not allow an acculturation of the migrants and their assimilation in the country of destination as they keep up a strong link to their social and cultural identity with their families and communities in their place of origin. A temporary and orderly migration prevents irregular migration and risks for the involved migrants and it protects the migrants' rights.

Temporary migration is not a new phenomenon. However, since 1990 the number of temporary workers migrating to high income countries has increased significantly (OECD 2006; World Bank 2006; Agunias 2007; Cholewinski 2007)<sup>4</sup>. This type of migration includes programs based on qualifications and exchange programs for foreign students that may lead to employment and long-term stays in the country of destination, as well as programs for low skilled workers that are often formalized between the governments of origin and destination.

In part, this trend is due to globalization and to the easiness with which people move and find work anywhere. Temporary labour migration programs are gaining an increasing significance and they are being included in development strategies and national labour planning in developing countries, as mentioned in the document issued by the Global Forum on Migration and Development that took place in 2007. In the case of Philippines, a country that has over 4 million nationals working abroad, the Medium-Term Development Plan 2005-2010 takes into account the migration of Filipino workers as part of their national employment program for poverty alleviation.

Also, several developed countries are considering the possibility of establishing or extending temporary migration plans; e.g. the United Kingdom has already started to test a new temporary migration plan to meet the needs in certain unskilled professions in the hotel and food industries. In Italy and Spain immigration is a recent phenomenon. However, these countries also have temporary migration plans, of which the most are part of bilateral agreements with the countries of origin of North African and Latin American immigrants.<sup>5</sup>

Another important aspect to be considered is that most high income destination countries currently recognize the need of migrant labour force at both ends of their labour market, i.e. highly skilled work and unskilled work. Among the highly skilled professions needing migrant workers are sanitation, information technology and finance.

In many countries, migrants are also covering vacant posts for unskilled workers in the

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<sup>4</sup> Global Forum on Migration and Development (GFMD). 9-11 July 2007. Brussels, Belgium. Background paper. [http://www.gfmd-fmmd.org/fr/system/files/Background+paper++session+1.1\\_ES\\_0.pdf](http://www.gfmd-fmmd.org/fr/system/files/Background+paper++session+1.1_ES_0.pdf)

<sup>5</sup> International Labour Organization 2006. Potencial de la inmigración temporal en la política internacional de migraciones. Martin RUHS. *Revista Internacional del Trabajo*, Vol. 125 (2006), No. 1-2. <http://www.compas.ox.ac.uk/publications/papers/RUHS-ILR-Vol145-Sp.pdf>

hotel industry, construction, cleaning, and agriculture and food sectors.

In the Report 2005, the Global Commission on International Migration declared that the States and the private sector have to consider the option of introducing carefully designed temporary migration programs as a means to meet the economic needs in the countries of origin and destination.<sup>6</sup>

Temporary labour migration programs have been broadly recognized as an instrument that is potentially beneficial for development, mainly if produced in a bilaterally agreed framework and if aimed at unskilled migrants (GCIM, IOM, ILO, UNDESA, World Bank, etc.).<sup>7</sup> Temporary labour migration programs are usually the only opportunity for unskilled migrants to have legal access to employment opportunities in wealthier labour markets. On the other hand, the return of these migrants ensures the transfer of acquired abilities, funds and other assets to their countries of origin.

Multilateral agreements between countries have been limited, but more bilateral labour agreements have been signed. These include framework agreements between governments, which are applied by the governments, entrepreneurs, NGOs, contractors, international organizations and others, to agreements on education, mutual border protection, information dissemination, efforts to combat human trafficking, student or worker exchange for internships, social security, re-admission, mutual recognition of qualifications, etc. For example, Italy has over 20 agreements of this type, most of them with African countries. The Philippines has over 60 agreements worldwide. The Government of Greece has bilateral labour agreements with Egypt, Bulgaria and Albania, mainly for temporary workers, and it considers that if legal channels are established for immigration, the agreements will improve the intergovernmental cooperation in the economic, social and cultural spheres. Spain recruits the majority of its foreign workers in the framework of nine bilateral agreements, mostly with African and Latin American countries. In 2004 it was estimated that there were 170 bilateral labour agreements negotiated by OECD countries, although not all of them are active (OCDE 2004).<sup>8</sup>

Bilateral agreements can only be signed by governments, with a minimum intervention from the private sector or other intermediates, as is the case in the agreement signed by Mexico and Canada for temporary agricultural workers. However, these agreements are increasingly supported by private sector agencies, NGOs, unions or international groups. Also, bilateral agreements can be signed by the government of a country with local authorities of a region (e.g. the agreement signed by Philippines and Canada) or by a specialized organization with the private sector (as is the case with Guatemala and the *Quebec Farmers Association*).<sup>9</sup>

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<sup>6</sup> Report of the Global Commission on International Migration. October 2005. *Las migraciones en un mundo interdependiente: nuevas orientaciones para actuar*. <http://www.gcim.org/mm/File/Spanish.pdf>

<sup>7</sup> Kathleen Newland, Director of Migrants, Migration, and Development and Refugee Protection Programs, Migration Policy Institute. Conference: "Circular Migration, Empirical Trends and Forward to Policy", February 15, 2007.

<sup>8</sup> Global Forum on Migration and Development (GFMD). 9-11 July 2007. Brussels, Belgium. Background paper. [http://www.gfmd-fmmd.org/fr/system/files/Background+paper+++session+1.1\\_ES\\_0.pdf](http://www.gfmd-fmmd.org/fr/system/files/Background+paper+++session+1.1_ES_0.pdf)

<sup>9</sup> Global Forum on Migration and Development (GFMD). 9-11 July 2007. Brussels, Belgium. Background paper. [http://www.gfmd-fmmd.org/fr/system/files/Background+paper+++session+1.1\\_ES\\_0.pdf](http://www.gfmd-fmmd.org/fr/system/files/Background+paper+++session+1.1_ES_0.pdf)

Among the most important and recent references there are the guidelines issued by the High Level Dialogue on International Migration and Development of the United Nations, which originated a new global, consultative, informal and non-binding process through the Global Forum on Migration and Development that met for the first time in Brussels in July 2007. One of the main topics discussed in this meeting was the development of human capital and labour mobility. Also, it was stated that by achieving these two goals the opportunities can be maximized and risks can be minimized for migrants, their families and their communities in their places of origin. Four areas were addressed where migration and development interconnect directly and where new political approaches are emerging:

### **1. Highly skilled migration**

Emphasis was made on the increase of this type of migration, which is partly due to the fact that highly skilled individuals have more access to information and employment opportunities abroad. The movement of skilled and trained professionals can involve a risk for the countries of origin, particularly if these have not reached their optimum development level, and risks are more likely for vulnerable sectors, such as health and education. However, migration is not the main or exclusive cause for health systems in developing countries to be deficient; and the policies addressing the needs with regard to skills are likely to work better if they are multi-levelled and based on partnerships. A few joint proposals are emerging both within and between countries of origin and destination and also among education and training institutions in order to achieve a better control of brain drain and the education of professionals. These proposals include improving the development of human resources, implementation policies, sectors, skills exchange, training and capacity. However, the effectiveness of these initiatives needs to be assessed.

### **2. Temporary labour migration**

This could be a flexible way of facing labour excess and shortage in the countries. The key elements to maximize the mutual benefits from this type of migration are ensuring legal access to a diverse labour market; protecting the basic rights of migrants, especially those of women; and guaranteeing the temporary character of migration. With the lack of a functional multilateral system, it has been established that bilateral agreements operate effectively in certain countries, particularly if they are based on standard contracts and if the social security of the migrants is ensured. Some countries can also adopt institutional and policy frameworks that contribute to comply with the objectives of temporary migration. Joint arrangements between countries of origin and destination, especially for less skilled migrants, can contribute to the compliance with regulations to protect temporary migrants and to increase their contributions to their families and communities of origin. A deeper knowledge is needed on the relationship between temporary labour migration and development, and on the way to deal with large existing populations of illegal migrant workers.

### **3. Non-governmental partners**

Mainly in the private sector, non-governmental partners are the main driving force behind international labour mobility; however, they are less active to ensure that this migration will favour development efforts. The recruitment and other initial migration costs may be excessive and could severely reduce the capacities of migrants to recover their migration costs and support development efforts in their place of origin. Limited and frequently biased information with regard to opportunities, rights and obligations can also render migrants vulnerable to abuse and exploitation during migration and while staying abroad. There are few consistent programs involving systematically and effectively the government, private sector, international and other organizations in partnerships that could ensure a safer and more productive labour mobility.

### **4. Circular migration forms and sustainable return**

Circular migration forms and sustainable return would allow temporary labour movements to be more related to the skills and development needs in the country of origin, and they could be included in the skills requirements by the country of destination. Furthermore, the skills return or circulation and other assets of more permanent migrants could reinforce development efforts in the countries of origin. By agreement, the countries of destination could design more flexible entry and labour permit policies in exchange for commitments made by the countries of origin to strengthen incentives for migrants and their skills so that they return to their place of origin either temporarily or permanently; and they could include a multi-sector training in their labour migration planning. Several European countries have been exploring this more comprehensive link between labour migration planning and development in the context of the current broader mobility cooperation approach of the European Commission.

Other lessons learnt from the Global Forum on Migration and Development held in 2007 include the three previous requirements for the functioning of temporary labour migration programs both in the country of origin and in the country of destination: access, protection and training of migrants and ensuring the temporariness of migration. IOM has been working on this issue providing assistance to several countries of origin with the selection of workers needed in specific sectors (agriculture, hotel industry, health care, etc.), as well as providing orientation before the departure and for the trip.<sup>10</sup> The Forum also issued recommendations for drawing up operational cooperation agreements between governments and private agencies, employers, non-profit agencies, etc., both for the country of origin and the country of destination<sup>11</sup>.

Additionally, in the Global Forum on Migration and Development of 2007 the scope of bilateral labour agreements was acknowledged and the countries were urged to carry out the following actions:

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<sup>10</sup> *La migración internacional y el desarrollo. Perspectivas y experiencias de la Organización Internacional para las Migraciones (OIM)*. April 2006.

<sup>11</sup> Global Forum on Migration and Development (GFMD). 9-11 July 2007. Brussels, Belgium. Background paper. [http://www.gfmd-fmmd.org/fr/system/files/Background+paper++session+1.1\\_ES\\_0.pdf](http://www.gfmd-fmmd.org/fr/system/files/Background+paper++session+1.1_ES_0.pdf)

**1. Promoting economic and development relationships.** Labour agreements between Germany and their neighbours in Central and East Europe also were aimed at facilitating the entry of these countries into the European Union. There have also existed entry channels for workers from developing countries for internships abroad to improve or complete their education. The program for temporary workers between Canada and Mexico selects agricultural workers from the poorest regions in Mexico. This program benefits migrants through work opportunities and higher wages than those earned in their country of origin. Also an increase in the female involvement in the program has been verified (3% in 2002, while in 1974 there were no women involved at all) and an enhanced use of remittances to educate the children of migrants. Greece has conceived agreements with Albania, Bulgaria and Egypt as an improvement of intergovernmental relationships in economic, social and cultural spheres (Greek contribution).

**2. Establishing labour terms and conditions by mutual agreement,** thus creating a fairer cooperation base between the countries of origin and destination. The mutual skills acknowledgement could make easier the entry into the labour market of the partner country, and thus the country of origin would be compelled to ensure an adequate education that is adjusted to international standards. However, there are few bilateral agreements including this key element.

**3. Providing safeguards against the human rights abuse based on well-being and labour standards.** As an instrument to combat brain drain, the contracting code of health care personnel in the United Kingdom furthers the use of bilateral agreements to prevent adverse consequences for developed countries.

**4. Reducing the costs of migration and remittance transfer** where governments or other agencies create low-cost financial packages for migrants in the banking sector (Ecuador provides low-interest loans in a local bank to cover migration costs of temporary workers). However, people have been sceptical with regard to the limited capacity of these programs to improve skills given that agricultural workers have scarce labour mobility opportunities. France is studying a new shared management approach for labour migration with Morocco in order to balance the benefits from migration between the two countries. This depends on a close collaboration between governmental employment agencies in both countries (ANPE and ANAPEC, respectively). Spain has programs with Colombia, Morocco, Ecuador and Romania that include a “shared development” element thanks to technology transfer and human resource development strategies benefiting the country of origin. The new program between Spain and Senegal combines information, training, job search, and supporting the return of migrants by promoting investments by Spanish companies in Senegal. The impact of these strategies would be worth assessing. Italy suggests planning the entries of foreign workers in coordination with countries as Egypt and Morocco whose nationals traditionally migrate to this country. They would use a double approach for the above purpose: on the one hand, they would offer a visa to foreign workers that are candidates to find jobs; and on the other, they would create joint databases with these countries to determine the number of available workers. This would be based on years of studies

and assessments of similar approaches in countries such as Albania and Egypt (IOM Rome).

From the perspective of IOM, the importance of bilateral labour agreements is also recognized, as well as special labour migration programs as a productive means to channel labour flows in certain demand sectors and thwart clandestine migration, thus providing legal alternatives. In this sphere, IOM provides assistance to several destination countries with the selection of workers needed in specific sectors (agriculture, hotel industry, health care, etc.), and also provides orientation before the departure and for the trip.<sup>12</sup>

In international forums and summits organized by the Ibero-American General Secretariat (SEGIB) the issue of labour migration has also been discussed in depth. In the Salamanca Declaration of October 2005, the Heads of State and Government committed themselves to “develop joint policies among sending, receiving and transit countries that favour and facilitate temporary labour migration processes with an adequate encouragement of promotion, training and savings for a return in better conditions”<sup>13</sup>.

On the occasion of the 16<sup>th</sup> Ibero-American Summit that took place in Montevideo in November 2006, the Heads of State and Government of the Ibero-American Community ratified the importance of disseminating and strengthening good practices on migration when establishing bilateral, regional and multilateral agreements. They agreed on the following:

**1. Migration is a reality and an increasingly complex challenge** that requires to be addressed by the States with a multidisciplinary approach in the framework of international development cooperation. The countries of origin, transit and destination need to assume their responsibility with regard to migration. The good practices in migration have to be disseminated and strengthened by establishing bilateral, regional and multilateral agreements, which will contribute to the dynamics of orderly migratory flows. At the same time, the respect of human rights and cultural diversity of the migrants and their families has to be ensured, as well as the strict compliance with the principles of no-discrimination and no-selectivity due to reasons of ethnicity, gender, age, religion or nationality in the framework of the legal system of each country.

**2. Remittances have not to be categorized as official development assistance** as these are private financial flows of family solidarity and it is the individual right of every human being to provide support for the maintenance and well-being of other persons. This right has to be recognized and safeguarded, as well as the right of the recipients to receive remittances. The States have to refrain from issuing legal provisions or from taking coercive administrative steps that could go against this right. We have to facilitate the sending of remittances by reducing its cost and ensuring the access to banking

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<sup>12</sup> *La migración internacional y el desarrollo. Perspectivas y experiencias de la Organización Internacional para las Migraciones (OIM)*. April 2006.

<sup>13</sup> Salamanca Summit. Ibero-American General Secretariat. October 2005.  
<http://www.segib.org/cumbres.php?idCumbre=24&idioma=esp>

services. We will try to encourage opportunities to make better use of these flows in productive and investment activities that favour the families and communities of origin of migrants.

**3. Programs for legal temporary workers play a role for improving the potential of migrant workers**, benefiting the countries of destination and contributing to the development of the countries of origin. In this framework the design and execution of training programs in the country of destination is a positive measure that is compatible with the needs in the migrant workers' country of origin, as long as it allows strengthening their accumulated human capital.<sup>14</sup>

In the specific framework of temporary labour migration, the Montevideo commitment also urges the countries to the following:

**1. Give priority to the diverse forms of temporary labour migration** in the framework of agreements and specific projects between the countries that contribute to enhance the potential of migrant workers, benefit the country of destination and aid development in the country of origin.

**2. Consider the best way to create conditions that favour the return of skilled migrants to their countries of origin** and encourage the exchange of technological and scientific knowledge between migrants and their countries; also, promote measures that facilitate the reinsertion of migrants when they return to their country of origin.

**3. Further the necessary measures to facilitate the remittance transfer by migrants** and continue reducing costs. An important input for this commitment is that the study entrusted to SEGIB on migration and development will consider the operative costs for remittance transfer in order to present suggestions for a cost reduction in remittance transfers.<sup>15</sup>

In the Ibero-American Meeting on Migration and Development in 2006 in Madrid, the Heads of State and Government renewed their pledge regarding temporary labour migration and committed themselves to the following:

**1. Promote the use of different forms of temporary and legal labour migration** in the framework of specific projects between the countries that contribute to enhance the potential of migrant workers in order to aid development in their countries of origin.

**2. Favour temporary migration programs that are functional for co-development** through training modalities that are compatible with the needs of the country of origin of the workers.

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<sup>14</sup> Montevideo Commitment on Migration and Development of the Heads of State and Government of the Ibero-American Community. Montevideo, Uruguay. November 2006

<sup>15</sup> *La migración internacional y el desarrollo. Perspectivas y experiencias de la Organización Internacional para las Migraciones (OIM)*. April 2006.

**3. Implement measures to facilitate temporary migration and short stays** through mechanisms that consider the definition of specific worker requirement profiles, effective recruitment and enrolment systems, and appropriate visa.

**4. Provide to all concerned parties clear, accessible and comprehensible information** on temporary migration opportunities, necessary requirements and contractual terms and conditions.

**5. Further and execute temporary migration programs that offer migrant workers a safe legal statute** specifying their rights and responsibilities in accordance with their condition.<sup>16</sup>

Finally, during the 17th Ibero-American Summit of Heads of State and Government that took place in Santiago de Chile in November 2007, the Cuenca Forum was instructed to be in charge, in agreement with the Montevideo Commitment on Migration and Development, of designing an action program to promote the human rights of migrants. The Cuenca Forum had not yet been held when this document was prepared. Thus, this action program has not been addressed.

We have made an extensive account of the different international commitments of the countries with regard to temporary migration with the basic purpose of providing a context for the Program Temporary Workers to Canada, which is operating without major problems since 2003. As a result of the good management of the program there has been a 1,000% increase from 215 workers in 2003 to 2,255 workers in 2007.

The Program Temporary Agricultural Workers to Canada is a continuous and permanent program that sends Guatemalans with agricultural skills to Canada in a legal and controlled fashion. The program was launched in July 2003 with the subscription of a Memorandum of Understanding between the “Fondation des entreprises pour le recrutement de la main-d’œuvre étrangère” (FERME) and the office of the International Organization for Migration (IOM) in Guatemala to implement the Project of Migrant Workers to Canada. This program allows a strictly regulated migration, contrary to what occurs with illegal migration to the United States of America; the main characteristics of this program are the following:

- Ensuring the return of Guatemalan workers to their communities of origin;
- Contributing to fulfill the labour needs required by the Canadian agriculture; and
- Supporting an improved quality of life for Guatemalan agricultural workers.

Programs of this nature, given their dynamic character and rapid growth require comprehensive and systematic assessments. Thus, tripartite annual assessments are carried out with the involvement of the representatives of Canadian employers; authorities of the Government of Guatemala through the Ministry of Foreign Affairs and the Ministry of Labour; and IOM.

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<sup>16</sup> Ibero-American Meeting on Migration and Development. *Unidos por las Migraciones*. Ibero-American General Secretariat. Madrid. 2006.

Additionally, the program is also assessed through surveys among the workers themselves; to date, two surveys have been carried out, the first one in early 2006 and the second one in December 2007.

IOM's Workbook on Migration No. 22, "Project Evaluation - Temporary Agricultural Workers to Canada", presents a detailed description of the recruitment process. The complete book is published in our Web site <http://www.oim.org.gt>.

## **I. ASSESSMENT 2007 OF PROGRAM TEMPORARY AGRICULTURAL WORKERS TO CANADA THROUGH THE WORKERS THEMSELVES**

To measure the economic and social impact of the Program, in December 2007 fieldwork was carried out to survey labourers that have worked in Canada. These shared their views on the benefits gained by working in Canadian agricultural fields, the net income they earned and the advantages and disadvantages they see in the Program. The following are the main findings of the survey.

### ***I.1 Development of the Program during six years of work***

The project Temporary Agricultural Workers to Canada was started with 215 workers in 2003. In 2007 the program involved 2,255 workers (2,114 men and 141 women). This increase provides evidence of the good management and political goodwill of the involved organizations. The figure below displays the yearly increase.

**Figure No. 1**  
**TEMPORARY AGRICULTURAL WORKERS TO CANADA BY YEAR**

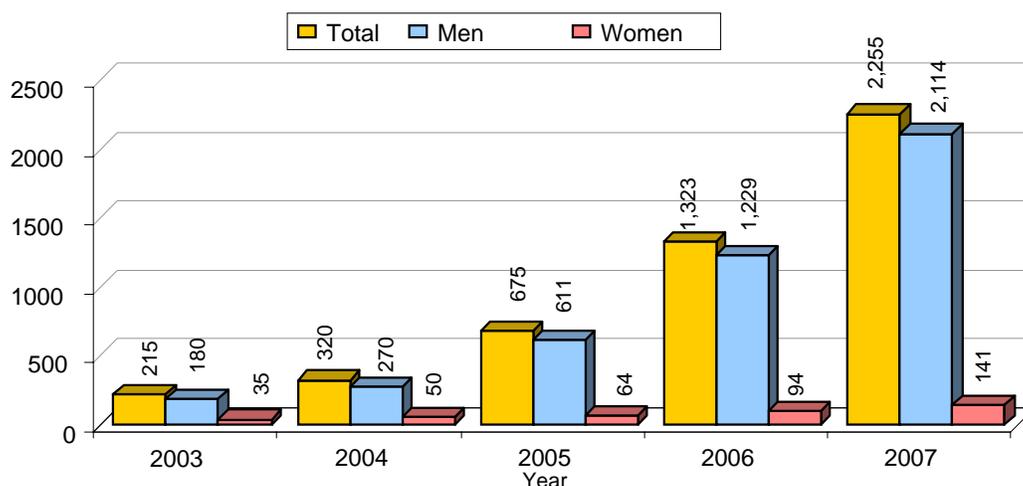


Table No. 1 displays the continuous increase in the number of persons involved in the program. The behaviour is similar for men and women.

**Table No. 1**  
**TOTAL WORKERS BY GENDER AND INCREASE BY YEAR OF MIGRATION**

YEAR OF MIGRATION	WORKERS			INCREASE	% INCREASE
	TOTAL	MEN	WOMEN		
2003	215	180	35	-	
2004	320	270	50	105	48.8
2005	675	611	64	355	110.9
2006	1,323	1,229	94	648	96.0
2007	2,255	2,114	141	932	70.4

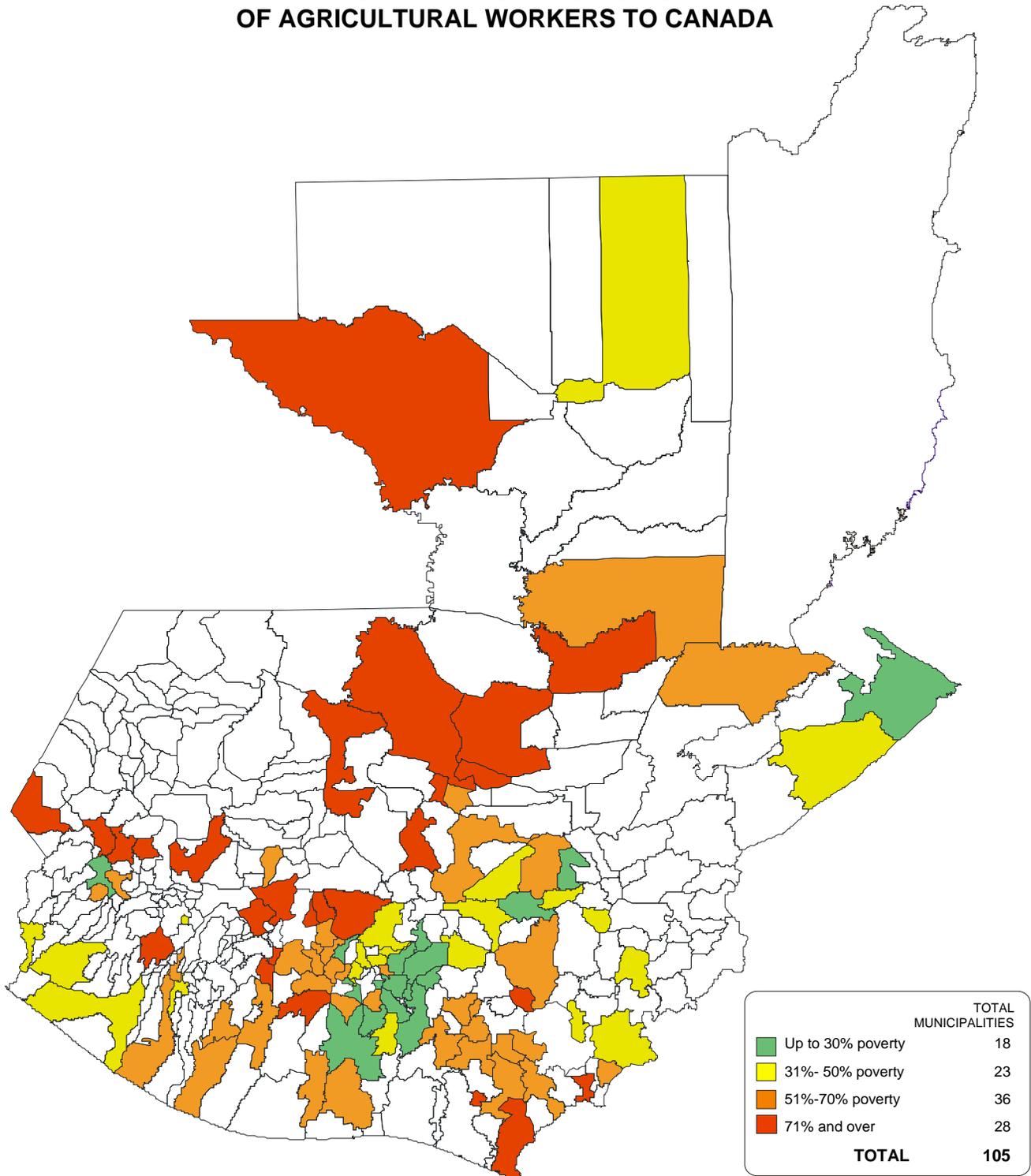
## ***1.2 Distribution of workers by geographical location of place of origin***

Labourers that have worked on Canadian agricultural fields have come from 18 provinces (*departamentos*) and 105 municipalities of the Republic of Guatemala, which is equivalent to 32.0% of the total number of municipalities<sup>17</sup> in the country. It was determined that 6.6% of the workers came from 18 municipalities with poverty levels under 30%; 22.7% came from 23 municipalities with poverty levels between 31% and 50%; 43.1% came from 36 municipalities with poverty levels between 51% and 70%;

<sup>17</sup> Political-administrative division of Guatemala: 8 regions, 22 provinces (*departamentos*) y 332 municipalities.

and 27.6% came from 28 municipalities with poverty levels over 71%. This means that the municipalities with the highest poverty indicators are being supported and also that they have the labour force required by Canadian farms. The spatial distribution of the workers' municipalities of origin is displayed in the following map.

**MAP No. 1 SPATIAL DISTRIBUTION OF ORIGIN OF AGRICULTURAL WORKERS TO CANADA**



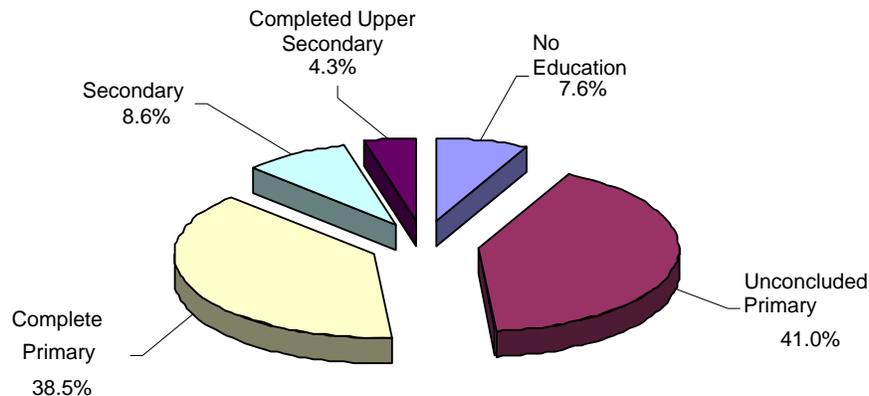
### ***1.3 Number of workers by frequency of trips to work in Canada***

In 2007 a total of 2,255 workers were involved in the program. Of these, 46.0% were traveling for the second time; 30.6% had traveled over three times; and only 23.4% were traveling for the first time. Thus, it can be determined that over 75% of the workers keep and care for the opportunity of belonging to the program.

### ***1.4 Brief profile of workers***

Of the workers traveling to Canada, 93.7% are male and 6.3% are female. This is due to the fact that only one farm requires female labour. 81.4% of workers are age 25-39, 13.3% are age 40-45, and 5.7% are age 18-24. The behaviour is similar for male and female workers. 41.0% of workers have some degree of primary education; 38.5% have completed primary education; 8.6% have some degree of secondary education; and 4.3% have completed upper secondary education. Only 7.6% have no schooling level at all. The behaviour is similar for male and female workers, as displayed in the figure below.

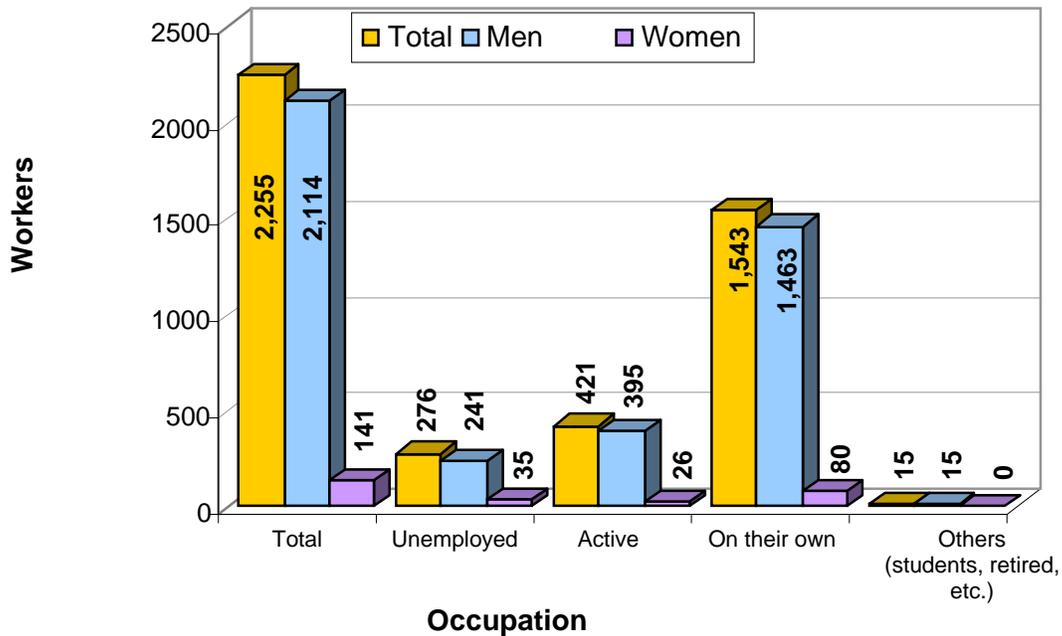
**Figure No. 2  
DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS  
BY SCHOOLING LEVEL**



91.9% of workers involved in the program are married (74.8%) or have common-law marriages (17.1%). 6.7% are single and the rest are widowers, separated or divorced. 93.2% of male workers to Canada are married while only 72.3% of female workers are married. On the other hand the number of single women (19.1%) is higher than the number of single men (5.8%) involved in the program. In the case of separated or divorced people, as well as persons in common-law marriages, 1.0% is male and 8.6% are female. These gender differences are mainly due to cultural factors, as in Guatemala the decision of traveling is easier for men than for women. This is due to the fact that traditionally women are entirely responsible for the children and household. Also, women have to ask their husbands' permission, and in case they are granted permission women have to find somebody to look after their children.

On the other hand, before being involved in the Program people worked on their own (68.3%), for an employer (18.4%), were unemployed (12.4%), or were students or retired (0.6%). Of the population working on their own 69.2% were men and 56.8% were women. Of the unemployed population 11.4% were men and 24.7% were women. In the case of people working for an employer there are no significant differences between genders.

**Figure No. 3**  
**DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS**  
**BY OCCUPATION BEFORE PARTICIPATING IN THE CANADA PROGRAM**

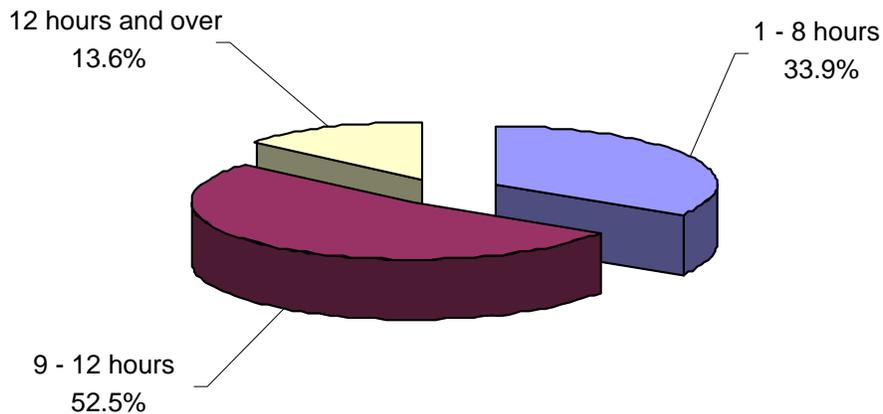


It is important to highlight that workers involved in the Canada Program have the necessary experience to perform adequately the agricultural work on Canadian farms. It has been determined that 83.4% of workers have 1-5 years experience and 16.6% have over 5 years experience in agricultural work. The behaviour is similar for men and women.

### ***1.5 Characteristics of work in Canada***

Upon their arrival in Canada, Guatemalan workers regularly start working on vegetable fields, growing lettuce, celery, tomato, cabbage, broccoli, etc. In lower proportion they work in nurseries, poultry farms and planting trees. Work on Canadian farms is intense and requires a minimum of 8 working hours daily. If more than 8 hours are required this is beneficial for temporary workers as they are paid a per-hour salary. The usual daily working hours for Guatemalan workers are distributed as follows: 9-12 hours (52.5%), 8 hours (33.9%); and over 12 hours (13.6%).

**Figure No. 4**  
**DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS**  
**BY DAILY WORKING HOURS ON CANADIAN FARMS**

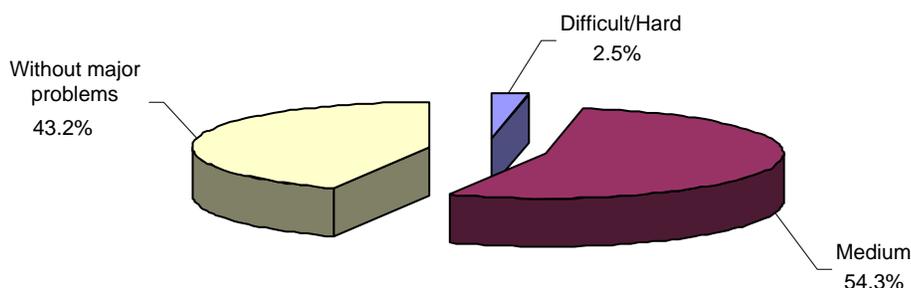


Under Canadian law, Guatemalan workers are entitled to rest periods and days off. 57.0% of the interviewees said they had 10-minute rest periods twice a day, 24.5% said they rested around 15 minutes every two hours, and 18.4% said they rested once a day. On the other hand, 78.0% of the interviewed workers said they had one day off every week, and 22.0% had other rest periods.

### ***1.6 Describing work in Canada***

Guatemalans involved in the Program consider agricultural work in Canada very different from the work they usually carry out in Guatemala, mainly because they mostly work on their own, they grow crops with less technology and they have work schedules that may be adjusted to their best convenience. However, in Canada these workers are employees and they have to comply with the established schedules. However, 43.2% of the workers said that they carried out their work without having encountered any major problems; 54.3% had some problems but were able to overcome them. Only 2.5% considered the work difficult and hard. It is important to mention that women claimed to have encountered medium difficulties to perform their work, but they did not find it difficult or hard and were able to overcome all adversities. The following figure displays the distribution of the way in which the workers described work in Canada.

**Figure No. 5  
DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS  
BY DESCRIPTION OF WORK ON CANADIAN FARMS**



### ***1.7 Contract fulfilment***

93.2% of the 2,255 workers that traveled in 2007 complied with their contracts. This percentage is distributed as follows: 76.6% (1,727) were workers that had previously traveled to Québec, while 16.6% went for the first time in 2007 and fulfilled the contract satisfactorily. Some workers (6.8%) failed to perform their contractual obligations due to the following reasons:

- 2.8% of contracts were interrupted by employers due to lack of discipline of worker (alcoholism, conflicts with colleagues at work, et.) and/or low productivity;
- 0.8% of workers did not adjust to living and working in Canada and decided to cancel the contract;
- 1.7% were sent back due to health reasons;
- 1.3% were sent back due to family reasons;
- 0.2% abandoned their work to travel to the United States. One of them was captured and deported by Migration.

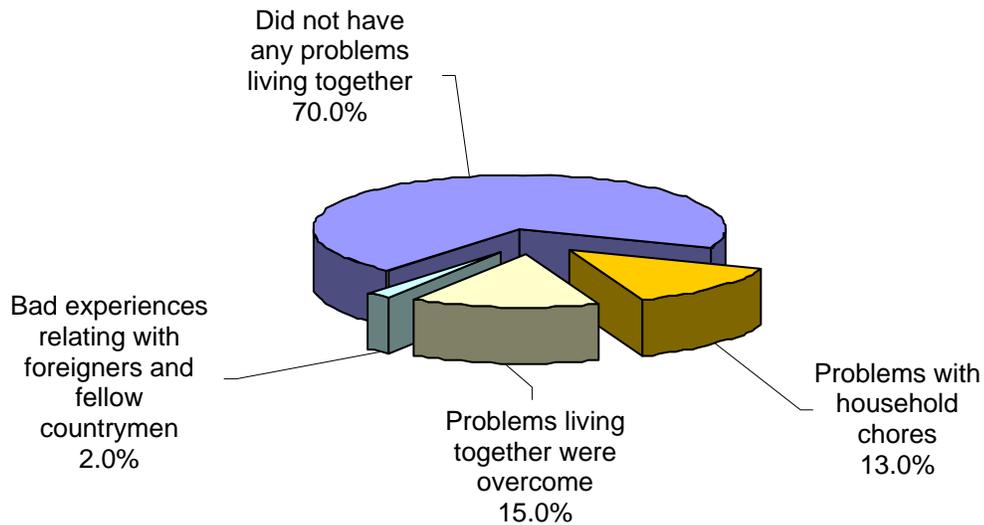
It can thus be considered that the premature return rate is of 3.2% due to lack of discipline and not adjustment to living and working in Canada.

### ***1.8 Problems adjusting to living together in Canada***

On Canadian farms all workers have to perform household chores such as cooking, laundry and housecleaning. It is important to mention that workers are not always put to live with akin groups and people from their own nationality. Guatemalans also have to learn to live together with foreigners who, although if speaking the same language come from a different culture, which in some cases is a cause of uneasiness. Of the 2,255

Guatemalans that traveled abroad to Canada only 13.0% reported to have encountered problems performing household chores. 15.0% found the experience of living together with people other than their family was average; however they overcame all inconveniences in order to have a pleasant stay. Only 2.0% reported having had bad experiences relating both with foreigners and with fellow countrymen. Nonetheless, they still wish to return to work in Canada. The above distribution is displayed in the following figure.

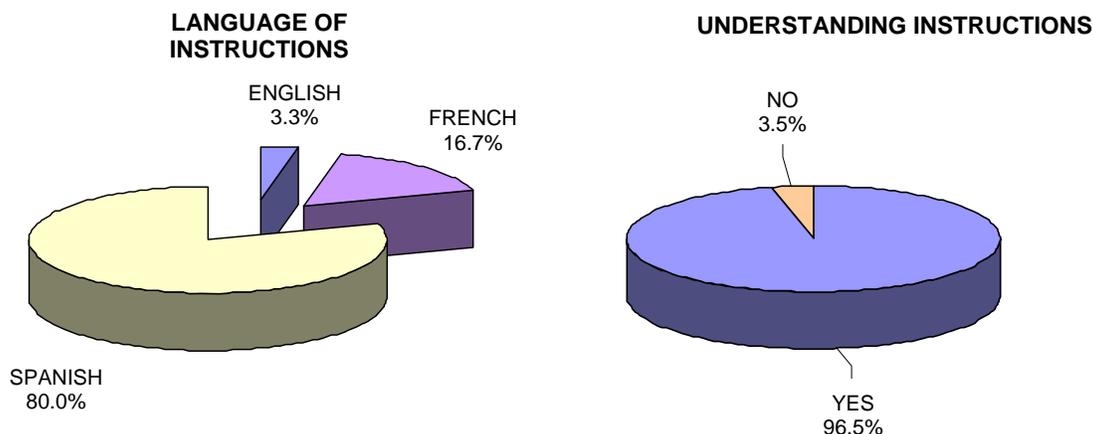
**Figure No. 6**  
**DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS**  
**BY ADJUSTMENT PROBLEMS TO LIVING TOGETHER IN CANADA**



### ***1.9 Language problems in Canada***

As for understanding instructions for work they did not encounter major problems. Although 80.0% of the workers received instructions in Spanish, 16.7% received them in French and 3.3% received them in English, 96.5% understood instructions correctly and only 3.5% had any problem understanding them. The above distribution is displayed in the following figure.

**Figure No. 7**  
**DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS**  
**BY LANGUAGE IN WHICH THEY WERE GIVEN INSTRUCTIONS IN CANADA AND**  
**LEVEL OF UNDERSTANDING INSTRUCTIONS**



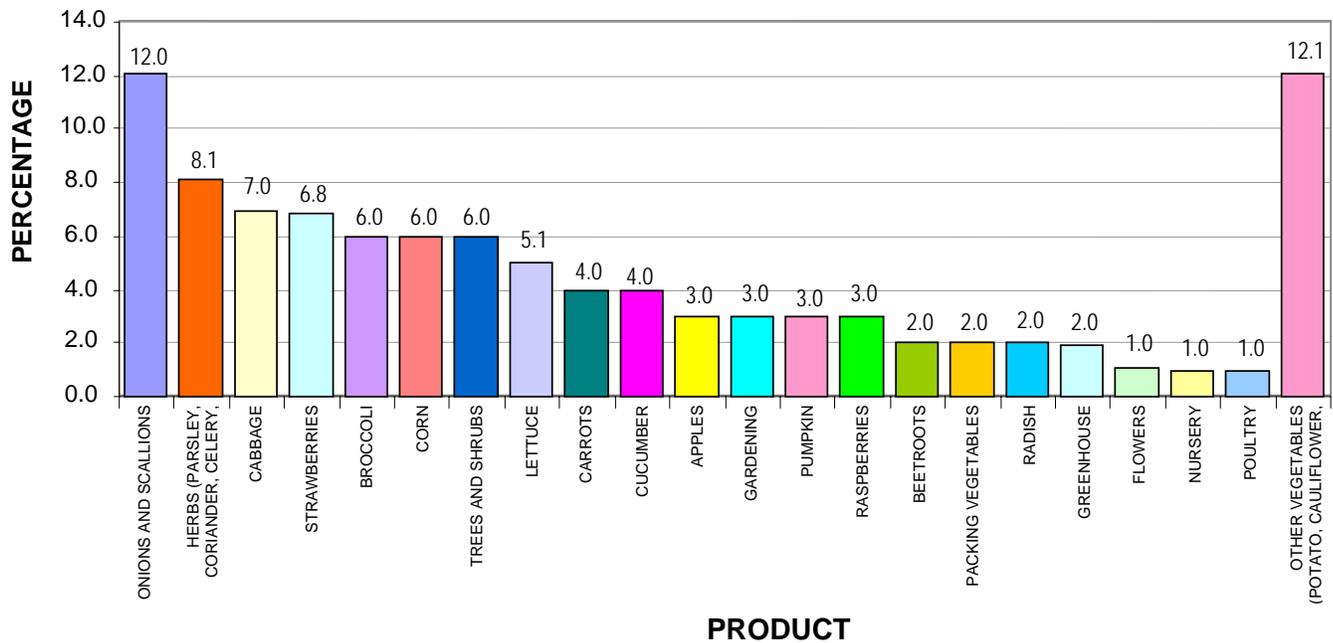
***1.10 Experience gained by workers in Canada***

Guatemalans working on agricultural fields in Canada typically gain experience with different crops and technologies. 98.0% of all workers involved in the Program claimed to have gained work experience and 2.0% said they did not acquire any new knowledge.

**a) Experience by type of crop**

Workers have gained experience growing onions and scallions (12.0%); herbs such as parsley, coriander, celery, etc. (8.1%); and cabbage (7.0%) as displayed in the figure below. The 6.8% refers to Guatemalan women involved in the program as only female workers are hired for strawberry crops.

**Figure No. 8**  
**DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS**  
**BY WORK EXPERIENCE GAINED ACCORDING TO TYPE OF CROP**

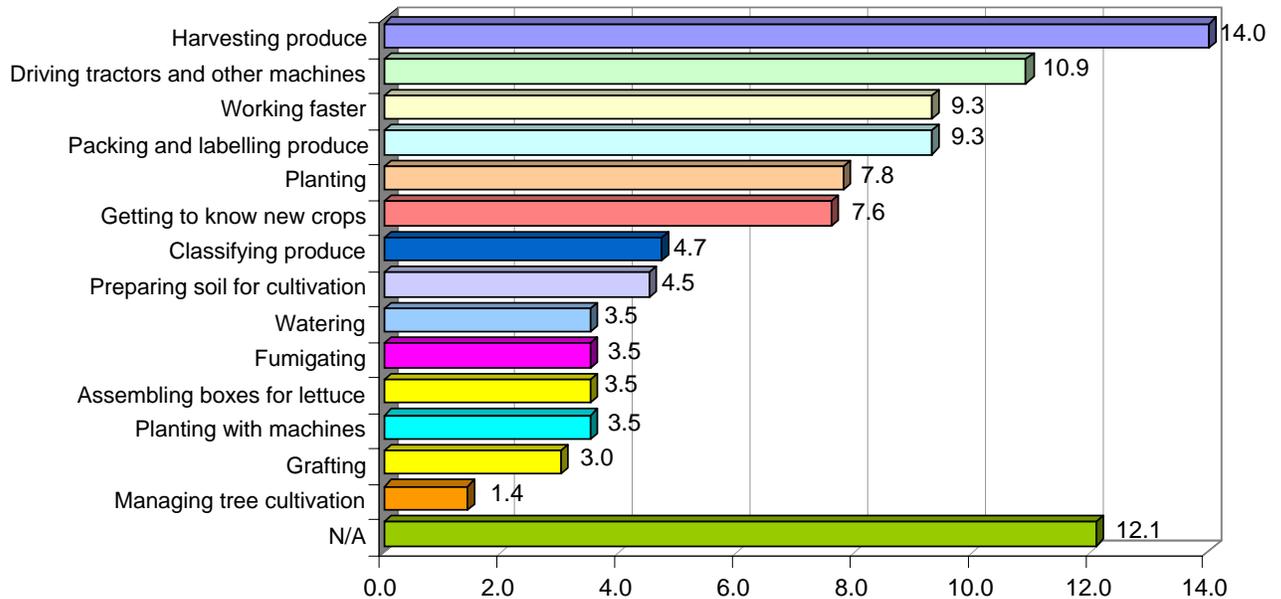


**b) Technology transfer to workers**

74.0% of Guatemalans that have worked on agricultural fields in Canada claimed to have gained experience in agricultural techniques, which include harvesting, classifying and packing produce. 26.0% claimed that mainly they gained experience in the use of agricultural tools that allow an easier and more effective agricultural production.

14.0% of all workers learned how to harvest crops in Canada, which differs from the way they do it in Guatemala. 10.9% learned to drive tractors and other agricultural machines. 9.3% learned to work faster than at home. 9.3% learned packing and labelling produce. The above distribution according to technological experiences gained is displayed in the following figure.

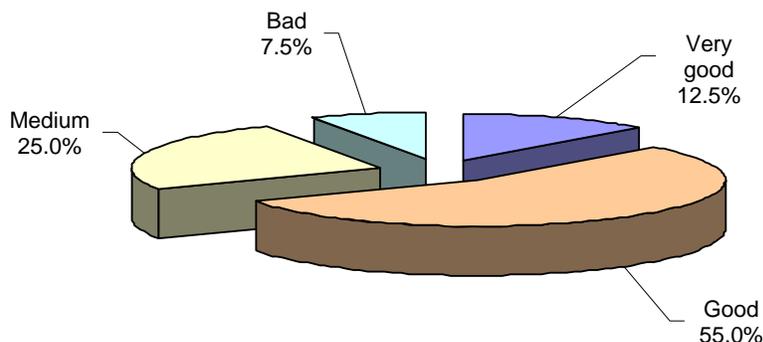
**Figure No. 9**  
**DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS**  
**BY TECHNOLOGY TRANSFER**



***1.11 Assessment of the economic advantages of participating in the Program***

The view of the workers themselves confirms the economic advantages of participating in the Program. In fact, 12.5% believed the economic benefit in Canada was very good; 55.0% considered it as good; 25.0% thought it was medium; and 7.5% said it was bad. However, this percentage includes individuals that were sent back before their contract expired, due to the causes indicated under paragraph 1.7 of this document (6.8%). Thus, less than 1.0% believed the benefit was bad. This may have been the case for people that worked during a shorter time than expected, thus generating less income than they had hoped for.

**Figure No. 10**  
**DISTRIBUTION OF TEMPORARY AGRICULTURAL WORKERS**  
**BY ASSESSMENT OF ECONOMIC ADVANTAGES**  
**FROM PARTICIPATING IN THE PROGRAM**



## ***1.12 Earnings obtained by workers in the Canada Program***

A way of assessing how the workers' income contributes to an improved standard of living is to compare the different uses it has been given over time. For that purpose, the period 2005-2007 has been examined where in fact there are interesting changes in the way in which workers use their earnings. This could be due to the fact that most of them (76.6%) have worked several times in Canada and have covered some of their basic needs, such as housing, and thus they are using more funds to cover other expenses.

The way in which workers use their income follows a pattern that regularly starts with household expenditure (consumption, clothing, health, education); payment of the debt acquired to cover the initial travel expenses (in case of workers traveling for the first time); and improvement of housing, house building and purchase of land. Additionally, they have the capacity to save.

Taking into consideration the expense groups of the United Nations' System of National Accounts, the results are displayed in the table below. The construction item shows a significant decrease from 45.3% to 10.5%. This may be due to the fact that people usually spend their earnings in house building after their first season in Canada. Then, after having covered this need they decide to spend on other goods and services. This is the case with workers involved in the program because, as mentioned in previous paragraphs, most workers (76.6%) have been in Canada several times working in agriculture. The savings item displays a significant increase from 3.1% to 31.9%, which could be due to the fact that workers start saving what they do not spend on house construction. On the other hand, the item of land and/or house purchase shows an increase from 3.4% to 12.9%, revealing that people are investing more in real estate. As for the basic needs (food, household expenditures, etc.) the upsurge may reflect the increase in the basic food basket and/or an improved nutrition for the workers and their families. In contrast, health expenses decreased from 3.1% to 1.9%, which may be a result from the medical coverage of the program "*Salud a su Alcance*" currently benefiting the workers. Thus, they need to spend less on doctor's appointments and laboratories. It is interesting to note that they are also spending on recreation and on the purchase of vehicles.

**Table No. 3**  
**DISTRIBUTION OF INCOME EARNED**  
**BY TEMPORARY AGRICULTURAL WORKERS IN CANADA**  
**PERIOD 2005-2007**

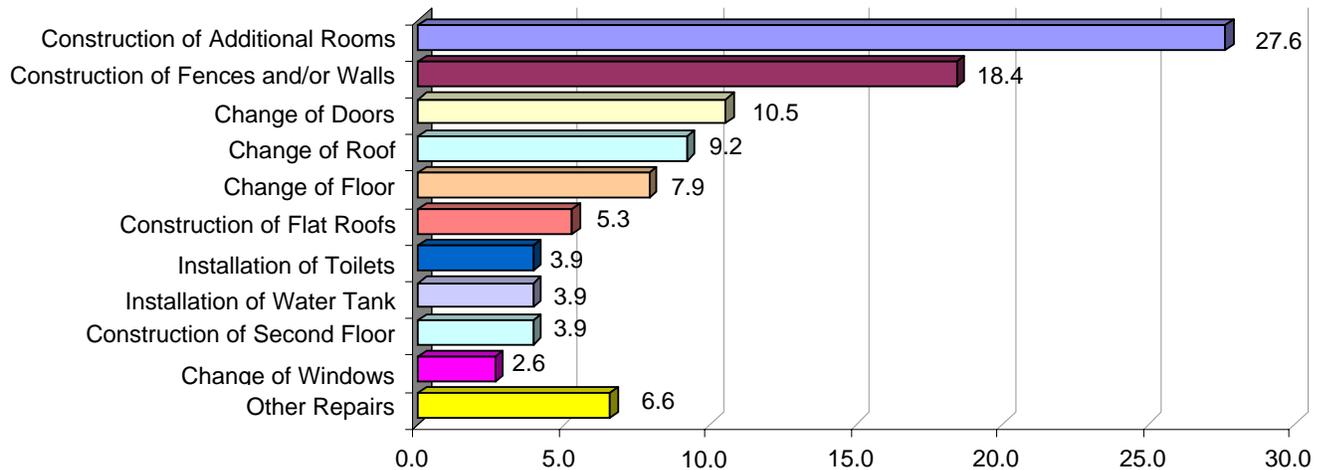
DISTRIBUTION OF EXPENSES	Percentage 2005	Percentage 2007	Difference 2007- 2005
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>	
Savings	3.1	31.9	28.8
Basic needs	9.8	15.4	5.6
Purchase of land and/or houses	3.4	12.9	9.5
Payment of debts (trip)	10.8	10.8	0.0
House building	45.3	10.5	-34.8
House enlargement	7.8	4.3	-3.5
Purchase of clothing and shoes	5.5	4.1	-1.4
Spending on education	3.8	2.3	-1.5
Purchase of vehicle	0.0	2.1	2.1
Spending on health	3.1	1.9	-1.2
Purchase of furniture and equipment	4.5	1.8	-2.7
Purchase of agricultural tools	0.1	1.0	0.9
Recreation and culture	0.0	0.6	0.6
Other expenses	2.8	0.4	-2.4

Source: Survey by IOM, 2007.

On the other hand, it is important to mention that workers always spend money on making their homes more comfortable. This was evident when workers described the improvements they had made to their houses. 27.6% of the workers invested in building additional rooms; 18.4% reported to have built fences and/or walls to enclose their properties; and 10.5% changed the doors in their houses.

Another aspect worth highlighting is that 3.9% installed toilets and 3.9% installed water tanks in their houses, two very important aspects to improve the health conditions for the members of the household. This distribution is displayed in the figure below.

**Figure No. 11**  
**DISTRIBUTION OF WORKERS BY TYPE OF**  
**HOUSE ENLARGEMENT AND/OR REPARATION**



## **II. ANNUAL TRIPARTITE EVALUATION 2007 OF THE PROGRAM TEMPORARY AGRICULTURAL WORKERS TO CANADA**

During the first week of February 2008 the annual tripartite evaluation for 2007 was held in Guatemala City by FERME, the Government and IOM. The results were the following:

### ***II.1 Evolution of the number of employees***

The program started with 21 employers in 2003. In 2007 this number had increased by 810.0%, reaching a total of 170 employers, which reflects the good management of the program. FERME representatives revealed that in 2008 a total of 2,600 Guatemalans will be hired in the Province of Québec.

### ***II.2 Recruitment of workers***

The quality of work delivered by the workers also depends on the specifications provided by the employers; for example, allergic persons are not suitable to work on a poultry farm or tall people are needed to work in nurseries. On the other hand, people with experience harvesting coffee, etc. may lack the skills needed for growing vegetables. Another important aspect is informing the workers beforehand on the working hours.

It was also suggested to provide workers clear information on their duties as well as different recommendations for their stay abroad. This includes advice on their

nourishment in order to be in physical conditions to perform hard work in Canada, as well as suggestions with regard to appropriate clothing for all weather conditions.

On the other hand, workers are encouraged to think over and consult with their spouses the decision of working in Canada to avoid non-fulfillment of the contract they will sign. In order to be involved in the program all workers have to pass a severe selection process that does not accept any recommendations for recruitment.

### ***II.3 Contract of workers***

It was assessed that too long contract terms are inappropriate as workers and their families get anxious. Thus, the longest terms should be eight months to allow workers to spend yearly four months with their families. According to the results obtained from the survey the terms of the workers' contracts in Canada are either under five months (46.0%), five months (27.0%) or over six and under nine months (27.0%). It was recommended that workers should work during three successive years on the same farm due to the training they are provided. If workers want to change farm they may request it, although 75.0% of all workers usually want to return to the same farm.

### ***II.4 Medical examination formalities for workers***

In this assessment the good work carried out by IOM has been acknowledged, which has resulted in the formation of a reserve of available workers for emerging needs.

### ***II.5 Visa formalities at the Canadian Embassy***

IOM has achieved a good coordination with the Canadian Embassy, speeding up the visa formalities in spite of the increased workload.

### ***II.6 Social security for workers***

Social security is essential for workers to start working in Canada. These formalities may only be carried out by the Guatemalan Consulate in Canada together with the workers. Thus the direct support by the Consulate is important so that these formalities are carried out almost immediately upon the workers' arrival as a delay would be harmful for them. The Guatemalan Consulate has to verify that the Canadian migration authorities stamp the entry of the workers into Canada on the appropriate form. Otherwise they could not obtain a social security number and without this number there would be no record of the worker being in Canada.

## **II.7 Wages earned by the workers**

The salaries earned by Guatemalan agricultural workers on agricultural fields in Canada are higher than the minimum salary established in Canada.

## **II.8 Protection and benefits of workers in Canada**

According to Canadian laws, all workers are entitled to the same protection and benefits, without discrimination. Antidiscrimination laws expressly prohibit employment discrimination based on race, color, religion, age, sex, mental or physical disability, and one or more of national or ethnic origin or place of origin. Occupational health and safety statutes in every Canadian province place general duties upon employers to ensure that workplaces are safe and that the workers and their supervisors receive safety and health instruction and training, are aware of safety and health hazards, and are familiar with health and safety protection devices.<sup>18</sup>

Compensation laws applied in Canada entitle workers to wage indemnity in the event of occupational injury or illness, and workers with a temporary total disability are eligible to receive the daily occupational or regional minimum wage. Minimum employment standards laws provide for minimum wages, maximum weekly and daily hours after which overtime must be paid, regulation of the manner and interval of wage payments, permissible deductions from pay, daily rest and meal periods, weekly rest periods, statutory holidays, minimum annual vacations, minimum notice of termination of employment, maternity and parental leave, bereavement leave and other matters. In Canada each jurisdiction has a comprehensive public health insurance plan that covers most health services provided by hospitals and medical practitioners for residents of the province.<sup>19</sup>

82.0% of all interviewed workers claimed to be aware of the benefits to which they are entitled under the Program. The following are the benefits to which all Guatemalan workers are entitled when working in Canada.

- *Employment insurance*, which a monthly deduction of 1.53% from gross wage;
- *Medical insurance*, with a weekly deduction of CAN\$ 3.92 and benefit during their stay in Canada. 7.0% of this insurance was used to buy medicines;
- *Parental insurance*: this is a monthly deduction of 0.4% from the gross wage and the benefit is that if a child was born while working in Canada or one year within his return to Guatemala, and if the worker had accrued over 600 work hours at the end of his season, he is eligible to receiving economic support by the Canadian government. This insurance was used in 2007 by 300 workers, i.e. 13.3%.

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<sup>18</sup> Commission for Labour Cooperation <http://www.naalc.org/>. Protection of Migrant Agricultural Workers in Canada, Mexico and the United States. <http://www.naalc.org/english/pdf/study4.pdf>

<sup>19</sup> *Idem*

Workers may profit from this benefit only while staying in Guatemala. The maximum term for this benefit is 35 weeks and the maximum amount to which they are entitled is 55.0% of their earned wage. If the worker is not involved anymore in the Program but if he had acquired the benefit he is entitled to having it.

- *Holidays*: All workers in Canada are entitled to holidays. For workers in Québec, this benefit is paid upon conclusion of the contract and is 4.0% of their earned wage.

## **II.9 Deductions from workers' wages in Canada**

Workers have benefits but they are also a few deductions from their wages:

- *Housing and/or lodging*: Workers pay weekly CAN\$ 35.00.
- The *Québec Certificate of Acceptance* is another deduction of CAN\$ 175.00, which is deducted from the 4.0% or paid vacations when the contract expires.
- *Québec Pension Plan*: This is a monthly deduction of 4.95% from the gross wage and it entitles workers to be paid a pension after 10 work seasons in Canada.
- *Income Tax*: This tax applies to married workers or to workers living in a common-law marriage that earn over CAN\$ 16,510.00 in one season. They are deducted 16.0% from their earnings. If their income is below the stipulated amount they do not pay Income Tax, as long as they submit to the employer the federal form TD-1-2007 with a tax declaration. If the worker is single he can earn up to CAN\$ 8,929.00 without paying income tax, as long as he submits to the employer the federal form TD-1-2007 with a tax declaration.
- *Income Tax Declaration*: to prepare the documents for this tax and to make paperwork easier for the workers, fill out for them the form TD-1-2007. When the work contract expires the amount of CAN\$ 40.00 is deducted from the 4.0% of their paid holidays to pay a specialized private company that prepares for them the form TD-1-2007.

## **II.10 Purchase of air ticket for workers**

FERME's directors informed that as of 2008 one-way tickets will be purchased and that the return tickets will be purchased for the date defined by the employer, which may vary according to the harvest, weather and other factors that might affect the date of conclusion of the contract.

## ***II.11 Support provided by the Guatemalan Consulate in Canada***

Staff of the Guatemalan Consulate in Canada provides assistance to employers upon their arrival in Canada and take them to their employers. However, the Guatemalan Consulate faces the problem that the Canadian authorities do not allow its staff to enter into the airport to provide Guatemalan workers all the assistance they require when they arrive.

On the other hand, the Guatemalan Consulate provides support to workers to carry out the formalities for parental benefits, and when they get sick or when they have to undergo medical treatment they accompany them to the hospitals.

The supervision of the farms requires a lot of dedication by the staff of the Guatemalan Consulate in order to perform it frequently and without limitations. This involves allowing its staff a more flexible work schedule to visit the farms after working hours in order to prevent any interruptions in the production process. Additionally, to be able to supervise a larger number of workers the Guatemalan Consulate needs to increase its staff to have one person working exclusively for the Program.

Another aspect where the Guatemalan Consulate participates actively is in conflict resolution, as in some cases the intervention of the staff of the Consulate is required to resolve conflicts among workers or between workers and employers.

## ***II.12 Cultural component of the Program Temporary Agricultural Workers to Canada***

Culture and recreation is also a component of a program of this nature. After five years the program is better-known in Canada and as a result a few universities and Guatemalans living in Canada are organizing festivals to promote the culture and tourism in Guatemala.

## **III. ADDITIONAL PRODUCTS THAT STRENGTHEN THE PROGRAM TEMPORARY AGRICULTURAL WORKERS TO CANADA**

With the purpose of strengthening the sustainability and scope of the Program, IOM Guatemala has started two important projects that benefit workers and their families. The first one is a health care plan and the second one is a banking service for remittance transfer.

### **III.1 Health care plan for the families of workers**

This Medical Service Plan is a direct and concrete response for the families of migrants who remained in Guatemala and who lack access to public health care services as most of them live in very distant places. In the beginning the main purpose of the health care plan was to provide access to different health care services to the families in Guatemala of migrants living in the United States of America. Later the coverage was extended to the families of workers in Canada.

To make possible this medical care initiative, IOM signed an inter-institutional cooperation agreement with a remittance transfer company (MFIC) in the United States and EPSS (Empresa Promotora de Servicios de Salud, S.A.), a reliable Guatemalan company.

This health care insurance is promoted among Guatemalan workers in the United States by MFIC (Microfinance International Corporation) on the occasion of their remittance transfers with the purpose of enrolling them in the plan.

EPSS is in charge of providing medical care services through different plans, while IOM is in charge of the general coordination, monitoring and evaluation of the Plan.

With the experience gained and the positive results obtained by the plan, and with the purpose of minimizing the health problems of the families of temporary agricultural workers in Canada and providing them medical services while their spouses are away working on Canadian agricultural fields, the health care plan is currently for the members of the families of all workers.

It is important to mention that the Health Care Plan in Guatemala has a unique medical network all over the country with 251 health care centers for general practice and 252 health care centers for specialties. Additionally, it has 69 laboratories and 24 centers for X-rays and diagnostic images, as well as 19 hospitals. With over three years experience in the country medical services have been provided by the plan to over 100,000 persons in different towns, municipalities and/or communities in the country. The plan operates as follows:

**Participation in Health Care Plan.** It is mandatory for each one of the workers selected for the Canada program to participate in the Health Care Plan that ensures medical services for all members of their household and for the workers themselves while in Guatemala. All beneficiaries are immediately entitled to the health care services offered by the plan.

**Registration and access to Health Care Plan.** The process is started by filling out the form to provide the necessary information for the carnet issued to beneficiaries that are entitled to be provided medical services. The data required from the sender are first names and last names; and from the beneficiaries in Guatemala, their first names and

last names, age, gender, identification number of main beneficiaries (optional), marital status, kinship, home address and phone number.

The carnet is issued immediately after filling out the aforementioned form, and this entitles members to be provided health care services.

***Geographic coverage of the Health Care Plan.*** The program has coverage in all regions, provinces and municipalities of the country.

***Medical Service Plans.*** The health care plan offers several options to the workers, who select the one according to their preference and convenience:

**TABLE No. 1**  
**OPTIONS OF PLAN “SALUD A SU ALCANCE”**  
**AND TYPE OF FUNDING**

TYPE OF PLAN	Fee	Total Cost for Migrant in US\$	SERVICES
<b>A) BASIC PLAN</b>			
Individual	Annual	18.00	General practitioner, gynaecologist, paediatrician
Family	Annual	36.00	
<b>B) SILVER PLAN</b>			
Individual	Annual	100.00	General practitioner, gynaecologist, paediatrician Orthopaedist Laboratory: urine, feces and blood tests Diagnostic images: X-rays Emergency services and programmed transportation 2 services yearly Dentist: evaluation, cleaning, fluorine, fillings and simple extractions.
Family	Annual	260.00	
<b>C) GOLD PLAN</b>			
Individual	Annual	185.00	General practitioner, gynaecologist, paediatrician Medical Specialists (Endocrinologists, Gynaecologists, Neurologists, Cardiologists, etc.) Laboratory: urine, feces and blood tests Diagnostic images: X-rays Emergency services and programmed transportation Dentist: evaluation, cleaning, fluorine, fillings and simple extractions. Maternity
Family	Annual	450.00	

**Payment method.** The cost of the Plan is covered entirely by the workers but they are provided special credit terms as the first instalment is paid by the spouse upon receipt of the first remittance.

**Use of Medical Services.** The company that provides health care services (EPSS) has a call center where beneficiaries receive indications on where and when to be provided assistance with the only requirement of supplying their carnet number. Also, the call center coordinates the appointments with the practitioners. If in need of hospitalization,

beneficiaries have to coordinate the service in the same way. Additionally the program includes medical services in nonworking hours and holidays by a practitioner that provides assistance by phone. This service is available around the clock.

### **III.2 Support for Remittance Banking**

IOM Guatemala has achieved significant advances in the banking issue as it furthers banking in dollars and quetzals within the program Temporary Agricultural Workers to Canada, an incipient activity in Guatemalan banking. The main purpose of this initiative is to provide workers a fair, safe and low-cost mechanism to transfer their remittances.

This is a collective system that allows transferring remittances for groups of workers from the same farm in Canada. It is required that both the workers and their spouses have a bank account in a local bank in Guatemala. Workers must have a savings account in dollars and spouses must have a savings account in quetzals.

The system works thanks to the joint work of employers, workers and IOM. The employers fill out the forms related to the transfer, the workers decide the remittance amount and recipient, and IOM takes over the formalities in the local bank in Guatemala.

Another benefit provided to workers through this system is a preferential exchange rate that is negotiated by IOM at the local bank. The system operates as follows:

**Opening accounts for workers:** When workers are involved in the Program Agricultural Workers to Canada, IOM takes over all the paperwork (filling out forms) for the them and their spouses to open voluntarily a bank account bank accounts at a local bank (BANRURAL). To carry out this formality IOM has been provided the system used by BANRURAL to open bank accounts, which allows assigning account numbers to new holders. To activate these accounts, workers have to go to the nearest BANRURAL branch in the municipality where they live.

**Activating bank accounts:** Workers go to the bank branch with their identification document (*cédula de vecindad*) for the immediate activation of their bank account.

**Entry of banking data into the computer system of the Program at IOM:** After opening the accounts, IOM enters the account numbers into the computer system of the Program. This information is required to fill out a form to be sent to the employers in order to make possible the remittance transfer.

**Support for remittance transfer provided by IOM Guatemala:** In the moment when workers travel to Canada IOM sends the employer the payroll in Excel format including all calculations and the list of workers hired by each of the farms. Thus, when workers receive their first wage they can be provided this service and transfer their remittances.

**Amount of a collective remittance:** The remittance amount is the total of all amounts transferred by workers from a farm in Canada.

**Cost of remittance transfer:** The cost is lower than the fee offered by remittance transfer companies as this is a collective remittance and the cost of the transfer is prorated proportionally among the workers participating in the collective remittance.

**Support provided by employers in Canada for remittance transfer:** After filling out the form designed by IOM with the name of each worker, remittance amounts, remittance destinations and transfer cost, the employers complete the formalities at a bank in Canada to make the transfer to a bank account of IOM in Guatemala. Later they send IOM the form with the amounts to be allocated to the bank accounts of workers and their spouses.

**Remittance reception:** When remittances arrive in Guatemala, IOM fills out a form for the bank with the amounts to be allocated in the savings accounts held by the workers and their spouses, following the workers' specifications.

**Allocation of remittances to workers and their spouses:** After being informed by IOM on the distribution of the amounts to be allocated in the workers' and their spouses' savings accounts, the bank performs these transfers immediately.

#### **IV. FINDINGS OF THE SECOND EVALUATION**

Generally and in view of the achievements reached, the results of the second evaluation reflect that the program is growing stronger and more sustainable each year.

1. Workers themselves claim to be pleased with the achievements regarding wages, favourable labour conditions on the farms, protection and benefits provided by the Canadian social security, and most importantly, the positive changes in their standard of living.
2. The results of the tripartite evaluation performed jointly by the Government of Guatemala, representatives of the employers and IOM are also positive, reflecting the good management of the program by the sustained increase in the number of workers. The program began in 2003 with 215 participants, reaching a total of 2,255 migrant workers in 2007. The number of employers also increased from 21 in 2003 to 170 in 2007. The good recruitment system has been acknowledged, as well as the high percentage of workers that have fulfilled their contracts and the good work carried out by the Consulate of Guatemala in Canada in its function of protecting the workers.
3. A very important aspect is the evaluation of the Program from the perspective of the commitments acquired by the countries, including Guatemala, in the sphere of temporary labour migration. In fact, the Montevideo Commitment on Migration and Development highlights two major aspects. First, the labour programs have to

contribute to improving the potential of migrant workers; and second, these programs have to provide migrants fair work conditions allowing them to improve their standard of living. The countries are urged to give priority to different forms of labour migration through concrete projects that benefit the countries of origin and destination. In this context, the Program of circular temporary labour migration of Guatemala contributes specifically to the compliance with each one of the aforementioned Montevideo commitments and additionally expands them as it also contains elements recognized and recommended by the First Global Forum on Migration and Development in Brussels, namely:

- The Guatemalan Program contributes to increasing the workers' potential as they learn and apply modern agribusiness technologies and thus improve their training level and productivity, which results in better wages.
  - The work conditions for workers are fair. The wages they earn are higher than the minimum salary in Canada; they are entitled to social security, a pension fund and other benefits for themselves and their families; and they have appropriate accommodations. In the evaluation of 2007 most workers asserted to have carried out their work without encountering major difficulties and to be satisfied with the economic advantages resulting from their involvement in the Program.
  - The Program contributes to improving the standard of living of the workers taking into account that 93.0% of the workers hail from municipalities with a poverty rate over 30.0%. As confirmed by the evaluation in 2007, they have spent their earnings mainly on housing and land, savings, health, education and less on consumer goods. These are concrete examples that prove the changes in the standard of living of the workers.
  - One of the main purposes of the Program is to improve its sustainability and extend its scope for the direct benefit of the workers and their families. Thus, two components have been added to the Program. One is a health care plan and the other is a project for remittance banking to reduce transfer costs and encourage bank savings.
  - The First Global Forum on Migration and Development addressed new policy approaches on the direct relationship between migration and development, recognizing the importance and benefits resulting from circular forms of temporary labour migration and sustainable return, as well as the inclusion of non governmental partners as a driving force of labour migration. Thus, the approach and the positive results of the Guatemalan Program described in this document prove the advantages of managing circular temporary labour migration programs through strategic partnerships between a specialized international organization, the Government and the private sector.
4. Finally, we hope that the results of the evaluation set forth in this document may serve as reference for those countries in the region that are planning to encourage and/or strengthen temporary labour migration programs.

## V. REFERENCES

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## **STATISTICAL ANNEX**

**International Organization for Migration  
 Evaluation of Migrant Workers to Canada  
 Period: from 01/01/2007 to 31/12/2007**

**Table No. 1: Temporary Agricultural Workers to Canada by Gender,  
 According to Age Groups**

<b>AGE GROUPS</b>	<b>TOTAL</b>	<b>MEN</b>	<b>WOMEN</b>
<b>TOTAL</b>	<b>2,255</b>	<b>2,114</b>	<b>141</b>
18 - 24	121	110	11
25 - 29	602	575	27
30 - 34	707	663	44
35 - 39	527	491	36
40 - 44	274	253	21
45 - 49	24	22	2

**International Organization for Migration  
Evaluation of Migrant Workers to Canada  
Period: from 01/01/2007 to 31/12/2007**

**Table No. 2: Temporary Agricultural Workers to Canada by Gender,  
According to Province and Municipality of Residence**

<b>PROVINCE AND MUNICIPALITY OF RESIDENCE</b>	<b>TOTAL</b>	<b>MEN</b>	<b>WOMEN</b>
<b>GENERAL TOTAL</b>	<b>2,255</b>	<b>2,114</b>	<b>141</b>
<b>GUATEMALA</b>	<b>167</b>	<b>156</b>	<b>11</b>
Guatemala	14	13	1
Santa Catarina Pinula	1	1	0
Palencia	1	1	0
Chinautla	1	1	0
Mixco	2	1	1
San Pedro Sacatepéquez	8	8	0
San Juan Sacatepéquez	122	113	9
Amatitlán	6	6	0
Villa Nueva	2	2	0
Villa Canales	7	7	0
Petapa	1	1	0
<b>EL PROGRESO</b>	<b>130</b>	<b>129</b>	<b>1</b>
Guastatoya	51	51	0
Morazan	57	56	1
San Agustín Acasaguastlán	7	7	0
San Cristóbal Acasaguastlán	13	13	0
El Júcaro	1	1	0
Sanarate	1	1	0
<b>SACATEPEQUEZ</b>	<b>316</b>	<b>256</b>	<b>60</b>
Pastores	2	0	2
Sumpango	116	92	24
Santiago Sacatepequez	126	100	26
Sta. Lucía Milpas Altas	3	3	0
Magdalena Milpas Altas	2	2	0
Santa María De Jesús	4	4	0
Ciudad Vieja	2	2	0
San Miguel Dueñas	3	3	0
Alotenango	3	3	0
San Antonio Aguas Calientes	19	14	5
Santa Catarina Barahona	8	8	0
<b>CHIMALTENANGO</b>	<b>1,244</b>	<b>1,183</b>	<b>61</b>
Chimaltenango	25	19	6
San José Poaquil	4	2	2
San Martín Jilotepeque	1	1	0
Comalapa	13	13	0
Santa Apolonia	12	12	0

**International Organization for Migration  
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**Table No. 2: Temporary Agricultural Workers to Canada by Gender,  
According to Province and Municipality of Residence**

<b>PROVINCE AND MUNICIPALITY OF RESIDENCE</b>	<b>TOTAL</b>	<b>MEN</b>	<b>WOMEN</b>
Tecpán Guatemala	424	398	26
Patzún	534	521	13
Patzicía	152	144	8
Santa Cruz Balanya	10	9	1
Acatenango	2	1	1
Yepocapa	1	1	0
San Andrés Itzapa	6	6	0
Parramos	4	4	0
Zaragoza	52	48	4
<b>ESCUINTLA</b>	<b>14</b>	<b>14</b>	<b>0</b>
Escuintla	5	5	0
La Democracia	2	2	0
Masagua	2	2	0
Tiquisate	1	1	0
Palín	1	1	0
San Vicente Pacaya	3	3	0
<b>SANTA ROSA</b>	<b>18</b>	<b>18</b>	<b>0</b>
Cuilapa	11	11	0
Barberena	2	2	0
Santa Rosa De Lima	1	1	0
Oratorio	2	2	0
San Juan Tecuaco	1	1	0
Nueva Santa Rosa	1	1	0
<b>SOLOLÁ</b>	<b>12</b>	<b>12</b>	<b>0</b>
Sololá	7	7	0
San Antonio Palopó	3	3	0
San Lucas Tolimán	2	2	0
<b>TOTONICAPÁN</b>	<b>2</b>	<b>2</b>	<b>0</b>
Momostenango	2	2	0
<b>QUETZALTENANGO</b>	<b>10</b>	<b>9</b>	<b>1</b>
Cabrican	1	1	0
Almolonga	7	6	1
El Palmar	1	1	0
Coatepeque	1	1	0

**International Organization for Migration  
Evaluation of Migrant Workers to Canada  
Period: from 01/01/2007 to 31/12/2007**

**Table No. 2: Temporary Agricultural Workers to Canada by Gender,  
According to Province and Municipality of Residence**

<b>PROVINCE AND MUNICIPALITY OF RESIDENCE</b>	<b>TOTAL</b>	<b>MEN</b>	<b>WOMEN</b>
<b>SUCHITEPEQUEZ</b>	<b>14</b>	<b>14</b>	<b>0</b>
Mazatenango	3	3	0
Cuyotenango	6	6	0
San Francisco Zapotitlán	2	2	0
Patulul	1	1	0
Río Bravo	2	2	0
<b>RETALHULEU</b>	<b>1</b>	<b>1</b>	<b>0</b>
Retalhuleu	1	1	0
<b>SAN MARCOS</b>	<b>94</b>	<b>88</b>	<b>6</b>
San Marcos	2	2	0
San Pedro Sacatepequez	1	1	0
Comitancillo	7	7	0
Tacana	16	16	0
Tejutla	1	1	0
Esquipulas Palo Gordo	64	58	6
Ayutla	2	2	0
<b>QUICHE</b>	<b>89</b>	<b>88</b>	<b>1</b>
Santa Cruz Del Quiche	1	0	1
Chichicastenango	86	86	0
Uspantan	1	1	0
<b>BAJA VERAPAZ</b>	<b>7</b>	<b>7</b>	<b>0</b>
Salama	3	3	0
Rabinal	4	4	0
<b>ALTA VERAPAZ</b>	<b>16</b>	<b>16</b>	<b>0</b>
Coban	4	4	0
Santa Cruz Verapaz	2	2	0
Tactic	4	4	0
San Pedro Carcha	4	4	0
San Juan Chamelco	1	1	0
Fray Bartolome De Las Casas	1	1	0
<b>PETEN</b>	<b>4</b>	<b>4</b>	<b>0</b>
La Libertad	1	1	0
San Luis	2	2	0
Santa Elena	1	1	0

**International Organization for Migration  
 Evaluation of Migrant Workers to Canada  
 Period: from 01/01/2007 to 31/12/2007**

**Table No. 2: Temporary Agricultural Workers to Canada by Gender,  
 According to Province and Municipality of Residence**

<b>PROVINCE AND MUNICIPALITY OF RESIDENCE</b>	<b>TOTAL</b>	<b>MEN</b>	<b>WOMEN</b>
<b>IZABAL</b>	<b>6</b>	<b>6</b>	<b>0</b>
Puerto Barrios	1	1	0
Livingston	3	3	0
Morales	1	1	0
<b>ZACAPA</b>	<b>1</b>	<b>1</b>	<b>0</b>
San Diego	1	1	0
<b>CHIQUIMULA</b>	<b>3</b>	<b>3</b>	<b>0</b>
Ipala	3	3	0
<b>JALAPA</b>	<b>2</b>	<b>2</b>	<b>0</b>
Jalapa	1	1	0
San Carlos Alzate	1	1	0
<b>JUTIAPA</b>	<b>104</b>	<b>104</b>	<b>0</b>
Jutiapa	30	30	0
El Progreso	2	2	0
Asuncion Mita	2	2	0
Atescatempa	56	56	0
Zapotitlan	1	1	0
Jalpatagua	4	4	0
Moyuta	2	2	0
San Jose Acatempa	2	2	0
Quezada	5	5	0
<b>NOT SPECIFIED</b>	<b>1</b>	<b>1</b>	<b>0</b>
Not Specified	1	1	0

International Organization for Migration  
 Evaluation of Migrant Workers to Canada  
 Period: from 01/01/2007 to 31/12/2007

Table No. 3: Temporary Agricultural Workers to Canada by Schooling Level,  
 According to Gender and Marital Status

GENDER AND MARITAL STATUS	TOTAL	SCHOOLING LEVEL				
		None	Unconcluded Primary	Concluded Primary	Secondary	Upper Secondary
<b>TOTAL</b>	<b>2,255</b>	<b>168</b>	<b>927</b>	<b>866</b>	<b>197</b>	<b>97</b>
Married	1,687	116	756	636	118	61
Common-law	386	40	122	161	41	22
Divorced	11	3	1	7	0	0
Widower	6	4	0	0	2	0
Single	150	5	42	54	36	14
Other	15	0	7	8	0	0
<b>MEN</b>	<b>2,114</b>	<b>153</b>	<b>869</b>	<b>819</b>	<b>183</b>	<b>91</b>
Married	1,616	106	726	612	114	58
Common-law	355	39	112	146	39	19
Divorced	10	3	0	7	0	0
Widower	2	0	0	0	2	0
Single	123	5	30	46	28	14
Other	8	0	0	8	0	0
<b>WOMEN</b>	<b>141</b>	<b>15</b>	<b>59</b>	<b>47</b>	<b>15</b>	<b>6</b>
Married	71	10	30	24	4	3
Common-law	31	1	9	15	3	3
Divorced	1	0	1	0	0	0
Widower	4	4	0	0	0	0
Single	27	0	12	8	8	0
Other	7	0	7	0	0	0

International Organization for Migration  
 Evaluation of Migrant Workers to Canada  
 Period: from 01/01/2007 to 31/12/2007

Table No. 4: Temporary Agricultural Workers to Canada by Years of Agricultural Experience, According to Gender and Occupational Status before Involving in the Program

GENDER AND OCCUPATIONAL STATUS	TOTAL	YEARS OF EXPERIENCE				
		0 - 5	6 - 10	11 - 15	16 - 20	21 and over
<b>TOTAL</b>	<b>2,255</b>	<b>1,881</b>	<b>118</b>	<b>121</b>	<b>90</b>	<b>45</b>
Unemployed	136	131	2	3	0	0
Active	205	165	18	9	8	5
Self-employed	749	598	47	54	34	16
Student	6	6	0	0	0	0
Retired	1	1	0	0	0	0
Other	1,158	980	51	55	48	24
<b>MEN</b>	<b>2,114</b>	<b>1,745</b>	<b>116</b>	<b>119</b>	<b>89</b>	<b>45</b>
Unemployed	116	113	1	2	0	0
Active	190	153	17	8	7	5
Self-employed	703	552	47	54	34	16
Student	6	6	0	0	0	0
Retired	1	1	0	0	0	0
Other	1,098	920	51	55	48	24
<b>WOMEN</b>	<b>141</b>	<b>136</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>0</b>
Unemployed	20	18	1	1	0	0
Active	15	12	1	1	1	0
Self-employed	46	46	0	0	0	0
Student	0	0	0	0	0	0
Retired	0	0	0	0	0	0
Other	60	60	0	0	0	0