Improving the quality of available statistics on foreign labour in South Africa:
Strategic recommendations

MiWORC Report
July 2013

Deborah Budlender

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Prepared by:

Deborah Budlender

for the African Centre for Migration & Society, University of the Witwatersrand

Copy-editor:

Becca Hartman-Pickerill

Coordination of editing:

Zaheera Jinnah & Aurelia Segatti

Printing & dissemination:

Sharon Mina Olago

The Migrating for Work Research Consortium (MiWORC)

Building on over a decade of research experience in migration studies, the African Centre for Migration & Society (ACMS) at Wits University has embarked on a partnership with a range of academic (GovINN, UP; UNU-CRIS; UNESCO Chair on Free Movement), government (Department of Labour; South African Local Government Association; Statistics South Africa), and international (ILO; IOM) partners. This partnership is expressed through the Migrating for Work Research Consortium (MiWORC).

MiWORC is based on a matching fund principle. The European Union, in the framework of the EU-South Africa Dialogue Facility (EuropeAid/132200/L/ACT/ZA), funds 50 per cent of the consortium. Beyond an ambitious scholarly agenda, one of MiWORC's objectives is to avail empirically based evidence to the EU- SA Dialogue facility, a bilateral on-going strategic partnership between the European Union and South Africa, as well as to a range of key stakeholders in government, organised labour, business, and the NGO sector.

Work Package 2: The improvement of existing labour market survey instruments to better reflect migrant workers' position

Existing national statistical instruments omit any description and account of foreigners' participation within the South African economy. By and large, data is inadequate and limited. This work package aims to improve the quality of available statistics on foreign labour in South Africa, and to allow comparison to domestic labour participation at a national and local level. The WP begins with a critical review of the scope and relevance of existing statistical data sets in South Africa and   provides recommendations on the technical and institutional aspects of a longer-term improvement strategy, with options that can be implemented, such as a pilot survey. WP2 is guided by an advisory committee comprised of the DoL, Stats SA, SALGA, ILO, IOM, and ACMS.

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Abbreviations and acronyms

ACMS	African Centre for Migration & Society
DHA	Department of Home Affairs
Do	Department of Labour
ILO	International Labour Organisation
NIDS	National Income Dynamics Study
OECD	Organisation for Economic Cooperation and Development
QLFS	Quarterly Labour Force Survey
SALDRU	Southern African Labour and Development Research Unit
SALGA	South African Local Government Association
Stats SA	Statistics South Africa
TEBA	The Employment Bureau of Africa
UIF	Unemployment Insurance Fund

Introduction

This report is the second in a set of three for work commissioned by the African Centre for Migration & Society (ACMS) on data on behalf of the Migrating for Work Research Consortium (MiWORC). This report's aim is to assist with improving the quality of available statistics on foreign labour in South Africa. Such improvement is intended, in turn, to advance understanding of the role played by foreign workers in the South African labour market.

The first report (MiWORC Report N°2) consists of an assessment of the scope and relevance of existing statistical data sets in South Africa. The term "foreign labour" is understood as referring to foreign nationals who are either involved in economic activity or seeking to be involved in such activity. This second report provides recommendations in respect of the technical and institutional aspects of a longer-term improvement strategy. This report therefore builds on the first report and does not include unnecessary repetitions of the detail that it contains. The third report (MiWORC Report N°4) presents implementable options for taking the longer-term strategy forward.

The objectives of this second report are to:

1. Issue technical recommendations regarding the improvement of existing statistical data collection mechanisms, for instance, additional modules within existing survey instruments; reconciliation of data sets; data processing, etc.;

2. Envisage the institutional scope for the implementation of such a longer-term strategy, specify which department(s) / agency(ies) should take the lead and ensure the sustainability of the new instrument and on what grounds, and include an estimate of budget costs. An estimate of overall additional costs on an annual basis should be provided;

3. Provide guidelines in terms of local level improvements in the use of existing data.

The next section of the report provides a summary of the relevant characteristics of available data sources. It focuses on data sources that are ongoing, rather than on once-off data collections and reporting exercises.

Summary of available data sources

Table 1 summarises key characteristics of available data sources to provide a synthetic presentation of data sets reviewed. The table excludes one-off data sources, such as surveys that are undertaken only once or twice. The table indicates: the source itself; the type of source (such as survey, census or administrative data) and whether the data measure stock or flow (see MiWORC Report N°2); the agency or institution that produces the data as well as the agency that produces reports, where these are different; the availability of reports on the data and the data itself for the general public; and general comments as to the strengths and weaknesses of the quality of the source in respect of statistics on foreign labour.

Table 1. **Summary of available ongoing data sources**

Source	Type and category	Agency	Availability of report and data	Comment
Quarterly Labour Force Survey (QLFS)	Quarterly survey Stock	Statistics South Africa (Stats SA)	• Detailed statistical release for each quarter • Raw data available at no cost	This is the country's primary source of labour force statistics. It is produced regularly and results are produced quickly. The standard survey does not currently have questions to identify foreign workers. A short module with question on migration was included in the QLFS of the third quarter of 2012 but the results are not yet available at the time of writing.
Census	10-yearly census Stock	Stats SA	• Multiple publications • Interactive web extraction of tables • 10 per cent sample of anonymised raw data will be available early 2013	The 2011 questionnaire included questions on country of birth and movements. The relatively small number of foreigners recorded raises questions as to the extent that foreigners were enumerated and/or correctly reported their place of birth. A further concern is that the labour force estimates, in respect of the population as a whole, differ from those of the QLFS.
Movement Control System: Tourism statistics	Administrative data Flow	Data originate from Department of Home Affairs (DHA) but compiled by Stats SA	• Monthly reports and annual summary	This data source records registered movements over the border. The majority of movements recorded are not for work purposes; those declared for work purposes are reported separately. Comparison of entries and exits suggest relative under-recording of exits. This does not directly affect estimates of foreign labour, as the exits are not disaggregated in terms of the original purpose of entry. Limited disaggregation is available for this source.

Source	Type and category	Agency	Availability of report and data	Comment
Track and Trace system: Documented migrants	Administrative data Flow	Data originate from DHA but compiled by Stats SA	• Statistics South Africa plans to produce annual reports based on these data	This data source records approved temporary and permanent residence permits. For both types, there are separate categories relating to work and business. Stats SA was unable to produce annual reports from these data for about ten years but the quality of DHA data is now adequate for reporting to be resumed. One concern is that some key variables, including occupation and industry, are either not available at all or have not been made available to Stats SA.
National Immigration Information System: Asylum seekers and refugees	Administrative data Flow	DHA	• Unpublished annual reports	DHA produces fairly detailed annual reports using a standard format, but these reports do not seem to be publicly available. The reports also generally include more information on applications than on decisions made. Both applications and decisions are important from a labour perspective as those who have applied are legally allowed to work in South Africa.
National Income Dynamics Study (NIDS)	Longitudinal panel survey Stock	SALDRU	• Raw data available at no cost	This questionnaire includes questions on country of birth and movements. Data from the first round, in 2008, provide among the best existing labour information of foreign individuals from a non-targeted sample. The longitudinal nature of the exercise will mean that subsequent rounds will be less effective in providing estimates for foreign workers.

Source	Type and category	Agency	Availability of report and data	Comment
The Employment Bureau of Africa (TEBA)	Administrative data Flow	TEBA	• Tabulations provided at commercial prices	TEBA is a private company that serves as the major recruiter of foreign and local labour for gold, platinum and coal mines. Even basic tabulations are relatively costly.
Employment Equity reports	Administrative data Stock and flow	Department of Labour (DoL)	• Annual reports	In alternate years the reports cover (a) all formal sector companies with 150+ workers and (b) all formal sector companies with 50+ workers. Tabulations distinguish male and female foreign workers in respect of current workforce, recruitment, terminations and promotions. The disaggregation is by occupational level rather than by the standard occupational classification.
Unemployment Insurance Fund	Administrative data Stock	DoL	• No reporting on foreign labour	This database records a very small proportion of foreign workers.

The table suggests that there are many national data sources. The comments detail how each of these data sources currently has deficits when measured against common characteristics of good quality data. Some examples of these deficits are:

- Validity: Census and survey data almost certainly undercount foreigners, and foreign labour. One reason for this is the reluctance of foreigners – and particularly those who are undocumented – to be counted and/or recorded as foreign. This reluctance is increased where the agency responsible for collecting data is part of government. As another example, DHA's Movement Control System undercounts exits from the country. A third example is NIDS, where the sample size decreases and the bias is likely to increase each year due to the fact that it is a longitudinal study in which individuals are followed up and where each survey will see a larger number of individuals having fallen away due to attrition.

- Reliability: Data from sources such as the QLFS and NIDS, because they are based on a survey, cannot produce reliable estimates for small areas. Even the Census cannot produce reliable estimates below the provincial level given its relatively high under-count and related weighting.

- Coverage: The Employment Equity data covers employment only in relatively large formal sector companies, and covers only employees. The Unemployment Insurance Fund covers only formal sector companies and domestic workers, and excludes the public sector. It also excludes foreign workers who are on contract.

- Frequency: The QLFS migration module has, to date, been implemented only once. The NIDS survey is conducted every few years, rather than producing annual data.

- Timeliness: The migration analysis (and data) from the QLFS module of the third quarter of 2013 will only be available six months or more after the period in which the survey was implemented.

- Relevant variables: The DHA data on temporary work permits does not include the crucial variable of sex. The DHA data on both temporary work permits and permanent residence do not include occupation and industry.

An additional concern is where data are not publicly available, or available only for a non-negligible fee. The former is true for the DHA data on applications for asylum and refugees. Both are true for the TEBA data.

Nevertheless, there is a range of ways in which the available data sources can be improved without introducing major new data collection systems and instruments.

Recommendations for a long-term improvement strategy

The recommendations can be summarised as follows, with further discussion below elaborating on each of the five recommendations:

1. In respect of stock measures, building on the experience with the third quarter 2012 QLFS, Stats SA should **include a module with a small number of additional questions into the QLFS, perhaps on a biennial basis, that allows for identification of foreigners** and thus provides a description of the labour market characteristics of foreigners as well as a comparison of the situation and characteristics of foreigners with South Africans in respect of the labour market. The data available from the much smaller NIDS sample suggests that such a module could produce meaningful data. Implementing and lead agency: Statistics South Africa.

2. In respect of flow measures, **continue to improve the reliability, up-to-dateness, and inclusion of key variables for administrative statistics in respect of various categories of foreign migrants**, including temporary and permanent movers, asylum seekers and refugees. Create or improve mechanisms to make these data publicly available. Lead agency: Department of Home Affairs; Collaborating agencies: Statistics South Africa and Department of Labour.

3. For local-level statistics, **commission studies on key topics of interest and regularly share learning about methods and findings**. Lead agency: South African Local Government Association.

4. In respect of skills, **explore ways of collating and combining data from both the general skills-based permits and the sector-specific skills programmes**. Lead agency: Department of Labour.

5. **Establish a permanent forum for relevant actors to meet, share and discuss achievements and challenges, and explore ways to collaborate**. Lead agency: Department of Labour.

The sections that follow provide motivations and more detail in respect of each of these recommendations.

Recommendation 1: Stock measures

Supporting guidelines and evidence

Bilsborrow et al (1997: 238) is probably the most authoritative international guide to measuring labour migration. Contrary to the recommendation here, they suggest that a targeted survey might be necessary to capture a sufficient number of migrants for reliable analysis. They base this suggestion on the assumption that:

*   The standard labour force survey covers between 5 000 and 10 000 households (*South Africa's QLFS covers approximately 30 000 households*);

*   Average household size is 5 persons (*South Africa's average household size is closer to 4*);

- Proportion of foreign-born persons in the population is 3 per cent (*South Africa's average is certainly higher than this*).

Using these assumptions, Bilsborrow et al estimate that the standard labour force survey would include only between 750 and 1 500 foreign-born people, of whom 300 to 500 would be economically active. This sample size is unlikely to provide reliable estimates. However, using the italicised South African assumptions, the expected sample of foreign-born would be around 7 200. Further, well over half of these are likely to be economically active given that foreign-born are more likely to be adults than children and that all available evidence suggests that they have a higher rate of economic engagement than South African-born.

These calculations suggest that in South Africa the QLFS could be an adequate estimate for statistics on foreign labour if the methodology is improved to promote fuller capture of foreign respondents. The advantage of this approach is that the survey also covers South African-born. This automatically provides the necessary data for a comparison of the two groups and exploration of the nature of the foreign-born contribution to the South African labour market. This would also be in line with the adopted approach of many members of the Organisation for Economic Cooperation and Development (OECD), who use their labour force surveys as the basis for estimates of foreign labour (Véronique Gindry, personal communication, February 2013).

Elsewhere Bilsborrow et al discuss what would be necessary for a targeted survey of the sort undertaken by non-government actors. The descriptions of such surveys in the first report of this series illustrate the many challenges in undertaking such exercises. Bilsborrow et al emphasise the importance of having a probability sample if one wants to draw statistically valid conclusions. (In probability sampling each sampling unit has an equal chance of being selected, whether within the sample as a whole or within a sub-set (stratum) of the sample.) However, they acknowledge the difficulty of determining even the desired size of such a sample – a task that is "seldom as easy in practice as it appears in textbook examples" (Bilsborrow et al, 1997: 273). In particular, one needs to know the population variance (a measure of the extent to which values differ from the mean) for the relevant variable (migrant status or proportion) for each of the strata (such as province) to be used. They suggest that the minimum size for each "domain of interest" would be 1 000 to 2 000 households for a country or a large region (such as a province). If the aim is to compare migrants with non-migrants, then approximately half the households should have one or more migrant members. This discussion gives a sense of the substantial size that would be needed for a reliable sample and the associated substantial cost of a targeted sample survey.

Bilsborrow et al also discuss other possible approaches to collecting data on international migration. These include what they refer to as "multiplicity surveys" (Bilsborrow et al, 1997: 288). This term includes what is commonly referred to as the "snowball" approach where a first respondent is found and that respondent is asked to assist in locating other informants. One of the serious weaknesses of this approach is that individuals are likely to refer the researcher to others who are similar to them because these are the people they are most likely to know. For example, in a survey of foreign-born people, respondents are likely to refer the researcher to others from the same country. This results in a biased sample. Bilsborrow et al (1997: 289) conclude that it "is still unclear whether multiplicity surveys are useful for sampling international migrants." The European Commission suggests that non-probability methods could be used but that it would be difficult, if not impossible, to generalise from the findings (2012d).

Other sources either explicitly or implicitly compare the usefulness of various types of investigation – including different types of survey. Dorrit Posel's interest (Posel, 2003; Posel, 2010; Posel & Marx, forthcoming) is primarily in internal migration, rather than international migration. She has analysed data from various surveys and also made suggestions on how questions should be asked to capture migration information. Some of these suggestions relate to questions asked of the sending household and the way household members are defined, and are thus not of direct interest for our purposes.

Posel also considers questions asked of the receiving household, such as one question asked in the 1995 October Household Survey as to whether the member was a migrant worker, defined as a person working or looking for work away from what they consider "home". Her most recent paper considers whether and how questions on remittances can be used in estimating those who are likely to return home (circular migrants). While largely not of direct interest for our purposes, Posel's work is important in highlighting, among others, the substantial differences in the size of estimates derived from questions asked of source and destination households. Her comparison in respect of the 1995 October Household Survey suggests that questions asked of source households yield much higher estimates, reflecting greater (perhaps unrealistic) expectations that those who have left will return home, than the reported plans of migrants themselves.

The report on the Forced Migration surveys (Gindrey, undated) notes that a panel survey would be best for transit migration so that individual migrants could be followed as they moved from place to place, settling for different lengths of time. (This can also, to some extent, be achieved by asking – as an earlier HSRC survey did – for a migration history. One difficulty here is the length of questionnaire required.) The QLFS is a panel survey in that households are included in the sample for five rounds, with 20 per cent of the sample households being "rotated out" in each quarter. (The panel nature of the QLFS constitutes one of the reasons why a migration module or questions should not be included in every round of the survey as each dwelling remains in the sample for four quarters. This means that in each quarter approximately 75 per cent of respondents will be the same as those captured in the previous round.) However, the QLFS panel follows households defined as the people living in a particular dwelling, whereas Gindrey is suggesting that individuals be followed as they move. A panel survey as suggested by Gindrey would be very costly, and also logistically very complicated. Longitudinal analysis would be more feasible if South Africa had a full registration system in which fields such as contact addresses of foreigners were regularly updated. This is, however, not the case.

Kok et al (2006: 294) observe that the purpose of specific research will determine the data that are required and the methodology adopted. This comment could be expanded beyond research to other reasons for collecting data. They suggest that:

- If one is interested in only a limited number of variables, administrative data will often suffice. However, they note that if the administrative data are incomplete, they will need to be supplemented from other sources and through other methods.

- If one wants "migration facts" such as the proportion of the population born outside the country and duration of stay in South African, one can use population census data. However, this can only be done if the necessary questions are included in the Census and if foreigners are captured and correctly report their status.

- If one wants to investigate reasons for migration and subjective elements, then a sample survey that targets only migrants can be used.

- If one wants to investigate "selectivity" i.e. which characteristics are most strongly associated with migration, they suggest that census or survey data can be used. However, what the authors do not note is that this would be more valid, and provide better comparators, if the census or survey was done in the source rather than the receiving country. Bilsborrow et al (1997) highlight that for a full exploration of either the determinants or consequences of international migration surveys should ideally be conducted in both the country of origin and the country of destination. However, this is not the main focus of the current exercise, which is focused, instead, on providing data that can provide a better understanding of the role played by foreigners in the South African labour market.

The report on the October 2012 meeting of the Group of Experts on Migration Statistics at the Conference of European Statisticians (Economic Commission for Europe, 2012a) notes that including basic questions on country of birth in general surveys has been used in several European countries to produce basic indicators on migration and comparisons of the situation of migrants and non-migrants. The report notes that if more detailed information is required on migrants, additional questions can be asked to identify particular groups of migrants or particular aspects of migration. It suggests that such questions – perhaps included in a separate module – need not be included in every round of the survey. It suggests that full-scale migrant surveys are rarely considered and are far more expensive.

At the same meeting, the United Nations Commission for Europe (2012d) presented a paper on how to collect data on "special" migrant categories. The paper was based on a survey of countries' statistical agencies. The categories explored included short-term and circular migrants, refugees and asylum seekers, irregular and transit migrants, and trafficked persons. Meeting participants as well as the Commission itself generally favoured household surveys for identifying these categories (Economic Commission for Europe, 2012c; 2012d). Once identified, the characteristics of these migrants can be compared with the characteristics of local people as well as other categories of migrants.

However, the Commission acknowledges that surveys are unlikely to be able to produce estimates of the actual number of migrants in each of the "special" categories. These groups are especially difficult to capture because they follow different procedures (asylum seekers and refugees), because there are less formalised and details records (short-term migrants), or because they are unrecorded because "illegal" (trafficked and other undocumented). Most countries reported fewest difficulties with refugees and asylum seekers given that there are administrative procedures and records associated with these groups. Undocumented migrants were, as expected, the most challenging.

The Commission's paper includes useful reflections on the challenges of household surveys and some of the ways in which the challenges can at least partly be addressed.

Considerations in using the QLFS

Recommendation 1 assumes that the QLFS will be able to capture foreign workers and work seekers. Analysis of the questions that were added to the third quarter 2012 QLFS gives an indication of whether that is a reasonable assumption. The fact that the NIDS 2008 survey can be used to generate meaningful

analysis of foreign-born workers suggests that there is good potential in the QLFS once the necessary questions about migration are added. Report 3 suggests which questions might be considered.

As noted in the first report, Bilsborrow et al include model questionnaires for surveys in the destination and source countries. The (lengthy) model for a survey in the destination country consists of the following sections (1997: 363-402):

- A basic household questionnaire that includes a roster of all members as well as basic information on the household's situation;

- An individual questionnaire made of between four and six modules:

  o Section 1 identifies international migrants, here defined as a person who has lived in another country for at least six months, moved to the country of interview during the five years preceding the interview and was at least 15 years of age when they moved. (15 is suggested to distinguish people who might have had a say in the decision to move.)

  o Section 2 is asked only of migrants and focuses on the situation of the migrant and their household prior to moving.

  o Section 3 is asked only of migrants and focuses on the situation of the migration after arrival, but excluding questions on engagement in the labour market.

  o Section 4 is asked of both migrants and non-migrants and asks about engagement in the labour market.

  o There are two further optional modules. The first can be used to cover specific sub-sets of migrants, e.g. those who obtain jobs through intermediaries. The second covers fertility, family planning and child mortality.

The first thing to note is that many of the questions in the proposed modules – and particularly those in the household questionnaire and section 4 – are already present in the QLFS.

The second thing to note is the definition of migrant. The suggested definition is both narrower and wider than country of birth. It is narrower in the sense that it focuses on the last five years. It is wider in the sense that it includes people born in the country (for example, South Africa) who have lived outside the country for at least six months in the past five years. One could combine the two definitions to define those of interest to be foreign-born people who have spent at least six months outside the country in the last five years, or who moved to South Africa for the first time in the past five years. Several of the questions would then need to be adapted accordingly. If several questions are included, such as country of birth, nationality and where the person was five years ago, analysis can be done in terms of more than one definition. However, each of these questions would entail fairly substantial effort in terms of cleaning and coding given the large number of possible countries. The need for coding would also delay release of analysis and data. It would therefore probably not be sensible to include all these questions if answers are specified in terms of country. Such questions would be more feasible if answers were to be specified in terms of broad regions, allowing for closed-ended questions.

If the recommendation to use the QLFS as the main source of stock data on foreign labour is accepted, there are other aspects to consider. These aspects might include whether the questionnaire would need to be translated into foreign languages, and how training and field operations could be improved to ensure better capture of foreigners (Eivind Hoffmann, personal communication, November 2012). Stats SA reportedly already has plans to improve sampling of worker hostels based on its experience in Census 2011, so this aspect might no longer be a concern.

There would be relatively small costs associated with recommendation 1. There would be a small additional cost for Statistics South Africa related to printing the additional page/s of the questionnaire. There would also be costs related to coding of questions such as place of birth, origin of movement and nationality if these are asked below the broad regional level (Peter Buwembo, personal communication, January 2013).

Recommendation 2: Flow measures

For flow measures, the recommendation involves further improvement in current administrative sources in terms of the data captured in the various administrative processes and also – importantly – how the data are reported and made available to potential users of the information. Statistics South Africa's planned resumption of regular reports on documented migrants is already an important advance in respect of availability of information. For asylum seekers and refugees, it seems that reports are already produced on a regular basis, so the main step needed is for these reports to become available to potential users.

In some cases new information might need to be collected and/or captured during the administrative processes. One example of this is gender/sex in relation to temporary work permits. In other cases information that is included in application forms and similar documents that might not be currently captured will need to be captured. Additional examples include occupation and industry of people applying for and granted temporary and permanent permits for work purposes.

A further change that could improve comparisons across data sets would be to ensure harmonised definitions of key variables. In particular, it would be useful if all data sets used similar classification systems for education and skills. Clearly, some agencies would need a greater level of detail than others for these variables. However, if they all used a classification that could be aggregated to the nine categories corresponding to the major groups of the South African Standard Classification of Occupations used by Statistics South Africa, that would allow for useful comparisons.

What would also be useful is if, where data are made available, they cover comparable time periods. Currently, the analysis of DHA data produced by Statistics South Africa is presented in terms of calendar years. This is also the case for some of DHA's own reports on refugees and asylum seekers. In contrast, the numbers reported in sources such as DHA's annual reports reflect the financial year, which is also the reporting year for government agencies.

There are also gaps in respect of past time periods, resulting in non-existent or incomplete time-series data. It is unlikely that this deficit can be remedied now, as the data were previously either not collected at all, or not collected in a reliable way and with the desired disaggregation: they cannot be produced retrospectively.

As with recommendation 1, the costs involved in implementing recommendation 2 would be relatively small. There might be some costs attached to minor re-design of forms and the information systems into which information is captured. There would be further costs attached to reporting but in the case of documented migrants, at least, Stats SA has probably already included these costs in their forward budgets. For other reports, the alternative of electronic dissemination means that the heavy costs attached to producing a large number of hard copies need not be incurred.

The list below presents more detailed suggestions for each of the key databases. At the outset, however, it must be noted that making such recommendations is difficult because of the relative lack of information available about the nature of DHA data sources. This difficulty was increased by the fact that DHA did not, despite reminders, provide responses to a set of questions posed to them about the data sets. The recommendations thus represent a few steps that could make a substantial difference to the usefulness of the data. If more information about the data sets became available, further recommendations would probably emerge.

- *Movement Control System: Tourism statistics*: For this data-set, there are two main recommendations:

  o Attention is needed to ensure that exits are recorded as fully as entries are. This improvement relates to operational aspects as well as data because it will require that officials at all border posts are instructed to record all exits with the same diligence that they record entries.

  o The second recommendation relates to disaggregation of the data. At the very least, these data should be provided disaggregated by sex.

- Track and Trace system: Documented migrants: There are four main recommendations:

  o For temporary permits – and in particular, work permits – use the Track and Trace system to provide estimates of the number of people with work permits who are still in the country at any point. (This is, in fact, a stock estimate.)

  o For both permanent and temporary residence permits, record information and produce reports on additional key variables, including occupation (or some other indicator of skill level) and industry on the basis of which the permit is granted.

  o For both permanent and temporary residence permits, record information and produce reports comparing the number of applications by key variables (such as sex, occupation, industry, country of origin) and the number of approvals.

  o For corporate permits, produce reports showing the number of workers for which these are given, disaggregated by key variables such as occupation/skill and industry.

- National Immigration Information System: Asylum seekers and refugees: For this data set there are two recommendations:

  o Make the annual reports publicly available.

o   Expand on the information provided in respect of approvals. This should be done in a way that allows meaningful comparisons with the numbers and categories of applications.

Recommendation 3: Local-level statistics

The terms of reference require that this report provide guidance in respect of local-level utilisation of migration data. This is difficult, if not impossible to do, given the current and likely future absence of reliable local-level data on foreign labour.

Unfortunately, recommendation 1 will not address local government's hope of having reliable local-level data on foreign labour. The exceptions are metropolitan areas. Because of the way sampling and weighting are done for the QLFS, estimates for metropoles, as a group within each province, should be relatively reliable. The chances of this being the case are increased by the fact that, apart from those working on mines and in agriculture, foreigners are likely to be concentrated in metropoles.

There is no easy solution to this weakness of the QLFS as it applies in respect of all estimates, not only those related to foreigners. The same weakness also applies to census data. This is so because the post-enumeration survey did not provide information at a sufficiently disaggregated geographical level to allow for finely differentiated corrections with respect to the relatively substantial under-enumeration. The recommendation in this respect is thus that municipal officials and other decision-makers be made aware of this weakness of available statistics so that they do not base policy making on unreliable statistics.

It has been suggested that municipalities' administrative records might present an alternative source of data on foreign workers, or at least foreign residents. SALGA is reportedly currently embarking on a programme, Municipal Baromer, in respect of local data (Nomusa Ngwenya, personal communication, February 2013). The programme is being implemented in collaboration with Statistics South Africa, the Development Bank of Southern Africa, and the South African Cities Network, among others. Phase one of the programme includes the collation of existing data, while phase two will explore how to build the capacity of municipalities to use their own data. It is not clear at this point whether this exercise will come up with suggestions in respect of foreign labour, as municipal services relate primarily to households, whereas foreign labour relates to individuals. Developments in the programme should, however, be watched.

More generally, municipalities that desire to have reliable information on foreign labour need to consider for what purpose they would like the data and how they would use it. This will provide the basis for exploring alternatives. One such alternative is the relatively laborious street-by-street audit of businesses conducted in Delft in the Western Cape (Charman et al, 2012). Another alternative is to ensure that, as in the sector-based research commissioned by the Gauteng Department of Economic Development, questions on nationality are included in other investigations (Society, Work and Development Institute, 2012).

One danger of these exercises is that they generally focus on areas or industries in which concern about foreign labour is greatest. The studies thus almost inevitably produce estimates of foreign labour that are higher than they would be if similar exercises were conducted in respect of all geographical areas or all industries. Municipalities that commission such studies will therefore need to ensure that their exercises cover geographical and sectoral areas of suspected low incidence as well as high incidence of foreign

labour. Alternatively, they would need to take great care when disseminating and using the results, so that the bias of the study is understood.

Given the diverse possibilities, there can be no budget estimates for these exercises.

Recommendation 4: Skills data

South Africa's economic policies acknowledge the role that foreigners can play in filling skills gaps among the South African population. Both temporary and permanent work permits are issued on this basis. As the first report revealed, there are also sector-based initiatives (and related data) in respect of foreign skills in at least two sectors, namely health and education. Further, the South African Qualifications Authority is responsible for accrediting foreign qualifications for use in South Africa by both prospective students and workers.

The first report provides some basic estimates from the various systems. The research for the first report revealed that there is relatively little quantitative information publicly available on these initiatives. Where quantitative information exists, it is not easily comparable across the initiatives. Further, in at least some cases it has not been analysed in ways that would be useful for understanding the contribution of foreign labour in the South African labour market.

The Department of Labour could enhance understanding of how foreign labour is assisting with skills gaps by establishing a simple system that sources data from the different initiatives on a regular basis, analyses it and produces periodic composite reports.

Recommendation 5: Permanent forum

Hoffmann and Lawrence (1995) argue that to achieve an effective statistical system in any country, cooperation between all the relevant agencies will require the establishment of an international migration statistics coordinating committee with members from the visa and permits issuing agencies, the border control agency, the labour market, population registration, tax and social security agencies, and the travel industry, as well as the producers and users of statistics on international migration. They suggest that the authority responsible for migration policies and the statistical agency jointly chair this body. They note that improvements in statistics on foreign migrants will not be achieved overnight, but that there are many different ways in which improvement can be achieved. A paper prepared for the International Organisation on Migration (Schachter, 2009) similarly suggests the need for an inter-agency task force.

The Advisory Committee to MiWORC's Work Package 2 on Data could be seen as establishing the basis for such a committee in South Africa. One weakness of the current forum is that it does not include a representative of the Department of Home Affairs. This is a clear weakness, but does not mean that the forum cannot do useful work. Indeed, it could be argued that the Department of Labour is a more appropriate lead agency than the Department of Home Affairs for a forum that focuses on the role of foreign labour in the South African labour market. It might also be appropriate to invite the Department of Economic Development to join the forum.

An important consideration is that all actors, as well as those they engage with, need to see this committee as more than yet another "talk-shop" among a myriad of other committees and forums. This means, in particular, that most of the work needs to be done by the various agencies outside of the forum meetings. The section on "Beyond the five recommendations" includes an example of what was achieved in the United Kingdom through collaborative work in such a multi-agency forum.

The costs attached to establishing such a forum are minimal.

Beyond the five recommendations

There are a few sources that include pointers to what South Africa might like to explore in the future. For example, a paper on the United Kingdom's Statistics Improvement Programme (Economic Commission for Europe, 2012b) describes the use of administrative statistics to improve estimates of immigration at the sub-national level – and in particular to local authorities in England and Wales. This advance was possible after changes in legislation (the Statistics and Registration Services Act of 2007) provided the Office of National Statistics with access to new administrative sources. Data from the administrative sources were used to distribute immigration totals obtained from the International Passenger Survey between local authorities. The administrative data used included National Insurance data from the Department of Work and Pensions; student data from the Higher Education Statistics Agency, and 'Flag 4s' from the general practitioner patient register data. The report emphasises that success was dependent on good collaboration between the Office of National Statistics and a range of other government agencies.

A paper by Statistics Canton of Zurich, Switzerland describes how this local government has derived migration statistics from the Swiss Labour Force Survey (SLFS) conducted by the Federal Statistical Office. The SLFS is an annual telephonic survey with a sample of approximately 105 000 interviews with Swiss respondents. The sample is extracted primarily for the Statistical Office's register, which includes numbers not recorded in the telephone directory. Since 2003, the SLFS sample has included a sample of foreigners, with about 21 000 foreigners included since 2010 (Roman Page, personal communication, January 2013). The foreign households are selected from another administrative source, the Central Information Service on Migration. This is not possible in South Africa where registers that include location are not available even for citizens and permanent residents.

Nevertheless, if reliable survey data become available and administrative sources are improved, at a later stage South Africa could hope to be able to provide briefs and other resources such as are provided by the Migration Observatory at the University of Oxford (see, for example, Rienzo, 2012).

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Informants

Abstracts

ENGLISH – MiWORC Report N°3. Improving the quality of available statistics on foreign labour in South Africa: Strategic recommendations.

This report is the second in a set of three for work commissioned by the African Centre for Migration & Society (ACMS) on data on behalf of the Migrating for Work Research Consortium (MiWORC). Based on the findings of the data set review conducted in MiWORC Report N°2, this report issues 5 strategic **recommendations**:

1. In respect of stock measures, Stats SA should **include a module with a small number of additional questions into the QLFS, on a biennial basis, that allows for identification of foreigners**.

2. In respect of flow measures, **continue to improve the reliability, up-to-dateness, and inclusion of key variables for administrative statistics**.

3. For local-level statistics, municipalities should **commission studies on key topics of interest and regularly share learning about methods and findings**.

4. In respect of **skills**, explore ways of collating and combining data from both the general skills-based permits and the sector-specific skills programmes.

5. Establish a **permanent forum** for relevant actors to meet, share and discuss achievements and challenges, and explore ways to collaborate.

العربية– تقرير اتحاد الهجرة للبحث عن عمل (MiWORC) رقم 3: : تحسين نوعية الإحصاءات المتاحة عن العمالة الأجنبية في جنوب أفريقيا: توصيات استراتيجية.

هذا التقرير هو الثاني في مجموعة من ثلاثة للعمل على البيانات بتكليف من المركز الأفريقي للهجرة و المجتمع (ACMS) بالنيابة عن اتحاد الهجرة للبحث عن عمل (MiWORC). واستنادا إلى نتائج استعراض مجموعة البيانات التي أجريت في تقرير ميوورك (MiWORC) رقم 2، يصدر هذا التقرير 5 توصيات استراتيجية:

1. فيما يتعلق بتدابير المخزونات ، ينبغي على إحصائيات جنوب أفريقيا إدراج وحدة نمطية مع عدد قليل من الأسئلة الإضافية في النموذج QLFS ، على أساس كل سنتين، لتحديد الأجانب.

2. فيما يتعلق بتدابير التدفق ، ينبغي مواصلة تحسين الموثوقية، التحديث، وإدراج المتغيرات الأساسية للإحصاءات الإدارية.

3. للإحصاءات على المستوى المحلي، ينبغي على البلديات القيام بدراسات حول المواضيع الرئيسية وتبادل أساليب التعلم والنتائج بانتظام.

4. فيما يتعلق بالمهارات، ينبغي استكشاف سبل جمع وتجميع البيانات من كل من التصاريح القائمة على المهارات العامة وبرامج المهارات الخاصة بكل قطاع.

5. إنشاء منتدى دائم للجهات الفاعلة ذات الصلة ، للقاء وتبادل الآراء ومناقشة الإنجازات والتحديات، واستكشاف سبل التعاون.

ESPAÑOL – Informe MiWORC N°3Mejorando la calidad de las estadísticas disponibles de mano de obra extranjera en Sudáfrica: Recomendaciones Estratégicas.

Este informe es el segundo de tres trabajos encargados por el Centro Africano de Migración y Sociedad (ACMS) sobre los datos del Consorcio de Investigación de la Migración por Trabajo (MiWORC). Basado en los resultados de la revisión de los conjuntos de datos conducida en el informe MiWORC N°2, este informe emite 5 **recomendaciones** estratégicas:

1. Con referencia a las medidas de existencia, **Stats SA debería de incluir un módulo en el QLFS con un reducido número de preguntas adicionales, cada dos años, que permita la identificación de extranjeros.**

2. Con referencia a las medidas de flujo, **continuar mejorando la veracidad, actualización e inclusión de variables claves para las estadísticas administrativas.**

3. Para estadísticas a nivel local, las municipalidades **deberían de realizar estudios sobre tópicos de interés clave y compartir regularmente información sobre los métodos y resultados**.

4. Sobre las **competencias**, se deberían explorar formas de comparar y combinar datos tanto para los permisos de competencias generales asi como los programas de habilidades específicas en un sector.

5. Establecer **un foro permanente** para que las partes relevantes se puedan reunir y puedan compartir y discutir logros y retos y explorar formas de colaboración.

FRANÇAIS - **Rapport MiWORC N°3. Améliorer la qualité des statistiques disponibles sur la main-d'oeuvre étrangère en Afrique du Sud : Recommandations stratégiques**

Ce rapport est le deuxième d'une série de trois rapports sur les données statistiques commandés par l'African Centre for Migration & Society (ACMS) dans le cadre du Migrating for Work Research Consortium (MiWORC). Sur la base de la revue des bases de données réalisée dans le rapport MiWORC N°2, ce rapport propose 5 **recommandations** stratégiques :

1. Par rapport à la mesure des stocks, Stats SA devrait inclure dans l'enquête trimestrielle sur le marché du travail (QLFS) **un module fondé sur un nombre réduit de questions supplémentaires**, tous les deux ans, afin d'identifier la main-d'œuvre étrangère.

2. Par rapport à la mesure des flux, il est nécessaire de continuer à **améliorer la fiabilité, la mise à jour, et l'inclusion de variables clés dans les statistiques administratives**.

3. Au niveau local, il est recommandé que les **municipalités commandent des études sur des sujets spécifiques** et partagent régulièrement leurs méthodologies et leurs résultats.

4. Sur la question des **compétences**, il est recommandé d'explorer les possibilités de compiler et de combiner les données provenant des permis de travail généraux et des permis sectoriels spécifiques.

5. L'établissement d'un **forum permanent** permettant aux acteurs institutionnels d'échanger, de partager, et de discuter de leurs expériences respectives et d'explorer des possibilités de collaborer.

PORTUGUES – Relatório MiWORC N°3 Melhorando a qualidade das estatísticas disponíveis da mão-de-obra imigrante em África do Sul: Recomendações Estratégicas.

Este relatório é o segundo de três, para o trabalho encomendado pelo Centro Africano para a Migração e a Sociedade (ACMS) por parte do Consórcio de Investigação de Migração por Trabalho (MiWORC). Com base nos resultados da análise dos conjuntos de dados realizada no relatório de MiWORC N ° 2, este relatório faz 5 **recomendações** estratégicas:

1. Com referência às medidas de existência, **Stats SA deveria incluir um módulo no QLFS com um pequeno número de perguntas adicionais, cada dois anos, permitindo a identificação de estrangeiros.**

2. Com referência às medidas do fluxo, **continuar a melhorar a precisão, atualização e inclusão de variáveis-chave para as estatísticas administrativas.**

3. Para estatísticas a nível local, os municípios **deveriam empreender estudos sobre tópicos de interesse fundamental e regularmente de compartilhar informações sobre os métodos e resultados**.

4. Sobre as **competências**, devem explorar maneiras de comparar e mesclar dados para autorizações de competências gerais e programas de competências específicas em um determinado setor.

5. Estabelecer um fórum permanente para as partes interessadas para compartilhar e discutir os êxitos e desafios e explorar formas de colaboração.

SESOTHO – MiWORC Tlaleho ya N°3. Ntlafatso ya boleng ba dipalopalo tse fumanehang ka basebetsi ba tswang mafatsheng mona Afrika Borwa: Ditshisinyo tsa tshebetso

Tlaleho ena ke ya bobedi ho tse tharo bakeng sa mosebetsi o laetsweng ke African Centre for Migration & Society (ACMS) ka dipalopalo bakeng sa Migrating for Work Research Consortium (MiWORC). Ho latela sephetho sa tjhebobotjha ya dintlha e entsweng ho MiWORC Tlaleho ya N°2, tlaleho ena e nehelana ka ditshisinyo tse hlano tsa tshebetso:

1. Ho latela tekanyo ya bongata, Stats SA e lokela ho kenyeletsa mojulo o nang le dipotso tse mmalwa tse ekeditsweng ho QLFS, dilemong tse ding le tse ding tse pedi, o tla thusa ka ho qolla batswantle.

2. Ho latela mekgwa ya phallo, tswelopele ka ho ntlafatsa botshepehi, ho ba tsa moraorao, le ho kenyeletsa dintlha tsa sehlooho bakeng sa dipalopalo tsa taolo.

3. Bakeng sa dipalopalo tsa boemo ba lehae, bommasepala ba lokela ho laela diphuputso tsa dintlha tsa bohlokwa le hore nako le nako ba abelane ka dithuto tsa mekgwa le sephetho.

4. Ho latela bokgoni, fuputsa ditsela tsa ho kopanya dintlha tse tswang ho ditumello tse thehiweng ho bokgoni ekasitana le mananeo a bokgoni a ditheo tse itseng.

5. Theha foramo ya nako tsohle ho etsa hore bankakarolo ba fapaneng ba kopane, ba abelane le ho qoqa ka diphihlello le diphepetso, le ho fuputsa mekgwa ya ho sebedisana.

KISWAHILI – Ripoti Namba 3 ya MiWORC. Kuboresha ubora wa takwimu zilizopo kuhusu ajira ya kigeni nchini Afrika Kusini: Mapendekezo ya kimkakati.

Ripoti hii ni ya pili katika seti ya tatu kwa ajili ya kazi iliyofanyiwa Kituo cha Afrika cha Uhamiaji & Jamii (ACMS) juu ya taarifa kwa niaba ya Muungano wa Utafiti kuhusu Uhamiaji kwa ajili ya Kazi (MiWORC). Kulingana na matokeo ya marudio ya taarifa ilioandikwa katika ripoti Namba 2 ya MiWORC, ripoti hii inatoa mapendekezo 5 ya kimkakati:

1. Kulingana na hatua ya hisa, Stats SA ingeweka kipimo pamoja na idadi ndogo ya maswali ya ziada katika QLFS, kwa miaka miwili, ambao unaruhusu utambulisho wa wageni.

2. Kulingana na hatua ya mtiririko, kuendelea kuboresha uthabiti, mambo yanayohusu wakati wa sasa, na ushirikishwaji wa vigezo muhimu kwa takwimu za kiutawala.

3. Kwa ajili ya takwimu katika ngazi ya jamii, manispaa ingeamuru uchunguzi juu ya mada muhimu ya maslahi na mara kwa mara kushiriki kujifunza kuhusu mbinu na matokeo ya utafiti.

4. Kulingana na ujuzi, kuchunguza njia za kukusanya na kuchanganya taarifa kutoka kwa ujumla kwa vibali vinavyopewa kwa ajili ya ujuzi na mipango ya ujuzi katika sekta maalum.

5. Kuanzisha jukwaa la kudumu kwa ajili ya watendaji husika kukutana, kubadilishana mawazo na kujadili mafanikio na changamoto, na kuchunguza njia za kushirikiana.

ISIXHOSA – INgxelo yesi-3 yakwa-MiWORC. Ukuphucula umgangatho wengqokelela yamanani ekhoyo malunga nabasebenzi abasuka kumazwe angaphandle eMzantsi Afrika: Izindululo zesiCwangciso-qhinga.

Le ngxelo yeyesibini kwiingqokelela ezintathu zomsebenzi ogunyaziswe yi-African Centre for Migration & Society (ACMS) ngoovimba abangeenkcukacha egameni le-Migrating for Work Research Consortium (MiWORC). Ngokusekelwe kokufunyenwe kuhlelo ngokutsha loovimba abangeenkcukacha eziqhutywe kwiNgxelo yesi-2 yakwa-MiWORC, le ngxelo inikezela izindululo ezi-5 zesicwangciso-qhinga:

1. Ngokunxulumene nemilinganiselo yeempahla ezikhoyo, i-Stats SA kufuneka sibandakanye imodyuli enenani elincinci lemibuzo eyongeziweyo kwi-QLFS, kwisiseko seminyaka emibini, nevumela ukuphawulwa kwabantu abasuka kwamanye amazwe.

2. Ngokunxulumene nokungena nokuphuma kwabo, qhubekeka ekuphuculeni ukuthembeka, uhlaziyo rhoqo nokubandakanywa kwemiba eguquguqukayo ephambili kulawulo lwengqokelela yamanani.

3. Kwingqokelela yamanani akumgangatho wengingqi, oomasipala kufuneka bagunyazise izifundo ngezihloko eziphambili ezidala umdla futhi babelane rhoqo ngemfundo emalunga ngeendlela nokufunyanwa koku.

4. Ngokunxulumene nezakhono, hlola iindlela zokuqokelela nokudibanisa oovimba abangeenkcukacha ezisuka kwiipemethe ezisekelwe kwizakhono jikelele kunye neenkqubo zezakhono ezizodwa zamacandelo.

5. Makusekwe iforam esisigxina yabadlali ababalulekileyo ukuze badibane, babelane futhi baxoxe ngokuphunyeziweyo kwakunye nemicel'imngeni, nokuhlola iindlela zokusebenzisana.

ISIZULU - Umbiko i– MiWORC Report N°3. Ukwenza ngcono iqophelo lezibalo zocwaningo ezikhona ngabasebenzi bakwamanye amazwe eNingizimu Afrika: Izincomo ngamaqhinga.

Lo mbiko ungowesibili eqoqweni lamaqoqo amathathu omsebenzi ogunyazwe yi-African Centre for Migration & Society (ACMS) egameni le-Migrating for Work Research Consortium (MiWORC). Ngokususela emiphumeleni yokubuyekezwa kweqoqo lolwazi okwenziwa embikweni i-MiWORC Report N°2, lo mbiko wethula izincomo eziyisi-5 ngamaqhinga:

1. Ngokuphathelene nezilinganiso zezibalo zocwaningo, abe-Stats SA kumele bafake uhlaka lokuya kwelinye izwe (i-migration module) oluneminye imibuzo eyingcosana engeziwe ocwaningweni lwekwata lwezabasebenzi (ucwaningo lwekwata i-QLFS), kabili ngonyaka, okusiza ekuhlonzeni abantu bakwamanye amazwe.

2. Ngokuphathelene nokulinganiswa kwabangenayo nabaphumayo, akuqhutshekwe nokwenza ngcono ukwethenjwa kwamaveriyebuli asemqoka, ukuwenza ahambisane nesikhathi, nokuwafaka ezibalweni zocwaningo zezokuphatha.

3. Ezibalweni zocwaningo zendawo, omasipala kumele bagunyaze izingcwaningo ngezihloko ezisemqoka ezifanele, kushiyelwane njalo ngolwazi lwezindlela zokuqhuba ucwaningo nangemiphumela yocwaningo.

4. Maqondana namakhono, akuhlolwe izindlela zokulinganisa nokuhlanganisa ulwazi oluvela ezimvumeni ezejwayelekile ezigxile emakhonweni, noluvela ezinhlelweni zamakhono emikhakha ethile.

5. Akusungulwe isigcawu esingenakuguqulwa sababambe iqhaza ngokufaneleyo, abazoxoxa ngokuzuziwe nezinselelo kuso, bahlole izindlela zokusebenzisana.

Migrating for Work Research Consortium (MiWORC)

African Centre for Migration & Society (ACMS),
University of the Witwatersrand, Private Bag X3, Wits 2050, South Africa
T: +27 11 717 4033   **F**: +27 11 717 4039

www.miworc.org.za