

Inter-Ministerial Committee on Employment

June 2015

CONTEXT
TRENDS
CHALLENGES
BARRIERS
OPPORTUNITIES
RECOMMENDATIONS



CAYMAN ISLANDS
GOVERNMENT

Review of Employment Policy and Strategy
in the Cayman Islands



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A report of the Inter-Ministerial Committee on Employment
June 2015 Report

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I. Introduction

In July 2014, the Cabinet approved the creation of the Inter-Ministerial Committee on Employment (“IMCE”). Its purpose is intended to promote better collaboration between Cayman Islands Government (“CIG”) agencies on matters pertaining to the challenges of unemployment and to ensure a coordinated and holistic response to efforts at addressing the needs of the country in relation to employment (see Appendix E for Terms of Reference).

I.1 Phase One (Research & Cabinet Directives):

The first phase of work engaged in by the IMCE included:

- understanding the landscape of unemployment in the Cayman Islands;
- understanding the types and nature of the categories of unemployment that job seekers fall into;
- conducting research designed to identify barriers to employment as identified through formal assessments, focus groups and employer and job seeker surveys;
- identifying what efforts the CIG was engaged in as it sought to address unemployment;
- understanding the needs of employers, the skills and attitudes they require to enable their businesses to remain viable and competitive; and
- preparing a report which presents the context for unemployment in the Cayman Islands and includes an empirically based assessment of the underlying challenges related to unemployment.

This first phase of work is a critical necessary step in a larger plan to address unemployment in the Cayman Islands as it provides Cabinet with the information needed to make informed decisions on employment policy. As the Government continues to engage in work designed to address unemployment the IMCE proposes the following phases of work be considered. These phases complement the work already undertaken and serve to move the efforts forward in a strategic and coordinated manner.

Cabinet to identify:

- how it would like to move forward;
- the details of the governance structure; and
- the methodology for taking this work forward.

I.2 Phase Two (Planning): Preparation of any required strategic assessments, business cases or other project documentation to guide the work to be undertaken. Establishment of project teams and resources identified.

I.3 Phase Three (Implementation): Execute project as per the project documents, established project governance model and project methodology.

I.4 Phase Four (Closing): Project team to transfer all ongoing responsibilities to operational staff, preparation of agreement for the collection and maintenance of post project metrics for subsequent post project evaluation.

Evaluation of project to assess for benefits realised should continue indefinitely allowing continuous collection and evaluation of longitudinal data informing employment matters.

The timelines associated with the various phases of work is dependent upon the resources allocated to the project and phase.

The work undertaken to prepare this report sought to provide the information needed to facilitate an understanding of the areas under Phase One. While this report provides a comprehensive overview of the information needed to gain an understanding of these areas, some assumptions were made in this report based on anecdotal evidence and observations that requires further exploration. In addition the assessment of current government efforts requires further exploration to gain an understanding of such factors as total investment, outcomes and results. As further work is conducted, the IMCE recommends continuous data and information collection in order to facilitate informed decision making and implementation of appropriate policies, programmes and projects.

2. Definitions

Active labour market policies: government efforts aiming to bring more people into the effective labour force and to counteract the potentially negative effects of unemployment by working directly with the unemployed.

Aggregate demand: is the total planned level of spending on goods and services within an economy. A fall in aggregate demand means consumers spending less. This will lead to a fall in business revenue, which eventually leads to businesses laying off workers to maintain profit margins.

Cyclical unemployment: is the result of an imbalance between the number of job seekers and the number of jobs available due to a recession or downturn in the economy and resulting in a fall in aggregate demand.

Direct barriers to employment: are those barriers to employment that are related to employment, either by job history, experience or skills capacity as well as those that address the means and mechanisms (e.g. cover letters, resumes and references) to apply for employment.

Efficiency wages: occurs when firms pay above market wages to “buy” the workers’ co-operation.

Frictional unemployment: this is transitional unemployment due to people moving between jobs. It also includes people joining the labour force for the first time such as high school leavers or university graduates and mothers and housewives returning to the labour market.

Hidden unemployment: refers to people who have effectively given up active search for employment because they have been out of work for a long time and have lost both the motivation to apply for jobs and also the skills required.

Indirect barriers to employment: are those impediments, usually environmental, that prevents or inhibits ease of entry into the workforce (e.g., transportation, internet access, poor housing) as well as those relating to social, family or medical support (non-cognitive) and which address non-work-related concerns that are specific to an individual job seeker.

Long term unemployment: is defined in EU statistics as unemployment lasting for longer than one year. However the US Bureau of Labour Statistics reports this as 27 weeks or longer (6 months). The Ministry of Employment uses unemployment lasting for one year and above for its definition.

Longitudinal data: The process of collecting sample observations from a population over a given time period.

Marginally attached: refers to people who are neither working nor looking for work because they have become disheartened but indicate they want and are available for work and have looked for work in the recent past but not within the reference period.

Metrics: a method of measuring something, or the results obtained.

Passive labour market policies: government efforts such as providing income support to the unemployed. It also includes immigration legislation limiting the issue, duration and renewal of work permits. Passive labour market policies do not directly seek to get individuals into employment. They do not work directly with the unemployed to get them into employment.

Seasonal unemployment: this is unemployment that arises due to the close of the business season.

Sticky wages: the term used when wages do not fall easily and do not respond to the decreased demand for labour.

Structural unemployment: a more permanent level of unemployment resulting from skills levels of job seekers not meeting the skills requirements of jobs available or from a mismatch between the skills that workers are supplying versus the skills employers require.

Underemployed: these are job-seekers that want and are available for full-time work but due to difficulties in gaining full-time employment, have settled for part-time work.

3. Executive Summary

Unemployment is a very emotive issue in the Cayman Islands. This is framed by the fact that the Caymanian population is unable to meet the existing labour demand, and it is not envisaged that it will in the foreseeable future, taking into account the anticipated growth of the local population in relation to the anticipated growth of the local economy. Caymanians currently account for approximately forty-eight percent of the total workforce with the balance supplemented by imported skilled and unskilled labour. Public perception exists that the cause of Caymanian unemployment or underemployment is the level of work permits issued.

In 2014, the employment situation in the country started to experience a turn-around following the global recession. The labour force, i.e. the current economically active population, increased by 2.8 percent compared to 2013 to reach 39,582, the highest level recorded since the country's labour force was monitored through an annual labour force survey. The improvement arose from the recovery in employment – this also reached a record high of 37,723 persons in 2014 - reflecting a growth rate of 4.5 percent over the previous year's level. Conversely, the unemployed dropped to 1,849 persons or by 23 percent compared to 2013.

The improvement in 2014 is the most significant in recent years. In 2009 and 2010, total employment shrunk as the local economy adjusted to the global economic downturn. Government employment also contracted; the civil service declined from 3,801 in 2008 to 3,694 in 2009 and has since then been declining in light of expenditure measures aimed at managing the fiscal deficit.

Data collected through surveys, focus groups and job seeker assessments confirms that job seekers in the Cayman Islands are impacted by both direct and indirect barriers that impede their progress from entering and retaining employment. Direct barriers are those related to employment, either by job history, experience or skills capacity as well as those that address the means and mechanisms (e.g. cover letters, resumes and references) to apply for employment. Indirect barriers, in contrast, are those impediments, usually environmental, that prevents or inhibits ease of entry into the workforce (e.g., transportation, internet access, poor housing) as well as those relating to social, family or medical support (non-cognitive) and which address non-work-related concerns specific to an individual job seeker. An analysis of the data collected suggests there is a lack of competitiveness among a small segment of the Caymanian labour force that is beset with challenges that hamper their long-term employment prospect, which require government attention and investment in terms of training and development.

An assessment conducted by the National Workforce Development Agency (“NWDA”), of job seekers self-identified as requiring support, indicate that the barriers affecting the majority of this group tend to be skills-related. The skills identified by employers as lacking in the local

labour market included basic skill deficiencies in literacy and numeracy; technical skill deficiencies in either industry-certifications or knowledge of industry practices or techniques; or soft skill deficiencies such as customer service skills/orientation, 'attitude' problems expressed as an entitlement mentality or perceived lack of work ethic; or some combination thereof.

The indirect barriers such as health concerns (9.4%); access to telephone (3.6%); having a supportive family (17.5%) and adequate housing (20.0%) are seen to be less of an issue for the majority of job seekers. However, when combined with other barriers the combination may present significant challenges to gaining and remaining in employment.

An additional factor contributing to structural unemployment is a deficiency within sectors of the Caymanian workforce, of a culture of continuous development or lifelong learning. The motivation to learn and develop has been generally lacking or, if present, has not been at the level required to meet the existing demand for skills.

The CIG has adopted both passive and active labour market policies towards ensuring optimal integration of the local work force in a Caymanian economy that is very much globally driven. While active labour market and employment policies may address to some extent the issues of structural and frictional unemployment, it is suggested that much of the recent challenges of unemployment are cyclical and will be eased through continued growth in the economy. This is shown in the recovery of employment along with the drop in the unemployment rate in 2014 in the midst of an upswing in gross domestic product (GDP) growth.

A variety of services are being delivered across the government intended to address specific social issues and which, directly or indirectly, address barriers to employment. It should be noted that while these measures may provide short term relief the need for a holistic and long term strategy remains, given the permanent need for imported labour.

In order to prepare and protect Caymanians so they can partake in the economic opportunities that exist in, and are to be attracted to, the Cayman Islands, a well-thought out national human capital development strategic plan is needed, which seeks to develop local capacity to meet the current and anticipated future workforce requirements of these Islands and addresses the barriers to employment as faced by Caymanian job seekers. Further investment in human and social capital, the encouragement of increased participation in lifelong learning and the encouragement of the provision of on-the-job training opportunities for the low skilled, will enable us to face the challenge of increased demand for high skills and fewer opportunities for the low-skilled. This strategic plan needs to be developed collaboratively through the engagement of entities across the CIG as well as public, private and civil society employers and needs to have dedicated funding and resources.

As the Government develops the long term strategy the following challenges, in no particular order, should be addressed:

1. Need for increased investment in training and development.
2. Need for better inter-agency collaboration.
3. Need for engagement of private, public and civil society.
4. Need for improved labour market information.
5. Need to address socio-cultural impediments.

The work of addressing unemployment must be taken up as a whole Government responsibility. CIG must therefore secure commitment, across Government, for the execution of the long term strategic plan and this commitment must be reflected in individual strategic plans, performance agreements, and budgets. The long term strategy needs to be framed by a vision of what the end result will look like. Is the goal, for example, to eliminate all structural and cyclical unemployment for Caymanians, and to have only frictional unemployment as the “acceptable unemployment rate”? It is critical that an end goal is defined so that everyone involved is clear about what the state of the country will look like in terms of unemployment when the objective of this national exercise has been met.

4. Context to Unemployment

The Caymanian population is unable to meet the existing labour demand, and it is not envisaged that it will in the foreseeable future, taking into account the anticipated growth of the local population in relation to the anticipated growth of the local economy. While overall labour demand outstrips local supply, previous research also indicates that there are insufficient quantities of both high-skilled qualified and low-skilled Caymanians in the workforce to meet the specific demands of local industries¹.

Caymanians currently account for approximately forty-eight percent of the total workforce with the balance supplemented by imported skilled and unskilled labour. However, in spite of over 20,000 work permit holders residing and working in the Cayman Islands, the Economics and Statistics Office (“ESO”) Labour Force Surveys show that some Caymanians remain unemployed or underemployed. There is a public perception that the cause of Caymanian unemployment or underemployment is the level of work permits issued.

5. Types of Unemployment Affecting the Cayman Islands

Unemployment is a very emotive issue in the Cayman Islands. This has tended to obscure the fact that the causes of unemployment vary and may therefore require different policy responses. Four main types of unemployment that occur in an economy, namely: Frictional Unemployment, Structural Unemployment, Cyclical Unemployment, and Seasonal Unemployment (see Appendix B for detailed definitions and potential responses). Each of these types of unemployment occurs in the Cayman Islands to a greater or lesser degree and it is therefore necessary to understand which of these should be cause for concern in order to make sound policy recommendations.

5.1 Cyclical Unemployment

Cyclical unemployment is the result of an imbalance between the number of job seekers and the number of jobs available due to a recession or downturn in the economy which result in a fall in aggregate demand. It can be seen from a cursory look at the employment trends in recent years that overall employment of both Caymanian and non-Caymanian workers in the Cayman Islands was impacted by the contraction in economic activity in 2009 and 2010 (Appendix A). The overall unemployment rate deteriorated from 4.0 percent in 2008 to 6.0 percent in 2009 and continued to decline until 2013 when it reached 6.3 percent. However this was more pronounced among Caymanians with their unemployment rate increasing from 6.6 percent in 2008 to 10.5 in 2012. While economic activity and employment gradually recovered

¹ National Employment Report, 2005; Cayman Islands Economic Development Plan (CEDP) 2004-2009; Workforce Skills Assessment Survey, 2003; Labour Force Surveys, 2012 - 2014

from 2011 it was not until 2014 that the unemployment rate fell. This was because up until then, the gradual growth in the economy had been insufficient to absorb the increase in the labour force.

In 2014 however, the labour force increased by 2.8 percent compared to 2013 to reach an estimated 39,582 persons. This is the highest level recorded since the country's labour force was monitored through an annual labour force survey. This came about as a result of the recovery in employment which also reached an all-time high of 37,723 persons in 2014. Conversely in 2014 the number of unemployed fell by 23 percent to 1,849 persons compared to 2013. The impact of the contraction in economic activity and its subsequent gradual recovery on the levels of employment and unemployment indicates that much of unemployment in recent years has been cyclical.

5.2 Frictional Unemployment

The public debate over the level and causes of unemployment raises the question as to what may be an acceptable rate of unemployment for the Cayman Islands, and whether it is “acceptable” to have any unemployment in times of high Gross Domestic Product (GDP) growth. The literature explains this plausibility due to “frictional unemployment” which is transitional and arises from the job search process. Job seekers experience unemployment as they search for their preferred work, assuming that they have the skills required by available employment opportunities. The more efficient the labour market is in matching flexible job seekers with employers, the lower is the frictional unemployment rate.

Job seekers in the Cayman Islands, on a whole, use many of the common job seeking strategies including checking and responding to job adverts in the newspapers and on-line job boards, networking, relying on referrals and recommendations from friends and family, cold calling and signing up with private recruitment agencies². While passive labour market policies such as legislation limiting the duration and renewal of work permits do exist, on the whole, most Caymanian job seekers can access, maintain and progress in employment without any formal intervention. These job seeking strategies are usually effective when dealing with frictional unemployment where information on market trends and available jobs is required.

5.3 Seasonal Unemployment

This is unemployment that is expected to occur during certain times of the year. Usually it involves a working arrangement in which a person is employed routinely for part of the year, but spends the remaining months or weeks without a job due to the close of the business season. Most of the people who hold these jobs know that work will be waiting for them at certain future points, and reapplication is not usually required. Once the season picks back up,

² Report II - Statistics of Work Employment and Labour Underutilisation, ILO 2013

the jobs return. As a result it is not usually a problem for policy makers. This impacts to some extent the Tourism Sector within the Cayman Islands.

5.4 Structural Unemployment

Though most Caymanians may operate in the labour market without any formal intervention, it is recognized that there are a group of job seekers that are challenged by various barriers to employment as they seek to access, maintain and progress in employment. These issues account for those that fall under structural unemployment. Structural unemployment is a more permanent level of unemployment resulting from skills levels of job seekers not meeting the skills requirements of jobs available or from a mismatch between the skills that workers are supplying versus the skills employers require. It is worth noting that this mismatch may occur when a worker has the skills the employer requires but is unable to supply them because of certain barriers (see next section).

6. Barriers to Employment

6.1 Direct and Indirect Barriers

Direct and indirect barriers are one way of classifying the challenges that job seekers face that impedes their progress from entering and retaining employment. Direct barriers are those related to employment, either by job history, experience or skills capacity as well as those that address the means and mechanisms (e.g. cover letters, resumes and references) to apply for employment. Indirect barriers, in contrast, are those impediments, usually environmental, that prevents or inhibits ease of entry into the workforce (e.g., transportation, internet access, poor housing) as well as those relating to social, family or medical support (non-cognitive) and which address non-work-related concerns specific to an individual job seeker.

A review of the assessments of job seekers carried out during the intake process at the National Workforce Development Agency (“NWDA”), as well as through surveys of job seekers and employers, and through focus group discussions with relevant government agencies, confirms the perception that Caymanians are affected by both direct and indirect barriers to employment (Appendix C).

The assessments of job seekers³ by NWDA staff against 43 identified barriers to employment indicate that the challenges affecting the majority of the job seekers tend to be skills-related (Appendix C Section 3). Examples include: formal education up to high school or less (82.2%); moderate to low job market demand for the job seekers skills (80.7%); skills training insufficient (67.7%); little or partial transferability of skills to current employment goal (67.6%); limited

³ Job seekers assessed include those persons registered with the NWDA as Job Seeker Extended registrants. This category of registration allows access to the full services of the NWDA including an intake assessment that identifies interests, skills and barriers to employment.

number of demonstrable skills (64.4%); and poor job interview skills demonstrated by difficulty in expressing personal strengths or in presenting self appropriately (50.8%).

The indirect barriers such as health concerns (9.4%); access to telephone (3.6%); having a supportive family (17.5%) and adequate housing (20.0%) are seen to be less of an issue for the majority of job seekers. However, when combined with other barriers may present significant challenges to gaining and remaining in employment. This is reflected in the chart under 'Work Readiness'. It shows that 97.8 percent of respondents are not work ready, i.e. they have multiple barriers to gaining and remaining in employment.

Other barriers identified by the assessments of job seekers and worth noting include: mental health issues requiring a recommendation to seek professional assessment (29.4%); substance abuse requiring a recommendation to seek professional assessment (19.1%); alcohol abuse requiring a recommendation to seek professional assessment (18.4%). Prior criminal record was identified in 10.9% of job seekers.

The job seekers perceived their barriers to employment to include: need to balance family responsibilities (28%); adequate housing (14%); financial concerns (e.g., debt load) (39%); social network (14%); extent of employment stability (21%); reason for previous termination (18%); ability to speak and understand English (16%); job skills not in local demand (25%); job skills not portable (17%); previous employment references (20%); ability to market self (20%); job interviewing skills (26%); physical handicaps (8%); availability for work schedules (22%); and access to work related clothing and tools (14%).

From the employer perspective, results of the Employer Survey indicate that some employers in each sector identified lack of requisite skills as the principal reason (among the other choices) for not hiring Caymanians with 71.5 percent overall identifying this barrier.

Skills identified by employers as lacking in the local labour market included basic skill deficiencies in literacy and numeracy; technical skill deficiencies in either industry-certifications or knowledge of industry practices or techniques; or soft skill deficiencies such as customer service skills/orientation, 'attitude' problems expressed as an entitlement mentality or perceived lack of work ethic; or some combination thereof.

This supports previous evidence⁴ that a number of new entrants into the labour force, including high school and college graduates, are perceived by employers to lack core employability skills

⁴ Poor standards of Maths and Literacy – "Mathematics in Government Primary and Secondary Schools of the Cayman Islands", ESAU 2008; "Standards of Literacy in Schools in the Cayman Islands", ESAU 2008; and Graduates not meeting the basic standards CEDP 2004 -2009 Future of Education in the Cayman Islands 2005; National Consensus on the Future of Education in the Cayman Islands, 2005.

such as literacy, numeracy, communication skills, learning ability, problem solving, analytical skills and team working skills for entry level roles, or other requisite skills to effectively perform key or specialised roles within local industries.

In the Employers Survey, employers expressed concern about the quality of the Caymanian labour pool with only 19.2 percent of responses indicating that they received applications for advertised jobs from Caymanians that were very qualified though they indicated that some applicants while not sufficiently qualified, could be trained within a reasonable period of time.

Focus Group Sessions were held with staff of the NWDA, the Needs Assessment Unit (“NAU”), the Department of Children and Family Service (“DCFS”), Department of Community Rehabilitation (“DCR”), and the Prison Rehabilitation Team, HMCIPS. The barriers these partner agencies identified included in no particular order: lack of basic skills, technical or job-related skills, interviewing/presentation skills and other soft skills; poor work ethics; sense of entitlement; criminal record; lack of transportation; need for dependent/child care; substance abuse, mental health challenges; inadequate protection of Caymanians, discrimination against Caymanians; and lack of full awareness of the activities of other government agencies.

6.2 Lifelong Learning

An additional factor contributing to structural unemployment is a deficiency within sectors of the Caymanian workforce, of a culture of continuous development or lifelong learning⁵. The motivation to learn and develop has been generally lacking or, if present, has not been at the level required to meet existing demand for skills. The pervasive ‘culture of entitlement’ can therefore result in a desire for the top positions without the requisite skills and experience. This, coupled with anecdotal evidence of companies not providing proper on the job training, has further led to many Caymanians not acquiring relevant up-to-date skills to allow them to transition between jobs or access promotion opportunities at an acceptable level. An example of this has been in the Financial Services sector where some employees that were made redundant have found it difficult to become re-employed in similar level jobs because they lack the up-to-date skills or the educational and professional qualifications that recruiting companies require.

This perspective was corroborated to some extent by employers-responses when asked whether government should have a role in addressing barriers to employment for Caymanian unemployed, in order to enable them to enter or re-enter the labour market. Of the respondents, 85 percent stated that training in areas such as interview skills, specific trade or vocational skills, and ethics, whether via training programmes, or setting up a trade school, or

⁵ National Employment Report (NER 2005)

through on-the-job-training, needs to be emphasised by government or put in place. However the other two major areas stated were:

- a) The need for government to educate Caymanians to take more responsibility for training, educating and developing their selves (which is linked to lifelong learning); and
- b) The need for government to address issues relating to Caymanian work ethic, attitudes and sense of entitlement.

6.3 Cyclical or Structural

The analysis of employment that was carried out by the consultant to the Minimum Wage Advisory Committee and published in the *Report on Establishing a Minimum Wage Regime in the Cayman Islands*, which is based on data from the Labour Force Surveys concluded that “These data strongly suggest that inadequate employment creation has been the root cause of the unemployment challenge in the Cayman Islands, and not a lack of competitiveness of the Caymanian labour force.” This is true in general; however, the NWDA Employers Survey and the NWDA intake assessments suggest the lack of competitiveness of a small segment of the Caymanian labour force that is beset with structural issues that hamper their long-term employment prospect, which require government attention and investment in terms of training and development.

7. Key Efforts by Government to Address Unemployment

7.1 Context

The CIG has adopted both passive and active labour market policies towards ensuring optimal integration of the local work force in a Caymanian economy that is very much globally driven. In this context active labour market policies are those aiming to bring more people into the effective labour force and to counteract the potentially negative effects of unemployment by working directly with the unemployed. Passive labour market policies include government efforts such as providing income support to the unemployed. It also includes immigration legislation limiting the issue, duration and renewal of work permits. Passive labour market policies do not directly seek to get individuals into employment. They do not work directly with the unemployed to get them into employment.

While active labour market and employment policies may address to some extent the issues of structural and frictional unemployment, it is suggested that much of the recent challenges of unemployment are cyclical and will be eased through continued growth in the economy. This is shown in the recovery of employment along with the drop in the unemployment rate in 2014 in the midst of an upswing in gross domestic product (GDP) growth.

7.2 Government Efforts

The National Workforce Development Agency (“NWDA”) was set up to deliver a programme of active labour market policies such as the provision of Public Employment Services (career guidance, job counselling/brokering), Research & Statistics (labour market information), and Training and Development. Steps have been taken to integrate these aspects into the decision making on work permits. In addition to services provided by the NWDA, a variety of services are being delivered across the government intended to address specific social issues and which, directly or indirectly, are aimed at addressing barriers to employment. It should be noted that while these measures may provide short term relief the need for a holistic and long term strategy remains, given the permanent need for imported labour.

In an effort to establish a baseline to measure progress the IMCE canvassed Government agencies to determine what efforts were currently being undertaken to address unemployment. Based on responses received the IMCE produced a compendium of initiatives and programmes developed which directly or indirectly are aimed at addressing the challenges (Appendix D). It was recognised that there is minimal coordination of these efforts between relevant Government agencies. Where attempts at coordination exist, efforts fall short of capitalizing on opportunities available. The IMCE recommends that further exploration be conducted to identify such factors as total investment in current efforts, outcomes, successes, challenges, and results to date.

Summary of findings from a review of the compendium of initiatives and programmes are listed below:

7.2.1 Prepare and protect Caymanians so that they can partake in current and future economic opportunities

a. Education and Training Prior to Labour Market Entry

- i. A large number of Government Agencies provide mentorship and internship opportunities to CIFEC, high school and to university students such as the Department of Environment Internship, the National Gallery’s Passport2Art work experience and Cayman National Cultural Foundation.
- ii. Some Government Agencies provide scholarships to pursue particular courses of study relevant to their industry sector such as the Water Authority.
- iii. Six agencies provide career exploration activities or other opportunities for youth to learn about jobs within their field such as the Youth Services Unit’s Youth Flex Show that provides training opportunity for high school aged youth to gain broadcast experience.

- iv. Six agencies provide training for jobs in their respective sector such as the Health Services Authority which trains Caymanian to become Emergency Medical Technicians and the Water Authority.
- v. Public Works offers apprenticeship for Facilities Support Technician III.
- vi. University College of the Cayman Islands delivers TVET courses.
- vii. Cadet Corp offer BTEC TVET programmes in Public Service and in Music.

b. Training and Development for those in the Labour Market

- i. Many Government Agencies provide mentorship and internship opportunities to participants of the Passport2Success programme.
- ii. The Water Authority offers the Operator Certification Programme to employees.
- iii. The Civil Service College (“CSC”) offers both certificate level training and degree level training free of cost to Civil Servants. Executive level courses are sponsored and specific Continuing Professional Development workshops offered for staff possessing professional qualifications through Professional Development Week and in partnership with private sector bodies like the Cayman Islands Society of Public Accountants (“CISPA”). CSC also offers on-line training to Civil Servants which is also offered free of cost.

c. Policies to reduce Frictional Unemployment

- i. The NWDA provides free online access to job listings voluntarily submitted by companies for job seekers to review. This portal facilitates the opportunity for job seekers and employers to connect with each other in an environment that promotes self-sufficiency in accessing and progressing in employment.
- ii. NWDA provides the Immigration Interface designed to facilitate transparency in the work permit process.
- iii. Government implements fiscal policies such as concessions for private sector projects that create employment.
- iv. The Immigration Law and Regulations protects employment prospects of Caymanians by stipulating conditions under which work permits will be issued.
- v. The Trade and Business Licensing Law, 2014 creates specific T&B Licences for businesses engaged in training, temping agencies and labour brokers as these have sometimes been used to circumvent immigration policies intended to protect the employment of Caymanians. The law

also allows for Cabinet to make regulations, prescribe categories of licences and impose conditions for such categories of licences.

d. Policies to reduce Structural Unemployment

- i. TVET training is offered by HM Cayman Islands Prisons Services for 10 occupational areas.
- ii. NWDA delivers training focused on job readiness skills, soft skills and technical skills.
- iii. HM Cayman Island Prisons Services offers counselling services before release, or works with partner agencies to deliver life skills or psych-educational programmes.
- iv. Support for CXC O' Level Subjects is offered by HM Cayman Island Prisons Services.
- v. The Public Libraries offers Computer Assisted Literacy Solutions Programme to deliver self-paced reading instruction.
- vi. The NWDA and the Department of Counselling Services offer Career Ready 101.
- vii. Youth Services Unit and HM Cayman Island Prison Services coordinate referrals to the NWDA.
- viii. The NWDA, Youth Services Unit, Department of Counselling Services, and HM Cayman Islands Prison Service all conduct assessments on job readiness and barriers to employment.
- ix. Caribbean Haven assists residents to secure and maintain employment upon completion of primary treatment by providing a computer-based literacy programme as well as a life skills programme that aides in job search.
- x. NWDA participates in the Drug Court.
- xi. NWDA works together with HMCIPS to deliver employability training to inmates.
- xii. NWDA provides Career Ready 101 to other agencies such as Counselling Services, and HMCIPS for use with their clients.

7.2.2 Provide statistics and information to facilitate decision making

- i. The Economics and Statistics Office (ESO) previously conducted an annual Labour Force Survey but now conducts them bi-annually. It also publishes data on work permits.
- ii. The National Workforce Development Agency collates data from those that have registered to use its services and provides statistics for decision making.

7.3 Challenges Faced by Government Agencies

Many Government agencies voiced difficulties or challenges in preparing and protecting Caymanians so that they can partake in current and future economic opportunities. These challenges included:

- a. funding the delivery or provision of training (some programmes suspended);
- b. funding the payment of stipends for training and internship opportunities;
- c. getting staff to buy-in to the benefits of certification and take up training;
- d. transportation issues for trainees and interns;
- e. limited access to computers for computer-based training;
- f. trying to place interns in areas matching their interest;
- g. limited uptake of Outreach Programmes; and
- h. scholarship bonds acting as a disincentive to take up scholarship opportunities.

8. IMCE Recommendations

A sharper decline in the overall Caymanian unemployment rate to an “acceptable level” (which is to be determined) is conditional on the following:

- Sustained growth in economic activity across industries to impact cyclical unemployment;
- Addressing appropriately and sufficiently the barriers to employment through:
 - Better inter-agency collaboration to facilitate integration and coordination of support services that meet job seekers needs.
 - Long-term socio-cultural changes aimed at diminishing negative perceptions of certain TVET-related industries and occupations.
 - Availability, accessibility and uptake of appropriate training and development programmes to:
 - address structural unemployment due to skills gaps;
 - improve flexibility of unemployed Caymanians in terms of their preferred industries and occupations to the extent these are due to skills gaps; and
 - provide a reserve of skilled labour able to replace non-Caymanian workers, if so required, in the event of external shocks occurring that impact on the economy and result in cyclical unemployment. This will also reduce the chances of such cyclical unemployment becoming structural unemployment
- A robust information system that can help potential and actual job seekers level off their expectations thus addressing frictional unemployment. This will not only require information on current employment opportunities but on future employment plans of both the public and private sectors.

It is recognised by the IMCE that expansionary macroeconomic policies intended to stimulate economic activity are restricted under the Framework for Fiscal Responsibility (“FFR”) (e.g. increased capital spending funded through borrowing and deficit budgets) and that steps to encourage growth may be limited to encouraging inward investment and prudent management of the economy. However, it is also recognised that should the growth in economic activity stall as a result of the implementation of policies considered non-business friendly or as a result of external shocks beyond our control, this could impact on cyclical unemployment.

To prepare and protect Caymanians to partake in the economic opportunities that exist in, and are to be attracted to, the Cayman Islands, a well-thought out national human capital development strategic plan is needed, which seeks to develop local capacity to meet current and anticipated future workforce requirements and addresses barriers to employment as faced by Caymanian job seekers. Further investment in human and social capital, encouragement of increased participation in lifelong learning and support for on-the-job training opportunities for

the low skilled, will enable us to face the challenge of increased demand for high skills and fewer opportunities for the low-skilled. This strategic plan needs to be developed collaboratively through the engagement of entities across the CIG as well as public, private and civil society employers and needs to have dedicated funding and resources. Recognising that the foundation for life-long learning commences from early childhood and that the acquisition of basic / foundational skills in the early years is preferred to the expensive option of remediation; this plan should link back to compulsory education and draw on Goal 5 of the Education Strategic Plan which seeks to develop skills for learning, life and work.

While the Ministry of Employment plays a role in addressing unemployment, a number of employment barriers can only be addressed through engagement of entities outside the Ministry responsible for Employment and as such, addressing unemployment needs to be on agendas across the CIG. Accountability for addressing unemployment should therefore be shifted from resting solely on the shoulders of the Ministry responsible for Employment and should be taken up as a Government responsibility. CIG must therefore secure commitment, across Government, for the execution of a long term strategic plan and this commitment must be reflected in individual strategic plans, performance agreements, and budgets.

In order to oversee such a multi-ministry perspective, efforts to address unemployment need to be driven from Cabinet and ideally should be recorded in the Annual Budget Statement (“ABS”) and included in the Strategic Policy Statement (“SPS”). CIG must identify a governance structure, to oversee the work undertaken as a result of decisions made by Cabinet that flow from this report, which promotes transparency and facilitates accountability.

The long term strategy needs to be framed by a vision of what the end result will look like. Is the goal, for example, to eliminate all structural and cyclical unemployment for Caymanians, and to have only frictional unemployment as the “acceptable unemployment rate”? It is critical that an end goal is defined so that everyone involved is clear about what the state of the country will look like in terms of unemployment when the objective of this national exercise has been met. The strategic goals which underpin the vision need to be realistic, measureable and should be used to inform progress and align initiatives.

As the Government develops the long term strategy in consultation with private and civil society entities, the following challenges, in no particular order, should be addressed:

1. Need for increased investment in training and development.
2. Need for better inter-agency collaboration.
3. Need for engagement of private, public and civil society.
4. Need for improved labour market information.
5. Need to address socio-cultural impediments.

In an effort to assist the Government in the development of this long term plan the challenges, as set out above, have been explored by the IMCE and potential high level strategic interventions have been identified. The IMCE recommends that prior to moving forward with any recommendation that decisions be made as to what level of due diligence, research, documentation and stakeholder engagement is required for each strategic intervention. As the Cabinet moves this initiative forward into the future phases of development and implementation the IMCE recommends that the work to be undertaken must be driven by the people that deliver services. As such the IMCE recommends that the working groups which develop the project documentation be made up of persons representing Ministries and Departments who are positioned through the services they deliver to address the respective challenge.

8.1 Need for increased investment in training and development

8.1.2 High Level Analysis of Existing Situation

The Caymanian population is unable to meet existing labour demand, and it is not envisaged that it will in the foreseeable future, considering the anticipated growth of the local population compared to the anticipated growth of the local economy. Caymanians account for approximately forty-eight percent of the total workforce with the balance supplemented by imported skilled and unskilled labour. Such a ratio should be expected to have some social impact over time, on the Caymanian population, especially in the areas of culture, identity and sense of entitlement. While overall labour demand outstrips local supply, previous research also indicates that insufficient quantities of both high-skilled qualified and low-skilled Caymanians in the workforce exist to meet the specific demands of local industries. In addition evidence from the Economics and Statistics Office Labour Force Report 2014 indicates that there are 1,562 Caymanians who are unemployed and a further 1,112 that are underemployed in spite of there being over 20,000 work permit holders residing and working in the Cayman Islands. There is a public perception that the number work permits issued are the main cause of the number of unemployed and underemployed Caymanians.

Opportunities for training and development for job seekers exists, however, there are limitations related to access and availability and offerings are developed and delivered haphazardly. Gaps exist in the referral mechanism by which job seekers can learn about opportunities and where training takes place. Further, training opportunities are not typically developed through an assessment of labour market needs. Without a strategic focus and partnership with employers, the potential exists for the development and delivery of training not aligned with employer needs. In addition public perceptions of TVET careers and training opportunities have not always been positive.

On a positive note, it is noted in the 2014 Labour force Survey that those who completed post-secondary education, have a comparatively low unemployment rate of 3.8 percent. In most cases “Post-Secondary Education” is technical, or vocational training or education.

Most adult and continuing education opportunities have financial costs which make access limited to those who have financial resources. Unemployed or indigent job seekers have limited options when it comes to free training and development opportunities and limited access to funding. There is no National Training Fund that provides access to funding for opportunities that currently exist. Where funding is available, it is typically designed to support degree seeking individuals and not those seeking to access soft skills and technical training delivered at the certificate or diploma level.

Anecdotal evidence of private sector companies not providing proper on the job training, and the perceived failure of the Business Staffing Plans to create opportunities for career advancement, has further led to Caymanians not acquiring relevant up-to-date skills to allow them to transition between jobs or access promotion opportunities at an acceptable level. While training budgets in Civil Service entities have been cut as part of over-all budget cuts, other opportunities for development exists through secondments, in-house training seminars and the Civil Service College. The Civil Service College offers training through e-learning, webinars and workshops. Programmes delivered include those at the Associates level as well as Professional Certifications.

From an international perspective, the International Labour Organisation (ILO), United Nations Educational, Scientific and Cultural Organisation (UNESCO), G20 countries, and the Organisation for Economic Co-operation and Development (OECD), among others, all emphasise the need for countries to put in place national skills development policies and systems. They each recognise that competency based education and training, skills development, apprenticeship and mentorship opportunities are key factors for the employability of the labour force, for the sustainability of businesses, and for ensuring that young people entering the labour market have the skills employers require. This view is supported regionally by CARICOM which has developed a Regional Technical and Vocational Education and Training (TVET) Strategy for Workforce Development and Economic Competitiveness to enable the region's workforce and economy to take advantage of the many opportunities presented by the new global knowledge-based market economy.

8.1.3 Problem Statement

A major contributing factor to Caymanians remaining unemployed or underemployed is structural unemployment. Some new entrants into the labour force, including high school and college graduates, are perceived by employers to lack core employability skills such as literacy, numeracy, communication skills, learning ability, problem solving, analytical skills and team working skills for entry level roles, or other requisite skills to effectively perform key or specialised roles within industry sectors⁶. This view is supported by the Employer Survey (Appendix C 1.2) identifying basic skills, technical skills and soft skills weaknesses.

The results of the Employer Survey show employers expressing concern about the quality and job-readiness of the Caymanian labour pool. Only 6.0 percent of employers (15 out of 250 respondents) thought that they received job applications from Caymanians that were *very well* qualified and only 19.2 percent (48 out of 250 respondents) thought they received job applications from Caymanians that were *well qualified*. However 48.0 percent of employers (120 out of 250 respondents) thought they received job applications from Caymanians that were insufficiently qualified but trainable.

⁶ Caribbean Employment Forum Matrix, 2010

The reasons given for not hiring by the respondents to the Employer Survey were: lack of skills 71.5 percent of respondents; experience 64.9 percent of respondents; and knowledge 53.1 percent of respondents. Attitude was considered an important reason by 61.4 percent of respondents.

Among job seekers who took part in the Job Seekers Survey (see Appendix C) however, the perception of lack of skills as a weakness was not so apparent. In the survey only 18 percent of respondents indicated that the reason for not applying for a job was because they do not possess the skills, while 10 percent would not apply if they do not have the knowledge. The main reasons given for not applying for a job was: a) lack of experience (52.6%); and b) the belief or perception that the employer will only hire a work permit holder (36.8%). This demonstrates a major disconnect between the job seekers' assessment and that of the employers who see lack of skills as their primary concern. However, this may be an indication that the job seekers perceive their condition to be related to events outside of their control and responsibility. Their perception may be that: experience is dependent on gaining employment, so their lack of experience is because they have not been given the opportunity to gain it.

The NWDA Intake Assessment (see Appendix C) identifies lack of relevant skills as a major issue. Among job seekers assessed by the NWDA, 69.7 percent of them were identified as having insufficient skill training and 79.7 percent as having skills that were not in demand in the local market. Furthermore 83 percent were found to have attained education levels of "high school diploma or less", which may limit their career options for acceptable employment. This is a serious and challenging concern, corroborated by the ESO. The 2012 Labour Force Survey ("LFS") shows that of the estimated 1,925 unemployed Caymanians, 75.2 percent were educated to high school level or less. The 2013 LFS indicates that though a reduction occurred in the estimated number of unemployed Caymanians to 1,817, of these 1,436 or 79.0 percent were educated to high school level or less. The 2014 LFS shows a further reduction in the number of unemployed Caymanians to 1,562 of which 1,098 or 70.3 percent were educated to high school level or less. This appears to indicate a correlation between education levels and unemployment.

An additional contributory factor is absence within sectors of the Caymanian workforce, of a culture of continuous development or lifelong learning⁷. This, coupled with anecdotal evidence of companies not providing proper on the job training, has further led to Caymanians not acquiring relevant up-to-date skills to allow them to transition between jobs or access

⁷ National Employment Report (NER 2005)

promotion opportunities at an acceptable level⁸. ESO's Labour Force Survey 2013 shows that while 5,193 out of 5,999 (86.6%) of Caymanians in the Professionals and Technicians and Associate Professionals had received training, only 1025 out of 2543 Caymanian managers (40.3%) had ever received any form of training compared to 653 out of 997 non-Caymanian managers (65.5%). Of the 17,501 Caymanians employed in the workforce 11,912 had undergone training at some point (68.1%), though 7,762 of these had received their training before 2009. These statistics may be an indication that some of these skills are not up-to-date.

A result is public concern about persistent unemployment levels for Caymanians (albeit primarily the less educated segment) and the public debate on the issue of migrant workers affecting the ability of Caymanians to participate effectively in the labour market.

Future job creation endeavours by Government to benefit Caymanians may not be effective if citizens are unable, due to skill deficiencies, to take up such opportunities. The CIG, in recognising these deficits, has made education and training of local human capital a priority. However, the current national provision for skills development in the Cayman Islands, which includes a range of offerings, is uncoordinated.

8.1.4 Addressing the Challenge

An investment in human capital is required which includes training to bolster numeracy and literacy skills, increased support for ICT capacity, identification of core competencies and development opportunities that meet the need of the employers, and expansion of TVET opportunities. Further, there should be opportunities for increased career guidance to provide job seekers with alternative career choices or transferability of skills, additional support for trainee positions to understudy a post currently occupied by a work permit holder, or increasing school-to-work programmes in compulsory education which facilitate work experience and professional exposure.

These views are supported by 85 percent of respondents to the Employer Survey that stated that training in areas such as interview skills, specific trade or vocational skills, and ethics, whether via training programmes, or setting up a trade school, or through on-the-job-training, needs to be emphasised by government or put in place. Respondents to the Job Seeker Survey indicated that one reason they would not apply for a job opening was if they did not have the required level of experience. They also suggested that government needs to look at addressing access and funding for training programmes.

As Cabinet seeks to address these challenges the IMCE recommends that the following strategic interventions be considered, (in no order of importance):

⁸ Wallace Walker 2002, various IIP Diagnostic Reports and Philip J Scott 2002-2009, various IIP Diagnostic Reports

Overarching Strategy

1. Implement the decision to put in place additional structures for the development, coordination and management of Technical and Vocational Education and Training (TVET) in the Cayman Islands in the form of a National Training Council so as to ensure that the current and future skills needs of the Cayman Islands are met through a holistic, effective, efficient and internationally comparable TVET System.
2. Define with the involvement of social partners, through a body such as the National Training Council, a national strategy for training/learning and development as well as establish a guiding framework for training and development policies at national, sectoral and enterprise levels.
3. Recognise the roles of Government, employers and workers in Training and Development.
 - a. Government needs to commit further to investing to enhance learning and development at all levels within the concept of lifelong learning through, for example, providing support for study-leave.
 - b. Government must recognise its primary responsibility for education and pre-employment training and for training and re-tooling the un-employed.
 - c. Employers need to commit to training existing and future employees.
 - d. Individuals, especially Caymanians, need to take responsibility for and commit to developing their own abilities and careers.
4. Evaluate the impact of education, training and lifelong learning policies on the progress made towards achieving the government's goal to prepare and protect Caymanians so that they can partake in the current and future economic opportunities within the Cayman Islands.

Training Delivery

1. Partnership between private, public and civil society organisations engaged in the delivery of training and development opportunities to minimize overlaps and focus resources in areas where gaps exist to facilitate better programming.
2. Expansion of the Leadership Cayman programme so that additional demographics are targeted with cohorts designed to address their specific needs and barriers to employment.
3. Government needs to ensure that accredited training programmes giving job seekers the skills required for the jobs available in the economy are in place and accessible and that job seekers are encouraged to take up the programmes. To that end businesses engaged in the delivery of training programmes should be evaluated, approved and registered through a body such as the Education Council.
4. Traditionally, in instances where Government outsourced training and development they funded the programme through an agreement to purchase services from the

private sector business. The IMCE proposes that Government employ a community based model that engages key stakeholders. Using this model Government, through grant applications, would assist with the start-up of a training programme. Once established ongoing funding would come by way of scholarships to participants, issued with contingencies and defined expectations. An expectation of most, if not all, programmes is that they would include an apprenticeship or internship component. It is expected that the businesses offering placements would provide stipends. This model facilitates a sharing of the financial costs, supports accountability and transparency and ensures that both the Government and labour market are committed to the respective programme.

5. Government needs to encourage the private sector to provide opportunities for employees to retrain when there is a change in the type of business activity that the organisation is engaged in and to encourage and employees to take up these opportunities when provided.

Funding of Workforce Training

1. Establishment of a National Training Fund which provides funding to access a broad range of training opportunities.
2. Monies assigned to training/scholarships through Business Staffing Plan to be placed in a trust (National Training Fund) at the time of the approval of the Business Staffing Plan to support enforcement of plans and to facilitate an efficient and effective mechanism for accessing and distributing funds.
3. In order to support Caymanians in gaining international exposure a fund should be set up that supports Caymanians who have been offered/awarded opportunities to speak/present at conferences or events overseas. This not only allows the Caymanian to gain international exposure it provides exposure to the Cayman Islands overseas.

Types of Training Opportunities

1. Development of a National Mentoring Programme.
2. The CIG needs to be a leader in the movement to invest in people. CIG budgets should include ample provisions for training and development of staff and the CIG should be supportive of employees who seek to engage in training and development opportunities. At a strategic level the government needs to prioritise the training and development of public servants. It should be noted that while training budgets in Civil Service entities have been cut as part of over-all budget cuts other opportunities for development exists through secondments, in-house training seminars and through the Civil Service College which offer programmes at the Associates level as well as Professional and other Certifications.

3. Private sector redundancy packages should include provisions for training to support re-employment.
4. Internship opportunities delivered through the public and private sector should provide structured and meaningful work experience for participants. Internship opportunities should be developed with clear objectives that can be measured. These objectives may be related to soft skills and/or technical skills. At the end of the internship experience the job seeker should be issued a reference. This will assist those job seekers who have no reference due to no work history or inadequate references resulting from poor work history.
5. Delivery of internships within the CIG should be a coordinated effort and specific funding should be allocated through budgets.
6. Persons awarded scholarships from the CIG should be required to register with the NWDA as full clients in order to facilitate them accessing a system of support as they engage in educational pursuits designed to provide access to employment.
7. A condition of a government scholarship should be the completion of a specific number of hours of training required for the area of study being pursued. This training/experience can come by way of paid employment/internship or unpaid internship. It must be recognised that many degrees, typically those tied to professions, require a set number of internship hours in order to complete the degree. In many cases financial remuneration is minimal, if at all. Setting this as a requirement for Government scholarship students is not an unreasonable request and reaps many benefits:
 - a. students gain valuable experience that will position them to be competitive in recruitment activities once they have graduated;
 - b. students have the opportunity to network and build relationships in the area of the labour market or profession they are studying;
 - c. students have the opportunity to understudy posts for which they will be qualified upon graduation; and
 - d. employers have the opportunity to participate in the development of future employees and labour force participants.
8. Training and recruitment provisions established in the Immigration Regulations (2013 revision) section 6 should be reviewed and revised to facilitate real opportunities for Caymanians to engage in training and development, including job shadowing to facilitate gaining the necessarily skills and experience to carry out the jobs in question. In instances where companies receive government concessions, requirements for training and employment of Caymanians and/or job shadowing (subject to the availability of Caymanians) should be imposed. In instances where a company seeks a work permit and can demonstrate that it is training a Caymanian for the post in question and where the proposed permit holder will be facilitating the training and development of the

Caymanian, incentives should be considered. However if this company already receives concessions from government, the incentives should no longer apply.

9. Provisions for Adult Education need to be coordinated and more programmes developed to meet the needs of the labour market and address deficits of the labour force. Adult education provisions are delivered by government, non-governmental, and private sector entities without emanating from a well thought out strategic plan.
10. As the Government implements education policies, these policies need to ensure that high school leavers entering the workforce possess the foundational skills such as good work ethics, literacy and numeracy skills.

8.2 Need for increased integration and coordination of support services and identification of services that meet the needs of job seekers

8.2.1 High Level Analysis of Existing Situation

Services are being delivered across the government that are intended to address specific social issues and which, directly or indirectly, address barriers to employment. However, minimal coordination of these efforts exists between relevant Government agencies. Attempts at coordination fall short of capitalizing on opportunities available. Some areas of coordination include:

- Needs Assessment Unit (“NAU”) able-bodied clients are required to register with the National Workforce Development Agency (“NWDA”) as a condition of receiving support. While registration is required no mechanisms are in place to hold NAU clients accountable for engaging in activities related to addressing barriers to employment as identified by the NWDA intake assessment.
- Through the results of the NWDA intake assessment the NWDA seeks to assist job seekers in accessing a system of support when required. However, this is built on an informal set of referrals rather than a systematic approach to pool and share resources within the CIG.

A lack of coordinated effort exists across agencies to ensure services are not duplicated when practicable, to facilitate sharing of resources and to fill gaps in service delivery. The areas of overlap or duplication include job search activities carried out by NWDA; by the Young Parents Programme under the auspices of the Department of Counselling Services and the Family Resource Centre; and by Caribbean Haven.

There is also a knowledge gap, both within government and outside government, regarding the assistance offered by relevant government agencies, the services delivered, and the role and remit of agencies. This likely contributes to deficient collaboration across government. At present, no formalized welfare to work or work first approach is currently in place.

8.2.2 Problem Statement

From an employment perspective, the goal of government agencies should be that clients are supported to become and remain gainfully employed and to be productive citizens within the Cayman Islands. However this goal can, and in some instances already has, become lost as each agency focuses on its own narrow perspective of service delivery and fails to understand the linkages between components of government that if harnessed would achieve the goal of helping individuals become productive members of society. The result is failure to leverage service provision, the creation of additional or reinforcement of existing barriers to employment, and the undesirable social implications for affected individuals and society at large.

The Department of Children and Family Services (“DCFS”) works with low-wage earners and unemployed Caymanians providing therapeutic services and the administration and delivery of community based programmes. The Department of Counselling Services (“DCS”) provides post-release services for ex-offenders to support reintegration into society. The HMCIPS Prison Rehabilitation Team aims to provide opportunities for prisoners to take up new skills and/ or experiences. The NAU provides emergency cash support of up to six months for indigent unemployed job seekers and refers clients to NWDA. The NWDA plays a critical role as an intermediary for job seekers and employers posting job vacancies so that job seekers can apply to fill these openings. It also provides support, coaching and guidance to full service registrants and through detailed assessment can identify barriers to employment and make informal referrals to external resources, such as the aforementioned government agencies.

While relevant agencies are providing services that in some cases are directed at the same clients, these entities are not necessarily working in a holistic coordinated way. For example, DCR reported a working relationship with other agencies such as NAU and DCFS but noted that breaking recidivism patterns requires comprehensive solutions across Ministries. It also noted a gap in its understanding of how to access NWDA offerings. As of this report, DCR has 117 unemployed ex-offenders that it could be collaborating with NWDA to assess common resource requirements and implement strategies to address employment barriers.

While fragments of a welfare-to-work programme exists at NWDA and NAU, a more unified approach would include shared information about expectations for job seekers upon referral to NWDA and a process for ensuring that employment related activities are undertaken to justify the receipt of public funds.

8.2.3 Addressing the Challenge

Efforts to address the needs of unemployed persons must be built around a holistic, strategic approach. The efforts being undertaken need to be developed and deployed in a collaborative manner that capitalizes on opportunities through partnerships and cooperative work.

There is a need for additional support services to facilitate employment or re-employment of unemployed job seekers as these services lay the social platform, so that a job seeker can enter employment. Support services include child care, mental health support, substance abuse treatment and counselling. A need also exists to provide financial support to unemployed persons to obtain documents relevant to job seeking (e.g. proof of citizenship, photo ID, high school diploma or equivalent, proof of external exam results, driver’s licence, etc.). The data also points to a need to create or expand welfare-to-work initiatives and to create or expand programmes to hire ex-offenders.

As Cabinet seeks to address these challenges the IMCE recommends that the following strategic interventions be considered, (in no order of importance):

1. A mechanism to ensure collaboration between government agencies engaged in social and therapeutic (including medical and mental health) services across government, including the Health Services Authority. As an example, many persons seeking support from the NWDA are also clients of the NAU and require support from the DCS or Family Resource Centre (“FRC”). There is a need to bridge these agencies so that they work collaboratively to support clients in a case management environment. Efforts undertaken by each agency should be designed to support work undertaken by other agencies and work done by all should connect to a therapeutic plan with clear objectives known by all. Failure to do so means that each agency is potentially working independently of the other and Government is failing to capitalise on collaboration benefits, which among other things includes:
 - a. reducing duplications in efforts;
 - b. holding clients accountable;
 - c. accessing resources across government; and
 - d. efficiently and effectively supporting job seekers as they try to overcome barriers to employment.
2. Access to services across Government should be consistent. Currently the eligibility criteria for accessing services at the NAU are different from those at the NWDA. As an example, at the NAU clients are required to register at the NWDA in order to receive financial assistance. NAU clients include non-Caymanian persons married to Caymanians. However at the NWDA non-Caymanian persons married to Caymanians do not qualify to access the full services of the agency. They will not be supported by an Employment Services Officer as they seek to overcome barriers to employment. Government needs to survey the range of social services offered and revise the criteria for accessing services so that this criteria can be adopted consistently across the government.
3. Review options for implementing a “Welfare to Work” initiative that places contingencies upon accessing government funds in cases where recipients are able bodied. This initiative should facilitate a system of support whereby barriers to employment are addressed. Receipt of funding should be contingent upon the recipient engaging in defined activities. These activities should include, but are not limited to: participating in training and development; volunteer work; job seeking activities; and counselling. This initiative could be organised as follows:
 - a. Assessment – Persons seeking access to government funding through the NAU should be required to have a “skills and work ethics” assessment.
 - b. Stream One – “Welfare to Training”, those persons who don’t pass the assessment should undergo a training package administered by NWDA (Training

and Development unit or referred by NWDA to appropriate training/counselling agencies).

- c. Stream Two - "Training to Work", those who pass the assessment or complete Stream One will be included in the list of NWDA job seekers to be referred to employers. Further skills development, volunteer and other activities designed to support participants in accessing employment will be required in stream two.
4. An online case management system should be utilized to facilitate an efficient and effective way to collaboratively manage cases and hold recipients of public funding accountable to meeting their obligations.
5. A review of the public transportation system should be undertaken to ensure that it meets the needs of those who rely on public transportation for both employment and educational purposes.
6. Funding mechanism (possibly through NAU) to support persons obtaining items required to access employment, such as:
 - a. clothing for interviews;
 - b. work, tools and equipment needed to engage in employment (tools, work boots);
 - c. childcare support while engaged in job seeking activities (interviews) and during the initial period of employment, say, the first two to four weeks of work as this is usually the period during which the job seeker still requires support while taking measures to become self-sufficient; and
 - d. accessing photo identification.
7. Issuing of an optional National Photo ID to be considered or the elevation of the Voters ID to an accepted form of ID. Job seekers need to show proof of identity to access employment, in cases where the job seeker does not qualify for a drivers licence the only other option, in the absence of a National Photo ID, is to obtain a passport, which has cost implications.
8. Debt counselling to be delivered as a preventative measure and in response to challenges faced.
9. Delivery of services needs to be decentralised to facilitate community based service delivery. More and more social and counselling services have been centralised and delivery outlets limited to the George Town area. This service delivery model needs to be revisited with a view to ensuring that services are delivered at the community level and that the services delivered meet the needs of communities.
10. The delivery of Mental Health services and programmes needs to be reviewed to ensure they are fit for purpose especially to outpatient care for persons with mental illnesses who are seeking to be gainfully employed.
11. Develop synergy between the Scholarship Secretariat and the Employment Services Unit of the NWDA to facilitate scholarship students having a system of support as they seek

internship/employment opportunities during school breaks and to assist them as they transition back to the Cayman Islands after graduation.

12. The expansion of the Sunrise Adult Training Centre so that it is able to service the needs of those persons currently on their waitlist and to ensure that it can provide services to the numbers of persons it is anticipated that the Centre will need to service. Such expansion can facilitate expanding the client base for its services so that it includes adults with mental health and other cognitive issues not currently serviced by the Centre. Alternatively, a similar agency could be developed that focuses on mental health and cognitive issues not currently serviced by the Centre.
13. The IMCE supports the recommendation made by the Minimum Wage Advisory Council that the following suggestions be considered:
 - a. Conduct a review on the amount of funding provided by the Needs Assessment Unit (“NAU”) to unemployed persons.
 - b. Conduct a review of NAU policy guidelines/criteria for providing financial and other assistance under its Temporary Poor Relief Assistance programme that will work to support a Minimum Wage Regime and as a consequence remove any possible disincentives to seeking employment.

8.3 Need for engagement of private, public sector and civil society

8.3.1 High Level Analysis of Existing Situation

Findings from research carried out during this exercise indicate that a gap in skills is a factor contributing to the unemployment issue. This is a familiar challenge to many countries and not peculiar to the Cayman Islands, though the extent of this gap varies from country to country.

There is a need to expand the current limited engagement of private and public sector to inform the development and delivery of programmes designed to address unemployment. Current opportunities tend to be about the development and delivery of training programmes. Little engagement by government with the private sector exist towards understanding the latter's current and future business and labour market needs. This information is important for informing work undertaken by the Government to address unemployment and support Caymanians as they seek career progression.

Private employer decision making regarding the recruitment and hiring of Caymanians is informed by Labour, Immigration and Pension laws. As it relates to criteria for hiring and recruitment practices these are determined by employers. During recruitment activities employers determine the profile of the person sought which may include experience, qualifications and fit, to identify a successful candidate best suited for their companies. Employers have indicated difficulty in recruiting Caymanians due to the lack of skills, experience, knowledge and appropriate attitude by some applicants. However, businesses do not always comply with the requirement in their Business Staffing Plan for succession planning, including having a Caymanian shadow a work permit holder.

8.3.2 Problem Statement

Solutions that address the development of a country's human capital require the engagement of all stakeholders if they are to succeed. Any attempt by central governments to tackle this issue by singlehandedly developing solutions and seeking to impose them on other stakeholders is likely to fail, as it will have little stake-holder buy-in. The two main international bodies that advise on the national development of skills, UNESCO and the ILO, both emphasise the need to engage in social dialogue. They stress that the participation of social partners is crucial for effective policy implementation of skills development on a national basis. This mechanism does not currently exist in an effective way.

8.3.3 Addressing the Challenge

In formulating national skills development policies it is important for countries to seek to engage stakeholders in:

- a. Clarifying institutional arrangements for the skills system.
- b. Anchoring existing good practices.

- c. Pledging political and collective will and commitment.
- d. Clarifying roles and responsibilities of stakeholders.

It is therefore necessary to engage the private, public and civic society more actively to: a) buy into investing in people, b) create incentives to take part in social programmes (eg., prison release) or be involved in programmes for other vulnerable/at risk populations, or c) actively recruit Caymanians.

As Cabinet seeks to address these challenges the IMCE recommends that the following strategic interventions be considered (in no order of importance):

1. Constitute a National Training Council that involves a partnership between public, private sector and civil society, to advise the Minister for Employment on, participate in, and support the development, coordination and management of training in the Cayman Islands and which raises awareness regarding the needs of employers and job seekers.
2. The IMCE recognizes the merit of industry specific job drives such as delivered by the Cayman Islands Tourism Association (“CITA”). These job drives not only serve to potentially connect job seekers with employment opportunities, they also provide valuable opportunities for job seekers to gain insights into specific industries that inform decision making and provide networking opportunities. The IMCE recommends that other industries partner with the Government in the delivery of industry specific job drives.
3. Regulation of private employment agencies/labour brokers to ensure that the full range of rights to workers in temporary agencies are respected and to avoid the abuse that can occur through using this as a vehicle to bypass steps put in place to protect Caymanian labour.
4. Campaign to educate private, public and civil society employers on the importance of investing in their people through training and development.
5. Engagement of private, public and civil society employers to take part in social programmes (eg. Prison release, etc.) by increasing awareness of the concept of Corporate Social Responsibility that involves “going beyond what may be required by regulators” or carrying out “actions that appear to further some social good beyond the interest of the firm and that which is required by law”.
6. Develop and implement a programme which provides private, public and civil society employers with the skills and support necessary to encourage them to hire vulnerable clients.
7. Incentivize employers to be involved in programmes for vulnerable/at risk populations through, preferably, non-monetary public recognition (awards).
8. Ascertain the extent to which difficulties in recruiting Caymanians are a result of poor recruitment practices or unreasonable expectations by some employers.

8.4 Need for improving labour market information

8.4.1 High Level Analysis of Existing Situation

The Economics and Statistics Office (“ESO”) collects, prepares and distributes data on the labour force. In addition to the ESO, several units within the public sector gather and collate official statistics. These units are not yet linked through a common legal or functional programme or basis for official statistical activities.

A Cayman Islands’ National Statistical Coordination Committee (“NSCC”) has been constituted which has as its ultimate aim to support “the information system of a democratic society, serving the Government, the economy and the public with data about the economic, demographic, social and environmental situation.” The intention is to constitute a National Statistical System (“NSS”). A NSS is the “ensemble of statistical organizations and units within a country that jointly collect, process and disseminate official statistics on behalf of national government.” The activities of this committee have however been suspended due to work overload.

The NWDA collects, prepares and distributes data on persons registered with the agency. The Department of Immigration stores data on work permits and distributes in response to internal Government requests or FOI requests. Some private sector developers reach out to the Government to advise of labour needs for upcoming projects and in such cases the Government works with these developers to assist them in meeting their needs. On occasion, the Department of Commerce and Investment informally advises other Government departments when made aware of the needs of businesses in cases of emerging markets. The NWDA engages employers to understand their needs. This information is typically not shared outside of the NWDA or across the Cayman Islands Government.

Caymanian job seekers are not always aware of available employment and career opportunities and therefore cannot make informed career choices. Employers often do not know that suitable candidates able to meet their needs, are, or will become, available and when. Given that employers will seek to maximise profitability and productivity, once an employment relationship has been developed, some employers will seek to retain tried and trusted non-Caymanian employees on work permits in order to achieve their business goals. This lack of information about possible suitable alternatives therefore prolongs and sustains frictional unemployment.

8.4.2 Problem Statement

The role of research and statistics is critical if decision makers are to provide appropriate policy solutions to the issues of unemployment. There is a need for credible, accurate, data to be

captured and disseminated in a timely manner to decision makers so as to allow the delivery of appropriate, affordable programmes and solutions.

The CIG holds data and information on the labour market, however:

- a. research and statistics collected are not always used to inform decision making;
- b. data collected through research and statistics is not always sufficiently analysed; and
- c. there is limited sharing across government and with the public.

Given the structure of the labour force, with migrant labour making up fifty-two percent, and with employers drawing from a global pool of labour at all skill and productivity levels, access to labour market information becomes a significant component in ensuring the continuing employment of Caymanians as well as their career progression. Lack of sufficient, relevant and timely information may act as a barrier preventing Caymanians from a) accessing employment; b) making appropriate career choices, and c) planning their development and applying for positions that could become vacant. Such information may include emerging markets, potential job openings and career choices including educational and skills requirements for those careers as well as potential remuneration.

8.4.3 Addressing the Challenge

As Cabinet seeks to address these challenges the IMCE recommends that the following strategic interventions be considered (in no order of importance):

1. Develop a single online portal that connects persons with a range of valuable labour market information. At present, because information is dispersed across relevant agencies, interested persons have to identify these entities and then search through their respective websites. One site linking persons to the various sites would enable searching for data and information related to labour market and labour force data and information efficient and effective for both government entities and the general public.
2. Review and expand the data and information being made publically available. The IMCE recommends the following:
 - a. Create a work permit information hub. This would list all work permits and include such information as: post name, post description, key skills or qualifications required, company name and work permit expiry date. This would not include personal information related to post holders. By having information on potential future employment opportunities interested persons can take steps to prepare themselves in advance through pursuing training and development and by obtaining required experience for the respective post. By engaging companies prior to the expiry of a work permit, job shadowing, internship and other opportunities exists facilitating job seekers gaining requisite skills and experience to be competitive during the recruitment process.

- b. Provide resources to allow Cayman Islands Government to re-introduce the establishment surveys, such as the Occupational Wage Survey, which were carried out by the former Department of Employment Relations.
 - c. Register of scholarship students. Data and information related to students studying on government scholarships should be available publically as a matter of course. This information should not identify the student themselves but should provide such information as: area of study, place of study, and expected graduation date. There should also be an efficient and effective way to communicate internship/mentorship/employment opportunities to these students and a mechanism for connecting them with interested employers.
 - d. Students studying overseas but not on government scholarships, whether funded by other scholarships or through other means, should also be encouraged to have their data included in a register that is made available to the public, similar to those on government scholarships.
3. Carry out further analysis/research into the unemployed. In light of recommendations made by the Minimum Wage Advisory Council, the IMCE recommends the following:
 - a. Conduct detailed analysis of “Unemployed with High School and College/University Education” and the “Long-Term Unemployed” to determine their specific barriers to employment and use evidence based information to design labour market programmes or policies that target these groups.
4. Carry out further analysis/research into the following:
 - a. The extent to which a) a culture of continuous development or lifelong learning exists and b) the extent to which companies are providing relevant and sufficient on the job training; and
 - b. The impact of the existence or absence of these variables (4. A.) on enabling Caymanians to transition between jobs or access promotion opportunities.

8.5 Need for addressing socio-cultural impediments

8.5.1 High Level Analysis of Existing Situation

While many well paid employment opportunities may exist in the Cayman Islands, emphasis has tended to lie on educational qualifications as a means of accessing these opportunities. Because of the difficulty in assessing skills, educational qualifications have been used as a proxy for identifying an individual's skills levels. However, once hired, performance on the job and attitude becomes important to the employer.

Maintaining up-to-date skills is not always considered important once in employment and employees may not be willing to invest further in their development. However, employers have access to a regional and internal global labour pool at all skill and productivity levels. The failure to invest in further development by some Caymanians and employers access to a global labour pool that has invested in continued development puts some Caymanians at risk.

Recruitment and selection processes include attempts by employers, to establish a range of other qualities in addition to education and skills that may be considered important by their organisation, such as 'corporate fit'. Fit is a function of the organisations corporate culture and plays a significant part in the relationship between an employee and their employer organisation. Fit is not given much prominence in discussion of employment and unemployment within the Cayman Islands.

8.5.2 Problem Statement

It has been observed that within sectors of the Caymanian workforce there is generally a lack of a culture of continuous development or lifelong learning. The motivation to learn and develop has been generally lacking in many sectors or, if present, has not been at the level required to meet the existing demand for skills. The pervasive 'culture of entitlement' can therefore result in a desire for the senior, top or other positions without the requisite skills and experience. Moreover, redundancy and subsequent difficulties in re-entering the labour market can highlight the pitfalls of not engaging in lifelong learning.

During the recruitment process employers may decide not to hire a person due to lack of fit. As this is unaccepted by Immigration as a reason for rejection, and an issue not discussed in public, little mention will be made of this rationale and the job seeker will be left frustrated having had all the qualifications but were not being hired.

A person who is accustomed to the individualism of a tough-guy, macho culture may find it difficult to function successfully in a company that requires team-work, or vice-versa. As corporate culture is not always explicit, it may not be understood that one's career progression within a particular organisation may depend more on one's willingness to attend social events,

such as 'Friday Happy Hour', with colleagues, than on one's technical proficiency in the office. The insistence on maintaining one's values when these do not match those of the organisational culture can and has often resulted in feeling excluded, stifled or discriminated against. Greater awareness of corporate cultures and the relative importance of fit is needed.

8.5.3 Addressing the Challenge

This challenge will require the raising of public awareness about recognising how personal values and culture can conflict with organisational values and culture or undermine one's flexibility in the labour market. Strategies for the prevention and management of conflict based on differing cultural values needs to be discussed and promoted.

Thirty five percent of respondents to the Employers Survey (Appendix C.2) suggested the need for government to address issues relating to Caymanian work ethic, attitudes and sense of entitlement and to educate Caymanians to take more responsibility for training, educating and developing their selves.

As Cabinet seeks to address these challenges the IMCE recommends that the following strategic interventions be considered (in no order of importance):

1. The labour market asserts that while some persons may be a match for a particular post on paper that when that person is engaged it may be recognised that they are not a "fit" for the post and/or company. While "fit" may not be recognised or given due consideration by all, this occurrence informs decision making during recruitment activities and is often weighted heavily by employers. The IMCE asserts that some areas of "fit" can be addressed through soft skills training related to the development of people skills, attitudinal shifts, development of self-confidence and assertiveness, and the ability to be sensitive to one's environment, adapting accordingly. The IMCE recommends that employers are engaged to understand and identify the common themes on "fit" in order to determine the deficits within the labour force. In response to this data the IMCE recommends that a training programme be developed and delivered to address the challenges related to 'fit'. With consideration that some people will not be a fit for a particular role or organisation the IMCE also recommends engaging employers to determine a mechanism for understanding and measuring fit to ensure that "fit" is not used indiscriminately to marginalise Caymanian job seekers. This may be done through the administering of periodic surveys of employers similar to the employer survey carried out for this report which could also provide feedback on the progress of Caymanian job seekers from the employer's perspective.
2. Execute a campaign highlighting and sharing stories of Caymanians who have developed the skills to manoeuvre through corporate structures and in doing so have found

professional success. Much can be learnt by exposure to challenges others have faced and overcame.

3. Execute a campaign promoting a culture of continuous development or lifelong learning.

8.6 Further Recommendations

8.6.1 Oversight Body

Toward ensuring that recommendations are seen through to fruition, a mechanism for monitoring, evaluating and reporting on work undertaken, as a result of decisions made by Cabinet in response to this report, needs to be established. As many of the recommendations involve multiple Ministries and Government Agencies, an established mechanism to hold parties accountable and to ensure work is undertaken in a collaborative manner is necessary. The IMCE recommends that an oversight body be identified and resources allocated. As decisions are made consideration needs to be given to ensure that the oversight body has the appropriate level of authority to facilitate collaborative efforts. The oversight body would be responsible for monitoring, evaluating and reporting on the progress of work undertaken as a result of decisions made by Cabinet in response to this report. A decision on the way forward could be guided by initial desk research on how other countries undertake the coordination and monitoring of employment policies.

8.6.2 Develop Programmes that Empower

As recommendations are considered and as work is undertaken in response to this report, those involved must be careful not to disempower as they engage efforts to help. The initiatives flowing from this report should:

- a. facilitate self-sufficiency;
- b. hold people accountable; and
- c. reduce dependency on the CIG.

8.6.3 Recognition of other Underemployment

The IMCE considers that while the Economics and Statistics Office uses the ILO definition to establish unemployment, i.e. someone who is without a job but is currently available for work and has been actively seeking employment, there may be an argument for including Hidden Unemployment, Marginally Attached and Underemployed when considering the full scale of unemployment in the Cayman Islands and policy appropriate response. While Underemployment is included as a heading in ESO statistics, when policy makers or politicians discuss the unemployed they do not necessarily include the underemployed and therefore exclude them as a target when making policy decisions.

8.6.4 Recognition and Regulation – Institutional Discrimination, Ethnic and/or Cultural Bias

The IMCE saw merit in assessing the need for further anti-discrimination legislation or legislation that addresses institutional discrimination, ethnic and/or cultural bias. Though scientific research into this area appears lacking, anecdotal feedback suggests that this is particularly experienced in the Financial Sector, one of the pillars of the economy. For example

expatriate lawyers may be encouraged not to work with Caymanian secretaries, and shunned if they do so. Expatriate secretaries may be encouraged not to be too social with Caymanians and find that ignoring that warning may affect their career prospects. It is further exacerbated by tokenism where an “acceptable” Caymanian is elevated within the organisation but often without having real power. This arrangement is either entered into knowingly or unknowingly. However, once entered into it is difficult to exit the arrangement due to the high cost of leaving. These high costs include loss of social status, loss of high salaries and benefits paid to Caymanians as “the cost of doing business in Cayman”, lack of suitable alternative job opportunities and the potential of being “blacklisted” within the industry if one should rock the boat. Tokenism blocks the aspirations of young Caymanians by sustaining exclusionary practices. In order to create the conditions for Caymanians to succeed in the work place, the existence of exclusionary practices needs to be explicitly recognised and addressed.

In Canada remedies for practices promoting exclusion focused on remedying the undesirable effects rather than the causes or motivations. The Canadian Supreme Court placed the onus on the employer to remedy the undesirable effects as “only an employer can provide the most important remedy- a healthy work environment.”

Exclusionary practices reflect cultural assumptions of the dominant group, so that its practices are seen as the norm to which other cultural practices should conform. This is a constant complaint of many Caymanians who feel that non-Caymanians within the workplace do not place value on Caymanian culture and values but rather insist on the adoption by Caymanians of their “non-Caymanian culture”. Culture in this sense is describing “the way we do things here.”

The perpetuation of exclusionary practices is reliant upon the dominant ethnic group in any institution preserving their power base. Therefore, the dismantling of exclusionary practices is reliant upon the dominant ethnic group either voluntarily relinquishing some of that power, or being coerced or compelled to do so.

Some of the mechanisms that may address these issues will therefore include stronger employment legislation that clearly defines exclusionary practices and gives authority to external auditors or inspectors to review policies, procedures and working conditions.

Organisations may also address these issues by instituting specialised training for those in management roles highlighting responsibilities and describing inappropriate behaviours and roles; and including compliance with anti-discriminatory policies and procedures as criteria in management’s performance evaluations.

8.6.5 Recognition and Regulation – Gender Equality

From a gender perspective, structural discrimination against women in employment is a very real issue and manifests in many different ways. However, male concerns should be highlighted also. In particular, when there is sluggish economic growth (and even more so during a recession) the downturn in the male-dominated construction industry causes unemployment rates among young Caymanian males to shoot up because they tend to have lower educational attainment than women and a sizeable number work in unskilled construction jobs. The gender segregation of labour can therefore also contribute to employment issues by reducing flexibility in the labour market and this is particularly bad for males since ‘recession-proof’ industries like education and health and human services are dominated by females.

While legislation exists to protect persons from gender discrimination in the form of the Gender Equality Law, 2011, there have been very few complaints brought forward to the Gender Equality Tribunal, even though anecdotal evidence suggests that gender discrimination does occur in the workplace in the Cayman Islands. Focus group participants at the National Conference on Women which was hosted by the Ministry of Education, Employment and Gender Affairs in March 2014 noted a number of points in regards to gender roles and women’s participation in employment and the economy including the following:

1. Policies and laws prohibiting discrimination in the workplace are not adequately enforced and there is a lack of awareness and understanding of the Gender Equality Law, 2011.
2. There is a “glass ceiling” for women at middle-level management, particularly in professional occupations, even though they have the ability and aspiration to develop and move further in their careers.
3. Directors and partners in professional firms are overwhelmingly male and many companies and industries are not female-friendly or family-friendly and have an “old boys club” mentality.
4. Women and men often do not receive equal remuneration, even when they have the same qualifications and experience and are in the same role and performing equally well.
5. Some women are fired from their jobs when they become pregnant, particularly if they notify their employer during their probationary period when no reason has to be given for dismissal.

One of the possible solutions proposed to address the key issues and challenges that were identified was that employers should be encouraged, or even legally required, to create relevant written anti-discrimination policies, clear reporting lines and multiple routes for complaints. Additionally, more buy-in from senior management and leadership to promote equality in the workplace is needed.

8.6.6 Regulation - Other

While the Civil Service has the Civil Service Appeals Commission, Statutory Authorities and Government Owned Companies (SAGC's) and private sector employees have no equivalent body and as such limited recourse exists in cases where it is felt that internal recruitment or promotions have been undertaken with prejudice. However the Department of Labour and Pensions should be an avenue for recourse as the Labour Law is meant to address this area under Sec 80 of the Labour Law. This section of the Law is very general and could be expanded toward requiring more robust accountability on the issue of discrimination by employers.

The IMCE saw merit in considering the need for an Immigration Tribunal that heard appeals by job seekers based on Immigration decisions. While employers have an avenue to present appeals in instances when the decision was not in their favour, job seekers have no form of recourse in cases where they feel that a work permit was unduly issued.

There should be a review of the current Business Staffing Plan programme to ensure that it meets its objectives and that sufficient resources exist to enforce plans. In addition the Immigration Department should revisit the proposed Accreditation System to determine the merit of introducing this programme.

8.6.7 Addressing Youth Unemployment

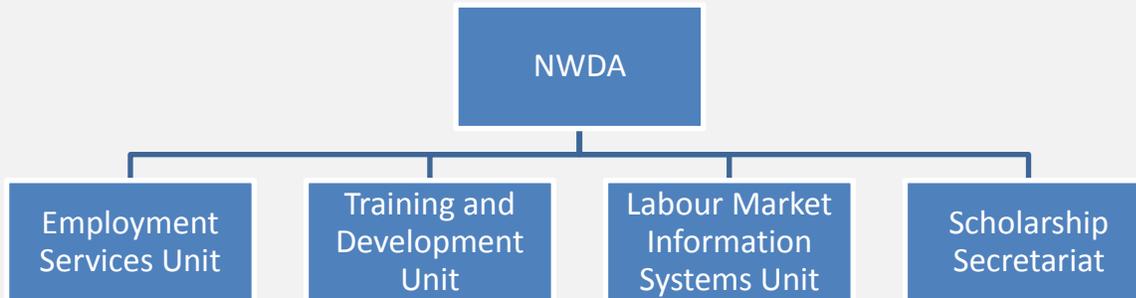
Given that unemployment among youth aged 15 to 24 is reported at 24.2 percent (450 out of 1,862) compared to 5.8 percent (774 out of 13,168) for those aged 25 to 54 (based on 2014 Labour Force Survey Report, Economics and Statistics Office) the IMCE felt it was important to mention the need for addressing youth unemployment.

Many of the interventions on addressing the needs of youth unemployment are found in the section 8.1, Increased Investment in Training and Development. It is felt by the IMCE that with the drafting and implementation of a Strategic Human Capital Development and Training Plan the needs of youth unemployment will be substantially addressed, as the greatest challenge that the youth face is the lack of training, development and experience. Furthermore an increase in engagement with private, public and civil society should help the needs of unemployed youth with opportunities and funding being addressed.

8.6.8 The National Workforce Development Agency

Based on work undertaken by the IMCE as it assessed the current situation, challenges and opportunities, the IMCE identifies the National Workforce Development Agency ("NWDA") as being an instrumental component to addressing unemployment. In order to position the NWDA to be of greatest service to the Cayman Islands, the IMCE proposes that the work undertaken by the NWDA should be aligned with the recommendations as set out in this report. Based on the outcome of this report the IMCE has identified specific areas of work that

should be undertaken by the units of the NWDA and proposes that these areas should serve as the primary activities of those units. In cases where the area of focus as described below is not the focus of the respective NWDA unit the IMCE recommends that a review of the required changes be undertaken.



NWDA Employment Services Unit

It is recognised that job seekers in the Cayman Islands, on a whole, use many of the common job-seeking strategies including checking and responding to job adverts in the newspapers and on-line job boards, networking, relying on referrals and recommendations from friends and family, cold calling and signing up with private recruitment agencies. On the whole most Caymanian job seekers can gain and maintain employment without having to seek support from an agency such as the NWDA.

Most job seekers simply require access to a listing of employment opportunities and the ability to effectively and efficiently advise the Immigration Department and its Boards that they have applied for a particular job. These job seekers are interested in ensuring that there is a mechanism that facilitates transparency in the work permit process by providing the Immigration Department and its Boards with the information they need to be aware of who has applied for a job for which a work permit is being sought. This system has been in place since February 2014 and is accessible by job seekers through an online portal. It is also accessible to the Immigration Department and its Boards through an Immigration Interface to the NWDA system.

The data collected to prepare this report indicates that while the majority of job seekers can gain and maintain employment without having to seek support from an agency such as the NWDA, a group of job seekers exists who do require support as they seek to access, maintain and progress in employment. These job seekers can broadly be grouped into three categories:

Those needing **Job Search Assistance** comprise the medium term unemployed (6 months – 1 year) and/or recent High School Graduates who are new to the job market. These individuals need

support to understand their barriers to employment. Service provision should include: an assessment to identify skills, interests, and barriers to employment, creation of an individual Professional Development Plan to address barriers; access training and development opportunities, information on available jobs; and job referrals.

Those needing **Multi-level Support** such as training, career counselling, and psycho-social support comprise the long-term unemployed (1 + years) and/or education levels less than grade 10. These individuals require an assessment to: identify skills, interests, and barriers to employment; creation of an individual Professional Development Plan to address the barriers; provision of specialist support from either in-house if skills are available, or referral to outsourced specialist support; access training and development opportunities, information on available jobs; and job referrals.

Those needing **Supervision & Special Attention** (furthest from the job market) comprise those with multiple, significant barriers identified that can include: an untreated disability/medical condition; lack of English proficiency; unstable living conditions; drug addiction, and having a criminal record. These individuals require assessment to: identify skills, interests, and barriers to employment; creation of an individual Professional Development Plan to address barriers; and referral (as applicable) to Department of Children and Family Services, Department of Counselling Services, Health Services Authority, or depending, on availability of funding, to outsourced services such as are provided by the private sector. These persons will require case management approach to efficiently and effectively support them in addressing barriers to employment. In many cases long term support will be required to support these individuals in maintaining employment and making transitions as needed.

Given that the majority of job seekers can access, maintain and progress in employment independently but that there is a group of vulnerable job seekers requiring support ranging from job search assistance to supervision and special attention, the IMCE proposes that the work of the NWDA Employment Services Unit be aligned to meet the needs of this situation. This NWDA Employment Services Unit should be focused on activities designed to support job seekers in accessing, maintaining and progressing in employment through the following mechanisms:

1. A highly automated online environment in which:
 - a. job seekers and employers can connect;
 - b. facilitates all jobs being posted with the NWDA (this portal should facilitate self-sufficiency and allow job seekers and employers to engage one another with minimal intervention by the NWDA); and
 - c. a system of transparency in the work permit process is facilitated.
2. The resources of the NWDA Employment Services Unit should be set aside to support persons who desire or require support as they seek to access, maintain and progress in employment. Such persons should include: vulnerable job seekers; job seekers who desire support; and government scholarship recipients. Services delivered should be focused on activities such as:
 - a. assessment of barriers, interests and abilities;
 - b. career counselling;
 - c. development and monitoring of professional development plans;
 - d. job search assistance; and
 - e. therapeutic and support service referrals.

NWDA Training and Development Unit

While training and development opportunities exist in the Cayman Islands, these opportunities are not the result of a coordinated strategic effort. They are typically a reaction or response to a need developed with good intentions but not designed to be a complementary component of a national plan. It is the recommendation of the IMCE that a National Human Capital Training and Development Plan needs to be created to drive the efforts undertaken to support Caymanians in accessing, maintaining and progressing in employment.

The resources of the NWDA Training and Development Unit should be focussed on working collaboratively with other government entities and the private sector to develop a human capital training and development strategy facilitating progression of education and qualifications meeting labour market needs. This unit should:

1. provide support and monitoring functions for entities that deliver training and development opportunities;
2. identify areas of need and develop or support in the development of training and development initiatives;
3. support the preparation of grants to access Government funding to cover set up costs to develop and deliver training opportunities in the private sector; and
4. coordinate national training and development efforts, including TVET.

The Units ability to deliver training programmes is contingent upon its resources. The IMCE is of the opinion that this Unit should serve as a strategic coordinator first and foremost and

deliver training programmes only if resources allow for such activities without compromising the Units ability to coordinate national efforts.

NWDA Labour Market Information Systems Unit

This report recognises the value of labour market statistics and recommends the release of statistics to support informed decision making and to aid job seekers in preparing for potential future employment opportunities. The Labour Market Information Systems (“LMIS”) Unit of the NWDA currently has a broad remit that includes the collection of data and report writing, system support, data management and management of Freedom of Information Requests. The IMCE recommends that a review be undertaken to determine the role this unit should play in the identification and coordination of the release of data held by Government and that as a result of the review the remit of the Unit is clearly defined and facilitates the best use of its resources. The data referred to in this recommendation excludes statistics from the Labour Force Surveys, the dissemination of which is governed by the Statistics Law (2011 Revision).

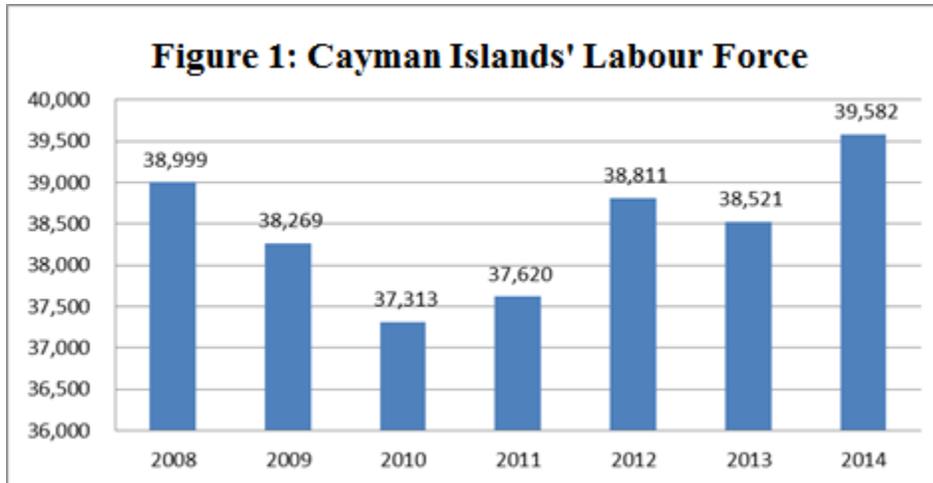
Scholarship Secretariat

The IMCE recommends that the Scholarship Secretariat be responsible for processing and administering funding for Education Council Scholarships as well as scholarships awarded through a National Training Fund. While funding through Education Council Scholarships is focused on traditional academic degrees as defined by Education Council, the IMCE proposes utilising funding from the National Training Fund to access a broad range of training and development opportunities from trade, technical and professional certifications to soft skills training. (NOTE: An earlier recommendation proposed that a National Training Fund be identified and one source for contributions could be commitments made through Business Staff Plans - section 8.1).

Appendices

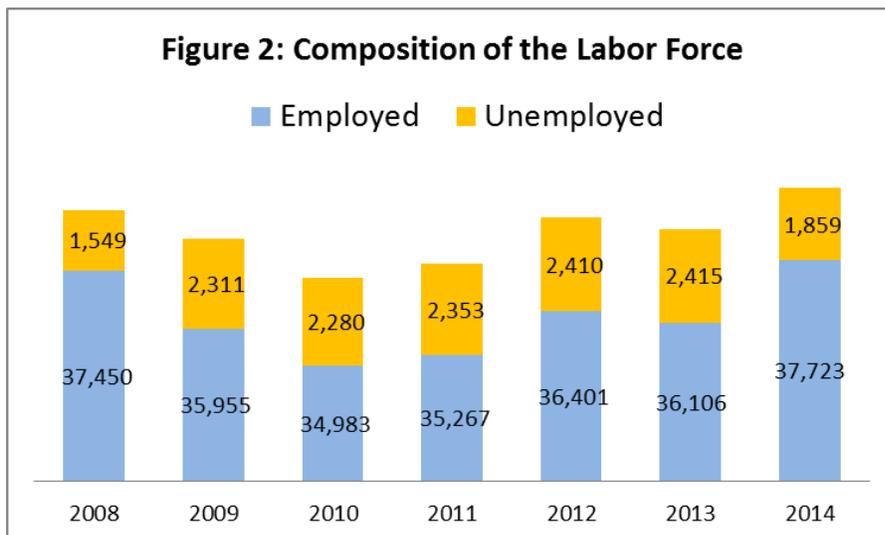
Appendix A - Employment trends in the Cayman Islands

In 2014, the employment situation in the country started to experience a turn-around. The labour force, i.e. the current economically active population, increased by 2.8 percent compared to 2013 to reach 39,582 (see Figure 1 below), the highest level recorded since the country's labour force was monitored through an annual labour force survey.



Source: Economics and Statistics Office, Labour Force Report (various years)

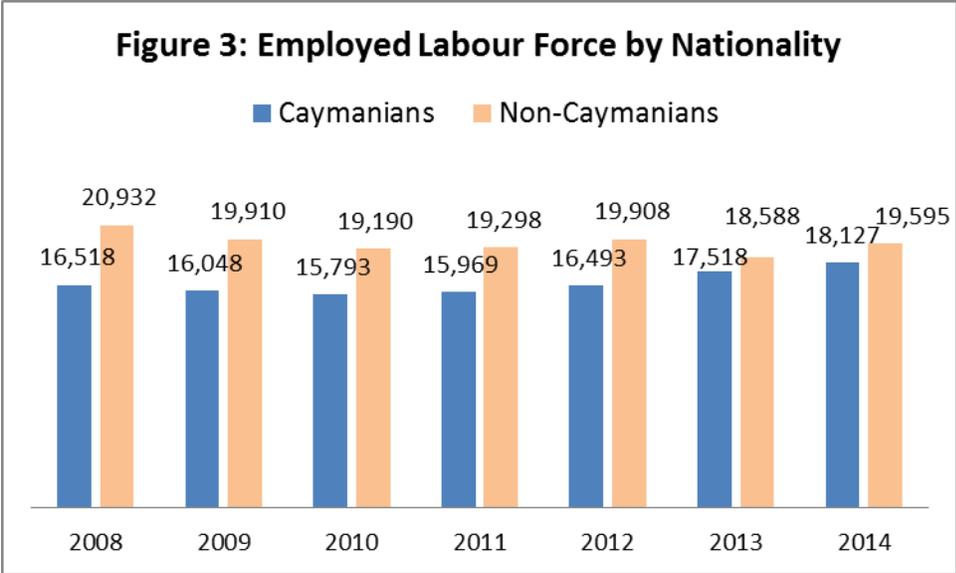
The improvement arose from the recovery in employment – this also reached a record high of 37,723 persons in 2014 (see Figure 2 below) - reflecting a growth rate of 4.5 percent over the previous year's level. Conversely, the unemployed dropped to 1,849 persons or by 23 percent compared to 2013.



Source: Economics and Statistics Office, Labour Force Report (various years)

The improvement in 2014 is the most significant in recent years. In 2009 and 2010, total employment shrunk as the local economy adjusted to the global economic downturn. Government employment also contracted; the civil service declined from 3,801 in 2008 to 3,694 in 2009 and has since then been declining in the light of expenditure measures aimed at managing the fiscal deficit.

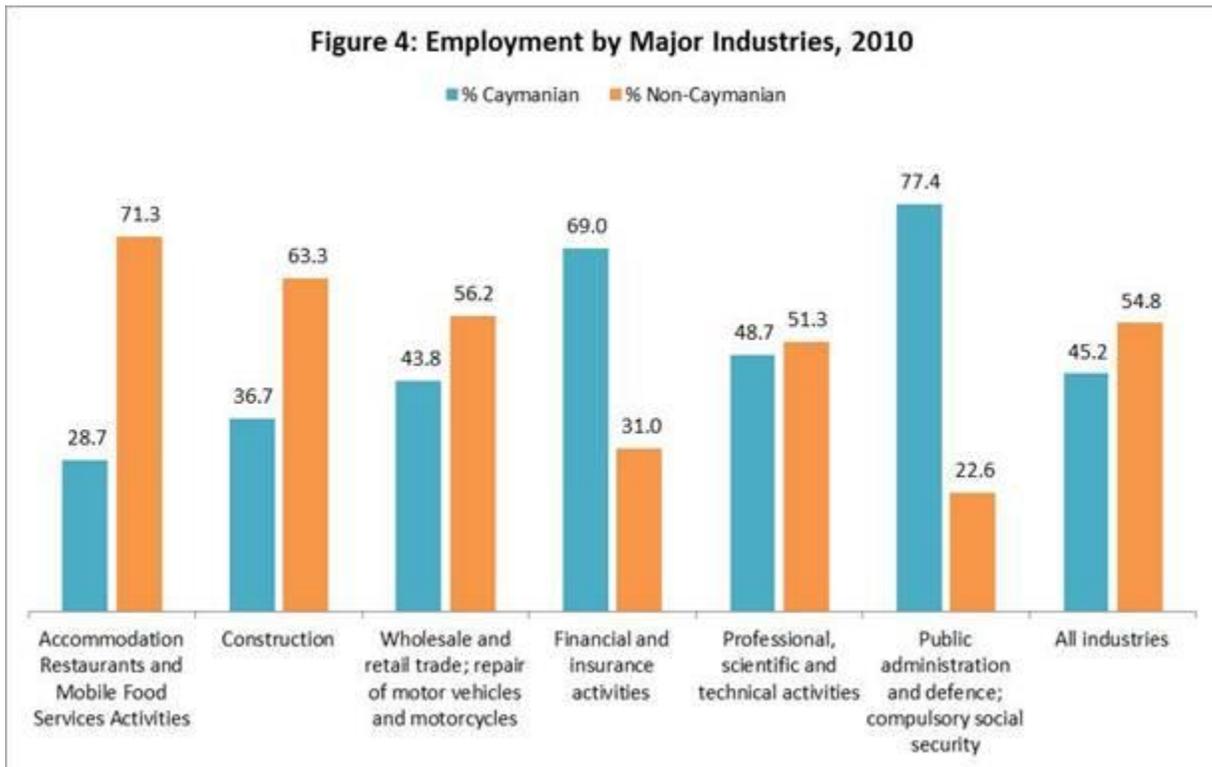
Overall employment of both Caymanian and expatriate workers were impacted by the contraction in economic activity in 2009 and 2010. However, overall Caymanian employment suffered less severe cuts and recovered quicker as economic growth resumed in 2011. By 2014, Caymanian employment increased by 1,609 jobs compared to 2008 (see Figure 3 below). In contrast, non-Caymanian employment was reduced by 1,337 jobs by end 2014 compared to 2008. A number of factors that encourage hiring of Caymanians may be associated with this trend, such as the increase in work permit fees as well as changes in immigration policies in the latter part of 2013 and the stronger campaign for the employment of Caymanians.



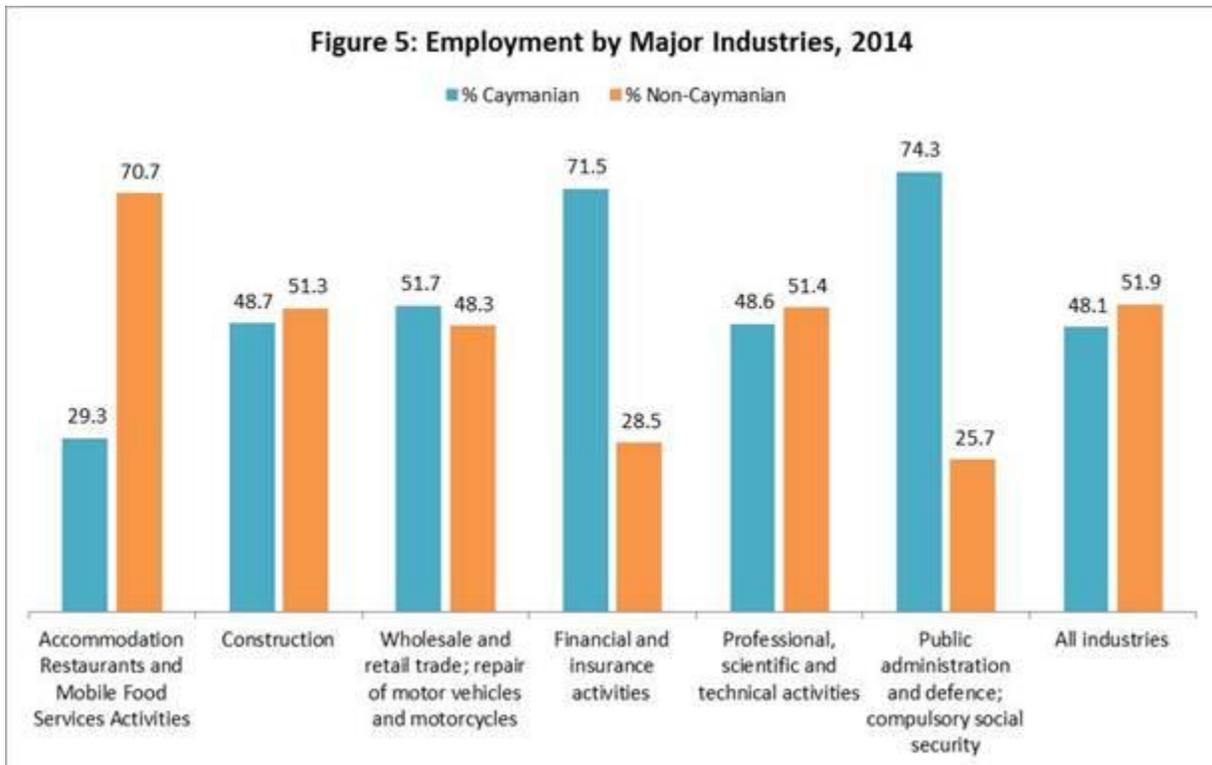
Source: Economics and Statistics Office, Labour Force Survey Report (various years)

A comparison of the employment data from *Census 2010* and the latest Labour Force Survey (LFS) Report 2014 shows further evidence of an overall increase in the Caymanian component of the employed labour force – from 45.2 percent in 2010 to 48.1 percent in 2014 (see Figure 4 and Figure 5 below). Employment by most major industries in both years also shows a similar trend: the percentage of Caymanian employment grew in hotels and restaurants (from 28.7% to 29.3%), construction (36.7% to 48.7%), wholesale and retail (from 43.8% to 51.7%) and financial services (from 69% to 71.5%). The challenge moving forward is the sustainability of these

trends, particularly in those sectors that will continue to drive the long-term growth of the Islands.



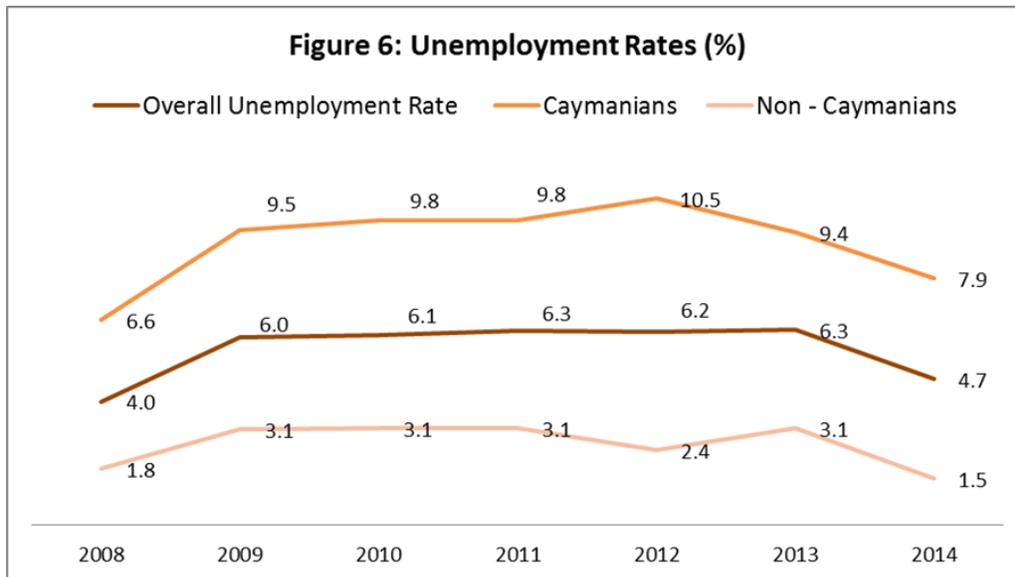
Source: Economics and Statistics Office, Census 2010 and Labour Force Survey (various years)



Source: Economics and Statistics Office, Census 2010 and Labour Force Survey (various years)

Unemployment⁹

Although overall economic activity and employment gradually recovered in 2011 onwards, it was not until 2014 that the unemployment rate (the number of unemployed as a percentage of the labor force) dropped. This reflects the insufficiency of the growth in local economic activity and employment opportunities in absorbing the increase in the labour force in the years prior to 2014. Thus, overall unemployment rate deteriorated from 4.0 percent in 2008 to 6.0 percent in 2009 and has worsened up to 2013 when this reached 6.3 percent (see Figure 6 below).



Source: Economics and Statistics Office, Labour Force Surveys (various years)

Caymanian unemployment

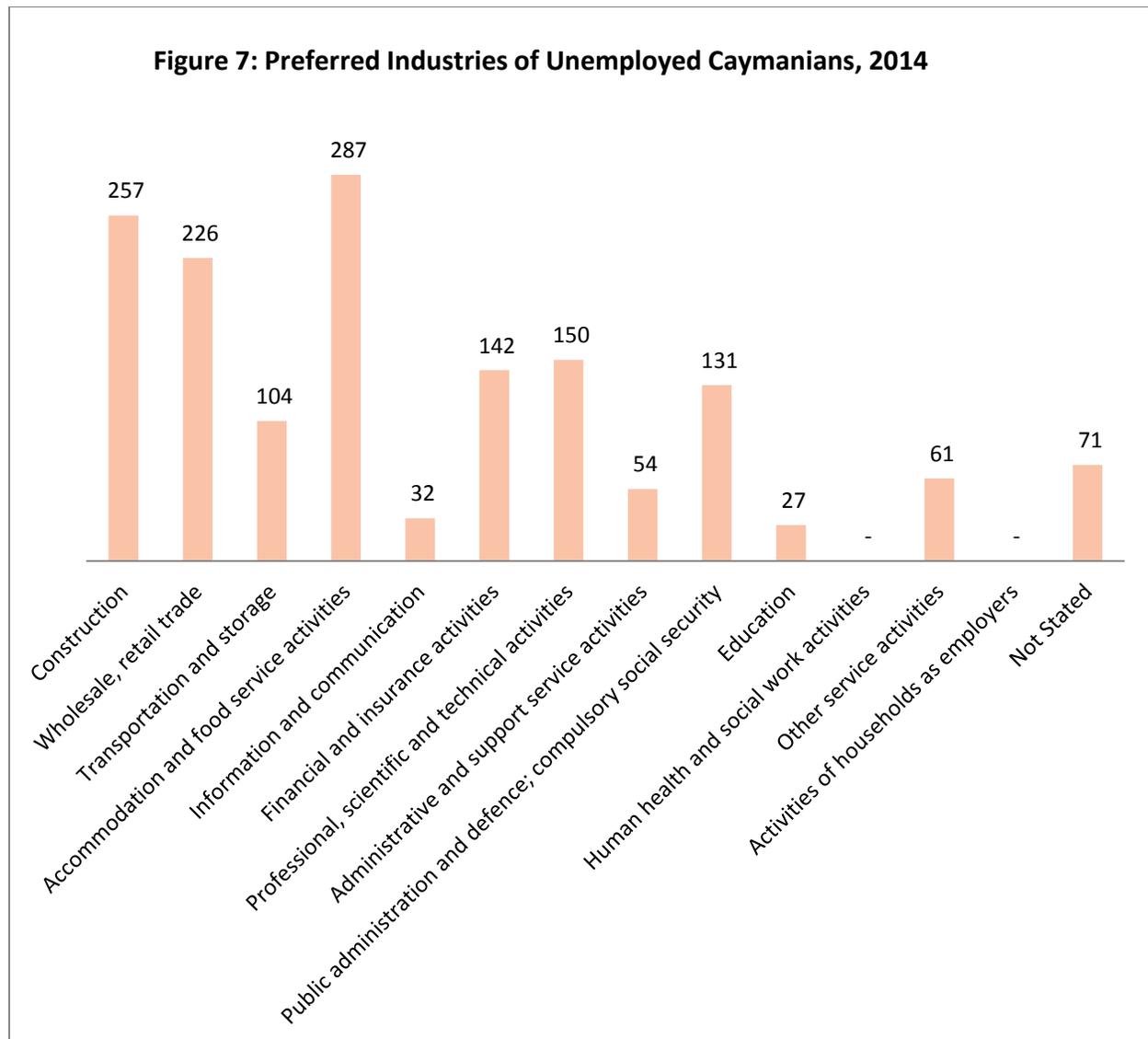
The worsening of the unemployment situation during the period 2009-2013 was more pronounced among Caymanians, as their unemployment rate increased from 6.6 percent in 2008, peaking at 10.5 percent in 2012 (see Figure 6 above). The sharp increases in 2009 and 2010 coincided with the fall in employment during those years as shown earlier. Although the succeeding two years (2011-2012) saw increases in employment, the unemployment rate remained at high rates; this resulted as the total increase in Caymanian labour supply during these years (912) exceeded the total increase in demand (700).

In 2013, the Caymanian unemployment rate dropped as the increase in demand (1,025) outstripped the increased in supply (919). In 2014, this gap further widened (increase in demand of 609 vs increase in supply of 352), resulting in the sharp reduction of the

⁹ Not all working age persons without a job are considered unemployed; the unemployed as monitored through the labour force surveys are those persons who have been looking for work and are available for work during a given reference period.

unemployment rate to 7.9 percent in 2014, representing 1,562 persons of the total Caymanian labour force of 19,689.

In view of the influence of economic growth in the recent downtrend, the further reduction in the overall Caymanian unemployment rate will be highly dependent on stronger economic performance across sectors. The reduction will also partly depend on the resilience or flexibility of the Caymanian job seekers; that is their availability and preference to work in growth-leading industries. The LFS data for 2014 shows evidence that unemployed Caymanians have somehow aligned their preference to the recent growth trends by industry – of the top five (5) industries cited by the unemployed as their preference for employment, four of these industries (wholesale and retail trade; accommodation and food services; construction; and financing and insurance) are also among the top employment industries.

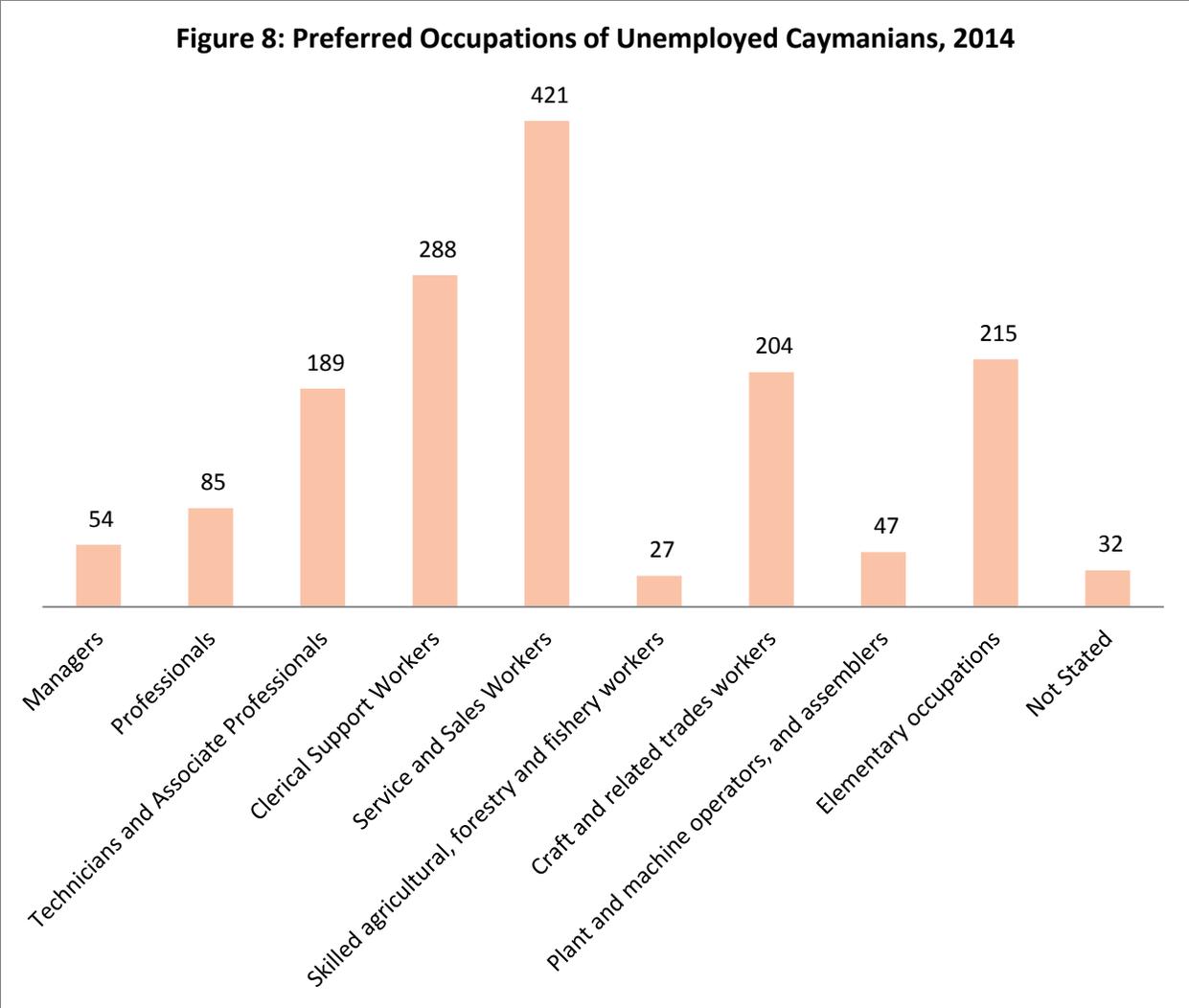


Source: Economics and Statistics Office, Labour Force Survey 2014

However, the following observations from the data are useful in understanding the Caymanian unemployment situation (see Figure 7 above):

- The only top 5 employment industry that was not identified as a preferred industry by the unemployed Caymanians is the household sector (presented in the LFS report as “activities of households as employers”). This sector employed 3,291 in 2014, of which 90 percent were non-Caymanians.
- Only 27 persons prefer working in the education sector, and none in health and social services whereas both sectors recorded approximately 10 percent of total employment in 2014.

In terms of occupation, the overall preference of unemployed Caymanians does not exactly match with industry employment trends. Among their top five preferred occupations in 2014, only 3 (service and sales workers; craft and related workers; and elementary occupations) are in the top five (5) occupations by actual employment (see Figure 8 below). The second and third top occupations by employment - professionals and technicians and associate professionals – are preferred occupations by only 17.5 percent of the unemployed Caymanians. This may be because they do not possess the skill sets associated with those occupational groups.



Source: Economics and Statistics Office, Labour Force Survey 2014

Non-Caymanian unemployment

The unemployment rate among the non-Caymanian labour force also deteriorated after 2008, increasing from 1.8 percent in 2008 to 3.1 percent over the following 3 years. It also increased in 2013 after a slight recovery in 2012 (see Figure 6 above). In 2014, the rate dropped to 1.5 percent which may be associated with the sharp growth of employment in hotels and accommodations, and in the education sector. The non-Caymanian labour force comprises expatriate workers, the expatriate spouses of Caymanians with the right to work as well as those permanently resident with the right to work.

The relatively low unemployment rate among non-Caymanians compared to Caymanians is expected, due to the mandatory work permit system which requires an expatriate to have actual work to remain on-island and in the labour force. Between 2009 and 2013, a total of 2,128 non-Caymanians dropped from the labour force (in contrast to an increase in the

Caymanian labour force of 1,651). If this number of non-Caymanians remained in the labour force and were without jobs, their average unemployment rate would have been significantly higher at 7.4 percent instead of 3.0 percent.

Acceptable Unemployment Rate

As for an acceptable unemployment rate, it is noted that some economists have advanced the notion of “natural unemployment rate” which is the lowest unemployment rate that an economy can sustain over the long run without creating a high inflation rate. (That is, total demand for goods and services matches the total supply of goods and services from local production and importation). There are challenges in applying this concept to Cayman, primarily the volatility of demand/supply as measured by gross domestic product (GDP) growth. The year-to-year GDP growth in recent years has been subjected to instability arising from major external shocks such as 9/11 terrorist attack in 2001; hurricane Ivan in 2004; and the global financial crisis in 2008 with lingering effect until 2010. These shocks make it difficult to calculate Cayman’s “sustainable GDP growth rate.”

Alternatively, we can identify the lowest unemployment rate such that GDP grew while inflation was relatively low. In 2007, Cayman’s GDP growth was estimated at 4.3 percent while inflation rate was kept at 2.9 percent. During the same year, the unemployment rate was 3.8 percent, with the Caymanian unemployment rate at 5.7 percent and non-Caymanian unemployment rate at 1.9 percent. (In 2006, Cayman’s GDP growth was higher at 4.6 percent and inflation rate was below 1 percent. However, this growth is associated with the post-Ivan rehabilitation work which cannot be characterized as sustainable over the long-term).

Is it “acceptable” to have unemployment in times of high GDP growth? The literature explains this plausibility due to “frictional unemployment” which arises from the job search process. Job seekers experience unemployment as they search for their preferred work, assuming that they have the skills required by available employment opportunities. The more efficient the labour market in matching flexible job seekers with employers, the lower is the frictional unemployment rate.

Appendix B - Key Terms¹⁰

Types and Nature of Unemployment

Based on ILO guidelines a person of working age is deemed to be unemployed if he/she is without a job but is currently available for work and has been actively seeking employment within the reference period.

There are four main types of unemployment that occur:

- a. Frictional Unemployment
- b. Structural Unemployment
- c. Cyclical Unemployment
- d. Seasonal Unemployment

Frictional Unemployment

This is transitional unemployment due to people moving between jobs. It also includes people joining the labour force for the first time such as high school leavers or university graduates and mothers and housewives returning to the labour market.

Frictional unemployment occurs because:

- Employers and job-seekers need time to find each other and digest information about the value of the job-match;
- Job seekers may take time searching for and finding the particular work or job they want, at the salary or wages that they are prepared to work for or expect to be paid;
- It can take time to match the job-seekers with appropriate available jobs.

Frictional Unemployment can be affected by:

- Imperfect Information e.g. if Job-seekers do not know what jobs and employment opportunities are available or if employers do not know that suitable candidates are available.
- Disincentives to accept employment, such as readily available financial support from government agencies, family or partners.

Policy Solutions to Frictional Unemployment:

- Provide timely information about job openings to job-seekers in a readily accessible way perhaps using technology.

¹⁰ Labor Economics, 3rd Edition, George J Borjas, McGraw-Hill Irwin 2005

- Provide employers with timely, accurate information about suitable unemployed workers.
- Provide Career and Employment Counselling to job-seekers to help them be more aware of their options and to help prepare them in their job search.

Structural Unemployment

Structural unemployment is a more permanent level of unemployment resulting from skills levels of job seekers not meeting the skills requirements of jobs available or from a mismatch between the skills that workers are supplying versus the skills employers require.

Structural unemployment can occur as a result of the following:

- There is a change in the type of business or industrial activity within the economy. For example, changing from a manufacturing based economy to a service based economy may result in unemployed workers with manufacturing skills that are not relevant to a service industry. Job seekers may now have human capital that is no longer useful.
- High Schools, Colleges and Universities may be producing graduates that do not possess the skills and attributes relevant to the job market. This may be due to, for example, teaching to outdated curricula or to low academic standards, or to insufficient focus on the development of core employability skills such as good work ethics, literacy and numeracy skills, problem-solving and teamwork.
- Technological advances may result in robotics or IT systems replacing unskilled workers.
- If a country's economic growth is dependent upon industries that are in decline it may result in workers with specific skills sets being made redundant and not being able to find similar work.
- Mergers, acquisitions and restructuring may lead to changed skills and educational requirements for management.

In the Cayman Islands Financial Services Sector, for example, there was a decline in Private Trust business and many qualified, skilled Caymanians doing Trust work were made redundant. However there were increasing opportunities within the area of Corporate Administration. Senior Trust Officers with the Society of Trust and Estate Practitioners (STEP) qualifications or who had risen to their position as a result of many years of experience, but with no professional qualifications, had to consider gaining Institute of Chartered Secretaries and Administrators (ICSA) qualifications if they wanted to become managers in the area of Corporate Administration. Having to study for a new and perhaps more challenging qualification was not very easy, especially for older workers with many years of Trust experience and little or no culture of lifelong learning. Many resigned themselves to applying for positions as Corporate Administrators, a lower level job, sometimes at a lower salary level.

A further example is that of the job seekers currently registered with NWDA that were employed in the Finance/Banking industry who have not been able to make the transition to new jobs within their industry and have therefore remained unemployed.

Structural Unemployment can be affected by:

- Hidden Unemployment:
 - There may be people who have effectively given up active search for employment because they have been out of work for a long time and have lost both the motivation to apply for jobs and also the skills required.
- Marginally Attached:
 - These are neither working nor looking for work because they have become disheartened but indicate they want and are available for work and have looked for work in the recent past but not within the reference period. In some jurisdictions (e.g. U.S.) the recent past is defined as within the last 12 months.
- Efficiency Wages:
 - Firms pay above market wages to “buy” the workers’ co-operation. If the firm lowers the wages paid, any profits or savings will be outweighed by losses caused by shirking by the employees. This is applicable in some instances in Cayman. Employers know that if they pay the market wage (which may be low by Cayman standards) the Caymanian may shirk rather than work.
 - This may generate involuntary unemployment as firms may hire fewer workers at the efficiency wage.
 - In this model some unemployment is necessary to keep employed workers in line. In other words you would not want to join the unemployed so you work to keep your job.
- Sticky Wages:
 - The term used when wages do not fall easily and do not respond to the decreased demand for labour.
 - In order for equilibrium within the labour market to be re-established during a period of unemployment, wages would have to fall.
 - However if local labour are not ready to accept less or lower wages as a result of cheap imported labour, the local market will not clear and local job-seekers may remain unemployed.
- Access to cheap imported labour which can result in an oversupply of labour if local labour is not willing to work at the cheap rates. This has been a much discussed concern in Cayman.

Policy Solutions to Structural Unemployment:

- Government needs to implement education policies to ensure that high school leavers entering the workforce possess the foundational skills such as good work ethics, literacy and numeracy skills.
- Government needs to ensure that accredited training programmes that give the job-seekers the skills required for the jobs available in the economy are in place and accessible and that job-seekers are encouraged to take up the programmes.
- Government needs to work with the private sector to encourage and support employees to retrain when there is a change in the type of business activity that the organisation is engaged in.

Cyclical Unemployment

This is the result of an imbalance between the number of job seekers and the number of jobs available due to a recession or downturn in the economy and resulting in a fall in aggregate demand. Cyclical unemployment is often a major challenge for policy makers everywhere.

Cyclical Unemployment occurs because:

- Employers reduce their workforce rather than wages (perhaps because of sticky wages).

As noted in the *Report on Establishing a Minimum Wage Regime in the Cayman Islands*, employment growth in the Cayman Islands is highly responsive to economic or GDP growth. In 2009 and 2010 there had been a downturn in the economy in the Cayman Islands which affected a number of business sectors. For example the construction industry had been relatively quiet with a drop in both large and small scale developments. The result was an increasing number of unemployed or underemployed construction workers seeking employment, as shown by ESO Labour Force Surveys. (627 Caymanian jobs in Agriculture, Fish, Manufacture and Construction lost between Oct 2009 and Oct 2011).

However, as shown in Appendix A, the economy's recovery is reversing the loss in employment in earlier years. In 2008 the total employment was estimated at 37,450 employed persons and it fell to a low of 34,983 in 2010. While there has been a gradual recovery since then, it was only in 2014 that it finally recovered to 2008 levels, with an estimated 37,723 employed persons.

Cyclical Unemployment can be affected by:

- Sticky Wages, the term used when wages do not fall easily and do not respond to the decreased demand for labour:
 - In order for equilibrium within the labour market to be re-established during a period of unemployment, wages would have to fall.
 - There is some evidence that employed Caymanians have been flexible in accepting lower salaries during the recent episodes of high unemployment. In

2008, the percentage of employed Caymanians who earned below \$1,600 a month was 13.7 percent. In 2009, this went up sharply to 17.2 percent and thereafter to 17.3 percent (2010); 18.0 percent (2011); and 22.7 percent (2012). This started to decline to 20 percent in 2013 and 16.7 percent in 2014. It is also noted that Caymanians in the Civil Service have accepted lower salaries to stem further reduction in Civil Service staffing levels.

- However if Caymanians are not ready to accept less or lower wages as a result of decreased demand, the local market will not clear and Caymanians may remain unemployed. NWDA has had instances of unemployed Caymanians refusing to accept lower wages and preferring to remain unemployed until suitable paying employment becomes available.
- Employers may also seek cheaper sources of labour from overseas. These foreign workers are often prepared to work for less than the sticky wage.
- Asking Wages:
 - If the asking wages by job seekers are lowered during periods of unemployment this will lead to acceptable jobs being found quickly.
 - Some unemployment will be due to the asking wages by job seekers being too high.

The Effects of Cyclical Unemployment

- Cyclical unemployment usually affects the lower income and lower skilled group the most. They may be the last hired and the first fired.
- This may lead to social problems as a result of reduced income and low self-esteem.
- They may also lose their skills and their motivation to seek work if they remain unemployed for a long period.
- Employers may use the situation as an opportunity to get rid of the least productive workers.
- For employees it may provide an opportunity to do something different, for example, start a business or train/study for a new career.

Policy Solution for Cyclical Unemployment:

- A policy solution to address cyclical unemployment is the implementation of an expansionary fiscal policy. This may be done by decreasing tax and duties or by increasing government spending in capital projects or alternatively encouraging foreign and local private businesses to invest in large capital projects in order to stimulate aggregate demand so as to re-establish market equilibrium at the sticky wage. While a viable policy solution in some countries, it is important to note that in the Cayman Islands the implementation of an expansionary fiscal policy has not been pursued due to the adherence to the Framework for Fiscal Responsibility. Instead, there have been

reductions in import duties as well as duty concessions provided to private sector projects, albeit some private sector business fees such as those for financial services were increased.

- Another policy solution is the implementation of an expansionary monetary policy through increasing the supply of money and lowering interest rates. However, monetary policy is not available to the Cayman Islands as an expansionary tool due to the currency board system which fixed the US dollar to CI dollar exchange rate. Local interest rates cannot be changed as these are dependent on the US Federal rates.
- Government may provide Learning and Development opportunities for job-seekers to up-skill themselves so that when the economy recovers they can re-enter the workplace with enhanced skills.

Seasonal Unemployment

This is unemployment that arises due to the close of the business season. It is not usually a problem for policy makers as unemployed workers will return to work once the employment season starts up again. This impacts to some extent the Tourism Sector within the Cayman Islands.

Long-Term Unemployment and its Effects

Long term unemployment is defined in EU statistics as unemployment lasting for longer than one year. However the US Bureau of Labor Statistics reports this as 27 weeks or longer (6 months). The Ministry of Employment uses unemployment lasting for one year and above for its definition. This is an important indicator of social exclusion. Long-term unemployment can be the result of structural unemployment. It can also be caused by cyclical unemployment due to a prolonged economic down-turn. Being unemployed for a long period can have a very debilitating effect on job seekers. Loss of self-esteem is often accompanied by loss of knowledge and skills due to lack of use and an increasing difficulty in displaying good interviewing skills. As a result, the impact of long-term unemployment can cause cyclical unemployment to become structural unemployment. Data from the ESO Labour Force Surveys shows that the number of Caymanians classed as long-term unemployed has increased marginally since 2009 when it comprised 39.5 percent of unemployed Caymanians to 2013 when it comprised 40.8 percent (762 persons). However while there was a drop in the number of long-term unemployed in 2014 to 572 persons, this still accounted for 41.8 percent of the total of 1,368 unemployed Caymanians. This indicates possible structural challenges for the long-term unemployed getting re-integrated into the labour market after redundancy.

Other Definitions

Underemployed: These are job-seekers that want and are available for full-time work but due to difficulties in gaining full-time employment, have settled for part-time work.

Further Consideration

The IMCE considers that while the Economics and Statistics Office uses the ILO definition to establish unemployment, i.e. someone who is without a job but is currently available for work and has been actively seeking employment, there may be an argument for including Hidden Unemployment, Marginally Attached and Underemployed when considering the full scale of unemployment in the Cayman Islands and identifying appropriate policies to motivate discouraged workers.

Appendix C - Barriers to Employment

In an effort to gain clarity on the problem to be addressed, the IMCE identified the need to understand the barriers to employment. In order to gather information from a broad range of perspectives the IMCE engaged in the following activities:

1. Job seeker survey administered
2. Employer survey administered
3. Review of the results of the Intake Assessment administered to Job Seeker Extended registrants of the National Workforce Development Agency
4. Focus groups were held with the key stakeholder agencies:
 - a. National Workforce Development Agency (“NWDA”);
 - b. Needs Assessment Unit (“NAU”);
 - c. Department of Children and Family Services (“DCFS”;
 - d. Department of Community Rehabilitation (“DCR”); and
 - e. Her Majesty’s Cayman Islands Prison Service Rehabilitation Team.

Findings from these research activities are explored in this section of the report and were used to inform the recommendations of the IMCE.

I. Job Seeker Survey

An online survey was conducted with Caymanian job seekers who are registered with the NWDA. The survey, which was conducted in February 2015, was emailed to 678 registrants with 137 responses returned (20.2 % response rate)

Demographics

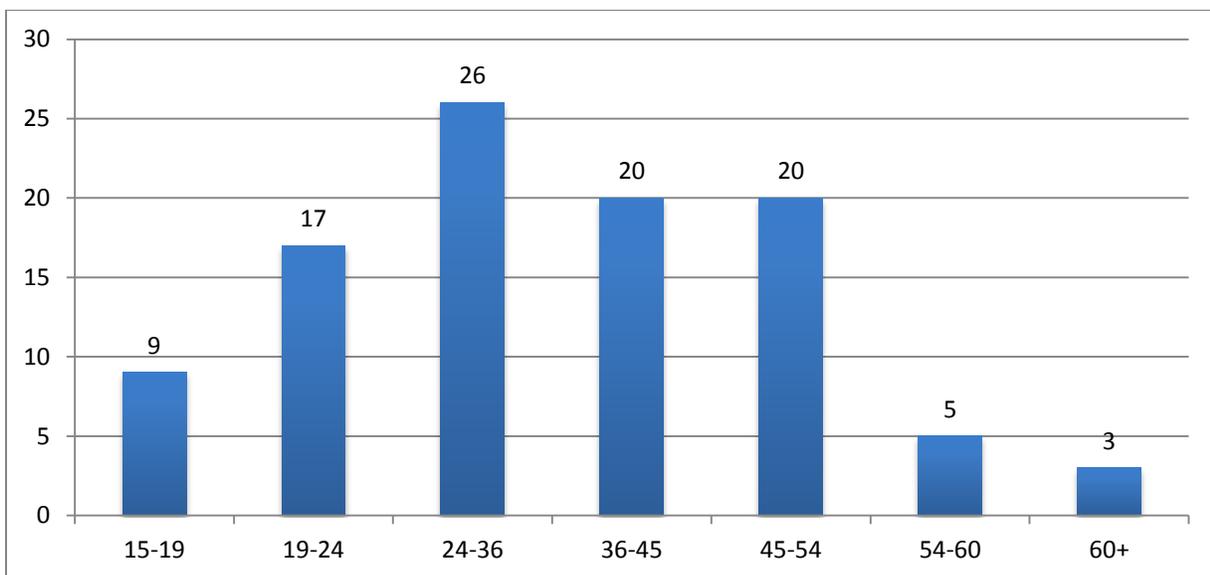
Gender

104 (76.6%) persons answered whether they were male or female. 75 percent of respondents indicated they were female (78 responses), 25 percent of respondents indicated they were male (26 responses).

Age (see Figure 1 below)

Nearly one quarter of all responses – 26 of all 100 answers returned – were from those who were 24 to 36 years old and the same 26 percent ratio of all responses were made from those who were either 15-19 or 19-24. Only 8 respondents were from those who were 54 years old or older. The chart below outlines the age distribution of those who answered the survey.

Figure 1. Age Distribution of Job Seeker Survey Respondents



Marital Status

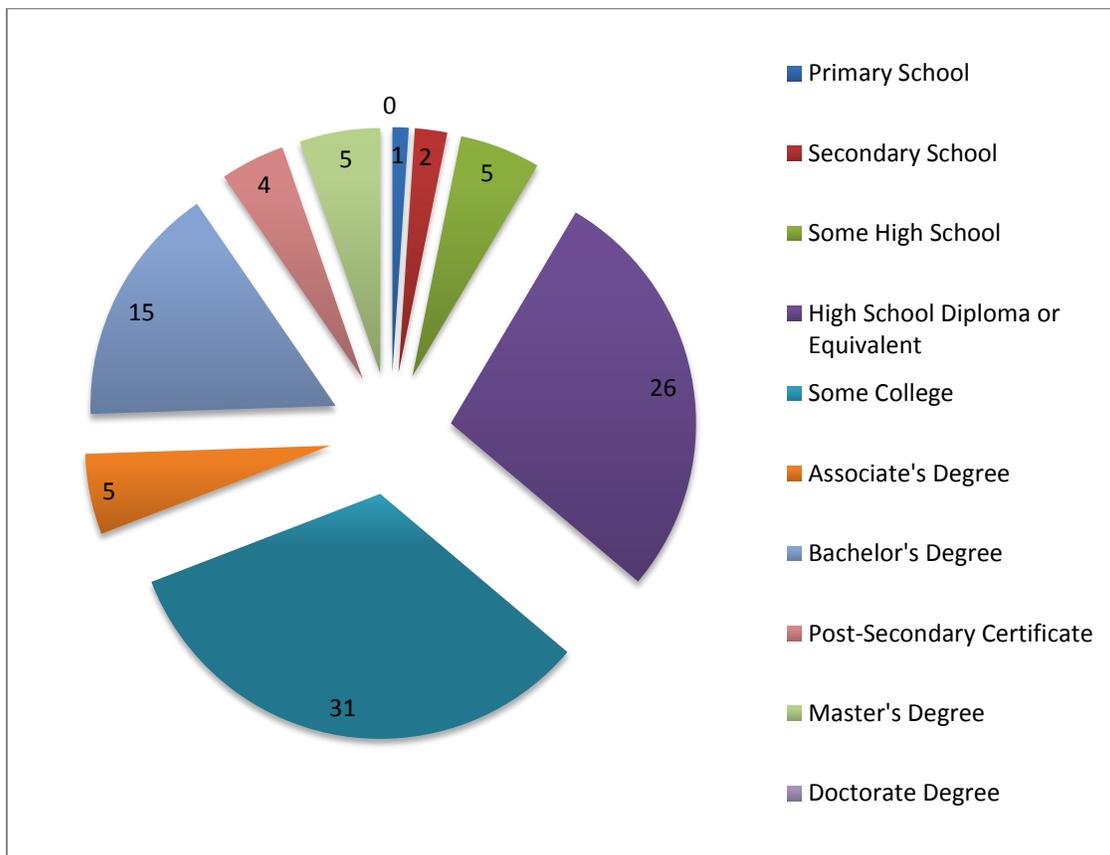
Of those who advised marital status, 54 percent (56 responses) indicated that they were single, compared to 25 percent (26 responses) who indicated they were married, 13.5 percent (14

responses) indicated they were divorced, and 6.7 percent (7 responses) noted they were separated.

Educational Attainment (see Figure 2 below)

While 63.8 percent (60 responses of 94) of survey respondents noted that they had at least some post-secondary education, just 30.8 percent (29 persons) had received some credential or degree from a tertiary institution. 36.2 percent of respondents had an educational attainment of a high school diploma (or its equivalent) or below. The pie chart below illustrates educational attainment among those who answered the survey question.

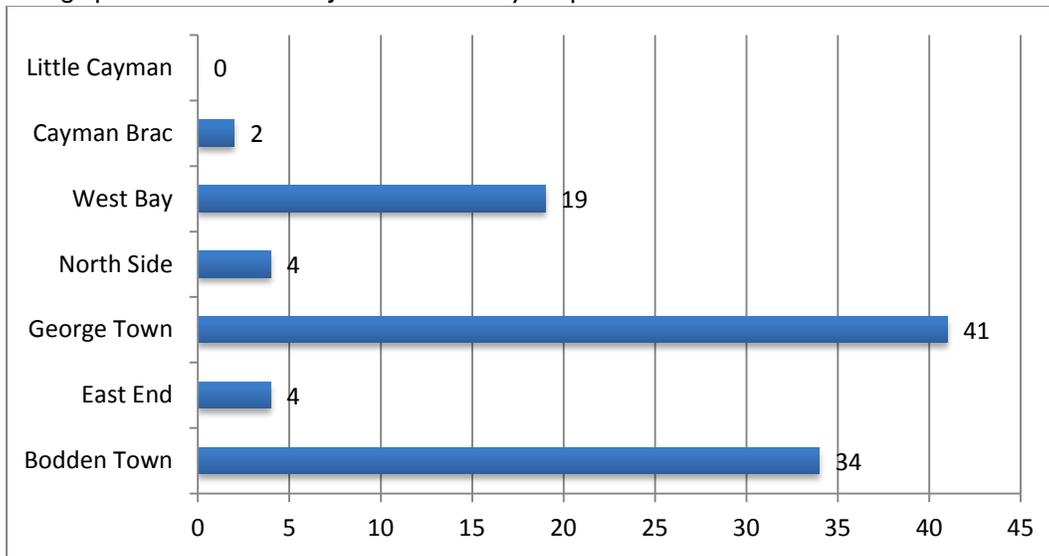
Figure 2. Educational Attainment Level of Job Seeker Survey Respondents



District (see Figure 3 below)

75 job seeker survey responses (of 104 answers received) were persons who live in either Bodden Town or George Town. About one in five survey respondents (18.3%) call West Bay home. The chart below identifies the geographical distribution. George Town 41(39.4%), Bodden Town 34 (32.7%), West Bay 19 (18.3%), East End 4 (3.8%), North Side 4 (3.8%) and Cayman Brac 2 (1.9%).

Figure 3. Geographical Distribution of Job Seeker Survey Respondents

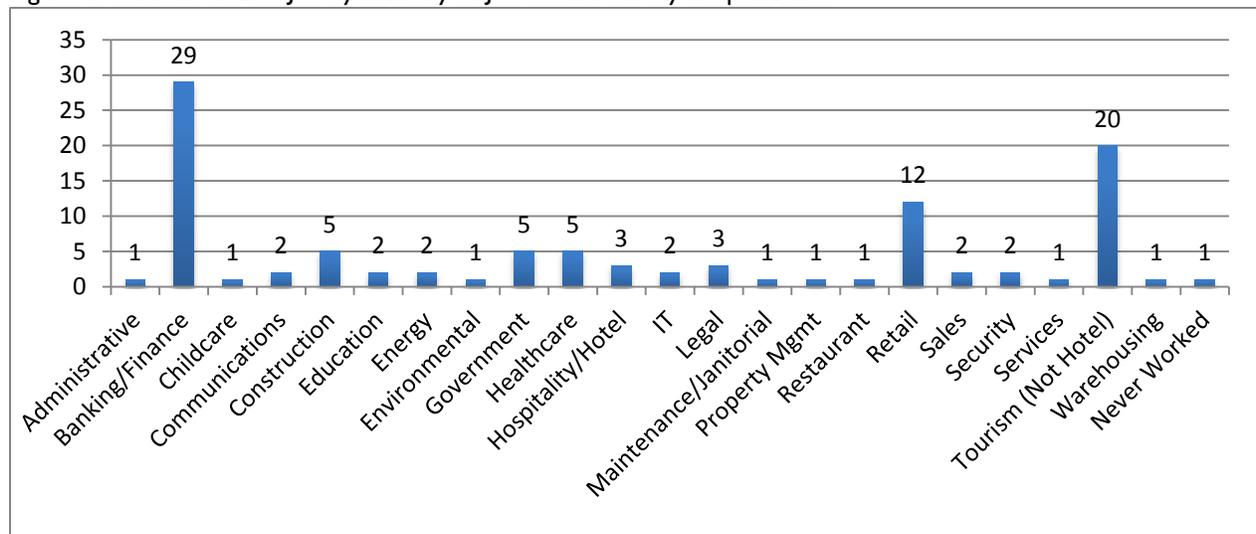


Responses on Employment Experience

Industry Experience (see Figure 4 below)

Of the 103 survey answers in total, 29 respondents indicated that their current or last job was in the banking/finance industry, or 28.2 percent. Other prominent industry experience among respondents include tourism (representing retail stores geared for tourists or tourist attractions, but not hotels or restaurants) with 20 responses or 19.4 percent of all answers received and retail with 12 answers received or 11.7 percent of the total response.

Figure 4. Current or Last Job by Industry of Job Seeker Survey Respondents



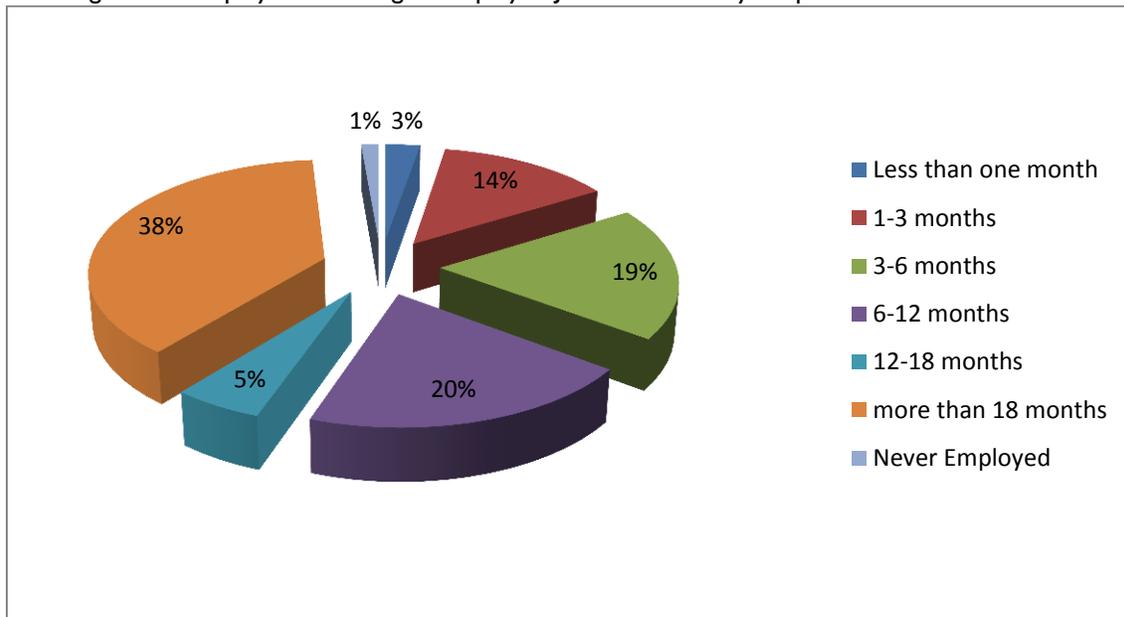
Employment Status

All 137 job seekers answered the survey responses to identify their employment status. 75 persons (54.7%) indicated that they were unemployed, while 27 percent of those responding (37 persons) noted that they were employed full-time or part-time. Those who are employed temporarily (7 persons) or employed but seeking (18 persons) represented 18.2 percent of total answers.

Unemployment (see Figure 5 below)

Of the 75 persons who noted that they were unemployed, 47 respondents (62.7%) identified that they have been unemployed for at least six months. 38 percent have been unemployed for more than 18 months. This is most likely due to structural unemployment. The length of reported time unemployed by those who answered the survey among job seekers is identified in the chart below.

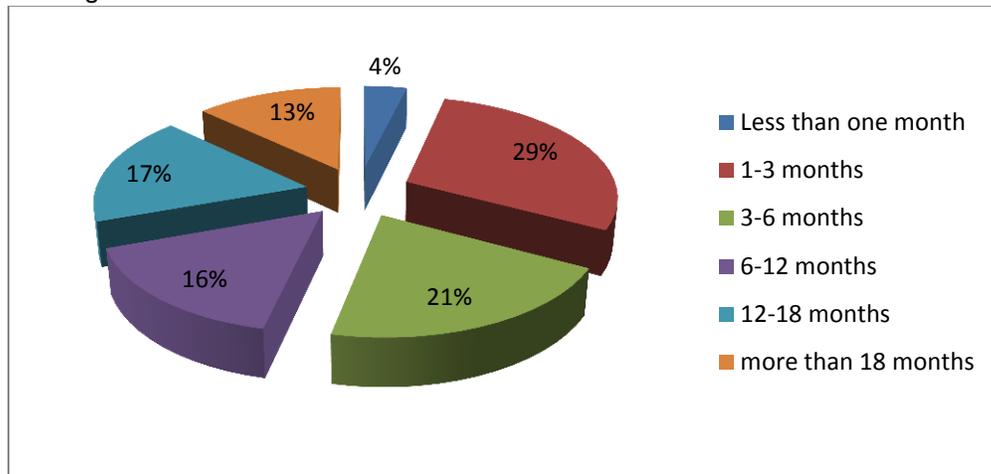
Figure 5. Length of Unemployment among Unemployed Job Seeker Survey Respondents



Relationship with NWDA (see Figure 6 below)

The survey was sent to respondents in February 2015. At that point in time, 46 percent had been registered for over 6 months with 13 percent registered for more than 18 months.

Figure 6. How Long With NWDA

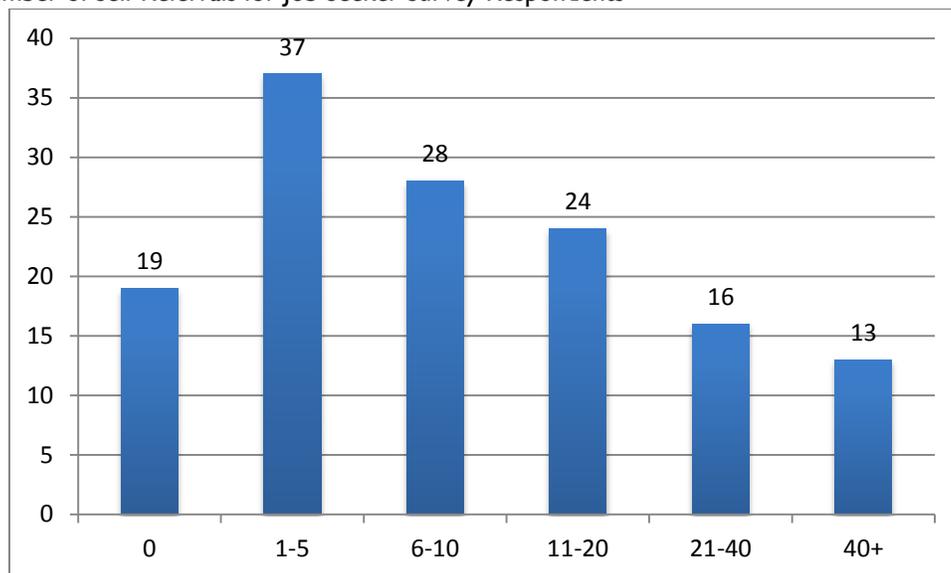


Referrals and Interviews (see Figure 7 and 8)

One service offering of the NWDA is access to job listings under the National Job Link Portal. Job seekers have the opportunity to identify job openings that may be of interest to them as well as where the job seeker identifies a potential match with their respective experience and qualifications.

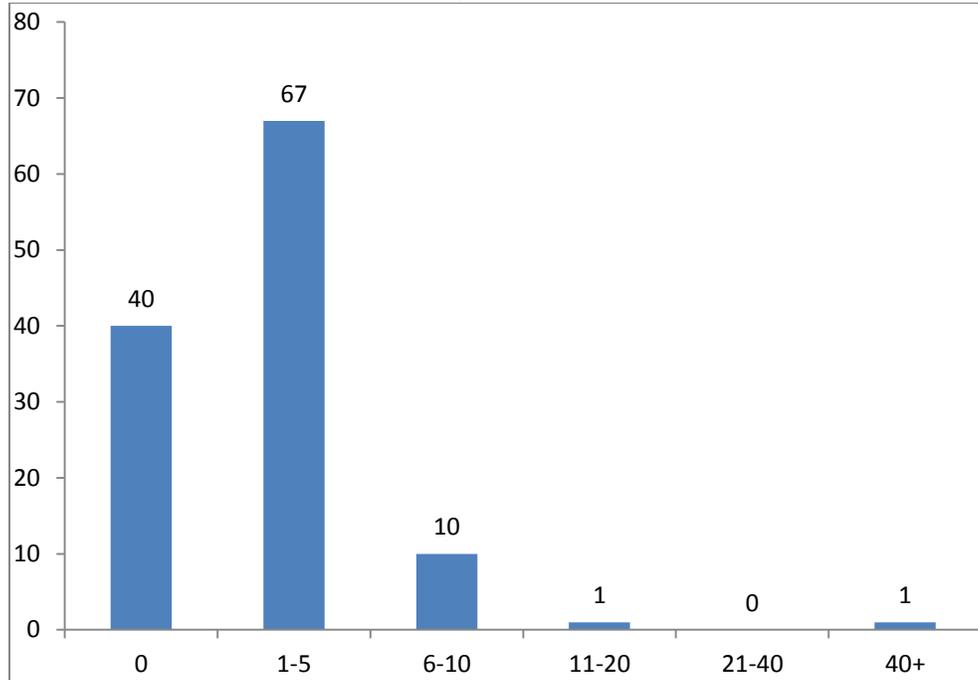
Of the 137 job seekers surveyed, all answered a question about how many self-referrals were made to date. 47.4 percent of respondents (65 surveyed) indicated that they had self-referred to 1 to 10 job postings with the agency and 13 respondents indicated they had applied to at least 40 job listings. 19 persons, however, had not self-referred to any listings, but it is not clear whether these individuals were new to NWDA and had not fully availed themselves of the postings.

Figure 7. Number of Self-Referrals for Job Seeker Survey Respondents



86.1 percent of job seeker survey respondents, or 118 persons, made self-referrals to NWDA listings. Of this number, 79 persons (66.3%) had been invited to at least one interview, but 40 persons (33.6%) had never received the invitation.

Figure 8. Number of Invitations to Interview Following Self-Referral

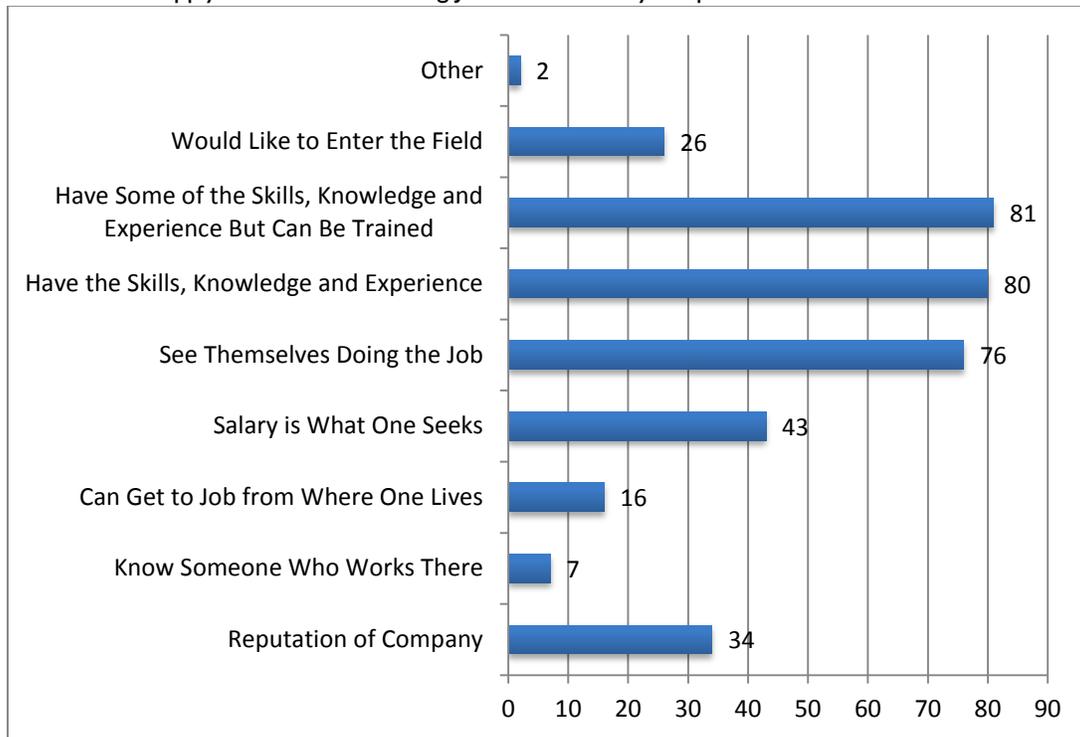


Consideration in the Application Process (see Figure 9 below)

Job seeker survey respondents were given the opportunity to identify at least one reason why they consider applying for a position to include: reputation of the company; know someone who works there; can get to the job from where one lives; salary is what one seeks; see themselves doing the job; have the skills, knowledge and experience; have some of the skills, knowledge and experience but can be trained; or they would like to enter the field.

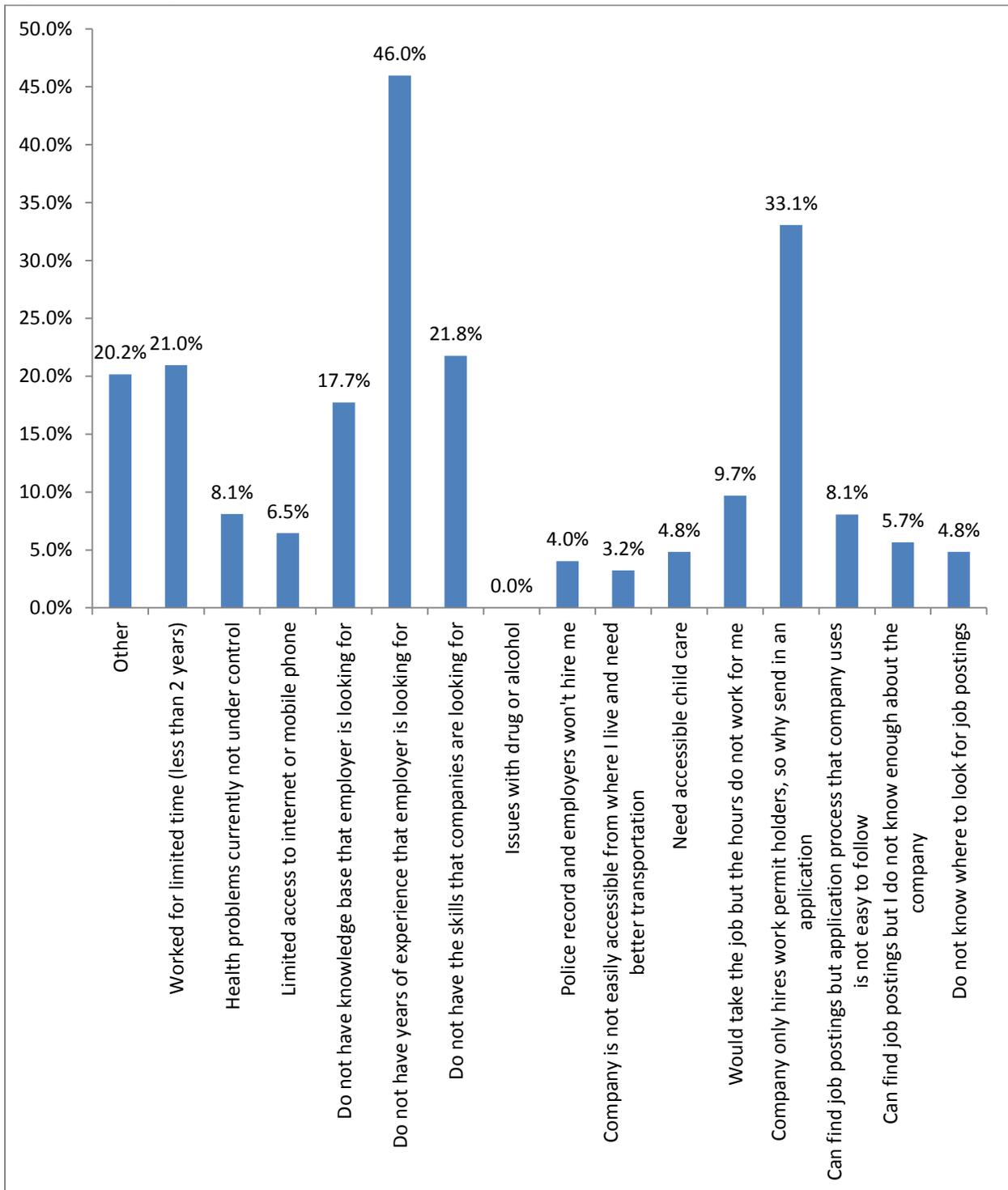
123 responses were returned for this question. While 34 persons noted they might know the reputation of a company and 43 persons identified that the salary is what they seek, nearly 80 respondents indicated that they could see themselves doing the job (76 persons), they had the skills, knowledge and experience to do the job (80 persons), or they had some of the skills, knowledge and experience to do the job but could be trained to fit (81 persons). 21.1 percent of job seeker survey respondents (26 persons) suggested that they would like to enter a new field without prior experience.

Figure 9. Reasons to Apply for a Position among Job Seeker Survey Respondents



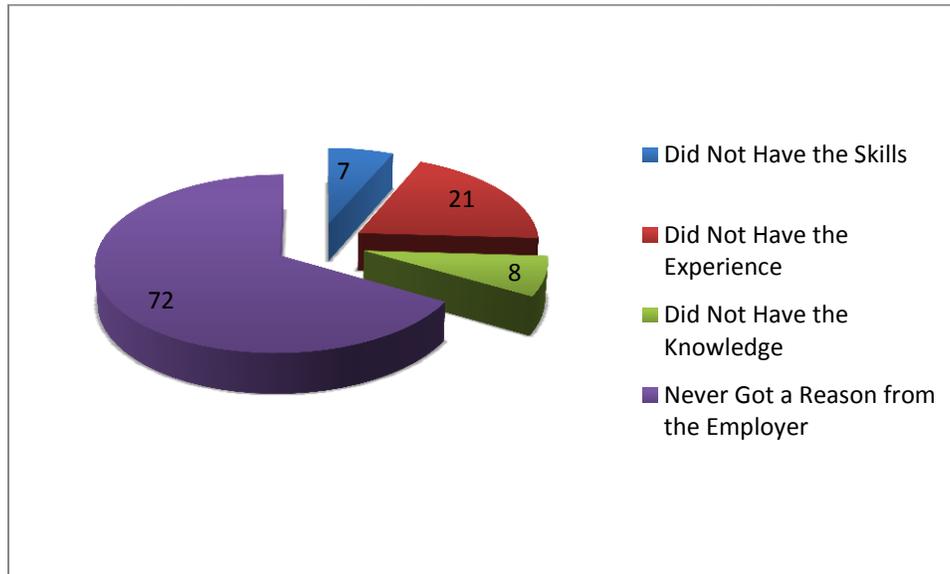
By contrast, 46.0 percent of 124 job seeker survey respondents noted they will not apply for a job if they feel they do not have the experience, 21.8 percent will not apply if they do not possess the skills, and 17.7 percent will not consider an opening if they do not have the knowledge. While 20.2 percent might not apply for other reasons (including low salary), 33.1 percent of respondents will not apply at all if the job seeker believes (or ‘knows’) that the company will only hire a work permit holder. (Figure 10 below identifies the reasons that job seekers might not consider applying for a position, recognizing that they could choose more than one reason.)

Figure 10. Reasons Job Seekers Did Not Apply



108 job seekers answering the survey voiced some frustration in the job search process with nearly two-thirds of respondents (72 respondents of 108 answers, 66.7%) noting that they never get a reason as to why their application was unsuccessful (see Figure 11 below). Of those who did get a reason, most job seekers were told they did not have the experience that the company sought in the position.

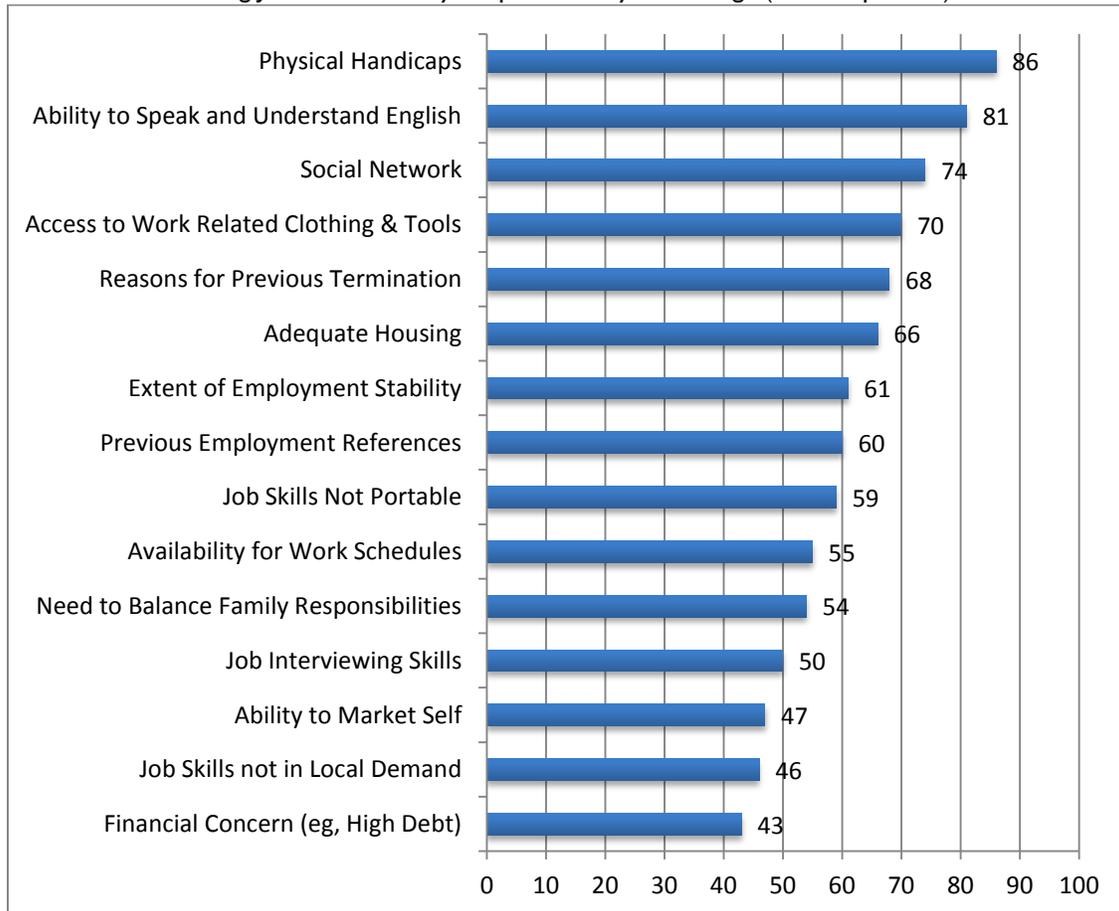
Figure 11. Reasons Given to Job Seeker Survey Respondents about Unsuccessful Application



Job Seeker Concerns about Their Own Barriers (see Figure 12 and 13 below)

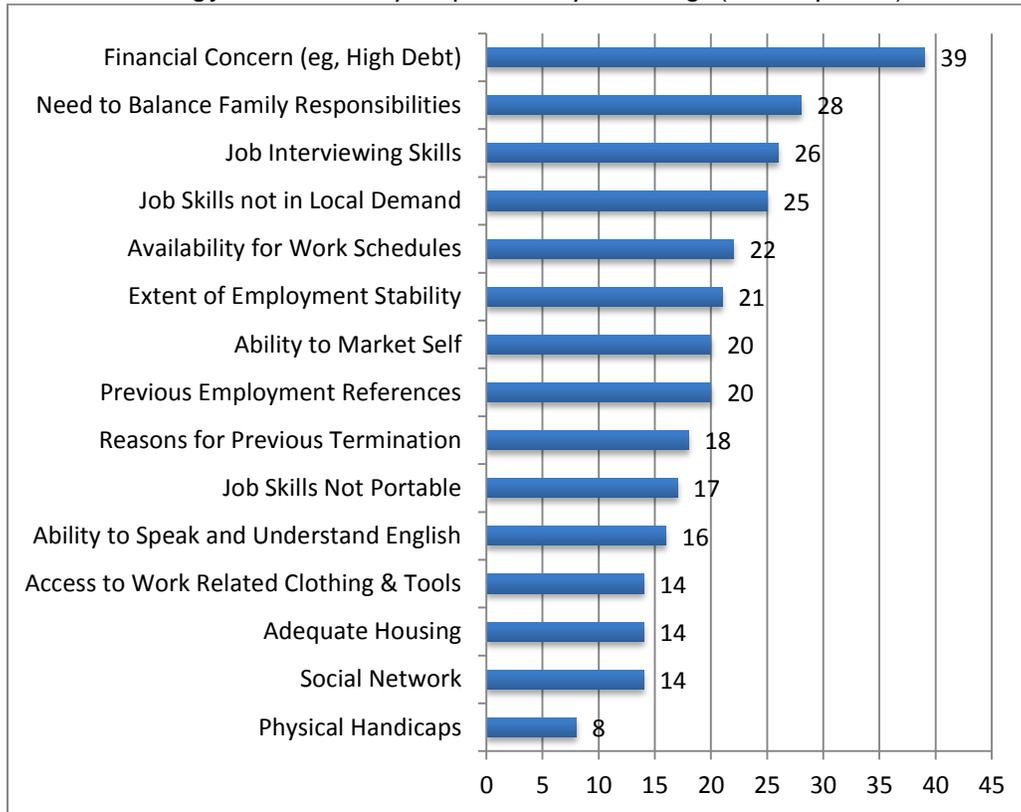
The survey used a Likert scale to rank concerns held by job seekers regarding their perceived barriers to employment (1 representing “least important”, 5 representing “most important”). Of the 109 persons who answered this question and who gave a score of “1”, the lowest concerns were about physical capacity or the ability to speak and understand English. Less of an issue to the respondents were their lack of skills in the local labour market and their personal finances. The absence of concern regarding their lack of skills demonstrates a major disconnect between their self-assessment and the assessment of employers who see the lack of skills as a major weakness.

Figure 12. Concerns Among Job Seeker Survey Respondents by Percentage (Least Important)



Personal finances as well as the skills gap were identified as among the most important barriers to employment (Figure 13). Respondents also raised as a concern about balancing work with their family responsibilities. The chart below indicates where these high ranked concerns are placed by job seekers.

Figure 13. Concerns Among Job Seeker Survey Respondents by Percentage (Most Important)



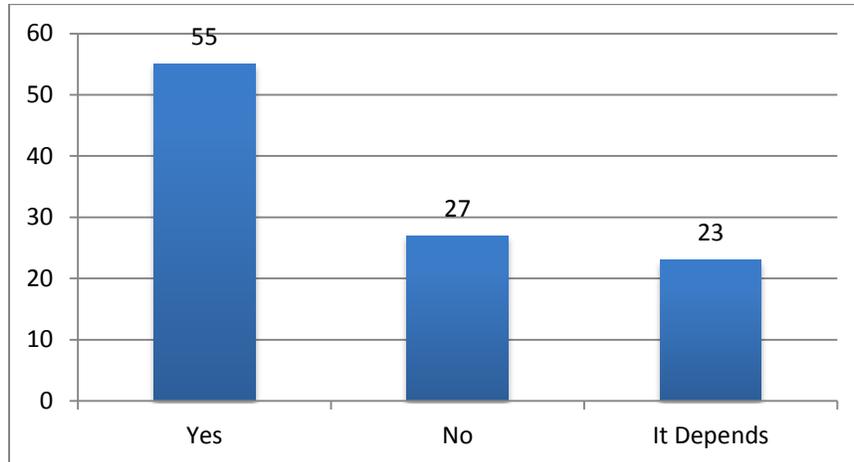
Reasons for Termination

Nearly one-third of the respondents to this question (34 persons of 105 respondents), indicated that they had been terminated for cause from a previous job. Of the 34 who were terminated, 19 reported “other” as a reason for termination to include redundancy, employer exploitation, discrimination or unstated reasons. Only five job seeker survey respondents suggested they were fired for attitude problems with co-workers and/or supervisors, though four respondents noted they had committed a crime while employed at a former job. Attendance or performance problems were considered a negligible reason by the job seekers who answered the survey, which is a stark contrast to the reasons given by employers for termination (Figure 21).

Role for Government (see Figure 14 below)

Nearly three quarters (74.3%) of the total 105 survey respondents to this question indicated that there should, or possibly (“it depends”), be a role for government to address barriers to employment. Of the 78 who answered “yes” or “it depends”, survey respondents identified affirmative roles might include: need to reduce the number of work permits, access and funding for training programmes, and creation of reintegration programmes to offer second chances for those who have a criminal conviction.

Figure 14. Role for Government



2. Employer Survey

An online survey was conducted with those employers who are registered with the NWDA. The survey, which was conducted in February 2015, was emailed to 902 employers with 250 responses returned (a 27.7 percent rate). The following breakdown reflects the responses received in this survey by size and industry of employers:

Figure 15. Industry Breakdown of Employer Surveys

Industry	Respondents	
	#	%
Agriculture, forestry and fishing	1	0.4
Manufacturing	2	0.8
Electricity, gas, steam and air conditioning supply	1	0.4
Water supply; sewerage, waste management and remediation activities	3	1.2
Construction	39	15.6
Wholesale and retail trade; repair of motor vehicles and motorcycles	40	16.0
Transportation and storage	4	1.6
Accommodation	10	4.0
Restaurants and Mobile Food Services Activities	28	11.2
Information and communication	9	3.6
Financial and insurance activities	18	7.2
Real estate activities	3	1.2
Professional, scientific and technical activities	24	9.6
Administrative and support service activities	21	8.4
Education	4	1.6
Human health and social work activities	4	1.6
Arts, entertainment and recreation	28	11.2
Other service activities	11	4.4
Total	250	100.0

Time in Business (see Figure 16 below)

30.4 percent of businesses surveyed have been operating in the Cayman Islands for 20 years or more. More important is to note that 20 businesses who responded have been operating for less than 3 years. Of the 20 new businesses, retail and wholesale businesses make up 5 employers and the Restaurant and Mobile Food Service industry constitutes 5 of these businesses that have only been in operation for less than 3 years.

Figure 16. Years in Service

Industry	Total Responses	< 1 Year	%	1-2 Years	%	3-5 Years	%	6-10 Years	%	11-20 Years	%	20+ Years	%	Not Stated	%
Agriculture, forestry and fishing	1	-	-	-	-	-	-	-	-	1	100.0	-	-		
Manufacturing	2	-	-	-	-	-	-	1	50.0	-	-	1	50.0		
Electricity, gas, steam and air conditioning supply	1	-	-	-	-	-	-	-	-	-	-	1	100.0		
Water supply; sewerage, waste management and remediation	3	-	-	1	33.3	-	-	1	33.3	-	-	1	33.3		
Construction	39	1	2.6	-	-	10	25.6	3	7.7	16	41.0	9	23.1		
Wholesale and retail trade; repair of motor vehicles and motorcycles	40	-	-	5	12.5	2	5.0	6	15.0	8	20.0	19	47.5		
Transportation and storage	4	-	-	-	-	-	-	1	25.0	-	-	3	75.0		
Accommodation	10	-	-	1	10.0	-	-	4	40.0	1	10.0	4	40.0		
Restaurants & Mobile Food Service	28	-	-	5	17.9	2	7.1	5	17.9	10	35.7	6	21.4		
Information and Communication	9	-	-	1	11.1	4	44.4	-	-	4	44.4	-	-	1	5.6
Financial and insurance activities	18	-	-	-	-	-	-	4	22.2	7	38.9	6	33.3		
Real estate activities	3	-	-	1	33.3	2	66.7	-	-	-	-	-	-		
Professional, scientific and technical	24	-	-	3	12.5	3	12.5	3	12.5	8	33.3	7	29.2		
Administrative and support service	21	1	4.8	-	-	2	9.5	6	28.6	4	19.1	8	38.1		
Education	4	-	-	-	-	-	-	-	-	3	75.0	1	25.0		
Human health and social work	4	-	-	-	-	1	25.0	1	25.0	2	50.0	-	-		
Arts, entertainment and recreation	28	-	-	1	3.6	3	10.7	8	28.6	10	35.7	6	21.4		
Other service activities	11	-	-	-	-	5	45.5	1	9.1	1	9.1	4	36.4		
Total	250	2		18	7.2	34	13.6	44	17.6	75	30.0	76	30.4	1	0.4

Potential Skill Gaps by Industry (see Figure 17 below)

Employers expressed concern about the quality of the Caymanian labour pool with only 19.2 percent responses indicating that the Caymanians who applied for advertised jobs were qualified and 6.0 percent indicating that the Caymanians were very well qualified. 33.2 percent (83 responses) indicated that they received applications from Caymanians that were not well qualified at all. Of the respondents, 120 responses noted that Caymanians might, at time of application, be insufficiently qualified but could be trained within a reasonable period of time, while 92 noted that the Caymanian candidates were not sufficiently qualified and were not trainable within a reasonable period of time.

Figure 17. Quality of Labour Pool

Industry	Very well qualified	%	Qualified	%	Insufficiently qualified but trainable	%	Insufficiently qualified and not trainable	%	Not well qualified at all	%	No Caymanians applied	%	Responded	Total
Agriculture, forestry and fishing	-	-	-	-	-	-	-	-	-	-	1	100	1	1
Manufacturing	-	-	-	-	2	100	1	50	1	50	-	-	2	2
Electricity, gas, steam and air conditioning supply	-	-	-	-	-	-	1	100	-	-	-	-	1	1
Water supply; sewerage, waste management and remediation	-	-	-	-	-	-	1	33.3	1	33.3	2	66.7	3	3
Construction	2	5.1	9	23.1	22	56.4	9	23.1	13	33.3	8	20.5	39	39
Wholesale and retail trade; repair of motor vehicles and motorcycles	3	7.5	7	17.5	26	65	14	35	10	25	4	10	40	40
Transportation and storage	-	-	3	7.5	1	2.5	1	2.5	1	2.5	-	-	4	4
Accommodation	1	10	2	20	2	20	7	70	5	50	2	20	10	10
Restaurants and Mobile Food Services Activities	1	3.6	2	7.1	13	46.4	12	42.9	13	46.4	8	28.6	28	28
Information and communication	1	11.1	2	22.2	3	33.3	4	44.4	3	33.3	2	22.2	9	9
Financial and insurance activities	-	-	4	22.2	9	50	11	61.1	4	22.2	1	5.6	18	18
Real estate activities	-	-	-	-	2	66.7	1	33.3	1	33.3	-	-	3	3
Professional, scientific and technical activities	1	4.2	6	25	15	62.5	14	58.3	10	41.7	3	12.5	24	24
Administrative and support service activities	3	14.3	5	23.8	11	52.4	6	28.6	4	19	3	14.3	21	21
Education	1	25	1	25	-	-	-	-	1	25	2	50	4	4
Human health and social work	1	25	1	25	1	25	1	25	1	25	1	25	4	4
Arts, entertainment and recreation	1	3.6	4	14.3	12	42.9	8	28.6	12	42.9	6	21.4	28	28
Other service activities	-	-	2	18.2	1	9.1	1	9.1	3	27.3	4	36.4	11	11
Total	15	6.0	48	19.2	120	48.0	92	36.8	83	33.2	47	18.8	250	250

Period Required to Train the Trainable (see Figure 18 below)

For the Caymanian job seekers that were insufficiently qualified but trainable, the 120 (48%) of employers that responded gave an indication of the period of training required to bring the job-seekers to the required level of proficiency. 45 percent of the respondents noted that training for applicants to be work-ready would be less than 6 months. However only 17.5 percent of the respondents thought applicants would require less than 3 months of training. 5.8 percent indicated that less than one month was sufficient training time for jobs across all industry sectors. However some respondents (15.8%) said they would need training for more than one year.

Figure 18. Trainable Time in Months

Industry	Total Responses	< 1 Month	%	1-2 Months	%	3-5 Months	%	6-12 Months	%	> 1 Year	%	Not Stated	%
Agriculture, forestry and fishing	-	-	-	-	-	-	-	-	-	-	-	-	-
Manufacturing	2	-	-	1	50.0	-	-	-	-	-	-	1	50.0
Electricity, gas, steam and air conditioning supply	-	-	-	-	-	-	-	-	-	-	-	-	-
Water supply; sewerage, waste management and remediation	-	-	-	-	-	-	-	-	-	-	-	-	-
Construction	22	-	-	1	4.6	6	27.3	5	22.7	6	27.3	4	18.2
Wholesale and retail trade; repair of motor vehicles and motorcycles	26	1	3.9	2	7.7	8	30.8	10	38.5	1	3.9	4	15.4
Transportation and storage	1	-	-	1	100.0	-	-	-	-	-	-	-	-
Accommodation	2	-	-	-	-	1	50.0	-	-	1	50.0	-	-
Restaurants & Mobile Food Service	13	4	30.8	-	-	3	23.1	2	15.4	1	7.7	3	23.1
Information and Communication	3	-	-	-	-	2	66.7	1	33.3	-	-	-	-
Financial and insurance activities	9	1	11.1	-	-	4	44.4	-	-	3	33.3	1	11.1
Real estate activities	2	-	-	2	100.0	-	-	-	-	-	-	-	-
Professional, scientific and technical	15	-	-	1	6.7	2	13.3	5	33.3	3	20.0	4	26.7
Administrative and support service	11	-	-	3	27.3	3	27.3	1	9.1	3	27.3	1	9.1
Education	-	-	-	-	-	-	-	-	-	-	-	-	-
Human health and social work	1	-	-	-	-	-	-	1	100.0	-	-	-	-
Arts, entertainment and recreation	12	1	8.3	3	25.0	4	33.3	1	8.3	1	8.3	2	16.7
Other service activities	1	-	-	-	-	-	-	-	-	-	-	1	100.0
Total	120	7	5.8	14	11.7	33	27.5	26	21.7	19	15.8	21	17.5

Caymanians in the Local Labour Force (see Figure 19 below)

Of the 250 respondents, 152 employers (60.8%) noted that Caymanians formed 50 percent or less of their workforce. These industries included: electricity, gas, steam and air conditioning (100% of employers), water supply, sewerage, and waste management (100% of employers), education (100% of employers), restaurants and mobile food services (92.9% of employers), human health and social work (75% of employers), administrative and support service (71.5%) and construction (64.1% of employers). These industries therefore indicate growth potential for Caymanian employment.

The following chart identifies – among employers who answered the survey – the percentage of Caymanians who are employed by industry sector.

Figure 19. Percentage of Caymanians employed by industry sector

Industry	Total	0-10%	%	11-25%	%	26-50%	%	51-75%	%	75% +	%
Agriculture, forestry and fishing	1	-	-	1	100.0	-	-	-	-	-	-
Manufacturing	2	-	-	-	-	1	50.0	-	-	1	50.0
Electricity, gas, steam and air conditioning supply	1	-	-	-	-	1	100.0	-	-	-	-
Water supply; sewerage, waste management and remediation	3	1	33.3	-	-	2	66.7	-	-	-	-
Construction	39	6	15.4	6	15.4	13	33.3	10	25.6	4	10.3
Wholesale and retail trade; repair of motor vehicles and motorcycles	40	3	7.5	-	-	17	42.5	11	27.5	9	22.5
Transportation and storage	4	-	-	-	-	-	-	-	-	4	100.0
Accommodation	10	-	-	-	-	4	40.0	3	30.0	3	30.0
Restaurants & Mobile Food Service	28	4	14.3	4	14.3	18	64.3	1	3.6	1	3.6
Information and Communication	9	1	11.1	-	-	4	44.4	3	33.3	1	11.1
Financial and insurance activities	18	-	-	1	5.6	2	11.1	10	55.6	5	27.8
Real estate activities	3	-	-	-	-	1	33.3	2	66.7	1	1
Professional, scientific and technical	24	3	12.5	-	-	11	45.8	9	37.5	1	4.2
Administrative and support service	21	9	42.9	3	14.3	3	14.3	2	9.5	4	19.1
Education	4	-	-	2	50.0	2	50.0	-	-	-	-
Human health and social work	4	1	25.0	-	-	2	50.0	1	25.0	-	-
Arts, entertainment and recreation	28	2	7.1	4	14.3	11	39.3	2	7.1	9	32.1
Other service activities	11	4	36.4	1	9.1	4	36.4	1	9.1	1	9.1
Total	250	34	13.6	22	8.8	96	38.4	55	22.2	43	17.2

The Hiring Decision (see Figure 20 below)

The chart below indicates that a number of employers, in each sector, identified lack of requisite skills as the principal reason (among the other choices) for not hiring Caymanians with 71.5 percent overall identifying this barrier. This barrier was considered the principal reason for construction, transportation and storage, restaurants and mobile food services, IT, financial and insurance services, real estate, professional scientific and technical activities, arts and entertainment, and other services. Lack of experience was the principal reason for not hiring Caymanians in the accommodation, real estate and human health and social work industries. Attitude was the principal reason for not hiring Caymanians in the administrative and support services and education. Lack of knowledge was often identified as a reason for not hiring Caymanians but was not the principal reason (among the four options) as expressed by employers in all industries.

Figure 20. Reasons Why Caymanians Were Not Hired

Industry	Skills		Experience		Knowledge		Attitude		Responded	Total
	#	%	#	%	#	%	#	%	#	#
Total	163	71.5	148	64.9	121	53.1	140	61.4	228	250
Agriculture, forestry and fishing	-	-	-	-	-	-	-	-	-	1
Manufacturing	2	100.0	1	50.0	-	-	2	100.0	2	2
Electricity, gas, steam and air conditioning supply	-	-	-	-	1	100.0	-	-	1	1
Water supply; sewerage, waste management and remediation activities	2	100.0	1	50.0	1	50.0	1	50.0	2	3
Construction	27	73.0	21	56.8	19	51.4	22	59.5	37	39
Wholesale and retail trade; repair of motor vehicles and motorcycles	24	66.7	24	66.7	24	66.7	24	66.7	36	40
Transportation and storage	3	75.0	1	25.0	2	50.0	3	75.0	4	4
Accommodation	7	70.0	8	80.0	4	40.0	8	80.0	10	10
Restaurants and Mobile Food Services Activities	20	74.1	17	63.0	14	51.9	19	70.4	27	28
Information and communication	7	87.5	6	75.0	4	50.0	4	50.0	8	9
Financial and insurance activities	14	77.8	13	72.2	12	66.7	8	44.4	18	18
Real estate activities	3	100.0	3	100.0	2	66.7	-	-	3	3
Professional, scientific and technical activities	16	66.7	15	62.5	14	58.3	12	50.0	24	24
Administrative and support service activities	9	50.0	11	61.1	7	38.9	15	83.3	18	21
Education	2	66.7	2	66.7	1	33.3	3	100.0	3	4
Human health and social work activities	3	100.0	3	100.0	3	100.0	1	33.3	3	4
Arts, entertainment and recreation	18	72.0	17	68.0	11	44.0	13	52.0	25	28
Other service activities	6	85.7	5	71.4	2	28.6	5	71.4	7	11

Skills Deficiencies

149 employers (or about 58% of all those who responded) gave some open-ended narrative about the skills they finding lacking in the local labour market, whether identified as basic skill deficiencies, technical skill deficiencies, or soft skill deficiencies, or some combination thereof. Though it is difficult to make a statistically significant basis for conclusion, as some employers reported deficiencies in more than one categories (e.g., basic, technical or soft skill gaps), it is worth noting that:

- 42 respondents identified basic skills deficiencies in literacy or numeracy.
- 29 respondents pointed out specific technical skill gaps in either industry-certifications or knowledge of industry practices or techniques.
- 68 respondents suggested soft skill barriers including:

- 23 employers voicing that Caymanians need to improve customer service skills/orientation.
- 27 employers highlighting that there are ‘attitude’ problems among Caymanians that they have sought to hire, expressed as an entitlement mentality or, as one respondent put it, “candidate’s mind-set appears to be elsewhere”.
- 19 employers commenting on a perceived lack of work ethic, as demonstrated by arriving to work late or failure to show initiative.
- 9 employers indicating that Caymanians in the labour force need to increase their team working capacity.

Reasons for Termination (see Figure 21 below)

Employers were also surveyed to identify the reason(s) why they previously terminated Caymanians to include: attendance (frequently tardy or absence), attitude problems with customers, attitude problems with co-workers or superiors, performance issues, motivational issues, family-related issues that interfered with work, commission of a crime while employed, and/or substance abuse/alcohol problem while employed. (Multiple answers were allowed).

When sorted by each of these categories, attendance issues were the most frequent cause for termination across all industry sectors (74.1% of all respondents) with performance issues a close second (73.0% of all respondents). Attitude to co-workers was cited by 56.3 percent followed by attitude towards customers, with 43.7 percent. The table below identifies the reasons for termination by industry. These are the most challenging structural issues as their solution inherently requires behavioural change, which in turn is dependent on motivation.

Figure 21. Reasons for Termination for Cause

Industry	Attendance		Attitude to Customers		Attitude to Co-Workers		Performance		Motivation		Family Issues		Crime		Substance Abuse		Responded	Total
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	#
Agriculture, forestry and fishing	-	-	-	-	1	100.0	1	100.0	-	-	-	-	-	-	-	-	1	1
Manufacturing	1	100.0	1	100.0	1	100.0	1	100.0	1	100.0	-	-	1	50.0	1	50.0	1	2
Electricity, gas, steam and air conditioning supply	-	-	-	-	-	-	-	-	-	-	-	-	1	100.0	1	100.0	1	1
Water supply; sewerage, waste management and remediation activities	1	100.0	-	-	1	100.0	1	100.0	1	100.0	-	-	-	-	-	-	1	3
Construction	19	63.3	10	33.3	15	50.0	20	66.7	10	33.3	4	13.3	4	10.3	12	30.8	30	39
Wholesale and retail trade; repair of motor vehicles and motorcycles	22	78.6	13	46.4	15	53.6	21	75.0	12	42.9	8	28.6	9	22.5	11	27.5	28	40
Transportation and storage	3	100.0	2	66.7	2	66.7	3	100.0	1	33.3	-	-	1	25.0	2	50.0	3	4
Accommodation	7	77.8	5	55.6	7	77.8	5	55.6	4	44.4	2	22.2	2	20.0	2	20.0	9	10
Restaurants and Mobile Food Services Activities	21	87.5	14	58.3	17	70.8	17	70.8	11	45.8	15	62.5	8	28.6	5	17.9	24	28
Information and communication	3	50.0	2	33.3	4	66.7	4	66.7	1	16.7	-	-	-	-	-	-	6	9
Financial and insurance activities	6	66.7	3	33.3	6	66.7	8	88.9	3	33.3	2	22.2	4	22.2	-	-	9	18
Real estate activities	2	100.0	1	50.0	1	50.0	2	100.0	1	50.0	1	50.0	2	66.7	-	-	2	3
Professional, scientific and technical activities	13	86.7	8	53.3	11	73.3	14	93.3	6	40.0	4	26.7	3	12.5	3	12.5	15	24
Administrative and support service activities	14	73.7	9	47.4	9	47.4	14	73.7	7	36.8	8	42.1	5	23.8	6	28.6	19	21
Education	2	66.7	1	33.3	-	-	3	100.0	1	33.3	-	-	-	-	-	-	3	4
Human health and social work activities	1	50.0	-	-	-	-	-	-	-	-	-	-	1	25.0	-	-	2	4
Arts, entertainment and recreation	11	73.3	5	33.3	5	33.3	11	73.3	7	46.7	5	33.3	3	10.7	6	21.4	15	28
Other service activities	3	60.0	2	40.0	3	60.0	2	40.0	2	40.0	2	40.0	-	-	1	9.1	5	11
Total	129	74.1	76	43.7	98	56.3	127	73.0	68	39.1	51	29.3	44	17.6	50	20.0	174	250

In answer to the question “If you previously terminated a Caymanian from a job, would you hire that individual back assuming the problem/issue was resolved?” 20.4 percent said yes, 50.3 percent said no and 29.3 percent said maybe, depending on the circumstances and whether attitude changes by the individual had occurred. In a small society this could affect employer references and one’s chances of getting re-employed.

Second Chances Are Possible for Ex-Offenders

Forty nine employers (22.4% of respondents) indicated a willingness to consider applicants with a criminal record. Another 113 or 51.6 percent of respondents said “maybe”, mostly depending on the type of crime; the role or position sought; the type of industry; and how long it has been since the crime was committed. Most were averse to violent crimes, murder, and theft with some also concerned about drugs-related crimes. (Note: 87.6 percent of employers chose to respond to the question related to willingness to consider applicants with a criminal record.)

This ‘second chance’ opportunity for Caymanians is best available within the air conditioning, automotive, electrical, professional services, property management, and services industry where 100 percent of employers who responded noted either a “yes” or “maybe” to whether they would hire a person with a criminal record. 94.3 percent of building construction industry employers noted would definitively or might consider recruitment of ex-offenders as did 85 percent of tourism (not hotel) employers surveyed who answered the question. Other industries with a more open recruitment policy include janitorial/maintenance (with 80% affirming the potential opportunity), retail (69.6% indicating “yes” or “maybe”), and restaurants (at 57.9% willing to consider Caymanians with this barrier). More restrictive recruitment policies appear to be in place within the accounting/banking/finance industry (with only 25% of employers open) and the hospitality/hotel industry (with 46.2% willing to consider persons with this barrier).

Roles for Government

Out of the 250 business that took part in the survey 220 responded to the question of whether there should be a role for government to address barriers to employment. Of those that responded 60.9 percent said “Yes”, 20.0 percent answered “No” with 19.1 percent responding “Maybe”.

Those that answered “Yes” or “Maybe” were asked to elaborate and of these 101 responded. 85 percent of the respondents stated that training in areas such as interview skills, specific trade or vocational skills, and ethics, whether via training programmes, or setting up a trade school, or through on-the-job-training, needs to be emphasised by government or put in place.

The other two major areas stated were:

- a) the need for government to address issues relating to Caymanian work ethic, attitudes and sense of entitlement; and
- b) the need for government to educate Caymanians to take more responsibility for training, educating and developing themselves.

These two areas combined accounted for 35 percent of the respondents. As one employer wrote, “Caymanians need to learn that being Caymanian is not a profession or qualification. Everyone needs to educate themselves and strive for personal and educational advancement. There is no position or job that is demeaning if you are earning it honestly.”

Six employers who answered the survey noted that there are literacy gaps for basic reading and math skills that need to be addressed. Five employers indicated that there is need for greater enforcement and transparency in the issuing of work permits. Four employers suggested amending the rehabilitation process to reintegrate ex-offenders into the workforce and two employers suggested a mandatory welfare-to-work programme that would address issues of long-term unemployable persons.

3. NWDA Intake Assessment

There are two classifications of barriers which job seekers face – direct and indirect – that impede their progress from entering and retaining employment. These barriers are primarily structural and account for those impacted by structural unemployment. By definition, direct barriers are those that are related to employment, either by job history, experience or skills capacity as well as those that address the means and mechanisms (e.g. cover letters, resumes and references) to apply for employment. Indirect barriers, in contrast, are those impediments, usually environmental, that prevents or inhibits ease of entry into the workforce (e.g., transportation, internet access, poor housing) as well as those relating to social, family or medical support (non-cognitive) and which address non-work-related concerns that are specific to an individual job seeker.

It has been recognized that Caymanians are affected by both direct and indirect barriers to employment. To assist job seekers in identifying any barriers to employment (both direct and indirect) the NWDA, in July 2014, introduced a structured intake assessment. This assessment includes the identification of 43 barriers to employment and an appraisal of skills, interest and abilities of each respective job seeker. Through the intake assessment process job seekers are categorized based on their proximity to the labour market. These results facilitate the development of a Professional Development Plan (“PDP”) which is created in collaboration with the respective job seeker. The PDP documents specific details of the activities that the job seeker has committed to engaging in as they address their identified barriers to employment and engage in the work necessary to meet the needs of the current labour market. These activities might include taking up training opportunities and volunteer work, and accessing therapeutic services, temporary support with housing or food, mental health treatment, substance abuse treatment, etc. Job seeking clients are held accountable to their professional development plan and conditions may be placed on job seekers that require them to comply with the plan in order to access the full services of the NWDA and referrals by the NWDA. All persons who seek the full services of the NWDA are required to undergo this comprehensive intake assessment.

The data from the NWDA intake assessment has been analysed and the findings have been used to help identify the common barriers to employment as faced by Caymanian job seekers who have registered for the full services of the NWDA.

Barriers to Employment

To understand the barriers that job seekers face as they seek to access, maintain or progress in, employment a review of 139 job seeker intake assessments was performed to identify the direct and indirect barriers to employment as faced by that group of job seekers. This group

comprised 41 males and 81 females and 17 whose gender was not stated. Not all job seekers provided answers for every question therefore the total number of responses varies.

Figure 22 identifies 43 barriers to employment. It indicates that the barriers affecting the majority of the job seekers tend to be skills-related such as: formal education up to high school or less (83.0%); moderate to low job market demand for the job seekers skills (80.7%); skills training insufficient (67.7%); little or partial transferability of skills to current employment goal (67.6%); limited number of demonstrable skills (64.4%); and poor job interview skills demonstrated by difficulty in expressing personal strengths or in presenting self appropriately (51.5%).

The indirect barriers such as health concerns (9.4%); access to telephone (3.6%); having a supportive family (17.5%) and adequate housing (20.0%) are seen to be less of an issue for the majority of job seekers. However, when combined with other barriers the combination may present significant challenges to gaining and remaining in employment. This is reflected in Figure 22 under 'Work Readiness'. It shows that 97.8 percent of the respondents are not work ready, i.e. they have multiple barriers to gaining and remaining in employment.

Other barriers worth noting include: mental health issues requiring a recommendation to seek professional assessment (29.4%); substance abuse requiring a recommendation to seek professional assessment (19.1%); alcohol abuse requiring a recommendation to seek professional assessment (18.4%).

Further analysis of the intake assessment data revealed the following:

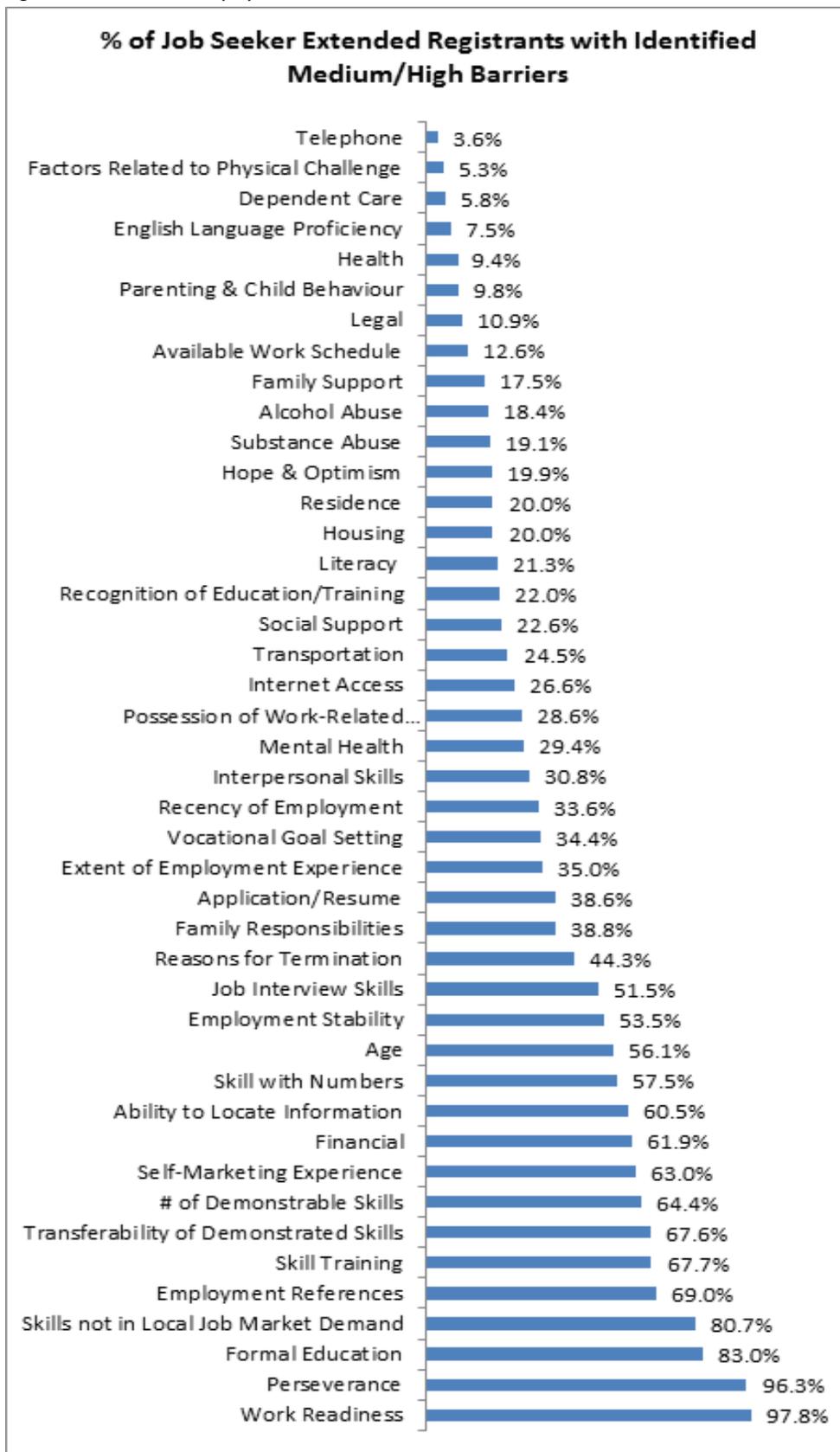
1. Age is a barrier for 56.1 percent (78 out of 139) whose ages range between 17 years to 24 years and those aged 50+. However of these, age is a high barrier for 25.5 percent (35) who are aged between 17 to 19 years and over 55.
2. While only 6 out of 138 (4.3%) job seekers indicate that they have no access to public transportation or do not have a driver's license, nearly one-quarter (24.5%) job seekers have some form of transportation barrier that impacts their ability to access employment.
3. While 37 out of 139 (26.6%) have some form of barrier to internet access, only 4 persons (2.9%) have no computer with internet access, or no reliable method of accessing the internet. A further 33 (23.7%) have no computer with internet access but are able to access the internet at regular intervals, from for example, a public computer.

4. Only 7 out of 137 (5.8%) job seekers identify the availability of dependent care as a barrier. While, family responsibilities impact the ability to fully engage in the labour market of 52 out of 134 (38.8%) though only 4 out of (3.0%) has a high degree of family responsibility.
5. Four out of 135 (3.0%) job seekers indicate that housing seriously interferes with the participant's focus on employment or training. A further 23 out of 135 (17.0%) reported difficult living conditions (e.g., overcrowding, noisy, high rent) that may interfere with employment or training.
6. Living in non-emergency transitional or temporary accommodation is an issue for 27 out of 135 (20%).
7. 10.9% of job seekers have a prior criminal record.
8. 63 out of 134 job seekers (61.9%) report that financial resources do not meet their current living expenses with either a rising debt load or being maxed out on available credit options. Of these job seekers 20 (14.89%) report that financial resources are completely inadequate.
9. While 13 out of 138 (9.4%) of job seekers indicate that they have health problems as a barrier, only 2 (1.4%) indicate that their health issues severely restrict type and length of physical exertion.
10. Of the 46 out of 137 (33.6%) job seekers for whom recency of employment is a barrier, 21 (15.3%) have been unemployed for over 12 months and 25 (18.2%) have been unemployed for between 6 months to a year.
11. About 40 percent of job seekers have marketable skills but there has not been the opportunity to demonstrate them in an employment or volunteer setting, or these skills require some additional training to complement existing strengths to make these individuals more fully marketable. Of job seekers assessed 24.4 percent have been identified with very few marketable skills.
12. Of job seekers assessed, 80.7 percent have skills that are declining in importance to the local economy or in low demand by the local economy. Nearly 67.6 percent have partial or no transferability of skills.

13. Of job seekers assessed 67.7 percent of the 133 persons assessed are insufficiently trained with nearly 67.6 percent having a lack of transferable skills and 64.4 percent having a limited range of skills.
14. 38.6 percent of job seekers (or 49 persons) were assessed as needing assistance in preparing job applications and 51.5 percent (or 68 persons) were identified as needing to improve their capacity to conduct a successful interview.
15. While employment references were assessed as an issue faced by 87 out of 126 job seekers (69%), of these only 16 (12.7%) have no reliable personal or work references, cannot obtain them or the references are inappropriate. The other 71 have appropriate references but these do not strongly endorse the candidate.
16. Of job seekers assessed 68 job seekers or 53.5 percent were identified with employment stability being a barrier.
17. While 35 percent have limited or no job history. Those with no job history accounted for 11.7 percent of job seekers assessed.
18. 44.3 percent or 58 job seekers assessed report termination for cause or a mixture of dismissals, quitting and layoffs.
19. Interpersonal skills issues with the job seeker's past supervisors and/or co-workers were identified with 41 job seekers users or 30.8 percent of the population.

Figure 22 below identifies in ascending order, the rank order of barriers faced by assessed job seekers.

Figure 22. Barriers to Employment



4. Focus Groups Convened At Key Agencies

Through focus groups agencies responsible for the delivery of services related to barriers to employment were engaged. These focus groups provided the opportunity to gather valuable insights from front line staff.

4.1 Focus Group with the National Workforce Development Agency Staff

Convened on 6 November 2014 and 24 November 2014. (Led by Lois Kellyman with Leasa Charlton, Tania Ebanks, Priscilla Powery-Livingston, and Felipe Terc in attendance at NWDA office)

The National Workforce Development Agency (“NWDA”) plays a critical role as an intermediary for job seekers and employers. NWDA fills the information gap for this dual customer base, by posting job listings submitted from companies registered with the agency, so that the agency’s registered job seekers can refer and apply to these openings.

At time of registration, a Caymanian job seeker makes the determination of whether they wish to be Independent (Job Seeker Plus) or Full Service (Job Seeker Extended) registrant. The independent job seekers have access to the job listings and can refer themselves to available employment opportunities. Full service registrants also have access to the listings and can self-refer for listings, however, they are also given the support, coaching and guidance from an Employment Services Officer who share potential job matches with their assigned registrants. Further, these Employment Services Officers prepare an individualised Professional Development Plan for their Job Seeker Extended registrants, following an intake assessment testing and interview process, which identifies the job seekers interests, skills and any barrier(s) to employment and offers recommendations for resources to address the barrier(s) identified. Further, since the Job Seeker Extended client is expected to maintain a relationship with their respective Employment Services Officer, NWDA is able to support not only the entry of the client into the labour market but also the client’s maintenance and advancement within employment.

Barriers to employment, in no particular order, as identified by NWDA staff:

1. Lack of transportation options (either lack of driver’s license, or poor public transportation).
2. Lack of skills, whether numeracy, literacy, computer or technical-orientation (job specific skills).
3. Need for dependent care assistance.
4. Prior criminal record.
5. Mental health challenges.
6. Poor or negative references from prior employers, or no references at all.
7. Perceived sense of ‘entitlement’ and/or reliability issues (e.g. not showing up for work).

8. Physical disabilities.
9. Unwillingness of employer to consider experience over qualifications.
10. Advertisements that target work permit holders rather than Caymanian job seekers (perhaps for a work permit renewal).
11. Inappropriate clothing/dress or inadequate grooming.
12. Ambiguity between advertisements and actual job duties.
13. Language barriers for non-English speakers.
14. Lack of flexibility in work schedule.
15. Lack of follow through during recruitment or were not prepared for interviews.
16. Left employment shortly after beginning work at a company.
17. Employer lacked good employer/HR practices.
18. Low wages offered by employers.
19. Lack of negotiation skills by job seeker.
20. Failure of employers to accommodate for religious affiliation, age/retirement policy, and overall working conditions.

4.2 Focus Group with the Needs Assessment Unit Staff

Convened on 9 January 2015. (Led by Brian Holland with Tamara Hurlston, Matthew Hylton, Donette Morris-Seymour, Oliver Parker in attendance at 55 South Church Street at NAU office)

The Needs Assessment Unit (“NAU”) was established with a remit to conduct needs assessments to verify a client’s eligibility for assistance and serves as the front-line agency that provides emergency cash support of up to six months for indigent unemployed job seekers. These financial resources, however, are tied to registration with the NWDA as a condition of assistance. Beyond registration, there is currently no enforcement mechanism in place to oblige recipients to conduct any employment-related activity to address the financial stress and burden faced by unemployment. In essence, there are no work-first policies that pre-condition that a recipient undergo training, demonstrate what jobs a recipient has applied for, or what other behavioural or economic changes that the individual is undertaking, so that the dependency on public support is diminished.

Barriers to employment, in no particular order, as identified by NAU staff:

1. Lack of basic and technical skills among job seekers.
2. Poor work ethic among job seekers.
3. Discrimination among employers against Caymanians.
4. Limited exposure to work experience.
5. A “sense of entitlement” among job seekers (reflected as a refusal to do take a job below what one previously had performed).
6. Substance abuse.

7. Mental health challenges.
8. Lack of wage progression within career.
9. The inability of school leavers to obtain a GED or other equivalency at the secondary education level.
10. The rapid development of the country that created new jobs requiring skill competencies not possessed by older Caymanian workers and not readily found in the local labour market.

4.3 Focus Group with the Department of Children and Family Services

Convened on 13 January 2015. (Led by Brian Holland with Jen Alicia Dixon, Paulina Mendoza-Williams, Tiffany Myles, Cassandra Parchment, Debbie Webb-Sibblies, Leanora Wynter-Young in attendance at DCFS office)

The Department of Children & Family Services (“DCFS”) is a key stakeholder in working with low-wage earners and unemployed persons on Cayman. Its mission is to “encourage and promote self-sufficiency; to advocate, motivate and educate individuals and families, empowering them to realize their full potential thus functioning effectively as members of our society.” DCFS works directly with unemployed Caymanians and can witness first-hand barriers that impede these individuals to enter employment. However, their reach is not directly work-related, but rather, it is the delivery of therapeutic services and the administration and delivery of community-based programmes that address some of the socio-economic constraints faced by job seekers.

Barriers to employment, in no particular order, as identified by DCFS staff:

1. Criminal records.
2. Lack of technical and basic skills.
3. Restricted child care options.
4. A disconnect between behavioural standards in education and those in the workplace.
5. Immigration and work permit process in Cayman did not adequately protect Caymanians, anecdotal examples were shared of Caymanians (who were clients of DCFS) with requisite educational qualifications were not hired, or even received invitations for interview, while work permits for lesser qualified applicants were approved.
6. Vicious cycle of “no work ethic” which perpetuates as “there is no place to learn [work behaviours and expectations] if employment is denied in the first place.”

4.4 Focus Group with the Department of Community Rehabilitation staff

Convened on 24 April 2015. (Led by Brian Holland with Teresa Echenique, Sonia Wallace, Melissa Rivas, Evalee McField, Lisa Malice in attendance at Department of Community Rehabilitation office)

The Department of Community Rehabilitation (“DCR”) provides post-release services for ex-offenders to support their reintegration into society. This population is often among the hardest to serve and it was noted that a proportion (no fraction shared) of these individuals often require mental health counselling. Individuals who require this level of counselling are referred to the Counselling Centre or the Wellness Centre. As at March 2015 there were 600 persons on the caseload of DCR and of those 117 were unemployed ex-offenders in need of employment services.

Discussion revolved around a perceived lack of full awareness of the activities of the NWDA that complement the employment services work that is conducted by probation officers. It was noted that the DCR conducts assessments to identify risk of recidivism and that this information may be of value to the NWDA and other government agencies. It was noted that probation officers lack information on how they can gain access to job listings to refer their clients, or how the probation officers can get to know of NWDA offerings. There was a pledge to create stronger communications across agencies.

The focus group shared that there is a lack of coordinated effort to understand how training is delivered to prisoners so that they can be job-ready at time of release. It was noted that there is a significant gap in basic literacy and numeracy skills to be remedied as a pre-requisite before technical training can commence. The focus group shared that comprehensive services are needed to address the reintegration issue, noting that family and social networks are a first-line (even if declining in importance) support system.

Significant concern was voiced about the willingness of employers to hire ex-offenders; it was recommended that the public sector lead by example.

DCR also reported working relationship with other agencies – NAU, DCFS – for Life Skill training but it was noted that breaking recidivism pattern requires more comprehensive solutions across Ministries.

4.5 Focus Group with the Prison Rehabilitation Team, HMCIPS

Convened on 28 April 2015. (Led by Brian Holland; convened with Richard Barton at Northward Prison)

Her Majesty’s Cayman Islands Prison Service’s mission is “to serve the public by keeping in custody those committed by the courts”. The agency’s mission is to look after those persons with humanity and help them lead law abiding and useful lives in custody and after release.

Discussion with the representative of the Prison Rehabilitation Team identified that prisoners and ex-offenders face barriers to accessing employment. These barriers include, in no particular order:

1. Stigmatization of a Police Record with conviction.
2. Fear by employers of recidivistic behaviour.
3. Limited job-related skills and experiences upon release.
4. Insufficient knowledge of how to present themselves in interviews when explaining time gaps in employment (because of time spent in prison).

The Prison Rehabilitation Team representative could not attest definitively that a lack of employment opportunities correlates with the potential for an individual, or an ex-offender to commit and/or return to criminal behaviour. On the other hand, it was noted that the lack of basic education (particularly literacy and numeracy), inability to use computers, insufficient knowledge of technical skills, and limited job history and experience impede a prisoner, upon release, to reintegrate into the economic and social mainstream. While prisoners are returned occasionally back to families upon completion of sentence, there are instances (e.g., those convicts with a history of domestic abuse) where there is little support outside of prison and there is a shortage of transitional housing upon release for these individuals.

Appendix D - Compendium of Initiatives and Programmes

This below report is designed to capture the initiatives and programmes that have been developed and implemented across the Cayman Islands Government which indirectly or directly addresses the challenges faced by Caymanians seeking to access, maintain or progress in employment. This report is a living document and requires regular updating.

The IMCE note that the below is not comprehensive and recognise that in some cases the data provided is incomplete. For example, not all initiatives include issues or challenges. It should be noted that this does not mean there are no issues or challenges it is simply that the information was not provided at that time of collection. The IMCE also recognise that additional factors such as financial investment, other resource investment, outcome and results need to be captured to give a comprehensive picture of the current efforts being undertaken by the Cayman Islands Government. The IMCE recommends that the responsibility for maintaining this register be assigned to a government entity to ensure that the work started is built upon and so that the government may capitalise on the opportunity to longitudinally track efforts, investment, outcome and results.

Report sections and details of information being captured by each section:

Ref.	Actions	Start Date	Frequency	Person(s) Responsible	Success Indicators	Progress	Issues /Challenges
If tied to a formal strategic goal, law, regulation or policy, reference number is recorded.	Brief description of the initiative/programme that directly or indirectly addresses the challenges as related to unemployment or underemployment.	Date when initiative /programme was launched/started.	Frequency of delivery/offering.	Post/entity responsible for the delivery of the initiative /programme.	Metrics that have been established to measure the success of the initiative /programme.	Information related to the success/progress of the initiative /programme.	Issue/challenges related to the delivery of the initiative /programme.

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
EDU/4/A/I	Deutsche Bank Internship - This entry level, ten to twelve month, fulltime programme is designed to equip the successful applicant with some work experience that will support their future education and career aspirations in Visual Arts.	September 2003	One intern annually	National Gallery - Director and Education Co-ordinator	1. Uptake. 2. Skills acquisition. 3. Access to employment and education/ training opportunities.	Reports are created once a year. This is for NGCI records and also the sponsor of the programme, Deutsche Bank.	Funding. Currently if Deutsche Bank relinquishes funding due to external factors support would have to be sought elsewhere.
EDU/4/A/I	Summer of Art Internship - Working closely with and reporting directly the Office Manager, the post holder will support the completion of administrative and operational tasks within the Gallery, providing support and cover as required, taking ownership of assigned projects and following them through to completion.	1997	One intern over the summer holiday period approx. 3 months	National Gallery - Director and Operations and Facilities Manager	1. Uptake. 2. Skills acquisition. 3. Access to employment and education/ training opportunities.	Reports are created and sent on an annual basis for NGCI records and also the sponsor of the programme.	Funding. Currently seeking new funding opportunities for this programme.
FIN/4/B	Events Internship- working closely with and reporting to the Events Manager, the post holder will support the completion of administrative and operational tasks associated with the	September 2014	One intern for a 6 month period	National Gallery - Director and Events Manager	1. Uptake. 2. Skills acquisition. 3. Access to employment and education/ training opportunities.	Reports will be created at the end of the internship. This will determine impact of the programme for the NGCI and also the Board of Directors.	Funding. This is an NGCI self-funded internship therefore we rely on general donations to continue this programming.

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	running of events at the Gallery.						
	Deutsche Bank National Gallery Scholarship – grant of US\$20,000	2008	One student biannually. Funding for four years.	National Gallery -	1. Uptake. 2. Access to employment and education/ training opportunities	Reports are created twice a year. This is for NGCI records and also the sponsor of the programme, Deutsche Bank.	Funding. Currently if Deutsche Bank relinquishes funding due to external factors support would have to be sought elsewhere.
HR/2/ A/I	Creative Careers Guidance. On demand one-on-one career guidance for students pursuing arts- related professions. Includes helping students research appropriate degree programmes and different arts industries. Students also have access to the careers section of the Maples Art Library at NGCI and internet resources.		Ongoing	National Gallery - Education Manager	3. Highlight the opportunities for careers in the arts 4. Gain interest in careers in the arts		
	Emergency Medical Technician (EMT) Basic training		Based on service demands	Health Services Authority - EMS Manager	Caymanian trained EMT to fill positions being held by expatriate officers	A 95% Caymanian workforce in this entry level position	Lack of funding to offer stipends
	Registered Nursing Assistants training			Health Services Authority - Nursing Service Trainers	Caymanians trained ensuring less reliance on overseas labour	Majority Caymanians fill these positions; some of whom have now gone on to pursue the Registered Nurses training programme at	Lack of funding to offer stipends

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
						UCCI	
	Healthcare Aide training		Depending on how many students are referred through the CIFEC	Health Services Authority - Nursing Service Trainers	All Caymanians trained as Nursing Assistants; eliminating the need for overseas labour.	100% Caymanians and persons married to Caymanians fill these positions.	
	Work Experience options offered to Colleges and High School students who are interested in the healthcare field		Ongoing	Health Services Authority - Human Resources	Students pursuing healthcare careers and returning to assume fulltime positions at the HSA Less reliance on overseas labour to fill clinical positions	Many Caymanian healthcare professionals have returned over the last few years	
	Facilitate clinical rotations for physicians per CMAC requirement	July 2013	yearly	Health Services Authority	Physicians successful complete rotation and ultimately registered to practice medicine.	First cohort finish rotation completed and second cohort undergoing rotation through the various specialist areas.	Lack of funding to meet increasing demand
	Ongoing staff engagement in civil service college programmes.	July 2014	Ongoing	Department of Health Regulatory Services - Director of DHRS	An accredited qualification that delivers skills and knowledge in the health insurance industry or related regulatory field within 4 years.	5 current members of staff enrolled in certificate or degree programs.	Time off to attend class and lack of dedicated training resources
	Succession planning / workforce development initiatives	Sept 2012	On-going	Department of Health Regulatory Services -	Provide existing members of staff with the opportunity to participate and	One member of staff identified to participate in the program.	Provision of funding for off island training. Ability to promote

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
				Director of DHRS	encourage at least 2 members of staff to participate in the program each year .for the specialist positions..		individual once they have completed the program..
Cadet Corps Law 2003	<p>Offering of vocational qualification: Level 2 BTEC Diploma in Public Service and Music The BTEC Diploma in Public Service is offered to student 15+ who have been actively involved in the CICC for a minimum of 2 years. Cadets must demonstrate an understanding of uniformed Public Services such as the Navy, Police, Marines and the Army. They are required to complete a fitness and nutrition programme, learn to develop a resume, learn how to complete an employment application form and undergo an interview progress with a local HR professional.</p> <p>In BTEC Music student learn how to plan a music show, prepare for a concert, read music</p>	2004	On-going	<p>Cayman Islands Cadet Corps (CICC)</p> <p>At times we are assisted by the local HR association</p>	<ol style="list-style-type: none"> 1. Completion and pass rate of all cadets entered for BTEC 2. Number of cadets who use the qualification for entry into higher academic institutions and entry level employment 3. Feedback from Job Seekers. 4. Feedback from Employers 5. Eligibility for Level 3 BTEC 6. The CICC is evaluated annually by the Cadet Vocational Qualifications Office (CVQO) 7. Honour students 	<ol style="list-style-type: none"> 1. Over 80% pass rate of all cadets entered for BTEC Qualifications 2. Over 110 cadets have earned BTEC qualifications 	<ol style="list-style-type: none"> 1. Cost of registration 2. Only students who are members of the CICC for at least 2 years are eligible to take BTEC Diploma via the CICC 3. Many students are not willing to under go additional lessons outside of regular school hours 4. Students graduate from high school before getting the opportunity to participate in the BTEC qualification 5. Transportation

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
Cadet Corps Law 2003	<p>The creation of section 9: Section 9 was created to enhance the development of cadets of the Cayman Islands Cadet Corps. The intention is targeted to these young Caymanians, who have exhibited maturity, vast exposure to the cadet experience, and, or, at the stage of near readiness for the working environment and or tertiary studies. The objectives of Section 9 are to:</p> <ol style="list-style-type: none"> 1. Promote fitness, camaraderie and confidence through adventurous activities 2. Equip members with professional and vocational skills 3. Encourage Service through community activities 4. Maintain a professional appearance 5. Motivate members to strive for academic excellence 6. Support the achievements of its members 	May 2014	On-going	<p>Cayman Islands Cadet Corps (CICC)</p> <p>At times we are assisted by local partners such as the CI HR association, RCIPS, Fire Service, business community</p>	<ol style="list-style-type: none"> 1. Feedback from Job Seekers. 2. Feedback from Employers 3. Good transition into adult life 	The initiative is less than 6 months old, therefore no official data to date	<p>Be a serving member of the CICC at the time of selection; Only selected cadets can participate based on eligibility : must have done meritorious work in the CICC, attained at least the rank of Lance Corporal or naval equivalent.</p> <p>Age limit: Be at least 14 years of age at time of selection</p>

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	<p>CNCF Cultural Internship placements: the internships provide the opportunity for young adults to discover first-hand what the Cayman National Cultural Foundation (CNCF) has to offer culturally, and to gain relevant experience in the field of non-profit arts administration and production, undertaking meaningful projects while working under the guidance of experienced professionals. The structure of the programme includes a blend of hands-on projects and general business practice. The programme is designed to:</p> <ol style="list-style-type: none"> 1. Increase interns' knowledge and skills in the areas of administration, marketing, technical theatre, events production and operations management; 2. Help young adults to gain an interesting and 	September 2013	Annually. Each placement lasts 10 months.	Cayman National Cultural Foundation - CNCF Managing Director	<ol style="list-style-type: none"> 1. Skills acquisition. 2. Feedback from Intern. 3. Feedback from Employer. 4. Access to employment and education / training opportunities. 	<p>Feedback from Interns in 1st year of programme...</p> <p><i>“Cayman Culture is in my blood, I grew up with it working on catboats so it was a fantastic opportunity to be able to get involved with CNCF on a practical level and work with like-minded people. I have learnt about project management, improved my admin skills as well as giving me confidence in social situations by running the Minds Eye guided tours. It has been the high point of my life so far, and I got paid for it.”</i> Ned Miller III (intern 2013/14)</p> <p><i>“I grew up in Cayman so had always been involved in the theatre some how, mostly performing with various shows but production was always my passion. I had been working in warehousing which is not creative in any way therefore it was amazing to have an</i></p>	

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	valuable workplace experience, which will enhance their future employment prospects; 3. Help returning college students to transition into the workforce; 4. Instil an appreciation for the role of arts and culture in identity and societal development.					<i>opportunity to learn all about theatre production. Everything from setting up sound & lighting systems to seeing an event through from start to finish. I have also learnt some key computer skills. The whole experience has been awesome.”</i> Patrick Lopez (Intern 2013/14)	
	Workshops - Developing people who are interested in sports. Enhancing their knowledge and skills in the areas of coaching, officiating, administration and related topics.	Have been doing workshops for over 7 years.	8-10 workshops conducted throughout the year	Department of Sports	Number of persons that participate Number of persons that successfully complete the workshop	Ongoing	Lack of resources determine amount of workshops.
	Trainee Environmental Health Officer	“unknown”	“frozen”	DEH - Director/ HR	Student trains in all areas of work programme; attend college /university for further studies;	The one post currently filled. Used to have 2 posts but one has not been funded for many years due to budget cuts.	Can be a long process. No new staff have been trained for many years.
PAH 10	Mentor/ train student to assist with day to day operational request in the competency related to Mechanical , Electrical and the Building Management	Oct-14	Annual	Facilities Management - Building Manager	1. Completing work orders request in a timely manner. 2. Feedback from Intern. 3. Positive and friendly attitude	Program is currently in the Pilot stage - developing competencies and strengthening interest to intern.	Trainee position is not currently available in the department to further develop entry level employment.

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	System.				displayed while performing duties. 4. Daily interaction and support provided to ensure program achieves the best results possible. 5. PRIDE customer service training to be provided to intern.		
PAH10	Mentor/ train student to assist with day to day customer service assistance at GAB's main reception.	Oct-14	Annual	Facilities Management - Facilities Administrator	1. Positive and friendly attitude displayed while performing duties. 2. Feedback from Intern. 3. PRIDE customer service training to be provided to intern. 4. Daily interaction and support provided to ensure program achieves the best results possible.	Program is currently in the Pilot stage - developing competencies and strengthening interest to intern.	Trainee position is not currently available in the department to further develop entry level employment.
Secondment Agreement – May 16, 14	Develop skills and awareness in the area of petroleum safety, codes, standards and compliance via CIG Secondment program targeted towards	June 1, 2014	Periodic (based on availability of candidate from other agencies)	Petroleum Inspectorate Department - Chief Petroleum	<ul style="list-style-type: none"> • Familiarity and ability to conduct dangerous substances inspections • Interpretation 	<ul style="list-style-type: none"> • Formal review pending • Seconded performs at a relatively high degree of independence and 	This rotational program should be at minimum 1.5 to 2 years to be most effective.

Prepare and protect Caymanians so that they can partake in the current and future economic opportunities.

Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	qualified and competent existing Caymanian staff for continuity of operation and effective delivery of service. This initiative entails both on-the-job/in house training as well as external industry specific established training, certification and awareness programs.			Inspector	(conversant) of Industry Codes and Standards <ul style="list-style-type: none"> • Secondee's satisfaction (Likert – Good) and retention where practical 	consult as necessary <ul style="list-style-type: none"> • Weekly internal code review sessions are held for training and awareness purposes. • Secondee signalled interest for stint to be extended beyond 6 months period initially agreed. 	External training opportunities may be limited particularly where retention cannot be guaranteed. Whilst general interest in this field exist, a mild challenge remains to identify other candidates with requisite skillset to attain desired level of success due to technical nature of department's operation
	Operator Certification Programme	2002/3	Ongoing	Water Authority - HR Manager	Number of certified water and wastewater operators and lab analysts at varying certification levels, e.g. Class I-IV in most cases.		Getting older, existing staff to buy in to the benefits of certification. The level of education of staff who are essentially field workers. Difficulty in passing the certification exams which are US-based and refers to US laws and regulations.
	The Water Authority – Cayman Scholarship	2005	Annually	Water Authority - HR Manager	Number of scholarship recipients that successfully complete educational	-3 persons on staff who have successfully completed their degree programmes – 1	Difficulty at times attracting persons to apply for the scholarship perhaps

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					degree programme and return to Cayman to work for the Water Authority and to contribute to its overall success.	Environmental Engineer (Graduate), 1 Mechanical Engineer (Graduate), 1 Water Resources Technologist. -3 scholarship recipients at university studying Mechanical Engineering, Business Administration and Chemistry with Drug Discovery. A former scholarship recipient who worked with WA for 5 years upon completing an Electrical Engineering degree is now working with CUC.	because their areas of study should relate to the work of the Authority and they are required to be bonded to work for the Authority upon completion of studies.
	Unpaid internship/work experience <ul style="list-style-type: none"> • CIFEC students • College Students • HS School Students Paid internship <ul style="list-style-type: none"> • Summer intern 			Public Works			
	Paid summer internships			Lands & Survey			
	Apprenticeship Programme for Facilities Support Technician III			Public Works	Apprenticeship Programme for Facilities Support Technician III		
	Summer internship			ICTA	Summer internship		

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	programmes				programmes		
	Provide survey skills training to facilitate testing and qualification for ESO survey services		Twice a year	ESO	Number of unemployed and underemployed Caymanians who are able to provide survey services	On-going.	
	Online Job Portal – National Job Link Programme [provides job seekers with access to jobs and the ability to independently engage in job seeking activities]	June 2014	Ongoing	NWDA	1. Use of system by job seeker. 2. Number of job seekers who access employment. 3. Feedback from stakeholders.	Online interface went live in June 2014. Further developments are ongoing.	No requirement for jobs to be posted with the NWDA. No requirement for employers to provide outcome of recruitment activities.
	NWDA Immigration Interface - an interface designed to facilitate transparency in the work permit process, ensuring that the Immigration Department and its Boards are aware of Caymanians who have applied for jobs posted with the NWDA.	February 2014	Ongoing	NWDA / Immigration Department and its Boards	Information accessible by Immigration.	Interface was developed and is being utilised by the Immigration Department and its Boards.	Information indicates job seeker interest and availability but does not indicate whether job seeker is suitable or appropriate for job in which they applied.
	National Internship Programme – facilitates opportunities for participants to gain practical experience and develop their skills and interests in various occupations as they work in partnership with local	March 2014	Ongoing	NWDA/ MEE&GA	Number of matches. Feedback from stakeholders.	The policy framework, application packet and marketing material have been developed for the National Internship Programme. The programme was piloted in the 2013/2014, budget year with a company in	In balancing workloads and staffing compliment there is limited time available to market programme, identify intern and company participants.

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	organisations.					the financial sector.	
LIB/IV/B/4 Information Literacy Curriculum	TechByte - Delivered by Library Services the Techbyte course is designed to help students feel more comfortable and confident with computer technology and covers the essential functions that are most commonly used.	August 2013	Ongoing	Library Services- Director and Deputy Director	1. Uptake. 2. Skills acquisition.	Certificates of successful completion are provided to each student. Reports are created once per year to assess programme effectiveness and completion.	Challenges with technology – quality of equipment and number of computers.
	National Training Programme - Coordinated by the NWDA and delivered in partnership with private sector partners, a series of workshops has been developed that are designed to prepare NWDA clients to meet the needs of the labour market. Workshops are free to Caymanians and cover the development of skills related to accessing employment, soft skills and technical skills.	February 2013	Ongoing	NWDA Training and Development Unit	1. Uptake. 2. Skills acquisition. 3. Access to employment.	A range of training programmes have been delivered in the area of soft skills, technical skills and job seeking skills developmental areas.	Limited resources to coordinate and deliver training and development opportunities.
	Superior Auto Training Programme - Superior Auto has been providing training to qualify participants as Advanced	2010	Ongoing	Superior Auto (Supported through funding from MEE&GA)	1. Uptake. 2. Programme completion. 3. Skills acquisition. 4. Access to	Four cohorts completed to date. 23 participants have completed the programme to date.	Need for greater private sector collaboration and support in the provision of internship

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	Apprentices (Level 2) and Mechanic Helpers (Level 1) since 2010. The training is delivered over a period of 14 months and is accredited through the Jamaican German Automotive School (JAGAS)/Heart Trust/NTA which leads to an externally recognized qualification.				employment.		and employment opportunities and programme funding.
	National Employment Passport Programme (Passport2Success) - A Ministry of Education, Employment & Gender Affairs initiative, Passport2Success facilitates the opportunity to increase the work readiness of Caymanians by providing training in the area of soft skills and the opportunity to be provided with therapeutic support to address barriers to employment.	April 2010		NWDA Training and Development Unit	1. Uptake. 2. Skills acquisition. 3. Access to employment and education/training opportunities.	15th cohort started September 2014. Over 50% of graduates secure employment within 12 months of graduation.	Need for greater private sector collaboration and support in the provision of internship and employment opportunities and programme funding. Need for greater support, by various government agencies, to address barriers to employment and to support with post programme ongoing support needs.
LIB IV/C/2 Literac	Computer Assisted Literacy Solutions Program (CALs) - Delivered by Library Services, CALs is a	January 2014	Ongoing	Library Services-Director	1. Uptake. 2. Skills acquisition.	Evaluation of the program was conducted in September 2014. The results were delivered	CALS computers were on loan from the Rotary Sunrise and had to be returned

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y Programmes	computer based programme which teaches the foundation skills for reading; it is a self-paced teaching programme which teaches, assesses and motivates the student. CALS participants can access the Academy of READING or Academy of MATH or both programmes if desired.					to the Rotary Club; the group that purchased the licences and loaned the computers.	during fiscal year 2014/15 Funding for licences & technology will have to be accessed through regular government funding sources.
5.1.b.3	Review CIFEC provision and consider the introduction of expanded and extended programmes, potentially to serve a wider clientele.	Jan-14		Education – CEO	Consider the development of vocational pathways for a wide range of learners leading directly to Higher Education, for Year 12 and 13 learners as well as “second chancers” aged 18-24	CIFEC review completed Progress on all recommendations apart from the rebranding of CIFEC	
5.3.a.2	Develop a curriculum and resource materials that support character development and work ethics as part of a Life Skills Review.	Sep-13		Education – SPA (Curriculum); Life Skills Teachers	Review of Life Skills provision followed by development of relevant resources and curriculum	Secondary review completed. Primary review in final stages.	
5.3.b.1	Facilitate the delivery of careers services by the Careers Unit in Years 7 to 12 through workshops and resources	Sep-13	As necessary	Education – Careers Team	An effective and vibrant organisation that is able to deal with the wide range of need	Work underway in schools, particularly with Years 9 and 11	
5.3.d.1	Continue to develop BTEC	2013	Annually	Education –	A Success rate in	2014 = 168/264 L2	

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	Deloitte Certificate in Employability Skills at L2 in Year 12 to ensure as a viable and valuable option for all students.			Director of CIFEC	excess of 80% for all CIFEC students	<p>passes = 63.6% success rate 2013 = 175/271 L2 passes = 64.6% success rate</p> <p>Note, this qualification was not offered prior to 2013.</p> <p>2015 – entries Employability: CIFEC 200</p>	
5.4.a.1	Develop and construct a pilot framework in CIFEC that intertwines Literacy, Numeracy and ICT core competencies, Global Citizenship themes and Personal, Learning and Thinking Skills	Sep-13		Education – Director of CIFEC	Developing comprehensive learning plans that integrate soft and hard skills. A clear framework of skills to be embedded and developed across the CI Govt system	The framework exists in all BTEC qualifications delivered at CIFEC and in IMI	
5.4.b.1	Review the delivery of Life Skills and assess the effectiveness of the current programme, extracting what works and is effective and successful for inclusion in the new programme	Jan-14	Annually	Education – SPA (Curriculum)	A review of the current state of affairs with recommendations	<p>Secondary review completed.</p> <p>Primary Life skills formal report due by end of July 2015</p>	
5.5.a.1	Review and audit Life Skills provision and ensure a focus on character	Sep-14		Education – DES	A comprehensive review and report on good practice on the	Secondary review completed. Primary review in final stages.	

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	education				islands and what works well in a range of other jurisdictions		
5.5.b.1	Identify opportunities within the National Curriculum to embed personal, spiritual, moral, social and cultural development for students	Jul-15	Annually	Education – SPA (Curriculum)	All students in Cayman Island schools aspire to achieve this well regarded qualification and understand its value. Parents, employers, universities and others begin to expect it as a minimum	Secondary life skills review completed. Primary review in final stages. Higher numbers of students achieving Employability at Level 2 Certificate of Personal Effectiveness at Level 2 – 43% cohort CHHS; 40% at JGHS	
HR/2/A/1	Chamber of Commerce Careers Expo – UCCI		Annually	National Gallery - Director	1. Highlight the opportunities for careers in the arts 2. Gain interest in careers in the arts		
	Promote environmental health profession at career' day, fairs and expos	Varies	6-8 yearly	DEH - Education and Promotions Officer	Gather public and student interest; No students expressing written interest; Informed students / public	DEH Staff make arrangements with organizers or they will contact DEH to invite to events.	Attend wherever the events are planned by organizers. Staff shortage.
	Civil Service College	2008	Ongoing	PoCS	Uptake, completion, feedback.	Current Offerings 1. E-Learning - Competency based, specific skill attainment 2. Webinars - American	

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
						Management Institute, Business Development, Financial Management Institute of Canada 3. Workshops - Government Professional Development Week, IT, Customer Services, Health & Wellness Series 4. Blended Learning (Online and In-Person) -- Institute of Leadership & Management Programme : ILM Level 3 and Level 5 5. Certificate in Public Administration in partnership with UCCI 6. Associate of Arts in Public Administration in partnership with UCCI	

Motivate government agencies to engage in sufficient work related to addressing the employment and associated needs of vulnerable populations.

Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	Dept. of Environment Internship Programme – allows high school and university students with an interest in marine science, environmental studies, sustainable development, terrestrial ecology and related fields to gain work experience.		Annual with most internships taking place between June and August	DoE staff	<ul style="list-style-type: none"> - Number of students recruited - Successful completion of internships - Student feedback 	Typical participation: 10-12 students per year	<ul style="list-style-type: none"> - Capacity limited to 2 students per week with most internships taking place during school holidays, particularly summer - Internships are volunteer (not funded)
	Dept. of Environment high school work experience programme – partnership with schools including John Gray High School, Cayman Prep and High School, Triple C School, St. Ignatius High School and Grace Christian Academy to offer placements to interested students.		Annual with most internships taking place between September and June	DoE staff	<ul style="list-style-type: none"> - Number of students recruited - Successful completion of work experience - Student feedback - School feedback 	Typical participation 3-6 students per year	
	Passport2Success – partnership with Passport2Success to offer placements to interested students.		Annually	DoE staff	<ul style="list-style-type: none"> - Number of students placed - Successful completion of placement - Student feedback - Passport2Success feedback 	Typical participation: 1-3 students per year	Schedule for Passport2Success placements sometimes conflicts with DoE internship programme schedule and other commitments
EDU/4 /A/I	Passport2Art work experience - The Gallery offers work experience positions to local high	1997	Ongoing	National Gallery - Director and Communicatio	<ol style="list-style-type: none"> 1. Uptake. 2. Skills acquisition. 3. Access to employment and 	22 students took part in this programme during 2013/2014.	Funding. Currently seeking new funding opportunities for this programme.

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	school students each year, and recently those from the Passport2Art programme. Students gain valuable learning experiences in an arts organisation. Work experience placements typically last one to two weeks depending on each school. This programme covers approximately 22 students per annum			ns and Public Engagement Manager	education/ training opportunities.		
MAC/5 /C	Volunteer opportunities - In addition to the formalised programmes detailed above, we offer short term, ad-hoc opportunities (one or two days) during the summer months for younger children. These opportunities provide youngsters with some valuable work experience and also give them an insight into the world of work.	1997	Ongoing	National Gallery - Director and Communications and Public Engagement Manager	1. Uptake. 2. Skills acquisition. 3. Access to employment and education/ training opportunities	205 registered volunteers and 52 active volunteers.	
	Mentoring summer interns and support CIFEC programmes.	July 2012	Ad-hoc basis	Department of Health Regulatory Services - Deputy	Expose students to various professions in the health care industry. Mentor a minimum of 1 student	Increased interest in pursuing health careers	Need to identify students with interest in the field. Unable to provide any compensation / salary.

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
				Director of DHRS	per year.		
	Economics and Statistics Office provide internship opportunities for high school graduates and college/university students (majoring in Economics, Statistics, Finance or Business), subject to MFED approval		Annual with most internships taking place between June and August	ESO	- Number of students accepted - Successful completion of internships - Student evaluation	At least two students a year	- There is lack of certainty on the year-to-year continuity of the program due uncertainty of budget availability for stipends.
2011 National Youth Policy Goal C.	Training and offering opportunity to apply skills to high school aged youth in the field of broadcast via the weekly Youth Flex Show	2002	Once weekly	Youth Services Unit - James Myles	A number of young adults who access the programme are now employed in the media (radio, television)		Transportation to the programme is an issue for some youth.
Goal C of the 2011 Youth Policy	Staff collaborates to assist young people visiting the Unit asking for assistance as it pertains to seeking employment. This might include assisting with a resume – to create or improve on one, allowing youth to use weekly newspapers to peruse the weekly job offering, access to the Internet, use of photocopying facilities, tips on how to prepare for an interview, use of telephone	2001	As needed	Youth Services Unit - Youth Empowerment Officer, Youth Services Coordinator	Since 2001, the Unit has been successful in helping a number of young people get and keep employment.		The Unit's remote location is good for 'prospecting' but not ideal for 'great harvest'.

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	to follow-up on job application. We also encourage each young person looking for employment to register with the NWDA.						
Goal C of 2011 Youth Policy	Offer of career exploration camp each summer and the employment of college age students who are studying in the field of Human Sciences (youth work, education, psychology, social services)	2005	Annually	Youth Services Unit - All staff	Young people exit camp with a better appreciation/value for pursuing a career as opposed to just focusing on having a job.	A number of young people have and are pursuing the culinary arts. Some have adjusted their attitude towards their academics and gone on to be good scholars and progress well in their chosen careers.	Having the resources to offer larger/more camps.
	High School Student / CIFEC Internships: CNCF offers one to two placements per academic year for High School / CIFEC students, in order to assist them to be better prepared for the world of work. Students are expected to: Undertake a range of tasks as would an employee; Develop and show good understanding of the purpose of the post and	2004	Annually Oct - Apr	Cayman National Cultural Foundation - CNCF Programmes Manager	1. Skills acquisition. 2. Feedback from Intern. 3. Feedback from Employer. 4. Access to employment and education / training opportunities.	Twelve (12) students have taken advantage of the programme since 2004.	

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	<p>how it relates to the work of the company;</p> <p>Learn to meet the appropriate standards of workplace behaviour, discipline and etiquette, e.g., time keeping, dress sense, conduct and good health, safety and welfare policy and practice.</p> <p>Develop skills of organising and time management;</p> <p>Develop greater confidence communicating (both in writing and verbally) in a business setting.</p>						
	Assist with placement CIFEC students	Sept 2011	annually	DEH - Human Resources	Completion of placement; suitable	Successful completion - by 9 students last year;	Students normally have a selected career; difficult to attract student to the sciences
	Employ "summer" students	July	annually	DEH - Human Resources	Meet assigned performance standards	Limited progress finding a student to undertake environmental health studies	Finding the right students. Staff shortage makes the programme more demanding. Limited work time weekly.
	Re-entry Programme at Caribbean Haven Residential Centre which	2009 to date	Ongoing, based on client need	Department of Counselling Services -	I. Number of residents who	Programme has been ongoing since 2009; the literacy component was	Literacy programme requires purchase of

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	aims to assist residents of the programme to secure and maintain employment upon completion of primary treatment. This includes opportunities to participate in a computer-based literacy programme, as well as life skills programme that aides with resume writing, interview skills, job search strategies, as well as support during the initial stages of employment.			Caribbean Haven Residential Centre	secure employment 2. Number of residents who improve literacy skills	added in 2014.	licenses for each user; Transportation can be a barrier given remote location of the treatment centre, coupled with lack of reliable scheduled public transportation and lack of dedicated staff person to meet that need.
	Young Parents Services expands to offer Career Ready 101, an employment readiness programme, to all programme participants. Provides career assessment, evaluates competency levels, and provides tools to build job skills. Programme participants are then provided with job placements.	Jan 2014	Ongoing throughout the year	Department of Counselling Services - Family Resource Centre	1. Number of programme graduates who secure employment. 2. Number of programme graduates who secure job placements. 3. Number of programme participants who increase their job skills.	Of 3 current programme graduates who utilised Career Ready 101, all (100%) have secured employment.	Requires computer access to complete, which often means programme participants are only able to complete work on-site due to limited access to computers at home; requires some degree of computer-literacy.
	Summer Internship Programme	Ongoing for several years;	June-August, annually	Water Authority -	• Participants having		Trying to place students into

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		more formalised in 2014.		Coordinated by HR & Admin Dept; job placements throughout the Authority	<p>a clear understanding of the work or the Water Authority at the end of their internship.</p> <ul style="list-style-type: none"> • Participants developing an understanding of the jobs, careers and opportunities at the Authority. • Participants developing an interest in the taking up jobs at the Authority after formal education. • Former participants who actually return to take up fulltime positions at the Authority or in a related field of environmental protection. 		internships/work experience situations that effectively match their interests. Ensuring the safety of student interns at all times; some job placements are not appropriate for non-experienced personnel for various reasons.
	Public kiosk where job seekers can access the technology needed to	June 2014	Ongoing	NWDA	1. Number of job seekers that access kiosk.	Public has access to kiosk.	Only two computer stations available.

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	engage in job seeking activities.				2. Job seeker feedback.		
	Community Outreach Programme – In partnership with the Library Services the NWDA provides services to the districts of West Bay, East End and North Side through monthly community outreach days.	February 2014	Monthly	NWDA	1. Number of job seekers who receive support. 2. Number of job seekers who access programme.		Limited uptake by job seekers to access services.
	Release on Temporary Licence - Inmates due for release on Release on Temporary Licence (ROTL) are often matched with Fresh Start employment opportunities. The Employment Development Outreach Coordinator (EDOC), who is part of the NWDA Training and Development Unit, provides monitoring career guidance and support to the inmates on ROTL work placement.	May 2014	Ongoing	NWDA Training and Development Unit and Her Majesty's Cayman Islands Prison Services	Frequency for RDR can be once a fortnight, or weekly for prisoners who are on the enhanced level; Frequency for ROR: prisoners serving 12 months or more, may apply for ROR no more than once in every 8 weeks for a maximum of 4 nights Child Resettlement may be taken no more than once every 2 months Special Purpose depends on individual circumstances	Programmes established for: Resettlement Day Release (RDR); Resettlement Overnight Release (ROR); Childcare Resettlement Leave; and Special Purpose	

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	Fresh Start - A voluntary community programme where paid or unpaid employment opportunities are provided for offenders eligible for ROTL or Parole.	2013	None	NWDA Training and Development Unit and Her Majesty's Cayman Islands Prison Services	None	Not formally convened by partners for post release plans.	Difficult to identify committed partners within community or employers
	Drug Rehabilitation Court - The Training and Development Unit in partnership with the Drug Court seeks to assist those clients who have been identified by the courts as needing assistance with further training and development and those seeking employment. This requires the provision of Job Placement services and career guidance, attendance to the drug court on a weekly basis and providing an update on the progress of those referred to NWDA.	2013	Ongoing	All agencies – DCR, Counseling Centre, Caribbean Haven make referrals to NWDA	Referrals to NWDA for job placement; At NWDA, referrals are typically Job Seeker Extended registrants.	Tracked in monthly NWDA report	Some employers not willing to provide job opportunities for those with police record for drug convictions.
	City and Guilds Employability and Personal Development – Preparing for Employment. This	June 2013	Ongoing	NWDA Training and Development Unit and Her	Mock interview recently convened at prison between NWDA and 5	Progress report on mock interview filed April 2015	Lack of proper resources to conduct session including the Career Ready 101

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	course provides Workforce Education and Training to inmates seeking to re-enter society and to find and maintain employment.			Majesty's Cayman Islands Prison Services	employers.		assessment. Computer and internet access is limited.
	City and Guilds Vocational Training to cover the following vocational areas: <ul style="list-style-type: none"> • Plumbing • Refrigeration & Air Conditioning • Electrical Installation • Motor Vehicle Repair and Servicing • IT Office Applications • Basic Carpentry • Tailoring • Agriculture • Leather Craft • Hair and Beauty 	June 2013	Workshops are 6 months long; frequency depends on availability of trained staff	Her Majesty's Cayman Islands Prison Services	8 to 10 prisoners attend each workshop; Success is measured by attendance completion	Plumbing; refrigeration and air conditioning; electrical; carpentry; IT offered to date	Difficulty to find certified City and Guilds Trainers among correction guards population
	City and Guilds Literacy & Numeracy as well as English for Business Communication	June 2013	Monthly	Her Majesty's Cayman Islands Prison Services	Attendance	Averages class attendance of 5-6 persons	Low literacy rate among prisoners
	City and Guilds CXC O*Level Subjects	June 2013	As needed	Her Majesty's Cayman Islands Prison Services	Driven by prisoner interest	About 10 prisoners take CXC annually	Difficulty to find certified City and Guilds Trainers

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	Correspondence & Online Courses	June 2013	As needed	Her Majesty's Cayman Islands Prison Services	Self-driven by prisoner interest	Unknown	As driven by prisoner interest; difficulty to monitor
	Psych-educational Programmes	June 2013	Ongoing	Her Majesty's Cayman Islands Prison Services led, but delivered by partner agencies	Screening at time of incarceration, referral based on individual needs	Some limited programme support after initial screening	Limited number of counsellors available
	Mental Health and Drug Treatment	June 2013	Ongoing	Her Majesty's Cayman Islands Prison Services delivered by correctional counselors	Dependent on identified assessment made at time of initial incarceration	About 10-15 receive treatment on individual basis	Limited number of counsellors available
	Psychological Assessment and Therapeutic Sessions	June 2013	Ongoing	Her Majesty's Cayman Islands Prison Services delivered by correctional counselors	Dependent on identified needs made at time of initial incarceration	Dependent on identified needs	Limited number of counsellors available
	Financial literacy	June 2013	As needed	Her Majesty's Cayman Islands Prison Services delivered by volunteers	Prisoners have bank account established in their name; prisoner receives financial literacy training on an "as needed" basis	Unknown	Financial institutions have reluctance to open accounts, no ID or source of income, while prisoner is at Northward
	Safe Use and Handling of Pesticides courses	2011	Ongoing on semi-annual	Agriculture	Attendance	Limited enrollment	Poor attendance

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			basis				
	NWDA Intake and Assessment Process – process includes the identification of barriers to employment and an appraisal of skills, interest and abilities. Available at no charge to Caymanians.	July 2014	Ongoing	NWDA Employment Services Unit	Clients assessed on 43 potential barriers to employment, reflecting lack of tools to access to job seeking activities; lack of dependent care adequate housing, social support, health issues; criminal records; limited workplace skills; limited education and training and/or basic skills; limited marketability of skills; capacity of job seeking skills; lack of scheduling flexibility for work; mental and emotional state;	As of April 30, 2015, 254 Job Seeker Extended registrants with 198 persons who have completed assessment	Intake and assessment requires Job Seeker Extended registrants to return back to NWDA after registration; Difficulty in tracking down registrants after initial registration approval
	NWDA Professional Development Plan - In collaboration with their Employment Services Officer, Job Seekers develop a Professional Development Plan aimed at helping them overcome any barriers to employment. Through this process Job Seekers are	July 2014	Ongoing	NWDA Employment Services Unit	Job Seeker Extended registrants develop Professional Development Plan as part of services offered by NWDA	As of April 30, 2015, 179 persons (of 198 Job Seeker Extended registrants) require multi-level support (level 3) as they are furthest away from being ready to access labour market.	Monitoring progress on individual job seeker's professional development plan is limited due to limited staff resources

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Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	connected with other Government Agencies and service providers as the NWDA helps Job Seekers access a system of support.						
5.1.b.1	Explore opportunities for Work Experience and Work Shadowing in High Schools (e.g. June of Year 10)	Sep-14	Annually	Education – Head of Careers/Careers Team/Principals	Look into opportunities, perhaps beginning with selected groups	This needs to be carefully explored and planned with secondary schools. It is important to avoid duplication of the extensive work experience available to students at CIFEC, but there are potential opportunities to target specific students or groups for this initiative.	
5.1.b.2	Develop opportunities for 14-16 year old learners to access vocational courses as an alternative to a fully academic pathway, building on the success, for example, of the IMI Level 1 Vehicle Repair programme.	Oct-13	Annually	Education - DES	A pathway for younger learners that allows them to access at least 5 passes including Maths and English, but also allows them to focus on practical strengths and to gain more a more work focused education	Ongoing Programmes added: Workskills: Construction BTEC	
5.2.b.1	Develop a network of mentors from industry who are trained and able and willing to come in to	Sep-13	Annually	Education - DCO	A dedicated team who are able to volunteer their services to support students and	Work is already underway on the National Mentoring Programme.	

Motivate government agencies to engage in sufficient work related to addressing the employment and associated needs of vulnerable populations.

Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	support students at all levels, through the National Mentorship Programme				trainees, to train others and to engage, inspire and advocate		
5.2.b.2	Develop a network of Peer Mentors within CIFEC and the High Schools with a training course to support fellow students within the schools	Sep-13	Annually	Education - Director of CIFEC and others	A team of young learners from ages 14-21 who are able and willing to make an impact and a difference	Already underway at CIFEC	
5.3.a.1	Develop a customised Cayman Islands Level 1 work readiness programme(s) in co-operation with industry partners that incorporates elements of good practice from accredited international qualifications, such as the Edexcel BTEC Effective Behaviours for Work qualification, that can be delivered to targeted groups in Years 10 and 11s. In Year 12, students will continue to complete the L2 BTEC Deloitte Certificate in Employability Skills	Sep-13		Education - PA (Safer Schools), Principals	An accredited qualification that is robust and delivers real difference to attitudes and behaviours that is supported and understood by employers	Work in this area is underway under the direction of the PA (Safer Schools)	
5.6.a.1	Consult with staff at the Lighthouse School, Sunrise Adult Training Centre and	Oct-13		Education - SPA (Inclusion)	A plan outlining best practice that sets the future direction for	Discussions have started with SRC about pathways for different	

Motivate government agencies to engage in sufficient work related to addressing the employment and associated needs of vulnerable populations.

Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	NWDA to audit existing good practice and to plan and map out intentions and directions for students whose SEN needs require addition support				the inclusion of students with special needs	clients. There is a vocational coordinator in post at the Centre.	

Provide statistics and information to support decision making.

Ref.	Actions	Start Date	Frequency	Entity Responsible	Success Indicators	Progress	Issues/Challenges
	Conduct Labour Force Survey and publish labour market indicators in accordance with International Labour Organization standards		Per schedule	ESO	LFS Reports submitted to Cabinet	Surveys in October and April every year October LFS Report submitted to Cabinet in February of the following year and released to the public by end March April LFS Report submitted to Cabinet in August and released by end September	
	Publish work permits data		Quarterly	ESO data from Immigration Department	Quarterly Economic Report released	Quarterly, as part of the Quarterly Economic Reports	

Appendix E - IMCE Terms of Reference

The broad purpose of the Inter-Ministerial Committee on Employment is to promote better collaboration between government agencies on matters related to the challenges of unemployment and to ensure a coordinated and holistic response to efforts at addressing the needs of the country in relation to unemployment.

The Committee has been charged with the following functions:

1. To ensure active partnership between all Ministries, relevant Departments and the National Workforce Development Agency in developing and implementing Government policies, plans and programmes within each Ministry, that address the issue of unemployment.
2. Prepare a strategy that addresses the barriers to employment related to getting a job, maintaining a job and progressing in employment. This strategy should outline the steps to achieve the goal of preparing and protecting Caymanians so they can partake in the economic opportunities that exist in, and are to be attracted to, the Cayman Islands.
3. Identify each Ministry's role in meeting the broad outcomes and monitoring the work engaged in by the respective Ministries.
4. Liaise with the respective Ministries to ensure that funding is included in their budgets for policies, plans and programmes related to addressing unemployment in order to meet the Cayman Islands Government agenda of ensuring a "Work-Ready and Globally Competitive Workforce".
5. Ensure issues pertaining to unemployment are examined and addressed at the highest level of Government through recommendations to Cabinet via the Ministry of Employment.
6. Keep up to date on the current issues / activities relating to unemployment nationally, regionally and internationally.
7. Assist with addressing the challenges of unemployment in all ways possible.
8. The membership of the Committee will be comprised of representative of the Chief Officer of each Ministry (including the Cabinet Secretary).
 - a. Each Ministry representative may co-opt person(s) from relevant departments to participate as a member of the committee and/or to support the work of the committee as necessary.