

PARLIAMENT

Bridgetown, Barbados

(FIRST SESSION OF 2026 – 2031)

REPORT

(without appendices)

OF THE

JOINT SELECT COMMITTEE (STANDING)

ON

ECONOMIC AND PRODUCTIVE SECTORS

ON THE

IMMIGRATION BILL, 2026

AND THE

BARBADOS CITIZENSHIP BILL, 2026

Laid in the Honourable the House of Assembly on the 11th day of August, 2026

August 2026

PARLIAMENT OF BARBADOS

(First Session of 2026 – 2031)

JOINT SELECT COMMITTEE (STANDING)
ON
ECONOMIC AND PRODUCTIVE SECTORS

EXECUTIVE SUMMARY

OF THE FINAL REPORT ON THE IMMIGRATION BILL, 2026
AND THE BARBADOS CITIZENSHIP BILL, 2026

The Committee and its Mandate

The Joint Select Committee (Standing) on Economic and Productive Sectors was established pursuant to the Standing Orders of the Houses of Parliament. It comprises five Members of the Honourable the House of Assembly and four Members of the Honourable the Senate, with a quorum of four Members, and sits under the chairmanship of Mr. D. G. Sutherland, M.P., with Dr. W. F. Duguid, M.P., as Deputy Chairman. On 29th April, 2026 the Honourable the House of Assembly committed the Immigration Bill, 2026 and the Barbados Citizenship Bill, 2026 to the Committee, the second reading of the Bills having been suspended to permit their scrutiny.

The Bills had previously been before the Joint Select Committee (Standing) on Governance and Policy Matters, as the Immigration Bill, 2025 and the Barbados Citizenship Bill, 2025, prior to the dissolution of Parliament; the submissions tendered to that Committee, and any report prepared by it, stood referred to this Committee, and submitters were advised that resubmission was unnecessary. One of the Committee's Terms of Reference was accordingly to review and consider the Report of the Joint Select Committee (Standing) on Governance and Policy Matters and the merits of the submissions received prior to the dissolution. The remaining Terms of Reference directed the Committee to examine the Bills for compliance with the principles of good governance, fundamental rights and the international obligations of Barbados; to assess their compatibility with the BERT 2026 mission of strengthening the nation's competitive edge, attracting valuable human capital and investment, promoting innovation and facilitating economic diversification; to invite and consider written submissions; to hear oral presentations from stakeholders, including the Minister responsible for the Bills; and to formulate recommendations for amendments and report its findings to the Houses of Parliament. The Committee commenced its examination of the Bills on Wednesday, 13th May, 2026.

Conduct of the Inquiry

The Committee held nine meetings between 13th May, 2026 and 11th August, 2026 in the Senate Chamber, Parliament Buildings, Trafalgar Street, Bridgetown. By Press Release published in the national press, it invited written submissions and requests to make oral presentations by 22nd May, 2026; oral presentations were limited to ten minutes, with reasonable extension at the discretion of the Chair. The proceedings were conducted in public, streamed live on the Barbados Parliament website and on social media, and broadcast on CBC TV whenever possible. The Committee determined at its

first meeting to await the receipt of the public submissions before commencing its substantive deliberations, so that its decisions would be made with the fullest information.

The Committee received twenty-four written submissions, which were consolidated, with the assistance of the Office of the Chief Parliamentary Counsel, into an overview grouped under eight themes, and heard oral presentations from individual submitters, the Democratic Labour Party, the Barbados Employers' Confederation and the Barbados Bar Association, the latter appearing on two occasions. The Hon. G. P. B. Nicholls, M.P., Minister of Home Affairs and Information, was specially invited and assisted the Committee on questions of policy, and the Committee received technical guidance throughout from the Office of the Chief Parliamentary Counsel, from the Hon. Mr. Justice Sherman Moore, CHB (Retired Justice of Appeal and former Chief Parliamentary Counsel), Consultant, and from the Chief Immigration Officer. At the Eighth Meeting, on 4th August, 2026, the Committee examined the Bills as amended in their entirety, agreed the framework for medical visitors after hearing the Attorney-General and the Minister of Home Affairs and Information, and approved the amended draft Bills in principle. At the Ninth Meeting, on 11th August, 2026, the Committee heard the Minister of Home Affairs and Information and the Attorney-General on the further amendments circulated by the Office of the Chief Parliamentary Counsel in its Revised List of Changes, accepted those amendments on the motion of Hon. Ms. C. S. V. Husbands, seconded by Senator the Hon. C. P. Sinckler, and agreed, on the proposal of the Clerk, that the Report be signed off and laid, the transcripts and Minutes of the Meetings to be appended.

Consideration of the Submissions and the Former Committee's Report

The Committee considered each of the eight themes of the consolidated submissions against the provisions of the Bills, and at its Seventh Meeting considered the Report of the former Committee, on whose recommendations the Ministry of Home Affairs and Information, the Office of the Chief Parliamentary Counsel, the Consultant and the Immigration Department had reached a consensus position.

The Committee unanimously agreed that the words "where that State in which they were born refuses to grant a birth certificate" be deleted from clause 2(8) of the Citizenship Bill, so that children born abroad to Barbadian citizens serving in a diplomatic or consular capacity are not prejudiced; in the latest iteration of the amended Bill, clause 2(8) has been deleted in its entirety. On the Oath of Allegiance, the Committee was satisfied that no amendment is required, section 27(2) of the Interpretation Act providing that an oath includes an affirmation; the submitters were informed in writing and accepted the position. On the Welcome Stamp, the Committee agreed originally that holders should be facilitated through the points system for permanent residence rather than by a separate statutory category or pathway; in the Bill as further amended, provision has been made at clause 9(6), under the heading "Acquisition of status of permanent resident", and the Committee concluded that the provision moves the Welcome Stamp from a special entry permit to a status under the Act, affording its holders the same route as any other applicant to permanent residence. On Ministerial discretion and procedural fairness, the Committee concluded that the discretion vested in the Minister should be retained, having regard to considerations of national security, but that clause 13 of the Citizenship Bill be amended to require the giving of reasons except where the Minister certifies

that to do so would prejudice national security or public policy, without ousting the supervisory jurisdiction of the High Court, and that the right of appeal under the Immigration Bill be recast as a meaningful two-tier review.

On the qualifying periods for citizenship, submitters proposed periods ranging from a tiered three-to-five-year test to a five-to-seven-year standard. The Committee determined that the aggregate period for nationals of countries which are not Member States be increased to two years (730 days) within the three-year period, in accordance with the recommendation of the former Committee, and subsequently agreed that the aggregate period of residence for nationals of both Member and non-Member States be increased. Concerns that the compressed periods could be exploited by holders of citizenship acquired by investment in other CARICOM states were resolved on the advice of the Consultant that the qualifying route extends only to nationals of a Member State by birth, descent or naturalisation, and the objection was withdrawn. Submissions on the labour market, wages, housing, infrastructure and national development were concluded to be questions of policy and implementation for the Executive; on CARICOM, constitutional and treaty consistency, the Committee accepted that the provisions are reconcilable with the Revised Treaty of Chaguaramas and that section 9 of the Constitution empowers Parliament to make provision for the acquisition of citizenship beyond the constitutional categories, so that no prior constitutional amendment is required; and, on safeguards for vulnerable persons, children and anti-trafficking, the Committee was advised that such protections are the proper province of the child protection, child justice and anti-trafficking legislation, while recommending, on the presentation of the Minister, four border-security amendments directed to the protection of minors and the integrity of the border.

Immigrant Status

The Committee gave particular consideration to immigrant status, a category which the new legislative scheme abolishes, leaving citizenship and permanent residence as the sole substantive statuses under the new legislative scheme. It noted the transitional entitlement in clause 3(4) of the Citizenship Bill, under which persons who, on the day immediately preceding the commencement of the Act, were immigrants, having obtained that status under the former Immigration Act, and had been immigrants for a period exceeding three years, shall be entitled to be registered as citizens of Barbados; the Committee endorsed this entitlement, which secures the position of long-resident immigrants upon the abolition of the category. Applications for immigrant status or permanent residence submitted before the commencement of the Act and not yet determined are deemed applications for permanent residence under the Act. The Committee concluded that holders of indefinite Special Entry Permits, which are an exemption granted by administrative arrangement rather than an immigration status, should have no direct pathway to citizenship and may apply through the ordinary routes; holders of the Welcome Stamp are now included at clause 9(6) of the Immigration Bill, 2026.

Settled Positions of the Committee

Arising from its deliberations the Committee settled nineteen recommendations, which are set out in full in Section 13.0 of the Report. On the Immigration Bill, 2026, these include the statement of the categories of permitted entrants in the body of clause 4 and the harmonisation of definitions with

the Economic Partnership Agreements; the codification in clause 5 of the three categories of persons who may be permitted to reside or reside and work; the publication of the criteria of "sufficient financial resources"; the refinement of the points system by regulations, the ten-point qualifying threshold being alterable only by amendment of the Act; the retention of the $3,000 fee for the revocation of a deportation order with the application period extended from twenty-four to forty-eight hours; the recasting of the right of appeal as a meaningful two-tier review, the Immigration Review Committee being reinserted at the Second Schedule; the reinsertion of the employer's security for repatriation under section 19 of the former Act, carried as clause 21; the individual captioning of the offences in clause 32; and four border-security amendments concerning the verification of the relationship between accompanying adults and minors, the interface with trafficking-in-persons investigations, custodial security standards and the seizure of fraudulent travel documents. On the Barbados Citizenship Bill, 2026, they include the deletion of clause 2(8); the increase of the aggregate residence requirements referenced in clauses 4(5) and 4(7); the replacement of the First Schedule's enumeration of offices with broad criteria of eminence in a national or global field of endeavour, whether in the CARICOM Community or internationally; the redrafting of the words "disloyal or disaffected" in clause 9(1)(c); and the amendment of clause 13 to require the Minister to give reasons except where to do so would prejudice national security or public policy.

In the Bills as further amended, dated 11th August, 2026, and accepted by the Committee at its Ninth Meeting, these recommendations have been given effect. In the Immigration Bill, the reside-and-work criteria are reflected at clause 8(2); clause 7(13) empowers the Minister to grant special permission to remain in cases including emergency or humanitarian grounds; clause 19(5) is deleted in favour of general provision for administrative penalties in the recast clause 39, which expressly empowers the Minister to make regulations for the entry of persons into Barbados for medical treatment, a new clause 39(3) providing an administrative penalty not exceeding $50,000 for contravention of the regulations; the words "at least" are removed from clause 25; a new clause 40 provides for the Minister to amend the First, Second, Fourth and Fifth Schedules by Order, and the Third and Sixth Schedules by Order subject to negative resolution, an Order subject to neither procedure remaining subject to publication in the Official Gazette; the points associated with great-great-grandchildren under the Fifth Schedule are increased from 4 to 10; and the definitions relating to advance passenger information are removed to the Advance Passenger Information Bill, 2026, which passed the House of Assembly at its sitting on 11th August, 2026. In the Citizenship Bill, the enacting words and a new clause 3 provide that the Act alters the Constitution; a new clause 4(9) restricts citizenship by birth, so that where no parent of a child born in Barbados is a citizen or permanent resident, entitled or eligible to be registered as a citizen, or lawfully residing in Barbados, the child is not registered as a citizen unless a parent has been lawfully in Barbados for an aggregate period of at least 120 days during the period of at least 180 days immediately preceding the birth; the qualifying periods are increased, clause 4(5) requiring of nationals of Member States an aggregate period of at least 270 days during a period of at least 1,095 days, and clause 4(7) requiring of persons who are not nationals of Member States an aggregate period of at least 360 days during a period of at least 1,460 days; a new clause 4(6) provides, for the avoidance of doubt, that the reduced route does not extend to persons who become nationals of a Member State through citizenship-by-investment programmes; the

provision for the grant of citizenship based on endeavour, now clause 4(10), is exercised by the President on the advice of the Minister, a new clause 4(12) requiring the Minister to lay in Parliament, within three months of the end of each year, a report of the number of persons so registered; and clause 9(1)(c) is restated so that the ground of deprivation is that the person "has shown himself by act or speech to lack allegiance to Barbados", the term "public policy" being included in clause 13.

Matters Pending

The following matters stand referred for completion: the settlement and publication, by regulations or departmental guidance, of the criteria of "sufficient financial resources" of a retired person; the completion of the Immigration (Work Permit) Regulations, to be made under the Act and submitted to the Cabinet for approval; and the written instructions of the Minister to the Chief Parliamentary Counsel on the Presidential amnesty for long-resident persons. The undertakings recorded at the Eighth Meeting in respect of the exclusion of citizenship-by-investment holders from the reduced qualifying route, the proposal of Senator A. W. Mallalieu, and the redraft of clause 9(1)(c) of the Citizenship Bill have been discharged in the further amendments circulated by the Chief Parliamentary Counsel on 11th August, 2026.

The Report

This Report is the primary report on the Bills. The draft Bills, as amended to give effect to the recommendations of the Committee and dated 11th August, 2026, are appended, together with their Explanatory Memoranda; the Report of the Joint Select Committee (Standing) on Governance and Policy Matters is annexed as an appendix, together with the Minutes of the Committee's proceedings and the transcripts of its public sittings. The Immigration Bill as appended further gives effect to the instruction of the Minister that breaches in relation to the administration of work permits attract administrative penalties rather than criminal sanctions, with a consequential increase of the general penalties under the Bill. At its Ninth Meeting, held on 11th August, 2026, the Committee agreed that the Report be signed off and laid in Parliament, and it was laid in the Honourable the House of Assembly on that day. The Committee noted the indication of the Leader of Government Business that the debate on the Bills is expected to be taken on 15th September, 2026, after the rise of Parliament, further amendments remaining open to the Houses in Committee.

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IMMIGRATION BILL, 2026

AND THE

BARBADOS CITIZENSHIP BILL, 2026

Held in the Senate Chamber, Parliament Buildings, Trafalgar Street, Bridgetown

FINAL REPORT

This standing Joint Select Committee is under the chairmanship of Mr. D. G. Sutherland, M.P., with Dr. W. F. Duguid, M.P., as Deputy Chairman.

1.0 BACKGROUND AND ESTABLISHMENT

1.1 The Joint Select Committee (Standing) on Economic and Productive Sectors was established pursuant to the Standing Orders of the Houses of Parliament. The Committee comprises five Members of the Honourable the House of Assembly and four Members of the Honourable the Senate, and is mandated to examine and report on matters relating to the economic and productive sectors, including legislation referred to it by the Houses.

2.0 MEMBERSHIP

2.1 The Committee was constituted with the following Members:

- Mr. D. G. Sutherland, M.P.
- Dr. W. F. Duguid, J.P., M.P.
- Hon. I. A. Weir, M.P., Minister of Public and Private Investment
- Hon. Ms. C. S. V. Husbands, M.P., Minister of Training and Tertiary Education
- Dr. the Hon. R. O. Springer, J.P., M.P., Minister of State in the Ministry of Transport and Works
- Senator the Hon. C. P. Sinckler, Senior Minister; Minister of Foreign Affairs and Trade
- Senator the Hon. J. W. D. Reid, Ministry of Industry, Innovation, Science and Technology
- Senator R. O. Walters
- Senator A. W. Mallalieu

2.2 The quorum of the Committee is four Members.

3.0 THE COMMITTEE AND ITS MANDATE

3.1 On 29th April, 2026 the Honourable the House of Assembly committed the Immigration Bill, 2026 and the Barbados Citizenship Bill, 2026 to the Committee, the second reading of the Bills having been suspended to permit their scrutiny.

3.2 The Immigration Bill, 2026 and the Barbados Citizenship Bill, 2026 had been before the Joint Select Committee (Standing) on Governance and Policy Matters, as the Immigration Bill, 2025 and the Barbados Citizenship Bill, 2025, prior to the dissolution of Parliament. Members of the public and professional organisations who tendered submissions to that Committee were advised that resubmission was unnecessary, as those submissions, and any report prepared by that Committee, stood referred to this Committee.

4.0 TERMS OF REFERENCE

4.1 The following Terms of Reference were approved to guide the Committee's inquiry:

(a) To review and consider the Report of the Joint Select Committee (Standing) on Governance and Policy Matters and consider the merits of any submissions received prior to the dissolution of Parliament;

(b) To examine the Immigration Bill, 2026, and the Barbados Citizenship Bill, 2026, with a view to assessing their compliance with the principles of good governance, fundamental rights, and international obligations of Barbados;

(c) To examine the Immigration Bill, 2026, and the Barbados Citizenship Bill, 2026, and to assess their compatibility with the BERT 2026 mission to strengthen the nation's competitive edge in the global marketplace, attracting valuable human capital and investment, promoting innovation, and the facilitation of economic diversification;

(d) To invite and consider written submissions from interested organisations, groups, and individuals on the provisions of the said Bills;

(e) To hear oral presentations from stakeholders, including the Minister responsible for the Bills, the Barbados Employers' Confederation, Labour Unions, Small Business Association and other interested parties;

(f) To formulate recommendations for amendments to the Bills, where appropriate, and to report its findings and recommendations to the Houses of Parliament.

The Committee commenced its examination of the Bills on Wednesday, 13th May, 2026, and was tasked with reviewing the Bills, considering public submissions and expert evidence, and reporting its findings and recommendations to the Houses of Parliament.

5.0 PROCEDURAL FRAMEWORK

5.1 By Press Release published in the national press, the Committee invited written submissions and requests to make oral presentations, to reach the Clerk of Parliament no later than 22nd May, 2026. Oral presentations were limited to ten minutes, with reasonable extension at the discretion of the Chair. The proceedings of the Committee were conducted in public at the Parliament of Barbados, streamed live on the Barbados Parliament website and on social media, and broadcast on CBC TV whenever possible.

5.2 The Committee determined at its first meeting to await the receipt of the public submissions before commencing its substantive deliberations, so that its decisions would be made with the fullest information. Documents were distributed to Members primarily in electronic form.

The Committee held nine meetings between 13th May, 2026 and 11th August, 2026. It received twenty-four written submissions, which were consolidated into an overview grouped under eight themes, and heard oral presentations from individual submitters, the Democratic Labour Party, the Barbados Employers' Confederation and the Barbados Bar Association, the latter appearing on two occasions. The Hon. G. P. B. Nicholls, M.P., Minister of Home Affairs and Information, was specially invited and assisted the Committee on questions of policy, and the Committee received technical guidance throughout from the Office of the Chief Parliamentary Counsel, from the Hon. Mr. Justice Sherman Moore, CHB (Retired Justice of Appeal and former Chief Parliamentary Counsel), Consultant, and from the Chief Immigration Officer.

The Committee unanimously agreed that the words "where that State in which they were born refuses to grant a birth certificate" be deleted from clause 2(8) of the Citizenship Bill, so that children born abroad to Barbadian citizens serving in a diplomatic or consular capacity are not prejudiced. Clause 2(8) was deleted. It was satisfied that no amendment is required in respect of the Oath of Allegiance, section 27(2) of the Interpretation Act providing that an oath includes an affirmation. It agreed originally that holders of the Barbados Welcome Stamp should be facilitated through the points system for permanent residence rather than by a separate statutory category or pathway. Concerns that the compressed qualifying periods could be exploited by holders of citizenship acquired by investment in other CARICOM states were resolved on the advice of the Consultant that clause 3(5) of the Citizenship Bill extends only to nationals of a Member State by birth, descent or naturalisation.

The Committee gave particular consideration to immigrant status, a category which the new legislative scheme abolishes. It noted that there was also discussion on immigrant status in relation to clause 3(4) of the Barbados Citizenship Bill, 2026, noting that those persons who, on the day immediately preceding the commencement of the Act, were immigrants, having obtained that status under the former Immigration Act, and had been immigrants for a period exceeding three years, shall be entitled to be registered as citizens of Barbados. The Committee endorsed this transitional entitlement, while concluding that holders of indefinite Special Entry Permits, an exemption rather than a status, should apply through the ordinary routes.

Arising from its deliberations the Committee settled nineteen recommendations, which are set out in full in Section 13.0 of this Report. On the Immigration Bill, 2026, these include *inter alia* (i) the statement of the categories of permitted entrants in the body of clause 4 and the harmonisation of definitions with the Economic Partnership Agreements; (ii) the codification in clause 5 of the three categories of persons who may be permitted to reside or reside and work; (iii) the publication of the criteria of "sufficient financial resources" under clause 6(1)(b); (iv) the refinement of the points system by regulations; (v) the retention of the $3,000 fee for the revocation of a deportation order with the application period extended from twenty-four to forty-eight hours; (vi) the recasting of the right of appeal as a meaningful two-tier review; (vii) the reinsertion of the employer's security for repatriation under section 19 of the former Act; (viii) the individual captioning of the offences in clause 32; and (ix) four border-security amendments concerning the verification of the relationship between accompanying adults and minors, the interface with trafficking-in-persons investigations, custodial security standards and the seizure of fraudulent travel documents.

On the Barbados Citizenship Bill, 2026, they include *inter alia* (i) the increase of the aggregate residence requirement for nationals of countries which are both Member and non-Member States referenced in clauses 4(5) and 4(7); (ii) the replacement of the First Schedule's enumeration of offices with broad criteria of eminence in a national or global field of endeavour, whether in the CARICOM Community or the International Community; (iii) the redrafting of the words "disloyal or disaffected" in clause 9(1)(c); and, (iv) the amendment of clause 13 to require the Minister to give reasons except where to do so would prejudice national security or public policy, without ousting the supervisory jurisdiction of the High Court.

In the Bills as further amended, dated 11th August, 2026, these recommendations have been given effect: the reside-and-work criteria are reflected at clause 8(2) of the Immigration Bill; the words "disloyal or disaffected" are removed from clause 9(1)(c) of the Citizenship Bill; and the term "public policy" is included in clause 13.

The draft Bills, as amended to give effect to the recommendations of the Committee, are appended to this Report, and the Report of the Joint Select Committee (Standing) on Governance and Policy Matters is annexed, together with the Minutes of the Committee's proceedings and the transcripts of its public sittings. The Immigration Bill as appended further gives effect to the instruction of the Minister that breaches in relation to the administration of work permits attract administrative penalties rather than criminal sanctions, with a consequential increase of the general penalties under the Bill.

6.0 SUMMARY OF PROCEEDINGS

6.1 The Committee held nine meetings between 13th May, 2026 and 11th August, 2026, all in the Senate Chamber, Parliament Buildings, Trafalgar Street, Bridgetown. The proceedings are summarised as follows:

First Meeting — Wednesday, 13th May, 2026. It being the first meeting of the Committee, Mr. D. G. Sutherland, M.P., was elected Chairman and Dr. W. F. Duguid, M.P., Deputy Chairman; the quorum was fixed at four Members; the timeline for the Committee's work was settled. The Committee agreed to await the public submissions before commencing deliberations on the matter which was referred to it and to invite the Chief Immigration Officer to appear before it on operational matters.

Second Meeting — Monday, 1st June, 2026. The Committee considered the twenty-one written submissions then received, through a Consolidated Overview grouped under eight themes prepared with the assistance of the Office of the Chief Parliamentary Counsel. The Committee unanimously agreed the deletion of the limiting words in clause 2(8) of the Citizenship Bill concerning the children of Barbadian diplomats, was satisfied that the Interpretation Act answers the submissions on the Oath of Allegiance, and settled the schedule of oral presentations.

Third Meeting — Monday, 15th June, 2026. The Committee heard five oral presentations: Mr. Peter L. Thompson (Remote Work (Barbados) Inc.); Mr. Corey C. Greenidge, Attorney-at-Law, on behalf of the Democratic Labour Party; Mrs. Amoy Gilding-Bourne, Attorney-at-Law, and Ms. Felicia Dujon, human rights advocate; Ms. Faith Sealy and Ms. McKayla Blackman, Attorneys-at-Law, with Ms. Sharllah Waithe, Policy Advisor; and Mr. David Bromfield.

Fourth Meeting — Friday, 19th June, 2026. The Committee heard oral presentations from the Barbados Employers' Confederation and the Barbados Bar Association. The Hon. G. P. B. Nicholls, M.P., Minister of Home Affairs and Information, was specially invited and responded on questions of policy. The Bar Association was invited to return for a further exchange upon circulation of its written document.

Fifth Meeting — Friday, 3rd July, 2026. The Bar Association reappeared and was heard on, among other matters, the sanction for work-permit offences under clause 19 of the Immigration Bill, the vetting of work-permit applications and the codification of the requirement to consult the national Jobs Register. The Government's position on the constitutional questions was stated, namely that section 9 of the Constitution empowers Parliament to make provision for the acquisition of citizenship beyond the constitutional categories. The Ministry undertook to respond to all public submissions, and the Committee settled its programme for the completion of its work.

Sixth Meeting — Friday, 10th July, 2026. The Committee considered the consolidated submissions and aligned them with the provisions of the Bills in a single exercise, reaching the decisions recorded in this Report on the first five themes, resolving upon the advice of the Consultant the concern respecting

citizenship by investment, and agreeing to recommend a pathway to permanent residence through the points system for persons pursuing studies in Barbados.

Seventh Meeting — Wednesday, 15th July, 2026. The Committee considered the Report of the Joint Select Committee (Standing) on Governance and Policy Matters, on which the Ministry of Home Affairs and Information, the Office of the Chief Parliamentary Counsel, the Consultant and the Immigration Department had reached a consensus position; examined both Bills in their entirety; received and agreed the Minister's four border-security amendments; settled its recommendations; and agreed the composition and compilation of this Report. The meeting was adjourned sine die.

Eighth Meeting — Tuesday, 4th August, 2026. The Committee confirmed the Minutes of the Sixth and Seventh Meetings; examined the Bills as amended in their entirety by their Explanatory Memoranda; agreed the framework for medical visitors by regulations under an anchoring provision, with administrative penalties, after hearing the Attorney-General and the Minister of Home Affairs and Information; approved the amended draft Bills in principle; and worked through the draft of this Report, settling the corrections reflected herein. The meeting was adjourned to the following day at 6:10 p.m.

Ninth Meeting — Tuesday, 11th August, 2026. The Committee confirmed the Minutes of the Eighth Meeting; heard the Minister of Home Affairs and Information and the Attorney-General on the further amendments to both Bills, circulated by the Office of the Chief Parliamentary Counsel in its Revised List of Changes; accepted the further amendments on the motion of Hon. Ms. C. S. V. Husbands, seconded by Senator the Hon. C. P. Sinckler; and agreed, on the proposal of the Clerk, that the Report be signed off and laid, the transcript and Minutes of the Meeting to be appended thereafter.

7.0 EVIDENCE RECEIVED

7.1 Written Submissions

The Committee received and considered twenty-four written submissions from the following individuals and organisations:

- Mr. Peter L. Thompson, Remote Work (Barbados) Inc.
- Ms. Coretta Joe
- Ms. Lisa Mundy
- Mr. Jefferson Trotman
- Mr. Yannick Schaefer
- Mr. Johannes Schaefer
- Dr. Corlita Babb-Schaefer
- Ms. Danielle Riley (for herself and Mr. Nathan Riley)
- Ambassador C. Trevor Clarke

- Ms. Juliette Babb-Riley
- Mr. Corey C. Greenidge, Democratic Labour Party
- Mr. Stephen F. Bricknell
- The Barbados Employers' Confederation
- Mr. Desmond Eales
- Mr. Evan Pudney
- Mr. Anthony Joseph
- Ms. McKayla Blackman and Ms. Faith Sealy, Attorneys-at-Law
- Mr. Robert T. P. Pudney and Mrs. Eileen Pudney
- Ms. Karla Nicholls
- Ms. Amoy Gilding-Bourne and Ms. Felicia Dujon
- The Barbados Chamber of Commerce and Industry
- Mr. David Bromfield
- Dr. Ian Ray, Ph.D.
- The Barbados Bar Association

7.2 Oral Presentations

The Committee heard oral evidence from: Mr. Peter L. Thompson (15th June, 2026); Mr. Corey C. Greenidge, Attorney-at-Law, for the Democratic Labour Party (15th June, 2026); Mrs. Amoy Gilding-Bourne, Attorney-at-Law, and Ms. Felicia Dujon, human rights advocate (15th June, 2026); Ms. Faith Sealy and Ms. McKayla Blackman, Attorneys-at-Law, with Ms. Sharllah Waithe, Policy Advisor (15th June, 2026); Mr. David Bromfield (15th June, 2026); the Barbados Employers' Confederation, represented by Mrs. Sheena Mayers-Granville, Executive Director, and Mr. Glyne Clarke, Council Member (19th June, 2026); and the Barbados Bar Association, represented by Mr. Larry Smith, K.C., President, Ms. Lynne-Marie Simmons, Chair of the Legislative Reform Subcommittee, and Mr. Kashawn Wood, Assistant Secretary (19th June and 3rd July, 2026).

The Hon. G. P. B. Nicholls, M.P., Minister of Home Affairs and Information, attended by special invitation and assisted the Committee on questions of policy at the Fourth, Fifth, Sixth and Seventh Meetings.

7.3 Technical Assistance

The Committee received technical guidance throughout its proceedings from Mrs. Mechelle Elie, Chief Parliamentary Counsel, and Ms. Paulette Atkins, Senior Parliamentary Counsel, both of the Office of the Chief Parliamentary Counsel; from the Hon. Mr. Justice Sherman Moore, CHB, Retired Justice of Appeal and former Chief Parliamentary Counsel, Consultant; and from Ms. Margaret Inniss, Chief Immigration Officer.

8.0 CONSIDERATION OF THE CONSOLIDATED SUBMISSIONS

8.1 Overview

The written submissions were consolidated, with the assistance of the Office of the Chief Parliamentary Counsel, into an overview grouped under eight themes, together with a chapter identifying where submitters agreed and where they diverged. The Committee considered each theme against the provisions of the Bills, as follows.

8.2 Citizenship by birth for children of Barbadian diplomats

This was the largest and most unified cluster of submissions, contending that clause 2(8) of the Citizenship Bill, by deeming children of serving diplomats to have been born in Barbados only where the foreign State refuses a birth certificate, was discriminatory and prejudicial. The Consultant advised that the limiting words addressed an administrative difficulty with the registration of overseas births which has since been resolved. The Committee unanimously agreed that the words "where that State in which they were born refuses to grant a birth certificate" be deleted, and the Cabinet's approval of the correction was reported to the Committee. The submitters were informed of the Committee's decision. In the latest iteration of the amended Citizenship Bill, clause 2(8) has been deleted in its entirety.

8.3 Oath of Allegiance and solemn affirmation

Four submitters, as a matter of freedom of conscience, objected that the Bill provides for an Oath of Allegiance with no option of affirmation. The Committee was advised that section 27(2) of the Interpretation Act, an Act of general application, provides that the words "oath" and "affidavit" include affirmation and declaration. The Committee therefore concluded that no amendment is required; the submitters were informed in writing and accepted the position.

8.4 Integration of the Welcome Stamp and remote workers

Submitters urged that the tenure of Welcome Stamp holders be credited in the points system for permanent residence, while a contrary submission attributed adverse housing effects to the programme. The Committee agreed that Welcome Stamp holders should be facilitated through the points system and treated in the same way as any other applicant for permanent residence, with no separate pathway to citizenship; the allocation of points and the supporting policy are matters for the Minister and the Cabinet, and any consequential amendment, including of the remote employment legislation, is to be settled by the Office of the Chief Parliamentary Counsel on instructions. The Committee further concluded that the Welcome Stamp should not be codified as a distinct immigration status in the Bill, being itself in the nature of a special entry permit. In the Bill as further amended, provision has been made in relation to the Welcome Stamp at clause 9(6), under the heading "Acquisition of status of permanent resident": a person who has been granted a Barbados Welcome Stamp within the meaning of section 2 of the Remote Employment Act, 2020 (Act 2020-23) and who meets such conditions as the Minister may specify by Order subject to negative resolution may, upon application to the Minister in the prescribed form and on

payment of the prescribed fee, be registered as a permanent resident of Barbados. At the Ninth Meeting, on the observation of the Clerk that the Committee had earlier resolved against a direct pathway, the Committee concluded that the provision moves the Welcome Stamp from a special entry permit to a status under the Act, by inserting a clause (6), which affords its holders the same route as any other applicant to permanent residence.

8.5 Ministerial discretion, finality clauses and procedural fairness

Submissions from, among others, the Democratic Labour Party, the Barbados Employers' Confederation and the Barbados Chamber of Commerce and Industry contended that clause 13 of the Citizenship Bill, under which the Minister need give no reasons and the decision is final, is inconsistent with the fair-hearing guarantee. The Committee concluded that the discretion vested in the Minister should be retained, having regard to considerations of national security; that clause 13 should nonetheless be amended to require the giving of reasons except where the Minister certifies that to do so would prejudice national security or public policy, and to make clear that the supervisory jurisdiction of the High Court is not ousted; and that the right of appeal under the Immigration Bill should be recast as a meaningful two-tier review, as set out in the recommendations.

8.6 Compressed citizenship timelines and citizenship integrity

Submitters proposed qualifying periods ranging from a tiered three-to-five-year test to a five-to-seven-year standard, and the Bar Association contended that a two-year period cripples due diligence. The Committee examined clauses 3(5) and 3(6) of the Citizenship Bill with care, it being clarified that the qualifying period must elapse before application, that it runs from the grant of permanent residence, and that time spent on a work permit does not count. Members supporting the periods as drafted pointed to the findings of the Population Commission (2024), the projected depletion of the National Insurance Fund, and the capacity of modern technology and advance passenger information to support rigorous vetting within compressed timeframes. The Committee determined that the thresholds for nationals of Member States remain as drafted, regard being had to the Revised Treaty of Chaguaramas, and that the aggregate period for nationals of countries which are not Member States be increased to two years (730 days) within the three-year period, in accordance with the recommendation of the former Committee. The Committee subsequently agreed that the aggregate period of residence for both nationals of Member States and non-Member States be increased.

The Report also faithfully records the alternate view expressed in the Committee that a median period of approximately four years would bridge the drafted periods and those urged in the submissions.

Concerns that the compressed periods, read with the Caribbean Community free movement arrangements, could allow persons holding the citizenship of another CARICOM state by investment to access Barbadian citizenship were resolved on the advice of the Consultant that clause 3(5) confines eligibility to nationals of a Member State by birth, descent or naturalisation, and accordingly does not extend to economic citizens; the objection raised on that ground was withdrawn.

8.7 Labour market, wages, housing, infrastructure and national development

Submitters questioned the evidential basis of the labour-shortage thesis and raised concerns respecting wages, housing, water, transport and social infrastructure. The Committee received from Members responsible for the relevant portfolios an account of the manpower deficits across the construction, hospitality, health, education and other sectors, and of the phased approach of the Barbados Population Policy; the empirical manpower data was requested and circulated to Members. The Committee concluded that the matters raised are questions of policy and implementation for the Executive rather than amendments to the Bills.

8.8 CARICOM, constitutional and treaty consistency

Submissions raised the compatibility of the entry-prohibition powers with the Revised Treaty of Chaguaramas and of the data-collection provisions with the Data Protection Act, 2019, and the Bar Association contended that constitutional amendments should accompany the Citizenship Bill. The Committee was advised, and accepted, that the provisions are reconcilable with the Treaty, whose regime the Caribbean Court of Justice polices in its original jurisdiction; and that section 9 of the Constitution empowers Parliament to make provision for the acquisition of citizenship beyond the constitutional categories, so that variance is not invalidity and no prior constitutional amendment is required.

8.9 Safeguards for vulnerable persons, children and anti-trafficking

Submitters proposed a guardian amendment for the execution of search warrants, an express best-interests-of-the-child standard, and gender-responsive and anti-trafficking protections cross-referencing the Trafficking in Persons Prevention Act, 2016. The Committee was advised that these protections are the proper province of the child protection, child justice and anti-trafficking legislation, and that the immigration statute should not be encumbered with parallel provisions. The Committee nonetheless recommends, on the presentation of the Minister, four border-security amendments directed to the protection of minors and the integrity of the border, as set out in the recommendations.

9.0 IMMIGRANT STATUS

9.1 The Committee gave particular consideration to the treatment of immigrant status, a category which the new legislative scheme abolishes, leaving citizenship and permanent residence as the sole substantive statuses under the new legislative scheme.

9.2 The Committee noted that there was also discussion on immigrant status in relation to clause 3(4) of the Barbados Citizenship Bill, 2026, noting that those persons who, on the day immediately preceding the commencement of the Act, were immigrants, having obtained that status under the former Immigration Act, and had been immigrants for a period exceeding three years, shall be entitled to be registered as citizens of Barbados. The Committee endorsed this transitional entitlement, which secures the position of long-resident immigrants upon the abolition of the category. It should be noted that persons who had submitted applications for immigrant status or permanent residence prior to the

commencement of this Act that had not been determined would be deemed as applications for permanent residence under this Act.

9.3 The Committee further considered whether holders of indefinite Special Entry Permits should be included in the transition to citizenship under clause 3(4). It concluded, consistently with its treatment of the Welcome Stamp, that the Special Entry Permit is an exemption granted by administrative arrangement rather than an immigration status, and that no direct pathway to citizenship should be created for its holders, who may apply through the ordinary routes provided by the legislation. The Committee has since agreed that the holders of the Welcome Stamp will now be included at clause 9(6) of the Immigration Bill, 2026.

10.0 DETAILED DELIBERATIONS ON THE IMMIGRATION BILL, 2026

10.1 The Committee conducted an examination of the Immigration Bill, 2026 in its entirety at its Seventh Meeting, taking into consideration the Report of the former Committee, on whose recommendations the Ministry of Home Affairs and Information, the Office of the Chief Parliamentary Counsel, the Consultant and the Immigration Department had reached a consensus position. The principal deliberations were as follows.

Clause 3 (Right to enter): The Committee accepted the advice of the Chief Parliamentary Counsel that the status of permanent resident inherently confers the right of entry and that no clarifying amendment is required.

Clause 4 (Permitted entrants): The Committee agreed that the definitions relating to service suppliers be harmonised with the language of the Economic Partnership Agreements to which Barbados is party, namely the CARIFORUM–European Union Economic Partnership Agreement and the CARIFORUM–United Kingdom Economic Partnership Agreement, so that the terms used in the clause carry the meanings settled in those Agreements and entry entitlements under them are administered consistently with Barbados' treaty obligations. The Committee further agreed that the categories of permitted entrants be set out in the body of the clause rather than in a schedule, this being substantive matter which should require the approval of Parliament to alter, rather than be capable of alteration by subsidiary instrument. The expansion of the list of countries in clause 4(1)(c) awaits the guidance of the Ministry of Foreign Affairs and Foreign Trade. At the Eighth Meeting the Committee agreed, provisionally, on the written advice of the Director of Foreign Trade, Ms. Paula Byer, conveyed by Senator the Hon. C. P. Sinckler, that Croatia be removed from the list of States under clause 4(1)(c); a definitive answer stands to be given to the Committee.

Clause 5 (Reside or reside and work): Responding to the criticism that the provision lacked criteria, the Committee deliberated extensively upon the codification of the existing administrative practice into

three defined categories: spouses of citizens, permanent residents or Community nationals residing during the qualifying period of cohabitation; persons not qualifying for any status where the Minister, acting on technical advice, determines that the grant of residence is expedient and reasonable, including emergency and humanitarian cases; and persons who have applied for a status but do not yet meet the qualifying period. In the Bill as further amended the provision appears as clause 8, and the criteria referenced in this deliberation are reflected at clause 8(2)(a), (b) and (c): a person whose application to be registered as a citizen or for the status of permanent resident has not yet been determined; a person who has not yet applied but is eligible to apply; and a person satisfying such other criteria as the Minister may specify by Order subject to negative resolution.

Clause 6 (Acquisition of the status of permanent resident): The Committee agreed that the criteria by which the "sufficient financial resources" of a retired person are assessed under clause 6(1)(b) be settled and published by regulations or departmental guidance; that the phrase "under a disability" in clause 6(3) bears its established legal meaning; and that no statutory definition of "direct descendant" in clause 6(4) is required, the ordinary meaning being plain.

Clause 7 and the points Schedule: The Committee noted the Ministry's ongoing review of the points system, informed by consultancy work on implementation, accreditation and "brain gain". Concerns respecting the weighting of age, skills and financial resources are recorded. The weightings and criteria of the individual point categories set out in the Schedule are to be refined by regulations; the Chief Parliamentary Counsel advised, however, that the ten-point qualifying threshold is fixed in the body of the Bill and can be altered only by amendment of the Act — the power of regulations to refine only extends to the distribution and criteria of the points, and not to the threshold itself.

Clause 8 (Loss of the status of permanent resident): The words "activities detrimental to the security of Barbados" are retained as drafted, flexibility in matters of national security being required.

Clause 9 and the Schedule of prohibited persons: The Committee objected to the ground of "conduct which offends public morality" as vague and subjective; paragraph 3(a) of the Schedule of prohibited persons has been deleted in the Bill as amended.

Clause 19 (Work permits): The sanction for work-permit offences was raised by the Barbados Bar Association at the Fifth Meeting, at which the Minister outlined the administrative framework under consideration with the Ministry of Labour and the Third Sector. Upon an issue subsequently identified by the Office of the Chief Parliamentary Counsel and the Consultant respecting the provision by which criminal liability might be discharged by payment of an administrative penalty, and on the instruction of the Minister — it not being the policy of the Government that criminal sanctions attach to a breach by an employer in relation to the administration of work permits — clause 19 as amended provides that a person who contravenes the work-permit requirements, or the holder of a work permit who breaches its conditions, is liable to an administrative penalty not exceeding $50,000, and that subsidiary legislation

providing for work permits may prescribe like administrative penalties. The Immigration (Work Permit) Regulations, to be made under the Act and submitted to the Cabinet, are to provide accordingly.

Clause 23 (Revocation of a deportation order): The Committee considered a comparative analysis of the fees and timelines of six CARICOM and Commonwealth jurisdictions. After full debate, the Committee determined that the fee of $3,000 should remain, being non-refundable and referable to the administrative cost and the deterrence of unmeritorious applications, and that the period within which application and payment must be made be extended from twenty-four to forty-eight hours, the Chief Immigration Officer having confirmed that the extension is workable.

Clause 25 (Effect of revocation of permission to remain in Barbados): At the Eighth Meeting the Committee agreed that the words "at least" be deleted from the five-year exclusion provision, so that the period of exclusion is fixed by the Act rather than open-ended; the clause is so revised in the Bill as further amended.

Clause 32 (Offences): The seven offences are to be broken out and individually captioned so that the charges are intelligible to the public.

Clause 35 (Right of appeal): The Committee accepted the Ministry's amendment recasting the appeal as a meaningful two-tier review: an internal review by the decision-maker upon written request within twenty-one days, for error of law, fact, procedure or discretion, conducted so far as practicable by a person not involved in the original decision, with power to confirm, vary, revoke or remit; followed by an appeal to an appellate body; reasons to be given save where the Minister certifies that disclosure would prejudice national security; recourse to the courts to follow the exhaustion of these remedies, the supervisory jurisdiction of the High Court being confined to questions of legality, with exceptions for urgency and constitutional questions. In the Bill as amended, the right of appeal against a decision of the Chief Immigration Officer has been removed, the Chief Immigration Officer making no decisions under the legislation — decision-making being the purview of the Minister — and the regime of the Immigration Review Committee, which existed under the Parent Act, has been reinserted and is at the Second Schedule, appeals against decisions of the Minister lying to that Committee.

Clause 38 (General penalties): Consequentially, the general penalty under the Bill is increased from a fine of $20,000 or imprisonment for six months to a fine of $50,000 or imprisonment for one year, or both, with a corresponding limit for offences created by subsidiary legislation.

Clause 39 (Regulations): The regulation-making clause is recast in the Bill as further amended: clause 19(5) is deleted in favour of general provision in clause 39 for administrative penalties; clause 39(1) is revised, at paragraphs (l) to (o), expressly to empower the Minister to make regulations for the entry of persons into Barbados for medical treatment and for administrative penalties; and a new clause 39(3) provides for an administrative penalty not exceeding $50,000 for contravention of the regulations, without prejudice to clause 38(2), the former subclause (3) being renumbered as subclause (4). The

framework for medical visitors, first declined by the Members present in the absence of a Cabinet-approved policy and agreed unanimously at the Eighth Meeting after the Committee heard the Attorney-General, the Minister of Home Affairs and Information and the Chief Immigration Officer, is accordingly delivered by regulations under an anchoring provision in the Bill, breaches attracting administrative rather than criminal penalties.

Amendment of the Schedules by Order (new clause 40): At the Eighth Meeting the Committee agreed that a provision be inserted empowering the Minister to amend certain Schedules by Order, then settled as extending to the First (Domestic Space), Second (Constitution of the Immigration Review Committee) and Fourth (EU Member States) Schedules. In the further amendments circulated by the Chief Parliamentary Counsel, a new clause 40 provides for the Minister to amend the First, Second, Fourth and Fifth Schedules by Order, and the remaining Schedules by Order subject to negative resolution. An amendment made by Order that is subject to neither the affirmative or negative procedures is still required to be published in the Official Gazette to satisfy the requirement of public scrutiny.

General Savings and transitional provisional (new clause 41): The Committee did not adopt the former Committee's recommendation that the Act not be brought into force before the supporting regulations are made, accepting that the policy is settled in the Bill and that regulations may follow.

Security for repatriation: The Consultant and the Chief Immigration Officer identified that the Bill as committed omitted the security provision of section 19 of the Immigration Act, Cap. 190. Under that provision the Minister may, as a condition of the grant of a work permit, require the employer of the person in relation to whom the permit is granted to furnish to the Chief Immigration Officer security, in such form and amount as the Minister determines, to meet the cost of the repatriation of the work permit holder and his dependants, if any; and the permit is of no force or effect until the security is furnished. The provision protects the public purse where an employment comes to an end and the worker must be repatriated, and gives the Immigration Department a practical means of enforcement. The Committee agreed that the provision be reinserted in the Bill, and it is carried as clause 21 of the Immigration Bill as amended.

Border-security amendments: The Minister presented, and the Committee agreed, four amendments prompted by recent operational experience: verification of the relationship between accompanying adults and minors, by documentary proof of parentage, guardianship or consent; a strengthened interface between immigration enforcement and trafficking-in-persons investigations; custodial security standards for inadmissible persons retained, custody remaining with the Chief Immigration Officer; and provision for the seizure, retention, custody and disposition of fraudulent travel documents, in keeping with ICAO [International Civil Aviation Organisation] audit compliance.

Advance Passenger Information Bill, 2026: The Committee agreed at the Eighth Meeting that this Report record the definitions and related provisions removed from the Immigration Bill, 2026 to the

Advance Passenger Information Bill, 2026, which passed the House of Assembly at its Sitting on Tuesday, 11th August, 2026. The statement of those provisions, to be furnished by the Chief Parliamentary Counsel, stands referred at Section 14.0 (Matters Pending).

Further amendments circulated by the Chief Parliamentary Counsel (11th August, 2026): in the Revised List of Changes circulated to the Committee, clause 7(13) is revised to empower the Minister to grant to a person special permission to remain in Barbados on such terms and conditions and in such circumstances as the Minister thinks fit, including in cases of emergency or on humanitarian grounds; clause 8 is recast so that a permit to reside, or to reside and work, may be granted to a person whose application for citizenship or permanent residence has not yet been determined, to a person eligible to apply who has not yet applied, or to a person satisfying such other criteria as the Minister may specify by Order subject to negative resolution, giving effect to the categories deliberated on by the Committee; a new clause 9(6) provides that a person granted a Barbados Welcome Stamp who meets such conditions as the Minister may specify by Order subject to negative resolution may, upon application in the prescribed form and payment of the prescribed fee, be registered as a permanent resident of Barbados, clause 9(3) operating to allow the registration of the Welcome Stamp holder's children and other dependants; the points associated with great-great-grandchildren under the Fifth Schedule are increased from 4 to 10; and the remaining clauses are renumbered.

11.0 DETAILED DELIBERATIONS ON THE BARBADOS CITIZENSHIP BILL, 2026

11.1 The Committee examined the Barbados Citizenship Bill, 2026 clause by clause at its Seventh Meeting. The principal deliberations were as follows.

Clause 2 (Interpretation): no amendment required, save the deletion in clause 2(8) recorded at Section 8.2 of this Report.

Clause 3(1) (Abandoned newborn infants): The Committee accepted that "newborn" is a question of fact to be determined on medical evidence and that a fixed statutory timeframe would be impractical.

Clauses 3(2) and 5(3) (Descent and adopted children): it was confirmed that an adopted child acquires citizenship from the date of the adoption order and may transmit citizenship to descendants; no amendment required.

Clause 3(4) (Immigrant status): considered at Section 9.0 of this Report; the transitional entitlement is retained and no direct pathway is created for holders of indefinite Special Entry Permits.

Clauses 3(5) and 3(6) (Qualifying periods): considered at Section 8.6 of this Report; the aggregate period for nationals of countries which are not Member States is increased to two years (730 days) within the three-year (1,095-day) period; the thresholds for nationals of Member States remain as drafted. At the Eighth Meeting the Attorney-General restated the position of the Government that citizenship acquired by investment is not recognised for the reduced qualifying route to citizenship, and the Chief

Parliamentary Counsel undertook, for the avoidance of doubt, to insert wording into the Bill that the reduced-period route does not extend to holders of citizenship by investment. A proposal of Senator A. W. Mallalieu on the exclusion of citizenship-by-investment applicants from the clause 3(5) pathway, communicated in writing, was read into the record and referred to the Office of the Chief Parliamentary Counsel for consideration in the drafting; clause 4(6) of the Bill as further amended, providing for the avoidance of doubt that subsection (5) does not apply to a person who becomes a national of a Member State by virtue of a programme or law in respect of the acquisition of citizenship through investment or another financial arrangement, satisfies the concern raised in that proposal. In the Bill as further amended the qualifying periods have been increased: clause 4(5) (formerly clause 3(5)) requires of nationals of Member States lawful residence in Barbados as a permanent resident for an aggregate period of at least 270 days during a period of at least 1,095 days immediately preceding the date of application, and clause 4(7) requires of persons who are not nationals of Member States an aggregate period of at least 360 days during a period of at least 1,460 days.

Clause 3(8) and the First Schedule (Persons of eminence): The Committee considered the former Committee's suggested additions to the enumerated offices and the Minister's view that enumeration is unduly narrow. It concluded that the honour of entitlement should be preserved but that the enumeration of offices be replaced by broad criteria of exceptional service and eminence, in the following terms settled by the Committee: "The Minister may, upon application made to him in the prescribed form, register as a citizen of Barbados any person who has excelled in a national or global field of endeavour approved by the Minister, whether in the CARICOM Community or internationally."

Clauses 4 to 8 (Refusal to register; minors; certificate; effect of registration; renunciation): no amendments required. In relation to clause 8 (renunciation), the Chief Immigration Officer confirmed at the Eighth Meeting that no renunciation of citizenship has ever been refused.

Clause 9(1)(c) (Deprivation of citizenship): The Committee concluded that the words "disloyal or disaffected" are too broad and should be redrafted in more specific terms, directed to loss of allegiance to the State leading to an identified detriment, it being noted that the provision cannot apply to citizens by birth. The Consultant undertook to propose revised wording, directed to loss of allegiance to the State leading to a specific and identified detriment rather than to attitudes or expression; in the Bill as further amended, paragraph (c) is revised to remove the words "disloyal or disaffected", the ground being restated as that the person "has shown himself by act or speech to lack allegiance to Barbados".

Clause 9(3) (Enquiry): the procedures in the Bill, supplemented by regulations, were considered sufficient.

Clauses 10 to 12: no amendments required.

Clause 13 (Minister's discretion): adopting the settled recommendation of the former Committee, the clause is to be amended to require the Minister to give reasons for a decision, except where the Minister

certifies that to do so would prejudice national security or public policy, and to make clear that the clause does not oust the supervisory jurisdiction of the High Court.

Clauses 15 to 18: the numbering discrepancies identified in the course of the examination are to be reconciled by the drafters.

Further amendments circulated by the Chief Parliamentary Counsel (11th August, 2026): in the Revised List of Changes circulated to the Committee, the enacting words of the Bill are changed to reflect that the Constitution is being altered, and a new clause 3 is inserted to provide for the alteration of the Constitution, the former clauses 3 to 7 being renumbered as clauses 4 to 7 and the former clauses 6 and 7 merged; subclauses (5) and (7) of clause 4 (formerly clause 3) are revised to reflect longer qualifying periods for citizenship; a new clause 4(6) is inserted to make clear that the shorter duration for citizenship is not available to nationals of Member States holding citizenship by investment, discharging the undertaking of the Chief Parliamentary Counsel and responding to the proposal of Senator A. W. Mallalieu. A new clause 4(9) restricts the availability of citizenship by birth under the Constitution: where no parent of a child born in Barbados is a citizen or permanent resident, entitled or eligible to be registered as a citizen, or lawfully residing in Barbados, the child is not registered as a citizen unless a parent has been lawfully in Barbados for an aggregate period of at least 120 days during the period of at least 180 days immediately preceding the birth — the Attorney-General explaining to the Committee at the Ninth Meeting the public-policy grounds, including advertised birth tourism, false declarations at the point of departure and the attendant risks to mother and child, and observing that citizenship should rest on connection rather than an accident of birth; the provision for the grant of citizenship based on endeavour, now clause 4(10), is revised so that registration is effected by the President, on the advice of the Minister, with provision in a new clause 4(12) requiring the Minister to lay in Parliament, within three months of the end of each year, a report of the number of persons so registered; the references in clause 5(b) (formerly clause 4(b)) are renumbered; clause 9(1)(c) is revised to remove the words “disloyal or disaffected”, the ground being restated as that the person “has shown himself by act or speech to lack allegiance to Barbados”; and the term “public policy” is included in clause 13.

12.0 OBSERVATIONS AND CONCLUSIONS

12.1 The demographic imperative. The Committee accepts, on the evidence of the Population Commission Report and the projections respecting the National Insurance Fund, that Barbados faces a declining and ageing population and that managed migration is a necessary instrument of national policy. The Bills are, in the Committee’s judgment, compatible with the BERT 2026 mission of attracting valuable human capital and investment.

12.2 Citizenship integrity. The Committee is satisfied that the integrity of the Barbadian passport and citizenship are protected by the confinement of clause 3(5) to nationals of a Member State by birth, descent or naturalisation, by the increase of the qualifying period for nationals of countries who are

Member and non-Member States, by the guardrails of refusal on grounds of national security, and by the capacity of modern systems of due diligence. It was stated that Barbados does not operate, and these Bills do not create, a programme of citizenship by investment.

12.3 Procedural fairness. The Committee concludes that the breadth of ministerial discretion, which it has retained on grounds of national security, must be balanced by the giving of reasons save on certified grounds, by a meaningful two-tier review of decisions, and by the preservation of the supervisory jurisdiction of the High Court. The recommendations to this effect answer the principal concerns of the submissions on procedural fairness.

12.4 Precision of language. The Committee concludes that provisions expressed in outdated or subjective terms, notably "conduct which offends public morality" and "disloyal or disaffected", should be replaced with more precise and objectively verifiable language, and has so recommended.

12.5 Regulations and implementation. Much of the machinery of the new regime, including the criteria of the points system and of "sufficient financial resources", is properly the province of regulations and published guidance. The Committee expects that these instruments will be settled expeditiously, and records the Chief Parliamentary Counsel's advice that the ten-point threshold cannot be altered otherwise than by amendment of the Act.

12.6 Public participation. The Committee records with appreciation the quality of the public's engagement, and observes that measures which make the Committee process more welcoming to lay participants, such as to venue, messaging and formality, would further strengthen this democratic institution.

13.0 RECOMMENDATIONS

Arising from its deliberations and the evidence received, the Committee settled the following nineteen recommendations.

13.1 Recommendations Pertaining to the Immigration Bill, 2026

1. Clause 4 (Permitted entrants): The definitions relating to service suppliers should be harmonised with the language of the Economic Partnership Agreements to which Barbados is party, namely the CARIFORUM–European Union Economic Partnership Agreement and the CARIFORUM–United Kingdom Economic Partnership Agreement, so that the terms of the clause carry the meanings settled in those Agreements; the categories of permitted entrants should be set out in the body of the clause so that any alteration requires the approval of Parliament; and the expansion of the list of countries in clause 4(1)(c) to await the guidance of the Ministry of Foreign Affairs and Foreign Trade.

2. Clause 5 (Reside or reside and work): Notwithstanding the Committee's extensive deliberation that the existing administrative practice be codified into three defined categories — namely (a) spouses of citizens, permanent residents or Community nationals residing during the qualifying period of cohabitation; (b) persons not qualifying for any status where the Minister, acting on technical advice, determines that the grant of residence is expedient and reasonable, including emergency and humanitarian cases; and (c) persons who have applied for a status but do not yet meet the qualifying period — the provision appears as clause 8 in the Bill as further amended, and the criteria referenced in the deliberation are reflected at clause 8(2)(a), (b) and (c).

3. Clause 6: The criteria by which the "sufficient financial resources" of a retired person are assessed under clause 6(1)(b) should be settled and published by regulations or departmental guidance; the phrase "under a disability" in clause 6(3) bears its established legal meaning and requires no amendment; and no statutory definition of "direct descendant" in clause 6(4) is required.

4. Clause 7 and the points Schedule: The weightings and criteria of the individual point categories in the Schedule should be refined by regulations; the ten-point qualifying threshold, being fixed in the body of the Bill, can be altered only by amendment of the Act; the concerns of Members regarding the weighting of age, skills and financial resources are recorded in this Report.

5. Clause 8 (Loss of status of permanent resident): The words "activities detrimental to the security of Barbados" should be retained as drafted, flexibility in matters of national security being required.

6. Clause 9 and the Schedule of prohibited persons: The ground of "conduct which offends public morality" at paragraph 3(a) of the Schedule should be removed; paragraph 3(a) has been deleted in the Bill as amended.

7. Clause 23 (Revocation of a deportation order): The fee of $3,000 should remain, being non-refundable and referable to the administrative cost, and the period within which application and payment must be made should be extended from twenty-four to forty-eight hours, the Chief Immigration Officer having confirmed that the extension is workable.

8. Clause 32 (Offences): The seven offences should be broken out and individually captioned so that the charges are intelligible to the public.

9. Clause 35 (Right of appeal): The right of appeal against a decision of the Chief Immigration Officer under clause 35(1) is removed, the Chief Immigration Officer making no decisions under the legislation, decision-making being the purview of the Minister; the regime of the Immigration Review Committee, which existed under the Parent Act, is reinserted in the Bill at the Second Schedule, and appeals against decisions of the Minister lie to that Committee; reasons should be given save where the Minister certifies that disclosure would prejudice National Security, and the Supervisory Jurisdiction of the High Court, confined to questions of legality, is not ousted.

10. The Welcome Stamp should not be codified as a distinct immigration status in the Bill, being itself in the nature of a special entry permit; holders should access permanent residence through the points system in the same manner as other applicants, in accordance with the Committee's settled position on the integration of the Welcome Stamp. After subsequent discussion the Committee agreed to the provision which moves the Welcome Stamp from a Special Entry Permit to a status under the Act and affords its holders the same route as any other applicant to permanent residence and not directly to citizenship.

11. Section 19 of the Immigration Act, Cap. 190, under which the Minister may require an employer to furnish security for the repatriation of a work permit holder and his dependants, should be reinserted in the Bill.

12. The four border-security amendments presented by the Minister should be drafted by the Office of the Chief Parliamentary Counsel, namely (a) verification of the relationship between accompanying adults and minors at the border; (b) a strengthened interface between immigration enforcement and trafficking-in-persons investigations; (c) custodial security standards for inadmissible persons retained, custody remaining with the Chief Immigration Officer; and (d) provision for the seizure, retention, custody and disposition of fraudulent travel documents.

13.2 Recommendations Pertaining to the Barbados Citizenship Bill, 2026

13. Clause 2(8) was deleted,

14. Clause 3(4): No direct pathway to citizenship should be created for holders of indefinite Special Entry Permits, which are an exemption and not an immigration status; the transitional entitlement of persons who held immigrant status under the former Immigration Act for a period exceeding three years is retained.

15. Clauses 3(5) and 3(6): For nationals of countries which are not Member States, the aggregate period of residence should be increased from 270 days to two years (730 days) within the three-year (1,095-day) period preceding application; the thresholds for nationals of Member States remain as drafted, regard being had to the Revised Treaty of Chaguaramas. In further discussion the Committee agreed to the qualifying periods being increased: clause 4(5) (formerly clause 3(5)) requires of nationals of Member States lawful residence in Barbados as a permanent resident for an aggregate period of at least 270 days during a period of at least 1,095 days immediately preceding the date of application, and clause 4(7) requires of persons who are not nationals of Member States an aggregate period of at least 360 days during a period of at least 1,460 days.

16. Clause 3(8) and the First Schedule (persons of eminence): The enumeration of named offices should be replaced by broad criteria of exceptional service and eminence, in the following terms settled by the Committee: "The Minister may, upon application made to him in the prescribed form, register as a citizen of Barbados any person who has excelled in a national or global field

of endeavour approved by the Minister, whether in the CARICOM Community or internationally."

17. Clause 9(1)(c) (Deprivation of citizenship): The words "disloyal or disaffected" should be redrafted in more specific terms, directed to loss of allegiance to the State leading to an identified detriment, it being noted that the provision cannot apply to citizens by birth.

18. Clause 13 (Minister's discretion): The clause should be amended to require the Minister to give reasons for a decision, except where the Minister certifies that to do so would prejudice National Security or Public Policy, and to make clear that the clause does not oust the supervisory jurisdiction of the High Court.

19. Clauses 15 to 18: The numbering discrepancies identified in the course of the examination should be reconciled by the drafters.

13.3 The Committee confirmed that clauses 4 to 8 and 10 to 12 of the Citizenship Bill require no amendment. The Committee also considered a recommendation to the Minister and the Cabinet that persons pursuing studies in Barbados be afforded, in like manner to Welcome Stamp holders, a pathway to permanent residence through the points system.

14.0 MATTERS PENDING

14.1 The following matters stand referred for completion: the settlement and publication, by regulations or departmental guidance, of the criteria of "sufficient financial resources" of a retired person; the completion of the Immigration (Work Permit) Regulations, to be made under the Act and submitted to the Cabinet for approval; and the written instructions of the Minister to the Chief Parliamentary Counsel on the Presidential amnesty for long-resident persons.

14.2 The undertakings recorded at the Eighth Meeting in respect of the exclusion of citizenship-by-investment holders from the reduced qualifying route, the proposal of Senator A. W. Mallalieu, and the redraft of clause 9(1)(c) of the Citizenship Bill have been discharged in the further amendments circulated by the Chief Parliamentary Counsel on 11th August, 2026, and the further amended Bills were circulated to the Committee as agreed.

15.0 CONSIDERATION AND ADOPTION OF THE REPORT

15.1 At its Ninth Meeting the Committee agreed the composition and compilation of this Report: that this Report is the primary report on the Bills; that the draft Bills, as amended to give effect to the recommendations of the Committee, be appended; that the Report of the Joint Select Committee

(Standing) on Governance and Policy Matters be annexed as an appendix; and that the Minutes of the Committee's proceedings and the transcripts of its public sittings be appended and validated.

15.2 The Committee noted the indication of the Leader of Government Business that the debate on the Bills is expected to be taken on 15th September, 2026, after the rise of Parliament, and that the Minister of Home Affairs and Information has been asked to commence the debate on the Advance Passenger Information Bill, 2026, answering the concern earlier raised in respect of the definitions removed from the Immigration Bill. That Bill has since been passed in the Lower House. The Committee further noted that the Bills stand within the parliamentary process, the second reading having been suspended, and that further amendments remain open to the Houses in Committee.

15.3 This Report was considered by the Committee and, at its Ninth Meeting held on the 11th day of August, 2026, the Committee agreed that it be signed off and laid in Parliament, the transcripts and Minutes of the Meetings to be appended.

16.0 CONCLUSION AND THANKS

16.1 The Committee wishes to record its appreciation to all individuals and organisations who contributed to its work by submitting written representations and making oral presentations. Their insights were invaluable to the Committee's deliberations.

16.2 The Committee particularly acknowledges the contribution of the Hon. G. P. B. Nicholls, M.P., Minister of Home Affairs and Information; of the Office of the Chief Parliamentary Counsel, in particular Mrs. Mechelle Elie, Chief Parliamentary Counsel, Ms. Paulette Atkins, Senior Parliamentary Counsel, and Ms. Denisha Goodridge, Crown Counsel, all of that Office; of the Hon. Mr. Justice Sherman Moore, CHB, Retired Justice of Appeal and former Chief Parliamentary Counsel, Consultant; and of Ms. Margaret Inniss, Chief Immigration Officer.

16.3 Finally, the Committee acknowledges with gratitude the diligent support of the Clerk of Parliament, Mr. Pedro E. Eastmond; the Deputy Clerks of Parliament, Ms. Beverley S. Gibbons and Mr. Nigel R. Jones; Miss Suzanne Hamblin, Secretary to the Committee and the staff of the Journal Department; the Hansard Department; the Marshal and Deputy Marshal; and the other staff of Parliament, who facilitated the smooth conduct of the Committee's proceedings.

17.0 APPENDICES

The following documents form part of this Report:

- Appendix 1: Minutes of Proceedings — Minutes of the First to Ninth Meetings of the Committee (13th May; 1st June; 15th June; 19th June; 3rd July; 10th July; 15th July; 4th August; and 11th August, 2026).
- Appendix 2: Written Submissions Received (twenty-four submissions, as consolidated)
- Appendix 3: Hansard Transcripts of the Public Sittings of the Committee.
- Appendix 4: The Immigration Bill, 2026 and the Barbados Citizenship Bill, 2026, as committed
- Appendix 5: The draft Immigration Bill, 2026 and the draft Barbados Citizenship Bill, 2026, as amended (dated 2026-08-11) to give effect to the recommendations of the Committee, together with their Explanatory Memoranda.
- Appendix 6: Report of the Joint Select Committee (Standing) on Governance and Policy Matters on the Immigration Bill, 2025 and the Barbados Citizenship Bill, 2025.
- Appendix 7: Documents Consulted — the Press Release and Terms of Reference; the Comparative Report on Deportation-Order Revocation Fees and Timelines; the Proposed Amendments to the Immigration Act (Medical Visitors); the General Amendments to the Immigration Bill; and the draft Immigration (Medical Visitors) Regulations, 2026.

Mr. D. G. Sutherland, M.P. (Chairman) .....

Dr. W. F. Duguid, J.P., M.P. (Deputy Chairman) .....

Hon. I. A. Weir, M.P. .....

Hon. Ms. C. S. V. Husbands, M.P. .....

Dr. the Hon. R. O. Springer, J.P., M.P. .....

Senator the Hon. C. P. Sinckler .....

Senator the Hon. J. W. D. Reid .....

Senator R. O. Walters .....

Senator A. W. Mallalieu .....

Dated this 11th day of August, 2026.



FINAL REPORT OF THE JOINT SELECT COMMITTEE (STANDING) ON ECONOMIC AND PRODUCTIVE SECTORS ON THE IMMIGRATION BILL, 2026 AND THE BARBADOS CITIZENSHIP BILL, 2026

Parliament of Barbados
August 2026