



NATIONAL EMIGRATION & WELFARE POLICY

MINISTRY OF OVERSEAS PAKISTANIS AND HUMAN RESOURCE DEVELOPMENT

| 2026

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List of Acronyms

ADD	Abu Dhabi Dialogue
AJK	Azad Jammu & Kashmir
BE&OE	Bureau of Emigration and Overseas Employment
BOI	Board of Investment
CoD	Country of Destination
CRC	Convention on the Rights of the Child, 1989
CSO	Civil Society Organisation
CWAs	Community Welfare Attachés
ECP	Election Commission of Pakistan
EOBI	Employees' Old-Age Benefits Institution
FBR	Federal Board of Revenue
FIA	Federal Investigation Agency
FRC	Facilitation & Reintegration Centre
FSA	Foreign Service Agreement
GCC	Gulf Cooperation Council
GCM	Global Compact for Safe, Orderly and Regular Migration
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Organisation
MPF	Migration Partnership Facility
MOFA	Ministry of Foreign Affairs
MOI	Ministry of Interior
MOPHRD	Ministry of Overseas Pakistanis & Human Resource Development
MRCs	Migrant Resource Centres
NADRA	National Database & Registration Authority
NAVTTTC	National Vocational & Technical Training Commission
NICOP	National Identity Card for Overseas Pakistanis
NPCs	Naya Pakistan Certificates
OEC	Overseas Employment Corporation
OEPs	Overseas Employment Promoters
OPF	Overseas Pakistanis Foundation

OPs	Overseas Pakistanis
POC	Pakistan Origin Card
POEPA	Pakistan Overseas Employment Promoters Association
PPPs	Public Private Partnerships
PRI	Pakistan Remittance Initiative
RDA	Roshan Digital Account
SBP	State Bank of Pakistan
SDGs	Sustainable Development Goals
SDRP	Sohni Dharti Remittance Programme
SECP	Securities and Exchange Commission of Pakistan
SEZs	Special Economic Zones
SIFC	Special Investment Facilitation Council
SMEDA	Small and Medium Enterprises Development Authority
SMEs	Small and Medium-sized Enterprises
TEVTA	Technical Education and Vocational Training Authority
TVET	Technical, Vocational and Education Training
UAE	United Arab Emirates
WAIPA	World Association of Investment Promotion Agencies

Message by the Prime Minister



Overseas Pakistanis are the great assets of the country. The Government recognises their contribution in national development in the form of remittances, philanthropy, knowledge and expertise. Over the years, a number of initiatives have been taken to facilitate Overseas Pakistanis across the globe and their families in Pakistan.

To fulfil the Government's vision and commitment, it is my pleasure to present Pakistan's first National Emigration and Welfare Policy, which is a step towards promotion of safe, orderly and regular emigration of Pakistani workers focused on skill development at par with international standards, protection of workers' rights and welfare of Overseas Pakistanis and their families back home. It is also in line with our promise to engage Overseas Pakistanis in national development by promoting investment opportunities, knowledge transfer and innovation as well as their participation in decision making of the country's development.

I appreciate the efforts of the Ministry of Overseas Pakistanis and Human Resource Development, and all other stakeholders in the development of this Policy document.

May Allah Almighty be with us in our efforts to make Pakistan a developed, inclusive and prosperous country.

MIAN MUHAMMAD SHEHBAZ SHARIF
PRIME MINISTER
ISLAMIC REPUBLIC OF PAKISTAN

Foreword



There are about 11 million Overseas Pakistanis living and working around the globe. The main concentration of Overseas Pakistanis is in the Middle East, Europe and the Americas. They contribute to the country's development through remittances, which is the largest source of foreign exchange. The Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD) has been mandated to formulate policies, negotiate bilateral MoUs/Agreements, and develop partnerships with national and international stakeholders to explore overseas demand for Pakistani human resource, while safeguarding the rights and interests of the diaspora and their

families back home.

Despite the existence of institutions, rules and regulations for emigration governance and welfare management, the Government faces several challenges: irregular emigration, shortage of skilled human resource, lack of an accreditation regime, inadequate workers' protection and archaic diaspora engagement.

To address these challenges, the Ministry has developed a comprehensive "National Emigration & Welfare Policy", in consultation with various Federal and Provincial stakeholders including Ministry of Foreign Affairs, International Organisations, Overseas Employment Promoters, Civil Society, Social Partners, Academia, International Experts, and Think Tanks. The policy aims to sustain demand generation for Pakistani workers in traditional and emerging global labour markets; foster skills development in line with international standards; promote effective diaspora engagement for national development; enhance the inflow of remittances through formal channels; and strengthen the protection of workers' rights and welfare of Overseas Pakistanis including the socio-economic reintegration of returnees. The policy also focuses on modernisation of legal framework, automation and digitalisation of emigration and welfare value chain, and ensuring compliance with international standards.

This policy calls for a coordinated effort by all relevant Federal and Provincial Ministries and organisations to facilitate and equip intending emigrants with required skills and certifications. We recognise the importance of building greater understanding and cooperation between labour-sending and receiving countries, through consensus on core values and standards that promote safe emigration, a conducive work environment, and the protection of workers' rights. The policy outlines a clear roadmap for short, medium and long-term outcomes to achieve its objectives.

I am confident that the MOPHRD, in collaboration with all relevant stakeholders, will make meaningful contributions towards the effective implementation of this policy and the achievement of its objectives. I also acknowledge and appreciate the dedicated efforts of Mr. Nadeem Aslam Chaudhary, Federal Secretary (OP&HRD), and his team in the development of this comprehensive policy document.

CHAUDHRY SALIK HUSSAIN
FEDERAL MINISTER
MINISTRY OF OVERSEAS PAKISTANIS &
HUMAN RESOURCE DEVELOPMENT

Acknowledgements

The National Emigration & Welfare Policy is the result of a dedicated commitment to enhancing the employability of skilled Pakistani workers in international labour markets, promoting ease of doing business, ensuring the protection and welfare of expatriates and their dependents, and fostering diaspora engagement initiatives, including the enhancement of remittance inflows. Years of dedicated efforts and extensive consultations have culminated in the development of this comprehensive and forward-looking Policy.



At the outset, I extend my sincere gratitude to the Prime Minister and the Federal Minister (OP&HRD) for their consistent leadership, vision, and guidance in steering the policy process. I would also like to thank the line Federal Ministries, all relevant Federal and Provincial Departments, the State Bank of Pakistan, the Pakistan Overseas Employment Promoters Association, the Employers Federation of Pakistan, and other relevant stakeholders for their valuable contributions. I am especially thankful to the Human Resource Development and Overseas Employment Sector of the Special Investment Facilitation Council (SIFC) for their continuous engagement and facilitation throughout the policy formulation and its approval process.

The contributions of international organizations, including the European Union (EU), International Centre for Migration Policy Development (ICMPD), International Labour Organization (ILO), International Organization for Migration (IOM), and the German Agency for International Cooperation (GIZ), as well as international experts and think tanks, are greatly appreciated for their valuable input throughout the policy development process.

It is also important to acknowledge the technical support extended by EU through ICMPD and the valuable contributions of Ms. Raana Rahim, Officer in Charge and Senior Advisor, ICMPD Pakistan, and Ms. Golda Roma, Senior Project Manager, ICMPD, as well as Dr. G.M. Arif, National Expert, and Ms. Mihaela Matei, International Expert, whose expertise helped make this policy document comprehensive and inclusive.

I wish to express my sincere gratitude to the officers of this Ministry particularly, Policy Planning Unit (PPU) for their support throughout this endeavour. These acknowledgements would, however, remain incomplete without recognizing the contributions of the former leadership of the Ministry of OP&HRD, particularly Dr. Arshad Mehmood, former Secretary, who introduced a structured approach based on five key pillars ensuring a logical and results-oriented pathway towards the achievement of the Policy's long-term objectives.

Finally, this Policy is dedicated to its principal stakeholders — the Overseas Pakistanis. It is expected that the Policy implementation plan will contribute to strengthening the emigration and welfare value chain. It is also hoped that this Policy document will serve as a guiding framework for the formulation of future policies and strategies.

NADEEM ASLAM CHAUDHARY
FEDERAL SECRETARY
MINISTRY OF OVERSEAS PAKISTANIS &
HUMAN RESOURCE DEVELOPMENT

Executive Summary

The National Emigration and Welfare Policy aims to provide a comprehensive framework that addresses the key challenges and opportunities associated with labour emigration from Pakistan. It outlines clear objectives, strategies, and interventions designed to enhance the country's participation in global labour markets while ensuring the protection and welfare of its migrant workers.

The policy aims to contribute to a sustained demand for Pakistani workers in traditional and emerging international markets, foster skills development to align the workforce with global standards and streamline the emigration process through digitalisation. Additionally, it emphasises the importance of engaging the Pakistani diaspora in national development and creating formal channels for remittances, thereby boosting economic growth.

The policy's central focus is on protecting the rights and welfare of migrant workers by modernizing the legal framework, ensuring compliance with international labour standards, and providing robust social protection measures. The policy also includes strategies for effectively reintegrating returnee migrants into the local economy, ensuring their skills and experiences contribute to national development.

The policy addresses the challenges of labour migration through a structured approach across five key pillars: Promotion of Safe, Orderly and Regular Migration, Skills Development, Protection and Welfare of Overseas Pakistanis, and Handling of Emergencies Situations, Engagement of Pakistani Diaspora in the Development Process, and Measures to Increase the Inflow of Remittances through Formal Channels, and the Reintegration of Returnee Migrants. These pillars outline strategic objectives and interventions that cover the entire migration cycle, from pre-departure to reintegration, supporting Pakistan's broader development goals.

This Policy has been developed by the MOPHRD with the objective of aligning Pakistan's migration strategies with international standards and ensuring that the challenges faced by migrant workers are effectively addressed through safe, orderly, and beneficial migration practices. In developing the National Emigration and Welfare Policy, the MOPHRD undertook extensive stakeholder consultations and incorporated insights from government agencies, civil society, the private sector, and international organizations to ensure a comprehensive and inclusive approach.

The anticipated impact of this policy is creating a well-regulated, efficient, and equitable labour migration system that maximises the socio-economic benefits of migration for both Pakistan and its workers, while safeguarding workers' rights and promoting their welfare throughout the migration cycle.

1. Introduction

Migration plays a pivotal role in Pakistan's economy and development, with millions of Pakistani workers employed overseas. The benefits of migration are significant, primarily through the remittances sent by migrants, which form an important source of foreign exchange and contribute to the national economy. Moreover, migration reduces unemployment, and improves livelihoods, particularly in rural areas.

Many countries in the region, with a large number of migrant workers, particularly in the Gulf Cooperation Council (GCC) region, have adopted labour and emigration policies to provide employment opportunities to their youth and utilise their skills effectively which ultimately contribute to their national development. Notable examples include India, Philippines, Bangladesh and Sri Lanka.

Pakistani authorities face several migration governance issues, including, inter alia, lack of correlated migration data and limited access to social protection mechanisms for migrants. The underutilised potential of remittances and the need for better engagement with the diaspora are also issues to be addressed. The need for coordination among relevant stakeholders adds to these challenges.

To address these challenges and capitalise on the opportunities labour migration presents, the Government of Pakistan has prioritised the development of a comprehensive National Emigration and Welfare Policy. The Policy will govern the emigration process and ensure the protection of its migrant workers and skills development of its labour force. It is gender-responsive and closely connected to other sectoral policies, thereby contributing to the Government of Pakistan's broader development plans and priorities. To this end, MOPHRD has developed this Policy through an inclusive consultative process, engaging Federal Ministries and Provincial Governments, civil society, international and regional partners, and academia.

The Policy aims to restructure MOPHRD and its allied entities. It gives due importance to the identification of new avenues of emigration for Pakistani workers, both men and women; the automation and digitalisation of emigration processes; and the strengthening of TVET sector and global accreditation of certification of workers' skills. It also focuses on protecting emigrants' rights and promoting their active participation in the socio-economic development of the country.

In addition, the Policy addresses the needs of Overseas Pakistanis¹ in emergency situations, such as wars, conflicts, civil unrest, natural disasters, pandemics and economic crises, etc. Although systems are already in place within MoFA and OPF to facilitate Overseas Pakistanis in times of crises, the Policy proposes close collaboration among relevant organisations, not only for making this facilitation more effective and cohesive but also recommends the social and economic reintegration of returning emigrant workers. This reintegration will be achieved by developing programmes and services, as well as referral networks to connect emigrant workers with relevant stakeholders in government, civil society, trade unions, international organisations, academia, training institutes, and the private sector.

The Policy recommends specific steps, in coordination with relevant stakeholders, to engage the Pakistani diaspora in the development of the country. It aims to integrate their knowledge and

¹ For the purposes of this Policy, "Overseas Pakistani" means any person of Pakistani nationality or ancestry — evidenced by a Pakistani Passport, CNIC, NICOP, POC, or OPF Membership Card — who is working, residing, or studying abroad, whether permanently or temporarily, for a period of not less than six months.

expertise in decision-making, policy development and programming processes. Through the implementation of this Policy, the Pakistani diaspora is expected to play a critical role in contributing resources, experience, technology and access to international markets. Their engagement in development activities, incentivized through special measures, would be a valuable resource in realizing the country's development goals.

The policy aims to promote safe, orderly, and regular migration while maximising the developmental impact of the Pakistani workforce abroad, ensuring the protection and welfare of migrants, and fostering greater engagement with the Pakistani diaspora for national development. Through this approach, the Government of Pakistan seeks to enhance the socio-economic benefits of emigration for both the migrants and the home country.

1.1 Objectives of the Policy

The overall objectives of this Policy are to:

- ▶ Maximise the benefits of labour emigration by promoting safe, orderly, and efficient emigration of Pakistani workers for employment abroad, with a focus on their skills development and competencies in addition to providing them with a comprehensive understanding of the socio-economic, cultural, and religious norms of the destination countries;
- ▶ Establish a comprehensive, efficient, and sustainable framework comprising structures, programmes, and services aimed at strengthening the protection of the rights and welfare of Overseas Pakistanis, particularly emigrant workers, in destination countries, while also enhancing support services for their families in Pakistan;
- ▶ Actively engage Pakistani diaspora in the socio-economic development of Pakistan and make them an integral part of development planning; and
- ▶ Facilitate the economic, social, and psycho-social reintegration of returning emigrants into Pakistani society and economy through relevant support mechanisms and programmes, leveraging their skills and experiences for national economic growth.

1.2 Policy Pillars

Within the framework of these objectives, this policy is structured around the following five inter-related pillars (Figure 1):

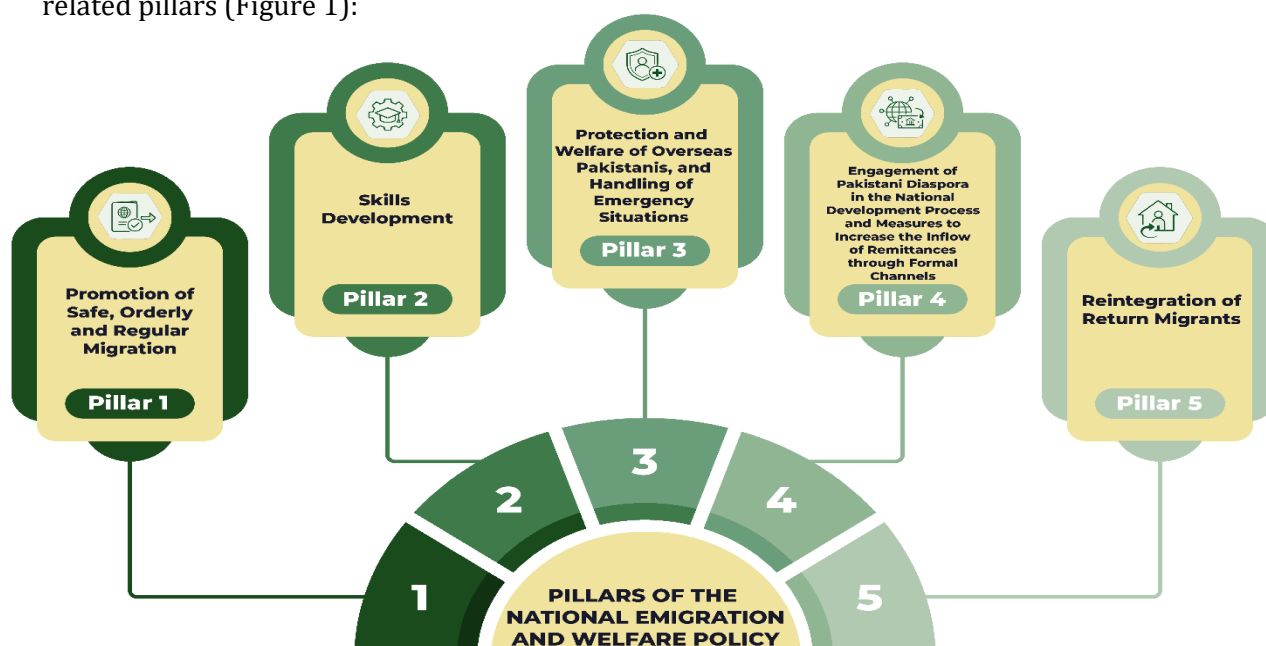


Figure 1 - Pillars of the National Emigration and Welfare Policy

The policy aims to comprehensively improve Pakistan's labour emigration governance by fostering sustained demand for Pakistan's workforce, ensuring transparent and efficient emigration processes, and enhancing institutional capacity. This will be achieved through robust labour market research, data analytics, and the identification of global and regional employment trends to guide strategic decision-making.

2) Skills Development

The policy focuses on broadening the skill sets of Pakistani workers to align with the needs of diverse industries such as healthcare, technology, caregiving, and traditional sectors like construction and transport. Key measures include forming partnerships with private sector institutions, establishing skill centres of excellence, and securing international accreditations. The policy also aims to streamline the emigration process through digitalisation and improve the generation and management of data to enhance efficiency and effectiveness in overseas employment promotion.

3) Protection and Welfare of Overseas Pakistanis, and Handling of Emergency Situations

The policy commits to revising legal frameworks, such as the Emigration Ordinance of 1979, to address the modern challenges faced by migrant workers. It focuses on simplifying regulatory processes to enhance transparency in recruitment practices while prioritising the protection and welfare of migrants and their families through stronger legal and institutional support systems.

4) Engagement of Pakistani Diaspora in the National Development Process and Measures to Increase the Inflow of Remittances through Formal Channels

The policy seeks to deepen the engagement of the Pakistani diaspora in national development by promoting greater investment and participation in business opportunities within Pakistan. Platforms will be developed to facilitate the transfer of skills, knowledge, and innovation from the diaspora, while strategies to increase remittance inflows through formal channels will be implemented, ensuring that the diaspora's contributions are maximised for national economic growth.

5) Reintegration of Return Migrants

The policy emphasizes a comprehensive and sustainable approach to the reintegration of returning migrants, ensuring their smooth transition into the national economy. This will be achieved by providing targeted support systems, facilitating the recognition of their skills and experiences gained abroad, and leveraging their contributions for national development.

1.3 Core Values

The framework for this policy is anchored in the following principles:

- ▶ The dignity of the Pakistani diaspora and emigrant workers as citizens should be upheld. As a country with a large emigrant population and a long history of international mobility, Pakistan adopts a multi-faceted institutional and policy framework to govern the emigration process.

- ▶ The State ensures the rights, opportunities and protection of every citizen, without discrimination, to access decent work and lawful income, either in the country or overseas.
- ▶ There is equality of individuals – regardless of gender – before the law and in nation building and that Pakistani emigrant workers must be protected from human trafficking, smuggling, slavery, forced labour, labour exploitation, violence, arbitrariness, crimes against humanity as well as other inhuman and degrading treatments that violate human rights.
- ▶ The State is committed to strengthening the legal, institutional, and social protection framework for Pakistani emigrant workers and their families, in fulfilment of its constitutional obligations and international commitments.
- ▶ The meaningful participation and representation of Overseas Pakistanis in relevant decision-making processes and key corresponding institutions in Pakistan will be ensured. There is recognition of the role of Civil Society Organisations (CSOs) and Non-Governmental Organisations (NGOs), as well as workers' and employers' organisations as partners in protecting, promoting, and strengthening respect for the rights and welfare of Overseas Pakistanis and emigrant workers.

The Policy provides a framework that not only promotes the emigration of labour but also emphasises the protection and welfare of migrants. Through a combination of skills development, regulatory reforms, and diaspora engagement, the policy sets the stage for enhancing Pakistan's role in the global labour market, while ensuring that emigration contributes positively to the country's socio-economic development.

2. The Current State of Labour Emigration in Pakistan

The emigration of Pakistani workers abroad plays a significant role in absorbing Pakistan's growing labour force. With a labour force exceeding 70 million, Pakistan ranks among the top 10 countries in the world with the largest labour forces. According to Pakistan's labour force survey, about 1.5 million individuals join the labour force annually.²

Labour emigration is important in Pakistan's economy, primarily through remittances from low-skilled workers in the GCC countries, particularly in the construction and transport sectors. However, in response to evolving international labour market dynamics, Pakistan is working to diversify the skill set of its migrant workforce to meet the growing demand for highly skilled workers in emerging industries.

The legal framework for promoting labour emigration and protecting migrant rights is primarily led by the MOPHRD. The Emigration Ordinance, 1979 (updated in 2022) and the Emigration Rules, 1979 (updated in 2023) provide the legal foundation for regulating labour emigration. After the 18th Constitutional Amendment in 2010, labour emigration remains a federal responsibility, while labour management, skills development, and training have become provincial mandates. This division ensures both federal oversight of migration and localized focus on workforce development.

2.1 Outlook of International Migrant Workers

Migration for employment is an important global issue driven by two major labour market forces: (i) many people of working age cannot find employment in their own countries, and (ii) there is a shortage of workers in various destination countries. Consequently, there is significant movement of workers across borders in search of employment opportunities.³

2.1.1. Stock of International Emigrant Workers

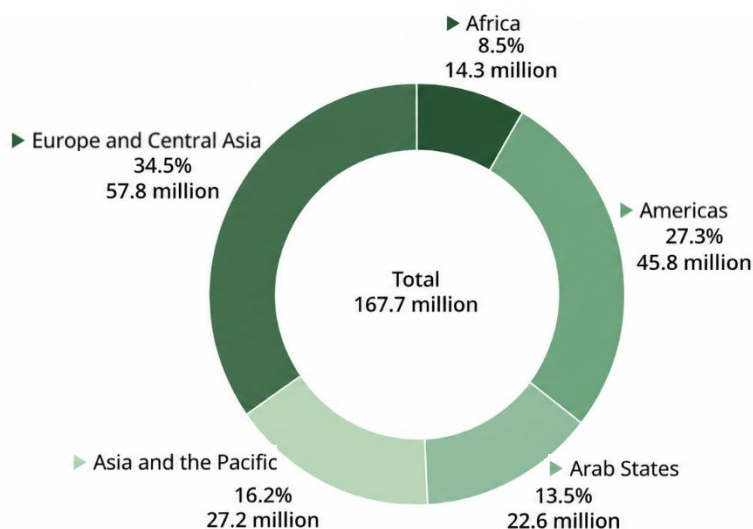
The latest available statistics show that the global stock of international emigrant workers in the labour force totalled 167.7 million in 2022, accounting for 4.7% of the labour force in destination countries. Women constituted 38.7% (64.9 million) of global migration for employment, while youth made up 12.9% of the working age migrant population.⁴

In 2022, international migrants in the labour force were concentrated in Europe and Central Asia, accounting for 34.5 per cent of them (57.8 million), followed by the Americas at 27.3 per cent (45.8 million), Asia and the Pacific at 16.2 per cent (27.2 million), the Arab States at 13.5 per cent (22.6 million) and Africa at 8.5 per cent (14.3 million) (Figure 2).

² Pakistan Bureau of Statistics, *Pakistan Labour Force Survey 2011-12 and 2020-21* (Planning and Development Division, Government of Pakistan).

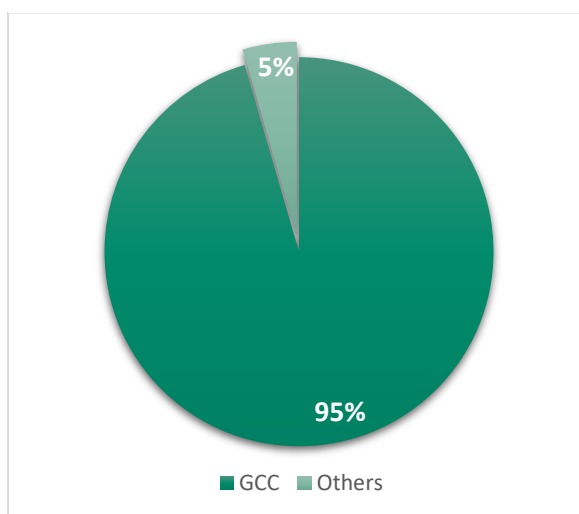
³ International Labour Organization, *ILO Multilateral Framework on Labour Migration: Non-Binding Principles and Guidelines for a Rights-Based Approach* (International Labour Office 2006).

⁴ International Labour Organization, *ILO Global Estimates on International Migrant Workers: Results and Methodology* (International Labour Office 2024) <https://www.ilo.org/publications/ilo-global-estimates-international-migrants-labour-force>.

Figure 2 - International Migrants in the Labour Force by Region 2022

Source: ILO

In terms of the origin of international migrants, the Asia and Pacific region ranks first accounting for one-third of all international migrants. This is followed by Europe and Central Asia, the Americas, Africa, and the Arab States.

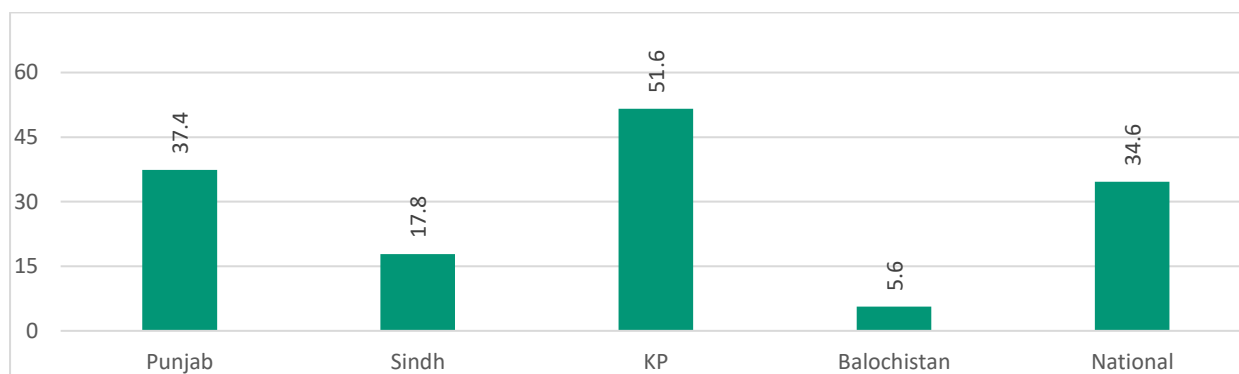
Figure 3 - Distribution of Pakistani Registered Migrants Abroad 1971-2025

Between 1971 and 2025 (June), approximately 14.38 million registered Pakistanis emigrated from the country for employment (Annex 1). During the period 95.5% of Pakistani registered emigrants went to GCC countries, with the remaining 4.5% distributed among other regions such as Middle East, Africa, Malaysia, EU, South Korea, and others.⁵

The employment of workers in overseas labour markets, primarily the Middle East, reached a new peak of 0.94 million in 2015. Subsequently, a declining trend was observed due to the “Gulfisation” policy in the GCC countries and the Covid-19 pandemic. However, the outflow of Pakistani workers picked up momentum again,

and in 2022 around 0.83 million and in 2023 about 0.86 million proceeded abroad for employment, which constitutes over half of the yearly increase in the domestic labour force. From 2006-2021, the total number of workers employed abroad was equal to more than one-third of the new entrants in the domestic labour force (Figure 3).

⁵ Bureau of Emigration and Overseas Employment, ‘Reports and Statistics’ <https://beoe.gov.pk/reports-and-statistics>.

Figure 4 - Pakistani Emigrant Workers as a Proportion of New Entrants in the Domestic Labour Force, 2006-21

Source: Labour Force Survey 2006, 2021; BE&OE

The overseas employment of workers from Khyber Pakhtunkhwa (KP) was equal to 52% of new entrants into the provincial labour force. The corresponding figure for Punjab was 37% and 18% for Sindh. Balochistan lagged in securing employment opportunities abroad for its workers. It appears that overall emigration of workers has significantly reduced pressures on the domestic labour market, particularly in the KP and Punjab provinces.

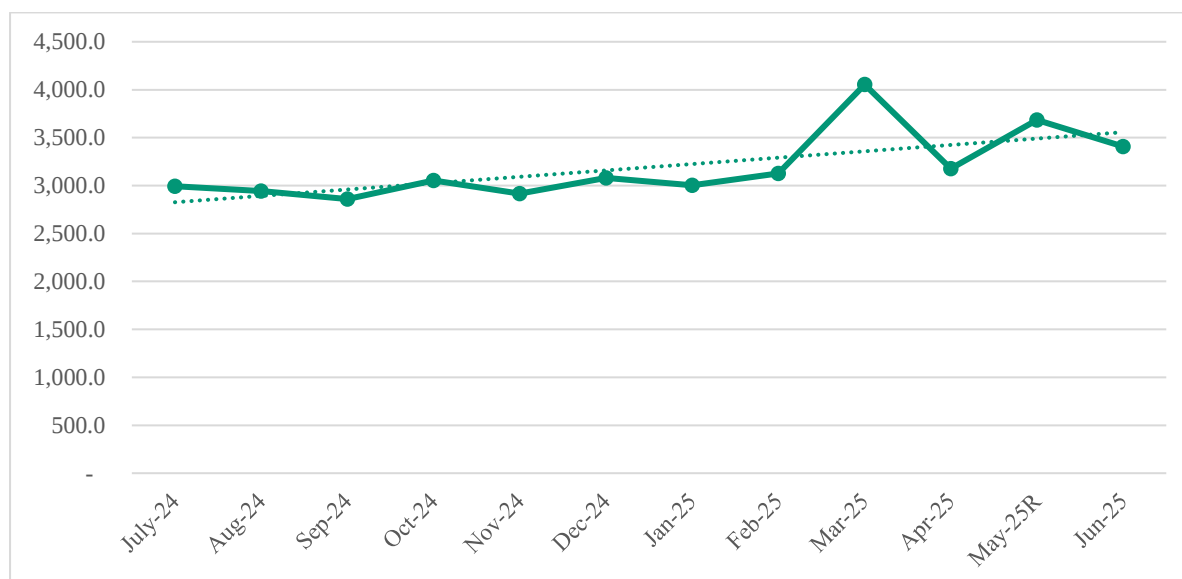
Punjab's share in the emigration of Pakistani workers (52.16%) between 1981 and 2025 (June), closely aligns to its share in the total population, while Sindh contributing 9.2%, is below its (23%) population share. Khyber Pakhtunkhwa accounts for over a quarter of Pakistani emigrant workers, nearly double its population percentage. Balochistan's emigrant share is just 1.05%. The regions of AJK, Gilgit-Baltistan and FATA, categorized as 'other regions', contribute a little over one-tenth of the outflows of workers.

2.1.2 Contribution of Overseas Pakistanis to National Development

The Government of Pakistan recognises Overseas Pakistanis as an asset and values their contributions towards the socio-economic development of the country. It also considers the emigration of workers for overseas employment as an extension of the overall agenda of creating decent work for all its citizens.

Currently, more than 11 million Overseas Pakistanis live around the globe. The main concentration of Overseas Pakistanis is GCC countries (51.33%), Europe (24.82%), Americas (16.53%), Asia & Far East (3.55%) Africa (2.31%) and Australia & New Zealand (1.45%). These simple statistics indicate the concentration of Pakistani diaspora in the Middle East region, primarily for temporary employment.

Pakistan received US\$ 38.3 billion in remittances during FY 2024-2025. The influx of remittances plays a crucial role in the balance of payment by mitigating the trade deficit, supporting foreign exchange reserves and improving the socio-economic status of families back home by financing education, health, and entrepreneurial activities.

Figure 5 - Workers' Remittances 2024-25

Source: SBP

Roshan Digital Account (RDA) is a major initiative of State Bank of Pakistan (SBP), launched on 10th September 2020 in collaboration with commercial banks operating in Pakistan. These accounts aim to provide all banking facilities for millions of Non-Resident Pakistanis (NRPs) seeking to undertake banking, payment and investment activities in Pakistan. Account opening is an entirely digital and online process, completable within 48 hours without any need to visit a bank branch.

The Naya Pakistan Certificate (NPC) is an investment instrument issued by the Government of Pakistan specifically for non-resident Pakistanis and Pakistani-origin foreign nationals, offering competitive, Shariah-compliant and conventional fixed-return investment options.

Details of accounts and accumulated funds received in RDA and NPCs from 10th September 2020 to 30th June, 2025 are as under:

RDA

USD Million

Number of Accounts Opened	Funds			Total Repatriated and Utilised	Net Repatriable Liability
	Received	Repatriated	Utilised Locally		
A	B	C	D	E = (C+D)	F = (B-E)
831,963	10,563	1,811	6,762	8,573	1,990

NPC

USD Million

NPC Investments (Conventional)	NPC Investments (Islamic)	Roshan Equity Investments	Balances in Accounts	Other Liabilities	Net Repatriable Liability
(G)	(H)	(I)	(J)	(K)	$L = (G + H + I + J + K)$
466	926	70	485	44	1,990

Source: SBP

2.1.3 Emerging Markets for Overseas Workers

Labour shortages in developed countries, notably in North America, Europe, Australia, Japan, and Korea, are a pressing concern for these countries. Key contributing factors include an aging population leading to a declining labour force participation. The COVID-19 pandemic had significant ramifications for migration and mobility in Europe, shifting public attitudes to migration in some European countries, affecting labour mobility, and impacting the human rights of migrants.⁶

A 2020 poll in the United Kingdom revealed that a significant majority of the public (62%) supported granting automatic citizenship to care workers who helped respond to COVID-19, while 50% backed offering citizenship to other essential workers, including supermarket and agricultural workers. To address persistent labour shortages, particularly in essential sectors such as agriculture, health and social care, and transportation, several European countries introduced measures to facilitate the admission of third-country workers, including streamlined work permit procedures, seasonal worker schemes, recognition of foreign qualifications, and targeted labour migration pathways.⁷

With a labour force exceeding 70 million, Pakistan is well-positioned to help address global labour shortages. At the direction of the Special Investment Facilitation Council (SIFC) — the Government's apex 'one-window' platform for accelerating policy decisions and promoting foreign direct investment — NAVTTC constituted a Sub-Group for Maximising the Export of Manpower, led by MOPHRD. The Sub-Group was tasked with identifying eight to ten high-demand countries of destination, determining annual demand and certification requirements, and establishing data-sharing mechanisms across MOPHRD, OEC, BE&OE, CWAs, MoFA, NAVTTC, and the Provincial TEVTAs. The Sub-Group identified eight priority Countries of Destination: Saudi Arabia, UAE, Oman, Qatar, Japan, Germany, Romania, and South Korea.

2.1.4 Human Resource Development

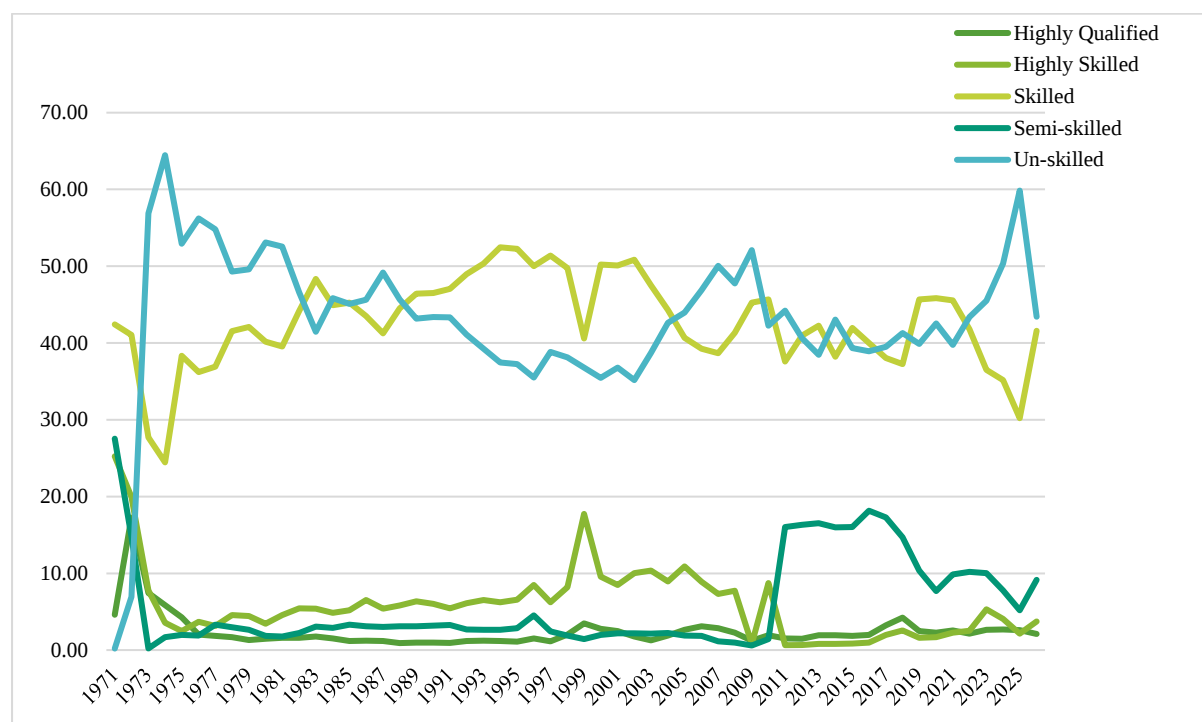
One of the major components of this Policy is the skill development of the Pakistani labour force including potential emigrant workers. For a long time, the skill level of Pakistan's workforce has remained stagnant with over 50% of workers classified as unskilled or semi-skilled (see Figure

⁶ M McAuliffe and A Triandafyllidou (eds), *World Migration Report 2022* (International Organization for Migration 2021).

⁷ European Commission, *Meeting labour market needs* (European Migration Network, 2024) https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-publications/emn-annual-reports/european-migration-network-asylum-and-migration-overview-amo-2024/meeting-labour-market-needs_en.

5). Both developed countries and GCC nations are increasingly favouring skilled and semi-skilled labour emigration often targeted towards specific occupations and sectors. In this context, enhancing the skills of the Pakistani labour force, especially those intending to emigrate, presents a significant challenge for Pakistan's labour emigration system.

Figure 6 - Distribution (%) of Pakistani workers by skill level, 1971-2025 (June)



Source: BE&OE

2.2 Legal, Institutional and Governance Framework

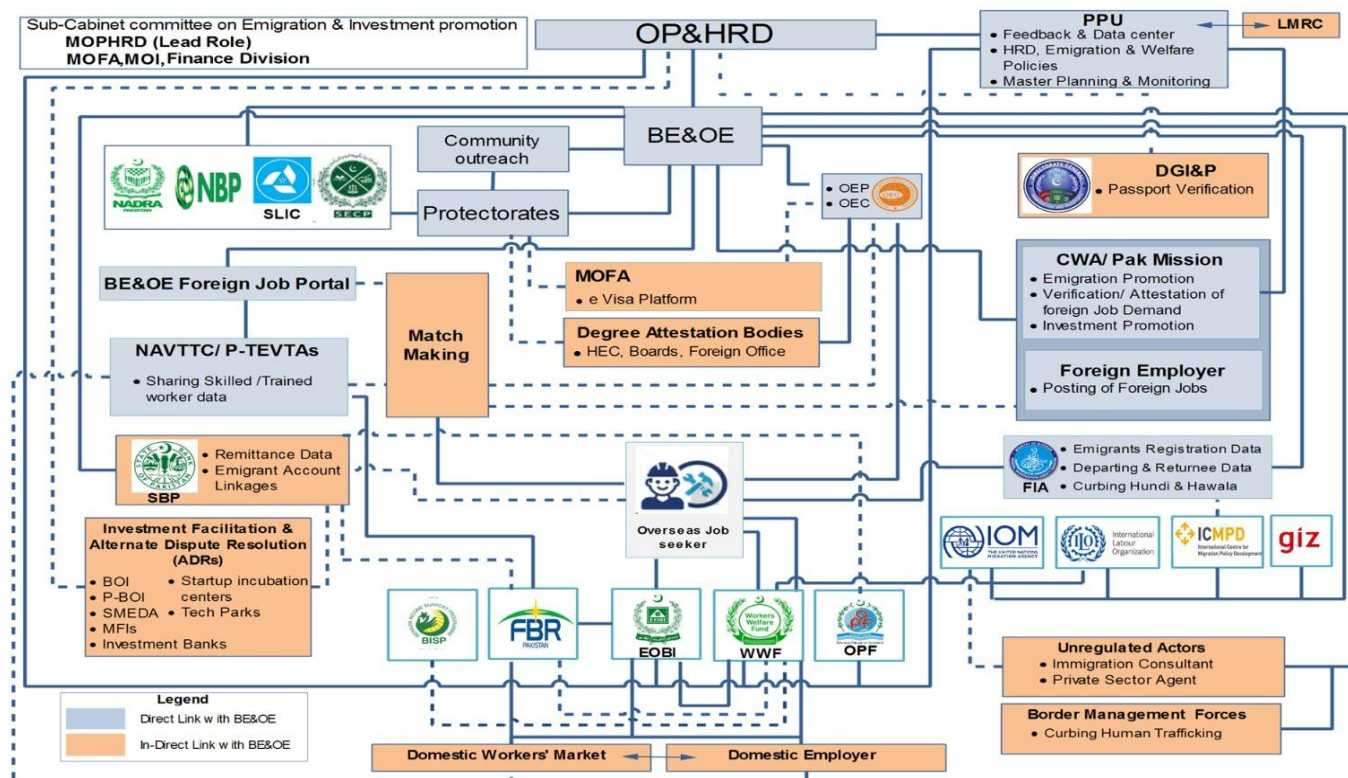
Two main legislative documents define the sphere of emigration policy in Pakistan. The Emigration Ordinance, 1979 and Emigration Rules, 1979, set the legal framework for regulating labour emigration from Pakistan. The primary purpose of these regulations is to promote safe, orderly, and well-governed emigration, ensuring the protection of Pakistani emigrants while streamlining the operations of employment promoters and government authorities involved in the emigration process. The rules specify the powers and duties of key authorities, including the Director General, Protector of Emigrants, and Labour / Community Welfare Attachés, who oversee compliance with emigration laws, safeguard emigrants' rights, and promote overseas employment. These rules serve as a foundation for managing labour emigration and protecting Pakistani workers abroad while promoting accountability among employment promoters and ensuring that the rights and welfare of emigrants are upheld.

The labour emigration ecosystem encompasses every stage of an emigrant's journey — from initial awareness of the risks involved and the support available from family, community, and public institutions; through access to the means and resources required to work abroad; to the availability of effective grievance mechanisms for resolving disputes and protecting workers' rights.⁸ Over the years, Pakistan has developed a progressively more comprehensive ecosystem

⁸ Sabrina Thulander, *Reducing Vulnerability to Forced Labour: Building a Safe Labour Migration Ecosystem in Source Communities* (Global Fund to End Modern Slavery 2020) <https://gfems.org/uncategorized/reducing-vulnerability-to-forced-labour-building-a-safe-labour-migration-ecosystem-in-source-communities/>.

— spanning emigration processes, welfare management, investment promotion, and human resource development — supported by multiple national institutions and a dedicated support framework for its workers (Figure 6).

Figure 7 - Ecosystem and Framework



Source: MOPHRD

The emigration of Pakistani citizens is managed by the MOPHRD. The MOPHRD deals with all matters concerning Overseas Pakistanis including attending to their needs, initiating schemes for their welfare and resolving their grievances. It also focuses on promoting overseas employment for Pakistani workers and improving the living conditions of the working class by ensuring better protection and decent working conditions for them. Its activities encompass managing human capital, providing social protection, fostering socio-economic uplift, and resolving disputes for the working class.

The proposed restructuring of MOPHRD and its allied entities includes functionality-based redesigning, technological layers, international coordination, advisory committee(s), and think-tanks. The proposal emphasises smart management teams, operational manuals, and introduces KPI-based governance framework.

Additionally, the restructuring plan responds to emerging challenges by upscaling MOPHRD's mandate as defined in the Rules of Business, 1973. This expansion includes a 'master plan' for Emigration, assessment of international labour market dynamics, facilitation for investment in Pakistan (start-ups), broadening the responsibilities of CWAs, and outreach to new Country of Destinations (CoDs). It also outlines the facilitative role of multilateral entities like ILO, IOM, ICMPD, and GIZ, and contributions by the TVET Sector and Overseas Employment Promoters (OEPs).

Post-restructuring, MOPHRD will have clearly defined functions, an Operational Manual complete with SOPs, Key Performance Indicators for results-based accountability, performance evaluation and feedback mechanisms based on KPIs. Think tanks will be selected from sectors including emigration, welfare, reintegration, and policy development to ensure continuous dialogue on evolving practices and the adoption of better procedures.

Additionally, a Cabinet Committee on Emigration, Overseas Employment & TVET (Technical & Vocational Education and Training) has been notified under the Chairmanship of the Prime Minister of Pakistan. The Committee shall steer and decide at the national level all cross-cutting issues dealing with overseas employment & TVET sector, development of plans for leveraging technologies to address these issues, accreditation and certification of training programmes and institutions, monitoring and evaluation of performance reports, standardisation and modernisation of curricula, adopting best practices, skills development, training and capacity building of instructors. The Committee will take the necessary steps to curb the exploitation of workers, human smuggling, and irregular emigration, including through engagement with relevant international partners and fora.

2.3 Key Stakeholders

2.3.1 Government Institutions

Name	Description
Ministry of Overseas Pakistanis & Human Resource Development and Institutions that come under the purview of the Ministry	Ministry of Overseas Pakistanis & Human Resource Development (MOPHRD) MOPHRD ensures overall coordination, implementation and monitoring of policies and programmes related to labour migration. MOPHRD also takes measures for the welfare of Pakistani emigrants and their dependents in Pakistan and coordinates with provincial governments to align national labour laws with Pakistan's international obligations on labour standards. MOPHRD has three main entities: Bureau of Emigration & Overseas Employment (BE&OE) controls, regulates, facilitates and monitors the emigration process through its nine offices of the Protectorate of Emigrants: Lahore, Rawalpindi, Multan, D.G Khan, and Sialkot in Punjab; Karachi in Sindh; Peshawar and Malakand in Khyber Pakhtunkhwa; and Quetta in Balochistan Overseas Employment Corporation (OEC) is the only public agency in Pakistan that recruits workers for overseas employers, promotes employment abroad and G2G recruitments through Letters of Intent (LOIs), Memorandum of Understandings (MoUs) and Bilateral Labour Mobility Agreements (BLAs). Overseas Pakistanis Foundation (OPF) develops and manages welfare schemes and concessions for Overseas Pakistanis such as housing, education, health schemes for Overseas Pakistanis. OPF also takes responsibility for transportation of human remains of Overseas Pakistanis to their hometown, upon the request of a Pakistani embassy or consulate. Employees' Old-Age Benefits Institution (EOBI) is the pension, old age benefits and social insurance institution, which provides long-term social security, in the form of financial assistance to retired insured workers and their dependents. Workers Welfare Fund (WWF) provides services for registered workers, which include housing schemes, health care, marriage and death grants, skills development and education facilities for workers' children. National Industrial Relations Commission (NIRC) is the quasi-judicial forum in Pakistan, which regulates relations between employers and workers to maintain

	industrial peace in trans-provincial establishments and those located in the Islamabad Capital Territory. Directorate of Workers Education (DWE) provides specific education /training to the workers, employers and trade union leaders of public and private sector organisations.
Ministry of Interior, (MoI), National Database and Registration Authority (NADRA) and Federal Investigation Agency (FIA)	MoI is responsible for implementing internal policies, ensuring state security, administering internal affairs and assisting the government with territorial affairs. It is also responsible for the issuance of travel documents (passports), border management and related services. NADRA has a mandate to provide solutions for identification, e-governance and secure documents that deliver multiple goals of mitigating identity theft, safe-guarding the interests of Pakistani citizens within the country and abroad. It has also established centres at Pakistani Missions to facilitate the issuance, modification and renewal of NICOP, CNIC, POC, FRC and cancellation of NICOP/ CNIC/ POC/ CRC of Overseas Pakistanis. FIA has a mandate to control and take necessary measures against white collar crimes in the country including human smuggling / trafficking, illegal transfer of remittances through hawala-hundi, etc.
Ministry of Foreign Affairs (MoFA) and its Diplomatic Missions	MoFA has been mandated to coordinate and implement Pakistan's foreign policy. This includes matters related to political relations, economic affairs, security and defence matters, cultural promotion, and people-to-people exchange. It is also responsible for economic diplomacy, protecting the interests of Pakistani diaspora including provision of assistance in emergency situations through Pakistani Missions.
Ministry of Finance (MoF)	MoF manages the national economy at both macro and micro levels. It aims to implement sound and equitable economic policies that steer Pakistan towards sustained development and macroeconomic stability with the ultimate goal of continuously improving the quality of life for all citizens. The MoF is also facilitating increase in inflow of remittances through various incentives schemes which include Pakistan Remittance Initiative (PRI), Sohni Dharti Remittance Programme (SDRP), Roshan Digital Account (RDA), and Naya-Pakistan Certificate.
Board of Investment (BoI)	BoI works under the administrative control of the Prime Minister's Office and is mandated to attract foreign investment and promote domestic investment in Pakistan.
National Vocational and Technical Training Commission (NAVTTTC)	NAVTTTC has a mandate to regulate, coordinate, and oversee vocational and technical training in Pakistan. Its primary objectives include developing and implementing national vocational and technical training policies, standards, and programmes to enhance the employability and skill level of the country's workforce. NAVTTTC also works to promote and facilitate the recognition of skills domestically and internationally, thereby contributing to economic growth and competitiveness.
Provincial Technical Education and Vocational Training Authorities (PTEVTAs)	PTEVTAs provide technical education and vocational skills to youth of the province in order to meet market and industry demand. It is responsible for regulating and developing technical education and vocational training standards in coordination with NAVTTTC.

2.3.2 Non-Governmental Institutions

Name	Description
Overseas Employment Promoters (OEPs)	OEPs are licensed organisations authorized by the MOPHRD through BE&OE to facilitate safe, orderly and regular emigration of Pakistani migrant workers.

2.3.3 UN and International Organisations

Name	Description
International Labour Organisation (ILO)	ILO is a United Nations agency with a mandate to advance social and economic justice by setting international labour standards. MOPHRD collaborates with ILO, focusing on promoting decent work and protecting the rights of Pakistani workers, both within the country and abroad.
International Organisation for Migration (IOM)	IOM is the leading inter-governmental organisation in the field of migration and works closely with governmental, inter-governmental and non-governmental partners. MOPHRD coordinates with IOM to enhance the protection, welfare, and rights of Pakistani emigrants abroad, facilitate orderly emigration, and ensure their reintegration upon return. IOM also facilitates the implementation of Global Compact for Safe, Orderly and Regular Migration (GCM) in Pakistan and the latter's participation in various Regional Consultative Processes (RCPs) on migration.
United Nations (UN)	UN adopted Sustainable Development Goals (SDGs) in 2015 as a universal call of action to end poverty, protect the planet, and ensure that by 2030 all people enjoy peace and prosperity. The 2030 Agenda for Sustainable Development recognises the positive contribution of migrants to inclusive growth and sustainable development. The Government of Pakistan takes the responsibility of closely reviewing migration-related SDGs to determine the extent to which Pakistan can report on them.
International Centre for Migration Policy Development (ICMPD)	ICMPD is an international organisation, which makes policy recommendations on migration-related issues to governments and intergovernmental agencies. MOPHRD collaborates with ICMPD on various aspects of migration policy development, labour mobility, skill development and awareness campaign. ICMPD has established Migrant Resource Centres (MRCs) in Islamabad, Lahore, and Peshawar for the latter.
German Agency for International Cooperation (GIZ)	GIZ is an international enterprise owned by the German Federal Government that provides services in the field of international development cooperation. GIZ has been working in Pakistan since 1961. Under MoU on "Technical Assistance to the Facilitation and Reintegration Centre (FRC) for Pakistani workers", two Pakistani-German Facilitation and Reintegration Centres (PGFRCs) were established in Lahore and an advisory desk in Islamabad. The objective is to facilitate returning Overseas Pakistanis by developing their skills for gainful employment thereby integrating them in Pakistan's social and economic landscape. Through a renewed MoU, the scope of work has been expanded to include labour mobility.

2.3.4 Regional Consultative Processes on Migration

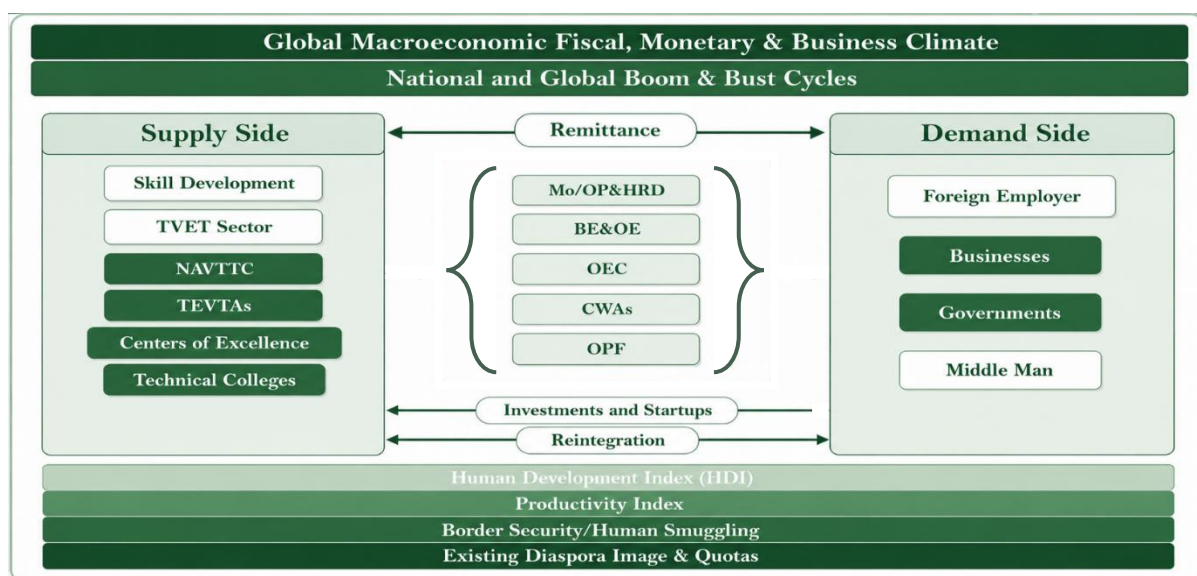
The Regional Consultative Process on Migration (RCP) are restricted information-sharing and discussion forum for states with an interest in promoting cooperation in the field of migration.

Name	Description
Colombo Process	Regional Consultative Process on Overseas Employment and Contractual Labour for Countries of Origin in Asia provide a forum for dialogue among labour countries of origin and contribute to strengthening the management of temporary contractual labour mobility in the Asian region. Pakistan has played an active role in the Colombo Process since 2016, having assumed a leadership role as chair on its Thematic Area Working Group on Remittances. In that capacity, Pakistan has proposed many innovative measures to reduce the cost of remittances transfer and shared its own best practices.
Abu Dhabi Dialogue (ADD)	ADD was established in 2008 to increase cooperation among Asian countries of origin and destination on issues relating to labour migration governance. Pakistan has played a leadership role in ADD, remaining chair for two years (2022-23) and representing the forum on various occasions across the globe. Leading ADD in a challenging post-Covid era afforded Pakistan an opportunity to voice the common concerns of expatriate workers in the GCC region and propose many remedial policy measures.
Budapest Process	Budapest Process, initiated in 1993, provides a platform for dialogue and operational cooperation for 55 governments as well as a number of regional and international organisations. Since 2010, Pakistan is an active participant in this process and currently co-chair (with Italy) of its Thematic Working Group on Legal Pathways, which includes labour migration, and steers discussions towards more formal and rights-based labour agreements with participating European countries.

2.4 Key challenges

During the evaluation and analysis phase, a comprehensive gap analysis was carried out comparing Pakistan's labour emigration management with best practices from countries such as the Philippines, India, and Bangladesh. Based on the gap analysis, the existing ecosystem of labour emigration in Pakistan, the outlook of international emigration, and inputs of stakeholders, the following key challenges and issues have been identified and captured in the diagram (see Figure 7).

Figure 8 - Macroeconomic Fiscal, Monetary & Business Climate



Source: MOPHRD

2.4.1 Demand side challenges

- ▶ The global labour market has evolved to a level where there is less demand for generalized, semi-skilled, and low-skilled labour, with Gulf countries moving away from semi-skilled labour faster than the global average.⁹
- ▶ The GCC countries are transforming their economic, social, and cultural structures by minimising dependency on traditional sources of income, expanding different sectors of their economies, and also offering world-class medical facilities to international patients. The expansion of private industry in the GCC countries is staffed by professionals qualified to international standards.¹⁰ These changes present both enormous opportunities as well as challenges for the employment of Pakistani workers in the traditional markets of GCC countries.
- ▶ Global demographic shifts, marked by declining labour forces in many advanced and several large emerging economies, indicate that foreign workers will continue to play an important role in sustaining labour supply and addressing labour shortages in these countries.
- ▶ Moreover, following the COVID-19 pandemic, new job opportunities for foreign workers have emerged in Europe, North America, and in countries like South Korea and Japan. Pakistan has the capacity to fill these labour shortages.

2.4.2 Promotion of Safe, Orderly and Regular Emigration

- ▶ Lack of proper collaboration between institutions such as NAVTTC, BE&OE, OEC and POEPA to improve the skill levels of the Pakistani labour force to meet international standards.
- ▶ Lack of accreditation of certifications and qualifications reducing employability.
- ▶ Inadequate interventions to ensure continuous emigration of workers to the GCC countries and the identification of new employment opportunities for skilled workers.
- ▶ Need for a mechanism to broaden the scope of MoUs and ensure their implementation, monitoring and review to protect workers' rights.
- ▶ Lack of a comprehensive pre-departure (and post-arrival) orientation for emigrant workers.
- ▶ Recruitment practices in labour emigration from Pakistan are marred by malpractices of recruiters exploiting emigrants. Furthermore, complaints about violations of employment terms and conditions related to prerequisites, accommodation and working conditions, are common.
- ▶ Lengthy procedures for completing the emigration formalities.
- ▶ The prerequisites stipulated by employers and lengthy pre-departure and visa procedures result in problems for OEPs leading to delays in completing the emigration process.

⁹ Cheema, Shazia A., 'A Transforming Labour Market and Opportunities for Pakistan in the Gulf' *Arab News* (13 September 2023).

¹⁰ *ibid*

- ▶ The capacity of OEPs to complete the emigration process in a timely manner needs policy and regulatory interventions, including regular assessment and monitoring.
- ▶ Absence of an Emigrant Support System. While BE&OE has developed and deployed an indigenous software system for the pre-departure registration of emigrants and this registration data is also made available for public use, the data attributes of the existing system are insufficient to serve as a comprehensive Emigrant Support System.
- ▶ Institutional capacity within MOPHRD and its allied entities needs to adapt to new national and international dynamics as well as advancements in technology and digitalisation of the entire emigration process.
- ▶ The outreach capacity of both the Protectorate Offices and OEPs, which are currently responsible for sending workers abroad for employment, is limited. This hinders the promotion of inclusive emigration.

2.4.3 Welfare and Protection Gaps

- ▶ Inadequate institutional capacity to handle crisis and emergency situations such as occupational injuries, disabilities, war, natural disasters, and pandemics (Covid-19).
- ▶ Limited provision of efficient consular services through Pakistan's Missions, particularly in GCC countries.
- ▶ Social protection for emigrant workers, such as pension schemes, and access to existing social safety networks is limited.
- ▶ Social services, including health, education, and housing for emigrant workers and their families are inadequate.

2.4.4 Gaps in Diaspora Engagement for Development

- ▶ Persistent use of informal channels such as Hawala/Hundi for money transfers from abroad.
- ▶ Lack of financial literacy training for emigrant workers and their families.
- ▶ Limited strategy, opportunities, and incentives for engaging the Pakistani diaspora.

2.4.5 Reintegration of Return Emigrants

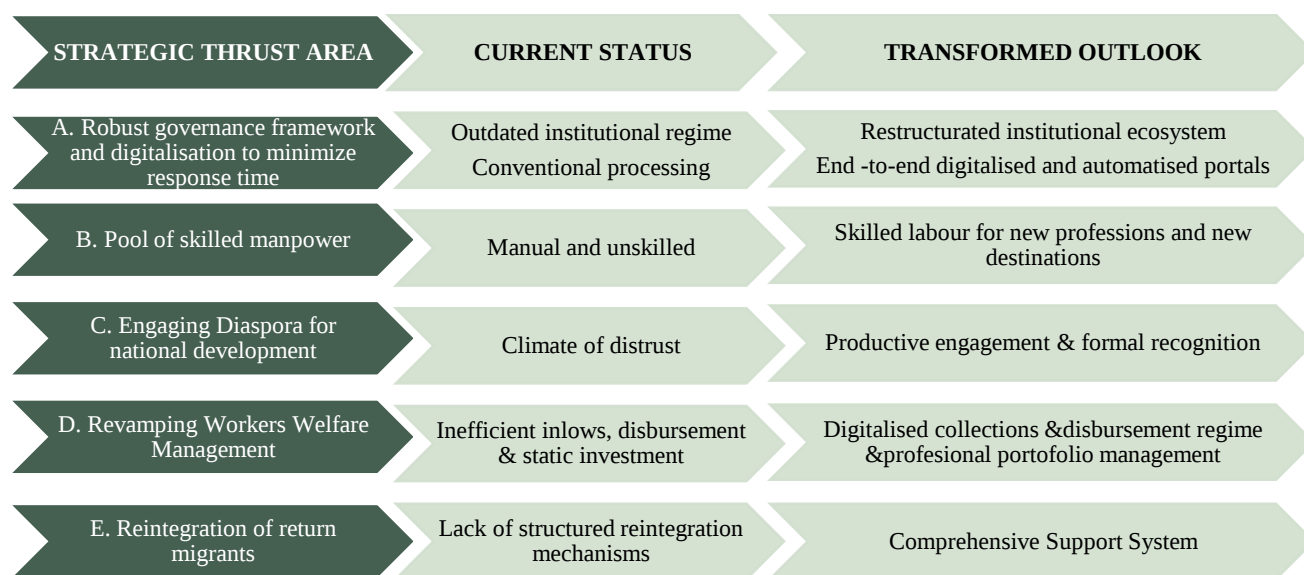
- ▶ Absence of (dis)aggregated data of returning emigrant workers.
- ▶ Absence of a comprehensive mechanism for the reintegration of returning emigrants both voluntary and involuntary.

3. Vision and Mission

Vision: "To be a country of choice for sourcing quality human resource"

The National Emigration and Welfare Policy of Pakistan envisions a comprehensive and strategic approach to managing labour emigration while ensuring the protection and welfare of emigrants. This vision is grounded in several key ambitions, roadmaps, strategies, and targets aimed at aligning Pakistan's human resource development with global labour market demands and fostering national development.

Figure 9 - Fundamentals of Overseas Employment Paradigm



Mission: Align Human Resource Development & Emigration with International Standards and Ensure Welfare of Overseas Pakistanis

To realize these, the policy outlines a clear roadmap that prioritises:

- ▶ **Emigration Promotion:** Expanding the geographic scope of Pakistan's labour emigration beyond traditional Gulf Cooperation Council (GCC) countries, into emerging markets such as Europe or East Asia.
- ▶ **Digitalisation of Processes:** Digitalizing the entire emigration process, from registration to complaint management, for efficiency and transparency.
- ▶ **Skills Development & Training:** Aligning Pakistan's TVET (Technical and Vocational Education and Training) sector with international labour market standards to ensure that workers are equipped with the necessary skills.
- ▶ **Strengthening diaspora engagement mechanisms** and maximising economic contributions.
- ▶ **Welfare and protection mechanisms:** enhancing pre-departure training, improving the grievance redressal system, and ensuring consular support for Pakistani workers abroad.
- ▶ **A comprehensive reintegration framework.**

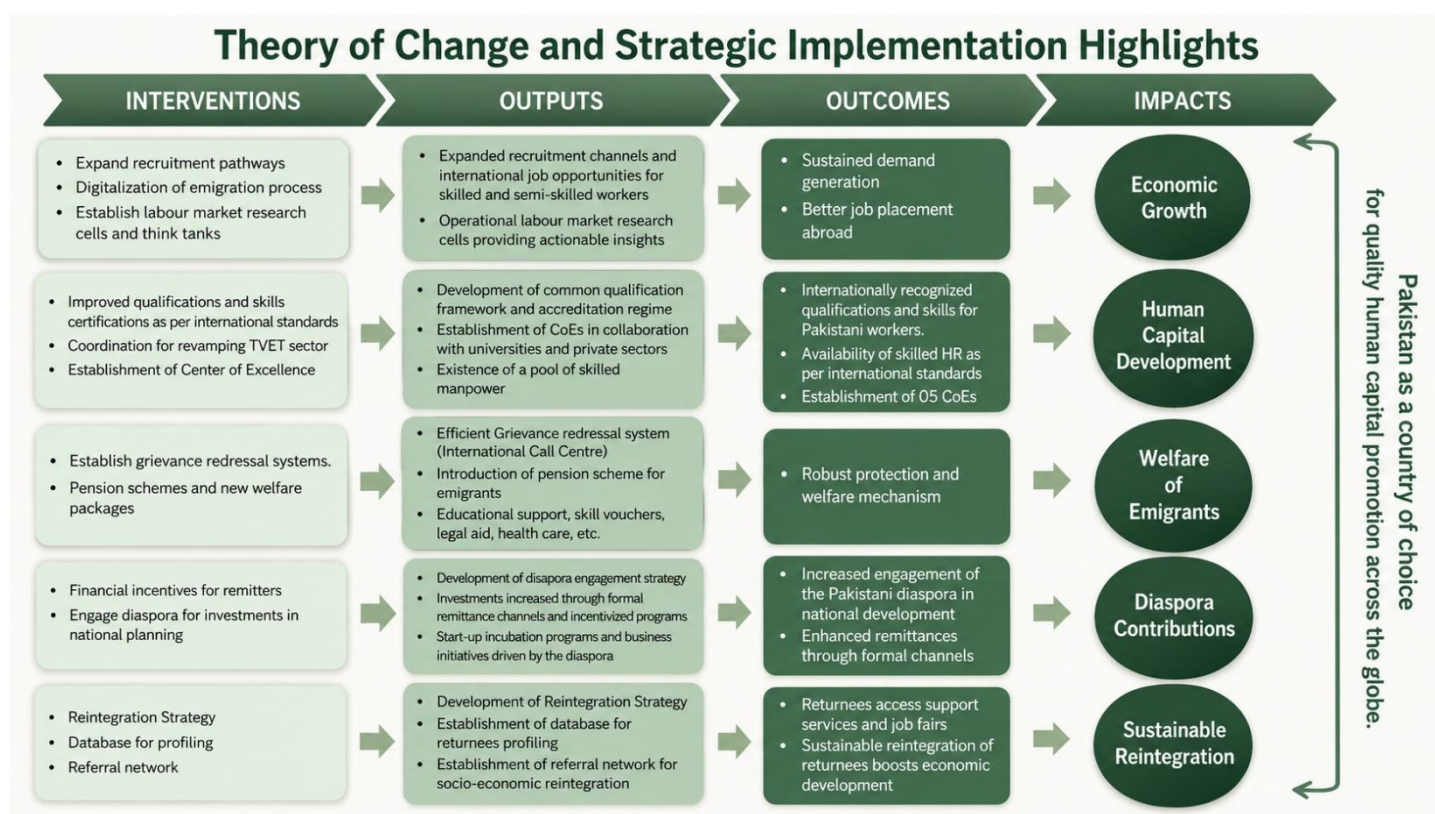
4. Policy Pillars and Major Results

The “National Emigration and Welfare Policy” addresses all the issues and challenges identified and has developed strategic interventions in the form of implementable steps under each pillar of the Policy.¹¹ It is a living document which will be revised and updated regularly with new policy measures.

This structured approach, based on five key pillars, provides a clear, actionable roadmap for implementing Pakistan's National Emigration and Welfare Policy. It ensures that the policy is comprehensive, adaptable, and capable of addressing the diverse needs of migrant workers while promoting sustainable development and international competitiveness for Pakistan.

The key strategies of each pillar are elaborated using a theory of change approach. This ensures a logical, results-oriented approach to achieving the policy's long-term goals. Each recommendation was designed to address the root causes and challenges identified in Pakistan's labour migration sector by linking specific activities and interventions to desired outcomes. Annex 4 outlines the Theory of Change for National Emigration and Welfare Policy, providing a comprehensive framework that connects the policy's strategic interventions with its desired long-term impacts.

Figure 10 - Theory of Change - Snapshot



The Policy focuses on employment promotion through sustainable demand generation, digitalisation of the emigration value chain and welfare system, strengthening of institutions and legislative base, enhancing collaboration with international agencies and improving governance.

¹¹ The Strategic Plan provides time-bound actionable measures for recommended Policy Interventions.

Target: Improve emigration governance by generating sustained demand for Pakistan's workforce, ensuring efficient and transparent emigration processes, and strengthening institutional capacity. This includes:

- ▶ aligning national systems and practices with international labour standards;
- ▶ actively participating in regional and global labour migration dialogues; and
- ▶ safeguarding the rights and welfare of Pakistani workers abroad.

Action Area 1: Sustained and Authentic Demand Generation from Overseas Employers

ADMINISTRATIVE ACTIONS	▶ Reviewing the contents of the Agreements / MoUs signed between Pakistan and CoDs to ensure safe and orderly emigration including fair ethical recruitment, standard employment contracts, protection of rights of workers and compliance, occupational safety & health, dispute resolution and grievance mechanisms and provisions for reintegration, etc. ▶ Enhanced role of CWAs to ensure the sustainability of existing markets for Pakistani labour and to explore new avenues. Additional CWA positions will be created. ▶ Establishment of office(s) of OEC in MENA region to capture maximum employment opportunities. ▶ Expanded role of TIOs in 29 countries to explore employment opportunities. ▶ Formation of region-based smart teams (Middle East, Southeast Asia, Europe, Americas etc.) at OEC HQs
SYSTEM-BASED ACTIONS	▶ Global and regional labour market trends assessment through institutional apparatus in a timely and comprehensive manner to identify demand generation mechanisms for emigrant workers (think tanks & databases). ▶ Expand the capabilities of the Labour Market Research Cell to enhance its data analytics, forecasting, and policy formulation functions, enabling it to provide deeper insights into global labour trends and more effectively guide strategic decision-making in labour emigration and skills development. ▶ Establishment of a country-based data pool on employment opportunities abroad as well as on OEPs-based & direct recruitment cycle.
CAPACITY BUILDING MEASURES	▶ Conduct regular training for CWAs on current and emerging trends in global labour markets. ▶ Organize workshops for Overseas Employment Promoters (OEPs) on ethical recruitment practices, focusing on reducing migration costs and improving transparency. ▶ Develop training programmes for TIOs focused on international labour standards, economic diplomacy, and market analysis.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Foster partnerships with large overseas employers to negotiate sustained labour demand under Public-Private Partnerships. ▶ Public Awareness Campaigns to educate the public on the processes of overseas employment, emphasizing safe and legal emigration routes. ▶ Engagement with Migrant Worker Communities to gather feedback and improve services provided by BE&OE, OEC and CWAs.
MONITORING AND EVALUATION	▶ Revamp selection criteria and appointment processes, and develop a tracking system to monitor the performance of TIOs and CWAs against key performance indicators (KPIs). ▶ Re-defining duties of CWAs to ensure that their performance is judged on the basis of promotional activities. ▶ Implement a framework for the periodic evaluation of MoUs with partner countries, focusing on outcomes such as job placements and worker protections.

COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Reorientation of Pakistani Missions to boost economic diplomacy through employment promotion by creating an efficient system, cutting down the time between receipt of manpower demand and its actualization. ▶ Hiring of local private HR companies/experts in CoDs to boost demand for Pakistani workers, who can better navigate local labour markets and promote Pakistani talent. ▶ Enhance availability and flexibility of pathways for regular emigration to non-traditional CoDs like EU, Australia, Canada, etc. ▶ Tap emerging demands for caregivers and health workers in EU countries, Far East (Japan and Korea), UK, and USA through provision of trained caregivers and health workers including nurses and white-collar professionals. This will require setting up or strengthening training institutions and developing mechanisms for accreditation and recognition of certifications. ▶ Signing of new MoUs / Agreements with potential CoDs. ▶ Coordination with local authority/employers for demand generation ▶ Explore availability of pathways for regular emigration to EU countries under Migration and Mobility Dialogue through Talent Partnerships
COMMUNICATION AND INFORMATION	▶ Development of Mobile App. that provides real-time information and support to Pakistani migrant workers abroad. ▶ Publish newsletters detailing trends in global labour markets and opportunities in specific sectors.

Action Area 2: Improved Governance of the Emigration Process to Reduce Response Time on Queries and Service Delivery

LEGISLATIVE MEASURES	▶ Regulatory reforms for private sector emigration for greater efficiency and transparency through expansion of outreach of BE&OE. ▶ Revamping regulatory framework of OEPs to bring efficiency, cut recruitment time and emigration cost (eligibility criteria, work plans, performance audit, incentives and penal provisions). ▶ Reforming the criteria for issuance of new license to OEPs.
ADMINISTRATIVE ACTIONS	▶ Revamping the recruitment regime to protect intending emigrants from abusive and fraudulent practices during the process to promote fair, ethical, and employer-paid model, in line with international human rights and labour standards. ▶ Incentivize OEPs that practice safe, ethical and fair recruitment in CoDs through a formal equitable recognition system and facilitate job fairs in partnership with OEC and CWAs. ▶ Enhanced coordination to prevent human trafficking/smuggling, narcotics and beggary, etc. ▶ Incentivize women's participation in overseas employment, support women's skills-development and protect them against exploitation, gender-based violence, and harassment. ▶ Reduction of emigration cost through revamping the regulatory framework of OEPs. ▶ Enhance the outreach of BE&OE to provinces and territories with low emigration rate, such as Sindh, Balochistan, Gilgit Baltistan, and Azad Jammu & Kashmir to promote overseas employment. ▶ Ensure proper implementation of Foreign Service Agreement (FSA) between emigrant workers and foreign employers.
SYSTEM-BASED ACTIONS	▶ Digitalisation and Automation of various Emigration and Welfare processes through: - Development of Pakistan Emigrant Management Framework - Development of Mobile App. - Development of e-IMF framework ▶ Establishment of demand-driven, user-friendly, interactive, and integrated databases and data assessment centres in MOPHRD and its allied entities: a. Country based demand side database. b. Database on domestic supply. c. HR Database for Ministry and allied entities. d. Emigration Database. e. Welfare Database. f. Labour Market Research Centre g. Facilitation and Reintegration Centres - Pak-German Facilitation and Reintegration Centres (PGFRCs). h. Migrant Resource Centres.

CAPACITY BUILDING MEASURES	▶ Structured pre-emigration, pre-departure, and post-arrival training and orientation programmes will be formally and systematically introduced to: - Impart adequate knowledge and understanding to intending emigrants and their families about their rights and responsibilities in the destination countries including disputes settlement mechanism as well as their social and legal obligations towards host countries. - Introduce intending emigrant workers to the socio-political, religious, cultural values, and sensitivities of the destination countries. - Provide soft skills and languages training and use of Mobile App. for the emigrant workers. - Ensure regular and strategic participation of the MRCs and CWAs' Offices in the pre-emigration, pre-departure, and post-arrival training and orientation, respectively. ▶ Implement training programme for OEPs and other stakeholders to promote fair and ethical recruitment.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Regularly engage with stakeholders, including recruitment agencies, OEPs, and emigrants, to gather feedback and refine the emigration process. ▶ Promote awareness about the new digital tools available for emigrants, including the mobile app and e-IMF framework, ensuring widespread adoption.
MONITORING AND EVALUATION	▶ Setting of KPIs for OEPs to ensure transparent & ethical recruitment ▶ Regularly assess the impact of digitalisation initiatives, such as the Emigrant Management Framework, on the efficiency and transparency of the emigration process.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Active coordination between CWAs and foreign employers to ensure proper implementation of FSA. ▶ Enhanced availability and flexibility of pathways for regular emigration to non-traditional regions (Africa, Australia, Far East & EU) and CoDs like Austria, Belarus, Canada, Germany, Greece, Japan, South Korea, and Norway. ▶ Work with the EU to expand talent mobility partnerships, providing more opportunities for Pakistani workers in Europe. ▶ Effective coordination of relevant Federal and Provincial agencies to combat crimes by overseas Pakistanis. ▶ Promoting cooperation with the accredited private sector organisations and non-governmental organisations (NGOs) for providing pre-departure awareness / training
COMMUNICATION AND INFORMATION	▶ Utilise social media platforms to run campaigns highlighting the importance of ethical recruitment and the benefits of using registered OEPs. ▶ Create and distribute videos that explain the emigration process, including how to use the new digital tools and frameworks.

Overview of Digitalisation and Automation Measures

- i. Development of Pakistan Emigrant Management Framework as a central database to access information from all the relevant stakeholders aimed at reducing the processing time and recruitment cost.
- ii. Development of Mobile Application as a one-stop solution for intending emigrants to gather information about pre-departure formalities, employment abroad stage, registering complaints and availing different welfare services being offered.
- iii. Development of e-Informed Migration Framework (e-IMF), an integrated cloud-based framework with 'talent search engine' and 'opportunity search engine' for efficient match-making between foreign employers and potential emigrants.

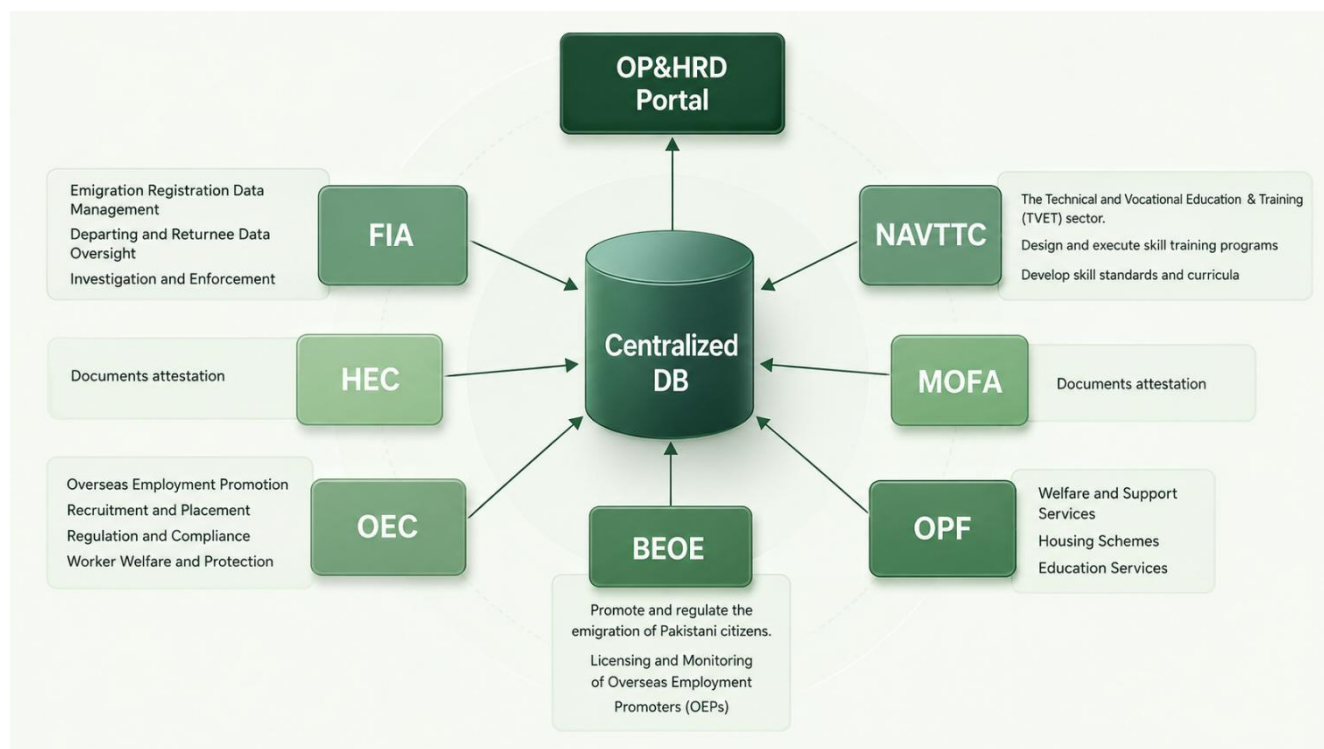
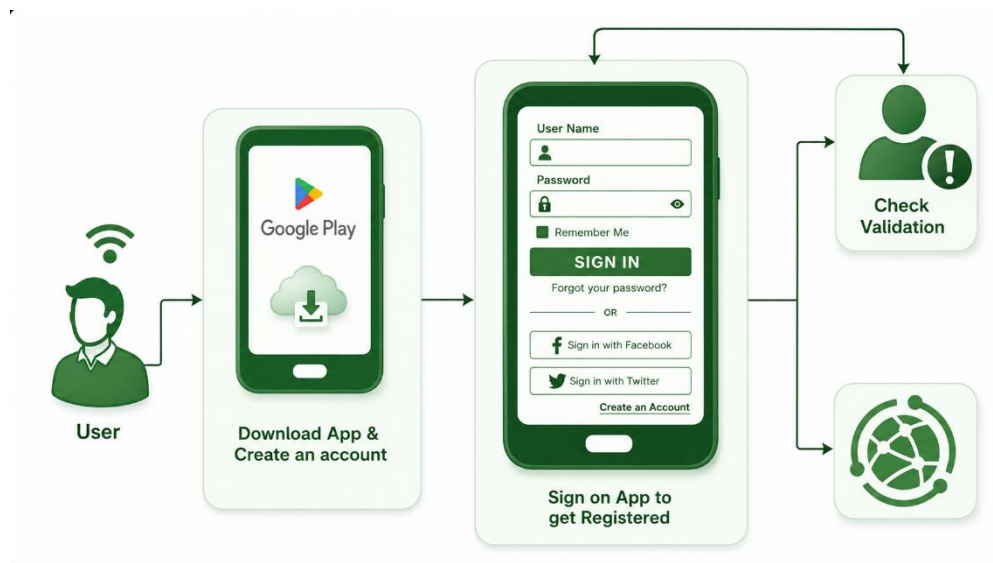
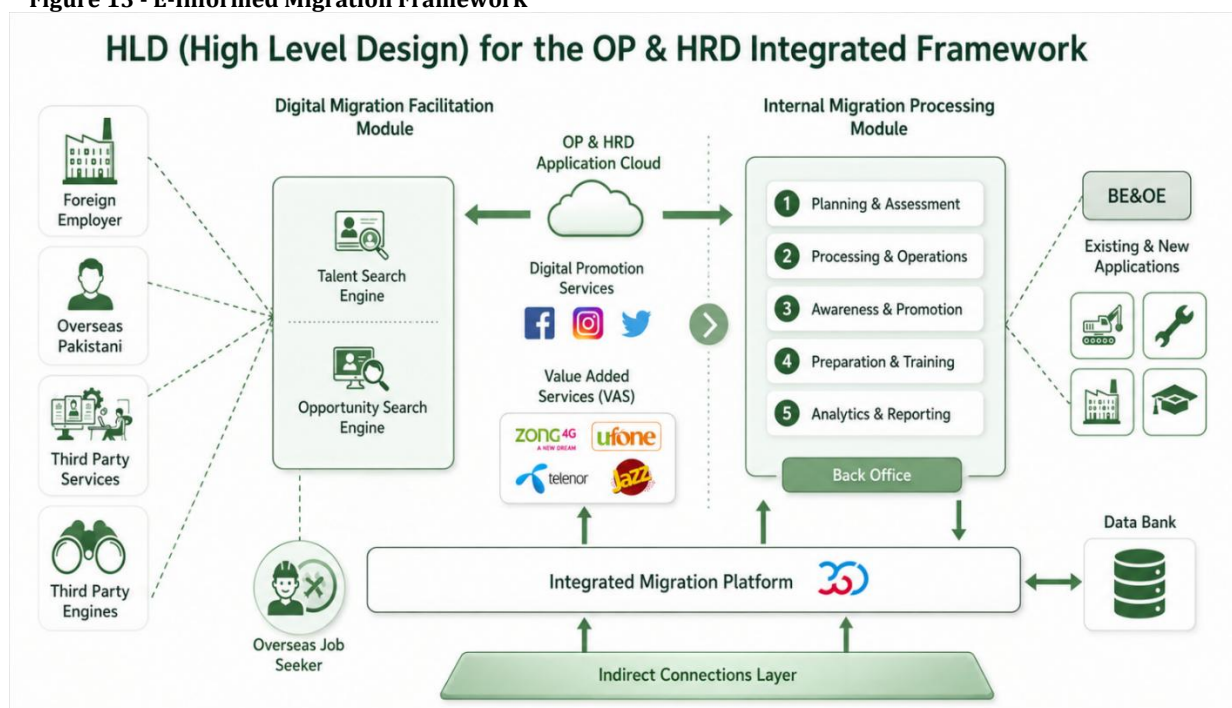
Figure 11 - Emigration Management Framework**Figure 12 - Mobile Application**

Figure 13 - E-Informed Migration Framework

Action Area 3: Institutional Restructuring and Revamping through Turn-around Strategies

LEGISLATIVE MEASURES	- Amendments in Emigration Ordinance, 1979 and its Rules in view of emerging challenges and subsequently replacing it with a comprehensive Emigration Act. 'Ease of doing business' reforms through 120 legal amendments in 35 instruments (laws, rules, regulations, etc.) framework of different departments/organisations under administrative control of the MOHRD (Annex 2).
ADMINISTRATIVE ACTIONS	- Preparation of Operational Manual, SOPs and KPIs for Ministry. - Appoint leading overseas professionals, and technocrats in the Advisory Committee(s) of the Ministry and various BoDs / BoGs in the public sector and corporate entities. - Review and streamline decision-making processes within the Ministry to enhance efficiency and reduce bureaucratic delays. - Mainstreaming emigration into national, local development plans, sectoral policies and their respective implementation plans to make labour emigration an integral part of country's economic growth and development strategy.
SYSTEM-BASED ACTIONS	Restructuring and strategic reforms within the Ministry and its allied entities (OPF, OEC, EOBI/PRIMACO, etc.), which includes functionality-based redesigning, technology layers, international coordination, advisory councils, and think-tanks, through smart teams, operational manuals, and KPI-based governance framework.
CAPACITY BUILDING MEASURES	- Organize regular capacity-building sessions for the officers of MOPHRD to ensure they remain informed about the latest developments in labour emigration and emigration governance. - Develop and implement training programmes for Ministry staff to ensure they are fully equipped to work within the new operational framework defined by the SOPs and KPIs.

PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Convening regular meetings of the Cabinet Committee on Emigration, Overseas Employment and TVET to streamline efforts of different Federal and Provincial agencies to enhance cooperation ▶ Creating synergies with relevant stakeholders, including Federal and Provincial agencies, towards achieving common objectives of growth and development. ▶ Establish formal mechanisms for stakeholders to provide ongoing feedback on the performance of the Ministry and its allied agencies, fostering continuous improvement. ▶ Launch awareness campaigns to inform the public and stakeholders about the institutional reforms being implemented and the expected benefits.
MONITORING AND EVALUATION	▶ Establish performance management systems for all staff of the Ministry and its allied entities linked to the new SOPs and KPIs.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Create synergies among stakeholders through the Cabinet Committee on Emigration, Overseas Employment, and TVET to foster collaboration across various institutions and enhance the effectiveness of labour market interventions. ▶ Develop strategic partnerships with international organisations such as the ILO and IOM to support the implementation of new policies and reforms.
COMMUNICATION AND INFORMATION	▶ Ensure that all the stakeholders are regularly updated on changes to the legislative framework, providing clear and accessible information about the implications.

Action Area 4: Enhancing Collaboration with International Agencies

LEGISLATIVE MEASURES	▶ Enact and enforce legislation to align national labour laws with ratified ILO Conventions ▶ Enact and enforce legislation to align national labour laws with international labour standards, including the implementation of the Decent Work Country Programme (DWCP) to ensure the promotion of decent work conditions across all sectors.
ADMINISTRATIVE ACTIONS	▶ Institutionalize regular meetings between the Ministry and international organisations to ensure ongoing coordination and address any emerging issues promptly.
SYSTEM-BASED ACTIONS	▶ Develop a comprehensive database that consolidates all national labour laws, regulations, and standards, including those aligned with SDGs, GCM and ILO Conventions and Standards.

CAPACITY BUILDING MEASURES	▶ Consultancy services for restructuring and capacity building of ILO Wing in MOPHRD ▶ Redesigning and capacity building of LMRC ▶ Capacity building of officers of MOPHRD and its allied entities
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Facilitate consultations with key stakeholders, including employers and worker representatives, on the implications of ratifying and implementing international labour conventions.
MONITORING AND EVALUATION	▶ Regular monitoring of compliance with international labour standards.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Strategic engagement with the ILO to promote decent work and protect the rights of Pakistani workers domestically and abroad by aligning with ILO standards and initiatives. ▶ Collaboration with the IOM to enhance the protection, welfare, and rights of Pakistani emigrants, facilitating orderly emigration, and ensuring their reintegration upon return. ▶ Active engagement with the ICMPD to strengthen policy formulation, expand the roles of MRCs and LMRC, and build the capacity of the Ministry and its allied entities. ▶ Collaboration with the GIZ to improve the emigration governance system and provide reintegration services to returnees by expanding the PGFRCs.
COMMUNICATION AND INFORMATION	▶ Regularly share information related to international collaboration projects with all relevant stakeholders, ensuring transparency and knowledge dissemination.

Action Area 5: Increased Compliance with International Covenants and Conventions in the Fields of Labour and Migration

LEGISLATIVE MEASURES	▶ Enact and enforce legislation to align national labour laws with SDGs, GCM and ILO Conventions and Standards including ratification of pending conventions.
ADMINISTRATIVE ACTIONS	▶ Institutionalize the process of periodic reporting to international bodies such as UN, detailing the steps taken by Pakistan to comply with international labour standards.

SYSTEM-BASED ACTIONS	▶ Develop a comprehensive database that consolidates all national labour laws, regulations, and standards, including those aligned with SDGs, GCM and ILO Conventions and Standards.
CAPACITY BUILDING MEASURES	▶ Enhanced institutional capacity on GCM principles.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Increased public awareness and engagement programmes about safe and regular emigration
MONITORING AND EVALUATION	▶ Development of a monitoring system to ensure that Pakistan meets its commitment to SDGs, GCM and ILO Conventions and Standards including ratification of pending conventions.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Partnership with academic institutions and international organisations to conduct research on the challenges of complying with international labour standards, developing strategies to overcome them.
COMMUNICATION AND INFORMATION	▶ Create and distribute educational material that explains the importance of international labour standards and how they benefit both workers and employers.

Action Area 6: Active Participation in Various Dialogue Fora on Mobility and Regional Consultative Processes on Migration (RCPs)

ADMINISTRATIVE ACTIONS	▶ Regularly review and update existing migration governance policies to reflect the latest recommendations and best practices discussed in RCPs and other international dialogues. ▶ Develop mechanisms to follow up on the implementation of recommendations arising from dialogue fora, ensuring they translate into actionable policies.
SYSTEM-BASED ACTIONS	▶ Implement systems to integrate the outcomes of Regional Consultative Processes into national emigration governance platforms to facilitate strategic and operational decisions.

CAPACITY BUILDING MEASURES	▶ Provide training to officials of the Ministry and its allied entities on how to effectively advocate for Pakistan's interests in international fora, focusing on labour emigration and worker rights.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Facilitate National Consultations with Stakeholders on Migration Policies and Dialogue Fora Participation
MONITORING AND EVALUATION	▶ Conduct regular evaluations of Pakistan's participation in RCPs to assess the effectiveness of its contributions and identify areas for improvement.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Effective utilisation of Migration and Mobility Dialogue to establish Talent Partnerships with EU countries. ▶ Active engagement with the Abu Dhabi Dialogue to protect the rights of Pakistani workers in Gulf Cooperation Council (GCC) countries by actively participating in labour mobility discussions and agreements. ▶ Ensure regular participation in the Almaty Process, Bali Process, Colombo Process, and Budapest Process to adopt best practices of CoOs in curbing irregular emigration and promoting regular emigration routes.
COMMUNICATION AND INFORMATION	▶ Provide regular updates to the stakeholders on Pakistan's participation in RCPs and other dialogue fora, highlighting key achievements and future plans.

Pillar 2: Skills Development

Target: to create a comprehensive and well-coordinated system that aligns Pakistan's TVET sector with both national and international labour market demands, through the enactment of relevant legislation, administrative reforms, collaboration with NAVTTC, establishment of Centres of Excellence, capacity building for key stakeholders, robust monitoring and evaluation mechanisms, effective public and stakeholder engagement.

Action Area: Diversification of Supply Side Competencies to fulfil Demand Side Requirements

ADMINISTRATIVE ACTIONS	▶ Curriculum alignment with international standards and accreditation regime. ▶ Coordination on aligning TVET sector on performance-based criteria (course design, master trainers, updated labs, third-party validation, criteria-driven public funding), enhanced private sector role. ▶ Collaborate with NAVTTC to establish partnerships with international vocational training organisations and accreditation bodies.
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SYSTEM-BASED ACTIONS	▶ Establishment of Centres of Excellence (CoE) as JV, with lead universities and private sector to prepare a diversified workforce as per international standards and requirements. ▶ Establishing Regional Skill Hubs across the country. ▶ Introduce soft skills and language training programmes, along with mobile applications to facilitate learning for emigrant workers. ▶ Specialized Skill Training for women, persons with disabilities and underrepresented communities to ensure inclusivity. ▶ Introduction of Global Skill Passport that certifies and verifies the skills of Pakistani workers. ▶ Introduction of digital credentials and blockchain-based certifications to enhance transparency and credibility of skill verification.
CAPACITY BUILDING MEASURES	▶ Collaboration with public/private sector universities to design and implement specific training modules within the CoEs focused on emerging trades, skills/professions in demand in international labour market. ▶ Collaboration with Global Tech Companies to provide advanced, Industry-aligned certifications. ▶ Initiate apprenticeship programmes where young Pakistani professionals are placed in companies abroad for on-the-job training.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Expansion of MRCs, FRCs and PGFRCs ▶ Expand networks to provide education and support services, including digital learning opportunities for migrants, ensuring access to knowledge and resources regardless of location.
MONITORING AND EVALUATION	▶ Carry out an annual review of the curricula offered at the CoEs to ensure they remain up to date with the latest industry standards and labour market demands.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Collaborate with the public/private universities to develop curricula for the CoEs that align with both national and international labour market demands. ▶ Partnership with NAVTTC to conduct Research and Development (R&D) initiatives focused on emerging labour market trends, skill gaps, and the future needs of industries both within Pakistan and abroad.
COMMUNICATION AND INFORMATION	▶ Publishing a Handbook for intending Pakistani emigrant workers containing all related and necessary information.

Pillar 3: Protection and Welfare of the Overseas Pakistanis, and Handling of Emergency Situations

This Policy covers the welfare of all Overseas Pakistanis working or living abroad in any region of the world. However, the concept of welfare applies differently to those who have settled abroad permanently and to emigrant workers. For those who have settled permanently, welfare focuses on the provision of consular services and fostering links between the diaspora and their communities of origin. For emigrant workers, it encompasses issues and challenges faced at any stage of the emigration process: before emigration, while working abroad, and upon returning home. It also includes the welfare of their families left behind in Pakistan.

Since March 1979, all Pakistanis going abroad for employment on a work visa are automatically enrolled as members of OPF and are entitled for welfare facilities. The primary focus is on

protecting and promoting the welfare and rights of migrants while abroad. This includes assistance in emergencies, such as death, injury and illness, providing legal support for the settlement of work-related disputes, and negotiating MoUs for improving working conditions in destination countries.

Target: Establish a comprehensive, efficient, and responsive welfare system for Overseas Pakistanis and their families, ensuring protection, access to services, and opportunities for education, social security, and legal assistance, while fostering collaboration and utilising modern technology for transparency, efficiency, and stakeholder engagement.

Action Area 1: Efficient Grievance Redressal System

ADMINISTRATIVE ACTIONS	► Establishment of an International Call Centre (ICC) for comprehensive complaint redressal. Figure 14 - International Call Centre <pre> graph TD Ministry([Ministry OPHRD through Secretary]) --> CallCenter{Call Center} subgraph AlliedEntities [Allied Entities] NIRC[NIRC] OPF[OPF] EOBI[EOBI] OEC[OEC] WWF[WWF] BEOE[BE&OE] DWE[DWE] CWAs[CWAs] end subgraph RelevantAuthorities [Relevant Authorities] PMOffice[PM Office] MoFA[MoFA] MoI[MoI] PLRA[PLRA] NAVTTC[NAVTTC] FIA[FIA] NADRA[NADRA] ProvincialOC[Provincial Overseas Commissions] ProvincialTEVTAs[Provincial TEVTAs] end CallCenter <--> AlliedEntities CallCenter <--> RelevantAuthorities CallCenter --> IntCoord[International Coordinator] IntCoord --> Manager1[Manager] IntCoord --> Manager2[Manager] Manager1 --> CO1[Call Operator] Manager1 --> CO2[Call Operator] Manager1 --> CO3[Call Operator] Manager2 --> CO4[Call Operator] Manager2 --> CO5[Call Operator] Manager2 --> CO6[Call Operator] CO1 --> DB[(Problems Database)] CO2 --> DB CO3 --> DB CO4 --> DB CO5 --> DB CO6 --> DB DB --> Research[Research on Problem areas for Overseas Pakistanis through Academia and Industry] DB --> Coord[Coordination with Senior Offices] DB --> Escal[Appropriate Escalation of Problems] DB --> Ident[Identification of Repeat and Unique Problems] DB --> DayDay[Day to Day Coordination, Operations and Reporting] </pre>
SYSTEM-BASED ACTIONS	► Re-defining duties of CWAs to ensure that their performance is judged on the basis of welfare activities. ► Strengthening of mechanisms to assist and protect Overseas Pakistanis in all types of emergency situations such as natural disasters, wars, pandemics, etc.
CAPACITY BUILDING MEASURES	► Organize training programmes for staff working at the International Call Centre (ICC) to ensure effective handling of complaints and emergency situations. ► Conduct emergency preparedness training for Community Welfare Attachés (CWAs) and embassy staff to ensure they are well-prepared to assist Overseas Pakistanis during crises.
PUBLIC AND STAKEHOLDER ENGAGEMENT	► Ensure continuous feedback collection and public awareness campaigns to inform Overseas Pakistanis about the availability of the International Call Centre and other emergency support mechanisms.

MONITORING AND EVALUATION	▶ Implement regular audits and reviews of the International Call Centre's performance to ensure that complaint redressal is efficient and timely. ▶ Set up a tracking system for emergency response outcomes and regularly evaluate the effectiveness of support mechanisms provided to Overseas Pakistanis during crises.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Partnership with local and international organisations, including emergency response teams, to ensure robust mechanisms for assisting Overseas Pakistanis during crises.
COMMUNICATION AND INFORMATION	▶ Develop and distribute guiding material on how Overseas Pakistanis can access support during emergency situations through Pakistani Missions and other channels.

Action Area 2: Holistic Welfare Mechanism

ADMINISTRATIVE ACTIONS	▶ Developing a mechanism to ensure the protection of Pakistani workers abroad, including clear protocols for addressing labour disputes, legal matters, and compensation issues, etc. ▶ Efficient redressal of issues pertaining to labour disputes, delayed salary payment, death compensation, court/legal cases, and other welfare-related matters. ▶ Extending Credit Facility (up to Rs. 1 million) to new emigrants to facilitate their early settlement abroad.
SYSTEM-BASED ACTIONS	▶ Developing a national guideline/framework to address the situation of emigrants in crises and distress ▶ Accessible loans for deserving potential emigrants to cover emigration costs.
CAPACITY BUILDING MEASURES	▶ Training for CWAs and officials of Pakistani Missions on handling labour disputes, crisis management, and welfare issues, including providing legal support and mediation for migrant workers. ▶ Free skills training facilities for needy intending migrant workers.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Engage with emigrants and civil society to gather feedback on the welfare services provided and efficiency of dispute resolution mechanisms.
MONITORING AND EVALUATION	▶ Create a monitoring mechanism to track and report the resolution of workers' disputes, delayed payments, and compensation cases, ensuring transparency and accountability. ▶ Annual reviews of welfare service effectiveness for Pakistani workers abroad

COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Develop partnerships with international organisations like the ILO and host country governments to ensure adherence to labour laws and protection for Pakistani workers. ▶ Collaborate with local NGOs in host countries to offer legal and welfare assistance to migrant workers, helping resolve disputes faster and more effectively.
COMMUNICATION AND INFORMATION	▶ Create and distribute a comprehensive handbook or digital guide for migrant workers, outlining their rights and the processes for resolving disputes, accessing compensation, and seeking legal support abroad.

Action Area 3: Welfare in Pakistan

LEGISLATIVE MEASURES	▶ Establishment of Special Courts for speedy disposal of court cases involving Overseas Pakistanis. ▶ Introduction of Pension Scheme for migrant workers through EOBI. ▶ Digitalisation of Land Record through Punjab Land Record Authority (PLRA) providing services like copies of Fard, Girdawari, mutation, registered deed, and e-registration.
ADMINISTRATIVE ACTIONS	▶ Enhancing the scope of existing insurance coverage under State Life Insurance Scheme for migrant workers from Rs. 1 million to 2 million (currently, coverage for emigrant workers in case of death is Rs. 1,000,000/- and in case of disability). ▶ Allocation of quota for Overseas Pakistanis in public sector housing projects/schemes ▶ Establishment of Overseas Pakistanis Commissions in all provinces, following the pattern of Punjab. ▶ Strengthening the outreach of OPF through collaboration with community-based organisations in emigration-prone areas, providing easy access for emigrants and their families. ▶ Reservation of seats for the children of Overseas Pakistanis in educational institutions (secondary, higher secondary, and tertiary levels).
SYSTEM-BASED ACTIONS	▶ Expansion of need and merit-based scholarships for the children of Overseas Pakistanis to pursue higher studies in Pakistan and abroad. ▶ Inclusion of the families of emigrant workers in contributory health insurance schemes.
CAPACITY BUILDING MEASURES	▶ Capacity building programmes for OPF officials to enhance their outreach and service delivery in collaboration with community-based organisations in emigration-prone areas.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Strengthening the outreach of OPF through collaboration with community-based organisations in emigration-prone areas providing easy access for emigrants and their families.

MONITORING AND EVALUATION	▶ Conduct annual reviews of the pension and insurance schemes, to ensure these are meeting the needs of migrant workers, and make adjustments as needed.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Engaging with educational institutions at the secondary, higher secondary, and tertiary levels to ensure that reserved seats and scholarships for the children of Overseas Pakistanis are effectively implemented.
COMMUNICATION AND INFORMATION	▶ Regularly update the public on new welfare initiatives through digital channels, newsletters, and dedicated communication channels to ensure that Overseas Pakistanis are well-informed of the support available to them.

Action Area 4: New Welfare Schemes

ADMINISTRATIVE ACTIONS	▶ Policies to ensure educational vouchers are provided to the children of Overseas Pakistanis. ▶ Enrolment of OPs' children in secondary, higher secondary and tertiary level educational institutions, similar to the reservation of seats in professional educational institutions. ▶ Education vouchers for school education for the children of OPs. ▶ Skill vouchers for technical training in TVET institutions for the children of OPs. ▶ Provision of need-based scholarships to the children of OPs. ▶ Provision of improved consular services through CWAs particularly in GCC countries. ▶ Hiring of local law firms to file and pursue the court cases of Overseas Pakistanis, particularly in GCC countries.
SYSTEM-BASED ACTIONS	▶ Development of an online system/ data repository to expedite the disbursement of death compensations and end-of-service benefits to deceased migrant workers' family.
CAPACITY BUILDING MEASURES	▶ Training of CWAs in the latest procedures and best practices to enhance their efficiency.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Scholarships for the professional education of children of destitute OPs.

MONITORING AND EVALUATION	▶ Establish periodic performance reviews of consular services and local law firms hired in GCC countries.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Provision of legal aid, health insurance, and investment facilitation. ▶ Developing a mechanism in collaboration with international airlines (Gulf Air and GCC airlines, etc.) to ensure smooth transportation of human remains. ▶ Partnering with universities and professional institutions to facilitate access to education for OPs' children.
COMMUNICATION AND INFORMATION	▶ Informing OPs and their families about the available measures and provide guidelines on how to use them.

Pillar 4: Engagement of Pakistani Diaspora in The National Development Process and Measures to Increase the Inflow of Remittances Through Formal Channels

Expatriate Pakistanis already play a vital role in the socio-economic development of the nation by sending their hard-earned money home in the form of remittances. MOPHRD aims to take strategic steps, in consultation with relevant stakeholders, to engage the Pakistani diaspora and integrate their knowledge and expertise in decision-making processes. The Pakistani Diaspora can further expand its role in uplifting the country's economy by bringing in resources, experience, technology, as well as providing access to international markets.

Target: Enhance the inflow of remittances and diaspora investments through formal channels by incentivizing remitters, creating dedicated financial institutions, and promoting diaspora engagement strategies that foster long-term economic and developmental ties between Overseas Pakistanis and their home country, while ensuring effective legal, administrative, and collaborative frameworks.

Action Area 1: Increased Remittance Inflows through Formal Channels and Incentives for Remitters

ADMINISTRATIVE ACTIONS	▶ Measures to increase remittance inflows through formal channels by incentivizing remitters to minimise the role of informal channels like 'Hawala Hundi'. ▶ Coordination for the establishment of a dedicated Overseas Pakistani Bank to implement various financial incentive schemes and financial services for OPs. ▶ Coordination for uncollateralized credit facilitation to intending emigrants (white-collar jobs) & opening of accounts for future remittance inflows (before departure). ▶ Coordination with SBP/PRI for strengthening Sohni Dharti Remittance Programme (SDRP), Roshan Digital Account (RDA), and Naya Pakistan Certificates (NPCs) with additional incentives.
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SYSTEM-BASED ACTIONS	▶ Establishment of branches of Pakistani banks/tie-ups with indigenous financial institutions in CoDs, where there is a substantial Pakistani community to increase the inflow of remittances through legal channels. ▶ Launch awareness campaign in collaboration with SBP/PRI to Pakistani diaspora (online sessions) to increase inflow of remittances through formal/banking channels by Pakistani Missions/CWAs
CAPACITY BUILDING MEASURES	▶ Provide capacity-building initiatives to financial institutions to handle remittances more efficiently.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Educate emigrants and their families to make informed choices about the use of remittances and investment through pre-departure briefings. ▶ Collaborate with financial institutions for literacy programmes to help emigrants make informed decisions regarding the use and investment of remittances.
MONITORING AND EVALUATION	▶ Regularly track the effectiveness of financial schemes for increasing remittance inflows through formal channels.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Foster partnerships to support initiatives that promote legal remittance channels and discourage the informal ones.
COMMUNICATION AND INFORMATION	▶ Provide informative materials during pre-departure briefings on the benefits of sending remittances through legal channels and the associated incentives.

Action Area 2: Attracting Diaspora Investments for National Development

LEGISLATIVE MEASURES	▶ Legal framework to support and regulate diaspora investments. ▶ Legal framework to provide financial incentives such as tax breaks, subsidies, or grants, to encourage diaspora investments in priority sectors which are crucial for Pakistan's economic growth such as technology, healthcare, or renewable energy.
ADMINISTRATIVE ACTIONS	▶ To preserve quota for OPs in various industrial Estates/Zones, public sector housing projects / schemes. ▶ Civil awards for Overseas Pakistanis in recognition of exceptional services for Pakistan. ▶ Enhance role of diaspora in national and local development programmes. ▶ Offering multiple privileges to top remitters and notable Overseas Pakistanis such as national awards on National Days, establishing a hall of fame in Pakistan Missions abroad, and tax exemptions. ▶ Extend online facilitation to OPs for services such as land purchase and transfer, pension, death certification, and power of attorney.

SYSTEM-BASED ACTIONS	▶ Conducting area-specific feasibility studies to attract investment from Overseas Pakistanis and developing linkages between relevant authorities and OPs. ▶ Establishing dedicated investment platforms for Overseas Pakistanis, offering guidance on investment opportunities, regulatory frameworks, and facilitation services to reduce processing time.
CAPACITY BUILDING MEASURES	▶ Appointing leading overseas professionals, technocrats in Advisory Committee(s) of the Ministry and various BoDs / BoGs in public sector and corporate entities. ▶ Equip local and provincial authorities with the skills to effectively engage the diaspora, manage investment projects, and offer tailored services to facilitate investments. ▶ Provide online seminars for diaspora members on how to navigate the investment landscape in Pakistan, covering areas like local regulations, tax incentives, and financial support systems.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Facilitating overseas investors through entrepreneurial start-up incubation, investment protection, and placements in technological parks, SEZs. ▶ Develop programmes for community-based development projects through diaspora investment.
MONITORING AND EVALUATION	▶ Regular tracking of the outcomes of diaspora investment programmes to ensure they are contributing to national and local development.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Developing collaboration between relevant authorities and Overseas Pakistanis to facilitate investments.
COMMUNICATION AND INFORMATION	▶ Provide real-time information on available investment opportunities, legal requirements, and government incentives for Overseas Pakistanis. ▶ Use Pakistani Missions to distribute informative materials and host events on investment opportunities in Pakistan, targeting diaspora communities directly.

Action Area 3: Diaspora Engagement Strategy to Strengthen their Links with Home Country

LEGISLATIVE MEASURES	▶ Revise and amend the legal framework to allow Overseas Pakistanis to participate in the electoral process in Pakistan.
ADMINISTRATIVE ACTIONS	▶ Establish an agency or expand the scope of some existing one for holistic diaspora engagement. ▶ Liaising with overseas Pakistani workers in their country of destination to protect their rights and provide the necessary assistance in distress. ▶ Coordination with Ministry of Industries and Production to devise a mechanism for reserving quotas for OPs in different Industrial estates and zones.

SYSTEM-BASED ACTIONS	▶ Maintaining a comprehensive and regularly updated database of Pakistani diaspora with segmentation based on geography, skill sets, and net worth for effective engagement. ▶ Facilitate virtual return of diaspora by transferring their skills and knowledge on legal pathways, culture, customs, laws of host countries, etc., to intending Pakistani migrant workers.
CAPACITY BUILDING MEASURES	▶ Encouraging highly qualified Overseas Pakistanis to establish institutions of higher learning in Pakistan and assist existing institutions of advanced learning in upgrading their standards.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Creating permanent connections with the Pakistani diaspora, particularly in North America, Europe, and Australia, through Pakistani Missions / CWAs and regular meetings, conferences, and visits.
MONITORING AND EVALUATION	▶ Implement regular tracking and feedback systems to evaluate the effectiveness of diaspora engagement activities, including conferences and other initiatives.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Coordinating with Pakistani Associations abroad to boost the tourism industry in Pakistan by organizing group tours and investing in infrastructure, such as tourist lodges, hotels, transport, etc.
COMMUNICATION AND INFORMATION	▶ Provide real-time information on national developments, investment opportunities, and ways to contribute to Pakistan's growth.

Pillar 5: Reintegration of Return Migrants

Target: To develop a comprehensive reintegration framework that facilitates the socio-economic reintegration of returning emigrants through legal reforms, administrative support, capacity building, and collaboration with Federal, Provincial, and international partners, while ensuring effective communication and public engagement to provide returning emigrants with job opportunities, skill recognition, and financial assistance for business establishment and reintegration into the workforce.

Action Area: Socio-economic Reintegration of Returnee Emigrants

LEGISLATIVE MEASURES	▶ Amendments in Emigration Ordinance, 1979 and Rules thereunder for provision of return and socio-economic reintegration of migrant workers.
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ADMINISTRATIVE ACTIONS	▶ Development of a comprehensive and exclusive Reintegration strategy. ▶ Coordination for establishment of an equivalency programme to evaluate and recognise foreign work experience, qualifications, and skills of returning migrant workers. ▶ Pursuing bilateral and multilateral agreements with CoDs for their support in the return and reintegration of returning emigrants in Pakistan. ▶ Institutionalization of PGFRCs and their geographic expansion. ▶ Establishment of a referral network to provide awareness to returnees and connect them with various Federal and Provincial agencies for the provision of reintegration services.
SYSTEM-BASED ACTIONS	▶ Establishment of a database / profiling all categories of returning OPs, in collaboration with relevant stakeholders.
CAPACITY BUILDING MEASURES	▶ Equip provincial-level agencies with the necessary skills and tools to offer support to returning migrants, with special attention to high-emigration areas. ▶ Offer courses in digital literacy for returning emigrants, focusing on skills such as online job search, digital marketing, and e-commerce, which can open new avenues for employment and entrepreneurship.
PUBLIC AND STAKEHOLDER ENGAGEMENT	▶ Organizing special job fairs and recruitment drives to assist returnee migrant workers in their reintegration.
MONITORING AND EVALUATION	▶ Implement systems to monitor the outcomes of reintegration programmes, including job placement success rates and the effectiveness of support services.
COLLABORATION AND PARTNERSHIP DEVELOPMENT	▶ Exploring financial support for the establishment of businesses through Small and Mid-Size Enterprises (SMEs), Small Medium Enterprises Development Authority (SMEDA), and other financial institutions.
COMMUNICATION AND INFORMATION	▶ Include a reintegration component in pre-departure training to inform migrant workers that return is a natural part of the migration cycle. This will help ensure that workers and their families are prepared for readjustment upon return. ▶ Disseminate information on available reintegration services through digital platforms, brochures, and community outreach to ensure returning migrants are aware of the resources available to them.

5. Implementation, Monitoring and Evaluation

5.1 Implementation

Implementation of the National Emigration and Welfare Policy will be supervised by MOPHRD through Task Force under the Chairmanship of Federal Minister for MOPHRD. The Task Force will meet twice a year at the initiative of the Chair.

Implementation of the Policy will be carried out in phases (Short-Term (1 year), Medium-Term (2 years) Long-Term (3 years)) in accordance with a Strategic Plan for Implementation by MOPHRD. The Strategic Plan will sequence and prioritise interventions on the basis of available resources, institutional readiness, and the relative urgency of each Policy Pillar and will be guided by the basic principles introduced by this Policy.

The implementation of the Policy will be funded from the state budget¹² and will also be financially supported by donor organisations. In regard to sufficiency of available resources to achieve the Policy goals and objectives, this correlation is secured on account of the fact that the goals and objectives prescribed by the Policy are general enough by their nature to enable the involved parties to implement them to the extent allowed by the existing state-allocated resources and donor support.

Annual Action Plans approved by MOPHRD are the primary instrument of Policy implementation. The Plans will be prepared by MOPHRD in collaboration with relevant national and international stakeholders.

5.2 Monitoring

The Action Plan will be regularly monitored to ensure that the outcomes envisaged by the Policy objectives are achieved and the activities prescribed are performed as scheduled.

The Task Force will monitor the implementation of the Policy and Action Plan. Reporting mechanism is as under:

- Quarterly Monitoring Reports: Provide updates on the progress of key activities and KPIs across the pillars, highlight challenges, and propose corrective measures.
- Annual Evaluation Reports: Comprehensive reports that evaluate the overall progress, outcomes, and impacts of the policy, including policy revisions and updates.
- Stakeholder Consultations: Regular consultations with key stakeholders, including government agencies, private sector actors, civil society, and international partners, to validate findings and ensure alignment with policy goals.

The Task Force requests agencies responsible for the implementation of the Action Plan to provide information on the progress of implementation of activities every 3 months, and based on this information, prepares quarterly progress reports. The level of progress achieved in the course of implementation of activities will be assessed and relevant tasks will be assigned according to the Strategic Plan for Implementation.

The Task Force will use the quarterly reports to prepare an annual monitoring report presenting information on the outputs of Action Plan activities and the progress on the implementation of Policy objectives. Annual monitoring reports with respective recommendations will be submitted

¹² State budget includes Federal & Provincial budgeting.

to the MOPHRD. The annual Action Plan monitoring report is prepared within 60 calendar days counted from the end of each following year after the start of Action Plan implementation.

Based on monitoring data, MOPHRD will adjust interventions to address challenges and emerging opportunities. This ensures that the policy remains dynamic and responsive to changing circumstances and emerging challenges.

5.3 Evaluation

A systemic evaluation will be undertaken to learn whether the Policy goals are achieved and to study the long-term outcomes of its objectives. The evaluation will also focus on understanding the Policy's impact on the development of sectoral directions and the gaps that occurred during the implementation process.

The evaluation of the Policy will be conducted in two stages. Two interim evaluations will be carried out in 1 and 2 years respectively, after implementation when the target values envisaged by the Strategic Plan for Implementation and related data have been fully available. A final evaluation will take place at the final stage of completion of the policy cycle (03 Years). The extent of evaluation will depend on the availability of human and financial resources at the relevant period.

Reports produced as a result of interim and final evaluations will be discussed and agreed upon by MOPHRD with the agencies responsible for policy implementation, approved by the MOPHRD and submitted to the Government.

6. Annexes

Annex 1: Total number of Pakistani workers proceeding abroad for employment (1971-2025 (June))

S.#	COUNTRIES	1971-2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025 (Up to June)	Total
1	Saudi Arabia	2742962	222247	358560	270502	312489	522750	462598	143363	100910	332764	136376	155777	514909	426951	452562	242337	7398057
2	U.A.E.	1595574	156353	182630	273234	350522	326986	295647	275436	208635	211270	53676	27442	128477	229894	64130	13865	4393771
3	Oman	394436	53525	69407	47794	39793	47788	45085	42362	27202	28404	10348	38350	82380	60046	81587	8476	1076983
4	Qatar	82043	5121	7320	8119	10042	12741	9706	11592	20993	19371	7422	37987	57999	55112	40818	26448	412834
5	Bahrain	94599	10641	10530	9600	9226	9029	8226	7919	5745	8189	7843	12977	13653	13345	25198	18679	265399
6	Kuwait	180755	173	5	229	132	164	770	773	493	126	419	1607	2089	2328	1883	553	192499
7	South Korea	15343	12	7	12	46	13	17	9	13	518	64	91	2025	1638	668	22	20498
8	Malaysia	23410	2092	1309	2031	20577	20216	10625	7174	9881	11327	2301	106	6175	20905	5790	1419	145338
9	China	1717	180	220	155	254	355	482	457	854	1252	298	607	673	1794	1886	1060	12244
10	Algeria	878	7	2	7	36	211	259	461	213	118	4	4	14	30	76	36	2356
11	Angola	601	8	6	8	1	22	22	12	11	29	25	20	30	35	48	24	902
12	Azerbaijan	51	0	3	98	22	8	8	8	20	45	12	4	32	138	844	558	1851
13	Brunei	998	79	74	67	48	85	85	212	225	187	32	7	202	146	217	106	2770
14	Cameroon	48	15	0	0	3	2	0	1	4	33	1	0	6	13	209	97	432
15	Croatia	44	1	0	0	0	0	0	0	0	4	4	3	4	38	38	10	146
16	Cyprus	922	71	129	111	278	500	990	1729	1644	970	175	1961	2906	2892	1172	886	17336
17	Gabon	299	2	4	1	8	0	0	2	0	0	0	1	1	0	1	13	332
18	Gen-Island	195	0	0	0	0	2	0	0	0	2	0	0	0	0	0	0	199
19	Germany	187	11	23	26	23	43	38	64	103	303	170	325	664	708	730	523	3941
20	Greece	542	0	0	0	0	2	3	2	3	1	1	15	579	2914	1487	1627	7176
21	Guinea	144	15	12	13	6	10	11	6	11	26	8	25	6	39	65	47	444
22	Hong Kong	252	26	17	20	38	29	38	54	57	61	52	52	75	122	134	83	1110
23	Iran	12586	14	3	26	5	65	37	100	20	24	20	74	61	148	175	60	13418
24	Iraq	68135	0	32	951	1041	709	543	599	756	2306	1177	2819	2387	4307	6650	2680	95092
25	Italy	17763	2875	3361	2068	1563	431	242	141	86	20	6	77	350	1360	1049	210	31602
26	Japan	380	48	62	44	69	82	102	153	258	391	356	17	900	1184	1518	1369	6933
27	Jordan	5341	178	279	345	328	321	282	285	170	205	54	334	349	244	308	159	9182
28	Kenya	67	11	8	6	3	11	15	8	17	25	34	19	28	30	39	13	334
29	Lebanon	432	30	23	15	57	33	42	24	27	12	1	7	12	19	278	244	1256
30	Libya	72112	490	1872	4543	2121	8	0	4	8	17	13	86	206	58	67	38	81643
31	Morocco	44	0	0	0	2	0	0	1	5	3	0	12	10	10	21	17	125
32	Nigeria	2665	166	142	117	113	106	104	75	115	105	61	135	201	210	242	154	4711
33	Poland													143	141	42	13	339
34	Romania													3263	4947	1357	565	10132
35	Sierra Leone	138	0	0	0	0	0	2	3	4	7	0	1	33	3	26	8	225
36	Singapore	282	62	47	42	76	68	33	54	65	82	37	21	95	87	85	80	1216
37	Somalia	85	5	21	14	47	23	29	49	70	71	73	215	217	150	194	92	1355
38	South Africa	840	195	302	211	189	140	95	144	57	104	16	31	43	57	64	71	2559
39	Spain	2122	3	10	3	7	0	5	26	67	208	384	448	786	394	1038	315	5816
40	Sudan	2074	227	383	368	559	494	428	535	477	630	263	315	528	173	85	133	7672
41	Sweden	134	84	74	24	16	32	19	47	73	88	42	71	111	77	84	30	1006
42	Switzerland	100	18	27	12	17	15	17	11	5	24	17	13	8	24	29	7	344
43	Syria	346	0	0	0	0	0	0	0	3	13	0	0	1	6	3	0	372
44	Tanzania	812	63	55	56	72	126	50	78	55	36	24	42	38	43	55	64	1669
45	Tunisia	35	0	0	0	1	5	1	0	0	10	7	3	2	7	2	2	75
46	Türkiye	203	14	13	21	15	57	95	112	99	66	62	160	151	800	1557	1688	5113
47	Türkmenistan	1212	0	0	0	0	0	2	0	0	11	0	0	7	10	29	2	1273
48	U.K.	11044	308	183	158	250	260	346	340	587	903	804	1034	2922	16449	13695	2595	51878
49	U.S.A	3519	182	164	226	351	350	289	229	339	505	253	551	801	909	1077	584	10329
50	Uganda	326	10	0	6	6	37	19	22	35	119	31	42	49	59	71	48	880
51	West Africa	308	3	0	0	0	0	3	2	0	0	0	0	0	0	0	0	316
52	Yemen	5069	57	144	105	137	24	15	17	9	21	26	63	65	169	150	25	6096
53	Zambia	908	13	7	38	20	12	20	19	17	32	18	24	28	54	82	55	1347
54	Others	9254	1258	1117	1288	1857	2206	1908	1572	1998	4838	2203	4305	5645	11408	17766	8200	76823
	Total:	5354336	456893	638587	622714	752466	946571	839353	496286	382439	625876	225213	288280	832339	862625	727381	336442	14387801

Annex 2: International Best Practices in Overseas Migration of Workers

The non-binding ILO Multilateral Framework on Labour Migration provides guidelines for drawing ‘best practices’ carried out in countries engaged in international labour migration.¹³ The Protection Project at Johns Hopkins University has also prepared a volume on 100 Best Practices in the Protection of Migrant Workers, drawn from seven regions of the world including the Middle East and North Africa.¹⁴ IOM has also developed a ‘Best Practice Guide for Employers of Migrant Workers in the Hospitality Sector in Hong Kong SAR, China.’¹⁵ All these documents show that ‘best practices’ must be rights-based or, in other words, in line with international norms for the protection of workers’ rights. They should be innovative, represent creative responses and solutions to problems, have an impact on improving labour migration processes, increasing benefits, and reducing the costs of migration. Practices should be sustainable over time and supported by requisite administrative capacity for continuity.¹⁶

There is no formal, binding, and comprehensive analysis or criteria to measure the best policy, structure, programme, or service on migration in a particular country or migration context. Some best practices on the ‘policy capture’, ‘emigration processes’ (recruitment), ‘protection of migrant workers’, ‘engagement of diaspora in development’, ‘reintegration of return migration’, and ‘incentive structures’ are summarized in Tables 1-2.

As a whole, the labour migration system of the Philippines is considered a role model for other countries of origin (Table 2). Some of these practices have not been replicated in other countries of the origin. India, Pakistan and Bangladesh have developed institutions, rules and regulations to manage migration, in the Philippines however, labour migration is an integral part of the country’s economic growth and development strategy. The system in the Philippines has improved over time through regular innovative revisions. In 2022, for instance, the Philippine government created the Department of Migrant Workers (Republic Act 11641), bringing together programmes and institutions that govern international migration through the entire migration cycle, from deployment to reintegration (Table 1). Over time, the Philippines has developed its ability to adjust and respond to changes in global labour markets including shortages in skills. An effective system has also been developed to provide information to intending emigrants about overseas jobs and skills required, with relatively low cost of migration. Bangladesh has also developed an effective system to provide services to overseas employment seekers through the Bureau of Manpower, Employment and Training (BMET), which organizes specific pre-departure training and technical training in 42 districts (Table 3).

¹³ ILO (2006); ILO Multilateral Framework on Labour Migration: Non-binding principles and guidelines for a rights-based approach to labour migration, ILO, Geneva.

¹⁴ 100 Best Practices in the Protection of Migrant Workers © Copyright 2013 The Protection Project at The Johns Hopkins University Paul H. Nitze School of Advanced International Studies

¹⁵ International Organization for Migration (IOM), 2023. IOM Best Practice Guide for Employers of Migrant Workers in the Hospitality Sector in Hong Kong SAR, China. IOM, Hong Kong SAR, China

¹⁶ ILO (2006); ILO Multilateral Framework on Labour Migration: Non-binding principles and guidelines for a rights-based approach to labour migration, ILO, Geneva.

Philippines' labour migration system

Policy, Governance and Institutional Framework	
Policy capture	Labour emigration is a national thrust for economic growth in the Philippines. The government's national development plan mandates providing social protection to Overseas Filipino Workers (OFWs) and maximising the use of remittances sent back by overseas Filipinos for development. Philippine Development Plans (national and local) have specific sections on migration and development, protection of migrants and their families, and reintegration initiatives.
Governance and Institutional Framework	In 2022, the Philippine government created the Department of Migrant Workers (Republic Act 11641), it has a budget of 830 million euros for 2023.
Pre-departure phase/stage	
Degree of responsiveness to global shortages	The Philippines has developed its ability over time to respond to changes in global labour markets by diversifying CoDs and the skills of its workforce and reaffirming its niche in critical professions such as nursing, hospitality, and seafaring.
Information on overseas jobs, recruitment process	- The Philippine Overseas Employment Authority (POEA) has recently instituted an optional Pre-Employment Orientation Seminar (PEOS) to provide information on the following eight areas: guidance on working and living abroad; the job search process, including information on avenues for applying for work overseas, required documents, and the Overseas Employment Certificate (OEC); illegal recruitment; mandatory fees; minimum requirements in an overseas job contract; life and work in the destination countries; likely health and security risks; and government agencies involved in migration. A Handbook for Overseas Workers has also been published. - All workers must attend a Pre-Departure Orientation Seminar (PDOS) (managed by OWWA) and pay for their PhilHealth insurance, OWWA insurance, and POEA fees to secure their OEC. Other social security options are Pag-IBIG (housing and loans) and Social Security System (retirement, loan, healthcare). - The information session in the Philippines is being conducted in collaboration with various accredited private sector organisations and non-governmental organisations (NGOs) as part of a multi-stakeholder programme. This approach ensures that all relevant stakeholders are involved in the process, fostering transparency and fairness in the implementation of the programme.
Skill development	Technical Education and Skills Development Authority (TESDA) offers training to potential migrants before departure – (80,000 annually).

Emigration process	
Recruitment	• The POEA licenses and monitors recruitment agencies, administers regulations, and reviews employment contracts to ensure that they meet requirements. • Under POEA recruitment, there is no need to pay placement fees. For private recruitment, it also mandates zero recruitment fees (passing on the fee to the employer) and when necessary, it cannot exceed the equivalent of one-month salary of the migrant worker. • An incentive is provided to ethical and fair recruitment agencies.
Automation and digitalisation	On 12 July 2023, the Philippines Bureau of Immigration launched an online platform that allows eligible individuals to submit certain immigration applications on the eServices platform. In 2023, OEC can also be taken online for returning OFWs.
Protection of workers while abroad	
Helping workers while abroad	• Post Arrival Orientation Seminar (PAOS) is organized by Philippine embassies and consulates, in partnership with government personnel, worker's organisations, employers, and civil society to help OFWs familiarize themselves with their new environment. • 35 Philippine Overseas Labour Offices (now Migrant Workers Office) provide support related to labour disputes and workers' rights. These offices also offer as well as counselling, legal advice, social services, and financial literacy training. • MOUs for the protection of domestic workers. • Country specific crisis management manuals and contingency fund.
Social security system/welfare services	• Overseas workers are covered by social security (SSS, PAG-IBIG) • The Welfare Fund for the welfare of migrants and their families has a current capital of around 3 billion USD. •
Diaspora engagement	

Remittance enhancement and investment promotion	• An effective banking system and bilateral agreements exists to reduce the cost of remittances. • The Philippines Overseas Employment Administration, in collaboration with Philippine banks, provides electronic identity cards to migrant workers who register their contracts with them, enabling them to transfer remittances from destination countries to their families in the Philippines at low cost. Low-cost remittance transfers can also be made through mobile telephone companies. • A designated government agency, the Commission on Filipinos Overseas (CFO), is responsible for, among other things, diaspora engagement, investment, philanthropy, contribution to national development and the transfer of skills and technology. CFO is also responsible for Filipinos leaving the country as permanent residents overseas and those married to foreign nationals.
Return migration	
Reintegration framework	• The National Reintegration Centre for OFWs serves as the primary government entity for reintegration, job search support and business advisory services upon return. • The NRCO has designed specific business programmes for female migrants interested in small-scale business opportunities such as neighbourhood and community retail and other services. • Facilitated partnerships with the private sector, cooperatives, micro-finance, and multinational companies, • Incentives for diaspora investments; business competition for seafarers; collective remittance programmes for migrants, returnees and their families, facilitation of migrant's families at the local level.
Incentive structure	• The “Bisita (Visitor) Be My Guest” programme, launched by the Department of Tourism in cooperation with the Department of Migrant Workers, provide Filipinos, especially OFWs and those living abroad, opportunities to receive incentives and prizes for bringing home a foreign friend, spouse, or family into the Philippines. • The incentives include raffle prizes such as condominium units, cars, and holiday packages, as well as privilege cards for discounts at various malls, hotels and restaurants across the country. • A one-stop shop and networking hub of reintegration services for OFWs; reintegration officers are available in all regions in the Philippines. • The Department of Trade and Industry has OFW desks in regional and provincial offices.

Labour emigration systems in India, Bangladesh and Pakistan

	India	Bangladesh	Pakistan
Policy, Governance and Institutional Framework			
Policy Capture	Emigration Act, 1983, is the most important policy instrument governing the migration of Indian workers for overseas employment on a contractual basis.	Overseas Employment and Migrants Act, 2013 Overseas migration is guided by the Overseas Employment Policy of 2006, revised and reformulated as the Expatriates' Welfare and Overseas Employment Policy in 2016.	Emigration Ordinance, 1979 and Rules framed there under.
Governance and Institutional Framework	The Ministry of External Affairs (MEA) set up the India Centre for Migration (ICM), broadening its scope to include conducting Training of Trainers' (ToT) workshops and certifying Master Trainers.	Ministry of Expatriates' Welfare and Overseas Employment: • Bureau of Manpower, Employment, and Training (Regulator at Federal Level) with offices in 53 Districts • Bangladesh Overseas Employment and Services Limited. (BOESL). • Bangladesh Association of International Recruiting Agencies (BAIRA)	Pakistan has developed institutions, under MOPHRD, for safe, orderly, and regular emigration as well as welfare and protection of emigrant workers and their families: i. Bureau of Emigration & Overseas Employment (BE&OE) ii. Overseas Employment Corporation (OEC) iii. Overseas Pakistanis Foundation (OPF)
Pre-departure System			
Information on overseas jobs, recruitment process	India Centre for Migration (ICM) conducts studies, workshops, and pilot projects, focusing on areas like migrant skill development and pre-departure training.	• 42 District Employment and Manpower Offices (DEMOs) through which the Bureau of Manpower, Employment and Training (BMET) provide services	• BE&OE • OEC • MRCs, established in Islamabad, Lahore and Peshawar provide clear and accessible information to potential, intending

	The centre collaborates with international organisations and publishes reports to inform policy making.	to overseas employment seekers and conduct pre-departure training. • Migrant Resource Centres (MRCs), established in Dhaka and Cumilla, provide clear and accessible information to potential, intending migrants.	and outgoing emigrants on opportunities for regular emigration.
Skill Development	• The Ministry of Skill Development and Entrepreneurship (MSDE) supervises skill development programmes through entities such as the National Skill Development Agency (NSDA) and Sector Skill Councils (SSCs). • Skill India is a government initiative aimed at equipping its workforce with relevant skills to enhance employability. • Skill India bridges the gap between skilled labour demand and availability, offering standardized training, certification, and placement support.	National Skills Development Council (NSDC) is the highest forum in enhancing the skills of potential migrants. The Council accredits national training providers.	• NAVTTC and Provincial TEVTAs carry out training programmes, accreditation of institutes. • Under the Prime Minister's Youth Skill Development Programme (PMYSDP), NAVTTC imparts Pakistani youth with technical, and vocational training. • NAVTTC has developed the National Skills Information System to organize the TVET system. • NAVTTC introduced a Competency Based Training (CBT) system in the country to replace traditional modes of training.

	It also encourages entrepreneurship and self-employment.		- National Skill Development Council (NSDC) - National Qualification Framework (NQF).
Emigration process			
Recruitment	- State (Provincial) Manpower Export Corporations - Private Agencies licensed by Protector General of Emigrants (PGE)	Government of Bangladesh in collaboration with the Republic of Korea through Employment Permit System (EPS) operated by BOESL.	- BE&OE and OEC. - OEC is also implementing the EPS programme in collaboration with the Korean Ministry of Employment & Labour.
Social Security System/ Welfare Services	Insurance Schemes for Indian Overseas Workers	Four stage protection structure: - pre-departure, - departure stage, - arrival in destination countries, & - at the time of their return home. Welfare fund and insurance schemes are available for migrant workers at all stages.	- Protection and Welfare services for OPs and their families by OPF. - State Life Insurance Scheme for emigrant workers in case of death / disability.
Diaspora engagement			
Linkages with Multilateral Partners	IOM, ILO, ICMPD	ILO, IOM, ADB, World Bank, ICMPD	ILO, IOM, ADB, World Bank, ICMPD, GIZ
Return migration			
Reintegration Framework	Reintegration framework primarily targets returning Indian emigrants include: - Emigrant workers and their Family members. - India has introduced specific programmes to	- Reintegration is included in the 8th Five Year Development Plan. - A project namely "Prottasha" is providing information to returnee migrants and their families. - Public Private Sector	Pakistani-German Facilitation and Reintegration Centre, established in OPF in collaboration with GIZ, for the social and economic reintegration of returning workers.

	incentivize reintegration. • At the Local level, municipalities, and districts collaborate to implement reintegration initiatives. • Skills and Entrepreneurship Development Programmes Returnees are provided with training and skill development opportunities. Entrepreneurship support helps them start businesses or engage in self-employment.	Partnership for Reintegration • Recognition of Prior Learning for returning migrants.	
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Annex 3: Proposed Amendments in Laws and Rules

At present, approximately 120 amendments are planned in nearly 35 instruments (laws, rules, regulations etc.) covering the policy framework of 7 different departments under administrative control of this Ministry. These amendments will help in ease of doing business by reducing the procedural nodes. Moreover, these amendments will also strengthen the mechanism of such departments.

S.#	Title of Law/ Rule/ Regulation etc.	Rationale for proposed amendments	Current Status
1	Employees Old-age Benefits Act, 1976 Enhancement in contribution rates. Settlement of devolution issue. More benefits to insured persons. Legal cover to amendments made through different finance acts.	- The life of the Institution will be increased through enhancement of contribution rates as suggested by Actuarial Valuers of the Fund. - Pension Scheme will become universal to fulfil obligation of welfare state as defined in Article 38-C of the Constitution of Pakistan, 1973 - Issue of Devolution in respect of EOBI will be settled in light of recommendations of CCI. - Additional benefits will be allowed to insured persons/survivors. - The amendments incorporated in EOBI Act, 1976 through various Finance Acts which were struck down by the Supreme Court will become part of EOBI Act, 1976	The draft amendment bill was submitted to CCLC for its approval. However, the same was returned by CCLC, directing to obtain in principle approval of Cabinet. Accordingly, summary has been submitted to Cabinet Division in July 2023, which is pending there.
2	EOB (Registration of Employers and Insured Persons) Rules, 1976	After the approval of amendments in EOBI Act, 1976, the necessary amendments will be incorporated in relevant Rules, Regulations and Service Regulations for accelerating the performance of the Institution.	
3	EOB (Contribution Rules, 1976		
4	EOB (Audit & Accounts) Rules, 1977		
5	EOB (Board of Trustees) Rules, 1977		
6	EOB (Investment) Rules, 1979		
7	EOB (Actuarial valuation) Rules, 1982		
8	EOB (General) Regulations, 1980		
9	EOB (Determination of Wages for Computation of Contributions) Regulations, 1980		
10	EOB (Payment of Invalidity Allowance) Regulations, 1981		

11	EOB (Payment of Old-Age Pension/Grant & Widow Pension) Regulations, 1983		
12	EOB (Determination of Complaints, Questions and Disputes) Regulations, 2007		
13	EOB (Verification) Regulations, 2007		
14	EOB (Contract Appointment) Regulations, 2018		
15	EOB (Electronics) Regulations, 2018		
16	EOB (Statutory Increase) Regulations, 2018		
17	EOBI Deputation Rules 1993		
18	EOBI (Employees' Service) Regulations, 1980		
19	EOBI (Medical Attendance) Regulations, 1980		
20	EOBI (Loans to Employees) Regulations, 1980		
21	EOBI (Employees' Gratuity) Regulations, 1980		
22	EOBI (Employees' Pension & Gratuity General) Regulations, 1987		
23	EOBI Recruitment Procedure "Officers"		
24	EOBI Recruitment Procedure "Staff"		
25	EOBI Principles of Seniority 1998		
26	Amendments in Workers Welfare Fund Ordinance, 1971 Jurisdiction of Applicability of Law. Classification of Industrial Establishment. Implementation of Amendments made in	The proposed amendments will help in the following; • Jurisdiction of Applicability of Law. The Federal law will be applicable to such areas in the Federation that are not included in any province of Pakistan and Trans-provincial Industrial Establishments. • Classification of Industrial Establishment.	Draft bill for proposed amendments is under process in the Ministry.

	Income Tax Ordinance (ITO). Comprehensive Definition of Worker.	The definition of standalone and Trans-provincial Industrial Establishments has been made clear in the proposed Amendments that will help in resolution of collection mechanism of WWF and WPPF contributions. Implementation of Amendments made in Income Tax Ordinance (ITO) It would help in enabling Provincial Revenue Departments to make collections from the Standalone Industrial Establishments and will allow FBR to Share the data/information with WWF and Provincial Governments regarding 2% collection collected from Industrial Establishments. Comprehensive Definition of Worker Definition of worker as provided in IRA-2012 is included in the Law to cover all classes of workers including Permanent, temporary, contractual and 3third-party workers etc. Moreover, there are other proposed amendments that aim at increasing the Jurisdiction of WWF and enhancing its powers in terms of operational control.	
27	Companies Profits (Workers Participation) Act, 1968 Increase benefits to Industrial Workers by expanding the scope in pursuance of 18th Constitutional Amendment.	In accordance with the Companies Profit (Workers Participation) Act of 1968, the Workers Welfare Fund (WWF), which operates under the administrative supervision of the Ministry of Overseas Pakistanis and Human Resource Development (OP&HRD), ensures the employees share in company profits. According to this Act, every eligible company has to establish a Worker's participation Fund through Board of trustees which will manage and administer the Fund in line with provisions of the, <i>ibid</i>, Act. The Act needed to be amended following the 18th constitutional amendment, and the revisions aim to increase the benefits that are available to industrial workers by expanding the Act's scope to include the Federation which are not included in any province as well as other amendments to up hold the spirit of 18th amendment.	The Ministry submitted the draft amendment bill before the National Assembly in April 2023. The bill is pending in the Parliament.
28	Workers Welfare Fund (Employees Service) Rules, 1997 Creation of new cadres and posts with clearly defined criteria's etc.	Proposed amendments will ensure suitable recruitment / appointment and promotion of officers / officials of WWF in their respective cadre. Besides, it will enhance accountability and efficiency be bringing existing rules in line with the Federal Government.	The draft notification for proposed amendments is being sent to Law & Justice

	Updating different allowances.		Division for final vetting before seeking approval of CCLC and Federal Cabinet.
29	Workers Welfare Fund Rules, 1976 Improving Governing Bodies functioning.	Proposed amendment will help in better governance of Governing Body's functioning.	Matter pending at WWF and will be given final shape once Amendments in WWF Ordinance, 1971 are finalized.
30	Recovery Rules under WPPF Act, 1968. Empowering WWF for collection of contributions. Monitoring distribution of profits among workers.	Recovery Rules once implemented after formulation will help in strengthening the control mechanism of WWF as it will be empowered to cross check whether contributions have been deposited or otherwise. Moreover, it will help determine whether distribution of Profits among eligible workers has been made or not and to what extent the Penalty can be imposed in case of non-contribution of due share of contribution.	Matter pending at WWF and will be given final shape once Amendments in WPPF, Act 1968 are finalized.
31	Housing Allotment Policy under WWF Ordinance, 1971. Streamlining the mode of allotment.	Housing Allotment Policy will help in resolution of matters related to mode of allotment amongst the eligible workers as currently the law prohibits allotment on ownership basis.	Matter pending at WWF and will be given final shape once Amendments in WWF Ordinance, 1971 are finalized.
32	Rule 25(2)(xi) of Emigration Rules, 1979 Enhancement in the export of female housemaids.	The existing Rule(25)(2)(xi) of Emigration Rules, 1979 prescribes minimum age for employment of women as maid servants (Ayas and Governesses) as 35 (thirty-five) years. The current age limit is relatively higher as compared to regional competitors. Bangladesh has 25 years minimum age limit for female housemaid for overseas employment, Sri Lanka 21 years for all countries and 25 years for KSA, Nepal, 25 years and Philippines, 24 years etc. In addition, Kingdom of Saudi Arabia has introduced amendments in the regulations for domestic workers in October 2023 by fixing the minimum age limit for domestic workers as 21 years. Therefore, with the amendment in the minimum age limit for female housemaid from 35 years to 25 years, Pakistan can occupy the gap/demand in Arabian states as well as in Europe, America and Australia. It is	The proposed amendment is under process.

		projected that with the enactment/approval of this amendment, the total number of export of female housemaid will increase to 10,000 housemaids per year initially for next three years and in the fourth year it is projected twofold.	
33	NIRC Appointment of Chairman and Members (Qualifications) Rules, 2022 To make the process of appointment more objective and transparent.	The rules were notified in 2022. However, the Establishment Division and Law & Justice Division on a summary for appointment of Members in 2023 made certain observations, which need amendments in the rules to make the same more objective and transparent.	The Ministry has initiated preliminary consultation with Establishment Division and Law & Justice Division to draft the proposed amendments.
34	Industrial Relations Act, 2012 To remove different legal lacunas, highlighted by ILO etc.	To remove overlapping between the authorities of "Registrar Trade Union" and "Commission". Besides adjudication of industrial disputes, the functions of the Commission as mentioned in Section 54 also include registration of Trade Unions and determination of "Collective Bargaining Agents", which are mainly functions of Registrar Trade Union as mentioned in Section 5. The Islamabad High Court, Islamabad vide its Judgment dated 30.11.2020, passed in Writ Petition No.2188/2019 titled as Chevron Lubricants V/s FOP etc, pointed out this lacuna and declared that all functions are to be performed by the Commission. Moreover, there is a need to clearly define the Registrar Trade Union as well as Industry-wise Trade Unions and to make the Act synchronize with the ILO Conventions.	The amendments are being drafted in consultation with NIRC and HRD Wing of the Ministry.
35	Enactment of "Establishment of Special Court (Overseas Pakistanis Property) Act, 2023" Protection of Overseas Pakistanis Properties through independent legal system.	Overseas Pakistanis are valuable asset of the country. They play a vital role in socioeconomic development of the country by sending remittances. However, they face issues relating to protection of their property. Therefore, to provide them with immediate relief, draft Bill titled "Establishment of Special Court (Overseas Pakistanis Property) Act, 2023 has been prepared, which has been considered by CCLC and ratified by Federal Cabinet.	The bill was introduced in the Senate during the tenure of caretaker government. Still pending in the Senate of Pakistan.
36	Conversion of Overseas Employment Corporation (OEC) into Emigration	The existing functions of the OEC (i.e. Emigration Promotion and Overseas Recruitment under G-to-G arrangements) have been prescribed	Proposal is at initial stage.

Promotion Authority (EPA)	under the Emigration Ordinance, 1979, Emigration Rules, 1979 and its Memorandum and Articles of Association. There is a need to make a unified legal instrument to regulate above mandate of the OEC in an effective manner (under Section 4-A and Rule 17). • In order to move forward, Overseas Employment Corporation (OEC) should be restructured into an Emigration Promotion Authority (EPA) under a comprehensive enactment to be passed by the Parliament. This transition aims to enhance and streamline emigration promotion, expanding its scope beyond G-to-G recruitment services. • The EPA will oversee all aspects of emigration, including overseas recruitments, skill set / quality of workforce as per the requirements of CoDs. This will help to ensure / enforce ethical and fair emigration practices to establish Pakistan as a reliable source for international job markets. • The EPA will function as a central regulatory body, overseeing all aspects of emigration, including overseas recruitments under G-to-G arrangements and others, trainings, and research etc. It will develop and enforce guidelines to ensure ethical and fair emigration practices, establishing Pakistan as a reliable source of Highly Skilled, Skilled, Semi-Skilled and Un-Skilled workforce for international markets. • The EPA will do advocacy for enhancing manpower export by organizing Roadshows, Participation in Global Expo's, offering of subsidized foreign language trainings, Establishment of Centre of Excellence(s) and Global / Regional Desks especially in leading manpower exporting destinations etc. • Research & Planning (R&P), there is a substantial gap of skill standards and absence of mutual skill recognition regime between Pakistani TEVT Sector and destination countries skill standards, which loudly calls for R&P to intersect and create a dynamic approach for improvement and exploring new avenues to promote legal migration from Pakistan by identifying the legal	
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		pathways and through research-based awareness campaign within and outside the country to curb the illegal migration.	
37	Framing of Rules for proposed EPA.	Once the approval for EPA is granted Rules viz-a-viz Service, Operational and Financial will be framed under the above legal framework by taking necessary assistance/ input from the line Ministry (i.e. M/o OP&HRD), Establishment Division, M/o Finance, and M/o. Law & Justice.	Proposal is at initial stage.

Annex 4: Theory of Change for National Emigration and Welfare Policy

Problem Statement:

Pakistan faces significant challenges in its labour emigration sector, including outdated legal frameworks, inefficient recruitment systems, inadequate skills development programmes, limited diaspora engagement, and protection for Overseas Pakistanis. These issues prevent Pakistan from fully capitalising on the benefits of labour emigration, ensuring worker welfare, and harnessing the potential of its diaspora for national development.

Long-Term Goal:

To transform Pakistan into a global leader in human capital promotion by fostering safe, orderly, and regular emigration. This transformation will enhance labour emigration's contributions to national economic growth, safeguard the welfare and protection of Overseas Pakistanis, and strengthen the role of the Pakistani diaspora in national development.

Key Components and Pathways for Change

1. Promotion of Safe, Orderly and Regular Emigration

Impact	A more efficient, transparent, and protective emigration governance system that promotes sustained overseas employment, safeguards migrants' rights, and contributes to Pakistan's socio-economic development		
Outputs	- Enhanced legal frameworks for emigration. - New employment opportunities through expanded CWAs' Offices and OEC offices. - Digitalised and streamlined emigration processes (e.g., data systems, mobile apps, etc.). - Improved skills and capacities of key actors (CWAs, TIOs, OEPs). - Increased partnerships with overseas employers and HR firms.	Outcomes	Short-Term:¹⁷ Increased transparency and efficiency in emigration processes; better-trained CWAs and TIOs. Medium-Term:¹⁸ Increased demand for Pakistani workers abroad; improved protection of migrant workers' rights. Long-Term:¹⁹ Enhanced global competitiveness of Pakistan's workforce; sustained emigration through formal channels.
Activities and Interventions	Administrative Actions: - Revise MoUs with CoDs for ethical recruitment, fair contracts, and worker protection. Update emigration laws to align with international standards. - Expand CWAs, establish offices in key regions (MENA), reorient Pakistani missions for employment promotion. System-Based Actions: Develop labour market assessment systems, digitalise emigration processes via management frameworks and mobile apps. etc. Capacity Building: Train CWAs, OEPs, and TIOs on labour standards, ethical recruitment, and economic diplomacy. Public Engagement: Partner with overseas employers, conduct awareness campaigns, and gather feedback from migrant workers. Monitoring & Evaluation: Track CWA and TIO performance, evaluate and revise MoUs/ Agreements with CoDs. Collaboration: Collaborate with local and international HR firms, boost demand for skilled Pakistani workers. Communication: Develop mobile apps and publish information on labour market trends.		

¹⁷ Short Term Measures: 1 Year

¹⁸ Medium-Term Measures: 2 Years

¹⁹ Long Term Measures: 3 Years

Inputs and Resources	Financial Resources: Government funding and international grants. Human Resources: trained Ministry officials, CWAs, TIOs and OEPs. Institutional Support: Ministries, Pakistani Missions, NAVTTC, OEC, BE&OE, federal / provincial departments. Technological Resources: Digital tools (e.g., Pakistan Emigrant Management Framework, databases, mobile apps, etc.). Legal / Administrative Framework: Revised Emigration Ordinance, MoUs, labour agreements with countries of destination (CoDs). Stakeholder Collaboration: Public-private partnerships, international organisations, and migrant worker communities.
Challenges	Delays to labour demand, high migration costs, and reliance on informal channels, hinder the efficiency of the emigration process and protection of migrant workers' rights.

2. Skills Development

Impact	A strengthened and responsive technical and vocational education and training (TVET) system that meets national and global labour market demands, enhancing Pakistan's workforce competitiveness and promoting overseas employment opportunities.		
Outputs	▶ Common qualification framework and accreditation regime. ▶ Establishment of CoEs in partnership with universities and private sector. ▶ Updated TVET curricula and systems to meet international standards. ▶ Expanded support services for migrant workers through MRCs and FRCs. ▶ Enhanced digital learning and training opportunities for emigrant workers.	Outcomes	Short-Term: - Improved alignment of TVET programmes with international labour market standards. - Increased access to skills and language training for emigrants. Medium-Term: - Greater participation of Pakistani workers in international labour markets. - Enhanced partnerships between NAVTTC and global vocational training institutions. Long-Term: - Increased employability of Pakistani workers both domestically and abroad. - Sustainable demand for Pakistani workers in high-skill and specialized sectors globally.
Activities and Interventions	Administrative Actions: ▶ Common qualification framework and accreditation regime for skills development. ▶ Align TVET sector with performance-based criteria and enhance private sector involvement. ▶ Collaborate with NAVTTC and international bodies for accreditation and partnerships. System-Based Actions: ▶ Establish CoEs. ▶ Introduce soft skills and language training programmes, including mobile learning platforms. Capacity Building: Coordination with NAVTTC and Provincial TEVTAs for continuous provision of skills development and certification. Public Engagement: ▶ Partner with the private sector to improve TVET offerings. ▶ Expand MRCs and FRCs for digital learning and support. Monitoring & Evaluation: Conduct annual reviews of CoE curricula for alignment with industry standards. Collaboration: Partnerships with NAVTTC and international vocational organisations to co-develop curricula and address skill gaps. Communication: Publish a comprehensive handbook for emigrant workers on employment processes and support services.		

Inputs and Resources	Financial Resources: Government / donor agencies funding. Human Resources: TVET sector and language experts, university faculty and international training partners. Institutional Support: Collaboration with NAVTTC, private sector partners, universities, and vocational bodies. Technological Resources: Digital tools, mobile apps, and online learning platforms for skills and language training. Administrative Framework: Common qualification frameworks and accreditation regimes. Stakeholder Collaboration: Partnerships with private sector organisations, international vocational training bodies, and MRCs.
Challenges	Pakistani workers face skill mismatches in the evolving global labour market due to limited training and lack of coordination between vocational institutions and OEPs, etc.

3. Protection and Welfare of Overseas Pakistanis, and Handling of Emergency Situations

Impact	A comprehensive and responsive welfare system for Overseas Pakistanis and their families, ensuring protection, legal assistance, emergency support, and access to education and social security, contributing to overall well-being and socio-economic development.		
Outputs	▶ Enhanced legal frameworks for welfare and protection of migrant workers. ▶ Established ICC for grievance redressal and emergency assistance. ▶ Strengthened systems for emergency support during crises (e.g., natural disasters, pandemics). ▶ Expanded capacity of CWAs and embassies in handling labour disputes and welfare issues. ▶ Increased accessibility to educational opportunities and scholarships for children of Overseas Pakistanis. ▶ Digitalised services for the timely disbursement of benefits and death compensations.	Outcomes	Short-Term: Improved complaint redressal systems; better-trained CWAs and embassy staff to handle crises. Medium-Term: Improved protection and welfare of migrant workers; streamlined access to benefits for Overseas Pakistanis and their families. Long-Term: Strengthened global reputation for supporting Overseas Pakistanis; enhanced socio-economic stability for migrant families.

Activities and Interventions	Administrative Actions: ▶ Establish minimum standards for complaint redressal and emergency assistance at embassies. ▶ Introduce educational and skill vouchers for the children of Overseas Pakistanis. ▶ Establish an ICC for comprehensive complaint redressal. ▶ Provide credit facilities and loans to assist emigrants. System-Based Actions: ▶ Strengthen emergency support systems for Overseas Pakistanis in crises such as natural disasters and pandemics. ▶ Digitalise services such as land records, death compensation disbursement, and health insurance for emigrant. Capacity Building: ▶ Conduct training for CWAs and embassy staff on handling labour disputes, crisis management, and welfare assistance. ▶ Enhance the capabilities of OPF staff through capacity-building programmes for improved service delivery. Public Engagement: Increase awareness about the ICC and emergency support through public campaigns. Monitoring & Evaluation: ▶ Conduct periodic performance reviews of the ICC. ▶ Establish monitoring systems to track the efficiency of welfare schemes and dispute resolution mechanisms. Collaboration: ▶ Partner with international organisations and local NGOs to ensure protection for Pakistani workers abroad. ▶ Develop partnerships with airlines for the smooth transportation of human remains. Communication: Regularly update Overseas Pakistanis on available welfare services and how to access them through digital platforms, newsletters, and embassy communications.
Inputs and Resources	Financial Resources: Government funding and international grants for welfare initiatives. Human Resources: Trained CWAs, Pakistani Mission's Officials, OPF officials, legal experts, and local law firms. Institutional Support: OPF, CWAs, provincial governments, educational institutions, and ministries. Technological Resources: Digital systems for complaint redressal, welfare disbursement, and health insurance. Legal and Administrative Framework: Revise Emigration Ordinance, MoUs / Agreements with host countries for improved working conditions. Stakeholder Collaboration: Partnerships with international organisations, airlines, universities, and local NGOs, etc.
Challenges	Limited institutional capacity to respond to crises and incomplete access to social protection and consular services undermine the welfare of Overseas Pakistanis and their families.

4. Engagement of Pakistani Diaspora in the National Development Process and Measures to Increase the Inflow of Remittances through Formal Channels

Impact	Increased formal remittance inflows and enhanced diaspora investments in Pakistan, contributing to the country's socio-economic development through improved collaboration, strategic engagement, and utilisation of the diaspora's resources, knowledge, and expertise.
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Outputs	▶ Incentivize formal remittance channels to promote diaspora investments. ▶ Collaboration for establishment of Overseas Pakistanis Bank and increased financial services for remitters. ▶ Expanded formal remittance channels through the establishment of Pakistani bank branches in CoDs. ▶ Dedicated investment platforms and tax incentives for diaspora investors. ▶ Enhanced participation of diaspora in national projects through technology, investment, and advisory roles.	Outcomes	Short-Term: Increased use of formal remittance channels, and more accessible financial services for Overseas Pakistanis. Medium-Term: Enhanced investment by the diaspora in key economic sectors and improved engagement in national development. Long-Term: Stronger economic ties between the diaspora and Pakistan, leading to sustained socio-economic growth and increased global competitiveness.
Activities and Interventions	Administrative Actions: ▶ Increase remittance inflows through formal channels and minimise informal channels. ▶ Incentivize diaspora investments. ▶ Coordination for establishment of a dedicated Overseas Pakistani Bank and provide uncollateralized credit facilities. ▶ Implement incentive schemes like SDRP, RDA, and NPCs. System-Based Actions: ▶ Coordination for establishment branches of Pakistani banks in CoDs with large diaspora populations to streamline remittance flows. ▶ Development of dedicated investment platforms to facilitate diaspora investments and offer real-time support and guidance. Capacity Building: ▶ Provide online seminars on how to invest in Pakistan, covering tax incentives and regulatory frameworks. ▶ Conduct financial literacy programmes and pre-departure briefings to educate emigrants. Public Engagement: Engage diaspora investors through programmes like start-up incubation and technology parks. Monitoring & Evaluation: Track the effectiveness of financial schemes in increasing formal remittance flows and monitor the impact of diaspora investments on national development. Collaboration: Partner with financial institutions to promote legal remittance channels and foster diaspora investment in Pakistan's economy. Communication: Provide detailed information to the diaspora on remittance incentives, investment opportunities		
Inputs and Resources	Financial Resources: Government funds and international financial aid. Human Resources: Trained Ministry officials and CWAs. Institutional Support: Pakistani Missions, Banks, investment platforms, etc. Technological Resources: Digital remittance platforms, investment guidance systems, and online educational tools. Administrative Framework: Incentivize remittances and attract diaspora investments. Stakeholder Collaboration: Partnerships with financial institutions, international organisations, and Pakistani associations abroad.		
Challenges	Despite the significant potential of the Pakistani diaspora to contribute to the country's economic growth through remittances, investment, and knowledge transfer, the full engagement of this community remains underutilised. The persistent use of informal remittance channels and lack of financial literacy prevent the full engagement of the remittance in national development.		

5. Reintegration of Return Migrants

Impact	A comprehensive reintegration strategy that ensures the socio-economic reintegration of returning emigrants, empowering them with job opportunities, skill recognition, and financial support for sustainable livelihoods, contributing to Pakistan's development and reducing unemployment.	
Outputs	▶ A comprehensive reintegration strategy for returning emigrants. ▶ Establishment of a network of reintegration centres across Pakistan. ▶ A national database for profiling returnees to tailor reintegration services. ▶ Development of an equivalency programme to recognise foreign work experience and qualifications. ▶ Enhanced skills in digital literacy, entrepreneurship, and job placement for returnees.	Outcomes Short-Term: Returnee migrants have access to reintegration services and opportunities such as training, job placements, and business support. Medium-Term: Improved economic self-sufficiency among returnees through recognised skills, employment, and entrepreneurship. Long-Term: A robust reintegration system that contributes to national economic growth and reduces dependency on emigration by creating sustainable local opportunities.
Activities and Interventions	Legislative Actions: Amendments in Emigration Ordinance, 1979 and Rules their under for provision of return and socio-economic reintegration of migrant workers. Administrative Actions: ▶ Develop a comprehensive reintegration strategy that addresses the needs of returning emigrants. ▶ Expand PGFRCs geographically and institutionalize to ensure widespread access to reintegration services. ▶ Create a referral network connecting returnees to various federal and provincial agencies. ▶ Integrate reintegration components into pre-departure training to prepare migrants for their eventual return. System-Based Actions: Establish a database to profile return migrants and track their needs, employment status, and skills. Capacity Building: ▶ Equip provincial agencies with skills and tools to offer support to returnees, especially in high-emigration areas. ▶ Provide digital literacy courses for returning emigrants. Public Engagement: Organize job fairs and recruitment drives to connect returnees with job opportunities and employers. Monitoring & Evaluation: Implement systems to monitor the success of reintegration programmes. Collaboration: Collaborate with SMEs, SMEDA, and financial institutions to provide financial support and resources for returnees to start businesses.	
Inputs and Resources	Financial Resources: Government funding, international grants, and financial support from microfinance institutions. Human Resources: Trained staff at PGFRCs and provincial agencies. Institutional Support: Federal and provincial agencies, PGFRCs, SMEs, and financial institutions. Technological Resources: National databases for profiling returnees, digital training platforms, and online job search systems. Legal Framework: Amendments in Emigration Ordinance, 1979 and Rules their under. Stakeholder Collaboration: Partnerships with SMEs, provincial governments, international organisations	
Challenges	Absence of a comprehensive reintegration strategy and disaggregated data on returning emigrants impedes effective socio-economic reintegration efforts.	

Assumptions:

- ▶ Continued political commitment to reforming migration laws and implementing the policy framework.
- ▶ Sustained demand for skilled Pakistani workers in international markets.
- ▶ Active collaboration from international partners and stakeholders.
- ▶ Positive response from the Pakistani diaspora towards engagement and investment initiatives.

Risks:

- ▶ Global economic downturns affecting the demand for migrant workers.
- ▶ Political instability or changes in governance that may delay policy implementation.
- ▶ Resistance from institutional actors towards reforms and new processes.
- ▶ Insufficient public awareness of new policies or resistance to change.



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