



Perilous Journeys: **UNRAVELLING IRREGULAR MIGRATION FROM PAKISTAN**

National Commission for Human Rights, Pakistan



**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**





NATIONAL COMMISSION
FOR HUMAN RIGHTS

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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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EXECUTIVE SUMMARY

The surge in irregular migration has emerged as a critical human rights concern for Pakistan. The tragic sinking of a fishing trawler named *Adriana* off the coast of Greece, on 14th June 2023, serves as a stark reminder of the dangers associated with these voyages. With over 350 Pakistani lives lost, this incident highlights the urgent need to address the complex challenges and human rights abuses prevalent in irregular migration.

The National Commission for Human Rights (NCHR), through this report, aims to comprehensively examine the landscape of irregular migration originating from Pakistan. It emphasizes the distinction between human trafficking and migrant smuggling while shedding light on the drivers of migration, gaps in policy and legislation, and the associated human rights abuses.

The distinctions between migrant smuggling and human trafficking are based on the purpose of the criminal activity, transnationality, legality of entry, and the issue of consent. These differences play a crucial role in legal frameworks and efforts to address these practices, acknowledging the complex and often intertwined nature of these phenomena. In essence, both migrant smuggling and trafficking in persons can be seen as subsets of irregular migration, which involves migration occurring outside the boundaries of a legal framework. This may include actions such as undocumented migration, overstaying visas, unauthorized work, and even forced or coerced migration.

Furthermore, the designating of individuals as "illegal" and thereby denying them legal recognition and protection of their basic rights creates a dangerous precedent. This perception of migration as a threat to security and stability is widespread among policy makers, leading to increased intergovernmental collaboration focused on migration management. Forums such as the Colombo Process and Asia-Pacific Consultations on Refugees, Displaced Persons and Migrants, of which Pakistan is a member, primarily address issues related to border control, intelligence sharing, and combatting organized crime, with limited attention to human rights and social services.

Pakistani authorities while noting the complexity in measuring irregular migration, have highlighted a new route via Dubai to Egypt or Libya, leading to Europe. In the first half of 2023, around 13,000 left Pakistan for Libya or Egypt, doubling from 2022. Notably, about 10,000 of these migrants have not returned.

In 2022, Pakistan was not even among Europe's top ten countries of origin for migrants. However, by mid-2023, it became the fifth most prominent, with arrivals reaching 8,778 by December. This surge reflects factors such as political and economic uncertainty, terrorist attacks, inflation, and declining education and job opportunities. Furthermore, devastating floods in 2023 worsened economic prospects, with forecasts predicting a slowdown to 2.8% growth. This economic downturn will impact both migrants and vulnerable communities in

Pakistan, limiting opportunities abroad and affecting households reliant on remittances.

The primary driver of migration from Pakistan is economic opportunity, with factors such as job availability, education access, and social networks influencing destination choices. A significant portion of Pakistan's population expresses a desire to leave the country, particularly in urban areas.

Pakistan introduced new legislation in 2018 to prevent trafficking and smuggling of migrants, acknowledging the legal distinction between the two and granting authority to the Federal Investigation Agency (FIA) for enforcement. These laws not only protect the rights of victims but also enable law enforcement to prosecute organized criminal groups involved in human trafficking and smuggling. However, control policies often have unintended consequences, including exacerbating migrant smuggling. Experts suggest that these policies drive migrants towards riskier border crossing methods, even in cases where smugglers are not directly involved.

Efforts to address irregular migration requires a multifaceted approach involving collaboration among government agencies, civil society organizations, and international stakeholders. By addressing the underlying factors driving migration and ensuring the protection of migrants' rights, policy makers can work towards creating a more secure and prosperous future for individuals and communities affected by irregular migration originating from Pakistan. The report also details operational and policy-based recommendations which are summarized below:

Operational Recommendations

1. Establish dedicated awareness units in smuggling-prone areas, conducting assertive campaigns targeting tech-savvy youth.
2. Set up specialized investigation units within districts, integrating intelligence teams to address human smuggling.
3. Develop labor migration channels and skills mobility partnerships to reduce irregular movements.
4. Invest in training systems to enhance human capital development and fiscal benefits.
5. Improve coordination among stakeholders and establish central databases for data sharing.
6. Direct investments towards addressing root causes of migration through sector-specific programs and local development initiatives.

Policy Recommendations

7. Clarify legal responsibilities among law enforcement agencies to address inconsistencies in the legal framework.
8. Establish well-defined pathways for regular migration, considering socio-demographic and labor market conditions.
9. Promote inter-institutional coordination among entities assisting migrant populations.
10. Address root causes of vulnerability through recognition and tackling of political, economic, education, and security factors.
11. Target poverty alleviation and literacy promotion in communities vulnerable to irregular migration.
12. Channel investments towards achieving Sustainable Development Goals to address migration-driving factors.
13. Enhance the quality of education through significant investments.
14. Implement structured migration programs, combat migrant smuggling and human trafficking, and ensure migrant protection.
15. Reduce the scale of the informal economy to increase tax revenues.
16. Enhance prospects for safe, orderly, and regular migration, accommodating diverse skill levels and facilitating educational and family reunification migrations.
17. Establish incentives to retain high-skilled professionals in vital sectors, promoting retention or return to their countries of origin.

FOREWORD



RABIYA JAVERI AGHA

Chairperson, NCHR

The sinking of the fishing trawler Adriana off the coast of Greece in June, 2023, marked a devastating moment that shook us to our core. The loss of an estimated 600 lives (out of which 350 were Pakistanis) in this tragedy serves as a stark reminder of the risks associated with irregular migration. This incident raised questions about the motivations behind embarking on such journeys, leaving behind everything familiar in pursuit of uncertain futures. It highlighted the harsh realities faced by individuals driven to migrate under desperate circumstances, often risking their lives in the process. This incident is not just a maritime disaster; it is a stark indictment of a system that fails to protect the most vulnerable among us.

Through this report, NCHR aims to provide a comprehensive analysis of irregular migration, emphasizing the distinction between human trafficking and migrant smuggling, examining the drivers of migration, and highlighting gaps in policy and legislation. It is important to recognize that irregular migration not only poses significant risks to the safety and security of migrants but also perpetuates human rights abuses, including exploitation, trafficking, and discrimination. Addressing irregular migration requires a collaborative approach involving government agencies, civil society organizations, and international stakeholders.

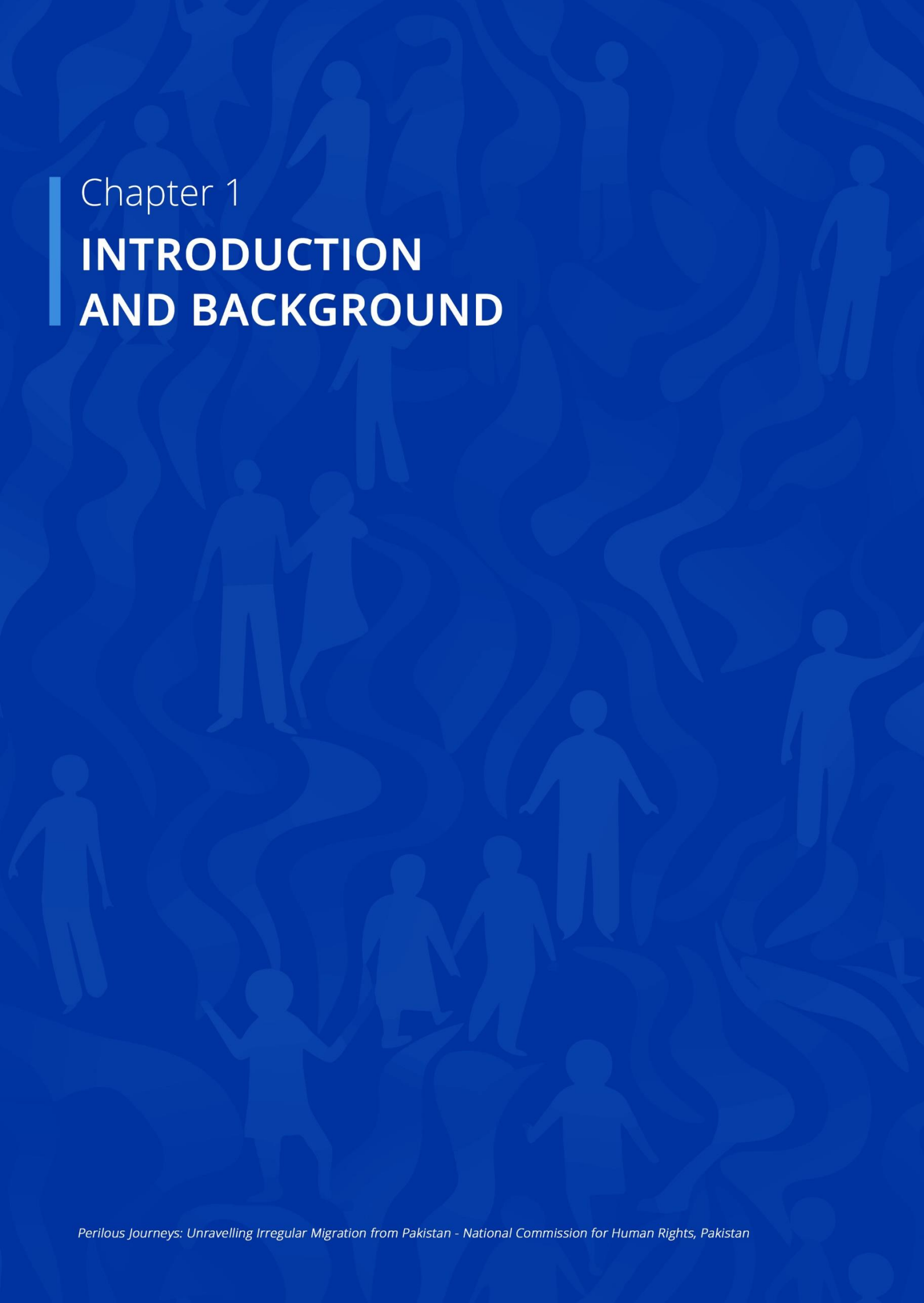
This report not only identifies the challenges but also offers practical recommendations for both operational and policy-based interventions. From establishing awareness units and specialized investigation teams to clarifying legal responsibilities and promoting inter-institutional coordination, these recommendations provide a roadmap for action to effectively address irregular migration and protect the rights of migrants. It is the culmination of extensive research, insightful interviews, compelling case studies, and meaningful discussions with stakeholders, survivors, and law enforcement agencies.

I would like to express my gratitude to all those who contributed to the development of this report, including our dedicated staff, experts, and stakeholders who provided valuable insights and support throughout the process. I am particularly grateful to IOM for their technical support and Ministry of Foreign Affairs Denmark for making this publication possible. It is my sincere hope that this report will serve as a catalyst for meaningful change, leading to a future where migrants are treated with dignity and respect.



**No one leaves home unless home is the
mouth of a shark ...
No one puts their children in a boat unless
the water is safer than the land**

Home by Warsan Shire

The background of the entire page is a solid blue color. Overlaid on this background is a repeating pattern of stylized human figures in a lighter shade of blue. These figures are depicted in various poses, some standing, some walking, and some holding hands. Interspersed among the figures are wavy, organic shapes that resemble water or smoke, creating a sense of movement and flow.

Chapter 1

INTRODUCTION AND BACKGROUND

Chapter 1

INTRODUCTION AND BACKGROUND

Human smuggling and trafficking are frequently compared to modern-day manifestations of slavery, motivated by financial gain at the expense of vulnerable individuals.

In recent times, there has been a troubling surge in irregular migration, specifically migrant smuggling, originating from Pakistan, emerging as a critical human rights concern. This has brought attention to the perilous journeys undertaken by migrants in search of improved prospects abroad. The routes taken by these migrants can result in dangerous outcomes, as evidenced by the recent tragic incident of a migrant boat sinking off the coast of Greece.

A fishing trawler named *Adriana*, bound for Italy measuring approximately 20 to 30 meters, set sail from Tobruk, Libya, on June 10, 2023. The boat, estimated to have a maximum capacity of 400 people, may have carried up to 750 individuals, including men, women, and children. On June 14, the Hellenic Coast Guard (HCG) received news about the *Adriana's* engine failure. The distressed vessel capsized 10-15 minutes after the engine failure. The sinking took place approximately 80 kms off the coast of Pylos, described as near the "deepest part of the Mediterranean Sea." ¹ This incident resulted in the loss of more than 350 Pakistani lives, and serves as a stark reminder of the dangers associated with these voyages.

The Universal Declaration of Human Rights, established on December 10th, 1948 underscores the universal, indivisible, and inalienable nature of human rights. It affirms that these rights are applicable to every person worldwide, encompassing both political and civil rights, as well as social and cultural rights, and they must not be denied to any individual. Despite this fundamental principle, the task of extending these rights to various vulnerable groups remains an ongoing and formidable challenge that is far from being fully realized.

The landscape of irregular migration has witnessed a notable transformation, as Pakistanis have shifted from relative anonymity to becoming one of the ten largest nationalities arriving in Europe via the Western Balkan and Central Mediterranean route. ² This shift can be attributed to a confluence of factors such as economic crises, food insecurity, violence, restricted freedoms, and limited employment opportunities in Pakistan. Consequently, a significant number of individuals from Pakistan are compelled to seek irregular pathways to Europe. In the period spanning from 2015 to 2020, Geo News documented that more than 600,000 Pakistani nationals faced deportation from 138 countries for various reasons, including

¹ Gatopoulos, D. and Paphitis, N. (2023) At least 79 dead after overcrowded migrant vessel sinks off Greece; hundreds may be missing, AP News. Available at: <https://apnews.com/article/greece-italy-libya-migration-368f1bfd9bb7c0ad977774bda9c77195> (Accessed: 17 January 2024).

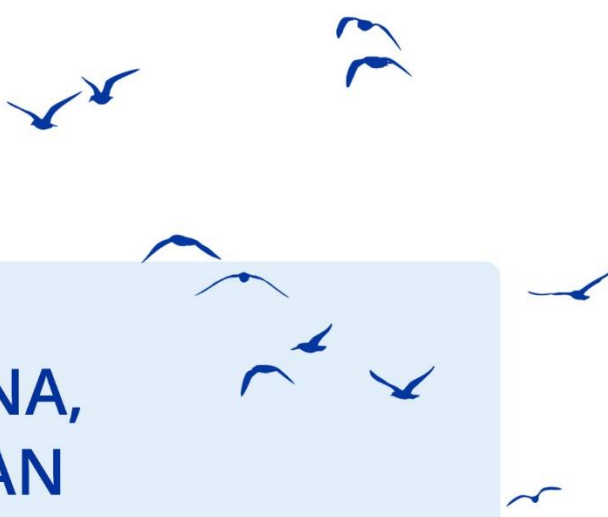
² Migratory map. (n.d.). <https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-map/>

expired work permits and illegal entry facilitated by counterfeit travel documents.³

In the year 2023 alone, over 6,000 Pakistanis undertook illegal journeys to reach European shores.⁴ The primary impetus behind this surge continues to be economic migration, as individuals and families aspire to find better prospects beyond the limited opportunities available in their home country. Nevertheless, the voyage to Europe is laden with peril, and the hazardous routes chosen by migrants leave them vulnerable to exploitation, human trafficking, and various human rights violations. Regrettably, there persists a deficiency in comprehensive data, research, and analysis pertaining to the human rights of migrants.

³ Gishkori, Z. (2021, June 24). 283 Pakistanis being deported every day since 2015. *The News International*. <https://www.thenews.com.pk/print/854253-283-pakistanis-being-deported-every-day-since-2015>

⁴ Europe Arrivals | Displacement Tracking Matrix. (2017, October 18). <https://dtm.iom.int/europe/arrivals>



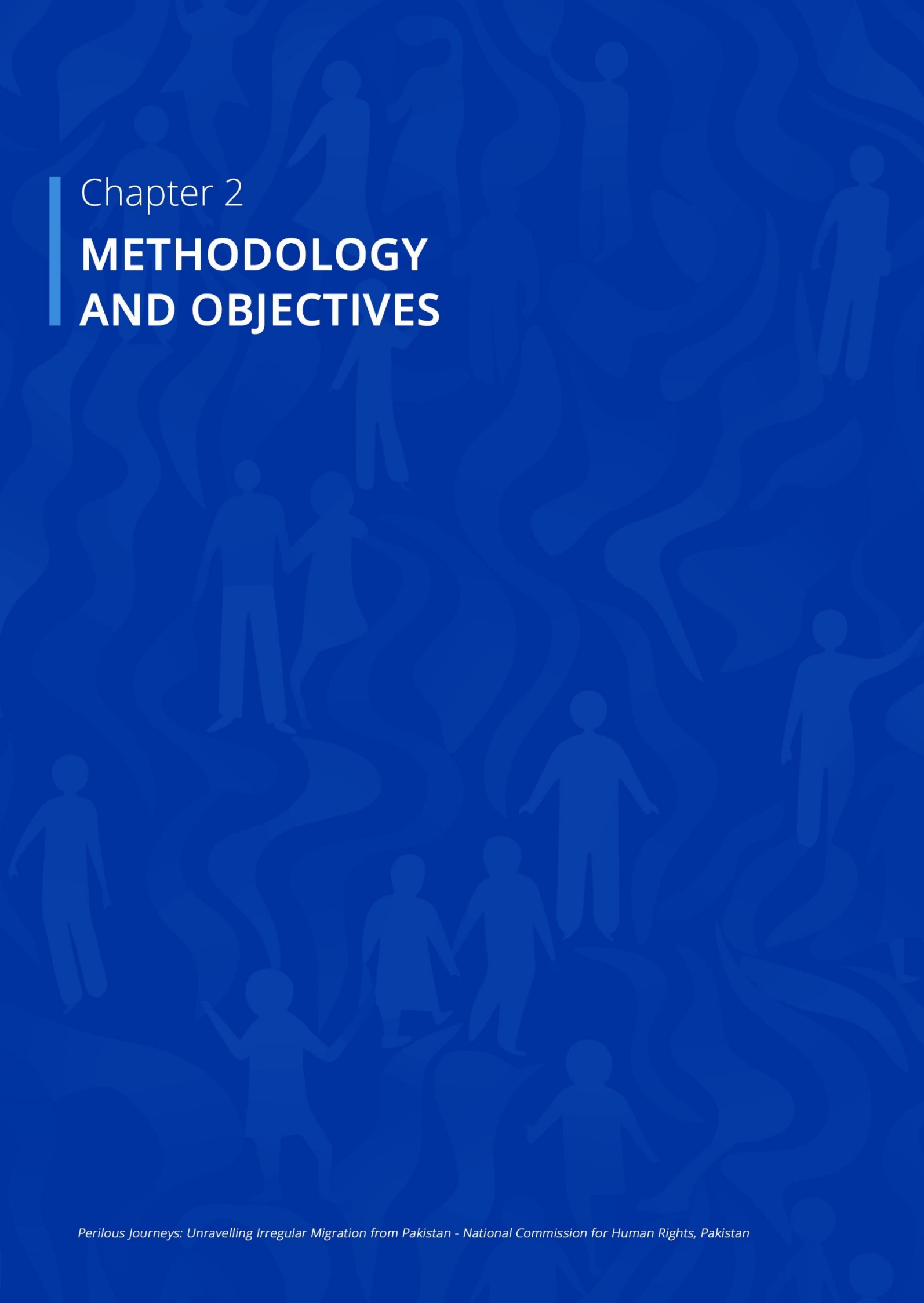
STORY OF HASEEB, RANA, INZAMAM AND ZEESHAN

In the vast sea off the Greek coast, on 14th June, 2023, the dreams of almost 750 migrants were extinguished. Haseeb ur Rehman, Rana Hasnain, Inzamam Maqbool, and Zeeshan Sarwar, four young Pakistani men, all under 24 years of age, miraculously managed to survive the sinking of the migrant boat off the coast of Greece. What began as a pursuit of hope and opportunity turned into a tragic ordeal, claiming the lives of over 500 migrants.

These four men spoke to NCHR from the Malakasa Camp in Greece (where they have been staying since they were rescued) and narrated their ordeal. Their journey began on the promises of agents, who painted pictures of a comfortable voyage aboard a spacious cargo ship and five star stays in hotels. Driven by aspirations for a better life, these men invested significant sums (1.8 to 2.3 million rupees) borrowed from banks, relatives and friends. Scraping together this money was a momentous task and returning it will be nearly impossible.

Upon reaching Libya, the façade crumbled. Stripped of their passports and money, these young men found themselves crowded into a squalid safe house, a far cry from the sanctuary they were assured. The water ran out, leading people to desperately drink tap water from the toilet. Under the cover of night, migrants were transported to Tobruk city, where a ship awaited them. To their dismay, the promised cargo ship turned out to be an overloaded fishing trawler. Protests erupted among disillusioned migrants, met with brutality. They were forcibly placed on the vessel, a floating purgatory, enduring cramped conditions, meager rations, and scarce water for five grueling days. A pivotal moment arrived as they realized the ship was on the brink of capsizing. In that instant, they made the desperate decision to jump into the unforgiving waters, holding onto anything that might keep them afloat, underscoring the desperation that surrounded them.

The sea served as both refuge and a grave for those forced into lower decks, predominantly Pakistani nationals facing discrimination. This tragedy highlights the human cost of irregular migration, exposing the shadow of exploitation and inhumanity behind promises of a better life. Their story urges urgent action to address the causes and means of irregular migration, marked by elusive dreams and untold suffering.



Chapter 2

METHODOLOGY AND OBJECTIVES

Chapter 2

METHODOLOGY AND OBJECTIVES

Methodology

The research conducted in the preparation of this report encompassed the analysis of publicly available information, along with cooperative efforts and individual interviews involving migrants and victims, Pakistani governmental bodies, foreign embassies, and international institutions.

This report focuses primarily on the subject of migrant smuggling rather than human trafficking- the differences are detailed in Chapter 3 ahead. It's essential to recognize that even in cases where migration is undertaken willingly, there is a need to understand the human rights violations and difficulties that migrants face. The focus will center on irregular migration from Pakistan to Europe, given that recent sea disasters have predominantly occurred along this route.

The activities included compiling and analyzing open-source background information on levels and patterns of irregular migration, as well as examining the operation and structure of pertinent laws and law enforcement agencies. Subsequently, efforts focused on validating initial research, addressing information gaps, consulting with relevant experts, and identifying areas for reform and potential recommendations.

As part of this process the author visited the Federal Investigation Agency headquarters, International Organization for Migration, Migrant Resource Center and interviews were conducted with various Embassy representatives, reporters who have covered this issue, documentary film makers and victim/survivors of migrant smuggling. Information was collected through audio recordings of migrant interviews and documentary films made on this subject.

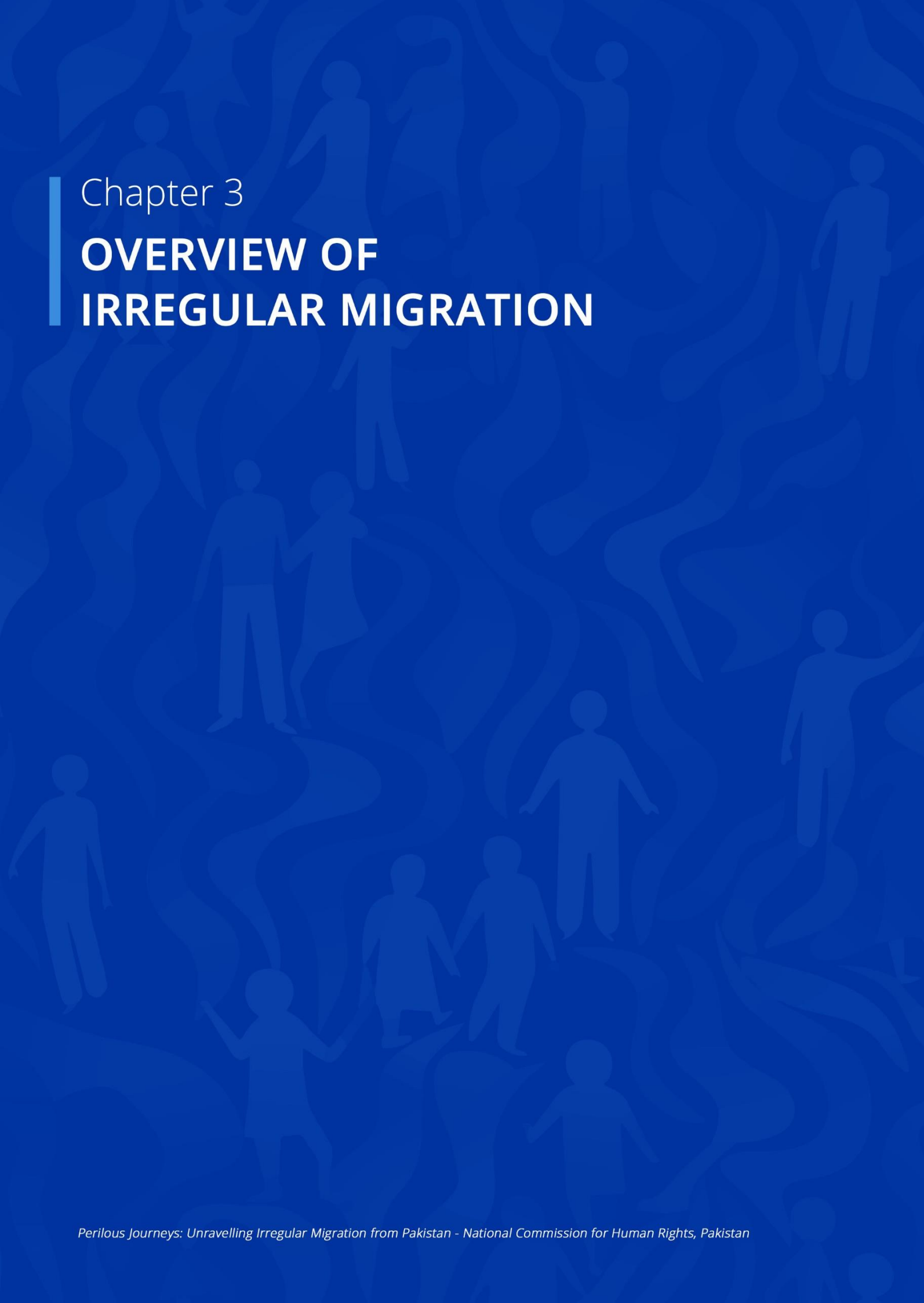
Ethical considerations played a paramount role, especially when engaging with direct interviews of migrants. Adhering to the principle of "do no harm," deliberate measures were undertaken to ensure the well-being and dignity of the participants throughout the research process. Informed consent procedures were meticulously followed, providing participants with comprehensive information about the study's objectives, potential risks, and the voluntary nature of their involvement. Confidentiality and anonymity safeguards were implemented to protect the identities of the interviewees and prevent any unintended consequences. The research framework was designed with a commitment to upholding ethical standards, recognizing the vulnerability of migrant populations and prioritizing their rights and welfare. The final stage of the project involved examining findings from the conducted fieldwork and crafting tailored recommendations to address this phenomenon. This report was completed on

15th December, 2023 and the information presented within this report is current as of that date.

Objectives

The primary objective of this report is to comprehensively examine the landscape of irregular migration originating from Pakistan, shedding light on the challenges, risks, and human rights abuses associated with this phenomenon. By providing an overview of the situation, the report aims to contribute valuable insights and analysis to the ongoing global discourse on migration.

The sub-sections that follow will offer an overview of irregular migration, differentiating between human trafficking and migrant smuggling, examining the dynamics of emigration from Pakistan, and analyzing the human rights abuses associated with smuggling. The subsequent chapters will explore the drivers of migration, gaps in policy and legislation, and conclude with policy and operational recommendations aimed at addressing this complex and multifaceted issue.



Chapter 3

OVERVIEW OF IRREGULAR MIGRATION

Chapter 3

OVERVIEW OF IRREGULAR MIGRATION

Human trafficking and migrant smuggling are frequently conflated, as both offenses share certain similarities. They are both lucrative enterprises, involve violations of migration, labor, and prostitution laws, and have a transnational dimension. Smuggling often leads to exploitation because smuggled migrants may face conditions akin to trafficking when they reach their destination country. Smuggled migrants, like trafficked individuals, can find themselves ensnared in debt bondage. However, it's important to note that they are governed by separate international and national laws.

Difference between Human Trafficking and Migrant Smuggling

The Trafficking in Persons Protocol, which constitutes one of the three additional protocols to the Convention against Transnational Organized Crime, was adopted by the United Nations in 2000. This protocol has established a globally recognized definition of "trafficking in persons", offering valuable guidance for distinguishing between trafficking and other related concepts. In Article 3(a) of the Trafficking in Persons Protocol, the term 'trafficking in persons' is defined as:

"The recruitment, transportation, transfer, harboring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs." ⁵

This internationally agreed-upon definition clarifies the multifaceted nature of trafficking in persons, emphasizing the methods employed to control and exploit victims, such as coercion, deception, and abuse of vulnerabilities. It explicitly outlines the various forms of exploitation, including sexual exploitation, forced labor, and practices akin to slavery. This definition serves as a pivotal tool in distinguishing trafficking in persons from other related concepts and underscores the gravity of the issue in terms of human rights violations and organized crime.

On the other hand, migrant smuggling is defined as follows:

5 OHCHR. (n.d.). Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. <https://www.ohchr.org/en/instruments-mechanisms/instruments/protocol-prevent-suppress-and-punish-trafficking-persons>

“Smuggling of migrants shall mean the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a state party of which the person is not a national or a permanent resident.”⁶

This definition primarily hinges on the aspect of illegal entry of migrants. Essentially, smugglers arrange and facilitate the unlawful entry of individuals into another country in exchange for monetary compensation, and their role typically concludes once the client safely arrives in the destination country.

A key distinction between "smuggling" and "trafficking" lies in the nature of the violation: smuggling breaches the laws of the state being entered illegally, while trafficking infringes upon the human rights of the person involved.

The crime of migrant smuggling is defined by:

1. Facilitating the illegal entry of an individual into another country.
2. Creating or providing false identity documents or passports.
3. Enabling the permanent residency of a non-national or non-resident through illegal means.

It's evident that both smuggling and trafficking are frequently interconnected, as smuggling can place individuals in vulnerable situations that may lead to a trafficking scenario. Additionally, the inclusion of both crimes in the United Nations Convention against Transnational Organized Crime, also known as the Palermo Convention or Protocol, can contribute to confusion, leading some to believe they are synonymous when, in fact, they are distinct offenses.

On the international level, human trafficking is addressed in the Palermo Protocol, while human smuggling is covered by the Protocol against the Smuggling of Migrants by Land, Sea, and Air. At the national level, human trafficking is addressed in laws like the Rules for Prevention of Trafficking in Persons Act (TIP) and Prevention of Trafficking in Persons Act (PTPA), while migrant smuggling is governed by legislation such as the Prevention of Smuggling of Migrants Ordinance, 2018.

It is evident from the above definitions that human trafficking involves the illicit acquisition of individuals through force, deception, or fraud, intending to exploit them. On the other hand, migrant smuggling entails arranging illegal entry into a country for financial gain. It is crucial to distinguish between these concepts in international law and domestic systems, as they are governed by separate legal instruments with distinct requirements and consequences.

⁶ OHCHR. (n.d.-a). Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime. <https://www.ohchr.org/en/instruments-mechanisms/instruments/protocol-against-smuggling-migrants-land-sea-and-air>

The United Nations Office on Drugs and Crime (UNODC) has identified three main distinctions between migrant smuggling and human trafficking : ⁷

Purpose of Criminal Enterprise: The primary distinction lies in the objective of the criminal activity. Human trafficking primarily aims at exploitation, whereas migrant smuggling involves assisting individuals in irregularly entering or staying in a country, typically without the intention of exploiting them afterward. Migrant smugglers usually receive payment either in advance or upon the migrant's arrival. However, this distinction can sometimes be challenging to establish. For example, a person might agree to be smuggled without knowing that they will be coerced into working to pay off a "debt." In such cases, exploitation has occurred, and it would be considered trafficking.

Transnationality and Legality of Entry: Migrant smuggling requires the illegal entry of a person into a country where they are neither a national nor a permanent resident. Trafficking in persons, in contrast, can involve illegal or legal entry into a country. Furthermore, trafficking can occur entirely within a single country, without the necessity of crossing borders.

Consent: The most critical difference between the two concepts revolves around consent. The Trafficking in Persons Protocol does not consider consent as relevant. It acknowledges that trafficking victims either never consented or their initial consent has been undermined through means like deception or violence by traffickers. Migrant smuggling, on the other hand, involves an agreement where a person pays or provides a benefit to a smuggler to facilitate their irregular migration. While smuggled migrants might withdraw their initial consent during the journey, this does not automatically constitute trafficking. Additional elements of the trafficking definition, such as the intent for exploitation, must also be met.

In summary, the distinctions between migrant smuggling and human trafficking are based on the purpose of the criminal activity, transnationality, legality of entry, and the issue of consent. These differences play a crucial role in legal frameworks and efforts to address these practices, acknowledging the complex and often intertwined nature of these phenomena.

In essence, both migrant smuggling and trafficking in persons can be seen as subsets of irregular migration, which encompasses migration occurring outside the boundaries of a legal framework. This may include actions such as undocumented migration, overstaying visas, unauthorized work, and even forced or coerced migration. Migrant smuggling plays a significant role in facilitating irregular migration, as smugglers offer various services, ranging from physically transporting individuals and aiding illegal border crossings to providing false documents to migrants. The term "irregular migration" acknowledges the complexity of

⁷ Anamaria.Cobucci. (n.d.). Trafficking in persons and migrant smuggling. <https://www.unodc.org/lpo-brazil/en/trafico-de-pessoas/index.html>

migration flows that might not strictly adhere to legal channels but don't necessarily involve illegal entry or residence.

Distinction Between Migrant Smuggling and Human Trafficking

IRREGULAR MIGRATION



Migrant Smuggling

1. Purpose of Criminal Enterprise

Involves assisting individuals in irregular entering or staying in a country, typically without the intention of exploiting them afterwards

2. Legality of Entry

Requires the illegal entry of a person into a country where they are neither a national nor a permanent resident

3. Consent

A person pays a smuggler to facilitate their irregular migration. While smuggled migrants might withdraw consent during the journey, this does not automatically constitute trafficking



Human Trafficking

1. Purpose of Criminal Enterprise

Human Trafficking primarily aims at exploitation

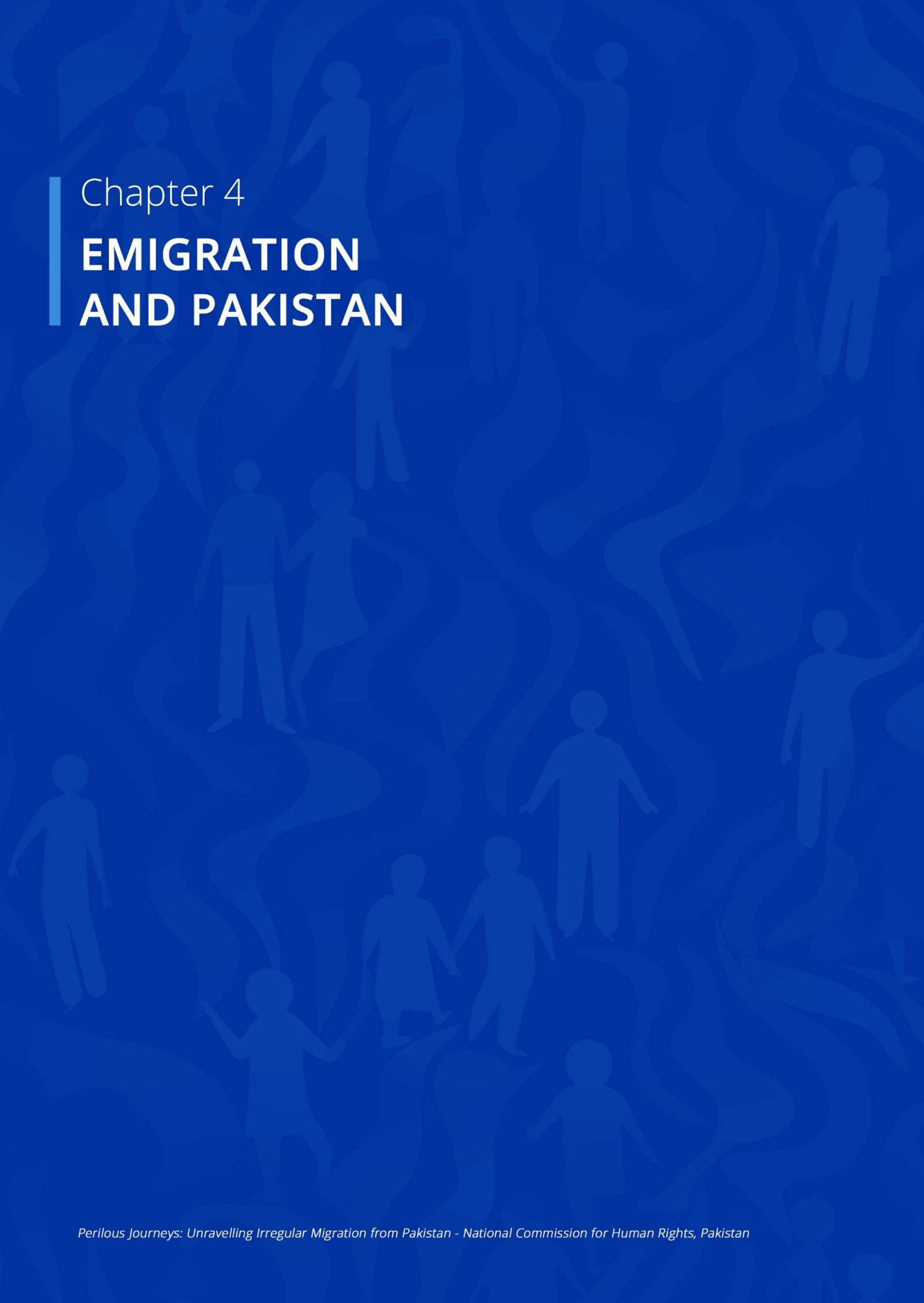
2. Legality of Entry

Can involve illegal or legal entry into a country. It can occur entirely within a single country, without the necessity of crossing border

3. Consent

Trafficking victims either never consented or their initial consent has been undermined through means like deception or violence by traffickers





Chapter 4

EMIGRATION AND PAKISTAN

Chapter 4

EMIGRATION AND PAKISTAN

Pakistan heavily relies on labor exports as a significant source of remittances and employment opportunities. However, the country has encountered challenges diversifying the skillset of its overseas workforce. Predominantly, these expatriate workers are male and possess low skill levels, primarily engaged in occupations within the transportation sector (such as drivers and mechanics) and the construction industry (including masons, carpenters, plumbers, steel fixers, and electricians).

From 1971 to 2020, a total of approximately 11.2 million Pakistanis have officially emigrated from the country, with more than 99% of the emigrants being male.⁸ The majority of these emigrants find employment in the Gulf and Middle East regions, where approximately 97% of Pakistanis working abroad are concentrated. It's worth noting that this migration is typically temporary in nature, with laborers usually contracted for periods of two to three years.

While the bulk of overseas Pakistanis opt for legal and regular migration channels, a minority choose irregular routes to reach particular destinations, notably in Europe.⁹ This phenomenon can be partially attributed to a prevalent migration culture in specific regions of Pakistan and the limited legal avenues available for low-skilled workers to access European labor markets.

Pakistan is currently facing a pressing issue concerning irregular migration, particularly related to migrant smuggling and human trafficking, accompanied by criminal activities such as money laundering, document fraud, and corruption.

This challenge is not confined to Pakistan alone; it affects almost every country globally. Recent reports highlight that Pakistan serves as a source, transit, and destination for both smuggled migrants and trafficked individuals. Addressing this complex issue requires a concerted effort from nations across the spectrum, regardless of their economic status. The primary objective is to target the criminal networks that capitalize on the desperation of people, while concurrently safeguarding and providing aid to victims of trafficking and smuggled migrants. Many of these individuals endure unimaginable hardships while striving for a better life.

The 2023 Greece migrant boat disaster, should be a wakeup call for the world, highlighting how migration policies can lead countries to categorize which lives matter and which do not. It has

⁸ Qaisrani A., Rashid S. and Samad Y. (2021) *Migration-relevant policies in Pakistan. MIGNEX Background Paper*. Oslo: Peace Research Institute Oslo

⁹ Ibid.

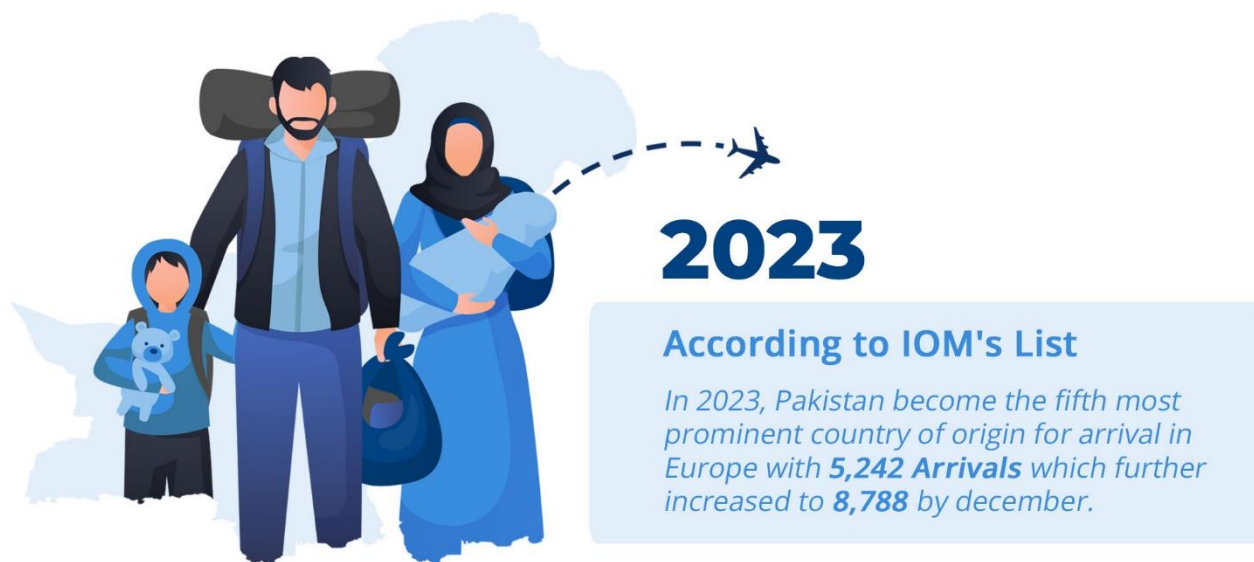
sparked renewed debates about accountability: whether human smugglers, who organize these dangerous crossings with little regard for human life, have the sole responsibility of lives lost, or if the European countries bear a share of the blame due to their failures and inaction in protecting vulnerable migrants traveling through their waters.

The tragedy has also brought attention to a rarely discussed aspect of migration to Europe – the scale and dynamics of mixed migration from Pakistan. Approximately half of the passengers on board were Pakistani nationals (and allegedly all had been facilitated by the same “agent”), and the loss of hundreds of lives has underscored the challenges faced by Pakistani migrants seeking better opportunities in Europe.

Challenges and Risks Associated with Irregular Migration

In 2022, Pakistan was notably absent from IOM’s list of the top ten countries of origin for arrivals in Europe. However, by the first half of 2023, Pakistan had risen to become the fifth most prominent country of origin, with 5,342 arrivals, which further increased to 8,778 by December.¹⁰ Italy experienced a remarkable surge in Pakistani arrivals during 2022 and 2023. By 2023, approximately 10% of total arrivals in Italy were Pakistani origin, indicating a significant shift in the migration patterns of Pakistani nationals towards the Central Mediterranean Route (which involves crossing from North Africa to Italy).

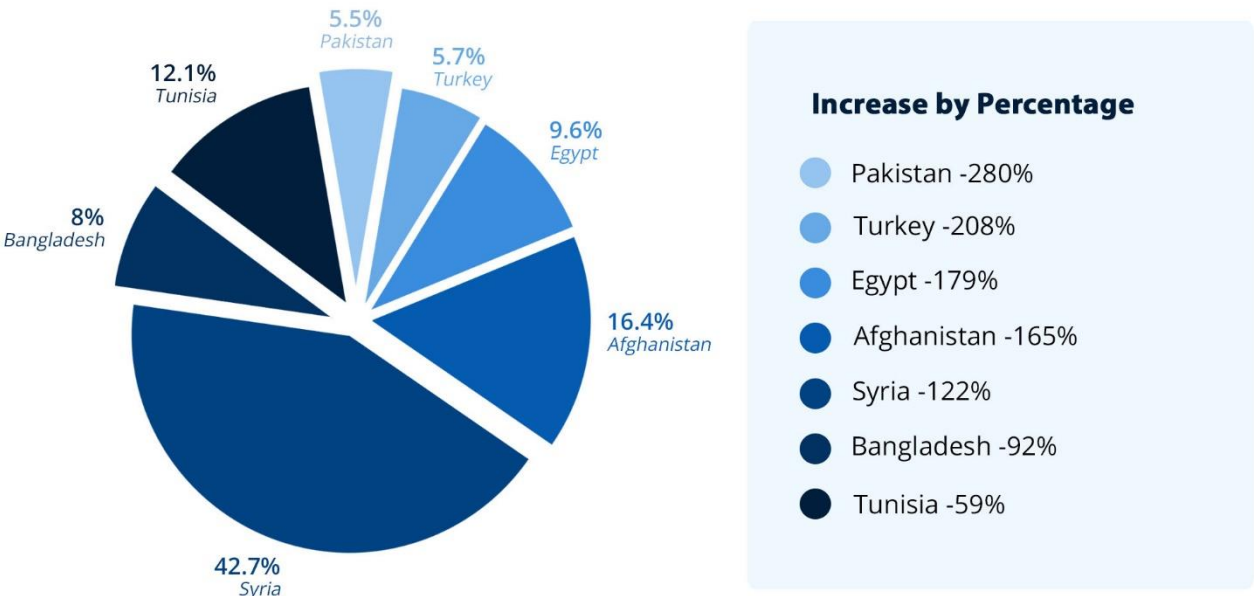
The year 2022 saw a new complexity in terms of nationalities using various migration routes. Multiple factors, including countries of origin, geographical location, distance, primary or secondary movements, migration strategies, transportation methods, human-smuggling network activities, government controls, reception conditions, and visa systems, contribute to the intricate nature of irregular migration. While oversimplification cannot capture the entire complexity, available data does reveal several overarching trends.



¹⁰ Europe Arrivals | Displacement Tracking Matrix. (2017b, October 18). <https://dtm.iom.int/europe/arrivals>

Nationalities that significantly contributed to irregular arrivals and asylum requests experienced an increase from 2021. Up to October 2022, Syrian nationals accounted for 82,659 detected cases (a 122% rise), and Afghan nationals represented 31,761 cases (a 165% increase). The number of individuals from North African countries also continued to rise in 2022, with 23,406 recorded cases for Tunisian nationals (a 59% increase) and 18,497 cases for Egyptian nationals (a 179% rise). Other prominently detected nationalities included migrants from Bangladesh (15,502 cases, up by 92%), Turkey (10,959 cases, up by 208%), and Pakistan (10,652 cases, up by 280%). It is important to identify common causal factors among countries experiencing an increase in migration, whether regular or irregular. ¹¹

Nationalities that significantly contributed to irregular arrivals and asylum requests (Europe)



The reasons for the growing pattern of outward migration, specifically from Pakistan, can be attributed to an increase in political and economic uncertainty, along with factors such as a rise in terrorist attacks, inflation, education standards and job opportunities. The country's economy is predicted to slow down to 2.8% growth during the course of 2023, ¹² largely due to devastating floods that wreaked havoc during the summer. These floods led to the destruction of 2 million homes, the displacement of 8 million individuals, and left 20.6 million people in need of humanitarian assistance.

11 Migration Outlook 2023. (n.d.). In ICMPD. https://www.icmpd.org/file/download/58952/file/ICMPD_Migration_Outlook_2023.pdf
12 Finance Division, Govt. of Pakistan. (2023). Pakistan Economic Survey. In www.finance.gov.pk. Retrieved September 10, 2023, from https://www.finance.gov.pk/survey/chapters_23/Highlights.pdf

This grim economic forecast will impact both Pakistani emigrants and vulnerable immigrant communities within the country. The anticipated economic downturn is likely to diminish the opportunities for seeking work abroad, a crucial aspect of Pakistan's strategy to address its youth population surge and tackle unemployment and poverty. It is also indicative of the significant reliance of numerous households on remittances sent by migrant family members.

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For refugees and undocumented groups residing in Pakistan, their income prospects are expected to worsen further. These combined factors increase the potential for both primary and secondary movements from Pakistan. Given the limited legal channels, these movements are likely to primarily rely on irregular migration patterns.

In the 1960s and 70s, a significant number of Pakistanis from Gujranwala, Gujrat, and Mandi Bahauddin Districts in Punjab migrated to European countries, attracted by opportunities for affordable young labor. Their successful settlement abroad influenced others, including relatives and neighbors, to also seek opportunities overseas. However, Western countries' reluctance to offer legal migration options pushed many to attempt illegal border crossings. Seizing this opportunity, migrant smugglers began facilitating irregular migration of desperate individuals.

The FIA has reported increased efforts against "human traffickers/agents". Although, according to international definitions, most of these "traffickers/agents" are, in fact, migrant smugglers rather than human traffickers. The FIA is also responsible for handling deportations and offloading of irregular migrants.

During 2022 and the first half of 2023, Pakistan witnessed a significant number of cases related to irregular migration, including deportations and offloading. These cases encompass various modes of transportation, mainly by air and land routes.

In 2022, there were 46,193 deportations by air, and this number had increased to 25,423 by August 2023. Similarly, deportations via land routes amounted to 5,676 in 2022 and, by August 2023, 3,150 had already been reported. Alongside deportations, offloading incidents were also notable, totaling 19,055 in 2022 and 10,366 by August 2023.¹³

Deportations were primarily linked to illegal entry into foreign countries, with Iran being a

¹³ Data sourced from FIA

prominent destination for deportees in 2022 and 2023, totaling 5,676 and 3,150, respectively. Other countries, such as Oman, Turkey, Greece, Cyprus, and various European nations, also recorded deportations of individuals from Pakistan.¹⁴

The reasons for deportation were diverse, including illegal entry, visa overstay, fraudulent documents, and involvement in criminal activities. These circumstances reflect the complex nature of deportations from Pakistan.

Human smugglers and traffickers played a significant role in facilitating irregular migration. They employed various methods, such as using unfrequented land routes like the Pakistan-Iran border, forging travel documents, and, in some cases, utilizing sea routes for perilous journeys across the Mediterranean, often departing from Turkey or North Africa to reach Europe.

As of July 31, 2023, there were 378 identified illegal agents involved in cases related to human trafficking and smuggling. In contrast, Pakistan also has a sizable number of licensed agents—2,627, to be precise—who operate within legal frameworks to assist individuals in the migration process.¹⁵

FIA has actively addressed human and migrant smuggling. It has established link offices in various countries. These offices, located in Greece, Oman, Turkey, Dubai, Malaysia, and the UK, enhance coordination and information-sharing, contributing to more effective responses.

In a significant development, the FIA established a new national trafficking unit to enhance coordination efforts across the country. Adding to this, Pakistan acceded to the UN Trafficking in Persons (TIP) Protocol in November 2022. The government's commitment to combat smuggling and trafficking is further evidenced by the sustained implementation of the 2021-2025 National Action Plan (NAP). Add the NAP as an annexure In a concerted effort, every province has designated a point of contact to collaborate with the FIA for the effective implementation of the NAP.

The 2023 Greece migrant boat disaster had a profound impact on the FIA's approach and strategies. Subsequent to this incident, the FIA launched a comprehensive campaign against human smugglers. This endeavor resulted in the registration of 193 First Information Reports (FIRs) and in 2023, 854 individuals involved in these illicit activities were arrested by FIA.



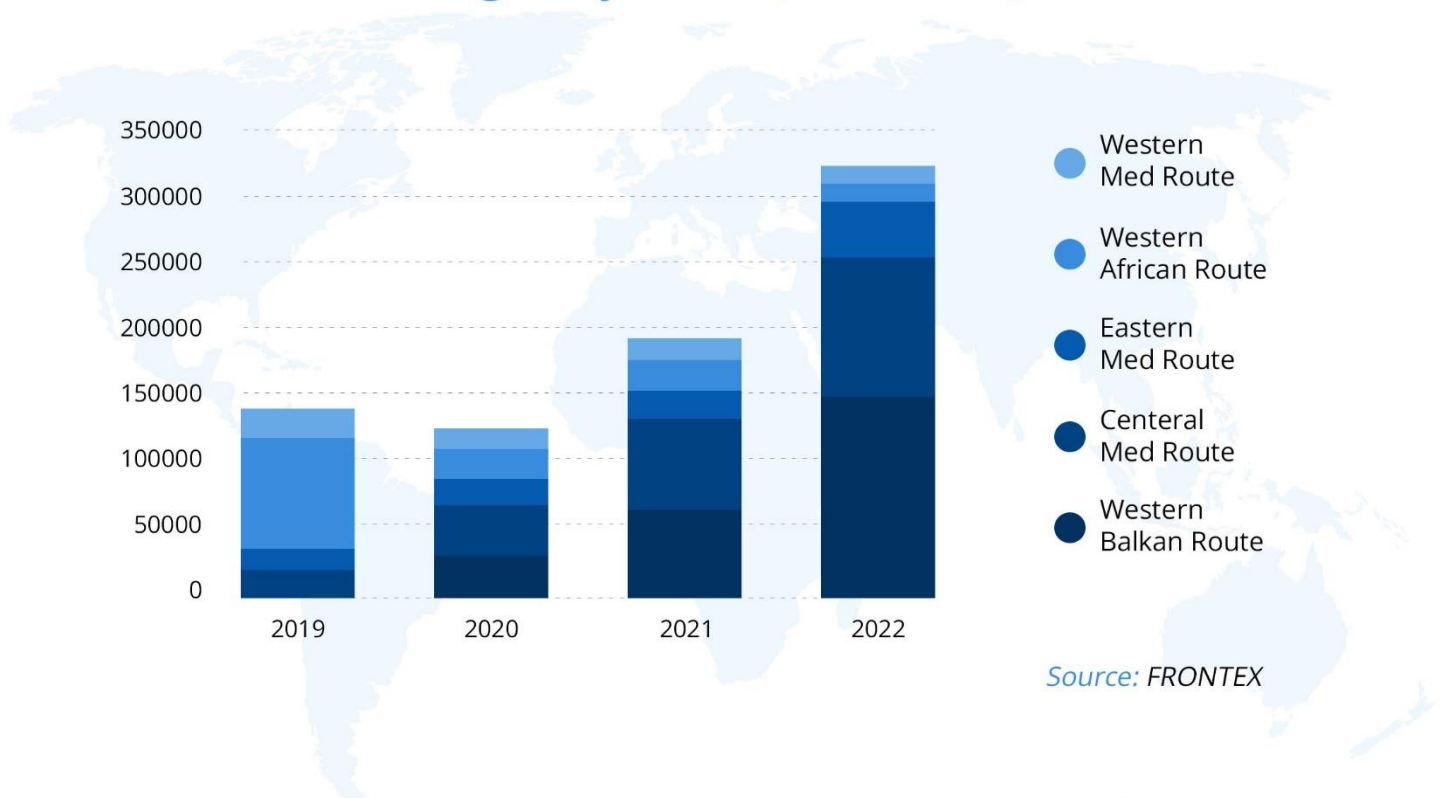
As of July 31, 2023

There were 378 identified illegal agents involved in cases related to human trafficking and smuggling.

¹⁴ Ibid.

¹⁵ Ibid.

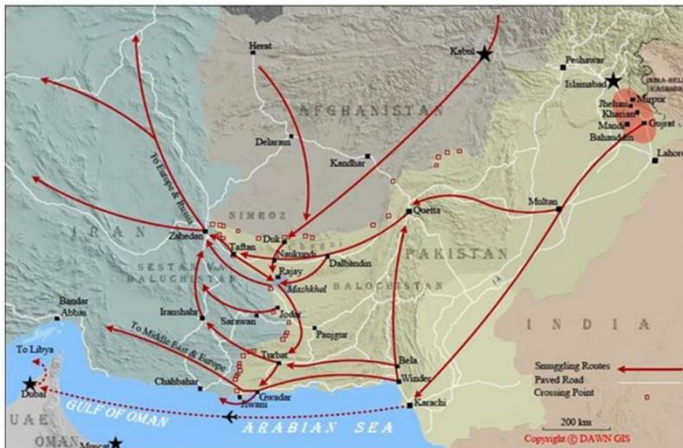
Detections at Main Migratory Routes (2019 - 2022)



Additionally, the legal process led to 1,081 convictions in the first seven months of 2023, compared to 2,275 convictions in 2022. These operations and convictions reflect the ongoing efforts to combat human smuggling, aiming to ensure the safety and security of potential victims.

The main path for embarking on this hazardous expedition originates in Pakistan's expansive Balochistan province, which shares borders with Iran and Afghanistan. Human smugglers employ various transportation methods, encompassing land, water, and air routes, to facilitate irregular migration. The land route in Pakistan manifests in several variations. The initial route commences in Karachi, extending to the Taftan border where it crosses over into Zahedan, Iran, which acts as a conduit to Turkey and, eventually, Europe. The second land route embarks from Karachi, meandering through Lasbela and Kech districts before arriving at the Iranian border. Meanwhile, the third route traverses through Quetta and the western regions of Balochistan, ultimately leading to the border towns of Taftan, Mashkel, and Rajay.

Pakistan shares a substantial 905-kilometer border with Iran, providing a multitude of crossing opportunities for individuals. An additional sea route commences from the port of Gwadar, connecting to Karachi via the Coastal Highway. At this juncture, individuals categorized as human "cargo" embark on boats departing from Pasni, Jiwani, Pishukan, or Surbandan. These vessels navigate the hazardous waters of the Gulf of Oman, ultimately reaching Iranian territory. Subsequently, the journey progresses overland toward Turkey and Europe.



Commonly used routes by irregular migrants

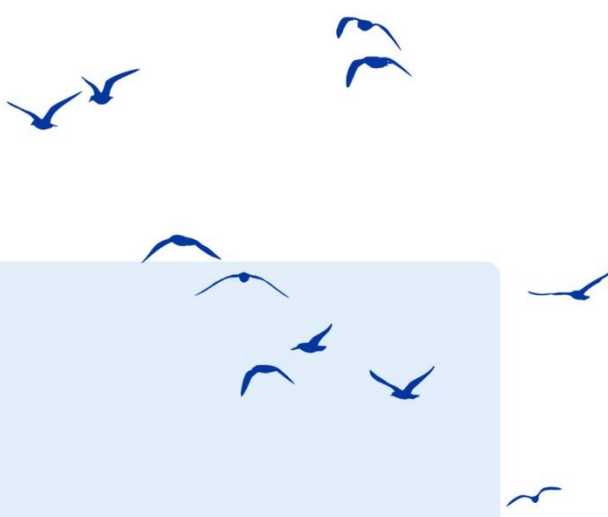
Source: DAWN

The air route is particularly favored by irregular immigrants with greater financial resources. These individuals often possess legitimate passports and visas and tends to have higher levels of education. One such air route initiates in Karachi and proceeds to Dubai before advancing to Libya. Libya plays a crucial role as a staging post, where Libyan traffickers claim their share of the funds. Subsequently, the group is transferred onto seafaring vessels, which can sometimes be as basic as rubber dinghies equipped with life jackets of questionable quality. Cast into the vast expanse of the Mediterranean Sea, these secondary boats become vulnerable to the whims of currents, winds, or potential interception by the Italian Coast Guard. Tragically, this route has witnessed some of the most heart-wrenching incidents of drowning, highlighting the immense risks undertaken by those in search of a new life in Europe.¹⁶

A significant challenge in deterring people from embarking on such perilous journeys is that it constitutes a "crime of consent". An FIA official stated that traffickers have adopted this new tactic of obtaining legal documentation for those desiring to travel. You can have monitoring at borders but it is very difficult to prevent someone with a valid passport and visa from travelling. This then becomes a legal issue related to restricting an individual's right to movement.¹⁷

¹⁶ National Initiative against Organized Crime Pakistan. (n.d.). Human Smuggling and Trafficking in Pakistan. In [www.globalinitiative.net](https://globalinitiative.net/wp-content/uploads/2020/07/Human-Smuggling-and-Trafficking.pdf).

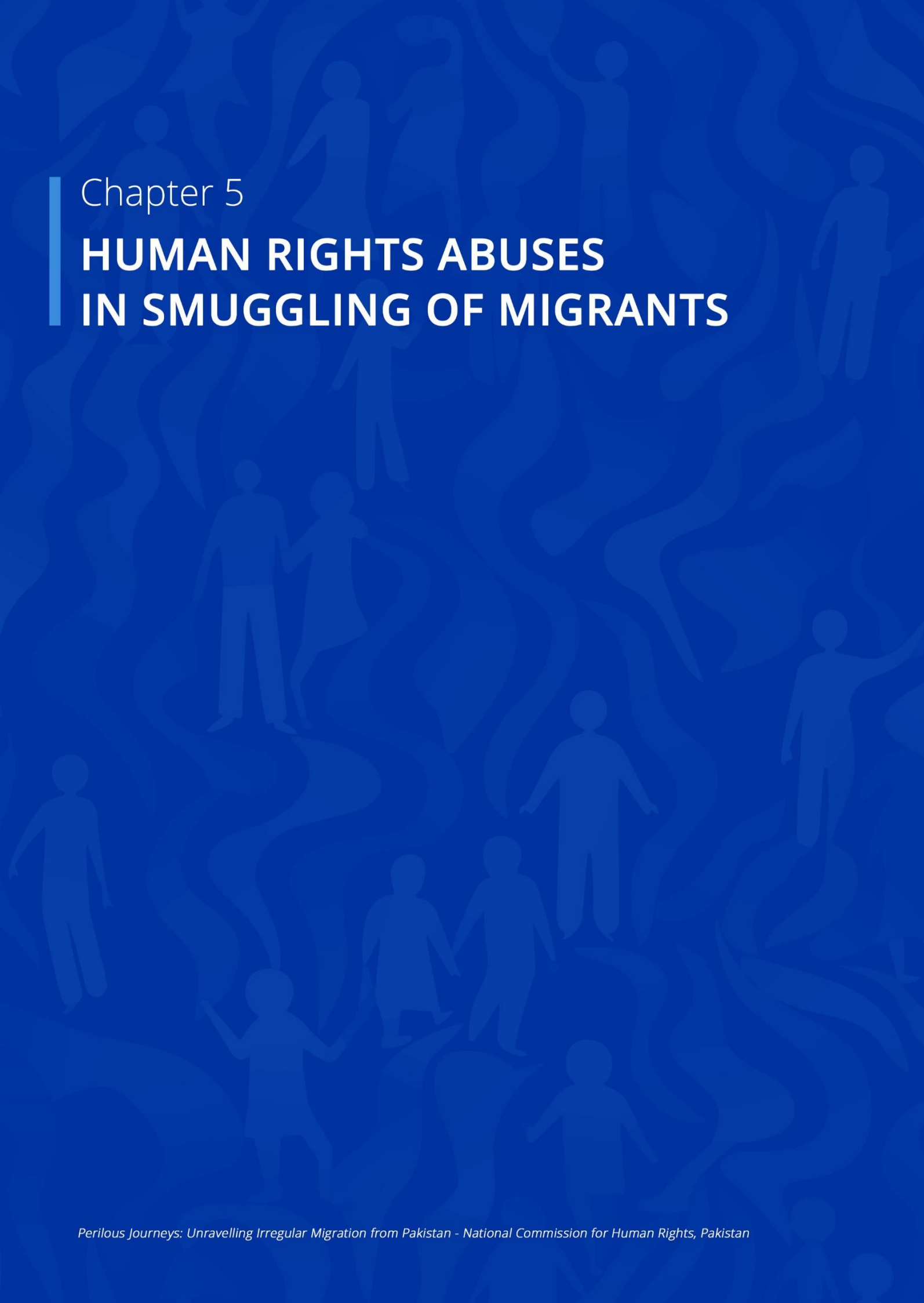
¹⁷ Hussain, A. (2023, June 21). 'Hopelessness': Why Pakistanis are leaving, losing lives at sea. Al Jazeera. <https://www.aljazeera.com/news/2023/6/21/hopelessness-why-pakistanis-are-leaving-losing-lives-at-sea>



STORY OF ASAD ALI

In 2017, a young Pakistani man named Asad Ali embarked on a journey in search of economic opportunities in Turkey. Faced with exhaustion, Ali abandoned his quest halfway in Iran and was deported back to Pakistan. Undeterred, he resolved to attempt the journey once more, this time armed with the necessary paperwork to enter Iran legally, followed by a challenging and illicit route to Turkey.

Upon his return to Pakistan in 2020, Ali meticulously compiled and documented his experiences—ranging from navigating the Turkish-Iranian border in Dogubayazit to taking a bus and finding refuge in the wilderness—into a comprehensive YouTube video. The film found a platform on Ali's personal Youtube channel, AsadPenduvlogs, boasting 55.4 thousand subscribers and garnering nearly 1.4 million views. Ali, driven by a genuine desire to educate people about the risks associated with irregular migration, clarified, "I don't want to make this video for money or fame. I just wanted to educate people about the risks of dunki and why they shouldn't go illegally." This documentary serves as a case study, offering a narrative imbued with emotional depth and lessons on the perils of undocumented migration.



Chapter 5

HUMAN RIGHTS ABUSES IN SMUGGLING OF MIGRANTS

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At its core, the fundamental violation of migrants' human rights often begins with the practical denial that these rights even exist or are applicable to certain individuals. The most glaring example of this is the widespread labeling of individuals as "illegal migrants." As pointed out by the Rapporteur of the International Conference on Migration and Crime held in Italy in 1996, the term "illegal migrant" implies a presumption of criminality before any legal determination of status, essentially branding them as criminals from the outset. Consequently, this term should be avoided.

The practice of designating individuals as "illegal" and consequently denying them both legal recognition and protection of their basic rights is setting legal and juridical precedents in many countries and on an international scale. Some observers argue that when a significant vulnerable group is de facto exempted from the recognition of basic rights, it paves the way for further restrictions or neglect of their rights. Once such a precedent is firmly established, it becomes easier to extend such exemptions to other vulnerable, "undesirable," or unpopular groups, eroding the universality of human rights protection.

This "illegalization" of migrants represents the most striking manifestation of tendencies to associate migrants and migration with crime, criminality, unemployment, disease, and other social problems. Migrants, due to their non-national status and often precarious circumstances, are convenient scapegoats for issues such as crime rates, declining public health, housing shortages, and other challenges that typically result from domestic causes, including inadequate government services.¹⁸

Dichotomy in Human Rights

Indivisibility of Rights vs. Contemporary Protection Frameworks

The perception of large and disorganized migration flows, along with the settlement of migrant workers, is seen as a threat to both internal and external security and stability. This viewpoint regarding migration and its outcomes seems to be commonly held by government policymakers across various regions. As a result, there has been a significant and rapid growth in intergovernmental collaboration focused on the management of migration. Today, there are regional intergovernmental consultative processes on migration management established and

¹⁸ International Organization for Migration. (n.d.). *The Human Rights of Migrants*. *International Migration*, 38(6). https://publications.iom.int/system/files/pdf/migrants_human_rights.pdf

functioning in every region of the world. Some of these include Pakistan as a member; such as the Regional Consultative Process on Overseas Employment and Contractual Labor for Countries of Origin in Asia (Colombo Process), and the Inter-governmental Asia-Pacific Consultations on Refugees, Displaced Persons and Migrants (APC).

Many of these forums have arisen quickly due to a shared perception among governments that irregular migration has been on the rise, difficult to manage, and, in the case of several countries, poses significant challenges to national security and stability. As a result, the focus of these forums has primarily centered around issues related to border control, intelligence collaboration, the fight against organized crime, cooperation in the repatriation of migrants, data collection, and other related matters. In contrast, human rights and social service considerations have received limited attention.¹⁹

In today's world, a significant number of individuals are displaced due to circumstances that either explicitly or implicitly infringe upon their economic, social, and cultural rights, whether at the individual or collective level. However, current international law has primarily acknowledged the need for protection and assistance for victims of violations of specific political rights, such as refugees. This stands in contrast to the principle of indivisibility, as individuals and communities grappling with the denial of economic, social, and cultural rights, which often jeopardize their very existence, do not receive the same recognition and protection.

Despite frequent affirmations of the indivisibility of political and civil rights with economic, social, and cultural rights in international forums and intergovernmental discussions, there remains a notable disparity. Grave violations of economic, social, and cultural rights, as well as the necessity for safeguarding the rights of the victims, are not duly recognized within the international framework.

The displacement resulting from severe breaches of economic, social, and cultural rights, along with the potential protection requirements for certain victims of such violations, may eventually necessitate an examination of potential measures to address these needs at the international level.

Migration, both regular and irregular, has been, is, and will remain a fundamental aspect of our globalized economy, much like the forces of economics themselves. The international community, although at times with reluctance, recognizes the necessity of managing and regulating the flow of capital, goods, technology, services, information, and more, whether through formal mechanisms or market-driven processes. It becomes inherently contradictory when this rationale is not equally extended to the regulation of migration.

¹⁹ International Organization for Migration. (n.d.). *The Human Rights of Migrants*. International Migration, 38(6). https://publications.iom.int/system/files/pdf/migrants_human_rights.pdf



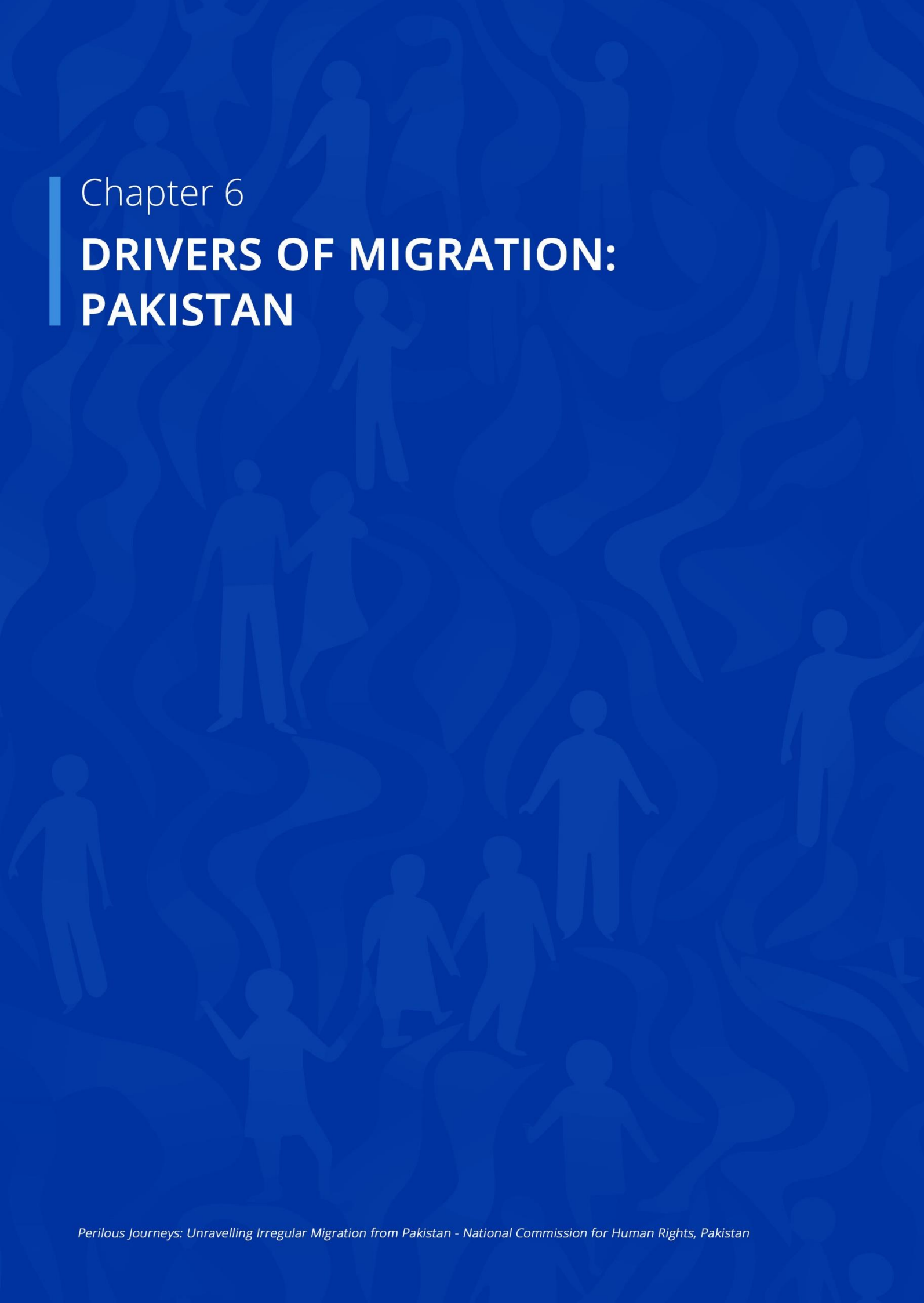
STORY OF MUHAMMAD RAMZAN

Muhammad Ramzan's, 31, quest for a better life led him on a treacherous path, marked by suffering, danger, and ultimately, return. Faced with unemployment and financial struggles, the allure of Europe seemed like the promise of a new beginning.

Choosing the land route, Ramzan encountered a myriad of challenges. He was accosted by dacoits who lurk on this route to prey on vulnerable migrants like him. Hunger became a constant companion, as the journey forced him to traverse unforgiving mountains. The bodies of dead migrants litter these mountains and each step is a reminder of those who have perished in pursuit of the same dreams.

Upon reaching Turkey, he found the borders closed, a consequence of the global pandemic. Ramzan found himself apprehended by border police and confined to a camp. With the assistance of the International Organization for Migration (IOM), he found his way back home. The return, however, was not a triumphant one. Instead, he faced the stark reality of debt and continued unemployment.

Ramzan pleads for others not to tread the perilous path he undertook. With a heart burdened by the weight of his experiences, Ramzan beseeches the government to pave the way for regular migration, a path that can be navigated safely and with hope.



Chapter 6

DRIVERS OF MIGRATION: PAKISTAN

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Many observers have highlighted the impact of globalization, which has resulted in the increasing concentration of power and wealth both within countries and on an international scale. This trend makes it increasingly challenging for existing national economic and social systems to effectively address the needs of large segments of their populations. This growing wealth concentration does not necessarily lead to the allocation of resources required to promote and protect human rights at local, national, and global levels.

Migration for employment abroad is deeply rooted in Pakistan's history, with labor migration holding significant historical significance. As far back as the 1980s, remittances from foreign labor surpassed earnings from other sources, making up approximately 10% of the nation's Gross National Product (GNP). Today, seeking job opportunities overseas remains a crucial component of Pakistan's economy. It aligns with the government's determined efforts to address unemployment and poverty within the country. The government has also established a comprehensive legal and institutional framework for migration, including the Ministry of Labour, Manpower, and Overseas Pakistanis, which is responsible for safeguarding the welfare and interests of Pakistani citizens abroad.²⁰

The primary motivation for migrants from Pakistan is economic.²¹ The IOM study on the drivers of migration conducted in Pakistan analyzed factors influencing migrants' choices and revealed that their intended destinations were determined by factors such as the availability of job opportunities, access to education, and the presence of established social networks in those destinations. A significant proportion of respondents opted to migrate to countries in the Asia Pacific region, the European Union (EU), Turkey, and the Gulf region due to the availability of employment opportunities (23%, 20%, and 62%, respectively) and having relatives or friends already residing there (20%, 21%, and 18%, respectively). However, it's worth noting that those intending to go to the EU or Turkey were primarily motivated by the availability of educational scholarships (30%). This indicates that Pakistani migrants choose to go to Europe for both socioeconomic reasons and for work and educational prospects.



²⁰ International Organization for Migration. (n.d.). *The Human Rights of Migrants*. International Migration, 38(6).

https://publications.iom.int/system/files/pdf/migrants_human_rights.pdf

²¹ IOM Displacement Tracking Matrix. (2020). *Pakistan: Survey on Drivers of Migration (SDM)*. In www.pakistan.iom.int. IOM. https://pakistan.iom.int/sites/g/files/tmzbd11121/files/documents/pak_sdm-tool-3_20210301.pdf

Migrant Population by Reason of Migration

* (In percentage)

	Administrative Unit	Study	Marriage	Move with Head	Business	Employment/ Transfer	Returning home	Health	Others
Pakistan		1.17	17.10	42.78	8.75	12.08	1.09	0.09	16.94
	Rural	0.86	24.54	38.39	9.84	3.95	1.06	0.07	21.29
	Urban	1.34	12.88	45.28	8.13	16.70	1.10	1.10	14.47
Khyber Pakhtunkhwa		2.02	8.87	57.51	7.14	16.53	0.76	0.05	7.12
	Rural	1.42	9.58	61.8	10.19	5.03	0.85	0.06	11.07
	Urban	2.43	8.37	54.53	5.02	24.53	0.70	0.04	4.38
Punjab		1.05	22.64	38.00	8.72	9.06	1.17	0.07	19.29
	Rural	0.79	28.35	34.27	9.46	2.86	1.16	0.05	23.06
	Urban	1.29	17.41	41.41	8.04	14.75	1.18	0.09	15.83
Sindh		0.97	8.67	49.13	9.12	15.78	1.01	0.12	15.21
	Rural	0.63	7.05	58.53	10.95	7.8	0.28	0.11	14.65
	Urban	1.00	8.85	48.09	8.91	16.66	1.09	0.13	15.27
Balochistan		1.47	5.33	43.85	12.34	24.15	0.57	0.03	12.25
	Rural	1.16	4.55	37.07	17.41	23.02	0.20	*	16.58
	Urban	1.64	5.75	47.43	9.67	24.75	0.76	0.04	9.96
Islamabad		3.06	471	53.42	7.06	21.8	1.12	0.19	8.65
	Rural	2.57	5.86	54.94	11.82	9.93	1.25	0.43	13.2
	Urban	3.19	4.4	52.99	5.76	25.03	1.08	0.13	7.42

* Reference to a very small proportion

Source: Pakistan Bureau of Statistics

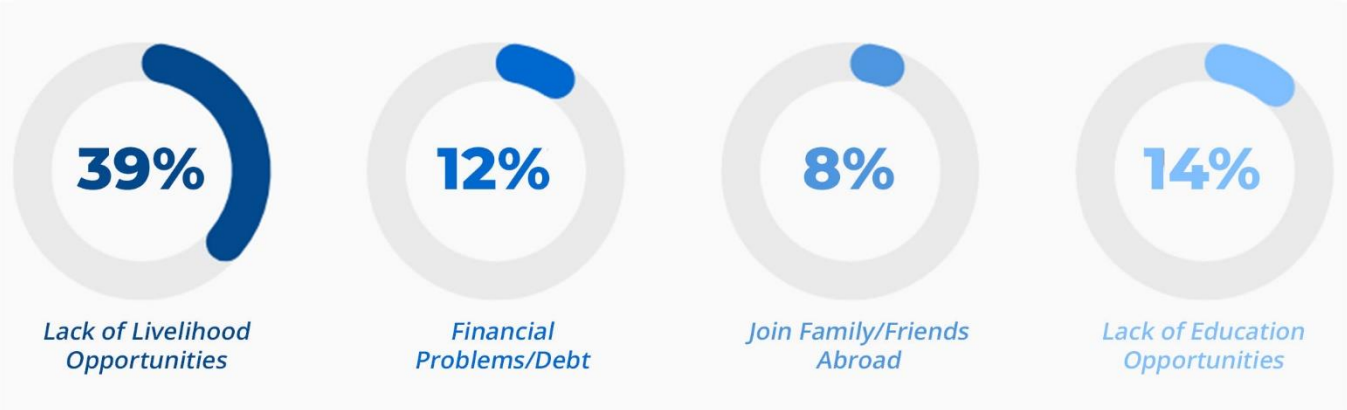
Furthermore, the presence of various social networks played a crucial role in how potential migrants acquired information about their intended destinations. More than a third of respondents (36%) reported using social media and connections with family or friends abroad to gather information, underscoring the significance of transnational ties. National connections, particularly with returnees and within educational institutions, also proved important, with 15% of respondents receiving information from returning family or friends and 8% from social contacts at their school or university.

Drivers of Migrations - Source of Information



39% of the sample population decided to migrate because of a lack of jobs and livelihood opportunities. 12% intend to migrate due to financial problems and debts, 8%per cent to join friends or family outside of Pakistan and 14% because of lack of quality education or general educational opportunities.

Drivers of Migrations - Reasons of Migration



Some 18% of respondents were encouraged to migrate by family members or friends who had already relocated abroad, while 16% were influenced by family members living abroad who conveyed that the quality-of-life outside Pakistan was favorable. Another 21% made the decision to migrate after experiencing unemployment.

The SDM study revealed that many respondents had existing family or friends living in their intended destinations, and these transnational connections often provided valuable support. 70% of respondents reported having friends or family in their intended destination, and among these, a significant majority (89%) received support from family members, friends, or both. These support networks primarily assisted respondents with documentation (37%), financial matters (29%), employment (29%), and finding accommodation (25%).

Drivers of Migrations - Assistance Provided by Support Networks



These findings, combined with the analyses of push and pull factors mentioned earlier, underscore the vital role of transnational connections as essential support networks for potential Pakistani migrants surveyed in the study.

Approximately 65% of the participants confirmed that better job opportunities would need to be available for them to consider staying in Pakistan, 20% stated a better-quality education would make them stay but a staggering 19% stated that they wouldn't stay even if change was implemented.

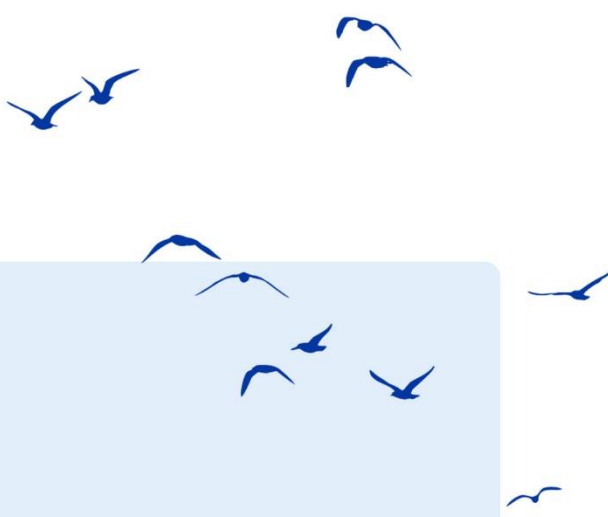
Drivers of Migrations - *Reasons to Stay in Pakistan*



The SDM study , (IOM, 2019)

The **Three Main Reasons** why potential migrants sought to leave Pakistan is the **Lack of Jobs** in the country, the opportunity to **Work Abroad** and the opportunity to **Study Abroad**.





STORY OF FARAZ

Faraz ²² a then 17-year-old asylum seeker who embarked on a perilous journey entering Italy as an irregular migrant, smuggled across borders. It took him five arduous months to finally reach the Italian shores.

Upon arrival, he found refuge with a relative and began the process of applying for asylum. His situation is unique because asylum seekers under the age of 18 don't need parental or guardian consent to apply. Their cases are given priority, and they are quickly admitted to dedicated reception centers that function as protective communities. They only leave these centers when they reach the age of 18.

As he turns 18 and faces the daunting challenges of finding a job, securing an apartment, and sorting out his legal documents, he conveys a deep sense of remorse at leaving his country and family behind.

In order to secure a stable and lasting future in Italy, he needs a legitimate job. But as he lacks formal education and struggles with limited Italian, it seems like a daunting task.

²² *Pseudonym used for privacy.

The Smugglers

The districts of Gujrat, Gujranwala, Mandi Bahauddin, and Sialkot have a long history of being major sources of irregular immigration from Pakistan to Europe. Over the generations, this migration route has taken individuals from Iran to Turkey and onward into Europe, either by sea or land. What is intriguing is that these same districts also witness some of the highest legal migration outflows from Pakistan. To elaborate, among the top 20 districts contributing to 50% of the total labor outflows from Pakistan between 1981 and 2021, 13 are situated in Punjab, 6 are in Khyber Pakhtunkhwa (KP), and 1 is in Sindh, specifically Karachi.

Demographic Context of Districts with Highest Migration Outflows

District	Population (million) ²⁸	Multi-dimensional Poverty Headcount Ratio ²⁹	% of Urban Population ³⁰	% of population (age 10+) with higher education (graduate And above) ³¹	Average Household Size ³²	Unemployment rate ³³
Sialkot	3.8	14.0%	29%	8.0%	6.70	1.8%
Gujranwala	5.0	14.0%	59%	7.8%	6.63	1.7%
Faisalabad	7.8	19.4%	47%	8.8%	6.42	1.6%
Gujrat	2.7	18.4%	30%	6.9%	6.20	2.1%
Mandi Bahauddin	1.5	31.5%	20%	5.7%	6.27	1.8%

Source: PARIM ²³

In the past, migration was often driven by aspirations for upward mobility. Those who successfully migrated, even through irregular means, found it relatively easier to settle in Europe and secure employment. They would then remit money to their families back in Pakistan, thereby improving their standard of living. This, in turn, created a certain level of social acceptance for migrant smugglers, whose networks expanded to meet the growing demand.

These traffickers often operate with near impunity, despite occasional actions taken by the Federal Investigation Agency (FIA) – usually prompted by headline-making tragedies. This is due to the political connections many traffickers possess, coupled with the societal acceptance of this crime, which is often perceived as victimless, creating a culture of silence around the industry.

An agent from Mandi Bahauddin in Punjab emphasizes that his business flourishes through referrals. He notes, "We are not actively seeking customers; rather, people come to us based on positive recommendations from others who have utilized our services."

²³ Qaisrani, A., Hahn-Schaur, K., & Hendow, M. (2021). Irregular migration dynamics from Pakistan and the role of information campaigns. In ICMPD.org. https://www.icmpd.org/file/download/56799/file/PARIM%2520formatted%2520report_Final.pdf

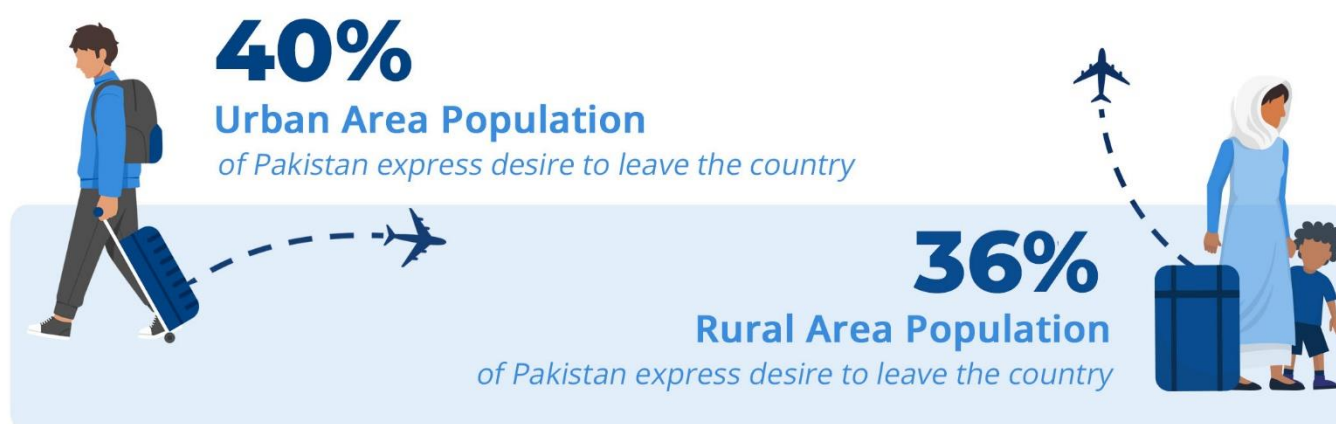
However recently, there has been a trend of agents transitioning their business into the digital age, advertising on platforms like YouTube and TikTok. Operating under pseudonyms, one individual's videos feature satisfied customers providing testimonials about their successful border crossings into European countries. In some videos, individuals encourage those being transported to express their contentment with the services and announce their arrival. Other videos depict migrants being transported in trucks or using stepladders to scale border fence.

The journey to Europe has always been perilous, but it has grown even deadlier. Changing attitudes towards migration in European countries, along with restrictions on migrant rescue vessels imposed by the new Italian government, have increased the chances of tragedy along the route. Nevertheless, the desperation for a better life is so profound that thousands continue to embark on this treacherous journey year after year, entrusting their fates to the turbulent seas and the human traffickers who exploit their hopes and dreams.²⁴

The situation, described as being akin to a crisis, led the Pakistani ambassador to Greece to address the Foreign Office in Islamabad in January 2023. In the letter, he expressed concern that unregulated human smuggling was adversely impacting Pakistan's interests on the international stage. Beyond the potential harm to the country's image and relations with the European Union (EU), he emphasized the risk of negative repercussions on the special export concessions afforded to Pakistan. Describing the situation as increasingly "unmanageable," he recommended taking measures to "close the tap" from Pakistan's end.²⁵

Desire to Leave the Country

According to a survey²⁶ conducted by PIDE on the desire for Pakistanis to leave the country, around 37% of Pakistan's population expresses a desire to leave the country if given the opportunity. Interestingly, this desire is slightly more pronounced in urban areas (40%) compared to rural regions (36%).



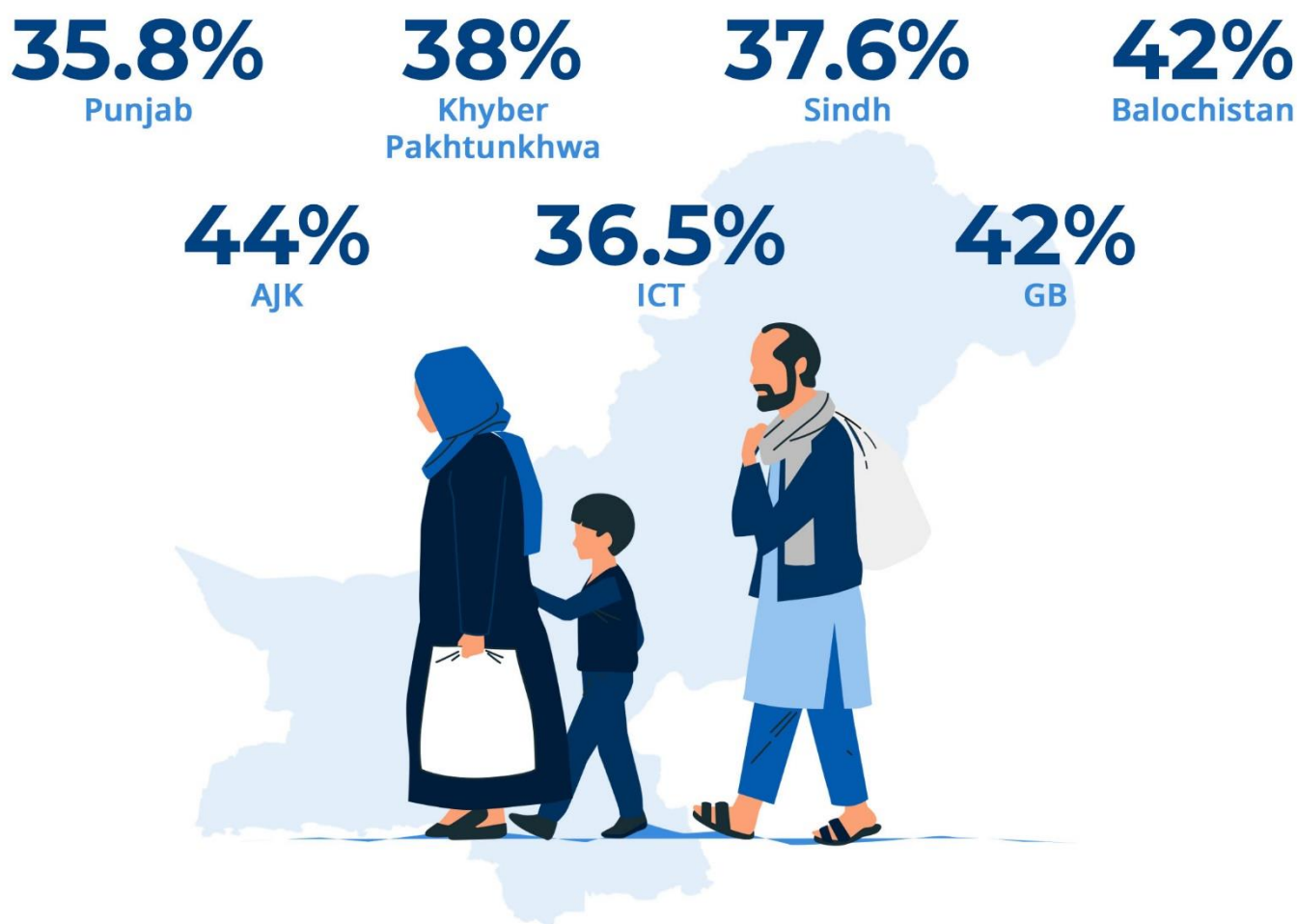
²⁴ Rehmat, A. (2023, March 6). The perils and promises of illegal migration. Arab News PK. <https://www.arabnews.pk/node/2263496>

²⁵ Siddiqui, N. (2019, July 3). Envoy details dire state of Pakistani illegal migrants in Greece, seeks urgent action. DAWN.COM. <https://www.dawn.com/news/1386440>

²⁶ Talib, A. (2023, November 19). Desire to live in Pakistan: stay or leave? PIDE. <https://pide.org.pk/research/desire-to-live-in-pakistan-stay-or-leave/>

When examining the desire to emigrate across provinces, Balochistan exhibits the highest proportion (42%) of residents wanting to leave, followed by Khyber Pakhtunkhwa (38%) and Sindh (37.6%). Punjab has the lowest rate, but it's not significantly lower (35.8%). Azad Jammu and Kashmir (AJK) stands out with the highest proportion (44%) wishing to leave, followed by Gilgit Baltistan (42%), while Islamabad Capital Territory (ICT) has the lowest percentage of people wanting to emigrate (36.5%).

Desire to Leave the Country - Regions



This desire is more prominent among males than females across all age groups. The strongest inclination is among young males aged 15-24, with a staggering 62% expressing a desire to leave. The desire to emigrate also increases with higher levels of education, although the increase isn't proportionate, and it plateaus after secondary schooling.

Examining the reasons behind this desire to leave the country reveals some intriguing trends. While the pursuit of better income and improved overall opportunities is a commonly cited motive, the desire for more respect surprisingly ranks as the second most reported reason at the national level (44%). This trend holds true across both urban and rural Pakistan, challenging

the assumption that these regions have vastly different motivations.

However, when looking at specific provinces and regions, diverse reasons drive the desire to emigrate. While better income remains a key factor everywhere, in Sindh and Balochistan, the yearning for more respect surpasses the pursuit of equal opportunities.

The analysis of reasons behind the desire to emigrate, when disaggregated by age and gender, reveals intriguing insights. Moving abroad for increased security is more prevalent in Sindh, followed by Balochistan and AJK. In KP, gender equality emerges as a significant motivator for wanting to leave.

Better income remains the primary reason for both males and females across all age groups, with males showing a higher inclination (above 80%) than females (approximately 65%).²⁷

The Human Cost of Irregular Migration

It is a grueling journey that begins in Quetta, where the migrants, commonly referred to as “parcels” by human traffickers, share a cramped room. From there they start the “game”, which is what each leg of the journey is called. The journey itself is called “Dunki”.

Their agent sends them across the border into Iran. They traverse the country, moving from one vehicle to another, not as passengers, but as cargo. In the cramped confines of car boots and bus cargo holds, the smaller individuals are stacked atop one another. Allegedly, many agents deliberately arrange for these young men to be apprehended at borders. In other instances, they lock them in warehouses, extorting money from their families.

According to certain FIA source, some Iranian and Turkish border officials are also allegedly involved in this racket, coercing money from vulnerable migrants. Those who can pay the demanded sums continue their journey, while those who cannot remain in custody until they meet the financial demands. If unable to pay, they face deportation or, in the worst cases, are abandoned in remote, inhospitable locations, often succumbing without their families ever being informed. Many meet tragic fates, drowning at sea, perishing in cargo containers, or falling victim to border guards' gunfire.

When asked about the routes that tens of thousands of young Pakistanis take to illegally leave their homeland for Europe, Ashfaq revealed that a majority opt for a land route commencing in Quetta and spanning Iran, Turkey, and Greece before reaching western European countries. A less frequented land route traverses Afghanistan and Central Asia before leading to Europe via Russia. There exists a sea route through Oman, though it is less commonly taken nowadays.

²⁷ Talib, A. (2023, November 19). *Desire to live in Pakistan: stay or leave?* PIDE. <https://pide.org.pk/research/desire-to-live-in-pakistan-stay-or-leave/>

Deportees are hesitant to talk at first but then open up after their arrest and subsequent interrogation. This extracted information contributes to the compilation of the Red Book, a list of the most wanted human traffickers.

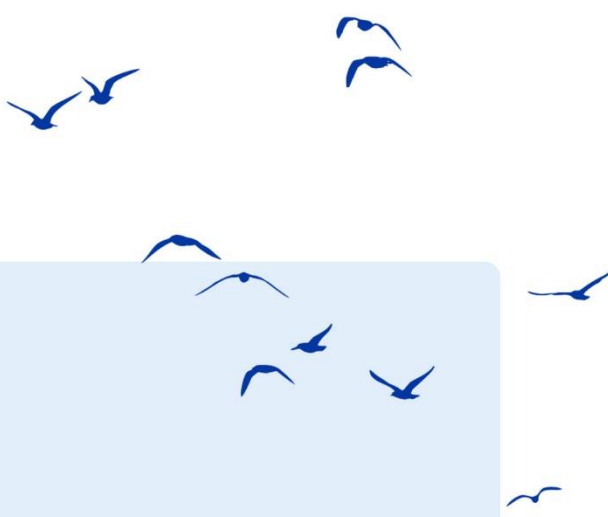
Many of these traffickers hail from the northern and central Punjab districts of Rawalpindi, Gujrat, Gujranwala, Mandi Bahauddin, Sialkot, and Lahore. Some operate from foreign countries, including the United Arab Emirates, Iran, Turkey, and Thailand, which makes it harder for Pakistani officials to apprehend the perpetrators or dismantle the networks.²⁸

There are many videos on Tiktok and YouTube where individuals and survivors have spoken up about their experiences in order to dissuade others from undertaking these journeys. Platforms such as Adeel Jameel Global with 25,300 subscribers, Europe Info TV with 176,000 subscribers, and Teach Visa with 111,000 subscribers actively feature interviews with migrants who have successfully reached Turkey or other European destinations but encounter challenges securing appropriate employment.

According to data sourced from the IOM's Returnee Longitudinal Survey and the Displacement Tracking Matrix (DTM), the study's target sample consisted of returnees who had come back to Pakistan in late 2019 or in 2020. Remarkably, 97% of the respondents returned to the same district and tehsil (sub-district) where they had originally resided before migrating. For the remaining 3% who chose a different location upon their return, the vast majority relocated to the Punjab province.

When respondents were asked about their reasons for returning to Pakistan, the data reveals some key insights. Notably, issues related to visas and documents were a significant primary reason for return, accounting for 34% of respondents. Among all respondents, 21% cited the inability to find a job in their host country as a primary reason for their return, while 18% mentioned family members' desires as another common primary motivator. Additionally, 8% of respondents noted health issues as a contributing factor in their decision to return to Pakistan.

²⁸ Hussain, A. (2023, June 21). 'Hopelessness': Why Pakistanis are leaving, losing lives at sea. Al Jazeera. <https://www.aljazeera.com/news/2023/6/21/hopelessness-why-pakistanis-are-leaving-losing-lives-at-sea>



STORY OF AQIB ASRAR

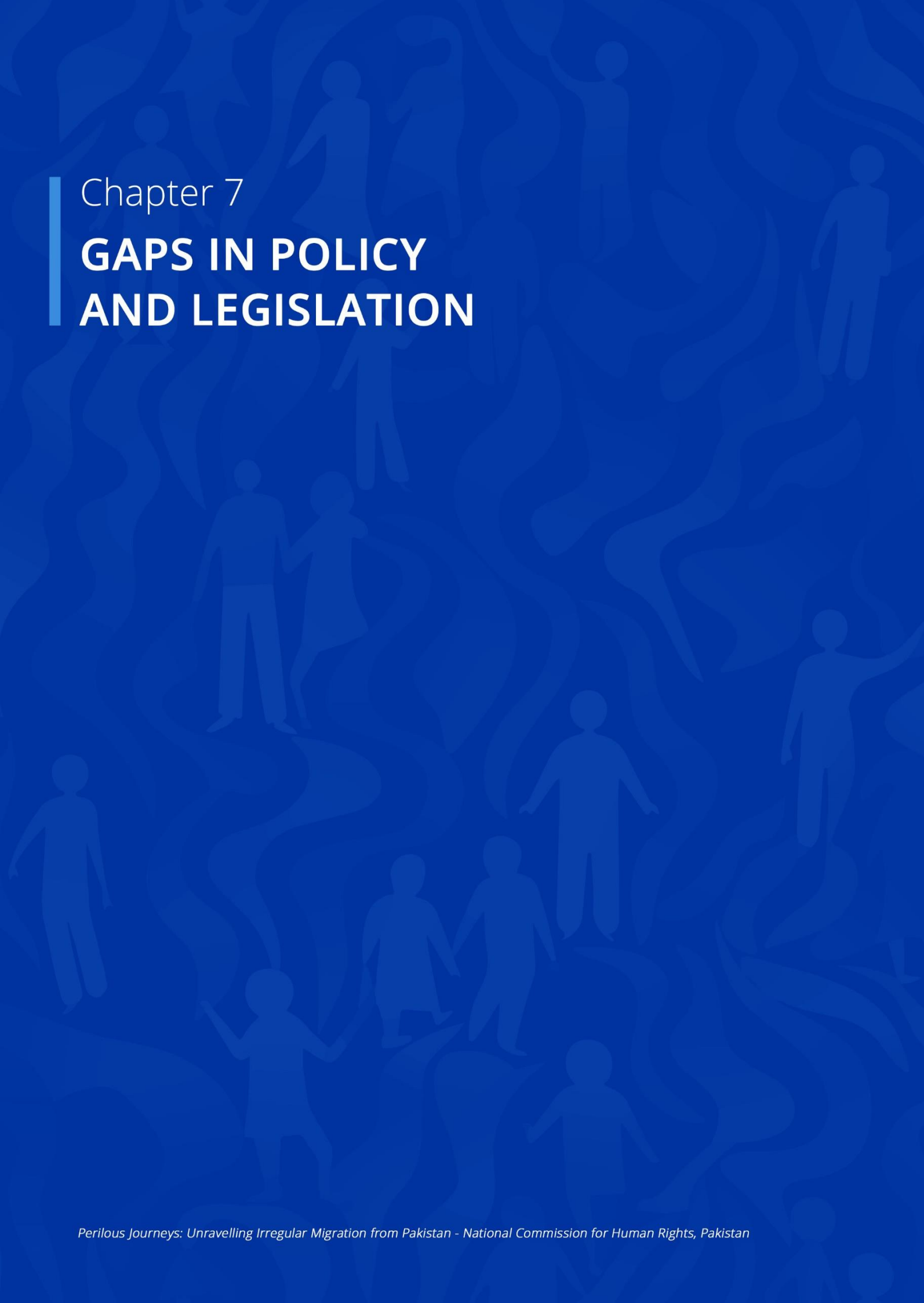
Ali Virk (real name Aqib Asrar) driven by the aspiration for a better life in Europe, decided to undertake “Dunki”, dismissing the warnings of a friend who had experienced the dangers of such routes in Turkey. Entrusting the promises of smugglers, Virk left his village and headed to Quetta, where he joined a group of fellow hopefuls. The smugglers had guaranteed a seamless journey with proper transportation, but the reality was completely opposite.

The promised “proper transportation” turned out to be an overloaded minivan, packed with 17 to 18 individuals beyond its capacity. Virk recounts the hazardous conditions, with some passengers forced to sit in cramped spaces, including the car’s trunk. The journey towards the Taftan border involved a treacherous ride on a bumpy road, notorious for fatalities due to accidents, abductions, kidnappings, and rampant crimes.

Upon reaching Taftan, the group traversed into Iranian territory, heading towards the Turkish border. The climax of Virk’s journey came in the form of a mountain exceeding 1,600 meters. The challenging conditions, coupled with the narrow pathway, made every step precarious. Virk vividly recalls the perils: “Due to the high altitude, there is less oxygen and it’s difficult to breathe. The pathway along the mountain is very narrow, and if someone slips, they will just fall to their death.”

In the midst of these hardships, Virk had to make a heartbreaking decision when one of his fellow travelers succumbed to exhaustion. The stranded companion conveyed his final message through Virk, urging him to inform his mother not to wait for him as her son had met his end on the treacherous journey.

Although Virk managed to enter Turkey and reach the Greek border, his aspirations to enter the European Union were thwarted. Presently residing legally in Turkey, Virk shares his harrowing journey through his YouTube channel. Utilizing recorded videos from his odyssey, he aims to expose the deceitful promises of smugglers. Some of his posts have gained significant attention, fulfilling Virk’s goal of influencing others and debunking the dangerous narratives perpetuated by human smugglers.



Chapter 7

GAPS IN POLICY AND LEGISLATION

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GAPS IN POLICY AND LEGISLATION

In line with its commitment to international treaties, Pakistan has updated its laws regarding human trafficking and migrant smuggling. Pakistan became a signatory to the United Nations (UN) Convention against Transnational Organized Crime on December 14, 2000. However, it is important to highlight that Pakistan hasn't signed the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, as well as the Protocol against the Smuggling of Migrants by Land, Sea, and Air, which complement the Convention against Transnational Organized Crime. Nonetheless, specific provisions from these agreements have been integrated into the country's domestic legislation.²⁹

In 2000, Pakistan took a significant step by signing the UN Convention against Transnational Organized Crime, followed by the ratification of the Palermo Protocol in 2010. These international commitments obligated Pakistan to establish legislation in accordance with the provisions outlined in the UN convention and the Palermo protocol. Pakistan has signed various international conventions associated with labor emigration, such as the Colombo Process and the Abu Dhabi Dialogue. Additionally, the country is actively engaged in the Budapest Process, which aims to establish a structured system for the safe and well-organized management of migration.

Up until 2018, Pakistan's legal framework for addressing human trafficking was primarily governed by the Prevention and Control of Human Trafficking Ordinance 2002. It's worth noting that this law did not make a clear distinction between human trafficking and human smuggling, inadvertently resulting in the criminalization of the victims themselves.

In response to its treaty commitments and Pakistan's Tier 2 status designation by the US State Department, the country introduced two new legislations in 2018. These include the Prevention of Trafficking in Persons Act 2018 and the Prevention of Smuggling of Migrants Act 2018. The legal distinction between human trafficking and human smuggling has been officially acknowledged in the two aforementioned federal laws. These laws fall under the jurisdiction of the Federal Investigation Agency (FIA). The Federal Investigation Agency (FIA) has also implemented an Integrated Border Management System (IBMS) across all FIA checkpoints. This system is designed to connect diverse databases, including the one managed by the National Database and Registration Authority (NADRA), to monitor undocumented migrants more effectively.^{30 31}

29 https://www.unodc.org/documents/pakistan/2011.10.00_Irregular_Migration_Associated_Crime_in_PakTNA_of_FIA_Academy_fin.pdf

30 Qaisrani A., Rashid S. and Samad Y. (2021) Migration-relevant policies in Pakistan. MIGNEX Background Paper. Oslo: Peace Research Institute Oslo. Available at <https://www.mignex.org/pak>

31 National Initiative against Organized Crime Pakistan. (n.d.). Human Smuggling and Trafficking in Pakistan. In [www.globalinitiative.net](https://globalinitiative.net/wp-content/uploads/2020/07/Human-Smuggling-and-Trafficking.pdf). <https://globalinitiative.net/wp-content/uploads/2020/07/Human-Smuggling-and-Trafficking.pdf>

As assessed by UNODC, these legislations not only serve to protect the rights of victims of human trafficking and smuggled migrants, decriminalize irregular migration and also grant law enforcement agencies in Pakistan the authority to prosecute the organized criminal groups responsible for perpetuating and profiting from these illicit activities.³²

The significant 16-year gap between signing the international conventions and replacing the previous ordinance underscores the urgent need for increased attention to effectively safeguard the rights and well-being of vulnerable individuals affected by them.³³

Critics of the UN Protocols on Smuggling and Trafficking argue that these protocols place a stronger emphasis on human rights violations associated with trafficking while downplaying similar issues that can arise from migrant smuggling. It can expose migrants to various forms of economic, social, and political vulnerability. It's not solely the act of irregular migration itself that endangers migrants; their irregular status also plays a significant role. Irregular migrants often find themselves in precarious and hazardous employment situations, lack access to healthcare, education, and other social welfare services, and are susceptible to exploitation in the housing market. Their legal status frequently deters them from interacting with authorities, and this becomes particularly problematic when they may have a valid asylum claim.

It's crucial to emphasize that basic rights should be extended to all migrants, even those in irregular status. These rights are not only outlined in the instruments referenced by the Special Rapporteur but are also encompassed in the International Covenant on Economic, Social and Cultural Rights (ICESCR) and the Convention Against Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment (CAT). Even when states assert concerns about public safety or order within their borders, certain rights are non-negotiable for all individuals. These include protections against discrimination based on factors like race, color, sex, language, religion, or social origin; the inherent right to life; the prohibition of torture, slavery, and servitude; the right to legal recognition; and the freedom of thought, conscience, and religion.

However, there's a recurring issue where states, in the effort to balance state security with human security, tend to prioritize the former over the latter. Encouraging states to ratify relevant covenants and conventions, especially where they haven't done so yet, is undoubtedly essential. But of equal importance is ensuring that these provisions, once ratified, are correctly applied and interpreted by signatory states. This is critical to guarantee that the rights and fundamental freedoms of migrants are not just acknowledged in theory but genuinely respected and upheld in practice.

Relying solely on control policies is insufficient to effectively curb irregular migration. This viewpoint is supported by the fact that, in numerous countries, instances of irregular entries have actually risen despite the implementation of such policies. Several factors contribute to

³² Ibid.

³³ Ibid.

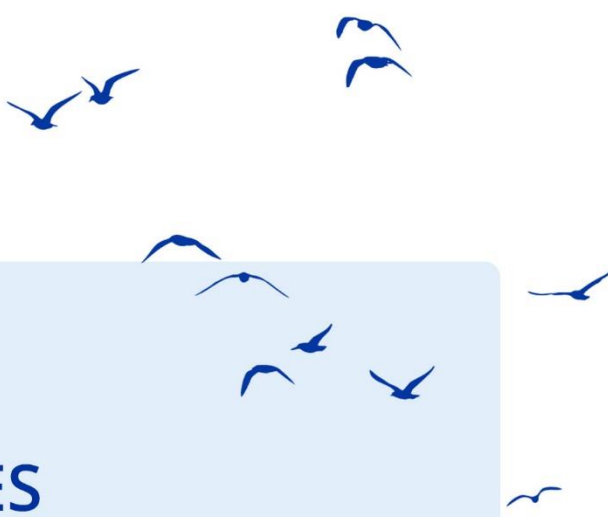
the shortcomings of these policies. Some of the drivers behind migration are predominantly beyond the scope of direct state intervention; these include forces like globalization, conflicts, and widening economic disparities among different regions of the world.

When addressing the fundamental causes of migration, the primary focus should not only be on preventing migration itself but also on alleviating the adverse factors that compel individuals to migrate out of necessity, often under unsafe and desperate conditions. The objective should be to facilitate safe, regular, and orderly migration, maximizing the positive impact for migrants as well as the countries and communities involved.

Migration drivers encompass economic, demographic, environmental, social, and political factors. Individuals may choose migration to seek improved economic, employment, and educational opportunities or due to a lack of access to fundamental human rights, discrimination, poverty, or family separation. Crisis situations, whether natural or human-made, and environmental changes are increasingly influencing migration patterns. In the context of Pakistan, obstacles to progress, particularly those related to economic opportunities, governance, transparency, crime, and insecurity, are often cited as factors contributing to migration. It is typically a combination of these factors that fosters a lack of hope for improvement, marginalizing significant populations in the region and prompting some to consider migration as a viable option.

Another factor to consider is that control policies frequently lead to unintended outcomes. While the relationship between these policies and their consequences is more intricate than commonly perceived, many experts concur that one likely result of control policies has been the exacerbation of migrant smuggling. Even in instances where smugglers are not directly involved, these policies have frequently driven migrants toward riskier and more intricate methods of border crossing.³⁴

³⁴ Koser, K. (2005). *Irregular migration, state security and human security*. In *Global Commission on International Migration*. https://www.iom.int/sites/g/files/tmzbd1486/files/jahia/webdav/site/myjahiasite/shared/shared/mainsite/policy_and_research/gcim/tp/TP5.pdf



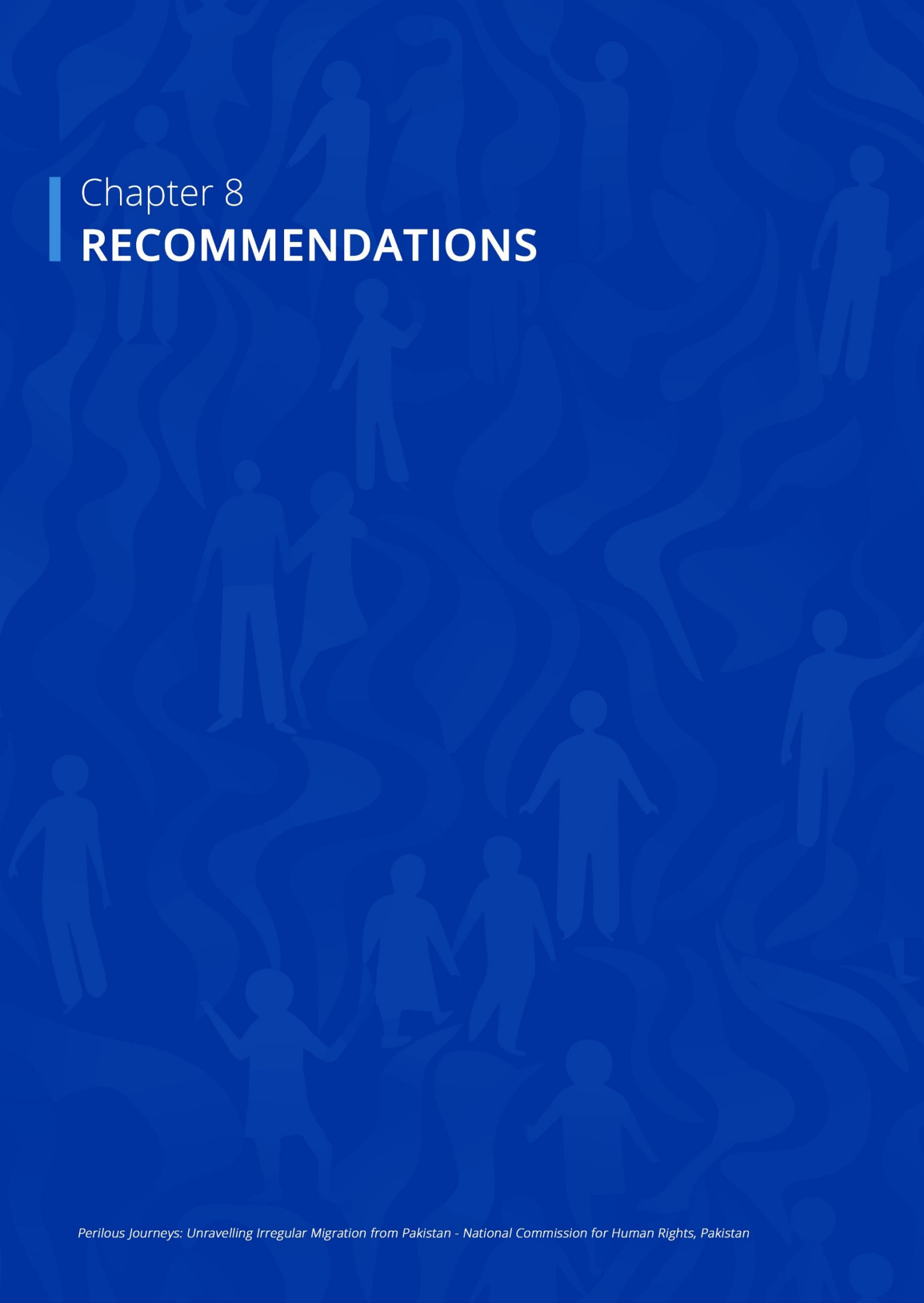
CASE STUDY: MODIFYING INCENTIVES FOR MIGRANTS

Ultimately, nations aspire to regulate their immigration flows and exercise better control over the entry, exit, and terms of individuals crossing their borders. The effectiveness of national immigration governance, especially in curbing irregular migration, is contingent upon policy choices. A case in point is the Bracero program in the United States, illustrating how altering incentives for migrants can impact irregular migration.

The period between 1954 and 1964 witnessed almost negligible unauthorized immigration from Mexico to the United States. This decade stood out amid a preceding era of increasing unauthorized immigration and subsequent decades marked by the highest rates of unauthorized migration in the last 80 years. The pivotal factor during this unique period was the peak of the Bracero program, which annually brought in over 400,000 seasonal workers between 1955 and 1965. This program, a seasonal guest worker initiative primarily utilized by Mexican labor migrants in agriculture, demonstrated a practical combination of policy factors at play.³⁵

The Bracero program's success in suppressing irregular migration during this specific decade underscores the impact of modifying incentives for migrants. It highlights that, when regular channels are robust and accessible, they can serve as a deterrent to irregular migration. Conversely, when such formal pathways diminish, irregular migration tends to resurface.

³⁵ *IMigration Is What You Make It: Seven Policy Decisions that Turned Challenges into Opportunities*. (n.d.). Center for Global Development. <https://www.cgdev.org/publication/migration-what-you-make-it-seven-policy-decisions-turned-challenges-opportunities>



Chapter 8

RECOMMENDATIONS

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Operational Recommendations

1. FIA should establish dedicated awareness units within their respective districts in these smuggling-prone areas. It may be beneficial to hire community communication specialists from the market and launch an assertive campaign in three to four central Punjab districts. This campaign could utilize various communication channels, including cell phone messaging and social media, incorporating graphics and photos illustrating the challenges faced by victims. This approach is particularly advantageous as it targets the tech-savvy younger generation who are active on social media platforms. The primary focus should be on reducing the demand for smuggling services.
2. The FIA could establish specialized investigation units within these districts, staffed by specially trained experts. Seeking donor support for capacity building of these units would be prudent. These units could also integrate special intelligence teams to proactively address human smuggling and act as a deterrent to smugglers.³⁶
3. Additionally, mismatches in skills between potential migrants and the labor demands of destination nations may impose limitations. Nevertheless, the establishment of labor migration channels has a discernible impact. Skills mobility partnerships, for instance, can help tailor regular migration options and reduce incentives for irregular movements. In skills mobility partnerships, migrants gain professional skills, and the costs are shared, at least in part, by the destination country and/or employers. Pilot programs involving training funded by aid in the home country have been employed in partnerships between countries like Spain and Morocco.³⁷
4. Various policy choices have the potential to turn skilled migration into a driving force for human capital development and fiscal benefits for both the countries of migrant origin and destination. The key lies in crafting training systems that adapt to the ever-changing dynamics of the world. One model, known as Global Skill Partnerships, proposes a collaborative arrangement between two nations. The initiative begins by providing training to potential migrants within their home countries. Importantly, not all trained individuals migrate; those who remain contribute to their local communities with enhanced skills, capabilities, and the ability to share knowledge. On a broader scale, the destination country or its employers can actively participate in shaping the skill profiles of prospective migrants, even extending to establishing training facilities and programs in the migrant origin country.

³⁶ <https://globalinitiative.net/wp-content/uploads/2020/07/Human-Smuggling-and-Trafficking.pdf>

³⁷ Migration Policy Debates. (2020). In OECD. <https://www.oecd.org/els/mig/migration-policy-debates-22.pdf>

5. The government has officially established committees at the federal, provincial, and district levels to improve coordination and collaboration among all stakeholders. A central database is essential for data analysis and regular information sharing with law enforcement agencies.
6. Direct investments towards addressing the fundamental causes of migration by implementing sector-specific programs and local development initiatives. This involves prioritizing initiatives such as youth job creation, skill development, and other efforts aimed at mitigating the underlying factors driving migration at the local level. Migrants frequently end up in low-skilled positions that fail to recognize their qualifications. Therefore, investing in skills development, training programs, and cultivating competencies and opportunities can empower them to attain decent, higher-paying employment that aligns with their skill sets.
7. To strengthen the FIA's capacity in addressing irregular migration, it is essential to ensure rigorous adherence to standard operating procedures (SOPs), regular inter-agency meetings, continuous training and capacity building for FIA officials, and awareness campaigns for potential victims. The existing legal framework, which includes stringent penalties for offenders, does not require significant changes. However, continuous evaluation and fine-tuning are essential.

Policy Recommendations

8. The clear legal distinction between human trafficking and smuggling is a positive development, but the assignment of responsibilities among law enforcement agencies remains a subject of uncertainty. To address this issue, it is suggested that the FIA should facilitate a policy discussion involving key stakeholders, including provincial governments, legal experts, media representatives, and members of civil society. The aim of this initiative would be to identify and rectify existing inconsistencies and ambiguities in the legal framework. This dedicated policy attention has the potential to yield a comprehensive and pragmatic legal framework.³⁸
9. Efficiently combating smuggling networks requires well-established pathways for regular migration that consider the diversity of potential migrants and align with the socio-demographic and labor market conditions of destination countries. These pathways can encompass humanitarian options like resettlement programs, humanitarian visas, and private sponsorship initiatives, as well as non-humanitarian avenues such as labor, international study, and family-based categories. These official channels don't guarantee the cessation of irregular migration entirely. Discrepancies between migration pressures and available opportunities can still exist.

³⁸ Sohail, M. (2019). *Critical Evaluation of Anti-Human Trafficking Legal Regime in Pakistan* [PhD Dissertation]. International Islamic University Islamabad.

10. The Pakistani state must actively promote improved inter-institutional coordination, particularly among entities dedicated to assisting the migrant population, such as Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), NADRA, FIA, Overseas Pakistanis Foundation (OPF), Bureau of Emigration and Overseas Employment (BOE), IOM, United Nations High Commissioner for Refugees (UNHCR), civil society organizations and NGOs (Various non-profit organizations involved in providing assistance, support, and advocacy for migrants). Additionally, there should be a concerted effort to coordinate actions with civil society institutions that play a crucial role in supporting migrants. The collaborative efforts of these organizations are paramount for the well-being of the migrant population and the overall benefit of the country.
11. Address root causes of vulnerability. Governments, international organizations, and funders must recognize and tackle the political, economic, education and security factors contributing to the outflow of migrants, necessitating the establishment of new support mechanisms.
12. Addressing poverty and promoting literacy in impoverished communities, where irregular migration may occur with parental consent, can contribute significantly in addressing this issue.
13. Channel investments directly into tackling the factors within the Sustainable Development Goals (SDGs) that drive migration and impede individuals from leading secure and productive lives in their home countries. This encompasses initiatives for poverty alleviation, conflict prevention and mitigation, the creation of inclusive societies with robust and accountable institutions ensuring access to justice, protection of human rights, social safety nets, quality education, healthcare, and opportunities for decent work.
14. Improving the current situation is contingent upon a substantial commitment to elevating the quality of education in the country. There is a pressing call for political leaders to make significant investments in education to effectively address these challenges.
15. Structured and routine migration programs, initiatives for the repatriation of migrants, efforts to address the illicit activities of migrant smuggling and human trafficking, and specialized programs aimed at ensuring the protection of migrants within larger migration movements are integral components of comprehensive migration strategies.
16. A critical aspect involves reducing the scale of the informal economy, as this would contribute to heightened tax revenues, especially considering that only 20% of the population presently contributes to taxes.
17. Enhance prospects for migration that is safe, orderly, and regular, accommodating both highly skilled and lower-skilled migrants, while also facilitating migration for educational

pursuits and family reunification.

18. Establish incentives to retain high-skilled professionals, especially in vital sectors like health and education, urging them to remain in their countries of origin or contemplate returning

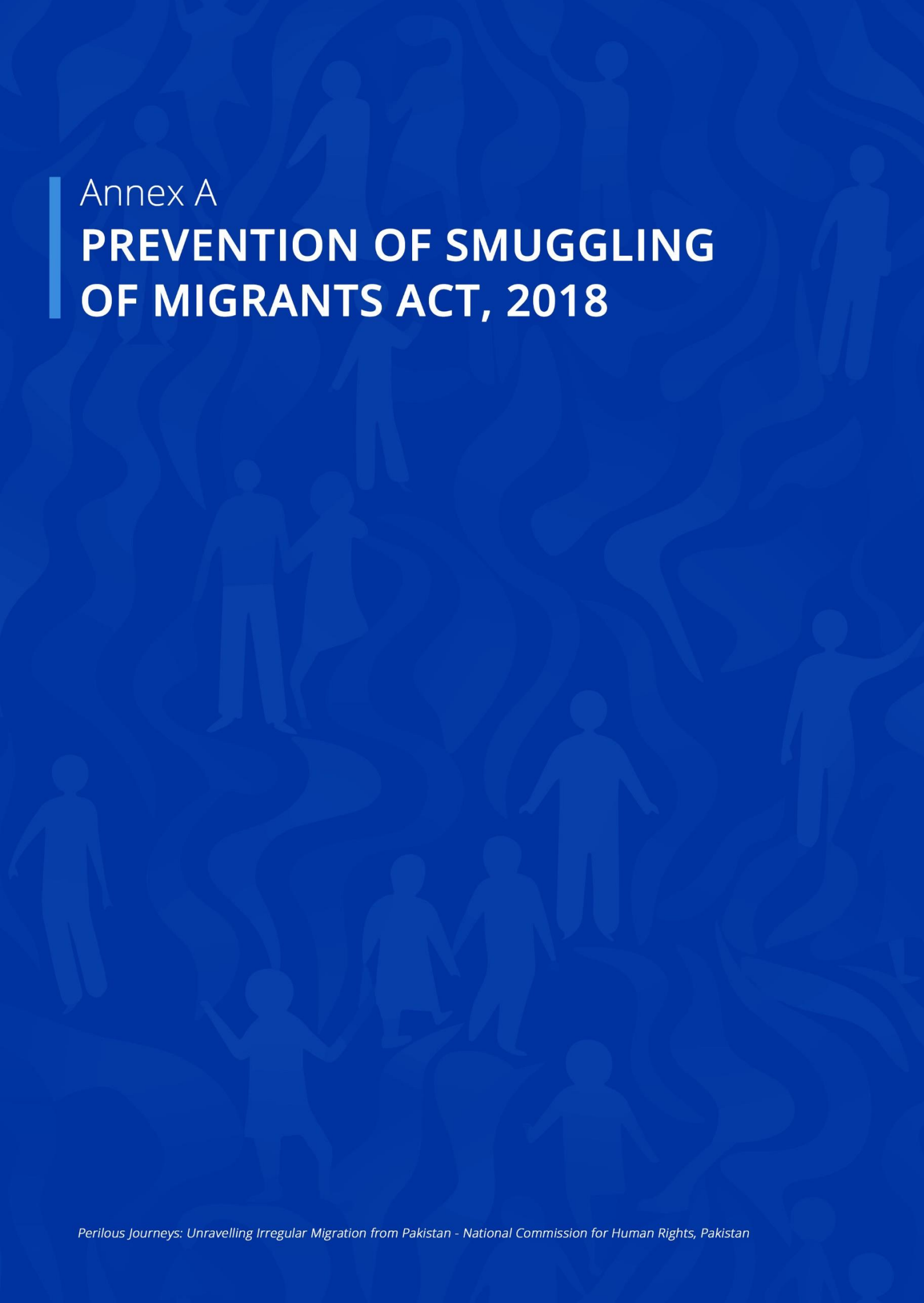


HYPOTHETICAL EXAMPLE OF GLOBAL SKILL PARTNERSHIPS

The potential of Global Skill Partnerships extends beyond current success stories, with a notable innovation being the integration of training for both migrants and non-migrants within the same educational institutions. Consider a scenario where a European destination country collaborates with a nursing school in Pakistan to create a dual-track system.

In this envisioned Global Skill Partnership, the "home" track focuses on training nurses for domestic service within Pakistan, omitting elements such as language training, employer placement, and other factors crucial for emigration. Conversely, the "away" track is designed to train nurses explicitly for service in the European destination country. Students can choose their preferred track based on their goals, with officials and employers from the destination country providing technical and financial support to both tracks. This collaborative approach not only benefits the individuals being trained but also strengthens the entire educational institution.

For destination countries, this model proves highly cost-effective. The expense of training a nurse in Europe is significantly higher than the combined cost of training a "home-track" nurse and an "away-track" nurse in Pakistan. The bundling of these two tracks ensures that the program visibly and tangibly contributes to creating human capital for the origin country, dispelling the perception of draining talent away.



Annex A

PREVENTION OF SMUGGLING OF MIGRANTS ACT, 2018

Annex A

PREVENTION OF SMUGGLING OF MIGRANTS ACT, 2018

[AS PASSED BY THE NATIONAL ASSEMBLY]

A

Bill

to prevent the smuggling of migrants

WHEREAS it is necessary to provide for effective measures to prevent the smuggling of migrants by land, sea and air, to promote and facilitate national and international co-operation in this regard and to protect the smuggled migrants and for matters connected therewith or ancillary thereto;

It is hereby enacted as follows,—

1. Short title, extent, and commencement.— (1) This Act may be called the Prevention of Smuggling of Migrants Act, 2018.

(2) It extends to the whole of Pakistan.

(3) It shall come into force at once.

(4) This Act shall apply to any person who commits an offence under section 3, 4, 5, 6 or 7 where —

- (a) the offence is committed within the territory of Pakistan;
- (b) the offence is committed on board a vessel or aircraft that is registered under the laws of Pakistan at the time of commission of the offence; or
- (c) the offence is committed outside the territory of Pakistan by a citizen of Pakistan.

2. Definitions.— In this Act, unless there is anything repugnant in the subject or context,—

- (a) 'benefit' includes monetary profit, proceeds or payment in cash or in kind;
- (b) 'Code' means the Code of Criminal Procedure, 1898;
- (c) 'Government' means the Federal Government;

- (d) 'illegal entry' means crossing borders through any port or place other than the designated port or place or without complying with the legal requirements for entering into Pakistan or another country;
- (e) 'harbour' shall have the same meaning as in section 52-A of the Penal Code;
- (f) 'migrant' means a person who travels or intends to travel from one country to another;
- (g) 'organized criminal group' means a structured group of two or more persons acting in concert for benefit, with the aim of committing any offence under this Act;
- (h) 'Penal Code' means the Pakistan Penal Code (Act XVI of 1860);
- (i) 'smuggling of migrants' means the facilitation, for benefit, of illegal entry of another person who,—
 - (i) is a foreigner, as defined in clause (a) of the Foreigner's Act, 1946 (XXXI of 1946), into Pakistan or from Pakistan into a country of which the person is not a national or a permanent resident; or
 - (ii) is a citizen of Pakistan, as specified in the Pakistan Citizenship Act, 1951 (II of 1951), into another country of which the person is not a national or a permanent resident; and
- (j) 'smuggled migrant' means any person in relation to whom an offence under section 3,4,5,6 or 7 is committed irrespective of the fact whether or not the perpetrator is identified, apprehended, prosecuted or convicted.

3. Punishment of smuggling of migrants.— Whoever intentionally engages in or attempts to engage in the smuggling of migrants shall be punished with imprisonment which may extend to five years but which shall not be less than three years and with fine up to one million rupees.

4. Offences in relation to documents. — (1) Whoever intentionally, for the purpose of getting benefit,—

- (a) produces or attempts to produce a document for the purpose of enabling the smuggling of migrants; or
 - (b) procures, provides, or possesses, or attempts to procure, provide, or possess a document for the purpose of enabling the smuggling of migrants,-
- commits an offence.

(2) Whoever commits or attempts to commit an offence under sub-section (1) shall be punished with imprisonment which may extend to three years but which shall not be less than one year and with fine up to one million rupees.

5. Offence of harbouring illegal residents for benefit.—

Whoever intentionally, for the purpose of getting benefit, harbours or attempts to harbour a person who is not a citizen or permanent resident of Pakistan and who has not complied with the necessary requirements for legally remaining in Pakistan commits an offence and shall be punished with imprisonment which may extend to three years but which shall not be less than one year and with fine up to one million rupees.

6. Aggravated offences.— The offences under sections 3, 4, and 5 shall be punished with imprisonment for a term which may extend to fourteen years but which shall not be less than five years and with fine up to two million rupee in any of the following circumstances,—

- (a) where the offence involves serious injury, life-threatening illness, or death, or other circumstances that endanger, or are likely to endanger, the life or safety of the smuggled migrant or another person;
- (b) where the offence involves cruel, inhuman or degrading treatment of another person; or
- (c) where the offence was committed as part of the activity of an organized criminal group.

7. Offence of abetment and criminal conspiracy.—(1)

Whoever abets any of the offences under section 3,4,5 or 6, shall be punished in accordance with Chapter V of the Penal Code.

(2) Any person who is party to a criminal conspiracy to commit an offence under section 3,4,5 or 6 shall be punished in accordance with Chapter V-A of the Penal Code.

8. Non-criminalization of smuggled migrants.— Without prejudice to the applicability of other laws establishing criminal offences, smuggled migrants shall not become liable to criminal prosecution under this Act for the fact of having been the object of conduct set forth in section 3,4,5,6 or 7 and may be a witness in the case.

9. Offences to be cognizable offences etc.— All offences under this Act shall be cognizable, non-bailable, and non-compoundable as construed by the Code.

10. Cognizance of offences.— Notwithstanding anything contained in the Code, a Magistrate of the First Class shall try an offence punishable under this Act and may impose any punishment provided under the Act.

11. Investigating agency.— The Federal Investigation Agency, or such other agency as may be specially empowered by the Government through notification in the official Gazette, shall be responsible for investigation of offences under this Act.

12. National and international cooperation.— The Federal Investigation Agency, or such other agency notified under section 11 may,-

- (a) co-operate with relevant authorities in Pakistan and in other countries of origin, transit and destination of smuggled migrants and make reciprocal arrangements after due administrative process to share, request and receive information relating to smuggling of migrants; and
- (b) maintain liaison with all relevant national or international authorities, organizations, bodies, associations and societies and represent Pakistan.

13. Applicability of Code.— The provisions of this Act shall have effect notwithstanding anything contained in the Code or any other law but, save as expressly provided in this Act, the provision of the Code shall, in so far as they are not inconsistent with the provisions of this Act, apply to the proceedings under this Act.

14. Power to make rules.— The Government may, by a notification in the official Gazette, make rules to carry out the purposes of this Act.

15. Indemnity.— No suit prosecution or any other legal proceedings shall lie against the Government or any other person exercising any power or performing any function under this Act or the rules made thereunder for anything done in good faith.

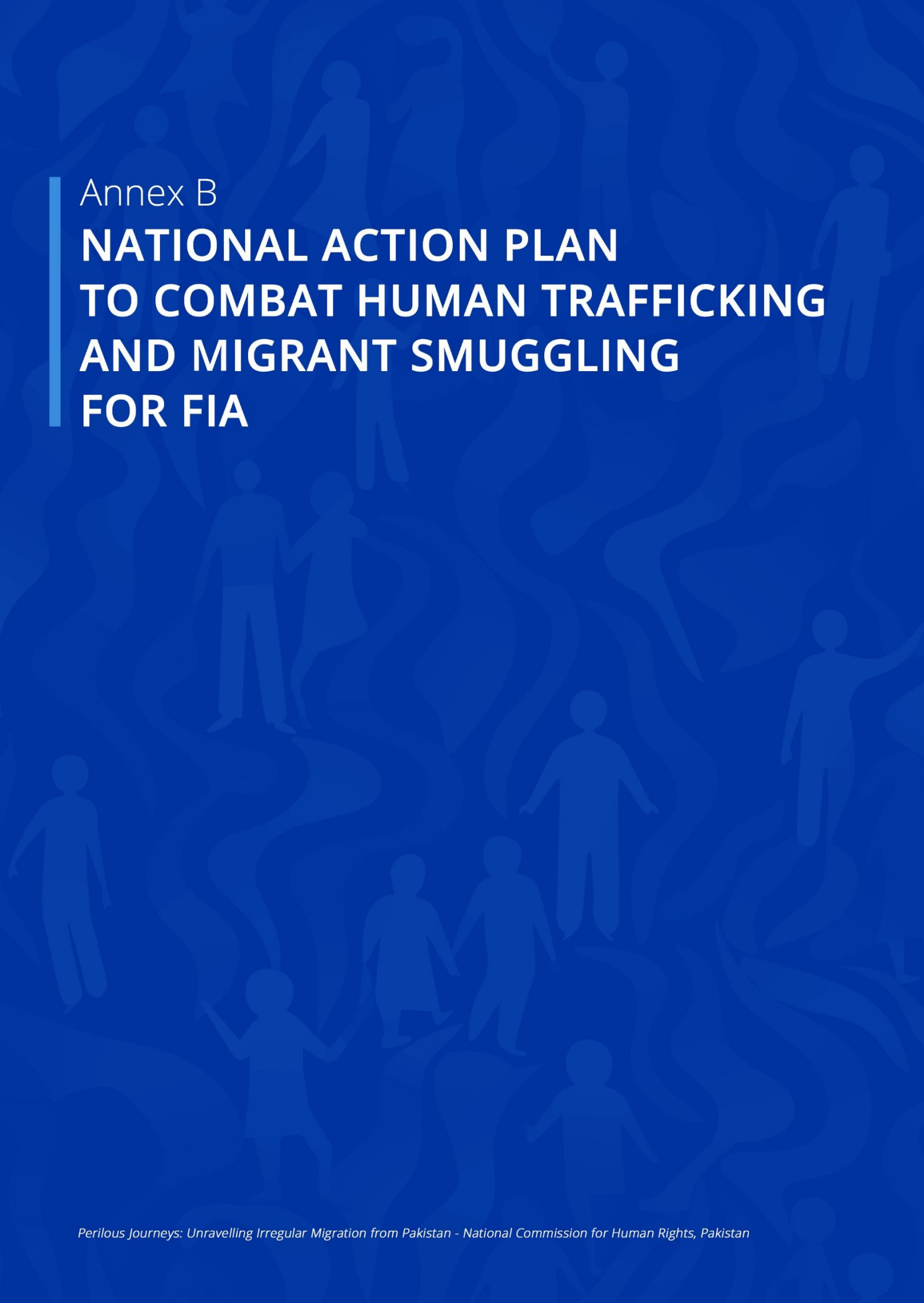
16. Act not in derogation.— The provisions of this Act shall be in addition to and not in derogation of any other law for the time being in force.

17. Repeal.— The Prevention of Smuggling of Migrants Ordinance, 2018 (VII of 2018) is hereby repealed.

STATEMENT OF OBJECTS AND REASONS

The primary purpose of this Act is to prevent and combat smuggling of migrants. Since smuggling of migrants involves multiple international jurisdictions, cooperation between agencies within and among countries is necessary. Migrant smugglers take advantage of desperate people, many of whom endure unimaginable hardships in their bid for a better life. Migrant smugglers place the lives and safety of smuggled migrants in grave danger. This makes it incumbent upon the Government to ensure that those who engage in this inhuman crime are punished and that the rights of smuggled migrants are protected. The Act has three important purposes: (a) prevention and combatting of smuggling of migrants; (b) promotion and facilitation of national and international cooperation; and (c) protection of the rights of smuggled migrants.

Minister for Interior
Minister-in-charge



Annex B

NATIONAL ACTION PLAN TO COMBAT HUMAN TRAFFICKING AND MIGRANT SMUGGLING FOR FIA

Annex B

NATIONAL ACTION PLAN TO COMBAT HUMAN TRAFFICKING AND MIGRANT SMUGGLING FOR FIA



FIA
FEDERAL INVESTIGATION AGENCY
MINISTRY OF INTERIOR, GOVERNMENT OF PAKISTAN.

*National Action Plan to
Combat Human Trafficking
And Migrants Smuggling
For Federal Investigation
Agency (FIA) Pakistan*



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List of Acronyms

FIA	Federal Investigation Agency
HTMS	Human Trafficking and Migrant Smuggling
IOM	International Organization for Migration
MOFA	Ministry of Foreign Affairs
MOI	Ministry of Interior
MOPHRD	Ministry of Overseas Pakistanis and Human Resource Development
NADRA	National Database and Registration Authority
PIA	Pakistan International Airlines
PPDs	Provincial Police Departments
UNODC	United Nations Office on Drugs and Crime
AHS	Anti-Human Smuggling
AHTCs	Anti-Human Trafficking Cell

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Context:

Human Trafficking and Smuggling of Migrants represent great challenges as they are an obstacle to development, to the rule of law and a serious threat to human security as both crimes affect directly the lives and dignity of human beings. Human trafficking is one of the most serious human rights violations of our modern world that brings high profits to traffickers through the acquisition and exploitation of human beings by improper means such as force, fraud or deception. Smuggled migrants have human rights which must be respected, including the right to be treated with dignity and the right to personal safety. Human Trafficking and Smuggling of Migrants are gendered phenomena; they affect men and women, individuals with variation in sex characteristics, diverse sexual orientation and/or diverse gender identities differently.

It is not only important to raise awareness about human trafficking and migrant smuggling, but also to address the root causes of social vulnerabilities, such as poverty, conflict, and to uphold gender. Human Trafficking is considered as the most heinous violation of the basic human right, as all men and women are born equal and free in rights and dignity. HTMS strips a person of his/her dignity, therefore, all efforts must provide justice, relief and rehabilitation to the victims to a point where they can assimilate back into the communities with dignity to a state they were in before HTMS took place.

The cooperation with Government institutions, the UN and civil society under this National Action Plan aims to:

- Strengthen the legislative and policy frameworks,
- Take affirmative action to increase women's participation/representation in key institutions mandated to combat HTMS especially law enforcement agencies, criminal justice institutions and the judiciary
- Enhance capacities - in identification, investigation and prosecution and protection of the victims/smuggled migrants;
- Increase gender and age disaggregated data on the nature and scale of human trafficking and smuggling of migrants;
- Increase awareness on the HTMS crimes, Enhance cooperation on national, regional and international levels.

A National Action Plan can be extremely useful in (a) identifying a range of different activities that need to be undertaken against trafficking; (b) highlighting the role of different organizations; and (c) generally providing an overall framework for the national human rights-based, gender-sensitive response. The underlying premise behind the development of a National Action Plan to combat HTMS for Pakistan is that it provides a tool to plan, prioritize, coordinate and measure the response to trafficking. Also, for the capacity building of key institutions in order to curb this menace efficiently.

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Target Audience:

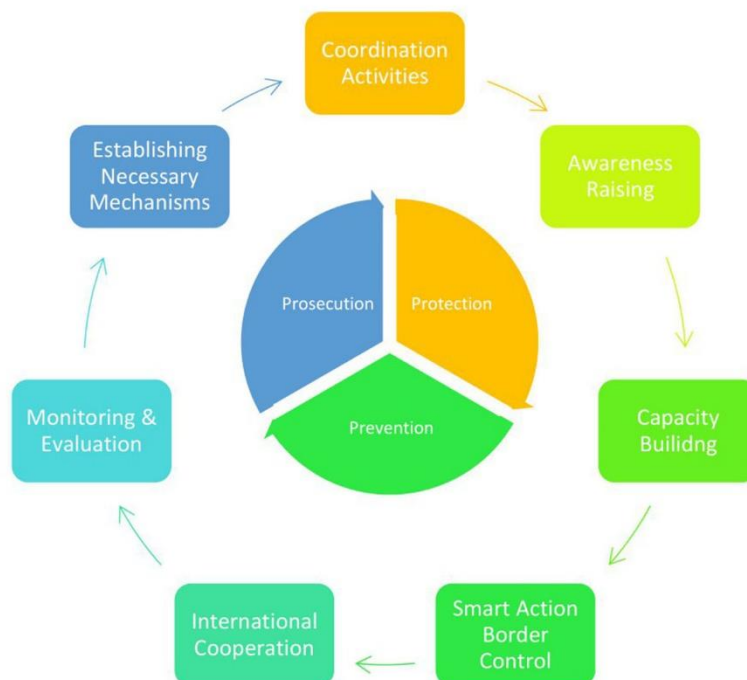
The target audience of National Action Plan are FIA, MOI, Pakistan police, Pakistan railway police (Law enforcement agencies), judiciary, civil society, media, legislators, victims and witnesses of Human Trafficking and Migrant Smuggling.

Goal of the Action Plan:

The overall goal of this plan is to combat human trafficking and migrants smuggling in Pakistan by strengthening capacities of key institutions through capacity building, awareness raising, coordination, gender and age disaggregated data management, establishment of necessary mechanisms and international cooperation. Government of Pakistan is committed to collaborate and strengthen its efforts with regional and international bodies along with governmental and non-governmental actors to combat Human Trafficking and Migrants Smuggling in Pakistan through FIA being the lead agency charged with combating HTMS.

Strategic Objectives of the Action Plan:

Identifying the challenges and eliminating the duplication of work was a prior step in preparation of this action plan. The priority actions described in this plan are divided into seven strategic objectives with several tactical actions concerning protection, prevention, prosecution and collaboration. Some of the tasks specified are continuous with period evaluation mechanisms while others are set for a specific period.



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1. To develop and establish vital mechanisms to combat human trafficking and migrants smuggling in Pakistan effectively
 - Developing the gender-sensitive and human rights-based national action plan which will outline a national framework with tiered responsible bodies.
 - Developing systematic procedures to combat human trafficking and migrants smuggling.
 - Role identification of various key stakeholders (core ministries and legislators, I/NGOs, donors, mainstream media, beneficiaries) engaged in the process of developing, implementing and reporting of NAP.
 - Capacity assessment of the entities responsible for coordination, implementation, monitoring and reporting must be carried out in order to ensure efficient execution of the plan.
 - Establishing referral mechanism to protect and assist victims of trafficking and vulnerable smuggled migrants in the long run.
2. To develop and strengthen cooperation among the relevant bodies in order to avoid duplication of work and utilize resources to share responsibilities
 - Improvement of disaggregated data collection and sharing of Information and Intelligence, which is of pivotal importance in identifying potential victims of human trafficking and vulnerable smuggled migrants, as identification is considered one of the major challenges in combating human trafficking and migrants smuggling.
3. To educate the stakeholders on forced labor, irregular migration and trafficking, with activities addressing all phases of the trafficking and smuggling cycle.

Prevention of human trafficking and migrants smuggling in Pakistan is geared towards a proactive, gender-sensitive and a rights-based approach:

- Awareness-raising events for law enforcement agencies including FIA, Provincial Police, Railways Police, Frontier Constabulary etc., judiciary, migrant communities and general public so that potential victims of trafficking and vulnerable smuggled migrants can be identified.

(Awareness-raising activities may have a range of objectives, including: (a) discouraging migration that involves a risk of trafficking in persons; (b) promoting safe migration alternatives; (c) promoting reporting and self-reporting of trafficking cases to, for example, a hotline; and (d) promoting boycotts of products made by forced labour or “boycotts” of ethically made products; e) spotlighting harmful traditional practices in society and other human rights and gender issues that increase vulnerability to TIP and SOM . Each of these examples involves the target group not just acquiring awareness but also acting on it. Similar integrated awareness programs had been conducted in the past including community awareness sessions to sensitize community and police to human trafficking, and nation-wide campaign on HTMS in 2018-19).

- Following its capacity building in ethical reporting, engage mainstream media, that includes news channels, radio channels and newspapers in public awareness raising campaign on sensitivity for target groups, such as potential victims or vulnerable smuggled migrants and key institutional actors; including, legislators, policymakers, prosecutors, judges, police, labor inspectors, immigration officers and the vulnerable migrant community of Pakistan.

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4. To build human resource capacity through various trainings to workplace enforcement agencies, judiciary and other frontline organizations to ensure identification of victims of trafficking and vulnerable smuggled migrants
 - Create and disseminate material, including integration of gender and human rights dimensions, elucidating HTMS and implementing a wide range of trainings and sensitization workshops for all actors including government and non-governmental organizations to assist in identification and providing necessary assistance.
5. To enhance our border control functions by developing e-border control system with the use of biometric identifiers

The measures in this plan will increase our knowledge and control over those who use our borders for irregular migration and other forms of immigration crimes:

- Enhancing border control functions such as the use of biometric identifiers and the development of e-borders will make it harder for traffickers to use our borders as transiting points and as well as entry points. *(The biometric capabilities will also enable us to identify undocumented migrant workers. It is important to identify victims and deter the traffickers and smugglers at the border. There are several actions in the department of Immigration, which are currently ongoing, and are more generally related to migration management while others will assist in combating human trafficking and migrants smuggling, and crimes related to migrants' workers. The new border control program is a key component aiming to deliver a modernized border control system which is fundamentally more effective, efficient and secure to meet future operating needs of the border management).*
6. To develop our relationship and strengthen our cooperation with the international community in order to combat TIP and SOM:
 - Signing and abiding by/adhering to relevant conventions and other treaties.
(Human trafficking and migrants smuggling are borderless crimes and it is vital to develop our relationship and strengthen our cooperation with the international community in order to combat this gruesome crime).
 7. To ensure continuous monitoring, evaluation and learning of the mechanisms in place as well as update of the current plan for an effective and proactive system.
 - Gender and age disaggregated data collection and management
 - Periodic review and assessment of the action plan will be done by the designated officials and targeted actions would be reviewed and modified if found to be deficient.
 - Monitoring and Evaluation measures to be taken by reviewing all actions included in this plan and any possible proposals for improvement or new actions will be included to the plan after consideration.
 - As part of our continued work to combat trafficking, our emphasis will be upon developing robust system to minimize the risk of subsequent exploitation.

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Overview of the Strategic Framework:

The above-mentioned strategic objectives have following outputs against which indicators are mentioned. These indicators will serve as reporting mechanism, answers of which will provide a clear picture of the situation as to where Pakistan stands in terms of trafficking in persons and smuggling of migrants. The outcomes are listed below under each objective.

Output	Indicator
Objective 1: To develop and establish vital mechanisms to combat human trafficking and migrants smuggling in Pakistan effectively	
Output 1.1: Coordination structure and mechanisms for responding to TIP and SOM in place and functional	• Coordination structure for national response to TIP and SOM in place and functional • # of TIP coordinating entities operating according to their roles and functions • # of women given representation in coordination structures
Output 1.2: Comprehensive support to and protection of victims/survivors and witnesses and other vulnerable TIP service providers.	• # of victims and vulnerable migrants supported by type of support, age and gender • # of victims and vulnerable migrants protected by age and gender • # of witnesses and service providers supported by type of support, age and gender • # of witnesses and service providers • SOPs developed assisting victims and survivors taking into account gender and in compliance with human rights
Output 1.3: Victims of TIP and SOM and offenders Identified	• # of victims and vulnerable migrants identified • # of offenders identified • # of stakeholder's utilizing SOPs
Output 1.4: Victims of TIP and SOM supported with care and support services	• # victims of TIP vulnerable smuggled migrants supported by gender, age and type of care and support service
Output 1.5: Conduct a national Gender and Human Rights in HTMS study	• A comprehensive analytical study produced to support evidence-based policy advocacy
Objective 2: To develop and strengthen cooperation among the relevant bodies in order to avoid duplication of work and utilize resources to share responsibilities	
Output 2.1: Improved management and coordination of gender-sensitive and human rights-based national response to TIP and SOM	• # of coordination gaps addressed • % of stakeholders expressing satisfaction with functioning of the TIP coordination structure and mechanisms
Objective 3: To educate the stakeholders on forced labor, irregular migration and trafficking, with activities addressing all phases of the trafficking and smuggling cycle	
Output 3.1: Increased awareness and knowledge of the crime of TIP and SOM	• % of targeted population who can mention forms of TIP and SOM • TIP and SOM • % of targeted population who can mention what to do when they suspect occurrence of TIP and SOM

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	• % of targeted population who know where to go to report occurrence or suspected TIP and SOM • % of targeted population who acted when they became aware of suspected TIP and SOM *target population to be representative, including women, children and youth, and migrants
Output 3.2: Strengthened administrative system controls Strengthened	• % of general population, disaggregated by gender, age and location, expressing increased satisfaction in administrative and systems controls controlling TIP and SOM
Objective 4: To build human resource capacity through various trainings to workplace enforcement agencies, judiciary and other frontline organizations to ensure identification of victims of trafficking and vulnerable smuggled migrants	
Output 4.1: Capacity of service providers in care and support (rehabilitate, reunify, reintegrate and repatriate) of victims of TIP enhanced	• # service providers with capacity to provide care and support for victims of TIP and SOM • % of TIP victims and vulnerable migrants expressing satisfaction with care and support provided by service providers whose capacity has been strengthened
Output 2: Capacity building for effective investigation and prosecution of all TIP and SOM cases	• (#) of law enforcement officers with increased knowledge and practice in conducting TIP and SOM detections • (%) of women law enforcement officers with increased knowledge and practice in conducting TIP and SOM investigations • (#) of law enforcement officers with increased knowledge and practice in conducting TIP and SOM investigations • (#) of judiciary officers and prosecutors with increased knowledge and practice in prosecuting TIP and SOM cases • (#) of female judiciary officers and prosecutors with increased knowledge and practice in prosecuting TIP and SOM cases • Law enforcement institutions with systems and mechanisms to better handle and manage TIP and SOM investigations • Judiciary with systems and mechanisms to better able to handle TIP and SOM cases
Objective 5: To enhance our border control functions by developing e-border control system with the use of biometric identifiers	
Output 5.1: Controlled border movement	• Efficient monitoring of transiting points
Objective 6: To develop our relationship and strengthen our cooperation with the international community in order to combat TIP and SOM:	
Output 6.1: Effective and efficient implementation of the NAP	• Increase in the number of HTMS cases reported and dealt with • # of victims and witnesses provided relief

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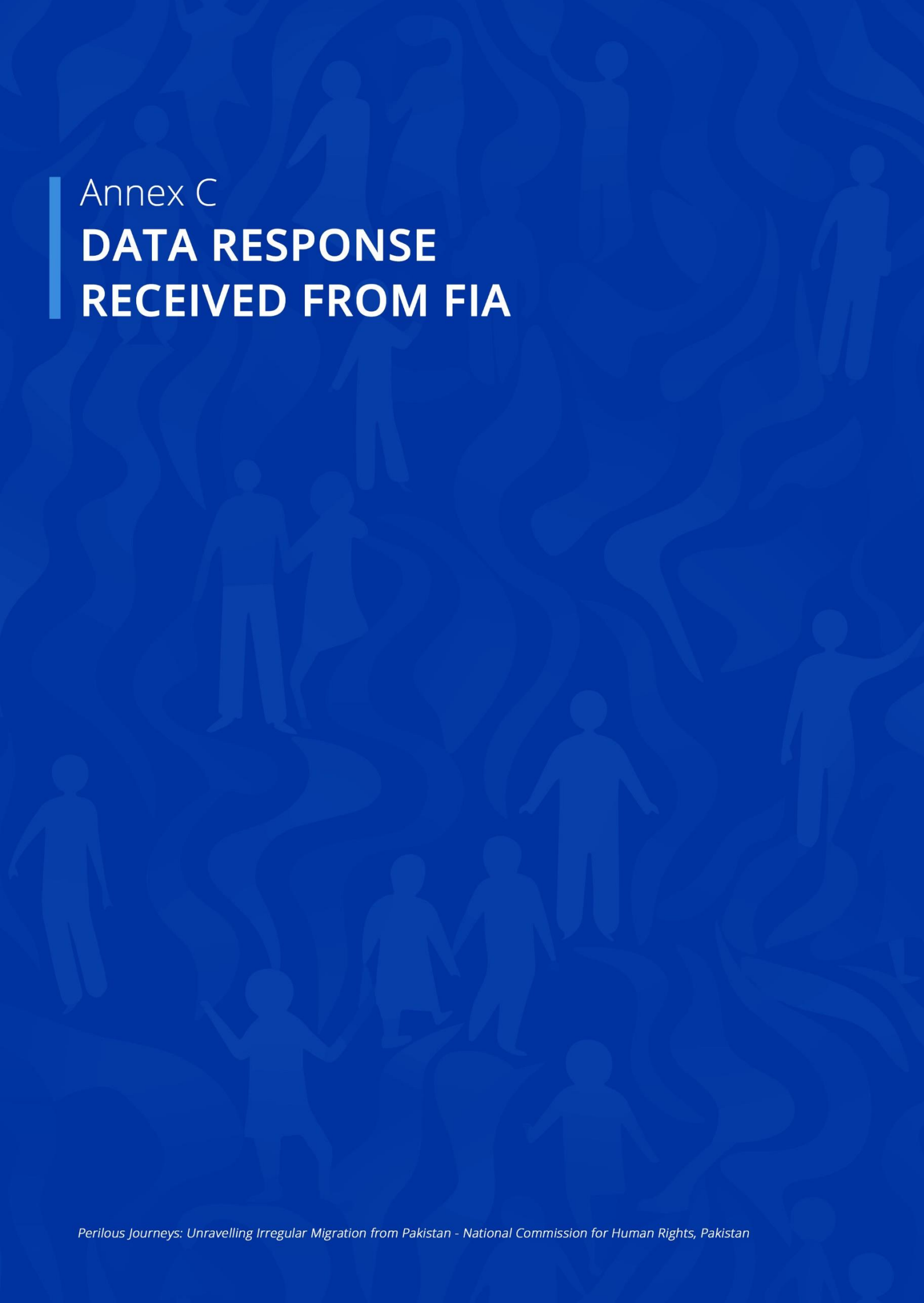


Output 6.2: Improved social footing	• Publication of Reports and online testimonials and presence
Objective 7: To ensure continuous monitoring, evaluation and learning of the mechanisms in place as well as update of the current plan for an effective and proactive system.	
Output 7.1: Quality and comprehensive TIP and SOM data collected	• Gender and age disaggregated data on TIP and SOM available and informing policy making and programming
Output 7.2 TIP and SOM data analyzed, disseminated and used for policy and decision making	• # of issues and lessons analyzed from TIP and SOM data • # of stakeholders using/accessing TIP and SOM data
Output 7.3: Record keeping of TIP cases effectively investigated and prosecuted	• # of investigations by gender, age and location of victims • # of prosecutions by gender, age and location of offender
Output 7.4: Effective investigations and prosecution of TIP and SOM Cases	• #of convictions by gender, age and location of victims
Output 7.5: Enhanced post remedy treatment of victims	• # of victims who have received compensation according to court ruling and determination (data segregated by gender, age and location) • # of offenders whose assets and property are confiscated and disposed

Responsibility and Implementation of the Action Plan:

Executing this action plan will be led by the Federal Investigation Agency through shared responsibility among all relevant stakeholders. Each party has the nodal responsibility to conclude the identified actions designated to them enlisted on this plan. Within the Federal Investigation Agency, the responsibility of implementation will lie upon the Immigration wing and ultimately Anti Human Smuggling Directorate of the Immigration wing. The Anti Human Smuggling directorate will coordinate with Anti Human Trafficking Circles nation-wide as well as provincial police departments and relevant stakeholders including, social services and Labor departments. Representation of government and nongovernmental organizations plays an essential role in implementing this action plan thus without the commitment and active involvement of all the actors we would be unable to achieve the primary goal of this action plan.

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Annex C

DATA RESPONSE RECEIVED FROM FIA

Annex C

DATA RESPONSE RECEIVED FROM FIA

Q 1: Number of Pakistanis attempting illegal and irregular migration, including those who have been apprehended, deported. (2022-2023)

REPLY:

Deportees & Offloaders

Mode	2022	2023
By Air	46193	25423
By Land route	5676	3150
Offloaders	19055	10366

Deported Due To Illegal Entry 2022-2023 (Up to July)

Countries	2022	2023
Iran	5676	3150 (up to 15 July)
Oman	301	231
Turkey	12087	1990
Greece	362	266
Cyprus	10	65
Germany	269	65
Austria	8	22
France	27	23
Italy	27	10
Romania	34	6
Sweden	1	6
Spain	3	4
Czech	1	3
Belgium	2	2
Slovenia	3	2
Denmark	2	1
Hungary	1	1
Poland	0	1

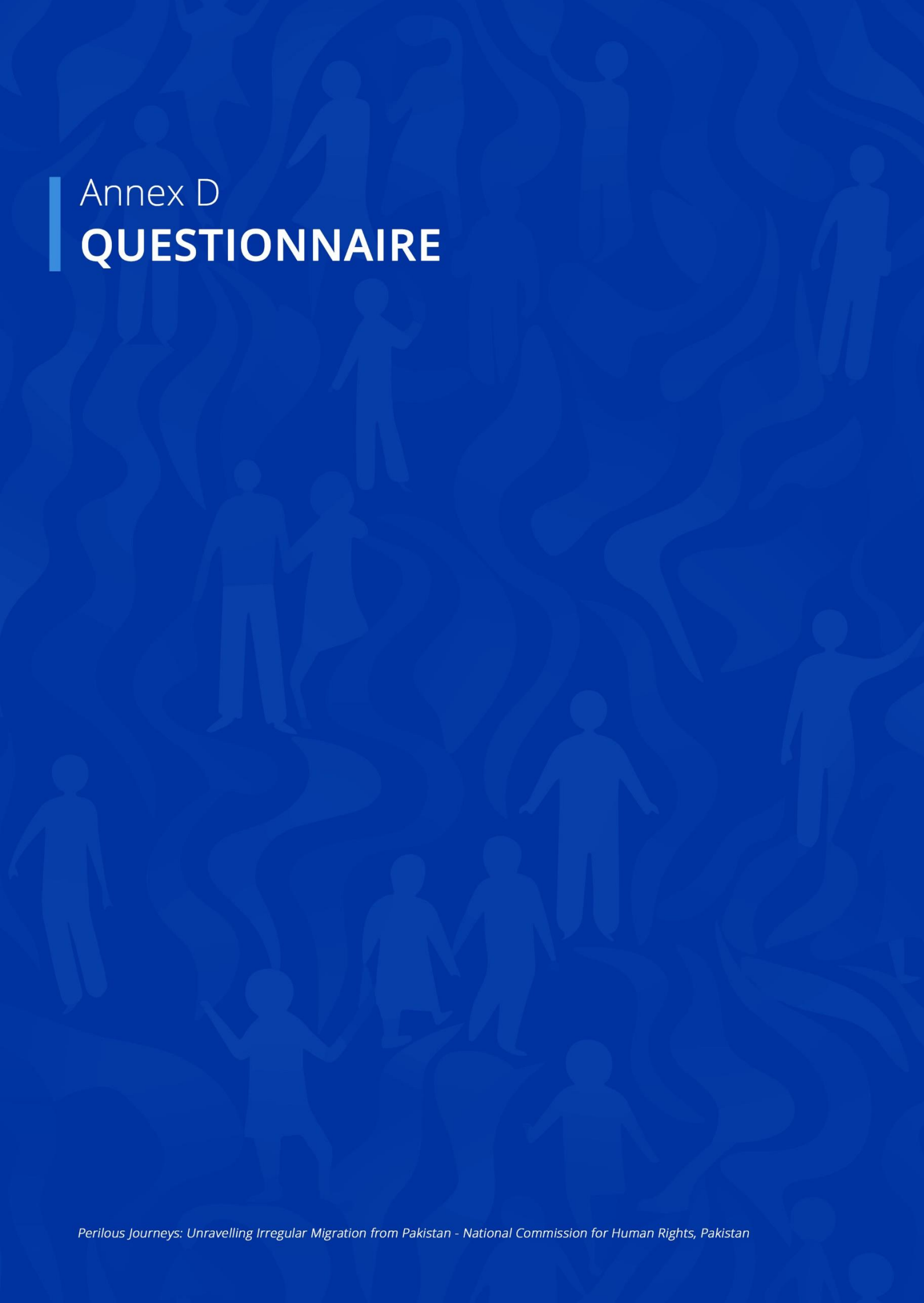
Reasons of Deportation.

Absconder from Company	Fraudulently obtained TRP	Removal notice
Accompanied	Hold no prior entry clearance	Revoke residence card
Appeal refused	Illegal entry	Sponsor not arrived
Asylum refused	Illegal Immigrant	Stay without permission
Black listed	Illegal stay	Suspected entry stamp
Cancellation of visa / passport	Illegal work	Visa cancelled before entry
Cancellation of Res card	Incorrect address	Visa not submitted
Case rejected	Impersonation	Violation of law
Collage closed	Immigration offender	Violation traffic rules
Conviction abroad	Immigration officer not satisfied	Voluntary return
Counterfeit ID card	IOM	Violation work permit
Counterfeit passport	Interpol	Visa not extended
Damaged Passport	Iris Scan	Vvoc cancelled
DOB different in passport/visa	Jailed	Without Hotel booking
Denied residence permit	Lost Passport	Without proper visa
Deported by Govt	Low profile	Work without visa
Deported by Home Office	Medical ground	Without transit visa
Deported by Police	Misuse of student visa	Without visa
Detection US Army	Mis-declaration Passport	Terrorism
Deported by Immigration	Money laundering	Repatriation through Home office
Destitute	National status required verified	Without travel document
Drug Case	New child born baby	Repatriation
Entry refused	No Iqama	Incomplete document
Emergency	No show money	Spoiled Passport
Expired Passport	No transit visa	Stolen residence card
Expired payroll documents	No visa	
Expired Re-entry visa	No proper visa	
Expired residence permit	Nonpayment of tax	
Expired visa	Not allowed to onward travel	
Failed Immigration inspection	Not valid visa	
Fake admission documents	Onward attempt	
Fake British Passport	Over stay	
Fake documents	Own request	
Fake residence card	Passport retained by Kafeel	
Fake Emergency passport	Passport theft	
Fake Immigration stamp	Pax hold definite exit visa	
Finger print	Person changed	
Forged Passport	Photo changed Passport	
Forged residence permit	Photo mis match in visa	
Fraudulently obtained Passport	Police case	
Forged Visa	Refused onward travel	

Reasons of Offloading

Fake visa	Fake passport
Fake exit permit	Fake residence card
Fake travel permit	Fake protector clearance
Imposter	Fake foreign currency
Black listed (Hit case)	Lost passport (Hit case)
PNIL (Hit case)	ECL (Hit case)
Interpol	Stolen passport
Without hotel booking	No show money
Travel without parents	Required transit visa
Expired passport	Expired visa
Expired re-entry visa	Expired residence permit
Without visa	Without exit permit
Without travel permit	Without Pakistani visa
Without Pakistani visa/NICOP	Different passport number in visa
Different name in visa	Different DOB in visa
Different place of birth in visa	Different father name in visa
Over stay in Pakistan	Over stay in Pakistan more than six Month
Without protector clearance	Over stay in Pakistan more than one Year
Visa required to be verified	Damaged passport
Wrong route	Vvoc required to be verified
Passport required to be verified	Residence card required to be verified
Offloaded by Airline	Offloaded by police
Offloaded by ANF	Offloaded by Custom
Offloaded by agency	Low profile
Self-offloaded	Underage
Already deported	Required pervious passport
Govt servant without NOC	Traveling before starting of visa
Without OK TO BOARD stamp	Incomplete documents
Without return ticket	Offloaded by Airline
Passport validity less than six month	Conditional visa

	time due to various factors including border controls, law enforcement efforts, and changes in migration patterns. Additionally, these routes are associated with significant risks and dangers, including exploitation, human trafficking, and unsafe travel conditions.								
Q 5: Demographic profiles of migrants who have fallen victim to human trafficking and smuggling (age, gender, socio-economic backgrounds, reasons etc.)	Demographic profiles of victims of human trafficking and smuggling can vary widely, but some common factors include individuals of various ages and genders, often from socio-economically disadvantaged backgrounds. Reasons for trafficking and smuggling victims can include seeking better economic opportunities, fleeing conflict or persecution, or being deceived by false promises. It's important to note that these profiles can differ significantly based on regions and circumstances.								
Q 6: No. of arrests, convictions, successful operations carried out by FIA	Total No. of Human Smuggler/ Trafficker/ Agents Arrested <table border="1"> <thead> <tr> <th>2022</th><th>2023 upto 31.07.2023</th></tr> </thead> <tbody> <tr> <td>1253</td><td>854</td></tr> </tbody> </table> Total No. of Convictions: <table border="1"> <thead> <tr> <th>2022</th><th>2023 upto 31.07.2023</th></tr> </thead> <tbody> <tr> <td>2275</td><td>1081</td></tr> </tbody> </table>	2022	2023 upto 31.07.2023	1253	854	2022	2023 upto 31.07.2023	2275	1081
2022	2023 upto 31.07.2023								
1253	854								
2022	2023 upto 31.07.2023								
2275	1081								



Annex D

QUESTIONNAIRE

Annex D

QUESTIONNAIRE

Understanding Experiences of Irregular Migration from Pakistan

Thank you for participating in this survey. Your insights will contribute to a better understanding of the challenges and experiences faced by individuals involved in irregular migration from Pakistan. Please answer the following questions honestly. Your responses will be kept confidential.

Section 1: Demographic Information

1. Gender: ☐ Male ☐ Female ☐ Other
2. Age: _____
3. Ethnic Background: _____
4. Religion: _____
5. Location in Pakistan (City/Province): _____

Section 2: Migration Experience

6. Have you ever attempted to migrate irregularly to another country? ☐ Yes ☐ No

If Yes:

7. What were the main reasons for attempting irregular migration? ☐ Economic opportunities ☐ Escaping conflict or instability ☐ Family reunification ☐ Education opportunities ☐ Other (please specify): _____
8. What were the main challenges you faced during your attempt at irregular migration?
9. Did you receive any assistance or support during your migration attempt? ☐ Yes ☐ No

If Yes:

10. What type of support did you receive? (e.g., financial, information, logistical)

11. Did you receive any legal assistance or advice before or during your migration attempt?
[] Yes [] No

Section 3: Reasons for Returning

12. Did you successfully migrate to another country? [] Yes [] No

If No:

13. What were the main reasons for returning to Pakistan?

Section 4: Information and Decision-Making

14. How did you learn about irregular migration opportunities? [] Social media [] Friends or family [] Agents or brokers [] Other (please specify): _____
15. Did you take a loan or borrow money to finance your irregular migration attempt?
[] Yes [] No

If Yes:

16. How are you managing the financial obligations related to the loan now?
17. Did you have a clear understanding of the risks involved in irregular migration before you attempted it? [] Yes [] No

Section 5: Motivations and Decision-Making

18. What was your highest level of education completed before attempting irregular migration? [] Primary education [] Secondary education [] Higher education (college/university) [] None
19. What was your employment status in Pakistan before attempting irregular migration?
[] Employed [] Unemployed [] Student [] Other (please specify): _____
20. Were you aware of legal pathways for migration to the destination country before attempting irregular migration? [] Yes [] No

21. Did you consider seeking legal migration options before attempting irregular migration?
[] Yes [] No

22. What were your expectations and aspirations for a better life in the destination country?

23. How did your family and social network influence your decision to attempt irregular migration?

24. Were you aware of the risks associated with irregular migration, such as human trafficking, exploitation, or dangerous travel conditions? [] Yes [] No

If Yes:

25. What motivated you to proceed despite knowing these risks?

26. Did you have a specific destination country in mind for your irregular migration attempt?
[] Yes [] No

If Yes:

27. What factors influenced your choice of the destination country?

28. How did you assess the credibility of agents or brokers offering irregular migration services?

29. Were you aware of the potential legal consequences of irregular migration in the destination country? [] Yes [] No

Section 6: Current Situation

30. Do you feel your life is more difficult now compared to before your migration attempt?
[] Yes [] No

If Yes:

31. What are the main challenges you are facing now?

32. Have you sought any assistance or support after returning to Pakistan? [] Yes [] No

If Yes:

33. What type of support have you received since returning?

Section 7: Awareness and Support

34. Were you aware of any organizations or government agencies in Pakistan that provide assistance to individuals considering or returning from irregular migration?

☐ Yes ☐ No

If Yes:

35. Did you seek assistance or information from any of these organizations? ☐ Yes ☐ No

36. How do you think the government of Pakistan can better inform individuals about the risks and challenges of irregular migration?

37. Do you believe that there should be more accessible legal migration pathways for individuals seeking opportunities abroad? ☐ Yes ☐ No

Section 8: Additional Information

38. Is there anything else you would like to share about your experiences with irregular migration or returning to Pakistan?

If you would like to provide further details or participate in follow-up discussions, please feel free to do so.



MINISTRY OF FOREIGN AFFAIRS
OF DENMARK

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