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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX V**

of the Commission Implementing Decision on the financing of the multiannual action plan in favour of Asia-Pacific region for 2023-2024 for migration, forced displacement and mobility

**Action Document for “Sustainable reintegration of returnees and improved migration management in Pakistan”**

**ANNUAL PROGRAMME**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, within the meaning of Article 24 of NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title CRIS/OPSYS business reference Basic Act</b>	Sustainable reintegration of returnees and improved migration management in Pakistan OPSYS number: ACT-62228 Financed under the Neighbourhood, Development and International Cooperation Instrument ( <u>NDICI-Global Europe</u> )
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in South Asia, Pakistan (national) with a focus on Punjab, Khyber Pakhtunkhwa and Sindh.
<b>4. Programming document</b>	Regional Multiannual Indicative Programme for 2021-2027 for Asia and the Pacific (RIP).
<b>5. Link with relevant MIP(s) objectives / expected results</b>	<p>The action contributes to the RIP 2021-2017, Priority Area 3 – Migration, Forced Displacement and Mobility</p> <p>Under Priority Area 3, the action is relevant to:</p> <ul style="list-style-type: none"><li>• Specific Objective 2 – Contribute to strengthening migration governance and management, to enable orderly, safe, regular and responsible migration (including labour migration) and mobility of people</li><li>• Specific Objective 3 – Encourage relevant exchange between origin, transit, destination and/or host countries to increase cooperation and improve management of migration and/or forced displacement challenges, as well as to expand their cooperation with the EU on migration, forced displacement and mobility.</li></ul> <p>Expected Result 2.3: Sustainable reintegration support to returnees from Europe and third countries and to host communities in their countries of origin is provided, in full respect of fundamental values and Human Rights.</p>

	Expected Result 3.1: Capacities of partner countries to cooperate on and address migration and/or forced displacement challenges, and gradually build ownership of migration related processes identified and agreed in migration partnerships with the EU, are reinforced.			
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>				
<b>6. Priority Area(s), sectors</b>	OECD DAC code 108 – Facilitation of orderly, safe, regular, and responsible migration and mobility			
<b>7. Sustainable Development Goals (SDGs)<sup>1</sup></b>	<p>Main SDG: 10.7 Facilitate orderly, safe, regular, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.</p> <p>Other significant SDGs: SDG 1- No Poverty; SDG 5- Gender Equality; SDG 8- Decent Work and Economic Growth; SDG 10- Reduced Inequalities; Goal 16. Promoting peaceful and inclusive societies, providing access to justice for all, and building effective, accountable, and inclusive institutions at all levels. Target 16.b: Promote and enforce non discriminatory laws and policies for sustainable development</p>			
<b>8 a) DAC code(s)<sup>2</sup></b>	DAC 15190 – migration –100%			
<b>8 b) Main Delivery Channel<sup>3</sup></b>	40000 Multilateral Organisation			
<b>9. Targets<sup>4</sup></b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <input type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers <sup>5</sup> (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance		<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<sup>1</sup> Relevant SDGs can be identified with the SDG Mapper, an electronic support tool for intervention managers.

<sup>2</sup> DAC sectors (codes and descriptions) are indicated in the second and fourth columns of the tab ‘purpose codes’ in the following document: <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/dacandcrscodelists.htm>. (Make sure to not enter voluntary codes from the third column as these are not available in OPSYS).

<sup>3</sup> Channels are indicated in the second and fifth columns of the tab ‘Channel codes’ in the following document: <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/dacandcrscodelists.htm>. Please do not use codes 10000, 90000, [others]... not available in OPSYS.

<sup>4</sup> Actual contribution to targets will be confirmed ex-post based on a standardised methodology.

<sup>5</sup> For guidance, see <https://www.oecd.org/development/financing-sustainable-development/development-finance-standards/> (go to “Data collection and resources for reporters”, select Addendum 2, annexes 18 (policy) and 19 (Rio) of the reporting directive). If an action is marked in the DAC form as contributing to one of the general policy objectives or to RIO principles as a principal objective or a significant objective, then this should be reflected in the logframe matrix (in the results chain and/or indicators).

	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation@	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers<sup>6</sup> and Tags<sup>7</sup>:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
	Connectivity @	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	transport people2people energy digital connectivity	YES <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
	Migration@ <sup>8</sup>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<sup>6</sup>The internal markers have been created to report on the implementation of the Commission's own policy priorities in areas where no DAC reporting tool is available. For the sake of consistency and comparability, the methodology is equivalent to the DAC markers, with three possible tagging positions (main target, significant target, not targeted)

<sup>7</sup> Methodology for additional tagging providing granularity on internal markers is under development. When a marker is Significant or Principal Objective, please also choose the relevant yes/no tag.

<sup>8</sup>Guidance note available in [ARES](#).

	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>12. Amounts concerned<sup>9</sup></b>	Budget line(s) (article, item): 14.020131 (NDICI South and East Asia)  Total estimated cost: EUR 7 000 000  Total amount of EU budget contribution EUR 7 000 000  The contribution is for an amount of EUR 7 000 000 from the general budget of the European Union for 2024, subject to the availability of appropriations for the respective financial year following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>13. Type of financing<sup>10</sup></b>	<b>Indirect management</b> with (an) entrusted entity(ies). The entity(ies) to be selected in accordance with the criteria set out in section 4.3.1			

## 1.2 Summary of the Action

The action aims to foster an inclusive economic development in Pakistan by improving livelihoods, skills development and sustainable re-integration of Pakistani returnees, including from the EU and transit countries<sup>11</sup>, thus contributing to the development of their communities of origin. This aligns with the development priorities of the Government of Pakistan (GoP) and has the potential of opening perspectives in fora such as the migration dialogue towards further preparedness of the GoP to engage on questions of EU political interest. It will also further strengthen the EU's role as a partner in the migration sector.

The action will cover a wide spectrum of activities related to a sustainable, inclusive and gender-responsive reintegration of returnees, regardless of their status, allowing them to contribute to the economic development and welfare of their communities. It will support policy development, capacity and institution building, including through technical assistance and exchange of expertise. Furthermore, the action will support policy dialogue at an overarching level in line with strengthening the nexus of political and development cooperation between EU and Pakistan. This will entail activities to support policy reforms and engagement with government and the private sector, embedding gender equality. More specifically, the action will support the development of a National Reintegration Policy in Pakistan, as well as provide institution and capacity building to institutions and agencies involved in reintegration processes, including on referral and coordination mechanisms. A specific focus will be placed on the sustainable reintegration support of those people living in most vulnerable situations categories such as minors and women, as well as ethnic and religious minorities. Although women constitute approximately only 1% of returnees, they face many more difficulties in terms of reintegration, specifically widowed women with children as they have to ensure children's custody as well as (self-) employment. The action will target areas of return across Pakistan, specifically in Punjab, Khyber Pakhtunkhwa and Sindh.

The action will contribute to the achievement of the Sustainable Development Goals (SDG) of the Agenda 2030, such as SDG 8 "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" and to SDG 10 "Reduce inequality within and among countries". Additionally, it will support Goal 16. Promoting peaceful and inclusive societies, providing access to justice for all, and building effective, accountable, and inclusive institutions at all levels, Target 16.b: Promote and enforce non-discriminatory laws and policies for sustainable development. The proposed Action is to be coordinated with EU and Member States' migration-related projects and programmes at bilateral, regional, and global levels, and with EU actions

<sup>9</sup> This section should be in line with the indicative budget in section e.g. the amount of the third-party contribution as co-financing of grants should not be specified)

<sup>10</sup> Art. 27 NDICI

<sup>11</sup> The country through which migrants move (regularly or irregularly), with the intention to reach another country. In the context of this Action this means the country (or countries), different from the country of origin, which a migrant passes through in order to enter an EU Member State.

supporting technical skills development in Pakistan. Complementarity will be ensured with existing EU support, including that provided under the Regional migration Annual Action Plan (AAP) 2022 Action “Improving Migration Management & Migrant Protection in Selected Silk Route Countries (PROTECT)”, the upcoming project “Support to the Talent Partnership in Pakistan”, reintegration actions implemented by GIZ and FRONTEX (through its Joint Reintegration Services, implemented since 1 April 2022), as well as professional reintegration activities that will be provided under the TVET-IV support funded by the bilateral Multiannual Indicative Programme (MIP) for Pakistan. In line with a Team Europe approach, activities will be designed and implemented, where possible, in coordination with EU Member States and their respective public/private sector institutions. From a gender perspective, Article 7 of the Paris Agreement states that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration groups in vulnerable situation, communities and ecosystems. Additionally, Article 11 recommends that capacity-building should be guided by lessons learned, and should be an effective, iterative process that is participatory, cross-cutting and gender-responsive

## 2 RATIONALE

### 2.1 Context

With 238 million people, Pakistan is the fifth most populous country in the world. Pakistan is also one of the youngest countries in its region and worldwide with 67.6% under the age of 29, and some 26.8% between the ages of 15 and 29. Its population growth (and world ranking) is expected to be maintained through 2050. Among South Asian countries, Pakistan has had the lowest female labour force participation rate. According to the Government of Pakistan’s Labour Force Survey 2017-18, the male labour force participation rate is 68 per cent, while the female labour force participation rate is only 20.1 per cent. The overall unemployment rate for men is 5.1 per cent and 8.3 per cent for women. Gaps in education, literacy, and school enrolment between men and women are some of the reasons cited for these differences. Pakistan is also the second largest labour exporting country in South Asia after India and one of the top 10 emigration countries in the world. People from Pakistan with different skills migrate abroad for better income and life and have been doing so for decades, exploiting economic opportunities abroad.

Most Pakistani migrant workers concentrate in the Gulf Cooperation Council (GCC) countries. The top-five destination countries are Saudi Arabia, United Arab Emirates (UAE), Oman, Bahrain, and Qatar. An overwhelmingly large reliance on these countries for jobs (and thus remittances) is a cause of concern for Pakistan due to the heightened vulnerability associated with having so many workers in a few places that are not immune to economic fluctuations. At USD 19.3 billion p.a., Pakistan ranks fifth in the world in receiving remittances. However, apart from legal migration, irregular migration from Pakistan has risen over the years, with flows primarily directed to the GCC and EU.

Pakistan has continuously ranked among the top five countries of origin for irregular migrants (mainly men) arriving into the EU. More specifically, between 2017 and 2020, about 21,405 Pakistanis were detected entering the EU through irregular means, averaging at 5% of the total share of irregular entries in 2017 to about 2% of the total share in 2020. However, in 2022 the number has significantly increased as around 23,000 Pakistanis illegally entered the EU according to the European Border and Coast Guard Agency (Frontex). At the same time, 1,480 Pakistanis were forcibly returned from the EU to Pakistan (1379 male and 101 female) in 2022 according to the Bureau of Emigration and Overseas Employment (BE&OE). Most of them were returned from Greece (474) and Germany (335). In the same year 12,385 Pakistanis were also forcibly returned to Pakistan from Türkiye, which has become one of the key transit countries for migrants looking to enter the EU. Pakistan is also ranking third globally in terms of numbers of refugees hosted (registered and unregistered) for the last 4 decades. Additionally, with regards to trafficking in human beings, Pakistan was the 4<sup>th</sup> non-EU country of origin of victims identified in the EU in 2021, and the 3<sup>rd</sup> for individuals suspected and convicted of trafficking offences.

Pakistan’s overarching economic and social development strategy is set out in the “Vision 2025”, which outlines the need for a more people-centric development planning, targeting the population living in the most vulnerable situations and providing equal access to essential public services. Under the 2019 EU-Pakistan Strategic Engagement Plan (SEP), Pakistan and the EU agreed to work towards a broader and comprehensive dialogue on migration and mobility, which would enable cooperation on strengthening migration governance, border management and sustainable reintegration of returnees. Furthermore, peace and stability in Pakistan and the region

are of utmost interest for the EU as peace and prosperity increase trade exchanges, prevent radicalisation, and reduce irregular migratory pressure. Pakistan is an active member of several regional processes<sup>12</sup> dealing with migration, including the Abu Dhabi Dialogue<sup>13</sup> and Budapest Process<sup>14</sup> that facilitates dialogue on migration stretching from Europe to the Silk Routes region. Following the COVID-19 Pandemic, Pakistan has indicated willingness to increase cooperation with the EU on returns and reintegration, a position that was recently reaffirmed at the EU-Pakistan Joint Commission held in Islamabad in October 2022. The comprehensive migration dialogue was announced in November 2022, with a first meeting in March 2023, paving the way to further cooperation with Pakistan in the field of migration management and sustainable reintegration.

The action is relevant to and aligned with Pakistan's strategic development priorities and aligned with the priorities of the GoP, specifically by contributing to the economic development and welfare of the communities that migrants return to. The proposed Action will also contribute to the implementation of the national policy Skills for all Strategy and to other relevant policies such as the (draft) National Emigration and Welfare Policy for Overseas Pakistanis<sup>15</sup> developed with EU support by the Bureau of Emigration and Overseas Employment (BE&OE), that envisages a comprehensive reintegration strategy for return migrant workers and actions to be taken by each relevant stakeholder. The proposed action is also relevant to the overall geopolitical programme of the European Commission (2019-2024), notably promoting green and sustainable inclusive growth and jobs, advancing governance and human development, and fostering resilience, peace, and security. The action will further contribute to the implementation of the EU Pact on Migration and Asylum (2020)<sup>16</sup>, the EU Strategy on Voluntary Return and Reintegration (2021)<sup>17</sup>, the EU updated Skills Agenda for Europe (2020)<sup>18</sup> and the EU Strategy on Combating Trafficking in Human Beings (2021-2025)<sup>19</sup>, which underlines the importance of maximising the impact of the EU's international partnerships and furthering cooperation on migration with key partner countries of origin and transit. As foreseen in the Pact, attention is to be given to developing tailor-made, comprehensive, balanced and mutually beneficial partnerships between the EU and Pakistan. The intervention will also contribute to the implementation of the EU Gender Action Plan III (GAP III)<sup>20</sup>, notably its key thematic priority "Strengthening economic and social rights and the empowerment of girls and women".

## 2.2 Problem Analysis

Economic, social and psycho-social reintegration provides returnees with livelihood prospects, and so makes their returns dignified and more sustainable. An effective, inclusive and gender-responsive reintegration support can help overcome the socio-economic structural barriers (i.e. lack of realistic options for decent work, health care or education) and psychosocial difficulties migrants face when returning to their community. Sustainable reintegration should also contribute to broader development strategies in a partner country to generate development benefits and to address some of the root causes of irregular migration.

Pakistan is one of only two countries in the region to have signed a Readmission Agreement with the EU to return Pakistani citizens illegally residing in EU Member States. The GoP has also been progressing in the implementation of the Readmission Case Management System for readmission of Pakistanis residing in the EU

<sup>12</sup> e.g. Colombo Process and Abu Dhabi Dialogue (ADD), the Bali Process

<sup>13</sup> Abu Dhabi Dialogue is a forum of 7 Labour receiving countries of Asia (i.e., Bahrain, Kuwait, Malaysia, Oman, Qatar, Saudi Arabia and United Arab Emirates) and 10 labour sending countries of Asia (i.e., Afghanistan, Bangladesh, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand and Vietnam).

<sup>14</sup> The Budapest Process includes over 50 governments and numerous international organizations. During its more than 25 years of operation, the Budapest Process has developed from an information sharing tool between European countries in a pre-EU enlargement setting to a far-reaching European-Asian forum for improving migration management

<sup>15</sup> Pakistan 2025: One Nation, One vision, Planning Commission, Ministry of Planning Development & Reforms, Government of Pakistan, 2014

<sup>16</sup> [https://home-affairs.ec.europa.eu/policies/migration-and-asylum/new-pact-migration-and-asylum\\_en](https://home-affairs.ec.europa.eu/policies/migration-and-asylum/new-pact-migration-and-asylum_en)

<sup>17</sup> COM/2021/120 final

<sup>18</sup> COM/2020/274 final

<sup>19</sup> COM/2021/171 final

<sup>20</sup> JOIN(2020) 17 final. The Gender Action Plan III (GAPIII) is a Joint communication by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy which was welcomed through EU Presidency Conclusions of 16 December 2020. Drafting was led by European Commission in close consultation with EU Member States, EEAS, civil society organisations, partner governments, and international organisations (UN entities, International Finance Institutions among others). The different parties contributed to the drafting of the document through meetings and through responses to a survey conducted during the process.

without authorisation. There are other Pakistanis returning from other transit countries in need of reintegration, in addition to those returning from the EU. However, currently reintegration as a process and a governance area is not covered by any existing national/provincial policy in Pakistan that would lead towards consolidated national reintegration programming. The reintegration of returning migrants as a priority area has been highlighted in the [draft] National Emigration and Welfare Policy for Overseas Pakistanis, with the scope limited to the reintegration of labour migrants. The pressing needs of all categories of returning migrants require a separate stand-alone gender-responsive National Reintegration Policy for Pakistan, which would further facilitate implementation of the EU-Pakistan readmission agreement. Furthermore, there are no clearly outlined reintegration processes and procedures, to which returnees may resort. The governance structure for the reintegration of all categories of returnees in Pakistan thus requires targeted human rights-based and gender responsive policy work and support.

Some reintegration programmes are already operating in Pakistan, including the Facilitation and Reintegration Centre (FRC) in Islamabad placed under the Overseas Pakistanis Foundation (OPF) which serves as a one-stop shop to provide guidance on investments, project feasibility, settlement of outstanding dues from employers abroad and re-employment opportunities, among others. However, the existing reintegration programmes are restrained in their scope of activity and geographic coverage and do not fully reach local and community levels. Where services exist, the information on their availability is not easily accessible to returnees, and the existing referral system is not comprehensive enough. Furthermore, there is a need to enhance technical skills of returnees as most of them are either semi-skilled or unskilled labourers; upon their voluntary or forced return they are unable to find jobs. In addition to this, many returnees are also unable to initiate their own enterprises as the high cost of living abroad, often in menial jobs, does not allow them to make savings.

While the number of Pakistani female migrant workers remains low, most of them have migrated as domestic workers/housemaids. Some of the reasons for this low labour migration among Pakistanis women are socio-cultural such as marriage, dependence on whether family members could accompany them or the negative emphasis given by Pakistani media on migration and incidences of exploitation. Migration offers women a choice to work and become financially independent leading to a change in power relations within the family. A factor that, due to the Pakistani patriarchal society, can be even an obstacle on their return, especially when the woman migrant worker has been instrumental in lifting the family out of poverty. Moreover, concerning labour rights, women often tolerate abusive working conditions because of the significant contribution their remittances make to their families, especially for the education of children.

Pakistan's international airports are the primary vector by which returnees re-enter Pakistan. The Federal Investigation Agency (FIA), as the mandated authority to receive returnees, processes the majority of them at the four largest international airports: Islamabad International Airport; Allama Iqbal International Airport, Lahore; Jinnah International Airport Karachi, and Bacha Khan International Airport, Peshawar. Between January – December 2022, the FIA has registered over 15,000 Pakistanis who forcibly returned through these four airports. The infrastructure for managing returnees at immigration checks is currently insufficient at most airports, with no dedicated waiting or interview space for FIA officers to conduct the registration process, no access to food, water, or emergency health services for returnees, and most significantly, no coordination between the relevant actors – FIA, OPF, National Database and Registration Authority (NADRA) and additional service providers. In addition, referral to further services connected with the reintegration process is not occurring at airports, with the majority of returnees reportedly being picked up from the airport by family and friends. After the initial contact with FIA, returnees are referred to the OPF and NADRA for further registration and access to services.

Given to the abovementioned post-arrival and reintegration needs, it is necessary to provide support for capacity building of reintegration service providers, increase, from a human rights and gender-sensitive approach, the quality and content of individual assistance to returnees as well as to promote a gradual increase of the Pakistani's ownership over the reintegration process. When migrants return to countries in which they face the same conditions that compelled them to leave, such returns may not be sustainable and result in repeated cycles of migration through increasingly dangerous routes and in perilous conditions. To ensure that the EU action will contribute to female and male returning migrants being able to enjoy all of their human rights upon return, tailored reintegration programmes should be developed to address the different needs of women, men and children, among others. The EU action should also support civil society (including women's rights organisations and those representing the rights and interests of those people living in the most vulnerable situations) and the private sector to mobilise their strengths as well as support the development of a 'whole-of-government approach' to reintegration, with better

planning and increased synergies with other national and local development strategies and increased responsiveness of public services to the specific needs of returnees.

The main responsibility for all issues concerning return of Pakistani nationals, as rights holders, lies with the FIA during the reception of returnees mainly at the main airports. Matters concerning return migrants largely fall under the ambit of OPF; however, other departments are also involved when countries engage in bilateral or multilateral agreements, such as the Ministry of Foreign Affairs, Ministry of Interior and MOPHRD. The main national stakeholders, as duty bearers, of the action will be:

- Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD) & Overseas Pakistani Foundation (OPF)
- Ministry of Interior (MOI) & Federal Investigation Agency (FIA)

In addition to the main national stakeholders, the following institutions might be involved in the implementation of the action.

- National Vocational & Technical Training Commission (NVTTC)
- Ministry of Federal Education and Professional Training (MFEPT)
- Ministry of Foreign Affairs (MFA)
- Ministry of Labour
- Non-governmental and civil society organisations, including women's rights organisations and those representing the rights and interests of those people living in the most vulnerable situations.
- Human Rights Commission of Pakistan as well as the National Commission on the Status of Women and the relevant gender units/focal points of the above-mentioned national institutions.

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The **Overall Objective** (Impact) of the action is to improve inclusive socio-economic development for Pakistan and all its people.

The **Specific Objectives** of this action are:

1. To improve the sustainable reintegration of Pakistani returnees, notably from the EU and transit countries in a gender and disability sensitive manner.
2. To improve human-rights based and gender-responsive reintegration policy and process for Pakistani returnees.

Contributing to Objective 1:

- 1.1. Enhanced post arrival, social and socio-economic assistance for Pakistani returnees
- 1.2. Increased opportunities for sustainable reintegration (socially, psychosocially, and economically) of returnees, particularly women and person with disabilities, within their communities while employing gender, human rights, including labour rights, and age responsive approaches
- 1.3. Increased awareness of migrants (including women and men), aspirant migrants, families, communities and local government and private sector actors on safe and orderly migration and perils of irregular migration and sustainable reintegration

Contributing to Objective 2:

- 2.1. Enhanced capacities of stakeholders in development of gender sensitive National Reintegration Policy and other policy related documents
- 2.2. Strengthened capacities of the national beneficiaries on return and reintegration of Pakistani returnees

#### 3.2 Indicative Activities

**Specific Objective 1:** To improve the sustainable reintegration of Pakistani returnees, notably from the EU and transit countries in a gender and disability sensitive manner. (**Sustainable Reintegration and Awareness Raising component**)

This Outcome will be reached by providing necessary support to female and male returnees, in all their diversity with the involvement of CSOs and the private sector (when support is not provided by other sources, such as Frontex/JRS). Indicative activities will include developing returnees' capacities and competencies through job counselling, provision of gender-responsive psycho-social, social and legal support, technical and vocational skills development, in-kind support, equal (self-) job placement, as well as awareness raising campaigns. Expected outputs are as follows:

**Output 1.1:** Returnees, as rights-holders who are in need, receive tailored and gender-responsive assistance upon arrival in Pakistan to uphold their human rights, labour rights and dignity (Provision of post arrival, social and socio-economic assistance tools)

*Indicative activities:*

- Provision of initial interviews for subsequent tailored reintegration assistance/referral. These interviews will be conducted in a gender and age responsive manner and particular attention will be paid to ensure that the specific needs of people with any kind of disability or language barrier are well taken into consideration.
- In cases where it cannot be provided by other support mechanisms, provision of gender and age responsive short-term assistance upon arrival inland and at the airports e.g. briefing/counselling, onward transport, medical assistance, (including psychological support) family reunification for unaccompanied minors, etc).

*Indicative activities:*

**Output 1.2:** Increased opportunities for sustainable reintegration (socially, psychosocially, and economically) of returnees, particularly women as rights-holders and person with disabilities, within their communities while employing gender, human rights, including labour rights, and age responsive approaches

*Indicative activities:*

- Provision of reintegration counselling
- Provision of psychological assistance and legal counselling. Particular attention will be paid to those women who have suffered from gender-based violence and harassment.
- Provision of equal training and skills development's opportunities for returnees in partnership with training and educational institutions and in coordination with TVET IV project
- Provision of advice on job opportunities / job placement assistance
- Providing seed funding/in-kind support, mini grants in setting up a (own) businesses and start-ups as well as follow-up provision of administrative support to maintain business.
- Development of specific gender-responsive reintegration programmes (e.g., female tailored business start-up assistance, etc). In order to avoid gender stereotypes' perpetuation, women will also have the opportunity to receive training and assistance on more traditionally male-dominated sectors.
- Development of bespoke assistance reintegration programmes for people living in vulnerable situations (e.g., elderly people, people with a serious illness or living with disabilities, returning single parents with underage children, pregnant women returning alone, women victims of gender-based violence and harassment, unaccompanied minors, victims of trafficking and forced prostitution, etc).

**Output 1.3:** Increased awareness of migrants (including women and men), aspirant migrants, families, communities and local government and private sector actors on safe and orderly migration and perils of irregular migration and sustainable reintegration.

*Indicative activities:*

- Provision of awareness raising activities on safe and orderly migration and the perils of irregular migration and possibilities of legal migration pathways
- Provision of awareness raising and information on sustainable reintegration opportunities, including also the host communities in order to avoid any discrimination, resistance, etc on returnees' arrival.
- Provision of awareness raising activities and information on labour rights, such as the ILO's international labour standards Pakistan committed to ratify and implement, in particular those being part of GSP+.

These awareness raising activities will be designed and planned in a participatory and inclusive way taking into account a gender perspective (in terms of language, images, messages, time/location, etc.) and accessibility criteria (language, venues, etc.).

**Specific objective 2:** To improve human-rights based and gender-responsive reintegration policy and process for Pakistani returnees. **(Migration Governance component)**

The action will support the development of a gender-responsive National Reintegration Policy in Pakistan, as well as provide institutional and capacity building to institutions and agencies involved in reintegration processes, including on referral and coordination mechanisms, human rights and gender equality. In line with the EU Strategy on voluntary return and reintegration, the coordination among all parties involved in the return and reintegration process, including national and local authorities, civil society, social partners, and development actors will be strengthened. Referral of the returnees to relevant development programmes available in Pakistan and private sector to facilitate sustainable reintegration through inter alia equal and decent employment creation, education, gender-responsive skills development and social inclusion will be strengthened. Private sector's involvement will be informed by the UN Guiding Principles on Business and Human Rights.

**Output 2.1** Enhanced capacities of stakeholders in development of National Reintegration Policy and other policy related documents

*Indicative activities:*

- Provision of technical and advisory support for the development of gender-responsive National Reintegration Policy of Pakistan and human-rights based other policy-related documents (e.g., corresponding Action Plan, etc.) This process will imply inclusive and participatory consultations with all relevant actors, including women's rights organisations, trade unions and those representing the rights and interests of those returnees living in most vulnerable situations (people with disabilities, minors, victims of trafficking in human beings and forced prostitution, etc.)
- Support the review/revision of various operating procedures, protocols, rulebooks, (e.g. FIA Standard Operating Procedures for the handling of Deportees, Reception Procedures, etc. including from a human rights based and gender-responsive approach.
- Generation of gender-responsive knowledge products (e.g., elaboration of a comprehensive research on reintegration, etc.) for sharing findings from the reintegration data analysis (including at least sex, age and disability disaggregated data), taking stock of the state of the art in various areas related to reintegration assistance and proposing leads for future programmes.

**Output 2.2** Strengthened capacities of the national duty bearers beneficiaries on return and reintegration of Pakistanis.

*Indicative activities:*

- Training of the national authorities based on specific needs on return/reintegration in line with human rights, international labour standards (e.g., ILO) and EU standards (training courses may include interviewing and profiling skills for the FIA (including on gender equality and human rights), identification of rights violations/discriminations vulnerabilities, needs, signs of trauma and/or gender-based violence, and communication skills, first aid, database usage, (including disaggregated data collection), and inter-agency coordination and referral processes and inclusive and participatory consultations etc.
- Development of training curricula and training modules on return and reintegration for managerial, technical and operational level (including provision of potential scholarships for migration studies and/or enabling selected beneficiaries to attend migration studies at migration institutes abroad). Both training curricula and modules will duly consider the gender dimension and the human rights based approach. Selection criteria will ensure that women equally benefit from the foreseen scholarships.
- Introduction of the Train of Trainer concept on return/reintegration with specific emphasis on human rights, gender equality and minority people with disabilities' rights

- Supporting and facilitating cooperation of the national authorities with the partnering authorities in the countries of destination (CoD) from which returnees are being repatriated (organisation of study visits, workshops, conferences, seminars, etc.)
- Supporting Community Welfare Attaches (specifically with those placed in EU MS) that might engage in pre-return orientation processes in CoDs and refer potential returnees in CoDs with the reintegration services provided in Pakistan.
- Support development of inter-agency coordination mechanisms for reception of returnees, establishing an early warning system for alerting airport authorities to incoming returnees, as well as operational coordination between the FIA and relevant service providers such as OPF, NADRA, Ministry of Health, and NGO service providers.

### 3.3 Mainstreaming

#### **Environmental Protection & Climate Change**

**Outcomes of the EIA (Environmental Impact Assessment) screening** (relevant for projects and/or specific interventions within a project). The EIA (Environment Impact Assessment) screening classified the action Category B (not requiring an EIA, but for which environment aspects will be addressed during design).

**Outcome of the CRA (Climate Risk Assessment) screening** (relevant for projects and/or specific interventions within a project). The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that Gender equity (SDG5) is incorporated as a cross-cutting indicator across each specific objective with a target for female participation of not less 30%, including in capacity building programmes such as training courses, workshops, study visits, etc. Although the proportion of deported women from the EU is less than 10%, (in 2022, it was deported 1,379 men and 101 women from the EU), the action will pay specific attention to provide sustainable and gender-responsive reintegration support upon return to Pakistan. Women and girls face additional obstacles to reintegration compared to migrant men, often having to overcome structural barriers linked to their being both a returnee and female, including facing discriminatory gender stereotypes and root causes of gender inequality. Due to the patriarchal social-norms, their domestic responsibilities can prevent them from fully participating in the labour market and in reintegration programmes, skills assessments, re-training and other measures when these do not cater for such caring responsibilities. The action will then promote a more transformative change be aligned with the Gender Action Plan III (GAP) as well as will contribute to the implementation of the Council of Europe Gender Equality Strategy 2018-2023.

#### **Human Rights**

Returnees, as rights holders, often face a number of challenges when integrating into societies, depending on how they arrived, their skills level, and their background. The action will indirectly address issues of human rights, including labour rights, and social protection through providing sustainable reintegration. The action will respect the 5 working principles of the human rights-based approach: respecting all human rights, non-discrimination, accountability, and transparency principles, as well as ensuring participation of all stakeholders. The action will include international labour standards, such as the ILO's fundamental principles and rights at work and in particular the standards included in GSP+.

#### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. Migration refers to both voluntary movement (e.g., migrant workers) and involuntary movement (e.g., trafficking in human beings and smuggling) of women and men, across geographic borders internationally or internally, with the search for a better life. Studies suggest that migrant workers with lower skills or lower level of educational attainment are exposed to higher risk of acquiring a disability, as they are often assigned to dangerous manual labour resulting in a higher frequency of industrial accidents, such as construction and manufacturing workers. However, most of these low-skilled migrant workers are usually unable to access quality health services and social security including disability benefits, compared to the host population. Therefore, migrant workers with low skills are more vulnerable in the

event of disability. The SDG Goal 10 on reducing inequalities embraces two separate targets to empower persons with disabilities, and to facilitate orderly, safe, regular, and responsible migration and mobility of people. As the global attention to the intersectionality issues has been increasing, it is essential to enhance the linkage between disability and migration.

### **Reduction of inequalities**

The 2030 Development Agenda recognizes the importance of empowering people in vulnerable situations. Goal 8 on decent work and economic growth includes a specific target to protect labour rights and promote safe and secure working environments for migrant workers. In Pakistan, the gap between rich and poor has widened over time. This polarization in the society hinders economic growth and acts as a barrier for development and well-being. The proportion of income distribution varies across the population sub-groups in Pakistan. Age, gender and higher education are the most prominent factors explaining the level of inequality across the four provinces of Pakistan. According to the 2020 Pakistan National Human Development Report (UNDP), immense inequality exists among and between Pakistan's provinces and special regions, across the urban-rural divide, and within marginalized and underprivileged segments of the population – such as children, youth, labourers, and women in all their diversity. While direct assistance for those people living in the most vulnerable situations is crucial, it is equally important to empower people with the tools they need for growth and self-sufficiency. Therefore, it is essential to provide decent work for all and enhance equal rights of female and male workers, increasing non-marginal work opportunities for women (including those sectors traditionally “male dominated”).

### **Democracy**

The action will support federal and provincial stakeholders as well private sector, and civil society. The impact of improved migration mobility and thus sustainable economic development will re-enforce democratic principles and governmental accountability.

### **Conflict sensitivity, peace, and resilience**

According to the World Justice Project, Pakistan ranks 129 out of 140 countries on the Rule of Law Index 2022. The security situation and access to justice in Pakistan remains challenging though the Pakistan's security environment has improved since 2014 when Pakistani security forces undertook concerted counter terrorist and counter militant operations. However, terrorist attacks continue to happen across Pakistan, with most occurring in Baluchistan and KPK thus the security situation remains fragile and unpredictable.

### **Disaster Risk Reduction**

n.a.

### **Other considerations if relevant**

During the implementation of the action, it will be necessary to ensure cooperation to complement, synergise and prevent overlaps or duplication with the following ongoing and upcoming national, regional and global initiatives:

- EU support for sustainable economic development through demand-driven Technical and Vocational Education and Training (TVET IV): This initiative builds on the EU funded TVET Sector Support Programme” (TVET III) and also includes a specific result focussing on providing support to returnees and potential migrants.
- Under the GIZ's Global Programme Migration for Development 2017-2023 (PME), GIZ has also partnered with OPF to establish the Pakistan German Facilitation and Reintegration Centres in Islamabad and Lahore to support returnees in their reintegration.
- Integrated Border Management in the Silk Routes Countries: MIGR 2018/ 402-027 is an on-going project implemented by the International Centre for Migration Policy Development (ICMPD). As part of this, ICMPD is temporarily providing a reception desk service at Islamabad International Airport. The service is provided to returnees while they await processing and registration by the FIA. Assistance is provided for one flight per month until the end of 2023. An average of 50 passengers per flight are anticipated. In broad terms, FRONTEX is expected to take over this activity over time.
- Improving Migration Management and Migrant Protection in selected South and Central Asian countries (PROTECT). The programme is to be carried out in Silk Routes countries (SRs): Afghanistan, Pakistan, Kazakhstan, Kyrgyzstan, Uzbekistan, and Tajikistan. The overall objective is to contribute to migrant protection in the target countries covering all phases of (in and out) migration, including countering and preventing irregular migration, trafficking in human beings, and smuggling of migrants. Main target groups of this action are the Ministries and state agencies responsible for migration management and migrant

protection (including labour migration, return and reintegration, prevention of irregular migration, trafficking in human beings and other cross-border crimes), labour market regulation, social protection, education and vocational training, and issues related to the situation of women, families, and youth. Primary target groups also include the migrants (potential, departing, on the move, in transit, on-site, in service, returning) and their families and communities with particular attention to groups living in vulnerable situations. Component 1 envisages to capacitate national authorities to operate effective governance mechanisms for development and implementation of national migration policies, encompassing migrant protection, reintegration, and employment, with focus on groups in vulnerable situations, as well as women and youth affected by migration while Component 2 is to enhance existing MRCs in Pakistan (2 centres) (regional EU programme to be implemented by ICMPD)

- “*Global Action to Improve the Recruitment Framework of Labour Migration: RE-FRAME*”. The action aims at reducing abusive practices and violations of human and labour rights of migrants during the recruitment process and maximise the protection of migrant workers in the recruitment process and their contribution to development (regional programme implemented by ILO)
- As of 1 April 2022, *Frontex is delivering Joint Reintegration Services (JRS)* to Pakistani returnees from Europe in partnership with Women Empowerment Literacy and Development Organisation (WELDO). Services include post-arrival assistance (namely airport pick up or reception at place of arrival, temporary accommodation, in-country travel assistance, referrals for urgent medical care, assistance for vulnerable people and cash assistance, within 3 days) and post return assistance (namely business start-up assistance, long term housing support, social, legal and medical support, job placement assistance, schooling and language training, technical and vocational training and cash assistance, within 12 months).
- Additionally, the proposed Action is to be coordinated with Member States’ migration-related projects and programmes at bilateral, regional, and global levels. It will further complement the future support to the Talent Partnership in Pakistan, as well as reintegration actions implemented by GIZ.)

### 3.4 Risks and Lessons Learnt

The main risks include changes in key government stakeholders, limited political will for pursuing policy reform, and limited ownership of the EU support. Further risks are related to the fragile security situation and political instability, the post disaster situation in areas affected by floods, staff-turnover in key government institutions, and involvement of multiple migration and labour management governance levels (national, regional, and local) involving individual political and administrative dynamics, gender, or other bias, etc. Risks further include difficulties in identifying returnees rights holders and building their sustained interest in individual support measures, as well as constraints to design project activities that effectively respond to prevailing socio-economic incentives around regular and irregular migration. Mitigation measures include modalities that incentivise efficient use of resources, broad-based ownership, close engagement, gender-responsive monitoring, and regular, participatory and inclusive political dialogue supporting the action at the policy level.

Overview of the risks and mitigation measures:

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1,3	Security situation deteriorates leading to unrest and worsening law and order	Medium	High	The Action regularly monitors the security situation and takes into account local security situation for planning activities. If the situation deteriorates to a level where physical meetings cannot take place, the action will find alternate means to continue activities such as online / virtual meetings/ workshops.
1,3	Political instability paralyses the functioning of government at federal and provincial levels.	Medium	High	The project will monitor the situation closely and adapt to the reduced possibility of engaging with government and institutional partners

	Regulatory and elected institutions cannot exercise their functions			and continue, to the extent possible, activities foreseen with non-institutional and non-state stakeholders.
1,3	Macro-economic instability leads to economic collapse, increased poverty, insecurity and unrest	High	High	The project will monitor the situation closely and adapt especially to changes in the security environment to the reduced possibility of engaging with government and institutional partners.
1,3	Floods and/or other natural disaster disrupts all levels of social, economic and political and priorities shift	Medium	High	The work-plan will be adapted to reflect the extent to which project activities are affected and/or delayed in the event of a natural disaster (government institutions loses focus, effectiveness is reduced).
1,3	National political instability and conflict	Medium	Medium	A conflict sensitive approach to be ensured in relation to programmes in order to avoid tensions. In case of force-majeure, project suspension measures to be planned for and implemented
1,3	Limited political will due to the political sensitivity over return and reintegration	Medium	High	Link programme activities to SDGs, international conventions, national strategies, and new opportunities for cooperation which bring clear mutual benefit (quick wins);
1,3	Improvement of migration governance/reintegration is not a priority for the GoP anymore, therefore there is reduced commitment to the EU support and limited ownership over the project	Medium	High	Continued EU-Pakistan migration dialogue and coordination of project objectives and expected results with high-level governmental representatives to sustain government interest and commitment.
4	National provisions and internal proceedings undermine the effectiveness of the EU support (long-standing administrative procedures, requirements for top-political permissions for the implementation of activities and allowance of national staff to participate in activities, particularly abroad)	High	Medium	Engagement of implementing partners' management staff, confidence building, EUDs lobby and press on the beneficiaries to ensure faster internal proceeding and enable more effective management of programme activities.
3	Staff turnover and capacity constraints, varying commitment and ownership, political interference, resistance to take into account human rights and gender equality, and a perceived high level of corruption can derail results.	Medium	Medium	Some of these risks are beyond EU mitigation, however, the EUD and implementing partner(s) will seek continued and strategic dialogue with the GoP.
4,5	Data related to returnees is inaccessible thus limited	Medium	High	Regular consultations with FIA and OPF through dialogue, capacity building and partnerships.

	reintegration measures are provided			
3	Migrants with disabilities may face barriers for their inclusion in the project activities due to stereotypes and inaccessible environments	High	Low	Measures such as sensitization, awareness and advocacy will be used to work towards reducing barriers
3	Resistance to address gender stereotypes and gender equality targets (i.e., at least 30% female participation) are perceived as unrealistic or not respected.	Medium	Low	Specific barriers for girls and women, in all their diversity, will be considered and addressed during the project inception and implementation phase while gender issues will be mainstreamed in all project activities.

### Lessons Learned:

- So far, reintegration activities have been mainly provided in Islamabad and Punjab provinces, however, other provinces should be addressed as well, particularly Khyber Pakhtunkhwa and Sindh. According to the implementing partners that have provided reintegration support in Pakistan so far, providing cash to returnees often does not provide envisaged reintegration objectives as returnees tend to spend cash for other personal needs (e.g., reconstruction of their homes) instead of reintegration and employment purposes. More sustainable results can be achieved by supporting individualised small business development, provision of training courses, toolkits, etc., to start their businesses and become economically independent.
- OPF provides different types of support to returnees who had registered at BE&OE prior to legal emigration abroad, but not to those who illegally left Pakistan or illegally resided in other countries (e.g., deportees). In this regard the upcoming programme should primarily focus on providing its support to the forced and/or voluntary returnees/deportees who are not entitled to the reintegration support offered and provided by OPF.
- OPF appears not to be very open to collaborate with the non-governmental sector on reintegration (e.g., NGOs, Civil Society, etc.). This was confirmed by partners that faced problems during the implementation of the reintegration projects in the past, particularly in terms of not providing returnees data to the implementing partner(s). Implementing partners had to rely on other (open) sources to reach out to returnees/deportees (e.g., media campaigns, etc). However, BE&OE has signed an MoU with FIA for accessing the data of outgoing/returning migrants from the FIA database which could be used for reintegration purposes (e.g., reintegration of returned migrants in local and international markets). In this regard, the selected implementing partner should ensure access to the airport to be able to meet with the returnees to obtain returnees/deportees data and/or data on return flights (in case personal data are not allowed to be obtained due to personal data privacy provisions).
- The implementation of the EU-Pakistan Readmission Agreement of 2010 has been challenging. References are often made to Pakistan's unwillingness to readmit nationals as one of the main obstacles to effective implementation. Unwillingness of the authorities to readmit citizens has been also pointed out by some EU Member States. As pointed out, there are hundreds of unanswered or delayed readmission requests of EU Member States submitted to the Pakistani authorities. This attitude can be partly attributed to the lack of resources, but probably also to the Pakistan's pro-emigration policy its significant reliance on remittances.

### 3.5 The Intervention Logic<sup>21</sup>

The underlying intervention logic for the action is to improve inclusive socio-economic development for Pakistan and its people through successful sustainable reintegration of returnees. The project will address policy and institutional needs by enhancing the capacities (including from a human rights and gender perspectives) of relevant institutions such as MOPHRD, OPF, FIA, etc. The project will also support active participation of the GoP in relevant international fora (such as the Budapest Process dialogue) where matters relevant for achieving enhanced management of return and reintegration are discussed among states involved in migration dialogues with a view to ensuring the implementation of internationally best practices in the area of reintegration. Furthermore, the action will aim to support exchanges and facilitate cooperation of the GoP with the EU and its Member States and with other countries relevant for the implementation of a sound and strong reintegration approach in Pakistan. To achieve this, the action will support capacity building and institutional building, including through technical assistance and exchange of public expertise and support policy dialogue at an overarching level and strengthening the nexus of political and development cooperation between the EU and Pakistan. This will entail the organisation of events, conferences, studies, exchange platforms to support migration sector dialogue leading to policy reforms and engagement with government and private sector. In this regard, the action will contribute to the implementation of the EU and Pakistan Readmission Agreement (2010), the EU Pact on Migration (2021) and the EU Strategy on Voluntary Return and Reintegration (2021).

The action will ensure better understanding of reintegration challenges and needs in Pakistan, with a focus on specific geographical areas that host a majority of returnees, in the targeted provinces by introducing a coordinated response. Returnees' needs will be addressed through increased opportunities for sustainable reintegration. This will include referral mechanisms and services responding to different profiles and categories of returnees, both male and female, and their varying needs and interests. Direct support to returnees may include gender-responsive short-term support upon arrival as well as reintegration packages, aimed to provide long-term reintegration support within a period of 12 months. The project will also strive to introduce a meaningful engagement of various governmental and non-governmental actors as well the private sector in the provision of reintegration support, based on market needs and opportunities. Finally, the action is to minimise negative impacts of return and enhance the potential of returnees to contribute to their communities of return.

This action assumes that socio-economic development continues to be a country priority and that there are no significant economic shocks and natural / man-made disasters. It further assumes that there is continuity in the commitment of the Government of Pakistan in development policies and plans and that the Government ensures continuous political will for the adoption and implementation of the National Reintegration Policy and the draft National Emigration and Welfare Policy for Overseas Pakistanis.

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<sup>21</sup> [@TEI Methodological Note to Support Design](#)

### 3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention. On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever relevant.

- ✓ At inception, the first progress report should include a complete logframe (e.g., including baselines/targets).
- ✓ Progress reports should provide an updated logframe with current values for each indicator.
- ✓ The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action. The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

#### PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Main expected results	Indicators	Baselines (values and years)  Year: 2022 unless specified	Targets (values and years)  Year: n+4 unless specified	Sources of data	Assumptions
<b>Impact</b>	To improve inclusive socio-economic development for Pakistan and all its people.	1. Unemployment rate (disaggregated by sex, age and persons with disabilities)  2. Average household income (disaggregated by sex, age and disability status of household head)	1.1 tbd during inception, (2023)  1.2 tbd during inception, (2023)	1.1. %, tbd during inception  1.2. tbd during inception.	Pakistan Labour Force Survey <sup>22</sup>  Household Income and Expenditure Survey	NA
<b>Outcome 1 (SO1)</b>	To improve sustainable reintegration of Pakistani returnees from the EU and non-EU countries in a gender and disability sensitive manner. (Sustainable Reintegration and Awareness Raising component)	1.1. Percentage of supported returnees who improved their economic status compared to pre-migration situation, based on EU reintegration support (disaggregated by sex, age and disability)	1.1 0% (2023)  1.2 0 (2023)	1.1 60% of returnees (Male 50% & Female 10%) assisted by EU support improved their economic status  1.2 # of returnees (Male 50% & Female 10%) of assisted by EU support acquire job or ensure self-	Feedback survey of assisted returnees  Feedback survey of assisted returnees	Socio-economic development continues to remain key topic on the national political agenda, among development partners and the Government of Pakistan.

<sup>22</sup> [https://www.pbs.gov.pk/sites/default/files/labour\\_force/publications/lfs2020\\_21/LFS\\_2020-21\\_Report.pdf](https://www.pbs.gov.pk/sites/default/files/labour_force/publications/lfs2020_21/LFS_2020-21_Report.pdf)

		1.2. Number of assisted returnees who managed to acquire job or ensure self-employment (disaggregated by sex age, disability status and province) (Aligns with GEF 2.13a)		employment, tbd during inception		There are no significant economic shocks and natural / man-made disasters occurring in the country.
<b>Outcome 2 (SO2)</b>	To improve human-rights based and gender-responsive reintegration policy and process for Pakistani returnees. (Migration Governance component)	2.1. Number of migration management and gender mainstreamed reintegration policies, under implementation with EU support (Aligns with GEF 2.21b)	2.1 0 (2023)	2.1 2	Approved National gender sensitive Reintegration Policy	
<b>Outputs related to Outcome 1</b>	1.1 Enhanced post arrival, social and socio-economic assistance for Pakistani returnees (Provision of socio-economic assistance tools)	1.1.1. Number of improved initial reintegration services provided upon arrival of returnees (counselling, medical assistance, provision of transport to home places, etc.) (disaggregated by sex, age, disability, province and type of service) (Aligns with GEF 2.20)	1.1. 0 (2023)	1.1.2 5.000 (500 women)	Official FIA records of reintegration services	There is continuity in relevant development policies and plans by GoP.  There are no significant economic shocks and natural / man-made disasters occurring in the country.
	1.2 Increased opportunities for sustainable reintegration (socially, psychosocially, and economically) of returnees, particularly women and person with disabilities, within their communities while employing gender, human rights, and age responsive approaches	1.2.1 Number of returnees who received reintegration counselling adapted to individual returnees needs with the EU support (disaggregated by sex, age, disability and province) (Aligns with GEF 2.20)  1.2.2 Number of psychological assistance counselling provided by EU support (disaggregated by sex, age, disability and province) (Aligns with GEF 2.20)	1.2.1 0 (2023)  1.2.2 0 (2023)  1.2.3 0 0 (2023)	1.2.1 7.500 (700 women)  1.2.2 2.000 (200 women) 1.2.3. 2.000 (200 women)  1.2.4. 2.000 (200 women) 1.2.5. 500 (50 women) 1.2.6. 500 (50 women)	1.2.1 Intervention Progress Reports  1.2.2 Intervention Progress report 1.2.3 Intervention Progress Report 1.2.4 Intervention	There is continuity in relevant development policies and plans by GoP.  There are no significant economic shocks and natural / man-made disasters

		<p>1.2.3 Number of legal counselling provided by EU support (disaggregated by sex, age, disability and province) <i>(Aligns with GEF 2.20)</i></p> <p>1.2.4 Number of returnees benefiting from training and technical skills, development measures, provided by EU support (disaggregated by sex age, disability and province)) <i>(Aligns with GEF 2.20)</i></p> <p>1.2.5 Numberof returnees receiving seed-funding/in kind support for starting own business (disaggregated by sex, age, disability and province) <i>(Aligns with GEF 2.20)</i></p> <p>1.2.6 Number of returnees benefiting from long-term counselling support to maintain business, initiated with seed funding/in-kind support (disaggregated by sex, age, disability and province) <i>(Aligns with GEF 2.20)</i></p> <p>1.2.7 Number of returnees benefiting from tailored reintegration assistance programmes for vulnerable categories (e.g. returnees with disabilities, M&amp; F returnees from vulnerable areas) with EU support (disaggregated by sex, age, disability and province) <i>(Aligns with GEF 2.20)</i></p>	<p>1.2.4 0 (2023)</p> <p>1.2.5 0 (2023)</p> <p>1.2.6 0 (2023)</p> <p>1.2.7 (2023)</p>	1.2.7. 750	<p>Progress Report 1.2.5 Intervention Progress Report 1.2.6 Intervention Progress Report 1.2.7 Intervention Progress Report</p>	occurring in the country.
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	1.3 Increased awareness of migrants (including women and men), aspirant migrants, families, communities and local government and private sector actors on safe and orderly migration and perils of irregular migration and sustainable reintegration	1.3.1. Number of people with increased awareness on safe migration, irregular migration and reintegration through community based initiatives (disaggregated by sex, age and province)	1.3.1 0 (2023)	1.3.1 4.000.000 (2,400,000 men and 1,600,000 women)	Record of awareness campaigns and activities	
<b>Outputs related to Outcome 2</b>	2.1 Enhanced capacities of stakeholders in development of gender sensitive National Reintegration Policy and other policy related documents	<p>2.1.1 Number of migration management or forced displacement strategies or policies developed with EU support (Gender Mainstreamed) <i>(Aligns with GERP 2.21a)</i></p> <p>2.1.2 Number of gender mainstreamed strategic migration &amp; reintegration documents, developed with EU support,</p> <p>2.1.3 Number of developed knowledge products (gender sensitized)</p>	<p>2.1.1 0 (2023)</p> <p>2.1.2 0 (2023)</p> <p>2.1.3 0 (2023)</p>	<p>2.1.1 2 tbc</p> <p>2.1.2 2 tbc</p> <p>2.1.3 2 tbc</p>	Draft National Reintegration Policy	GOP ensures continuous political will for the, adoption and implementation of the National Reintegration Policy
	2.2 Strengthened capacities of the national beneficiaries on return and reintegration of Pakistanis.	<p>2.2.1 #Number of officials with increased knowledge on migration/return/reintegration in line with international and EU standards (disaggregated by sex, age, role/designation and institution) <i>(Aligns with GERP 2.23)</i></p> <p>2.2.2: # of inter-agency coordination mechanisms for reception of M&amp; F returnees</p>	<p>2.2.1 0 (2023)</p> <p>2.2.2: 0 (2023)</p>	<p>2.2.1 1. (30% women)</p> <p>2.2.2. 1. tbc</p>	<p>Pre-and post-training evaluation forms</p> <p>Inter-agency coordination agreements</p>	Turn-over of trained officials remains minimal.

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner country(ies).

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>23</sup>.

#### 4.3.1 Indirect Management with an entrusted entity

This action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Prior experience in migration management, labour mobility and reintegration
- Operational capacity for implementation of migration intervention at federal and provincial levels in Pakistan
- Technical competencies in implementation of projects and programmes related to the specific objectives of the action, at both international and national level.
- Geographical experience in the region and similar projects.
- The implementation entails the delivery of all activities under the two specific objectives as referred in 3.2.

#### 4.3.2 Changes from indirect to direct management mode due to exceptional circumstances (one alternative second option)

If the implementation modality in indirect management cannot be implemented due to circumstances outside of the Commission's control, a direct management modality could be used in the form of a grant.

(a) Purpose of the grant(s)

To achieve both specific objectives, outputs and activities as set in 3.2

(b) Type of applicants targeted

Public bodies, NGOs, pillar and non-pillar assessed national and international organisations with experience and capacities in the sectors targeted by this action.

### 4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

<sup>23</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu).

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.5 Indicative Budget

<b>Indicative Budget components<sup>24</sup></b>	<b>EU contribution (Amount in EUR)</b>	<b>Third-party contribution, in currency identified</b>
<b>Implementation modalities</b> – cf. section 3.1.		
<b>Objective/Outputs1-2</b> composed of indirect management with an entrusted entity – cf. section 4.3	EUR 7 000 000	N.A.
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	Will be covered by another Decision	N.A.
<b>Contingencies<sup>25</sup></b>	N. A	N.A.
<b>Totals</b>	<b>EUR 7 000 000</b>	N.A.

#### 4.6 Organisational Set-up and Responsibilities

The action will be implemented with a focus on the federal level and the provinces. The main ministry at the federal level is the Ministry of Human Resource and Overseas Pakistani (MHROP). Furthermore, OPF and FIA with their regional offices will play a major role at the federal and provincial levels.

The EU Delegation will carry out policy dialogue with the concerned authorities to facilitate smooth functioning of the project, foster sustainability and ownership of the Government and advocate continued migration dialogue and cooperation at all levels.

At the federal level, a fully integrated sector-wide joint steering/ governance structure will be established. The main role of the Project Steering Committee (PSC) will be to provide strategic guidance, endorse overall workplans and review project progress, including recommendations in adjustments in implementation. The PSC will analyse planning documents and provide recommendations and orientations if deemed necessary. The internal rules of procedures of the Project Steering Committees will be defined within the first three months of implementation of the project. PSC meetings will be co-chaired at management level by the EU Delegation to Pakistan and the Government of Pakistan and composed of representatives of each participating beneficiary. Interested EU Member State embassies, relevant development partners and CSOs (including representing women and youth) might be invited as observers.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

<sup>24</sup> N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e. for the conclusion of audit contracts and payments.

<sup>25</sup> Consider that for contracts where no financing agreement is concluded, contingencies must be covered by individual and legal commitments by 31 December of N+1.

## 5 PERFORMANCE MEASUREMENT

### 5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The implementing partner will be responsible for monitoring and reporting on indicators of the log-frame matrix at least on an annual basis. This includes the collection of baselines and data (at least on an annual basis).

### 5.2 Evaluation

Having regard to the importance and nature of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

A mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to future planning and any further phase of the action.

A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the range of stakeholders being introduced under the new phase of programming (i.e., Ministry of Human Resources and Overseas Pakistanis and related agencies, potential emigrants and returnees). The final evaluation is of utmost importance as labour mobility and talent partnership project(s) constitute a novel approach in programming and supporting the new initiatives (e.g., the New Pact on Migration and Asylum, EU Strategy on Voluntary Return and Reintegration (2021), the EU updated Skills Agenda for Europe (2020) and the EU Strategy on Combating Trafficking in Human Beings (2021-2025). All evaluations shall assess to what extent the action is considering the human rights-based approach as well as how it contributes to gender equality and women's empowerment. Expertise on human rights and gender equality will be ensured in the evaluation teams.

The Commission shall inform the implementing partner at least three months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

### 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming, and deploying strategic communication and public diplomacy resources.

In line with the 2022 “Communicating and Raising EU Visibility: Guidance for External Actions”, It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions, and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

## List of Abbreviations and Acronyms

AD	Action Document
BE&OE	Bureau of Emigration and Overseas Pakistan
CSO	Civil Society Organisation
DAC	Development Assistance Committee
EU	European Union
EUD	European Union Delegation
FIA	Federal Investigation Agency
GAP	Gender Action Plan
GCC	Gulf Cooperation Countries
KPK	Khyber Pakhtunkhwa
LMRC	Labour Market Research Cell
MFA	Ministry of Foreign Affairs
MIP	Multiannual Indicative Programme
MOI	Ministry of Interior
MOU	Memorandum of Understanding
MPF	Migration Partnership Facility
OEC	Overseas Employment Corporation
OECD	Organisation for Economic Co-operation and Development
OEP	Overseas Employment Promoters
OPF	Overseas Pakistani Foundation
OWFD	One Window Facilitation Desks
PEO	Protector of Emigrants Offices
POEPA	Pakistan Overseas Employment Promoters Association
PSC	Project Steering Committee
SDG	Sustainable Development Goals
SO	Specific Objective