Report

'Policy Dialogue on Internal Migration: Issues and Recommendations'

July 26-27, 2021

GOVERNMENT OF PAKISTAN

Executive Development Institute

National School of Public Policy

Lahore

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RECTOR'S MESSAGE

DR. IJAZ MUNIR
NATIONAL SCHOOL OF PUBLIC POLICY

The Executive Development Institute (EDI) is an integral unit of the National School of Public Policy (NSPP). The School is a prestigious institution for the training of civil servants, provision of executive education & conducting research. It aims at building the capacity of senior civil servants for undertaking tasks of policy formulation and implementation at tactical, operational and strategic levels. The school through EDI aims to provide executive education to public and private sector professionals, including civil society and academia. In addition, its National Institute of Public Policy (NIPP) is involved in research in public policy related issues. All this is achieved in an environment of intellectual freedom so as to generate in them an investigative urge, spirit of rational inquiry and a genuine desire to seek knowledge. The overarching aim of the NSPP is therefore to improve the quality and effectiveness of public policies and management in Pakistan.

EDI is exhibiting a dynamic approach which is reflected by the consistent effort for bringing the public and private sector together to exchange ideas for policy formulation and training. The Institute focuses on capacity building and training of public leaders and senior executives of the private and public sectors to help meet challenging public policy issues of the country. As part of its mandate it also holds policy dialogues. Its objective is to have a 360 degree view of an issue along with making related policy recommendations. As part of this effort, a Two Days' policy dialogue on Internal Migration was held on 26th & 27th July, 2021.

The topic is of crucial importance. Presently, Pakistan is amongst the countries that face high levels of internal migration. This is for a variety of reasons which include voluntary and involuntary factors, such as conflict and climate change, rural-urban wage differentials, better employment prospects, and better living standards etc. In Pakistan, internal migration is an under-studied subject and suffers from lack of data, which hinders proper planning as policies are not backed by verifiable data. This handicap affects management and governance related to internal migration and as a consequence, less than optimal utilization of available resources is available for internally displaced persons.

This Two Days' dialogue has helped identify the main issues and possible solutions. We at NSPP, hope that this report will assist in the better planning, management and implementation of policies regarding internal migration. With a view to share the findings of the Policy Dialogue, EDI has compiled and published this report which is being disseminated amongst stakeholders.

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MR. AHMAD NAZIR WARRAICH
DEAN

EXECUTIVE DEVELOPMENT INSTITUTE
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EXECUTIVE SUMMARY

In view of the importance of the issue and the fact that internal migration causes multiple challenges of governance and requires urgent attention by urban planning and development agencies, a two day online Policy Dialogue on 'Internal Migration: Issues and Recommendations' was held on July 26-27, 2021 by the Executive Development Institute (EDI), the National School of Public Policy (NSPP), Lahore to deliberate on causes and consequences of internal migration and accordingly offer solutions for effective migration management.

The topics that were to be discussed in this policy dialogue were carefully identified so as to cover the main areas of importance with regard to internal migration. Additionally, an effort was made to invite speakers who have expertise in those areas. The participating departments/agencies/ organizations were identified with care to ensure the participants represented a cross section of the stakeholders involved in internal migration. In this regard an effort was made to have speakers as well as participants from both the public sector; including Federal and Provincial departments as well as the Civil society including Academia and International Agencies working in this field. It was a very successful two days' conclave which resulted in a robust thought provoking dialogue leading to useful suggestions by the various resource persons.

The dialogue highlighted the various aspects of internal migration, including problems being faced by the migrants as well as the host community in addition to discussing the reasons for those problems and finally making recommendations for dealing with those issues.

SALIENT ISSUES

The common issues that were highlighted by all the speakers were lack of reliable data and reliance on anecdotal evidence which results in lack of proper planning and operational preparedness to deal with issues arising out of internal migration. Second, is the issue of lack of cohesive and well integrated national as well provincial policies on internal migration and the resultant problems. It was highlighted there is a lack of discussion and sharing of data between the federal, provincial and sub-provincial levels. This lack of integrated policy leads to sub optimal use of available resources. Thirdly the issue of law and order including crime was also discussed which results from this specific phenomenon of internal migration. Again, the issue of lack of reliable data and the need for it was highlighted.

Fourthly, special problems with regard to Sindh, with emphasis on Karachi and also of Balochistan were discussed, as case studies. The issue of unplanned settlements in Karachi was traced back to the partition in 1947 when Katchi Abbadis were built to settle migrants. At the time, it was not possible to

accommodate the influx of migrants on a large scale in urban areas. This led to widening of demand-supply gap of housing and people started living in peripheries and Katchi Abbadis. In addition, generally the continuous expansion of cities had an impact on all urban centres with regard to provision of municipal and civic facilities. These changing trends cause burden on the government for the provision of services. It was pointed out that Balochistan also hosts a great deal of internally migrant people from within the province and cross border Afghan refugee migrants, and consequently faces related issues. The geography and large size of the province and the diverse terrain and multiple agro climatic zones are push factors for intra province migration, causing gap in managing the demands of people. Again, the issue of lack of data and cohesive policy and better coordination between the various tiers of government were highlighted.

Fifthly, an effort was made to understand regional best practices for management of issues arising out of internal migration. In this regard, case studies of Mongolia, Philippines, Myanmar, Thailand, Nepal, Afghanistan and Bangladesh were discussed.

All the speakers highlighted the need for reliable data and some of them mentioned some useful data sources such as United Nations Higher Commissioner for Refugees (UNHCR), Global Internal Displacement Database (GIDD) and IOM's Displacement Tracking Matrix (DTM). It was pointed out that one of the challenges with respect to internal migration management is related to 'Track, Measure and Document'. The monitoring of movement from one place to another is a challenging task as people do not register themselves after settlement in urban areas. Thus they cannot receive basic social amenities of life such as health, education and employment. The Speakers also highlighted the need of mainstreaming migration into formal national and provincial policymaking. Internal migration has the potential to affect the crime situation in the host community so if the underlying factors of crimes are not addressed holistically, then it becomes a challenge for the law enforcement agencies.

A synopsis of the policy recommendations emanating from a lively debate and discourse are discussed in this Report. It is important to mention here that some of the excerpts are re-phrased on some occasions for the purpose of clarity along with verbatim quotes.

AN OVERVIEW OF INTERNAL MIGRATION IN PAKISTAN

<div style="text-align:center">**Synopsis of Lecture Discussion**</div>

Dr. Muhammad Nizamuddin is a prominent academician and is recipient of the Sitara-e-Imtiaz for his contribution to higher education development in Pakistan. He has also served as the Chairman of Punjab Higher Education Commission. He served as the Vice Chancellor of the University of Gujrat and Government College Women University, Sialkot. Currently he is serving as Pro-Rector at the Superior University, Lahore and as a Member of the Technical Committee of the Government of Pakistan for the next Population Census, 2022.

Dr. Nizamuddin said that Pakistan is home to the world's 10th largest labour force. The bulk of the country's demographic dividend is in the age bracket 15-64 years. The national economic growth, while slow in the past few years, is unevenly distributed across the rural and urban areas. The urban economy, which houses 38% of the population, generates 78% of the Gross Domestic Product (GDP), whereas, the rural economy with the remaining 62% of the population contributes one-fifth to the national GDP. He went on to say that unequal distribution of the economic dividend across provinces causes internal migration and labour mobility. The development differential between and within provinces is marked by unequal access to schooling, healthcare and employment opportunities, which has, to some extent, also contributed to internal migration.

> *Pakistan's internal migration is unregulated and laissez faire.*
> *This means that the trend of internal migration is prompted, among other reasons, due to free unrestricted movement opportunities without any government intervention or regulation.*

He said that Migration contributes positively to sectors like agriculture, manufacturing, construction and services. Other than the quest of economic opportunities, internal migration over the years has been an outcome of protracted crises, violent conflicts, natural disasters and persistent poverty whereby people choose to move to a location that plausibly offers them relief from such problems.

Internal migration is a dynamic and important phenomenon but its importance is overshadowed by international migration which attracts more scholarly and public policy attention. With shrinking job opportunities in smaller cities and towns, large cities have witnessed a surge in internal migration. During such "growth spurs" in the large metropolises, workforce from various corners of the country

tend to migrate from low-productivity jobs to more productive jobs for monetary benefits.

He went on to say that every historical era has witnessed migration, not least the 20th century, in which a vast movement of people has reshaped culture, politics, and economic systems. Internal migration is considered to be a lever of economic growth and social development and cannot be halted. Its benefits are manifold; being a driver of growing urbanization and greater civic opportunities. It is however not without its set of challenges especially for host cities.

He opined that ascertaining the exact number of internal migrants is almost impossible in the absence of statistical evidence and organized studies. Although internal migration is constant yet there has been little commissioned work on it therefore conclusions are not complemented with coherent policy and planning, urban design or regulatory processes. It is necessary to incorporate internal migration into policy planning and take cues from the examples of countries like China, which according to him had previously barred its population from migrating within the country but is now redirecting its labour force to places where it promotes economic growth.

In conclusion, he said that while formulating a coherent response to internal migration, there is a need is to address the lack of reliable data which presents a barrier for effective decision-making. Many countries including Pakistan do not restrain free movement. However, some of them maintain a regular database of migrant populations for purposes of urban planning which can be adopted and utilized effectively as a policy tool for planning and enforcing policy on internal migration especially in areas where inequalities and wage differentials are causing exploitation and inequalities. Research on these areas will provide much needed information for statistically based decisions. It is necessary to support research institutions to achieve this task for cogent policy outcomes.

RECOMMENDATIONS AND WAY FORWARD

The learned Speaker made the following recommendations for evolving an Internal Migration Policy Framework:

- **Policy and Research Units**

It is necessary to study the pattern of urbanization and internal migration in every province and formulate policy based on empirical information. For this purpose, setting up research centres/units are essential to make district-wise studies so as to find out which cities attract more people. This will provide much needed information to the government on the flow of rural-urban migration;

   a) **Setting up of a National Commission**

This is needed to carry out a centralized study of data on internal migration so as to formulate a national policy on internal migration.

   b) **Developing a National Database on Internal Migration**

Instead of regulation, there is a need of documenting the flow and patterns of internal migration. This will help in civic planning. It will also enable the directing of labour to areas where most required.

- **Developing Intermediate Cities**

Unplanned urbanization and expansion of mega cities has resulted in slum dwellings which increases health hazards. Intermediate cities or towns can serve as bridges between large cities and rural areas by facilitating access to labour markets. Instead of focusing on megacities, smaller towns should be developed to ease out the congestion from bigger cities. Local entrepreneurs can be encouraged to develop city centres in small cities where citizens can access all facilities without having to travel to bigger cities.

- **Provision of Technical & Vocational Training**

There is a need to plan the provision of training of technical and vocational education for internal migrants.

EVIDENCE BASED PLANNING USING STATISTICAL DATA ON MIGRATION: A CASE STUDY OF THE URBAN UNIT, PUNJAB

Synopsis of Lecture Discussion

Dr. Nasir Javaid is a distinguished 16th CTP PAS (Pakistan Administrative Service) officer who pioneered the idea of establishing an evidence-based research Centre, the first of its kind in Pakistan, in the form of the Urban Unit, Punjab. He led the Unit since 2006 until 2018 and was involved in ground breaking research, paving the way for data driven policy reforms in the Punjab

Dr. Nasir Javaid said that public policy cannot be evolved from anecdotal experiences. It needs to be based on evidence and data. No progress can be made without statistical data which is important to understand economic growth, development.

He informed that according to the recent Economic Survey of Pakistan, the agriculture sector contributes 19.2% to the GDP and employs around 40% of the total labour force of the country. In comparison, urban centres contribute more than 70% to the national GDP and employ more than 60% of the labour force. In this context, at least 65% to 70% of the total population needs to be urbanized for Pakistan to be counted in the list of Developed Nations. Currently, with around 60% of the population in rural areas, it is not possible to provide standardized services to rural and urban populations alike.

> *Evidence holds paramount importance in the decision-making for the urban planning, policy formulation and implementation*

China has had an extraordinary economic boom over the years which has been accompanied by massive urbanization. In the 1950s, 13% of people in China lived in cities. By 2010, urban population had grown to 45%. It is projected to reach 60% by 2030. The country's demographic transition from an overwhelmingly rural population to a predominantly urban citizenry has been at a phenomenal pace. He said that till the 1970s, China shared the traditional anti-urban mindset of many developing countries and had an unambiguous prejudice against urbanization. The strong Chinese perception about the linkages between urbanization and economic growth gradually departed from past thinking in favour of a strategy based on rapid urbanization, aided by directing the poor rural populations towards cities for employment.

In the case of Punjab, he shared data from studies of The Urban Unit, Punjab showing that the major internal migrant recipient districts are those with major cities. The five districts, namely Lahore,

Rawalpindi, Faisalabad, Gujranwala and Multan receive 55% of the total migrants within the province. The district of Lahore alone receives 23% of migrant labour, followed by Rawalpindi, Faisalabad, Gujranwala and Multan respectively.

In the provincial context, he informed that Punjab has been the most rapidly urbanizing province of Pakistan. In 1951, 17.4% of its population lived in urban areas. In 2017, the figure exceeded 37% of the total provincial population of 110 million. Other than Lahore, Punjab has five cities with a population of above a million, and another ten cities with a population of 500,000. All cities of Punjab occupy only 1.37% of the province's land mass. Of this urban land, around 87% is occupied by 50 major cities of Punjab. Notwithstanding substantial growth in population ratios, these urban centres have not yet transformed into economic hubs. It is necessary to transform Punjab's urban centres into economic engines by expanding areas of economic and recreational activities instead of a planning approach which is heavily centred around housing.

He said that due to the work carried out by Urban Unit, there is a substantial statistical data available which may be put to use for policy formulation for purposes of an integrated internal migration and urbanization policy. Data collected using spatial strategy can be used to identify the city and district which has attracted migrants over the years.

Dr. Nasir Javaid said that contrary to popular perception, urbanization does not lead to narrowing of agricultural land mass. The conversion of arable land around cities for urban use is divided into two categories: planned new expansion areas and unplanned informal settlements on either private land or mixed private and state land. He said that skeptics view urbanization as a problem which can imperil food security and farming. Contrary to this perception, data shows that during the peak of Punjab's urbanization between 2000-2015, around 400,000 acres of agricultural land were converted into new housing projects. Water which was previously used to irrigate these lands was diverted by the irrigation department to convert 300,000 acres of barren land into arable land which goes to show that urbanization led to increase in per acre irrigation and had consequent agrarian benefits.

As data collection and its mining intensifies, urban planning and development can avail greater benefits through research which can be the cornerstone for guiding internal migration policy. The primary objective from any data analysis in this regard ought to be the concern for economic development and growth in such cities which are the magnets for attracting migrant workers. He was of the opinion that contrary to generally held perception, building of new cities is not a viable option. They are expensive to set up and require new facilities which can only be feasible if there is a certain threshold of population density. Cities across Punjab do not reflect a uniform growth pattern. Lahore, Rawalpindi and Gujranwala show rapid urbanization growth whereas Bahawalpur, Multan and Sargodha indicate decreased or a stagnant growth rate. It shows that some cities offer greater economical impetus to migrant labour therefore public policy formulation needs to focus the migrant flow towards areas where it is most required.

RECOMMENDATIONS AND WAY FORWARD

Dr. Nasir Javaid made the following recommendations for evolving an Internal Migration policy framework:

- **Statistical Data for Urban Planning and Internal Migration**

To prevent ad-hocism and influence of anecdotal data from effecting/tainting the empirical requirements of a robust internal migration policy, there is a need for having a reliable database of migrants. It is necessary to collect accurate data and then to mine the said data effectively for making policy and administrative interventions.

- **Strengthen Existing Urban Centres**

Directing resources towards urban centres is a priority in view of urban density and potential for national economic development. It is necessary to empower migrants by providing them training and work opportunities so that their economic potential can be harnessed to its full potential.

- **Institutional Reforms for Urban Management and Planning**

It is important to strengthen institutions dealing with urban management so as to direct energies and resources towards improving economic progress and development

DEVELOPING SUCCESSFUL OPERATIONAL PRACTICES: CASE STUDIES OF FOREIGN COUNTRIES

Mr. Tomas Ernest is working as the Senior Regional Labour Mobility and Human Development Officer with IOM. He recently joined the Organization as a Socio-Economic Response Officer for Covid-19.
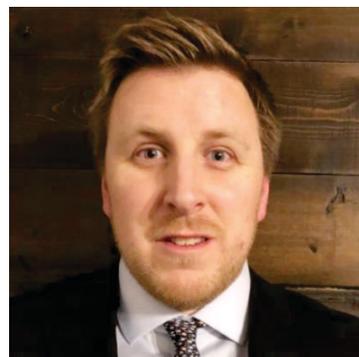
Mr. Victor Lutenco is Programme Manager, International Organization for Migration (IOM) in Mongolia. He started his career by working to prevent human trafficking and has now 15 years of experience in managing development programmes with a special focus on migration. He has worked with government entities, international organizations and NGOs in Moldova, as well as in the U.S., Russian Federation, Italy, Armenia, Belarus and Central Asia.

The resource persons were of the view that for any progress on internal migration, the reliance on data is essential. When studying internal migration, major sources of data can be accessed from the United Nations Higher Commissioner for Refugees (UNHCR), Global Internal Displacement Database (GIDD) and IOM's Displacement Tracking Matrix (DTM). Data of the UNHCR is centred upon conflict or violence induced migration (internal and cross-border). GIDD focuses on conflict and natural disaster induced internal migrations aided by International Organization for Migration's DTM system, which is the largest source of data on internal migration on a global level.

> *In the Asia-Pacific, the most important and challenging aspect of internal migration governance is related to 'Track, Measure, and Document internal migration.*

Pakistan has witnessed urban migration at a record level which has spurred rapid urbanization. In the Asia-Pacific, the most important and challenging aspect of internal migration governance is related to 'Track Measure and "Document" internal migration, especially after natural disasters. In 2009, the

UNDP shared a global estimate of 740 million internal migrants. This, however, is a conservative estimate.

The DTM tool is a system to track and monitor displacement and population mobility around the globe through mobility tracking, flow monitoring, registration, and serving. The DTM data is available in the forms of raw data, geographic information system (GIS) products as well as online portals and reports. DTM has been active in over 90 countries since 2004 Afghanistan, Bangladesh, Pakistan, Philippines, Mongolia, Myanmar, Thailand and Nepal.

In recent times especially the Covid situation, factors like strict lockdowns, unemployment and social distancing rules have led to a chaotic return to homes by internal migrants in many countries around the world. In Brazil and India the difficulties for internal migrants and those returning from abroad have multiplied with worsening living conditions. Migrants have faced social exclusion due to the perception of being carriers of the disease.

Internal migration policy needs to be studied with empirical evidence. An example of Mongolia can serve as a useful illustration in this regard where typical urban-rural development discrepancies had led to a high rate of internal migration over the years. There has been rising unemployment, weak educational opportunities and infrastructure in underdeveloped areas which has led to rapid

> *It is important to consider the 'migration duality' which means that while migration can be a potential enabler and accelerator for development it can also become a source of grave vulnerability for migrants.*

urbanization. The government failed to register the population movement leading to loss of livestock and livelihoods as most herders moved to Ulaanbaatar as a coping mechanism strategy.

The 2020 census in Mongolia has indicated that that every fourth Mongolian is a migrant which explains generations of migrants settled in the capital city.

Mr. Tomas Ernest

Mr. Tomas Ernest said that many social and economic problems can be addressed by analyzing statistical data on internal migration. Data provides interesting answers about why people migrate. It shows that decision-making is essential to determine internal migration destinations and are often taken by those who have to bear a bigger burden of workload while living on the countryside.

He said that although internal migration is difficult to regulate it is imperative to document. It is difficult to monitor being dynamic in its nature. For one, people do not register immediately upon arriving in urban centres. This results in exacerbating vulnerabilities including the difficulty in finding jobs, accessing health and social services as well as education etc.

He further said that in January 2017-January 2020, the local public administration of Ulaanbaatar

refused to register newly arriving migrants into the city in order to discourage internal migration. IOM did a key impact assessment of the migration patterns which revealed that despite the official migration ban, migration still continued. Weak reforms made the migration appear invisible in official records and in turn increased the vulnerabilities of different sections of the migrant community.

He suggested that in order to improve migration management, official data on internal migration needs to be generated. In this regard he informed that in Mongolia, IOM in collaboration with their national and local governments launched a project titled 'Understanding and Managing Internal Migration in Mongolia'. The second step was to improve migration governance and incorporate it into mainstream national, local and sectoral policies. The third step includes implementation of targeted interventions to reduce vulnerabilities of internal migrants through improved access to information, services and targeted programmes. As a result, Mongolia has become the first country in the world to adapt and implement DTM. Flow Monitoring in Ulaanbaatar in the context of COVID-19. Now, at least six checkpoints have been established around the peripheries of the city and all movement is constantly monitored. Extensive data has been collected for analysis. This move has helped in enhancing the fight against the pandemic. IOM has also carried out a DTM Mobility Tracking Pilot Assessment by taking screenshots of population changes in the areas under consideration.

He said that the Mongolian case is the closest to Pakistan's context of internal migration. It is important to consider the 'migration duality' which means that while migration can be a potential enabler and accelerator for development it can also become a source of grave vulnerability for migrants. It is therefore essential to mainstream migration into formal national and provincial policy so that migration takes place in an orderly manner. What really works is to enable better integration of migrants to reduce their vulnerabilities. Well integrated migrant workforce means that the workers would not only produce more for themselves but also for their new place of residence.

RECOMMENDATIONS AND WAY FORWARD

Both Speakers made the following recommendations for evolving an Internal Migration policy framework based on their experience of countries that they have worked in.

- **Monitor Migrant Flow in Peripheries**

Fringe areas around city outskirts absorb new migrants and are often not identified at an early stage. There is a need to conduct further research into intra- or inter-regional migration in these areas for better governance.

- **Lessons from International Best Practices**

Focusing on international practices regarding internal migration such as the case of Mongolia will provide important lesson for policy interventions.

- **Lessen Vulnerabilities by Policy Interventions**

Foremost is the need to lessen the vulnerability of internal migrants by providing additional employment and social integration opportunities. Equally important is to prioritise regional development to retain human capital in rural areas, improve resilience to natural disasters and displacement, and stimulate 'reverse migration' amongst urban dwellers. The most important dimensions of this approach revolve around job creation, improvement in quality of living and education.

- **Prioritise Investments in areas of Out-migration**

Another very pertinent move is to prioritise investments in out migration areas for balancing the educational system, which includes access to educational resources and infrastructure. A vast majority of universities or vocational training centres are concentrated in urban centres leading to natural flow of migrants to these developed spaces and overburdening them.

- **Towards Gender-Centric Internal Migration Policies**

The needs of women may be studied with regards to family friendly policies in rural areas and interventions for the provision of sustained livelihoods.

- **Evolving better Information Systems through Displacement Tracking Matrix (DTM)**

Another successful approach is to support/enforce better information systems. With better information, people tend to make meaningful choices.

- **Registration Must be Made Mandatory**

It is important to make residency registration mandatory but also easier for migrants.

GENDER AND INTERNAL MIGRATION: EMPOWERMENT, EMPLOYMENT AND FAMILY

Ms. Peppi Kivinimei-Siddiq works as a Senior Regional Protection and Assistance Specialist at IOM Regional Office, Asia and the Pacific (Bangkok). She has worked in IOM's country office in Bangladesh and led IOM's Rohingya response. She has significant experience working with BRAC, Bangladesh and Dow Jones Newswires, London.

Dr. Fareeha Zafar is serving as a Professor, Graduate Institute of Development Studies, Lahore School of Economics. She has worked as a Director, Society for the Advancement of Education (SAHE) Lahore and is Director Designate, Centre of Excellence for Women's Studies, University of the Punjab. She has numerous publications and research work on various topics particularly, on Gender.

Ms. Peppi Kivinimei-Siddiq

Ms. Peppi Kivinimei-Siddiq said that the data on gender and internal migration is limited, making it difficult to develop and implement evidence-based policies and effective interventions. The topic is often overlooked and is compounded by the fact that absence of a strong evidence base is a grave problem in itself.

> *Pakistan has taken great strides in ensuring gender equality in line with Vision 2025, but it still has a long way to go.*

She opined that in Pakistan gender vulnerabilities affect female migrants. Though Pakistan has taken great strides in ensuring gender equality in line with Vision 2025, it still has a long way to go. The country ranks low on the Global Gender Gap Index which reports the freedom of reproductive rights exercised by women and it is no surprise that internal migration further exacerbates it.

She informed that gender-based violence in South Asia is high, especially in Pakistan. A predominantly patriarchal culture hinders women from participating in the labour market which is presently very low at around 22%. Interestingly, the cotton industry which is the major revenue generating crop for Pakistan, accounts for 40% of labour force where 30% are women.

She said that family migration is on the rise in Pakistan, mainly due to employment and development opportunities that can be made available to the entire family away from the rural setting which is losing its attraction over time. Although migration occurs, womenfolk remain most vulnerable and suffer various problems, the foremost challenge being of accessing of rights and services in hosts destinations. This includes not having a permanent address or access to a widow fund that might have previously been accessible in the home province, or even access to education or shelter.

According to her internal migration also affects a woman's right to vote and contribute to public life, policy making and politics. It is equally important to look at the impact of migration on family members that are left behind, especially if those members are wives and children of men who migrate for work elsewhere. In the absence of the husband or male figure, a woman is expected to take on additional roles like working in the agriculture sector in addition to looking after the family. Even then, the women may have no access to the networks or communication channels that their husbands would have had.

She further said that in addition to such issues is the reality of large income disparities between male and female workers for the same type of work. Unequal pay and lack of opportunities of technical training discourages women from moving up the ladder at the workplace. Ready access to healthcare or children's education cannot be provided by small scale employers and this leads to a new set of challenges for female workers with families. She maintained that additionally there is the issue of domestic and gender-based violence which is a widespread phenomenon in South Asia. The situation becomes worse when a woman does not have access to social services that deal with gender violence and domestic abuse. Domestic violence leads to social crimes such as women and children trafficking, early child marriages and sex trafficking.

Dr. Fareeha Zafar

Dr. Fareeha Zafar said that there are multiple recognised types of migrations based on origin-direction of movement; urban-urban, rural-urban, rural-rural and urban-rural. However, there is a significant problem of finding data to measure the quantum of migration and migrants. However, there are different data sets that one can look into in the context of Pakistan.

She said that the Population Census has used certain criteria for defining migrants but there have been significant changes in the number and size of districts due to which it is difficult to measure the size of migration. Only in the 1951 and 1961 Census, a question on migration was asked, but most of the later censuses as well as other data sets have not addressed this question in particular.

There are few data sources in Pakistan to enable work on internal migration. The report of the last Census is still awaited therefore we are relying on census data that was released back in 1998.

> ***More studies have been conducted on the trends of male migrations while the area of female migration has continued to remain neglected***

The Pakistan Labour Force Surveys of 2017-18 included questions on migration along the Multiple Index Cluster Surveys specifically asking how long a person has been a resident of the area where he/she is currently residing. The Pakistan Demographic Household Survey which is the part of the Pakistan Social Living Standards Measurement Survey is another source of important data on migrants and especially on women migrants.

She opined that looking at trends in migration and gender, more studies have been conducted on the trends of male migrations while the area of female migration has continued to remain neglected. Serious studies have only begun over the last 10 years. According to a research conducted in Kenya, the larger the family of a rural-urban male migrant, the greater the chances for the family to remain behind in the village. This indicates that size of the family determines whether a woman may migrate to an urban area with her husband. The same analogy can be applied to Pakistan as well.

She said that marriage is a predominant determinant of female migration. According to the Demographic Household Survey (DHS) of 2017-18, marriage is the most important reason for migration for women above the age of 21, thus showing that migration trends differ according to age. At times it also leads to migration from a more developed and affluent area to a less developed one.

She further said that fertility rates of migrants also impact demographic trends of migration, even though the children may not themselves be migrants. Under such circumstances, children would be left behind with the grandparents while both parents migrate to the city for work. Another predominant factor is family migration which in turn impacts female migration. According to the DHS survey, 43% of lifetime migrants attribute 'moving with household head' as their main reason for migration. The survey also shows that fewer women migrate for employment, while a small number of them migrate for higher education due to dearth of good educational opportunities in rural areas.

According to her low-income or poor women normally face problems due to migration. Although it does not guarantee that affluent women do not face problems yet the scope of problems is not as intense. Low income or poor migrant women lack education and technical skills due to which they work at the lowest level of the workforce by finding work as domestic help at best. These women are more inclined to work at least in two other part time jobs to make ends meet. The problem associated with this situation is that most work on a part-time basis comes with low or no job security as well as exploitation by male members of the household. Under these tough circumstances women find themselves without a social network of support which in turn leads to further exploitation of women on the streets.

She said that migrant women also have the added responsibility of looking after the children and managing the household in dismal living conditions. There are limited mobility options especially if they belong to an ultra-conservative group where they are mostly restricted to the household and isolated from people around them.

According to Pakistan Vision 2025 the specific goals for the promotion of women's empowerment are activities that promote women's self-worth, right to determine their choices, access to opportunities and resources, right and power to control their lives – both within and outside the home – and ability to influence social change.

She informed that a recent study on women empowerment titled 'Survey-based Women's Empowerment' (SWPER) based on the DHS data of 2017-18. A women's empowerment index had also been created for the study which attempts to include all dimensions of empowerment captured by DHS data. This SWPER index measures empowerment in three dimensions; attitude to violence, decision-making and social independence.

She said that when one talks about migration and empowerment, one finds that poor populations can access opportunities that minimize poverty through migration strategies. Rural communities consider migration as a process through which they can be free from the vicious cycle of poverty. A study in the Faisalabad district of Pakistan found that internal migration had a significant effect on reducing poverty in rural areas, while other studies have demonstrated the association of rural-urban migration on fertility (i.e. women tend to have lesser children when they move to urban centres), child health because of better access to health services, health service utilization, and mortality rates.

Dr. Fareeha Zafar said that women may move to secure better opportunities for themselves but conversely migrants may not be representative of the population and may be prone to positive selection based on wealth or education. This gives rise to a problem that if women have no choice in migrating or do so to fulfill a need rather than working on personal advancement, moving may leave most women ill-equipped to adapt and integrate into new environments.

Education proves critical in determining how women integrate into urban life and reap its benefits. Education is associated with higher empowerment, but equality in education between the spouses is more important in the collective decision-making process, meaning women with higher education would play an important role in this respect. The DHS survey asked a question whether women justify wife beating for various reasons, including cooking the food and completing household chores. A trend of not justifying domestic violence also exists among migrant women who settle in urban areas, which indicate a change in the overall attitude.

She informed that migrant women who are from urban areas have positive associations with empowerment whereas rural-urban movers are found to be disadvantaged. Policies that protect or enable internal migrants to integrate successfully are rare despite the fact that the number of internal migrants is four times the total number of emigrants in Pakistan.

RECOMMENDATIONS AND WAY FORWARD

Ms. Peppi Siddiqi & Dr. Fareeha Zafar made the following recommendations for evolving a better Internal Migration policy framework:

- **Prioritise CNIC Cards for Migrant Women**

Acquiring of national identity cards is crucial for women yet they find it difficult on account of dependence on male members of their family to get an identity card. Procedures for CNIC cards for women may be simplified and prioritized.

- **Access to Microfinance to curb Vulnerability**

Migrants should be provided access to microcredit schemes to improve their living conditions.

- **Social Inclusion of Migrant Women**

The government may promote and encourage the private sector in implementation of policies pertaining to social inclusion of migrants especially women with regard to employment and protection from exploitation.

- **Data Collection at District Level**

There is need for evidence based planning which is possible with the proper tool of data collection and analysis. Information regarding movement patterns and new migrants within and between districts needs to be dynamic

HEALTH CARE FOR MIGRANTS DURING CRISIS: LESSONS FROM COVID-19

Synopsis of Lecture Discussion

Ms. Raheela Saad is an officer of the Pakistan Audit and Accounts Services. She has previously worked at the National Disaster Management Authority and has a number of publications to her credit. Ms. Raheela is currently working as the Director General in the office of the Auditor General of Pakistan.

Ms. Raheela Saad said that the majority of internal migrants in Pakistan mostly comprise of unskilled labourers working in the informal sector. Because of migration within their own country, their stories have not been told Instead, their plight is often subsumed in the official data. Unlike international migrants, who have recourse to the support of international or host country organisations, internal migrants are usually not an officially recognized entity therefore they are at high risk especially during critical periods of history such as the current pandemic.

She informed that according to the International Labour Organisation (ILO) there are around 272 million international migrants worldwide. Personal, social, situational and structural factors impact their plight but due to paucity of data, it is not possible to frame a coherent response regarding them especially in disaster management, which is a lead driver of internal migration.

> *There is a lack of data on internal migration due to which no public agency can make relevant interventions therefore this limitation must be overcome. Internal migration research must be prioritized in universities and public sector research institutes.*

She said that a typical characteristic of migrant workers is that they are mostly low skilled workers who usually lack access to quality healthcare in Pakistan. They often live in dismal conditions in overcrowded and suboptimal environments. A majority lives in places which by no means can qualify to be fit for living. They do not have adequate safety nets in case of illness or need for medical attention. Furthermore, many migrants usually do not speak the local language and have cultural and religious differences that create barriers in social assimilation in the host region. They can thus neither access nor comprehend information in a language they can understand.

She highlighted that usually when a disaster occurs, people move to more promising or safer places in search of better employment opportunities, food security, and better health facilities. However, the world has witnessed something starkly different during the COVID-19 pandemic whereby countries have had to close off their borders greatly impacting the mobility of people and the process of

migration. Similarly, countries like Pakistan who depend largely on exporting labour to various countries have had to bear the brunt due to temporary suspension of labour migration.

She said that although data is scarce on internal migration in Pakistan, the Labour Survey Report of 2019 shows that that there are more than 9 million migrant workers across the country. Out of them 45% are engaged in informal activities including day-wage labour, construction work, domestic help or factory jobs. 65% of migrant workers are residents of mainly 15 districts across Pakistan, with over a million workers in Karachi, followed by Lahore and thereafter Faisalabad, Rawalpindi and Islamabad. The problem is exacerbated during a crisis situation like the pandemic as the migrants who do not have access to a healthcare system are also not easily targeted for vaccinations or testing and are not only themselves at risk, but also a risk for its transmission.

Ms. Raheela Saad said that social protection networks are essential in any civilized society. However, for internal migrants, these networks are again very limited. A huge share of populations which works in the informal work as daily wage labourers have faced joblessness and have been the first to be laid off during the pandemic. Their internal remittances which serve to support their households in rural areas are thus severely affected which in turn spurs poverty, diseases and economic insecurities in their families and homes in source or rural areas. It is therefore not surprising that Covid-19 has deepened poverty and reinforced inequality, social tension and also causing increase in crime rate.

She informed that throughout the first wave of COVID-19, migrants were exposed to an experience of adverse psychological stresses which are common to the phenomenon of migration such as chronic poverty, malnutrition, cultural bereavement, lack of social protection systems, changes in identity, substance abuse and poor access to healthcare etc. But this time the problems got compounded to unanticipated proportions. Policy frameworks involving mitigation of crisis for migrants were also not developed as service providers were found to be ill-prepared. Not only Pakistan, but all countries lacked any proper mitigation plan or preparedness strategy. It is therefore no surprise that with the first step of disaster response missing, all subsequent steps were ad hoc and experimental.

She informed that any strategy on disaster management encompasses various stages. Firstly, is the need for mitigation and preparedness, involving prevention engineering, regulations and enforcement and disaster prevention education. Secondly, there is a need to strengthen response capacity in which typically there is provision of makeshift shelters particularly for the disadvantaged groups, rescue and medication. Third is recovery it is a capacity involving dynamics of the economy and social networks. The Disaster Risk Reduction (DRR) strategy has shifted from disaster management to disaster risk management by setting goals for preventing new and reducing existing disaster risks by strengthening community resilience through socioeconomic and other development measures.

She said that despite severe resource constraints, Pakistan's response capacity, compared to other developing countries has been appreciable and has resulted in curtailing the spread of the COVID-19 virus to a comparative extent. The pandemic, however, has had a massive impact on the economy with many international migrants being sent home and many internal migrants rendered penniless. This is

where the third phase of recovery capacity starts whereby a State extends monetary help to those most affected. In the case of Pakistan, the government has reached out to many affected by the pandemic in the form of initiatives such as offering an affected household with a monthly stipend to sustain the aftermath of this disaster etc. Disaster mitigation requires economic depth to withstand but Pakistan being resource constrained cannot be expected to sustain the livelihood of both internal and international migrants if another catastrophe like the COVID-19 pandemic resurfaces.

RECOMMENDATIONS AND WAY FORWARD

Ms. Raheela Saad made the following recommendations with regard to Disaster Management with an emphasis on pandemics:

- **Effective Migrant Based Disaster Management Governance**

Each policy's multiple tradeoffs may be considered in designing a response to Covid-19 on the whole but in a systematic and focused manner for internal migrants as a separate and vulnerable group amongst the mass of people.

- **Priorities and Harness Potential of Migrants**

Focus on internal migrants and their social inclusion as a priority and redirect resources towards those sections of society which are most vulnerable.

- **Develop a Valid Database on Internal Migration**

There is a lack of data on internal migration due to which no public agency can make relevant interventions therefore this limitation must be overcome. Internal migration research must be prioritized in universities and public sector research institutes.

IMPACT OF INTERNAL MIGRATION: FOCUS ON BALOCHISTAN AND SINDH

Mr. Arif Hassan is a Pakistani architect and planner, activist, teacher, social researcher and writer. He studied architecture at the Oxford Polytechnic and has worked in Europe in various architect's offices. Upon his return to Karachi in 1968, he established an independent practice which slowly evolved into dealing with national and international urban planning and development issues. He has taught at Pakistani and European universities and lectured widely in the world.
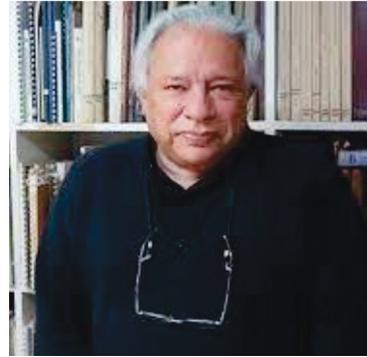
Mr. Rafiullah Kakar is working as Director Strategic Planning and Reforms Cell at the Planning and Development Department (P&D), Government of Balochistan. He is a policy analyst and development professional with over eight years of experience in strategy and policy development, institutional reforms, strategic planning and monitoring, and political economy analysis. His sectoral specialties include youth development, public sector management and reforms, and conflict & peacebuilding.

Mr. Arif Hassan

Mr. Arif Hassan informed that in 1941 the areas that constitute today's Pakistan had a population of 28 million, 14.2% of which was urban. A decade later, the population rose to 33 million with 18% urban. By 1998 around 32.5% of the 130 million population was urban. These figures are however not statistically comparable because prior to 1981, Pakistan followed the colonial definition of "urban", which was determined by three elements: settlement size, population density and the level of employment ratio between agriculture and non-agriculture professions. This definition underwent change in 1981, whereby a settlement could be classified as "urban" only if it had an urban governance structure leading to the classification of peri-urban areas as rural. Thus, if the older definition was followed, Pakistan would be considered as more than 50% urban today.

He said that Pakistan has witnessed major waves of migration affecting its urban demography. In 1947, around 6.5 million people migrated from India to Pakistan while 4.7 million emigrated the other way

leading to an approximately 6.3% increase in Pakistan's population in the span of a few months. According to him the 1951 Census indicated that 48% of the urban population of Pakistan originated in India a colossal change whose repercussions were not adequately recognized or dealt with.

He informed that according to the 1998 Census there were approximately 10.8 million migrants, of which 64% migrated to urban areas while 24% went abroad. Currently, yearly migration figures stand at an approximate 3.2 million. Of this, Karachi alone receives 360,000 yearly migrants. He said that initially, migration to Karachi took place from areas where skills were available, leading to the largescale migration of skilled workers from Punjab, including motor mechanics, electricians, plumbers, carpenters and the like.

> *Recent spikes in internal migration has led to new demographic realities especially in Karachi. There are now ethnic hubs and locales such as 'Saraiki' areas, 'Baloch' communities etc. A significant social change has been observed within a short period of two generations.*

Regarding the migrant mix, he observed that the first to migrate are artisans. This is perhaps owing to the fact that their skills are more in demand in the expanding urban centres such as Karachi. Also is the fact that certain trades are dying or redundant; for instance, the *kumhars* have migrated because earthenware utensils have been replaced by factory-produced plastic and metal. Impacted by loss of value for their merchandise, they have adapted strategies such as moving to larger cities for adopting diverse business such as manufacturing of flowerpots and decorative items which are in demand by the city dwellers. In the same vein, *lohars* no longer manufacture agriculture-related tools, nor do *meghwar* weavers weave cloth on handlooms. Similarly, *chamars* no longer make shoes. All these products are now industrially produced in cities and sold in the rural areas. This makes rural-based artisan skills in a great demand in the expanding urban centres. Now, Sindhi carpenters and masons, unlike before, are increasingly seen working on building sites in Karachi, just as more and more *Tharri* tailors are seen working in garment factories of the city. The emerging educated, job-seeking middle class finds Karachi as their first choice for employment as the vast majority of jobs are located there.

He said that recent spikes in internal migration have led to new demographic realities especially in Karachi. There are now ethnic hubs and locales such as 'Pashtoons', 'Saraiki' areas, 'Baloch' communities etc. He said that a significant social change has been observed within a short period of two generations. For instance, in the Pashtoon settlements of 1981-82 no woman went out to work. TV was not permitted for womenfolk, and older leadership spoke their local language. Today, these settlements have evolved whereby loads of women work in garment or pharmaceutical industries etc. and are far more emancipated in their approach to work and lifestyle.

The phenomenon of out migration has had negative consequences in source areas. For instance, the migration of artisans has impoverished rural societies. Resultantly dependency on urban manufactured goods has increased. This impoverishes rural areas further leading to more out-migration.

He went on to say that there is another important phenomenon, A disproportionate occupation of land has occurred over the years. In Karachi, despite availability of 2,000 hectares of land within the city, it is observed that poorer sections of population have settled 30 kilometers away while the elite has acquired hold of this land through tactics not least of all being coercion, bribery, political influence and encroachment. Land policy and planning reflects an inbuilt anti-poor, pro-speculation elite bias. For instance, out of the total land in Karachi, 37% is residential and 27% is formally developed. It is appalling that 8% is informally developed but accommodates 62% of the city's population. 80% of Karachiites live on 120 square yards of plot area or less, while 2% live on plots of 400- 2000 square yards occupying 21% of the total area. The unmet low-income housing demands have led to informal settlements in kachi abadis or through informal subdivisions of agricultural land which is encroached on ecologically sensitive areas and is unsurprisingly a leading cause of flooding.

He informed that in 1947, Katchi abadis started developing when within a few months, more than 600,000 refugees moved into Karachi. Initially, they settled in open spaces in the city and occupied the immediate fringe of the metropolis and the homes as well as community buildings of the emigrated Hindus and Sikhs. The State reacted by removing most of the settlements to "displaced persons colonies" where they were provided land, access to roads and water through tankers. Those groups that were powerful, remained in their old locations and became de-facto owners of valuable properties. However, the housing demand-supply gap continued to increase due to migration and the inability of the government to provide housing, land or credit for building homes. As a result, in the 1950's, a new phenomenon emerged. This was a joint venture between government officials, police and middlemen to informally occupy government land and convert it into plots, which were then sold at affordable prices to the homeless residents of the city. Consequentially, a majority of Karachiites today live in katchi abadis that have been developed in this manner.

In addition, and parallel to these evolutions, the city expanded spatially which has had a major impact on the landscape of the new katchi abadis. Earlier the city was small and land was cheap. There was no major middle-class demand for housing and the city periphery was near work areas, recreation and social facilities. Living on the periphery was convenient. Today, living on the periphery means living far away from work areas and social facilities. This means an increase in the cost and time for travelling in a dismal physical and social environment to and from work. It also means that women cannot work in their neighbourhood, proper education facilities are not available for children, and accessing entertainment and recreation comes at a high cost. As a result, it has become cheaper and more convenient to rent in a settlement near the city than own a house on the periphery.

Mr. Arif Hassan said that today, the city is divided on class and ethnic lines in the form of different enclaves which have different cultures and even very different physical infrastructural patterns and transport. Shared public space, entertainment and recreational facilities have become almost non-existent.

Mr. Rafiullah Kakar

Mr. Rafiullah Kakar said that Balochistan is the most diverse province in the country with a number of ethno-linguistics groups residing in it. He said that 50-55% of population consists of the Baloch ethnic group, including the Brahvi speaking population. It is therefore the majority group living in the province. This is followed by the Pashtuns in the northern areas of the province constituting 35% of the total population. The rest of the population comprises of Sindhi, Punjabi, Urdu speaking and Hazara community settlers. Even though Balochistan is the least populated province of Pakistan, its population growth in the past 20 years has exceeded other provinces with an annual population growth rate of approximately 6% which is the highest growth rate in Pakistan.

He told the participants that the society in Balochistan is a heterogeneous mix, with Baloch ethnic groups, including Brahvi, and Pushtuns in the northern region of Balochistan. In its northeast and northwest is the Sindhi & Seraiki speaking population, while Punjabi, Urdu speaking migrants, Dari speaking populations are in Quetta, etc.

> *Master planning of projects must be strategically planned to cater to current and future demographical trends and population flows. There is a need for research before launching projects and a robust project plan that strategizes development integrated with demographic realities*

He informed that there are three types of migration patterns in Balochistan. Firstly, due to the diverse terrain and multiple agro-climatic zones, there is a lot of inter and intra provincial seasonal migration. Since Balochistan is a large territory with 6-8 agro climatic zones, it has extreme climatic regions (coldest and hottest areas) which causes people to move from different areas to urban centres. Areas in South East of Balochistan such as the kacchi plains, Jaffarabad and Naseerabad experience extremely hot weather in summer inducing people to migrate to Quetta or Sukkur in Sindh province. The temperature in Quetta is relatively better which attracts migration from Naseerabad division during the peak of summer. Balochistan also has the coldest areas with Ziarat and Khanozai in the north khanozai which again causes migration towards Quetta or Karachi in winter months.

Mr. Rafiullah Kakar said that the second trend is conflict induced migration which is mainly due to the volatile security situation that has lingered on for the past 16 years resulting in both external and internal migration. It has led to internal displacement of people, internal and external migration especially from regions such as Dera Bugti, Kohlu and Kech. Makran has been a hotspot of violent conflict in the recent past causing large scale migration from rural to urban centres within Balochistan and also to other provinces. The city of Quetta has borne the most brunt due to the security situation. Being the only metropolitan city of Balochistan, it has witnessed an annual population growth of about 6%. This has resulted in the city becoming overcrowded leading to immense strain on public services, infrastructure and amenities. The remoteness of the province has also played a major part in the migration process with people migrating to urban centres in search of a better quality of life.

He opined that the third driver is lack of civic amenities in smaller towns and cities of Balochistan. This leads to push factors from rural areas due to a basic lack of daily necessities or jobs, big family sizes, unsustainable living conditions, decline in agricultural livelihoods and droughts from 1990s onwards. Load shedding from 2006 onwards and energy crisis from 2007 to this day whereby rural areas receive 4-5 hours of electricity in rural areas have led to a significantly negative impact in declining agricultural productivity. This has caused large-scale migration to Quetta towards the service, retail and wholesale sector, which has resultantly boomed.

The Speaker further added that along with being the main business centre, Quetta provides access to education and health with opportunities of higher education. Rural areas of Balochistan lack secondary education therefore Quetta is the natural destination after completion of primary education. Recently, Turbat and Loralai have been upgraded with secondary and tertiary educational institutions and are attracting educational migrants from rural areas of Balochistan.

RECOMMENDATIONS AND WAY FORWARD

Mr. Arif Hassan and Mr. Rafiullah Kakar made the following recommendations with regard to Sindh and Balochistan respectively.

SINDH

- **Statesmanship over Politics**

For an effective internal migration policy the political stakeholders have to prioritise statesmanship over politics. The politics of Sindh have been a politics of constituency and votes resulting in power tussles.

- **Projects must be Planned Strategically**

Master planning of projects must be strategically planned to cater to current and future demographical trends and population flows. There is a need for research before launching projects and a robust project plan that strategies development integrated with demographic realities.

- **Make Line Departments and Municipal Governance more effective**

Institutions must be good service providers. There is a need to make line departments more efficient as well as improve the working of municipal departments.

- **Carry out Research on Internal Migration and Demographic Patterns**

The Metropolitan Training Institute in Karachi has been unable to deliver valuable research of policy input on internal migration. Such institutions need to be strengthened. There is a need for grants for research on internal migration.

BALOCHISTAN

- **Engage Local communities in Development Plans**

There is a strong and deep-rooted tribal system in Balochistan. Community and tribal leaders may be involved in leading their local communities in community service and development of the province. Policies are likely to be more successful in implementation when local communities are involved as stakeholders.

- **Strengthen Law Enforcement Agencies**

Law enforcement agencies may be strengthened for monitoring and management of problems faced by internal migrants.

SOCIAL IMPACT OF UNPLANNED MIGRATION:
A VIEW FROM LAW ENFORCEMENT

Synopsis of Lecture Discussion

Syed Kaleem Imam has recently retired, but at the time of the policy dialogue he was serving as the IGP of National Highway & Motorway Police (NH&MP). Having 33 years of experience in the Police Service of Pakistan, he has served ten years in Balochistan and remained Inspector General of Police, Islamabad, Punjab & Sindh. He has been conferred three UN Peace Medals, two gallantry awards, Quaid-i-Azam Police Medal & President Police Medal. He is the recipient of the Tamgah- i- Imtiaz for his distinct National Service.

Syed Kaleem Imam

Mr. Syed Kaleem Imam said that according to UNDESA Report of 2019 (United Nations Department of Economic and Social Affairs), Pakistan is one of the top 10 emigration countries in the world. There are 6.3 million emigrants from Pakistan (over 3% of the country's population) in the Middle East, US and Europe, which has resulted in a serious brain drain in the country. So far, 10 million Pakistanis have left the country to seek better opportunities abroad. Around 300,000 skilled people left the country in 2018 alone, resulting in 7.34% brain drain index points for Pakistan when compared to the global average of 5.43.

> *Internal migration can be better monitored through the police registration of tenants, updating residential addresses, information on the driving licenses, national identity cards and vehicle registration, etc.*

He suggested that internal migration can be better monitored through the police registration of tenants, updating residential address information on the driving licenses, national identity cards and vehicle registration. The strategy can help devising a responsive plan for the region of source as well as host.

He informed that there have been four major migrations in the history of Pakistan. The first began in 1947 with the partition of India, followed by the creation of Bangladesh, then there was the Soviet-Afghan War, and the post 9/11 military operations which brought its collateral of a deteriorating law and order regional situation. Added to this, around 5.3 million people reportedly have migrated due to military operations such as Rah-e-Raast and Rah-e-Nijaat in the former tribal areas of Khyber Pakhtunkhwa.

He said that Law Enforcement Agencies (LEAs) are responsible for identifying and preventing crimes but are also required to provide support and assist to weak segments of society, especially refugees, internal migrants and Internally Displaced Persons (IDPs). The LEAs have the powers to maintain surveillance regarding movement of people. Internal Migration poses additional challenges for LEAs in the form of corruption, narcotics trade, encroachments, land grabbing and other related issues.

According to him migration is accompanied by the problem of human smuggling whereby a network of smugglers facilitate transport and arrange the illegal entry of persons across the borders, either secretly or by using fraudulent documents. In this situation, both parties concur upon the arrangements and risks beforehand. Contrasted with this is the phenomenon of human trafficking which involves deceit wherein the victim usually does not have prior knowledge of the arrangements. The victims end up in slavery and are made to work against their will. According to UNODC, around 300,000 people are trafficked from Pakistan every year. Thus LEAs have to grapple with multiple challenges regarding internal migration particularly with regard to vulnerable sections of society i.e. women, children and trafficked people who are susceptible to exploitation through bonded labour (mostly centred in Sindh and Punjab) and prostitution or trafficking of young boys to Arab countries for use as camel jockeys.

He said that other socio-economic problems associated with internal migration result in unequal distribution of money, inequity between locals and migrants, competition for resources, conflicts due to communication and cultural barriers etc. It also gives rise to internal security threats in the form of terrorists moving among IDPs to safe havens, movement of unaccounted for people, inadequate resources and training/capacity issues for the agencies.

RECOMMENDATIONS AND WAY FORWARD

Syed Kaleem Imam made the following recommendations with regard to social impact of unplanned migration with reference to law enforcement:

- **Registration of Migrants**

It is necessary to carry out registration of migrants so that they can be tracked, identified and supported for their needs and service provision.

- **Registration of Property Dealers & Hotels**

Property dealers must be registered and tenancy data maintained. The initiative Hotel Eye where police receives direct information from hotels about guests may be used to monitor patterns of migration.

- **Integration of Data with NADRA**

It is necessary to integrate data from property dealers with NADRA to monitor the sale and purchase of properties in different areas, increase surveillance of both posh and underdeveloped areas.

- **Promote Neighbourhood Watch**

Steps are required to involve local communities and civil society for surveillance of undesirable activity in neighborhoods to enable timely intervention.

- **Counseling and social inclusion**

Migrants are vulnerable to exploitation therefore they may be subjected to counseling and training in host regions using the help of local communities.

- **Dispute Resolution**

Disputes concerning migrants may be resolved by specially constituted local communities

- **Training of LEAs**

Migrant specific training may be imparted to LEAs.

- **Protection of Fundamental Rights**

Migrants remain citizens of Pakistan therefore their fundamental rights must be ensured.

- **Development of Rural Areas**

Ruralification efforts may be enhanced to retain rural population and create work opportunities.

- **Crackdown against Mafias and Traffickers**

Serious concerted efforts of LEAs may be made to combat trafficking. Operations are required against bonded and forced labour.

- **Surveillance & Information Gathering**

There is a need to increase information gathering efforts through coordination among intelligence agencies and locals regarding new migrants and their activities in order to combat risks of exploitation, corruption or crime.

- **Expansion of "Safe City" Project and Labs**

It is important to increase the level of monitoring of intercity movement and to establish modern forensic labs in light of the increasing population of cities for surveillance and monitoring.

- **Implementation of Tenancy Agreement**

The Tenancy Act has to be implemented in letter and spirit to maintain data on the residents of particular areas and on expanding settlements through enhanced monitoring of LEAs.

TOWARDS A WAY FORWARD AND POLICY RECOMMENDATIONS: FOR GOVERNING INTERNAL MIGRATION

<div style="text-align:center">**Synopsis of Panel Discussion**</div>

Ms. Mio Sato is currently Chief of Mission, International Organization for Migration, Pakistan. She assumed charge of the IOM Pakistan office in October 2020 and has worked in various IOM formations since 2001 such as Kenya, Belgium, Indonesia, Iraq, Afghanistan and Japan. She has worked with the Consulate General of Japan in Los Angeles (1994-96) and the Japan Institute of International Affairs (JIIA) (1997-2001). She also worked at the Japan Platform (JPF) Secretariat in 2005 and as a Programme Advisor at the PKO secretariat of the Cabinet Office, Government of Japan in 2011.

Mr. Shoaib Dastgir has served as Inspector General of Police in the Government of Punjab and Government of Azad Jammu and Kashmir. He is a career police officer. He has also served as Federal Secretary of the Narcotics Division.

Ms. Mio Sato

Ms. Sato said that human mobility is a development agenda. Evidence shows strong interlinkages between development and migration. Internal migration governance needs to evolve and improve with the changing dynamics of society as human mobility is a major trend of the century. Today, there are more people on the move than at any other time of recorded history with over 270 million crossing borders and about 750 million internal migrants.

She informed that migration is neither a catastrophe nor an invasion but has proved beneficial to human kind. Indeed, it is history's most effective response to fresh challenges and has been a successful anti-poverty tool and facilitator of opportunities. Rapid urbanization is a global trend as research shows that most people who leave rural areas mostly end up in cities. They stay there due to good job opportunities and access to essential services and education. They get an opportunity to connect with migrant networks in urban areas. It is thus paramount to look at the positive aspects of internal migration which offer tremendous benefits to the migrants as well as host community.

> *Human mobility is a development agenda. Evidence shows strong interlinkages between development and migration. Internal migration governance needs to evolve and improve with the changing dynamics of society as human mobility is a major trend of the century.*

She emphasized that it is paramount for policy formulation and governance to recognize the positive potential of migration. This will make possible the formulation of a sustainable agenda which mainstreams internal migration into national policy priority and enables a mechanism of its measurement, progress and efficiency. It requires adoption of an evidence based society approach, so that migration can serve its invaluable purpose of unveiling immense opportunities in which talents, skills and services can be effectively exchanged to ensure that societies remain protected and creative. A management approach based on social policy is therefore needed to understand the dynamics of population flows and migration perspectives.

She stressed that migration policy requires inclusive and integrated strategies involving the typical cycles of migration that begin with decision-making and departure from homes and continues onto arrival at the destination and post destination etc. In it are complex aspects such as gender, climate change and other semi-formal and formal aspects of internal migration including social inclusion, exploitation, crime, labour practices and other engrossments. In other words, internal migration is not a problem to be solved but a human reality to be managed.

The SDG 2030 (Sustainable Development Goals) agenda is driving governments and institutions across the globe to adopt resolutions that recognize the inter linkages between migration and development while also recognizing the value of migrants. It rates high on the 2030 agenda of the UN as a key catalyst for sustainable development. The International Organization of Migration's agenda on migration requires governments to mainstream the idea of migration and integrate it into national or sub-national policies for better migration related governance. The promotion of an evidence-based approach at policy level is the primary objective for the global community since migration keeps societies secure and protected due to exchange of skills, ideas and knowledge. Migration management not only needs whole-of-government approach but also whole-of-society approach. This means working on counter-trafficking, labour migrant rights, remittances and migration data within the SDG framework.

Mr. Shoaib Dastgir

Mr. Shoaib Dastagir said that Pakistan currently has the highest rates of urbanization in South Asia with a projected population of 335 million by 2050 and an annual urbanization rate of 3.06%. Studies on Balochistan have shown that urban centres attract internal migrants in larger numbers who are mostly poor or escaping conflict. Since 1951, the population has increased about sevenfold in Quetta which currently has 47 slum settlements. These areas do not necessarily support community integration and can convert into hotbeds of crime and conflict.

He said that while considering the case study of Brazil, he said the country is known as the homicide capital of the world with 20 deaths/100,000 people. It has a GDP of $2 trillion which has dwindled to a 5.4% decrease on account of escalating crime rate. Poverty and unemployment are undoubtedly strong drivers of crime, coupled with low wages which contribute towards reducing the opportunity cost of crime. According to the UNU (United Nations University) 2019 Study, inequality, urbanization and unemployment have congregated to result in increased homicide rates. Under these circumstances, new unskilled migrants have made the crime situation worse. The study conclusively notes that homicide is co-related to general crime rates and spurred by social inequality.

> *Migration and crime rate are not mutually exclusive and need to be viewed through a prism of governance. Crime is not a stand-alone phenomenon but is a socio-anthropological construct, integrated with the context and over all governance structure and cannot be fixed through enforcement alone. If causes of crimes are not addressed it leads to displacement of crime i.e. movement from one locality to another.*

He said that higher migration rate leads to higher homicide rate. Negative effects of migration on employment and wages act as triggers for victimization of internal migrants and crime. Statistics have shown that a 1% rise in internal migration increases crime by 0.63%. Most migrants who are attracted by informal sector job opportunities in Brazil confront exploitation and crime. Pakistan's case is similar in a way that the informal sector is also large and undocumented, making it difficult to document exploitation. Crime in the informal sector is also high and cannot be explored without proper statistical data analysis, which is absent.

According to him inequality is the main driver of crime, while the size of population is also inversely proportional to the rate of crimes. In countries like South Africa, analogy to Pakistan can be observed in that the rising crime is also due to the reality of weak governance in the form of weak policing.

He said that the Social Disorganization Theory states that an increase in population results in loosening of social controls which in turn weakens deterrence and leads to a greater incidence of crime. When juxtaposed with this theory, the case of South Africa illustrates that when there is a 1% increase in in-migration, it leads to a 0.71% increase in drug crime and 0.41% increase in crime related to real estate. Therefore, the co-relation between in-migration and crime is conclusive.

In-migration is hard to monitor and regulate, especially for developing countries with resource constraints. Added to this is the difficulty to collect and analyse data due to varying capacity issues, not least being an absence of policy options or priority.

He said that migration governance is a strategic policy choice. One policy choice is to prevent rural to urban migration as has been done in North Korea and China. Another strategy is the Venezuela model which has facilitated the decentralisation of administrative units into small towns in order to harness in-migration. In Malaysia and many parts of Europe, a more deterrent approach has been adopted by investing on rural urbanization.

RECOMMENDATIONS AND WAY FORWARD

Ms. Mio Sato and Mr. Shoaib Dastgir made the following recommendations as way forward strategies for better managing internal migration.

- **Adoption of Whole-of-Migration Approach**

Migration must be viewed holistically with an all-encompassing governance approach starting from migration to settlement involving planning & management for jobs, livelihood, welfare and social protection of migrants.

- **Policy based on Community Development**

Migrants can benefit if policy is aimed at nurturing a greater sense of community living and development with an approach based on understanding drivers of decision-making for migrants and integration through a national integration based approach.

- **Curbing Gender based Exploitation**

Migration and Gender is an important topic and needs sensitive understanding of challenges confronted which includes exploitation. A gendered approach towards migration will enable appropriate response strategies.

- **Reducing Barriers to Formal Employment**

Most migrants work in the informal sector and remain undocumented and exploited. This could be avoided by gradually shifting the workforce to the formal economy by bringing down barriers: simple measures such as spreading of awareness among migrants, giving them vocational training, financial literacy and introducing support schemes.

- **Integrated Approach of Provincial and Local Governments**

Provincial and local governments can better respond to internal migration challenges by adopting an integrated and coordinated approach based on data sharing.

- **Provide Access to Information for Internal Migrants**

Information is required to make decisions on employment, housing and other allied civic amenities. In this regard it is important to establish information portals that readily provide necessary information.

- **Strengthen Existing Policy Implementation Framework**

Greater institutional capacities and enhanced Human Resource qualities will play an important role in setting the right direction to the policy, law and institutional frameworks available with public institutions to manage internal migration problems and issues.

- **Strengthening of Local Governments**

Local government setups may be empowered to support LEAs to collect authentic data and for responsive governance regarding migrants. A responsive local governance setup is also required to create profitable economic opportunities in rural areas to slow down the speed of rural-urban migration. Establish efficient inter-tier linkages between the provincial government and local governments.

- **Strengthen Policing and Justice**

  ➢ Policing strategies need to be made fully aligned with the overall governance strategy while building capacities of stakeholders in the criminal justice system.

  ➢ Investment in all stakeholders associated with law profession may be ensured with a targeted policing strategy or annual plan for squatter towns in a non-discriminatory, collaborative and inclusive way.

  ➢ Police may be responsive to the needs of people living in vulnerable areas with proper training and funding.

- **Enforce Labour Laws**

Labour laws should be effectively implemented to curb labour exploitation and bonded labour.

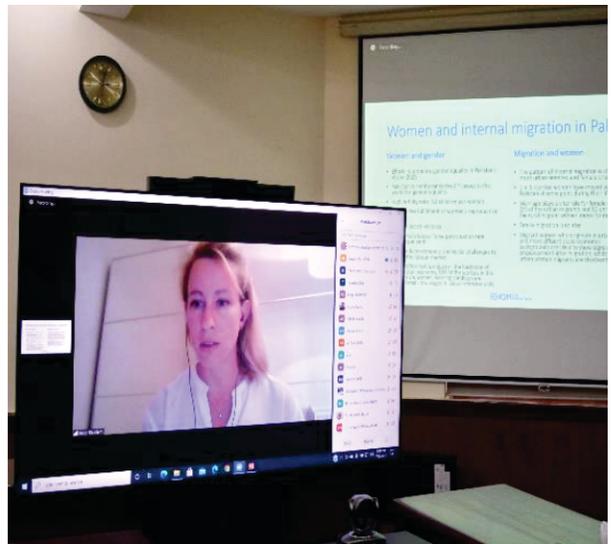- **Data Sharing, Analysis and Result based Intervention**

Policies must be evidence-based. The available data must be utilized effectively by useful mechanisms of integration, collating and results. Data analysis for useful conclusions is needed for a cogent appraisal of challenges and evidence-based policy intervention. Linkages between in-migration and terrorism/violent extremism be explored in view of historic patterns. Specialised units like Counter Terrorism Department and other agencies like Anti-Narcotics Organization etc. can share information and have free access to integrated data base to combat the negative consequences of unplanned migration.
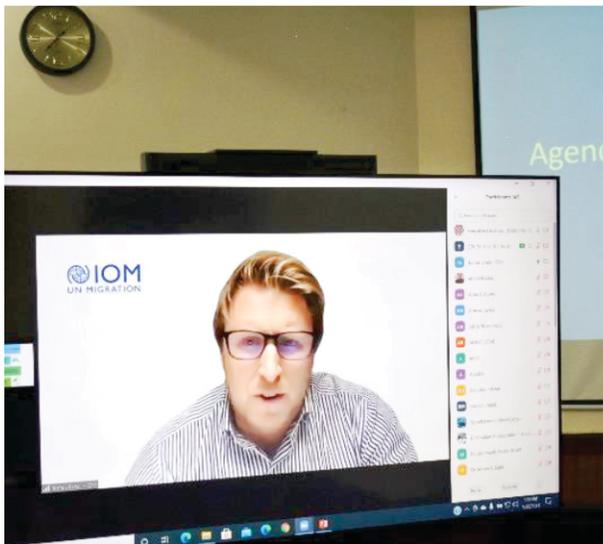
- **Making of a National Migration Policy**

There is a need to formulate a national migration policy. Various options can be mooted: The first option allows free movement which can lead to a surge in crime rates while the second option supports keeping track of developing trends and investing in infrastructure, social development and organic growth of the community.
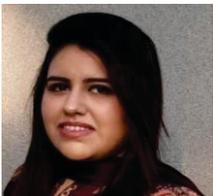
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