

**“GENDER CONCERNS IN MIGRATION IN  
LAO PDR”**

**MIGRATION MAPPING STUDY:  
A REVIEW OF TRENDS, POLICY AND  
PROGRAMME INITIATIVES**

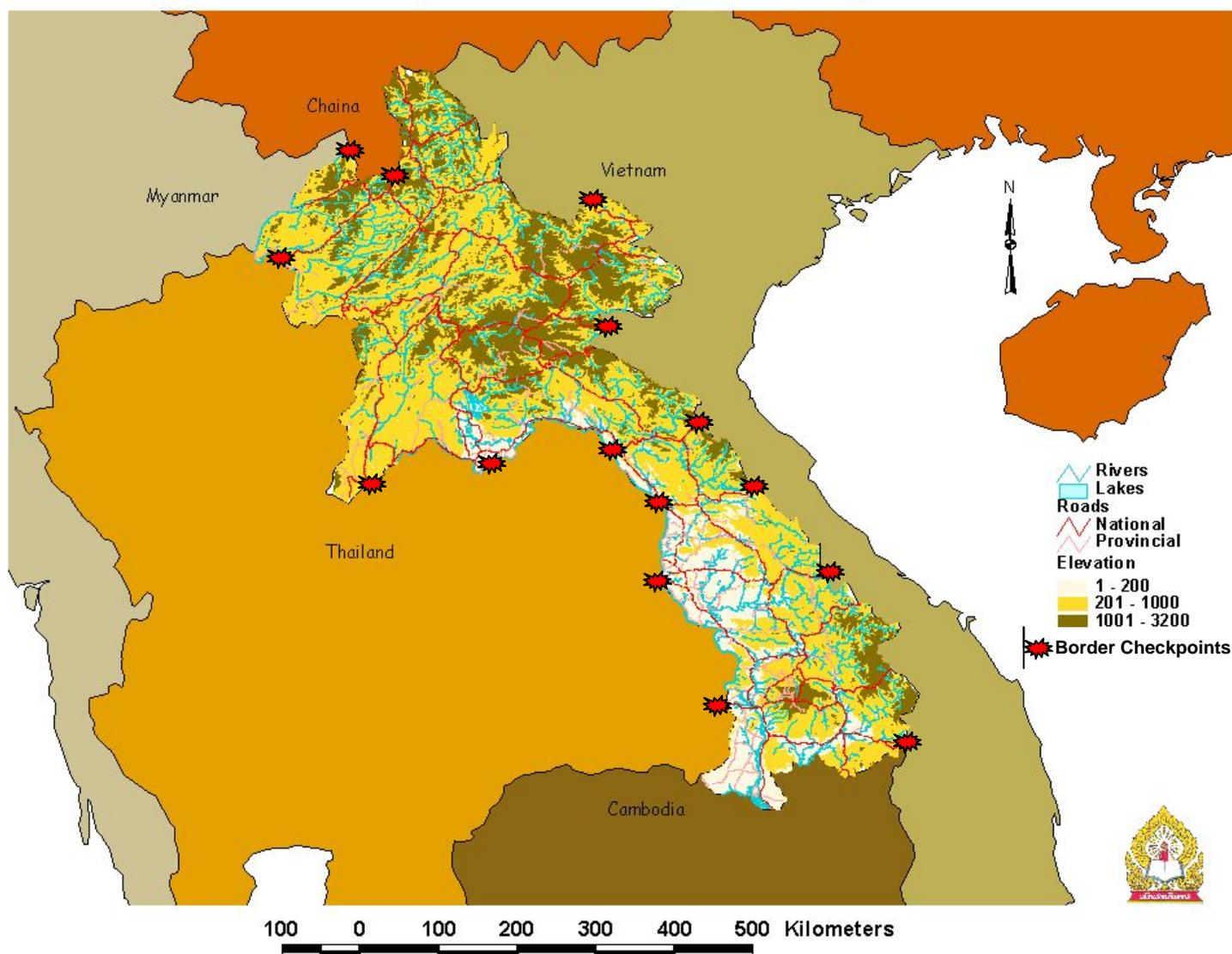
A Study Conducted for UNIFEM, Lao PDR

By

**Inthasone Phetsiriseng**

**February 2007**

# Lao People's Democratic Republic



## Length of borders with neighboring countries

Region	Borders with	Length of borders (km)
North	People's Republic of China	505
South	Kingdom of Cambodia	535*
East	Socialist Republic of Vietnam	2,069
North-West	Union of Myanmar	236*
West	Kingdom of Thailand	1,835

\* In the process of being updated

Source: National Statistics Center, Statistics 1975 – 2005, Vientiane July 2005

## Introduction and Overview

### Rationale and Objectives

It has been reported during the 92<sup>nd</sup> Session (2004) of the International Labour Conference (ILC) that there are more than 86 million migrant workers throughout the world, with 34 million of these in developing regions. Nearly half of all reported migrants go from one developing country to another, with large movements of workers taking place among neighboring countries on several continents<sup>1</sup>.

As pointed out by the ILO, in recent years female participation in the workforce has expanded greatly, with women accounting for the majority of workers in many labour-intensive industries and services<sup>2</sup>. Increasing numbers of women have migrated for employment independently as the primary income earner for their families. This has occurred in both skilled and unskilled sectors of work. The aging of populations in developed countries has increased the demand for female health workers. Rising prosperity in some developing countries has created more jobs for domestic workers and a decreased supply of local women willing to perform domestic work due to other and better-paid employment options<sup>3</sup>.

At present, countries in the Asia-Pacific region are following the road to solid development in order to step into the era of globalization in the 21<sup>st</sup> Century through the joint-effort for economic cooperation of Asian-Pacific countries in the region i.e. Asian-Pacific Economic Cooperation (APEC) and the Association of South East Asian Nations (ASEAN). These countries will be expanding their cooperation in economic development and investment as well as preserving peace and stability within the region.

The modern science and technology revolution has developed to an unprecedented level, especially in terms of the development of Information Technology (IT). This creates a two-fold challenge for developing and least developed countries (LDCs). Firstly, it creates opportunity to learn and cooperate with other countries for further development, and on the other hand, the disparity between least developed countries and industrialized ones is becoming wider and wider, if a country can not keep up with the globalization era.

In view of the magnitude and trends in migration in the Asia and Pacific region, particularly the feminization of migration, UNIFEM is concerned about human rights violations against women migrant workers, especially domestic workers. The Programme on Empowering Women Migrant Workers in Asia-Pacific and the Arab States-Phase II (2005-2007) seeks to empower women migrant workers from a gender and rights based perspective, through catalyzing enabling policy, institutional and socio-economic environments and building migrant women's capacity to claim their rights. The programme covers 9 countries: Indonesia, Nepal, the Philippines and Jordan from the Phase I (2001-2004), with Cambodia, Lao PDR, Bangladesh, Thailand and Hong Kong added in Phase II.

---

<sup>1</sup> ILO, *Towards a Fair Deal for Migrant Workers in the Global Economy*, Executive Summary, Paper prepared by the Office for discussion during the 92<sup>nd</sup> Session 2004 of the International Labour Conference.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

This mapping study aims to review trends, policy and programme initiatives on out-migration for work from Lao PDR from a gender and rights perspective and to provide background information for developing an engendered database on Lao women migrant workers. The report includes the following sections:

Chapter 1 provides contextual background;

Chapter 2 provides information on country profile;

Chapter 3 reviews the labour policy and legal protection for women and children; Chapter 4 reviews the Memorandum of Understanding (MOU) Between the Royal Thai Government and the Government of Lao PDR on Employment Cooperation and reviews Thailand's Registration System;

Chapter 5 provides data on trends in out-migration from Lao, magnitude, source sites in Lao, destination sites abroad, routes of migration, means, mechanisms and procedures of recruitment, sectors of employment and remittances;

Chapter 6 highlights the problems Lao women workers encounter when they migrate abroad, pre-departure phase problems that women face, problems women face in process of migration, problems women face at destination and upon return, and review of interventions in Lao PDR to protect migrant workers;

Chapter 7 presents the case studies during the field visits; and

Chapter 8 provides recommendations for immediate interventions.

## **Executive Summary**

In view of the magnitude and trends in migration in the Asia and Pacific region, particularly the feminization of migration, UNIFEM is concerned about human rights violations against women migrant workers, especially domestic workers.

Lao PDR shares a national border of 1,835 km with Thailand and Thailand is the major destination country for migrant workers, male and female. Given the long border and many crossing points, the majority of the migration is through illegal channels. Keeping close surveillance of the border to prevent illegal border crossing is challenging. In Lao PDR, economic growth has not contributed substantially to poverty reduction and the positive effects of economic growth have been largely offset by increases in inequality. As in most countries, the poor are located predominately in rural areas. The topography and low population density of Lao PDR mean many rural areas are isolated and reduce opportunities for the poor have to escape poverty.

Based on population projections during 2000 – 2005 and data on the number of school ‘drop outs’ in lower and secondary school during school years 2001-2002, on average about 25,000 youth (15 - 18 years old) enter the labor market each year. This includes illiterate and out of school youth looking for work. Almost two thirds of Lao girls aged six and over have not completed primary school education and about one third cannot read and write. With very limited jobs available in the country, women and girls who are illiterate and with low education seek self-employment; migrate to urban areas and/or cross the border looking for work in Thailand. Limited economic opportunities in Lao PDR are the strongest push factor for labor migration abroad. Only 6% of the Lao PDR labor force is paid employees, the vast majority are self-employed. Whilst there are job opportunities in the country, and a set minimum wage offers some level of protection (albeit at a low value), many Lao workers, particularly those working in unskilled sectors, lack written employment contracts and fixed term employment. Most workers are employed as short term temporary workers on a daily, weekly or monthly wage with no job security. Therefore many Lao women see more economic opportunities and jobs in Thailand and look for work there, usually through social and illegal recruitment networks. The main occupation that Lao women perform in Thailand is domestic work.

The Memorandum of Understanding (MOU) between the Royal Thai Government and the Government of Lao PDR on Employment Cooperation is an official instrument to set the legal framework for procedures in labor recruitment and employment between the two countries and to seek solutions to prevent and combat the expansion of illegal migration and the illegal recruitment/employment networks.

In July 2004, the RTG made substantial efforts to regularize all irregular foreign migrant workers through a registration process, in which the number of Lao migrants totaled 181,614 people (of whom more than half (100,633) were female). In terms of work sectors, domestic work had the largest amount of Lao workers, significantly more than other specific work sectors such as agriculture and construction. Almost a third of all registered migrant workers from Lao PDR are working in the domestic work sector. The total number of registered domestic workers from Lao was 32,113.

Despite signing the MOU in October 2002, due to complexities in authorizing and validating workers, the regularization of Lao migrant workers in Thailand only started in May 2005. In parallel, new recruitment and employment processes to send Lao workers to Thailand under the terms of this MOU began only in January 2006. As part of the registration process, Thai employers have stated how many workers they would employ in various work sectors by nationality, in order to aid in establishing quotas for migrant workers. One of the work sectors where there is high demand for migrant workers is domestic work.

Thai employers demanded a total of 45,357 Lao domestic workers. Lao household domestic workers are in high demand and play a very important role in Thailand. Though the Thai government acknowledged domestic work as a sector where migrants can register and receive a work permit, however domestic work is not like other work sectors when it comes to protection issues. Under the Thai and Lao labor law, domestic work has not been fully protected as a form of labor, and the issuing of working contracts for domestic workers as comprehensive working contracts like in the formal sector has never been practiced. This issue has hindered domestic workers from obtaining their visa and permits to stay and work legally and made female domestic workers more vulnerable to exploitation and abuse as they are not recognized as workers.

Despite a high demand for Lao migrant workers by Thai employers, agencies have been unable to supply Lao migrant workers to fill the demand for various reasons. In fact, looking at the amount of registered workers in Thailand, although more than 32,000 Lao domestic workers registered, this represents only 73% of the total employer demand.

Though domestic workers are in high demand, the sector has not been recognized and approved officially as a work sector for recruitment and sending under the MOU. Given the large number of migrant domestic workers in demand in Thailand, the Lao government should address this issue, whilst the Royal Thai Government should do more to provide better protection to domestic workers under the labor law.

Use of legal channels to migrate between Lao and Thailand is also low because the process of recruitment, approval and job offers had been very slow and expensive. To date, only 3,105 workers from Lao PDR have actually gone to work in Thailand, of whom 1,114 are women (36%). Most women are working in the food processing, garment factories and small industrial plants. Only 6.3% of the employer demand had been supplied to Thai employers. The expenses when compared to the income of migrant workers would explain why there are few migrant workers willing to go through official recruitment channels.

Recruitment agencies are dependent on service fees, but expensive fees are a barrier and push migrant workers to use the illegal recruitment networks. This vital issue should be explored in detail considering current practices. There should be a fair formula and innovative strategy to enhance and promote legal migration alternatives and combat illegal recruitment, smuggling and trafficking networks as intended by the government. If there is no easy and fair system of legal migration, Lao migrants will continue to go in an irregular fashion and be vulnerable to exploitation as well it will jeopardize efforts to regularize labor migration.

The vast majority continue to migrate to Thailand illegally. School leavers, particularly young girls may be more easily influenced by the members of their families, their friends, relatives, including recruitment agents (legal and illegal) and traffickers. Other push factors for migration include boredom with the rural lifestyle, low level of education and constant

exposure to the Thai media. Even though parents and migrants are aware of the realities and dangers of irregular migration process, young girls and women may be easily lured to migrate to Thailand.

In doing so they are vulnerable to abuses such as physical and sexual abuse and exploitation by traffickers, middlemen, employment agents and employers. Some migrants upon return still suffer from trauma and have mental health problems. Although Lao women migrate with the objective of improving their financial situation, many women migrants manage to save little or nothing at all. In some cases, however, women migrant workers reported significant savings upon returning home, which helped improve the livelihood of their families.

Due to the expensive charges of the legal recruitment agencies and the dangers involved in illegal migration through recruitment networks, increasing numbers of migrant workers use personal connections to migrate and work in Thailand, through family members, relatives and friends currently in Thailand.

Young girls and women in irregular status are even more vulnerable to abuses including restrictions on freedom of movement and communication (being locked in the factories or houses and not allowed to use telephones), forced to work for long hours without rest periods, physical abuse, dangerous working conditions, and deductions and withholding of salary. Due to their irregular status, they are unable to negotiate or report abuses to the authorities for fear of being arrested and deported.

In some workplaces, irregular migrant workers have to pay money to the police officers on a regular basis to avoid arrests and deportation. Irregular migrant workers run a high risk of being caught by the immigration police. There are many reported cases of irregular migrant workers caught and put in detention centers in Thailand and subjected to heavy fines. In some cases, the hard earned money of irregular migrants may be 'confiscated' by police and they are deported across the border without money. In the worst cases, in some provinces on the Lao border, these irregular migrant workers are also subjected to heavy fines by the Lao immigration police and the village authorities.

Though there are many projects working in the areas of raising awareness on safe migration at grassroots level, coverage is still very limited considering the magnitude and trends of irregular migration. In order to provide information for families and migrants to make informed decisions, it is critical that the regular migration channels function effectively and potential migrant workers have trust in the system. Though there are strong initiatives to improve the regular migration system, there are still many issues that need to be addressed to make the system more affordable (cheap), efficient (fast), trustworthy (transparent) and popular (beneficial).

The main challenges in the implementation of the MOU and new alternatives for legal migration are the existing organized illegal recruitment networks that provide services for migrant workers by transporting them across the border and finding them jobs. Migrant workers do not even have to pay anything in advance for this. Furthermore the fact that recruiters and migrant workers can simply pay bribes to immigration police officers to cross the borders means that there is no deterrent to illegal migration.

Urgent responses include amending current laws and policies and issuing supplementary decrees and directives to fill the gaps in the legal instruments on labor migration management. The Lao government should investigate and draft supplementary legal instruments that are

feasible, reasonable and comprehensive including addressing the issue prohibited sectors of work for employment abroad and other issues deemed necessary. The reality of recruitment agencies should be addressed and the economic situation of migrant workers that leads them to migrate to seek for income in the first place. Finally the Government should consider strategies that compete effectively with the illegal recruitment networks that are currently faster and cheaper, but involve high risks to the potential migrant.

However, until the governments of Lao PDR and Thailand acknowledge domestic work as work and afford it labor protection like formal sectors of work, then Lao domestic workers will not be fully protected by the labor law and will continue to be subject to abuses and exploitations by their employers.

## Recommendations

Integration of national economies in the South East Asian region has added impetus to the growing mobility of workers across borders. The movement of labour is becoming an important and enduring phenomenon associated with economic growth and development. Migrant remittances, for example, are now a valuable and stable source of foreign exchange for many labour-sending countries.

While market forces drive labour migration, there are several signs of market failures associated with its related processes. A number of problems and risks affecting migrant workers have been identified including racism and xenophobia, trafficking and forced labour, recruitment malpractices such as fraudulent job offers and exorbitant placement fees, debt bondage, sexual and physical harassment, hazardous job conditions, and under- or non-payment of wages. Experience suggests that State intervention by sending and receiving countries through transparent, efficient, and appropriate regulatory institutions and measures are essential to the efficient and equitable working of the labour market.<sup>4</sup>

Managing migration involves many stakeholders, including the governments of receiving and sending countries, workers' and employers' organizations, international organizations, NGOs, civil society, local authorities, recruitment agencies, employers, migrant workers and their families. Cooperation among social partners as well as with migrant workers is especially important to the development of sound labour migration policies and programmes and their effective implementation in a way that respects the rights of migrant workers and members of their families.

The recommendations in this chapter are based on the findings from this study, and with input from participants during a workshop which presented the preliminary findings of this mapping study.<sup>5</sup>

1. Since the adoption of the Bangkok Declaration on Irregular Migration in April 1999,<sup>6</sup> governments, international organizations and NGOs in Asia-Pacific region, concerned with international migration have initiated various policies and programs for a better managed migration system in the region to protect the rights of migrant workers and members of their families. The efforts, collaborations and initiatives of these key stakeholders are highly commended and should continue.
2. Sending and receiving countries should continue to cooperate fully to help maximize the potential benefits from migration through consistent bilateral and/or multilateral agreements.

---

<sup>4</sup> ILO Regional Tripartite Meeting on Challenges to Labour Migration Policy and Management in Asia, 30 June – 2 July 2003, Bangkok, Thailand.

<sup>5</sup> On 25<sup>th</sup> August 2006, with the support of UNIFEM, the MoLSW of Lao PDR held a technical workshop to discuss the findings of this study "Gender Concerns in Migration in Lao PDR", participants included concerned senior government officials, representatives from women's organizations, recruitment agencies and migrant workers of the target provinces.

<sup>6</sup> The Bangkok Declaration on Irregular Migration, adopted by several Governments in the Asian and Pacific region during the Symposium on Migration "Towards regional cooperation on irregular/undocumented migration" in April 1999, provides a valuable framework and strategies for addressing the complex issues involved in irregular migration.

International organizations should continue to support and promote inter-governmental consultation processes and regional cooperation.

Governments of sending and receiving countries should ratify international instruments, particularly the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families adopted by the United Nations in 1990 and came into force in 2003 and NGOs should strongly advocate to this effect.

3. At the minimum, a migration management system in both sending and receiving countries should:
  - a. provide and expand access to legal migration services for employment so that legal migration is affordable and efficient;
  - b. secure minimum labour standards that acknowledge fundamental principles and rights at work;
  - c. ensure provision of adequate health services and health insurance schemes for migrants;
  - d. provide an efficient mechanism to facilitate savings and remittances of migrant workers;
  - e. adopt concrete strategies and measures to combat illegal recruitment networks;

A human rights and gender sensitive perspective should be incorporated in all migration policies, programs and projects.

4. The Government of Lao PDR should continue its efforts in enforcing the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), with a special focus to take all appropriate measures to eliminate discrimination against women, particularly in the field of employment in order to ensure the same rights, on the basis of equality between men and women, specifically addressing women migrant workers.
5. The Government of Lao PDR should continue implementation of the Memorandum of Understanding (MOU) with the Royal Thai Government on Labour Employment. Effective implementation of the MOU is crucial for regularizing existing migration flows. Though progress has been made in the regularization of irregular migrant workers currently working in Thailand, to date there are still many challenges and gaps that have to be overcome. For instance, some existing laws and policies in both countries do not support the initiatives of the MOU and are obstacles to successfully regularizing the existing migration flows i.e. the existing laws of each country do not provide protection for domestic workers. The reality is that there are many Lao women migrant workers working as domestic workers who need their rights to be protected by the labour law.
6. Within the framework of the MOU, the Government of Lao PDR supports the participation of the private sector to facilitate the regularization of irregular migrant workers in Thailand. The Government of Lao PDR should strengthen efforts to monitor and regulate this process to avoid opportunities for corruption and deception by individual labour brokers, private recruitment agencies, employers and government officials.

7. The Government of Lao PDR and the Royal Thai Government should simplify the process for nationality verification to obtain passports, visas and work permit and lower the costs.
8. Concerned authorities of Lao PDR and Thailand should strongly be encouraged to consider and recognise domestic work as a form of work in order to be able to obtain a visa and work permit to migrate to work in Thailand. To date about 48,000 irregular migrant workers have undergone nationality verification and obtained their temporary passports. More than 70% of them are women migrant workers. Among these women migrant workers, 90% are domestic workers in private households.<sup>7</sup> These domestic workers are still waiting to obtain an official visa to stay and work in Thailand, but officials of both sending and receiving countries are still discussing how to deal with the issue of domestic workers, which is not considered as work and not covered by the labour law of both countries. Substantial fees have been collected for issuing temporary passports and registering for work permits, but the promises of issuing official visas remains vague. If the problem persists, it would have very negative impact on the initiatives of both governments given the large number of domestic workers from Lao working in Thailand. Lao women will then continue to seek employment as domestic workers in Thailand through irregular means, increasing their vulnerability to exploitation, abuse and trafficking. Since Lao PDR is in the process of reviewing the labour law, it presents an ideal opportunity to make the necessary changes to ensure domestic workers are protected by national laws.
9. In the ongoing Parliamentary revisions of labour law and policy, the Government of Lao PDR should consider incorporating a chapter on labour migration management that articulates the rights and obligations of concerned government agencies, recruitment agencies, employers, Lao workers going abroad and members of their families. Furthermore in the review, the Government of Lao PDR should be strongly encouraged to engage in a debate about extending the labour law to protect domestic work and other areas of informal work? That is currently not covered by labour laws, given that these sectors of work are common for Lao female migrants. The debate should be based on a thorough review of the reality of migration trends from Lao PDR, the labour market niche abroad and an analysis of their economic and social impacts.
10. The Government of Lao PDR should seek better protection for Lao domestic workers under the MOU with Thailand, including seeking cooperation from the Royal Thai Government to recognize domestic work under Thai labour laws and therefore extend labour law protection to domestic workers, and the need for a standard contract for domestic workers, to reduce exploitation and abuse of domestic workers.
11. The Government of Lao PDR is encouraged to strengthen efforts and legislation to monitor and regulate recruitment agencies (state and private) in order to enhance the protection of migrant workers against various forms of exploitative treatment, such as overcharging of recruitment fees, breach of labour contract, and exploitative working conditions, both in Lao PDR and in the destination country.

---

<sup>7</sup> Information reported by Deputy Director of Labour Department, MoLSW Lao PDR, Head of the Ad-hoc Committee for Solving the Problems of Lao Workers in Thailand during the UNIFEM-MoLSW Workshop on Migration mapping in Lao PDR dated 25 August 2006.

The process of recruitment could be simplified and made less expensive. The provisions of the Prime Minister's Decree on Sending Lao Workers to Work Abroad No. 68/PMO dated 28 May 2002 and the MoLSW's Directive No. 2417/MoLSW on the implementation of the mentioned above decree could be amended to enforce and adhere to international norms and instruments such as ILO Convention 95 on Protection of Wages as well as ILO Convention 191 on Private Employment Agencies and the UN Migrant Workers' Convention. The term 'migrant workers' should be clearly defined in all relevant legislation, regulations, decrees and policies to include both women and men in both formal and informal sectors. For instance, it is important that deductions are clearly specified and reasonable in accordance with international labour standards and good practices of other countries.

12. The Government of Lao PDR is encouraged to strengthen its management of migrant workers working abroad through negotiating more bilateral agreements with destination countries, strengthening consular and social protection services for migrant workers, combating fraud and exploitation in the recruitment process, and ensure that the rights of the migrant workers are reinforced in the workplace. The MoLSW and Ministry of Foreign Affairs (consular officers) are encouraged to collaborate with the Ministry of Labour of receiving countries to ensure that there is a way of monitoring complaints of domestic workers. The MoLSW should encourage the MOPL in Thailand to review the Labour Protection Act in order that informal worksites where many migrant women work are subject to labour inspection in the same way as formal worksites. In that regard, the MoLSW and MFA (consular) carry out random inspection of the workplaces of the migrant workers to ensure that they are complying with labour regulations, social and rights based standards, including payment of the contracted wages.

The Lao MoLSW and consular staff at Lao embassies should further seek for solutions to better organize migrant workers in receiving countries, particularly women migrant workers, including domestic workers e.g. by setting up a hotline service to provide consultation, information and direct support for migrant workers at the embassy in the receiving countries.

13. The Royal Thai Government should address the issue of police harassment of migrant workers in Thailand, which is not covered in the Thai-Lao MOU on labour employment. Such harassment however is a major obstacle to the effective implementation of the MOU. In particular, allegations of confiscation or destroying migrants' documents must be addressed, as currently many Lao migrant workers do not see that being legal in Thailand necessarily has any benefits or increased security.
14. The Committee for Planning and Investment of the Lao Government should incorporate the issue of labour migration into national statistics such as the population census, household's surveys, population projections, labour market and labour force projections to assess the trends, magnitude and its economic and social impact.

The Government of Lao PDR should align labour migration policies with other economic and social development policies and incorporate the issue as part of the five year national economic and social development plans. There is a need for special emphasis on collecting gender-disaggregated and/or gender specific information so that the situation of women migrant workers can be distinguished.

15. To reduce the need for Lao women (and men) to migrate for employment and to improve employment prospects for Lao nationals who wish to work abroad, the 'Education For All' National Commission and the National Committee For Education Reform are encouraged to implement the 'Education For All' National Action Plan to expand access to quality basic education and reduce school dropouts. This involves provision of non-formal education, relevant skills and vocational training for out of school youth as well as improving the technical and vocational training programmes that would give the youth a higher level of technical occupational skills. In addition, the formal education curricula at all levels should address migration issues including the gender differences in migration experiences.
16. The Government of Lao PDR should develop and implement a strategy to give Lao migrant workers abroad a higher level of comparative advantage by targeting more technical occupations. It is recommended that the Lao Government should create an inter-ministerial committee, including at least the Prime Minister's Office, Ministries of Education, Labour, Commerce, Foreign Affairs, Public Security, The Lao Federation of Trade Unions, the National Chamber of Commerce, and National Vocational Training Council, in order to develop such a strategy and to hold consultations with receiving countries to promote market niches e.g. nursing which is in high demand in developed countries and is a strong potential profession specifically for women migrant workers.
17. The Ministry of Labour and Social Welfare should provide migrant workers, including domestic workers, with accurate, up-to-date information about the countries of employment and supervise pre-departure training which is gender-sensitive and rights-based.
18. The efforts by Lao government agencies, international organizations and NGOs to disseminate information on migration issues widely in Lao PDR should continue. New channels should be regularly sought for even wider dissemination in order to promote and inform public dialogue on migration. Mass media campaigns should target understanding and awareness about the rights and responsibilities of migrants, the risks as well as benefits of migration, especially for women, and role of government agencies and employers.
19. The Ministry of Labour and Social Welfare should accelerate the establishment of the Department of Skills Development and Employment and capacitate its staff to enable them to better plan, facilitate and manage labour employment for the Lao labour force.
20. The Government of Lao PDR gives priority to job creation and employment in the country for sustainable development through skills training, provisions of micro-finance and small loans for self-employment and promotion of small and medium enterprises. International organizations, NGOs and national non-profit associations working in these areas should strongly continue their collaborations and supports for these initiatives.
21. The Ministry of Labour and Social Welfare should have a labour-social welfare staff member or unit at village level, especially in communities where many Lao women are migrating from. Local authorities have a very important role in labour migration

management. In the existing mechanism, the Ministry of Labour and Social Welfare control down to the provincial and district level i.e. the Provincial Labour and Social Welfare Department and the District Labour and Social Welfare Office. It would be wise if village authorities could also include a labour-social welfare staff/unit like other line ministries such as security, defense, youth, women and trade union.

The staff member would be responsible for collecting data on unemployed and out of school youth, dealing with labour migration issues and report to the district, province, and central authorities. This information will help the authorities at various levels to monitor the labour situation and better plan for job creation and labour migration in their respective provinces, districts and villages. The staff member would also be the best median to disseminate information on job opportunities in-country and abroad. Currently illegal labour recruitment networks use this strategy, where they have their networks in the villages to facilitate the illegal recruitment of migrant workers.