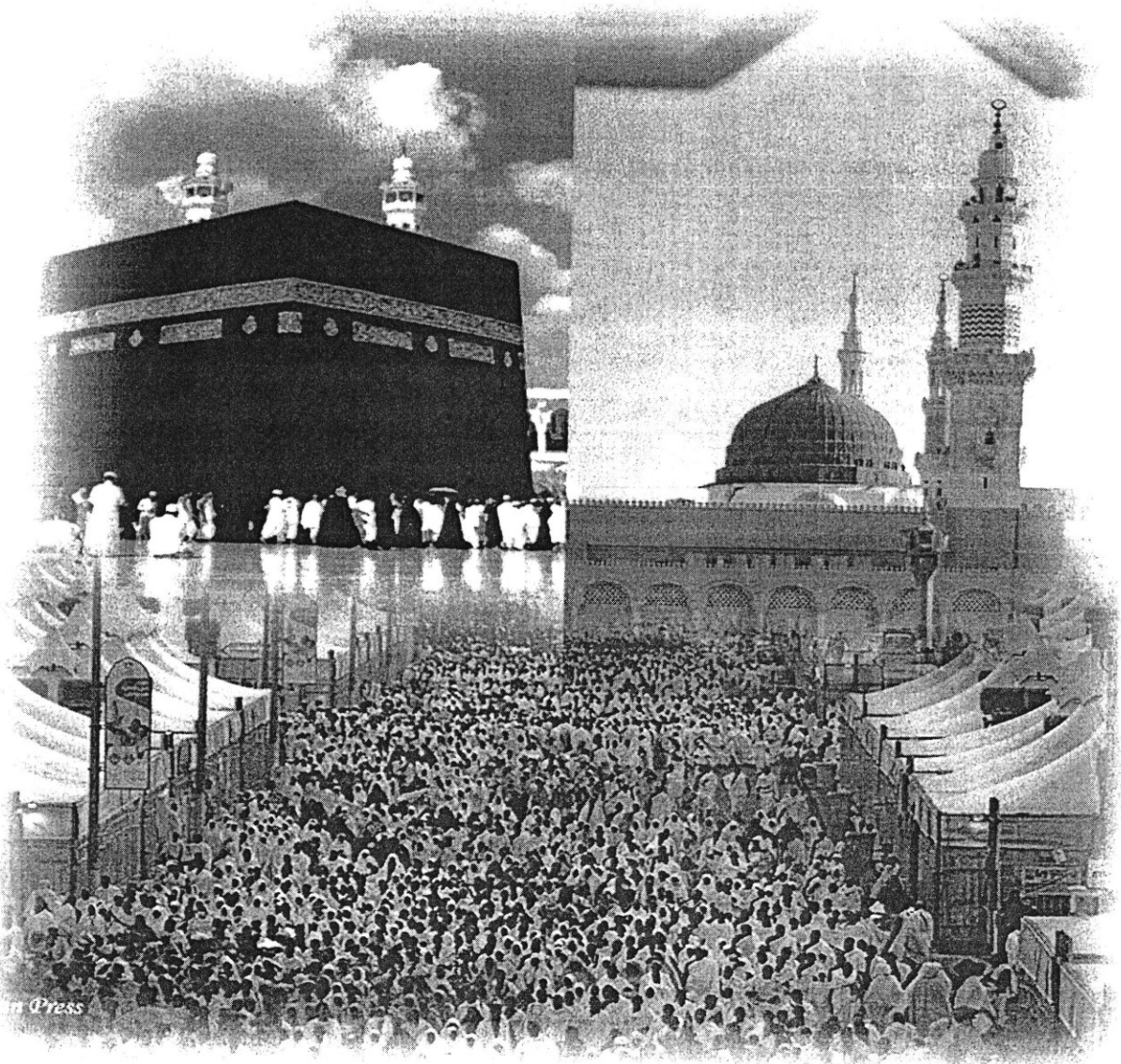




Government of Pakistan
Ministry of Religious Affairs & Interfaith Harmony
Islamabad

HAJJ POLICY-2025 (1446 AH)



Amma

ABBREVIATIONS

ASA	Air Services Agreement
ANF	Anti-Narcotics Force
CCP	Competition Commission of Pakistan
CDC	Complaint Disposal Committee
CHD	Compulsory Hajj Dues
CNIC	Computerized National Identity Card
DSR	Daily Situation Report
E-VISA	Electronic Visa
EMS	Emergency Management System
EOBI	Employees Old age Benefits Institution
ERT	Emergency Response Team
GOP	Government of Pakistan
Govt.	Government
HGO	Hajj Group Organizer
HOAP	Hajj Organizers Association of Pakistan
HPFC	Hajj Policy Formulation Committee
KSA	Kingdom of Saudi Arabia
Mashair	Mina-Muzdalifah-Arafat
Makaatib	Service Offices of Moassassah South Asia, Makkah
MoU	Memorandum of Understanding
MORA&IH	Ministry of Religious Affairs & Interfaith Harmony
OPAP	Office of the Pilgrim's Affairs Pakistan
PIA	Pakistan International Airline
PITB	Punjab Information Technology Board
POD	Place of Departure
PPRA	Public Procurement Regulatory Authority
PMDC	Pakistan Medical and Dental Council
PEQ	Personal Exchange Quota
SECP	Securities and Exchange Commission of Pakistan
SR	Saudi Riyal
SPA	Service Provider Agreement
SOPs	Standard Operating Procedures

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HAJJ POLICY FORMULATION COMMITTEE

Pursuant to the Supreme Court of Pakistan's judgments CA Nos. 800-L, 801-L and 802-L of 2013 dated 27.08.2013, CP. No. 1270, 1308, 1309 of 2014, and CMA. No. 4094 of 2014 dated 21.07.2014, the following Hajj Policy Formulation Committee was constituted to formulate and recommend Hajj Policy – 2025 for approval of the Federal Government:

- | | |
|--|----------|
| 1. Secretary, Ministry of Religious Affairs & Interfaith Harmony | Chairman |
| 2. Representative of Attorney General of Pakistan | Member |
| 3. Representative of M/o Foreign Affairs | Member |
| 4. Representative of M/o Law & Justice | Member |
| 5. Representative of Competition Commission of Pakistan | Member |

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**GOVERNMENT OF PAKISTAN
MINISTRY OF RELIGIOUS AFFAIRS
& INTERFAITH HARMONY**

HAJJ POLICY-2025 (1446 AH)

PART-I

1. Introduction:

Hajj is one of the five pillars of Islam and is mandatory, once in a lifetime, for all adult Muslims having requisite physical and financial capacity (Sahib-e-Istetaat). The Government, Rules of Business 1973, mandates the Ministry of Religious Affairs & Interfaith Harmony (MORA&IH), hereinafter called the 'Ministry' for making Hajj arrangements.

Despite recent technological and infrastructural developments, there are hardships and challenges for Hujjaj owing to hot weather and over two million Hujjaj visiting Makkah Al- Mukarramah and Madinah Munawara with limited accommodation, transport and space at Mashair (Mina-Arafat-Muzdalifah). Nonetheless, Government of Pakistan endeavors to make the spiritual journey of Hajj as comfortable as possible through a transparent, competitive and accountable process to facilitate the Guest of Allah in line with the Quran and Sunnah.

2. Mission Statement:

To serve and facilitate intending Hujjaj with commitment and dedication enabling them to undertake their religious obligations of Hajj with ease and peace of mind.

3. Objective:

The policy aims to develop plans for efficient arrangements of Hajj 2025 in Pakistan and Saudi Arabia, through provision of services and logistics which include travelling, boarding & lodging, transportation and health care during Hujjaj stay at Makkah Al- Mukarramah, Madinah Munawara and the Holy Mashair, in line with Saudi Laws and Government of Pakistan's Hajj Policy.

4. Hajj quota for Pakistan:

Saudi Arabia allocated a quota of **179,210** Hujjaj for Pakistan for 2025 @ one Haji per one thousand Muslims, in accordance with the decision taken at Foreign Ministers' meeting of Organization of Islamic Conference, 1987.

5. Agreements with Saudi Arabian authorities:

The following requisite agreements shall be signed with Saudi authorities for Hajj 2025:

- i. Hajj Affairs Arrangements Agreement for the Hajj Season (1446 AH) between the Representative of MORA&IH, Government of Pakistan (GOP) and the Ministry of Hajj and Umrah, Kingdom of Saudi Arabia.
- ii. Agreement between Maktab-ul-Vokala Al-Mawahid (United Agents Office), Jeddah, KSA and Office of the Pilgrim's Affairs Pakistan (OPAP), Government of Pakistan.
- iii. General transport contract between Naqabah Siyarat (General Transport Syndicate), KSA and Office of the Pilgrim's Affairs Pakistan (OPAP), Government of Pakistan.
- iv. Agreement on provision of additional services between Muttawify Hujjaj Company Makkah Mukarramah, and Office of the Pilgrim's Affairs Pakistan (OPAP), Government of Pakistan.
- v. Agreement on arrangements and requirements of Hujjaj for Hajj between National Adillah

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6. Policy inputs for the Hajj Policy:

- i. Past Hajj policies were reviewed.
- ii. De-briefing sessions were held with key stakeholders, including Hajj Organizers Association of Pakistan (HOAP), banks, airlines, etc.
- iii. Online feedback of the last year's Hujjaj was incorporated.
- iv. Saudi counterparts were consulted.
- v. Guidance from the Hajj Policy Formulation Committee (HPFC) was sought and incorporated.

7. Hajj Scheme:

- i. For Hajj 2025, Pakistan's total quota shall be bifurcated between Government and Private sector as 50:50 i.e. 89,605 each.
- ii. There shall be two schemes i.e. "Government Hajj Scheme" for those who intend to perform Hajj under Government arrangements and "Private Hajj Scheme" for those who want to make their Hajj arrangements through Hajj Group Organizers (HGOs), in accordance with Service Provider Agreement (SPA) between MORA&IH and HGOs and individual agreement between a Haji and an HGO.
- iii. Out of the Government Hajj Scheme, based on the last two years' averages (quota consumed), of 5,000 seats shall be reserved for Sponsorship Scheme. However, if the said quota is not consumed. the same shall be converted into Regular quota with the approval of the Minister.
- iv. Similarly based on the previous two years' averages (quota consumed), a quota of 30,000 of private hajj scheme shall be reserved for Sponsorship Scheme. However, if the said quota is not consumed. the same shall be converted into Regular quota with the approval of the Minister.
- v. The intending pilgrims of the Government Sponsorship quota shall be exempted from balloting and shall be utilized on first come first served basis.
- vi. Under the Sponsorship scheme the applicants shall be required to deposit their Hajj dues in foreign exchange remitted from abroad through banking channel. The foreign exchange secured through the Sponsorship Scheme shall only be utilized for payment of the Hajj related dues to the Kingdom of Saudi Arabia.

8. Mandatory Conditions for Hujjaj:

- i. Applicants shall be Pakistani citizens having valid Pakistani Passport upto 16-12-2025.
- ii. Children / minor under the age of 12 years are not permitted to participate in Hajj 2025 as per the directions issues by the Saudi Government.
- iii. Mandatory health conditions for Hujjaj as per the Saudi Taleemat, elaborated in Hajj Policy Guidelines, shall be adhered to.
- iv. No Mehram shall be required for women for Hajj 2025, as per the decision of the Council of Islamic Ideology (CII) 2023, subject to the submission of an affidavit to the effect: i) their parents or husbands allow them, ii) they are in the group of reliable females and, iii) there is no threat to their dignity.
- v. Special citizens /disabled applicants are required to be accompanied by an attendant to proceed for Hajj.
- vi. Such applicants who are barred from travelling abroad by any Court/placed on ECL are not entitled to proceed for Hajj.

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- vii. In the event of a pilgrim's demise during his/her stay in KSA, whether natural or accidental, he or she shall be buried in Saudi Arabia as per Saudi Instructions.
 - viii. All the Hujjaj shall strictly abide by the laws and regulations of the host country during their stay in KSA.
 - ix. Any activity on the part of a pilgrim contrary to laws/regulations of Saudi Arabia like begging, political and immoral practices, drug trafficking, theft, etc. shall disqualify the offender for future visit of any kind to KSA by the Government of Pakistan, in addition to any other legal action taken by Saudi authorities. Moreover, as per Saudi laws, "Drug Trafficking" is banned and in case of violation, perpetrators can be imprisoned, lashed, or even publically executed/beheaded.

PART-II

9. GOVERNMENT HAJJ SCHEME

- i. For Government Hajj Scheme, there shall be the traditional long package of 38-42 days and a short package of 20-25.
- ii. Under the regular Government Hajj Scheme shared accommodation in accordance with Saudi Laws and Housing Permits (Tasreeh and Tasneef) shall be provided along-with boarding and lodging services.
- iii. All the applicants intending to perform Hajj under Government Hajj Scheme shall be called to submit their applications along with Hajj dues.
- iv. Selection of Hujjaj shall be made through computerized balloting.
- v. A Hardship quota of 1000 seats shall be reserved to accommodate split/broken family, Mehram for successful ladies, attendants for disabled / special persons and any other hardship need. The applicants for hardship quota shall be selected as per the guidelines issued by the Ministry.
- vi. A quota of 300 seats shall be reserved for low paid employees (BPS 1-9 or equivalent) / labors of Public sector/corporate organizations, companies registered with EOBI/ Workers Welfare Fund.
- vii. Substitution cases shall be entertained in respect of those successful applicants who cannot proceed for Hajj either due to death, serious illness or any other unavoidable reason, as per the guidelines issued by the Ministry.

10. Procurement Committees

The Ministry will notify Procurement Committees both in Pakistan and KSA to ensure competitive and timely purchases in the most befitting manner.

11. Hajj Dues:

The tentative Hajj package of Government Hajj Scheme for Hajj 2025 shall be between Rs. 1,075,000/- and 1,175,000/- ; subject to finalization of contracts with the Service Providers.

PART-III

12. Private Hajj Scheme:

The Government of Pakistan's policy of engaging Private Sector covers various areas including management, logistics and welfare services to Hujjaj. The policy aims to supplement the efforts of the Government by involving private sector. As a matter of policy, MORA&IH has proactively encouraged the private sector for Hajj Management since 2005. As usual, the MORA&IH shall sign a Service Provider

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Agreement with each HGO to ensure the provision of better services to the entire satisfaction of Hujjaj performing Hajj through private sector, under strict monitoring regime.

13. Allocation of Quota:

- i. The allocation of Hajj quota to the Private Sector shall be made in a transparent manner in accordance with Supreme Court judgments.
- ii. The minimum quota for each Munazzam/ HGO shall be as per the Saudi directions.
- iii. Munazzam/HGOs shall be allowed to take part in Hajj Operation subject to such terms and conditions as may be prescribed by the Ministry. However, any HGO blacklisted by Saudi Government shall not be entitled for Operation in Hajj-2025. Furthermore, any HGO blacklisted/ barred by the Ministry on account of its adverse performance or due to any other reasons shall also not be entitled for Operation until its clearance.
- iv. A quota of 1225 shall be reserved for Pakistan armed forces as per past practice.

14. Monitoring of HGOs:

- i. Monitoring and supervision mechanism for Hajj Operation in Pakistan and KSA shall be strengthened to check/review the performance of HGOs Schemes, in accordance with the contractual obligations and Saudi Instructions. In addition, Proforma based feedback, shall be obtained from pilgrims.
- ii. The Ministry shall notify monitoring team(s) for the Hajj Operation which shall monitor the HGOs as per the SPA and monitoring mechanism and provide immediate relief to Hujjaj by resolving the resolvable issues on the spot.
- iii. The monitoring teams shall refer the unresolvable complaints against HGOs to the Complaint Disposal Committee (CDC) in Pakistan.
- iv. Appeals against the decision of CDC shall be filed before the Appellate Authority within 15 days of the decision of CDC.

PART-IV

15. Welfare Services for Hujjaj:

- i. All the Welfare Staff will be eligible for Hajj provided they pay for required services/space and subject to their availability i.e., being off-duty/leave.
- ii. Anyone of the Welfare Staff who does not desire to perform Hajj can seek exemption individually in writing and claim their respective DAs accordingly.
- iii. A collective arrangement for procurement of space for all welfare staff shall be made by the Ministry /OPAP alongwith the requisite services.
- iv. To facilitate the Hujjaj as per the Saudi Taleemat, Welfare Staff will be deputed in KSA @ 01 against 100 Hujjaj for non-Medical Staff and @ 1 Doctor and 2 Paramedics @ 1000 Hujjaj through a competitive process. The Ministry shall make necessary arrangements for welfare services which include health services, information, facilitation, safety measures, boarding, lodging and transportation etc. The staff shall be deputed to KSA for welfare services on service visa provided by KSA. The welfare staff shall be distributed amongst Hajj Medical Mission (HMM), Muavineen & SDS, who shall be Government servants of different grades. They shall be bound to provide NOC/Nominations of competent authority of his/her department/Ministry to join Hajj duty.
- v. Moreover, in order to facilitate Hujjaj of Private Hajj Scheme, welfare staff nominated by HOAP, shall also be deputed on need basis.

Signature

- vi. Standard Operating Procedure (SOPs) and job description for each category of welfare service/activity shall be notified by the Ministry in consultation with Director HMM and Director Muavineen to ensure responsibility and accountability.
- vii. Performance of Hajj of welfare staff shall be linked and subject to the Saudi Taleemat and Government of Pakistan policy / guidelines.
- viii. The Welfare staff of various categories shall be drawn from Armed forces, MORA&IH, other Federal Ministries / Provincial Departments and Govt Organizations etc.
- ix. The strength of welfare staff in each category shall be determined by the Ministry in view of actual requirement and availability of resources.
- x. Extension in tenure of welfare staff beyond 45 days stay in KSA shall not be granted to any welfare staff. However, if extension is unavoidable, a solid justification shall be made and subsequently extension will be granted only with the approval of the Secretary MoRA&IH. No DA will be paid to any welfare staff for the period beyond 45 days.
- xi. The Hajj Operation shall be carried out under overall administration of Director General (Hajj). However, all the activities shall be supervised by the Minister / Secretary RA &IH along with their monitoring and inspection teams.

16. Information, Education and Training:

The Ministry shall launch an appropriate awareness campaign, employing all channels of communication to provide information, education, awareness and training to the intending pilgrims. The training material shall be available on the website of the Ministry. Training shall also be imparted to the intending Hujjaj in at least 02 training sessions on local basis at District / Tehsil level. Special efforts shall be made to further improve the contents/modules in the awareness/training programs by covering following aspects:

- i. Manasik-e- Hajj
- ii. Administrative and logistic arrangements
- iii. Basic IT/App usage training
- iv. Medical guidelines
- v. Guidelines regarding personal hygiene, cleanliness and Solid waste disposal
- vi. Repeater Muavineen shall be associated with training to highlight the administrative side of Hajj operation.
- vii. Saudi Laws
- viii. Possible difficulties to be faced by Hujjaj
- ix. Female specific issues
- x. Frequently Asked Questions (FAQs)

17. Hujjai Mohafiz Scheme:

The Ministry shall continue the Hujjai Muhafiz Scheme, launched in 2011 for risk management under the concept of "Takaful" to compensate the affected Hujjai/nominee of the deceased Hujjai in Hajj – 2025. Each Haji / member of Welfare staff shall contribute a non-refundable amount of Rs.1000/- into the scheme. The said Scheme shall compensate Hujjai/welfare staff against the following losses:

S#	Description	Amount
1	Death during Hajj in KSA	Rs. 02 Million
2	Major / minor injury	As per detail given in the Hajj Policy Guidelines
3	Emergency evacuation without performance of Hajj due to illness	Rs. 250,000

18. General:

- i. Implementation of this policy and its guidelines shall be the joint responsibility of the Ministry and all other stakeholders.
- ii. Interpretation of any clause or the terms of the Hajj Policy and its guidelines by the Ministry shall be considered as final.
- iii. The Ministry shall issue suitable guidelines to elaborate and implement the Hajj Policy.
- iv. This Policy mandates the Ministry to formulate guidelines / SOPs / Instructions with the approval of the Minister.
- v. The Ministry may make suitable amendments in the Policy or guidelines with the approval of the Minister in order to bring the Policy, its guidelines in conformity with Saudi Government policy / instructions and to meet the exigency of the Hajj Operation-2025.

19. Hajj Monitoring System:

- i. Monitoring Team from MORA&IH shall monitor the overall performance of Hajj operations to improve the quality of services.
- ii. The MORA&IH shall launch an updated electronic monitoring system for Hajj- 2025. The system shall have an in-built mechanism of transferring the un-resolved complaints to the next tier of management for taking appropriate measures. A Daily Situation Report (DSR) shall be generated for the information of senior management. The salient features of the system are as follows:
 - a) Hajj help line for responding to inquiries, complaints, etc.
 - b) Mobile application named "Pak Hajj App" and Mobile SMS service for information dissemination.
 - c) Mobile application for complaint registration.
 - d) On-line complaint registration portal.
 - e) Hajj monitoring system along with a dashboard for official supervisions.
- iii. Further, the Hajj Group Organizers-Management Information System (HGO-MIS) shall be updated and strengthened and more modules shall be added in it on the basis of experience gained in previous Hajj Operations.

20. Emergency Management System (EMS):

To cope with any kind of emergency, the MORA&IH shall setup an Emergency Management system. Emergency Response Team (ERT) shall have the following composition:

i.	Director General (Hajj), Office of Pilgrims Affairs of Pakistan	Head of the ERT
ii.	Director Welfare Staff Muavineen Or his Second in Command	Member
iii.	Director Welfare Staff-Medical Or his Second in Command.	Member
iv.	Director Facilitation & Coordination (F&C) Or his Second in Command	Member
v.	Representative of Ambassador of Pakistan in KSA	Member
vi.	Representative of Hajj Group Organizers Association of Pakistan	Member

21. The detailed SOPs/guidelines of EMS shall be issued by the Ministry (OPAP) separately in consultation with the Saudi Authorities.

New Initiatives Hajj 2025

- I. **Robust System of Financial Controls**
- II. **Expanded Procurement Committee**
- III. **Hajj Nazim: Hajj Nazim Scheme will be introduced starting from *Ghar-se-Ghar Taak*.**
- IV. **Mandatory Insurance of Hajj dues: Each Munazzam / HGO is required to purchase insurance for Hajj dues for each Hajj covering the Hajj period.**

ADDENDUM

As per Cabinet decision during meeting held on 05th November, 2024, following provisos have been added:

- i. The Ministry of Religious Affairs and Interfaith Harmony (MORA&IH) shall ensure that the committed quality of facilities and services are provided to Hujjaj under the Government Hajj Scheme during the Hajj operations in 2025, and that the deficits and lapses reported during Hajj operation in 2024, especially in Mina, are not repeated;
- ii. MORA&IH shall ensure that the rates charged by private Hajj operators are commensurate with the quality of facilities they offer. MoRA&IH would also devise a mechanism to monitor and ensure that the committed facilities are actually provided by private Hajj operators. The monitoring mechanism shall also include provisions to take legal action against defaulters;
- iii. First preference in the Government's Hajj Scheme shall be given to those applicants who have not performed Hajj before;
- iv. Ministry of Interior shall, in coordination with MoRA&IH, devise a mechanism to ensure that no person is permitted to go for Hajj or Umrah for the purpose of begging. FIA and the Directorate General of Immigration and Passports shall be mobilised to this end. Ministry of Interior shall also liaise with the relevant Saudi authorities. In case of default action shall not only be taken against the persons found involved in beggary, but also the Hajj and Umrah operators through whom such persons travel to Saudi Arabia;
- v. MoRA&IH shall coordinate with the concerned agencies to ensure that persons going for Hajj on both Government and Private Schemes are imparted comprehensive training for Hajj, including on logistics, Hajj procedures and practices, clothing, and dealing with emergency situations;
- vi. MORA&IH shall update the Hajj App with the help of the Ministry of Information Technology and Telecommunication, if required. The possibility of providing tracking SIMS to Hujjaj, to locate them in the event they get lost, will also be examined;
- vii. MoRA&IH shall ensure that any unutilized Hajj quota, especially from the Sponsorship Scheme, is reallocated timely and transparently, so that Pakistan does not lose its annual quota;
- viii. MoRA&IH shall put in place an expeditious, transparent and comprehensive complaint redressal mechanism with the support of the Ministry of Information Technology and Telecommunication;
- ix. MORA&IH shall make an effort to have Lahore airport included in the 'Road to Makkah' initiative;
- x. MORA&IH, in consultation with the Finance Division, shall examine the possibility of creating a Hajj Fund to subsidize Hajj expenditures for low- income persons;



COMPARATIVE TABLE**HAJJ 2024 vs HAJJ 2025**

Sr. No.	Items	Hajj Policy 2024	Hajj Policy 2025	Remarks
1.	Total Hajj quota	179,210	179,210	
2.	Distribution between Govt. and Private Scheme	89,605 (50%)	89,605 (50%)	
3.	Govt. Hajj Package	Rs. 1,075,000/-	Rs. 1,075,000 – 1,175,000/-	
4.	Hajj dues for Welfare Staff in case of Hajj	No	Yes	
5.	Sponsorship Scheme	25,000 for Govt. Scheme and 27,000 for Private Scheme	Based on last two years' average, a 5000 for Govt. Scheme and 30,000 for Private Scheme	Pakistan had to surrender 19,500 quota due to lackluster response. Pakistan may permanently lose its quota if surrender this time.
6.	Minimum age limit	Nil	12 years	
7.	Compensation in case of death	Rs. 1 million	Rs. 2 million	
8.	Hajj Nazim	Nil	Hajj Nazim Scheme will be introduced starting from Ghar-se-Ghar Taak.	Hajj Nazim for necessary guidance and assistance, will travel and stay with his Hujjaj.
9.	Hardship quota	500	1000	
10.	Makatab	C & D	D	
11.	Minimum Munazzam / HGO quota	500 Hujjaj / Munazzam	2000 Hujjaj / Munazzam	
12.	Mandatory Insurance of Hajj dues for Private sector	No	Yes	

