

Labour Migration for Employment

A Status Report for Nepal: 2014/2015



Government of Nepal
Ministry of Labour and Employment

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Hon'ble Deepak Bohara
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Government of Nepal



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Message

Labor migrations plays a key role in the context of Nepal's economy and social development. As this report points out, financial data shows that remittance accounts for approximately 28 per cent of Nepal's total GDP during the fiscal year 2013/14. In addition, the impact of the remittances at the household level has also led to a reduction in the poverty level of the nation. While the government recognizes the remarkable contribution made by migrant workers to the national economy, we are also cognizant of the many challenges faced by the workers in the migration process.

The challenges associated with labor migration requires concerted action both within the country of origin as well as in the destination countries. Issues like lack of labor rights, absence of fundamental principles and rights at work, poor compensation, trafficking, fraud and abuse need to be tackled with a strong political will with a multi-stakeholder support.

Strengthened institutional capacity to include appropriate human and financial resources combined with enhanced coordination amongst concerned ministries and line agencies will facilitate effective and efficient governance of labour migration which aims to protect and promote the rights of the migrant workers and their families. Coordinated effort and collaboration of government and development partners is a must in this light.

This second national *Labour Migration for Employment A Status Report for Nepal: 2014/2015* is an important document that can provide an operational framework for meeting the challenges related to labor migration. The report is extremely well researched and provides a very substantive analysis using the governments' own data, and has identified the challenges as well as the opportunities to improve labor migration. It will provide a very good programmatic road map for the government and non-governmental development partners working on issue related to labor migration.

I congratulate the coordination committee led by the Ministry of Labor and Employment with government representatives from the Department of Foreign Employment and the Foreign Employment Promotion Board along with the research team members for their persistent hard work to bring out this report. My sincere thanks also to the development partners – the International Labour Organization, the International Organization for Migration, The Asia Foundation, the United States Agency for International Development, the European Union and the Kathmandu Migration Group, for their continued financial and technical support to the Ministry for bringing out this report, without which this report would not have been possible.

Deepak Bohara
Minister
Ministry of Labour and Employment



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Foreword

It is my pleasure to introduce the second national *Labour Migration for Employment A Status Report for Nepal: 2014/2015*. The surge in out-migration for foreign employment has brought profound changes in the socio-economic fabric of the country. Although the labour migration phenomenon has emerged as an alternative livelihood opportunity for many Nepali households, it poses new challenges for the Government and policy-makers in managing safe migratory flows between the countries of origin and destination. Strengthening the migration governance system is needed in the current context and that requires reliable easily accessible data that informs on the present situation and provides a basis for future interventions. The problem of ensuring safe migration has been further exacerbated by the recent earthquake of April 2015, which increased the risk of unsafe migration due to the growing economic and social vulnerabilities faced by the people.

This report reflects efforts to capture the trends in labour migration from Nepal, identify the structural gaps and suggests ways to move forward for the Government and stakeholders. Although various government agencies have maintained and published data on numerous aspects of labour migration, no one source had assembled all the pieces. This report fills that gap and goes beyond to highlight the achievements of the Government as well as remaining challenges. It presents a guide for policy-makers to use when addressing labour migration issues, particularly to ensure that the rights of migrants are foremost protected.

I want to congratulate the Coordination Committee for this report. The support provided by the International Labour Organization's European Union-funded SALM project, the International Organization for Migration, The Asia Foundation's USAID-funded CTIP program and the Kathmandu Migration Group, for this task is appreciated and has strengthened the collaboration between the Government of Nepal and development partners.

I also want to thank the senior consultant Deependra Bickram Thapa, and his research associate, Ishan Ghimire, for compiling the information and authoring this report. Lastly, I want to thank the government officials in the Ministry of Labour and Employment, the Department of Foreign Employment and the Foreign Employment Promotion Board for providing critical inputs during the formulation of the framework of the report in addition to contributing towards the rich analysis brought forth through this publication.

I hope such an initiation will continue in the future and that all stakeholders will support and cooperate to promote safe migration.

Bishnu Prasad Lamsal

Secretary

Ministry of Labour and Employment

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Notes on terminology

The Foreign Employment Act, 2007 defines the terminology that governs the foreign employment process and its elements.

This report adheres to the definitions stated in that Act. However, the following terms are used to indicate associated meaning while maintaining the essence of the terms covered by the Act.

- **Labour migration:** The term is used to indicate migration for foreign employment from Nepal but excluding to India. Correspondingly, “labour migrants” refer to citizens of Nepal in labour migration.
- **Recruitment agency:** The term refers to institutions established under the prevailing Company Act that have acquired a license to conduct a foreign employment business that recruits workers for advertised jobs in other countries.

Additionally, “undocumented migrant” or “illegal migrants” are not used; rather, the following is used out of consideration for the human rights of each person who migrates.

- **Irregular migrant:** A person who crosses a foreign border in a movement that takes place outside the regulatory norms of the sending, transit and receiving countries. The term has been preferable in international practice since the International Symposium on Migration: Towards Regional Cooperation on Irregular/Undocumented Migration that took place in Thailand in 1999. Correspondingly, the term “irregular migration” refers to the process of migration through which the irregular migrant uses.

The data in this report mostly refer to the Nepali fiscal year. According to the Gregorian calendar, the fiscal year starts 17 July and ends 16 July. The report refers to the past fiscal year as 2014/15. Previous years are referred to in the same manner.

Acronyms

EPS	Employment Permit System
GCC	Gulf Cooperation Council
GDP	gross domestic product
ILO	International Labour Organization
NPR	Nepali rupees
SAARC	South Asian Association for Regional Cooperation



Potential migrant workers wait to receive their labour permit at the Labour Village © ILO/O. Havana

Introduction

Foreign employment is indeed the most significant motivation for international migration from Nepal in the twenty-first century. More than 3.8 million permits to work abroad (excluding India) were issued by the Government during the 1993/94–2014/15 fiscal years, which represents almost 14 per cent of the current population. As well, according to the recent census data (2011), nearly 71 per cent of the total absent population (1,921,494), or people living out of the country (including living in India) cited private and institutional jobs abroad as the reasons for leaving.¹

Subsequently, there has been a huge increase in the inflow of remittances, from 58.6 billion rupees (NPR) in 2003/04 to NPR589.5 billion in 2014/15. Remittances contributed a 10.9 percentage share of the gross domestic product (GDP) in 2003/04 and 27.7 per cent in 2014/15. The remittance flow, therefore, is a major contributor to development financing in Nepal.

The outflow of migrants in the past decade has been momentous in transforming the country's economic, social and cultural fabric. Nepal has emerged as a remittance economy, shaped by migrants' cash flows, so much so that it was the third-largest recipient of remittances—as a share of GDP—in the world in 2012² and the top recipient among least developed countries.³ Foreign employment has provided alternative livelihood opportunities, and remittances have helped to augment household incomes.

Among the many impacts of foreign employment, the social dynamics have changed, with many people in the working-age population, particularly men, absent from home. Additionally, cultural norms are being transformed as more women join the labour force nationally and internationally.

The voluminous nature of labour migration for employment has brought both new opportunities and challenges for the Government and policy-makers. A primary concern has been in managing the huge outflow while ensuring the safety, rights, decency and welfare of migrant workers. This has required strengthening the governance process, creating cohesive legislation and policies and ensuring their proper implementation.

Despite the legislation and policies and an increase in migrant workers opting to go abroad via regular channels, there are still gaps in the implementation of such legislation and policies. These gaps have hampered the rights and safety of migrants. The cases of labour migrants suffering from abuses, exploitation and financial distress are frequent and impinge on their rights and well-being.

¹ Central Bureau of Statistics, 2014, p. 228.

² World Bank, 2014.

³ United Nations, 2014, p. 15.

⁴ National Planning Commission and UNDP, 2014, p. 74.

Emphasis on strategies for safe and better remunerative labour migration⁴ oriented around labour and human rights and a much deeper and more comprehensive understanding of the foreign employment phenomenon in all of its dimensions, such that it may be harnessed for national development⁵, are needed in the current context.

Thus, the aim of this report is to document the current data, trends, issues and challenges relating to foreign employment and inform various country-level initiatives in both sending and receiving countries, including policy decisions and the improvement of migration management mechanisms and governance institutions to promote safe and dignified migration.

1.1 Objectives of the report

The research reflected in this report set out to:

- assess and delineate the magnitude of labour migration for foreign employment from Nepal in all its dimensions by collecting and collating information available from agencies with relevance to the migration cycle;
- highlight government-led initiatives at the policy and structural levels that promote safe migration and protect the rights and welfare of migrant workers in Nepal and in the countries of destination;
- identify and discuss thematic issues pertinent to foreign employment within the larger development framework; and
- identify gaps and challenges in the current policies and institutional mechanisms that support labour migration and the development of migrants and propose ways forward to fill those gaps.

1.2 Methodology

The terms of reference were developed in consultation with the Ministry of Labour and Employment, its Department of Foreign Employment and their three development partners (the International Labour Organization, the International Organization for Migration and The Asia Foundation).

Based on the previous report's experience, a coordination committee was re-assembled to provide technical and operational guidance to the research process. The committee comprised government officials from the Ministry of Labour and Employment, the Department of Foreign Employment and the Foreign Employment Promotion Board and representatives from the three development partners.

The researchers returned to the same data sources used in the previous report, which were mainly the Department of Foreign Employment, the Foreign Employment Promotion Board and the Foreign Employment Tribunal.

⁴ National Planning Commission and UNDP, 2014, p. 74.

⁵ National Planning Commission, 2013, p. 98.

The trends in foreign employment are presented for the past seven fiscal years, 2008/09–2014/15. Although the first report covered trends and data until 2013/14, this report reiterates those trends along with updated data from the past fiscal year to create a single comprehensive report for readers' easy reference. As explained in the first report, the base year for data collection was 2007, which was the turning-point year for regulation and management of foreign employment due to the enactment of the Foreign Employment Act.

Where possible, data gaps in the first report have been filled in this year's report. Many of the gaps emerged due to the lack of sufficient software capacity used for the databases of the Department of Foreign Employment and the Foreign Employment Promotion Board, which were not able to retrieve disaggregated data under certain categories without error. This report reflects improvements in those database systems, which now can make more information available. For instance, no geographical information on the origin and destination of individuals acquiring labour permits on their own was available before but is now obtainable for the past three fiscal years, 2012/13–2014/15. Data on the renewal of labour permits have been incorporated into this year's report, and some indicators on age groups of migrant workers are also available. The Foreign Employment Promotion Board provided, for the first time, information on disabilities caused by work-related incidents among labour migrants in destination countries. With these developments, more disaggregated and accurate data, such as age and the skills of labour migrants, can be expected in the future.

For the discussion on thematic issues, a range of literature was reviewed: national development plans, annual and progress reports of government and non-government agencies, surveys and research papers.

Consultations with high-level officials and focal persons from government and non-government agencies and bodies were conducted to enrich the content and elaborate on the available data.

1.3 Limitations of the report

This report is limited to the official data available at the different levels of government institutions. By using the data for the past seven years, the report only presents current trends.

The use of labour permits issued by the Department of Foreign Employment as the primary indicator limits the assessment to the nature, scale and magnitude of labour migrants in foreign employment. Due to this very reason, labour migration to India was not included in the analysis because there is no requirement for official documents to cross the border, and thus there are no records of migration flows. In addition, the database used to collect information on the labour permits only presents the total number of labour permits issued and thus cannot differentiate who is a repeat migrant.

A few technical considerations were required in presenting the overview data on labour migration. The Department of Foreign Employment database is online and provides real-time data. Hence, data col-

lected at a certain point of time may not match in the future, especially for the present time and a year before. For example, the total figures for labour permits issued in 2013/14 in the first report do not match the numbers collected in 2014/15 for the same year. This is because of the cancellation of labour permits, which may happen a few months after they are obtained. As well, there are minor discrepancies in the data that do not affect the overall trends but need to be pointed out.

Limited information on the skills of labour migrants is presented and does not truly reflect their skill level. For instance, in many data entries, the occupation of a migrant was recorded only, with no reference to skills or qualifications.

The disaggregated data on labour migrants who leave Nepal on a personal basis—who do not use a recruitment agency—are limited to the past three years. Similarly, data on the renewal of labour permits and the regularization of migrants are only available since 2012/13.

The report does not include data on other dimensions of migration, including the absent population and immigration.

1.4 Content of the report

Part 2 highlights the trends for the past seven fiscal years (2008/09–2014/15) regarding labour permits issued for foreign employment. The information is provided regarding sex, age, the corridors of origin and destination for foreign employment and grievances and distress reported by migrant workers.

Part 3 informs on various laws, policies and institutional mechanisms governing foreign employment and features recent developments and achievements in managing the outflow of migrant workers.

Part 4 discusses thematic issues within foreign employment. Growing concerns over the surge in the outflow of foreign employment and the maximization of its benefits has demanded deeper and comprehensive understanding of the labour migration phenomena. This year, the report discusses the foreign employment and national development nexus and the role of the Government within it. It also assesses foreign employment as part of the national labour management strategies in the aftermath of the devastating earthquake of 2015. Additionally, the increasing trend of women's participation in foreign employment is highlighted along with the changing dynamics of foreign employment under the pretext of education abroad.

Part 5 covers prevailing gaps and challenges in the governing of the foreign employment process in Nepal and proposes ways forward to fill the lacunae and overcome the challenges.



Aspirant Nepali workers taking the skills test for the EPS Korea
© ILO/C. Shekhar Karki

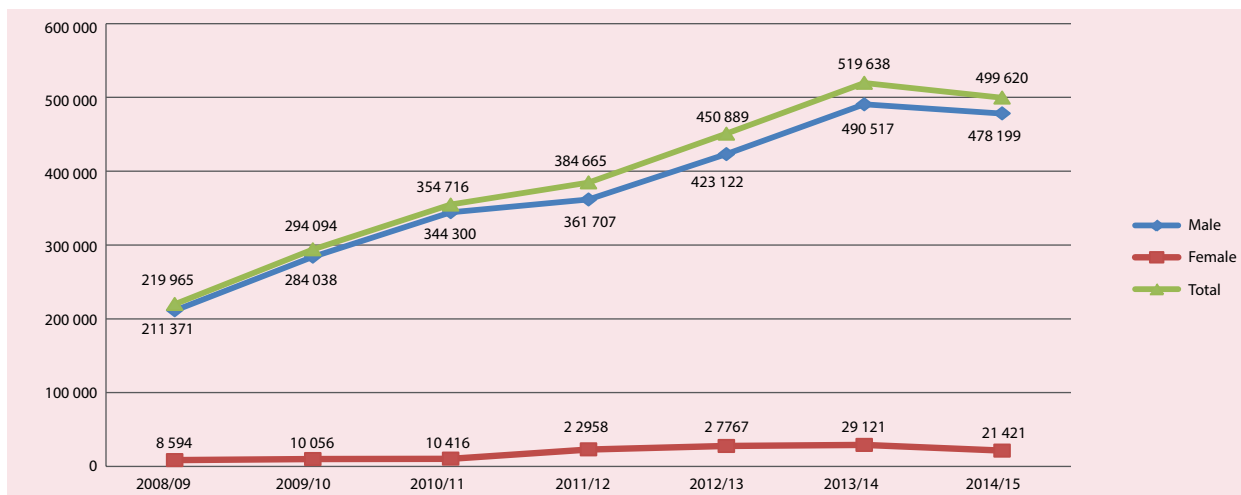
OVERVIEW OF THE STATUS OF LABOUR MIGRATION IN NEPAL

The international demand for Nepali labour is huge. As many as 1.2 million jobs were available in 27 countries, according to the pre-approval granted by the Department of Foreign Employment in 2014/15. The surge in the outflow of labour migrants in recent years, especially to Gulf Cooperation Council (GCC) countries and to Malaysia, appears frequently in migration analyses. This section and accompanying annexes provide information on labour migration out of Nepal, based on data for 2008/09 to 2014/15.

2.1 Current trends in obtaining a labour permit

A total of 2,723,587 labour permits were issued by the Department of Labour and Employment from 2008/09 through 2014/15.⁶ As illustrated in Figure 1, there was a steady increase in issued permits until 2013/14, when the total number dipped slightly. The 3.8 per cent decrease in 2014/15 from the previous year is attributed to the earthquake that hit Nepal in April 2015. The earthquake and subsequent aftershocks, which occurred in the last quarter of the fiscal year, disrupted all aspects of everyday life, including the operation of both government and private institutions facilitating foreign employment. As a result, there was a 48 per cent decrease in the issuing of labour permits in the last quarter of 2014/15, when compared with the same period in 2013/14 (see section 4.1.3 for analysis of the impact of the earthquake on migration).

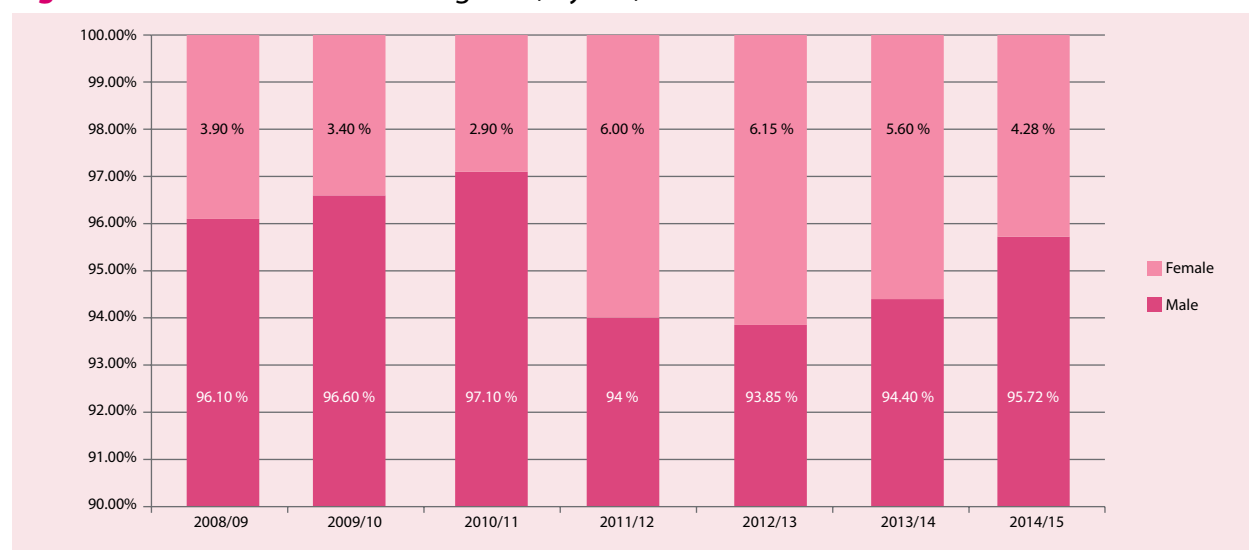
Figure 1. Trends in obtaining labour permits, 2008/09–2014/15



⁶ This does not include the Nepali migrant workers who migrated to the Republic of Korea for foreign employment through the government-to-government Employment Permit System.

According to the data on labour permits issued, men accounted for the bulk of the labour migrants over the past seven years, at 95.7 per cent. However, there has been a significant increase in the number of permits acquired by women in that same period, as Figure 1 also illustrates. The share of women labour migrants peaked in 2012/13, at nearly 6.2 per cent of the total labour migrants and has been falling since (Figure 2).

Figure 2. Share of total labour migrants, by sex, 2008/09–2014/15



Source: Department of Foreign Employment.

Although the increase in women migrant workers is significant in itself, it has had less impact on the overall trend in labour permits issued than the situation of men migrant workers: The yearly increase or decrease in overall labour permits issued is associated with the rise and fall in the number of male labour migrants. The rate of increase in men obtaining a labour permit spiked in 2009/10, together with an overall increase in the number of permits issued, but then it plummeted in subsequent years (Table 1). The rate of yearly increase in the overall number of permits issued is closer to the annual increase (or decrease) among male labour migrants (see section 4.2 for more discussion on women’s participation in foreign employment).

Table 1. Yearly rate of increase in permits issued to labour migrants, 2008/09–2014/15

Fiscal year	Yearly rate of increase in issuing permits (%)	Rate of increase in absolute terms (% male)	Rate of increase in absolute terms (% female)
2008/09	-	-	-
2009/10	33.70	34.37	17.0
2010/11	20.61	21.21	3.6
2011/12	8.44	5.05	120.4
2012/13	17.21	16.97	20.94
2013/14	15.24	15.92	4.87
2014/15	-3.8	-2.51	-26.44

Source: Department of Foreign Employment.

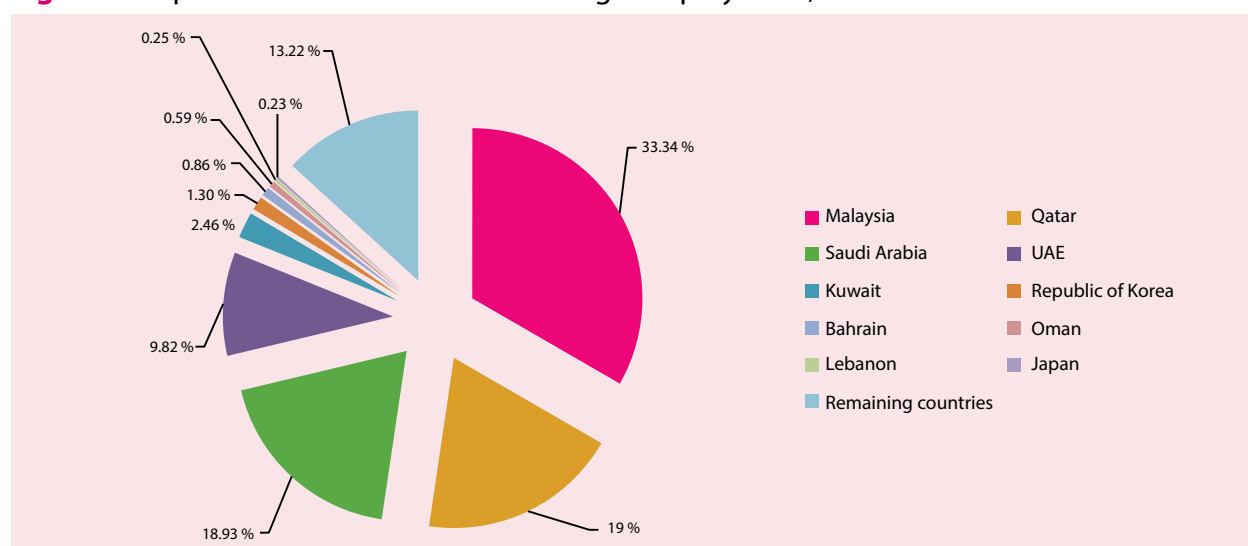
The data presented in Figure 1 exclude migrant workers going to India (because work permits are not required) and to the Republic of Korea through the government-to-government agreement, because they are managed under the Employment Permit System Korea Section in the Department of Foreign Employment. The Government of Nepal issued a directive in 2008 for the smooth implementation of the Employment Permit System (EPS). The Republic of Korea introduced the scheme in 2004 and has made bilateral agreements with several countries to receive labour migrants. Of the 15 sending countries participating in the scheme, Nepal received the Best Practice Outstanding Award from EPS Korea in 2009, 2011 and 2013. According to the EPS Korea Section records, a total of 33,960 labour migrants (31,771 men and 2,189 women) have participated in the programme since 2008.

2.2 Destination countries of labour migrants

Nepali labour migrants have obtained permits to work in as many as 142 countries over the past seven fiscal years (2008/09–2014/15). Any country that is a member of the United Nations, unless banned by the Government of Nepal, may be chosen by a migrant worker as destination country, although the Government limits the number of countries that may be managed for employment through recruitment agencies (see Annex II for the list of all countries in which Nepali migrants are allowed to work and the list of all 142 destination countries and the number of men and women who have gone to each one).

Malaysia and the GCC countries have been the most attractive destinations, receiving 85 per cent of all male and female labour migrants in the past seven fiscal years. As shown in Figure 3, of the total 2,723,587 labour permits issued over that period, 33.3 per cent were for employment in Malaysia, followed by Qatar (at 19 per cent), Saudi Arabia (18.9 per cent), United Arab Emirates (9.8 per cent), Kuwait (2.5 per cent), Bahrain (0.9 per cent) and Oman (0.6 per cent).

Figure 3. Top-destination countries for foreign employment, 2008/09–2014/15



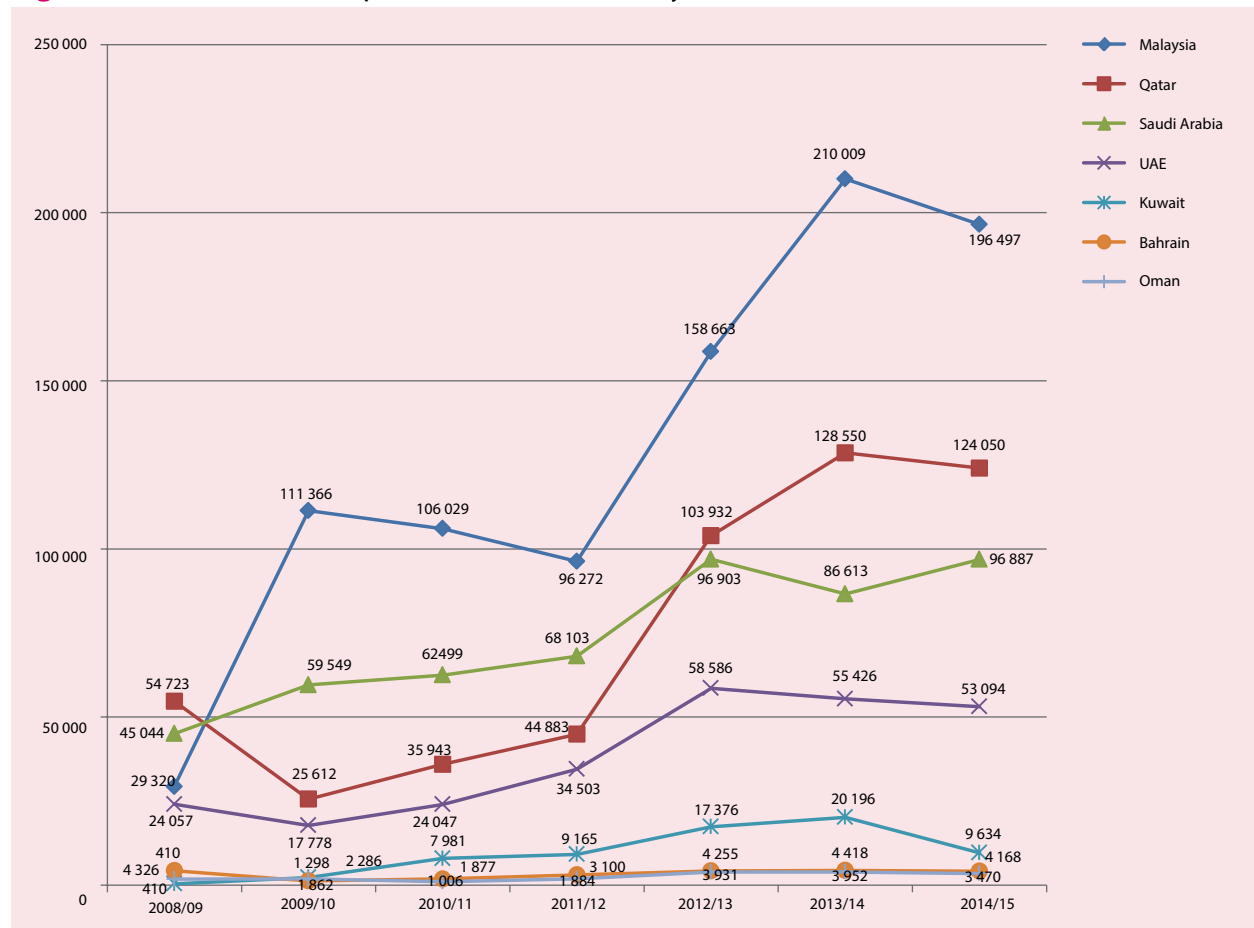
Source: Department of Foreign Employment.

Although there are comparatively small numbers of migrants going to the Republic of Korea, it has emerged as a favourable destination country in the past seven years largely because of the government-to-government agreement that enables good wages and good living and working conditions. Of the 35,585 labour permits issued between 2008/09 and 2014/15 for the Republic of Korea, 95.4 per cent were arranged through the EPS scheme.

Among the remaining popular countries and territories, Afghanistan, Japan, Jordan, Lebanon and Macau (China) have remained popular destinations while new destinations have emerged: Mauritius, Democratic Republic of Congo, Seychelles and Uzbekistan.

As shown in Figure 4, there has been a huge surge in migrants obtaining labour permits for Malaysia, with a nearly 600 per cent increase between 2008/09 and 2013/14. Such a meteoric increase has also occurred in four other countries: Kuwait, Qatar, Saudi Arabia and the United Arab Emirates.

Figure 4. Trends in labour permits issued for Malaysia and GCC countries, 2008/09–2014/15

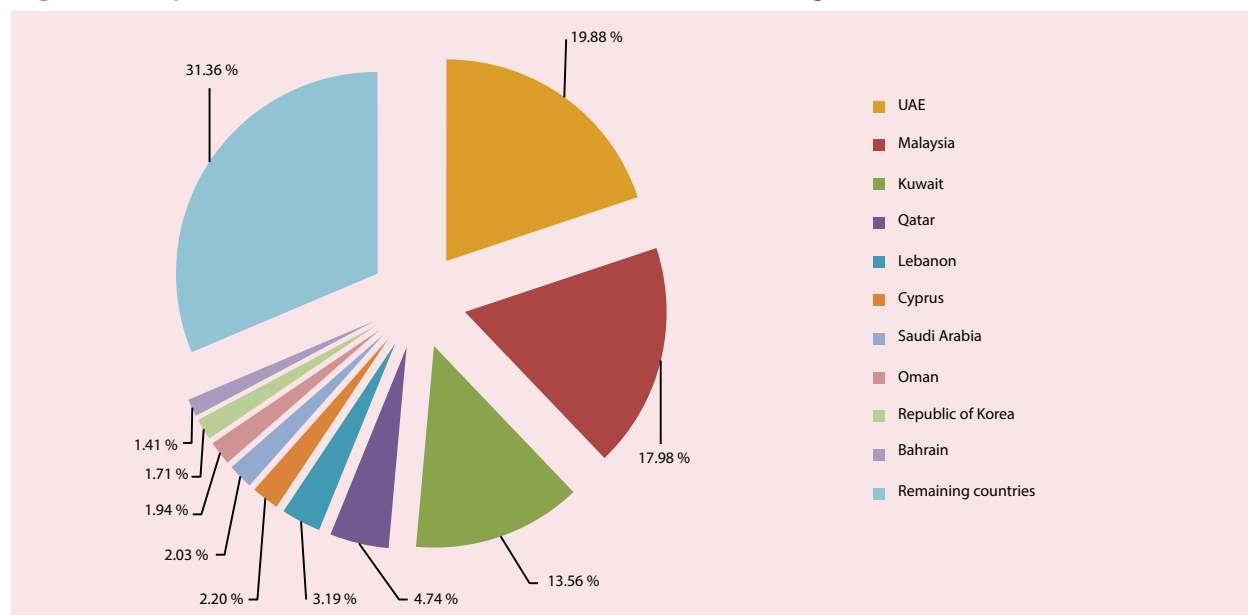


Source: Department of Foreign Employment.

Not surprising, the pattern for male migrants follows the overall trend. The top-ten destinations for male migrants over the seven-year fiscal period: Malaysia (34.1 per cent among all men), Saudi Arabia (19.8 per cent), Qatar (19.7 per cent), United Arab Emirates (9.3 per cent), Kuwait (1.9 per cent), Republic of Korea (1.3 per cent), Bahrain (0.8 per cent), Oman (0.5 per cent), Japan (0.2 per cent) and Afghanistan (0.1 per cent).

The pattern for women differs slightly (Figure 5). The top-ten destinations for female labour migrants in the past seven fiscal years were: United Arab Emirates (25,916 permits issued), Malaysia (23,427 permits issued), Kuwait (17,685 permits issued), Qatar (6,179 permits issued), Lebanon (4,164 permits issued), Cyprus (2,871 permits issued), Saudi Arabia (2,646 permits issued), Oman (2,538 permits issued), Republic of Korea (2,241 permits issued) and Bahrain (1,848 permits issued).

Figure 5. Top-ten destination countries for female labour migrants, 2008/09–2014/15



Source: Department of Foreign Employment.

2.3 Origin districts of labour migrants

Recipients of labour permits over the past seven fiscal years came from every district in the country, with the top ten being (in order of most migrants) Dhanusa, Jhapa, Mahottari, Morang, Siraha, Nawalparasi, Sunsari, Saptari, Rupandehi and Sarlahi.



The top-ten districts accounted for 36.2 per cent of all labour permits issued over the seven-year period. In terms of trends, although the top-ten districts remain the geographical source for most of the migrants for foreign employment, their share of the total has been slightly decreasing as more people from other districts take up foreign employment. While there has been an overall rise in the numbers of labour migrants in all districts, there are some whose share of the total has increased significantly.

For instance, a considerable increase has occurred in the southern plains—in Banke, Bara, Kanchanpur, Kapilvastu, Parsa and Rautahat districts (Table 2). The exception to this pattern is Kailali, where a spike was observed between 2009/10 and 2011/12, peaking at 3.9 per cent, but then slipping considerably to 0.8 per cent in 2014/15. The pattern of migrating to India for work or migrating through India seen over the years from the far-western region of Nepal could also be a reason behind the small percentage share of total migrants from Kailali. Further analysis and research is needed to understand the sudden significant increase in the percentage share of total migrants from Kailali from 2008/09 to 2009/10 that was then followed by a significant decrease in 2012/13.

Among the hilly districts, there were considerable increases and decreases in percentages in recent years in some areas. The proportion of all labour migrants rose from 1.8 per cent in 2008/09 to nearly 2 per cent in 2014/15 in Makwanpur District, for instance; while in Syangja District, it dropped from 2 per cent to 1.6 per cent during the same period.

Table 2. Districts with a significantly increasing or decreasing trend in migrants obtaining a labour permit, 2008/09–2014/15

Percentage share of total migrants								
District	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	Total share in seven years
Bara	1.08	1.12	1.51	1.60	1.76	1.90	1.96	1.68
Rautahat	0.95	0.95	1.19	1.27	1.58	1.83	2.05	1.56
Kailali	0.36	3.28	3.89	2.81	0.62	0.70	0.77	1.48
Kapilvastu	0.75	0.97	1.24	1.21	1.87	1.78	1.92	1.56
Banke	0.61	0.83	1.00	0.98	1.25	1.26	1.30	1.12
Parsa	0.54	0.53	0.72	0.86	0.94	1.37	1.33	1.02
Bardiya	0.45	0.60	0.83	0.75	0.95	0.96	1.05	0.87
Kanchanpur	0.41	0.52	0.71	0.57	0.71	0.73	0.76	0.67
Makwanpur	1.75	1.53	1.51	1.86	2.06	2.07	1.97	1.89
Syangja	2.02	1.46	1.80	1.80	2.20	1.91	1.86	1.90
Dhading	1.46	1.68	2.08	2.11	1.76	1.68	1.63	1.76
Tanahu	2.69	2.17	2.23	2.41	2.21	2.01	1.93	2.16

Source: Department of Foreign Employment.

Similarly, dramatic increases occurred among the numbers of migrants obtaining a labour permit who came from districts in the far-western hills of the country. This is an area conventionally recognized as the source of migrants going to India (and not needing a labour permit) for seasonal employment. Although their share in the overall trend is not conspicuous, there has been considerable increase in absolute numbers, as Table 3 indicates. The increase in the numbers of labour migrants from those regions also reflects analysis from the Population Monograph of Nepal: that the proportion of Nepali migrants going to India has considerably decreased, from 77.2 per cent in 2001 to 37.6 per cent in 2011⁷. While migrants from Nepal to India between 2001 and 2011 increased by 1.2 per cent, as noted in the monograph, there was a 581 per cent increase in Nepali migrants to other countries.

⁷ Population Monograph of Nepal, 2013.

Table 3. Increasing trend in obtaining labour permits in far-western districts

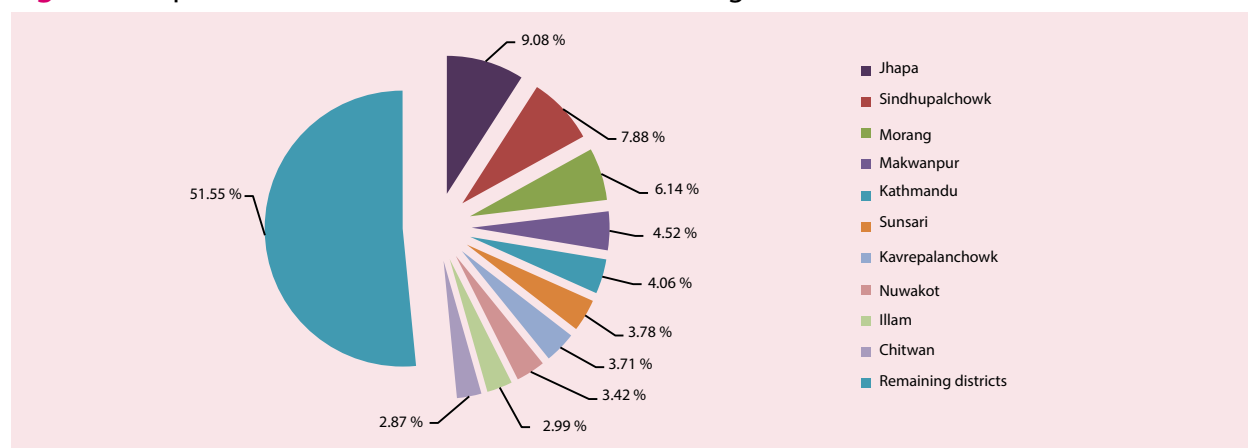
District	Percentage increase in obtaining labour permits, 2008/09–2014/15	Total share in seven years
Jajarkot	758.73 %	0.34 %
Dailekh	769.56 %	0.34 %
Dadeldhura	383.45 %	0.30 %
Baitadi	356.87 %	0.30 %
Darchula	515.66 %	0.17 %
Accham	2 184.84 %	0.15 %
Bajhang	1 667.27 %	0.11 %
Kalikot	1 277.97 %	0.10 %
Doti	959.21 %	0.10 %
Bajura	647 %	0.09 %
Jumla	1 248.28 %	0.04 %
Humla	382.35 %	0.02 %

Source: Department of Foreign Employment.

Most of the male labour migrants between 2008/09 and 2014/15 were from the same top-ten districts. Those ten districts, however, differ from the top-ten origin districts for female labour migrants. Nearly half (48.5 per cent) of all female labour migrants who obtained a labour permit over the seven-year period were from Jhapa, Sindhupalchowk, Morang, Makwanpur, Kathmandu, Sunsari, Kavrepalanchowk, Nuwakot, Illam and Chitwan (Figure 6).

A geographical distinction is noticeable: Most of the men in foreign employment were from the southern plains while most of the women were from the hilly regions, although the southern Jhapa, Morang, Sunsari and Chitwan districts each had a somewhat large share of women migrants as well.

Figure 6. Top-ten source districts for female labour migrants, 2008/09–2014/15



Source: Department of Foreign Employment.

The Department of Foreign Employment database includes information for comparing districts of origin with countries of destination. Not surprising, the top destinations for labour migrants from the districts with the largest number of labour permits issued were Malaysia, Saudi Arabia and Qatar. As shown in Table 4, the top destinations for male labour migrants from districts that had the larger numbers of labour permits issued through recruitment agencies over the past seven years matches with the top destinations overall. A similar pattern is evident among female labour migrants from the top-ranking origin districts. A notable omission in the table is Cyprus, which has been a major destination for women in recent years—the data indicate that 16.6 per cent of women migrants from Sindhupalchowk District went to Cyprus, while the rest were evenly spread across many districts.

Table 4. Top-three destinations for labour migrants from districts with a large number of labour permits obtained, 2008/09–2014/15

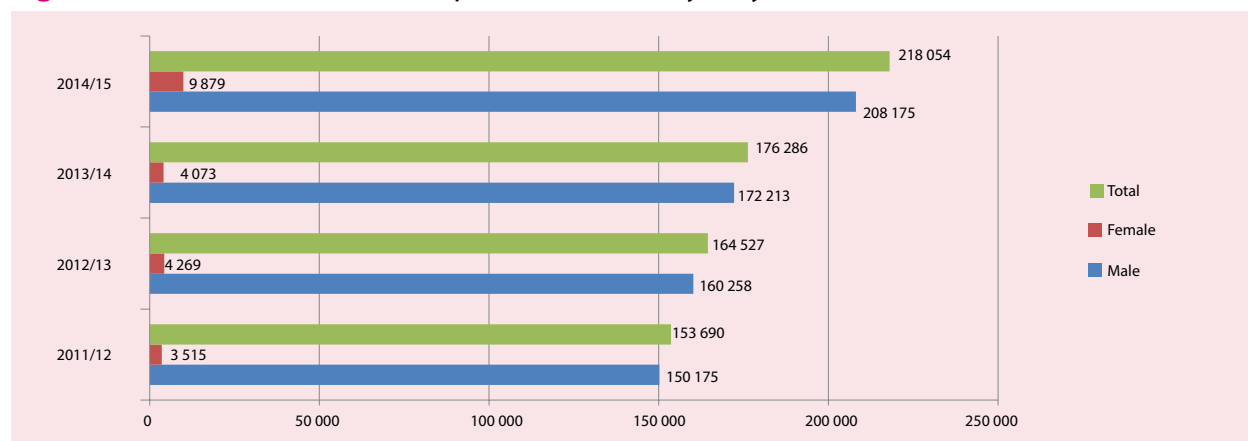
Top origin districts, male and female	Top-destination countries: men (total share in seven years of all male labour migrant permits for that district)	Top destination countries: women (total share in seven years of all female labour migrant permits for that district)
Dhanusa	Qatar (34.43 %) Saudi Arabia (32.23 %) Malaysia (24.89 %)	United Arab Emirates (35.26 %) Malaysia (34.21 %) Qatar (11.05 %)
Mahottari	Malaysia (40.11 %) Saudi Arabia (27.01 %) Qatar (24.83 %)	Malaysia (35.77 %) United Arab Emirates (26.29 %) Lebanon (15.86 %)
Jhapa	Malaysia (35.49 %) Qatar (23.44 %) Saudi Arabia (20.48 %)	Malaysia (39.21 %) United Arab Emirates (35.13 %) Qatar (9.14 %)
Morang	Malaysia (39.72 %) Saudi Arabia (23.10 %) Qatar (20.74 %)	Malaysia (45.36 %) United Arab Emirates (29.41 %) Qatar (9.12 %)
Sindhupalchowk	Malaysia (48.83 %) Saudi Arabia (19.34 %) Qatar (15.52 %)	United Arab Emirates (38.73 %) Malaysia (25.17 %) Lebanon (11.61 %)
Makwanpur	Malaysia (44.53 %) Saudi Arabia (22.24 %) Qatar (19.52 %)	Malaysia (38.37 %) United Arab Emirates (28.83 %) Qatar (8.60 %)
Kavrepalanchowk	Malaysia (47.71 %) Saudi Arabia (19.21 %) Qatar (15.50 %)	Malaysia (37.32 %) United Arab Emirates (32.66 %) Qatar (11.20 %)

Source: Department of Foreign Employment.

2.4 Renewal of permits

Similar to the trend in labour permits acquired, there has been a considerable increase in the renewal of permits among labour migrants. Renewal of permits are granted to workers who are in the process of completing their contract period or have completed their contract period and want to return to the same destination country and have provision for the same job. The data for re-entry are only available since 2011/12; in the four years of record keeping, 712,557 labour permits were renewed, which was around one third of the new labour permits issued during that same period. A considerable number of labour migrants, both men and women, renew their labour permits each year (Figure 7). The renewal of permits is carried out individually, and according to the data, most of the renewed permits were for Malaysia and GCC countries. Although no other specific information was available, the renewal numbers suggest some degree of job security and satisfaction among those labour migrants.

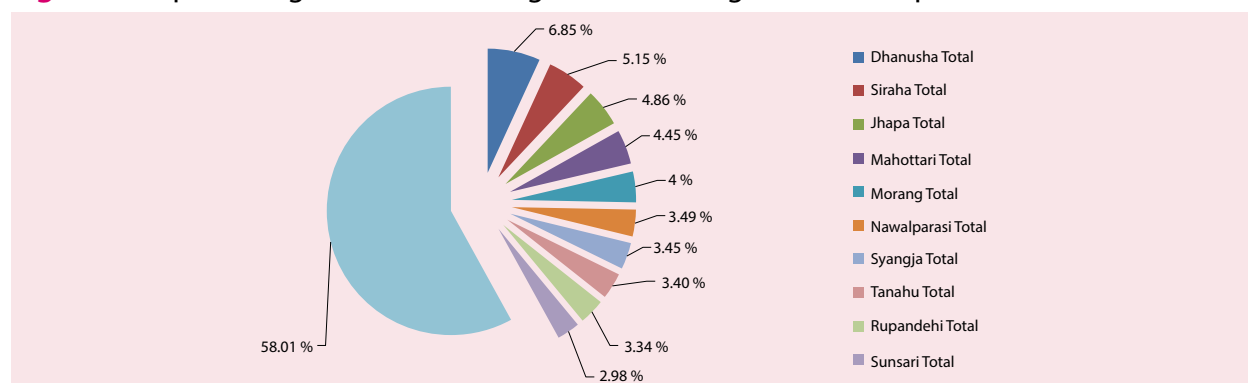
Figure 7. Total number of labour permits renewed yearly, 2011/12–2014/15



Source: Department of Foreign Employment.

Most of the renewals were issued for migrants from Dhanusa, Siraha, Jhapa, Mahottari, Morang, Nawalparasi, Syanja, Tanahu, Rupandehi and Sunsari districts between 2012/13 and 2014/15, at nearly 42 per cent (Figure 8).⁸ A total of 558,867 labour permits were renewed over the three-year period, of which 96.7 per cent were by men.

Figure 8. Top-ten origin districts for migrants renewing their labour permit, 2012/13–2014/15



Source: Department of Foreign Employment.

Most of the labour permits renewed were for Qatar, Saudi Arabia, United Arab Emirates, Malaysia and Kuwait, at 92 per cent of all renewed permits between 2012/13 and 2014/15.

The large number of renewals in these destination countries corresponds to the large number of labour permits issued to these destinations in the preceding years. However, Malaysia accounted for only 8.5 per cent of the total renewals, which seems low, considering the high volume of workers leaving for that country in preceding years. Because there is no evidence to suggest why the trend of renewal for Malaysia is relatively low and given the total volume of Nepali migrants going to Malaysia for work, there is need for in-depth study of the pattern, including contributing factors.

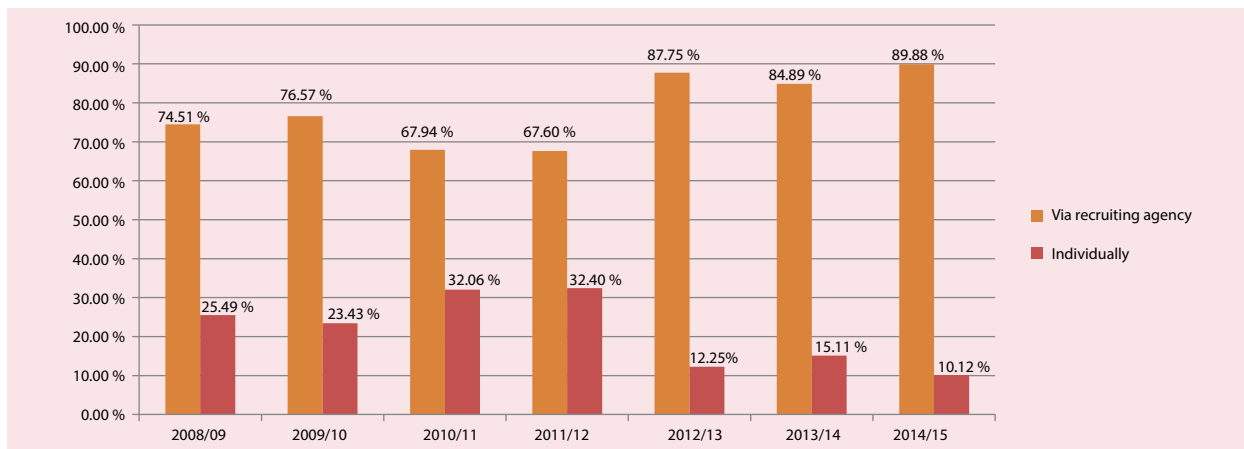
Most of the labour permits renewed by female migrants were for the United Arab Emirates (at 37.8 per cent), followed by Kuwait (28.6 per cent), Israel (at 8.8 per cent), Lebanon (5.6 per cent) and Oman (3.9 per cent).

2.5 Mode of migration: using a recruitment agency or migrating independently

Using the services of a recruitment agency has been the preferred approach among migrants when seeking foreign employment, with 79.9 per cent of all labour permits over the past seven fiscal years issued to migrants using this mode of migration. As Figure 9 illustrates, there was a steady increase in both channels for obtaining a labour permit until 2011/12, after which there was a considerable decrease in the number of prospective migrants acquiring a permit on their own. A reason for the popularity in using a recruitment agency is the bulk labour demand from certain destination countries. Another reason is the growing number and network of recruitment agencies that facilitate foreign employment. The heavy decrease in obtaining a labour permit individually occurred as the Government issued a directive for acquiring labour permits through the individual process in 2012 in a bid to regulate it and make it safer.

Yet, the intent of the directive was not to curb prospective labour migrants from processing their departure individually but to better regularize and protect those who do go through this channel. Labour migrants who obtain the permit on their own make their employment arrangements on their own, and thus, if they encounter difficulty in the destination country, they need to find someone who can help them. Migrant workers under this category also cannot claim compensation with recruiting agencies if something goes wrong. Therefore, the propensity to use recruiting agencies is on the rise. The directive has helped the Government gather more information on the nature of jobs and sponsors in destination countries involved in the individual process, which has subsequently helped in providing better protection for labour migrants.

Figure 9. Proportion of labour permits issued, by channel of migration, 2008/09–2014/15

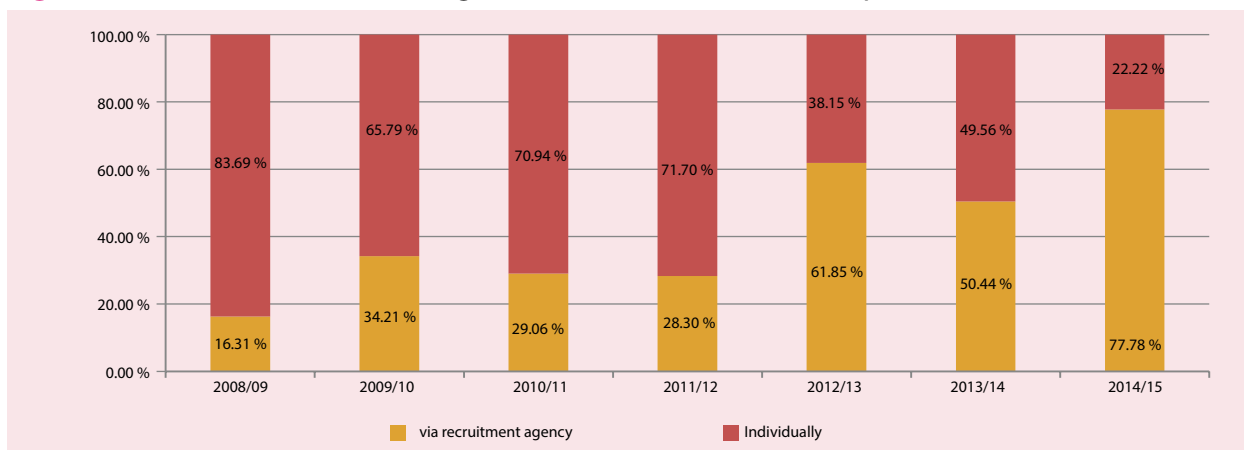


Source: Department of Foreign Employment.

Although using the services of a recruitment agency has been popular among male labour migrants, there has been a shift among female labour migrants towards obtaining a labour permit through a recruitment agency. Figure 10 indicates that there was a 27.3 per cent increase in women using a recruitment agency for foreign employment during the past fiscal year. One of the reasons for this increase could be the ban on women migrating as domestic workers during most of 2014/15. Prior to the ban, government policies allowed domestic workers to migrate on an individual basis. The introduction of the ban put a complete halt on women migrating as domestic workers. As a result of the ban, the number of women migrating for foreign employment on an individual basis decreased, which is further reflected in the decrease in the percentage of labour permits issued to female migrant workers going individually.

The shift in the trend is likely to continue because the Government issued another directive in April 2015 that allows registered recruitment agencies to handle the demand for domestic workers. Previously, female labour migrants had no choice but to obtain a permit on their own because recruitment agencies were not permitted to recruit domestic workers.

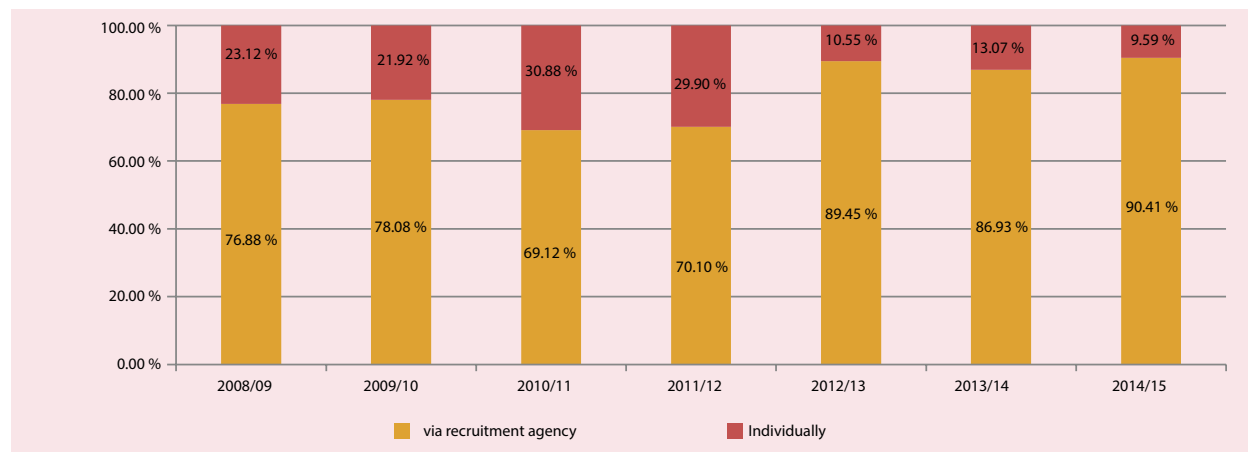
Figure 10. The channel female migrants used to obtain a labour permit, 2008/09–2014/15



Source: Department of Foreign Employment.

Figure 11 shows the increasing portion of men migrant workers using a recruitment agency for the past seven years.

Figure 11. The channel male migrants used to obtain a labour permit, 2008/09–2014/15

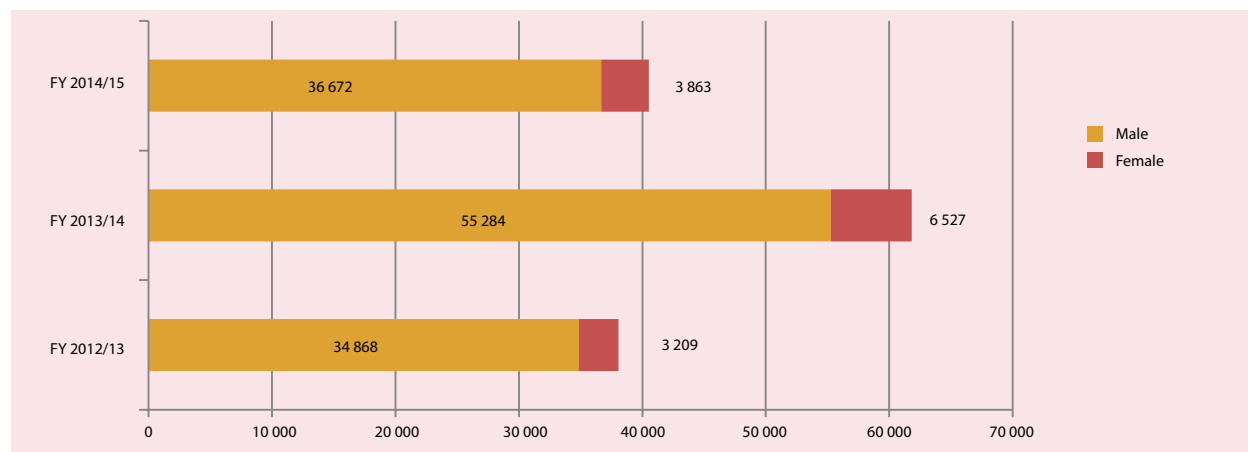


Source: Department of Foreign Employment.

2.6 Regularized data

The Department of Foreign Employment database that tracks the total number of labour permits issued also includes previously unregistered migrants who went abroad for employment but returned to acquire a labour permit for the same destination country. That data only covers the past three fiscal years (Figure 12). A total of 140,423 labour permits were issued and recorded under this category between 2012/13 and 2014/15, which represents 76.2 per cent of the total individual applicants. Of them, 90 per cent were issued to men.

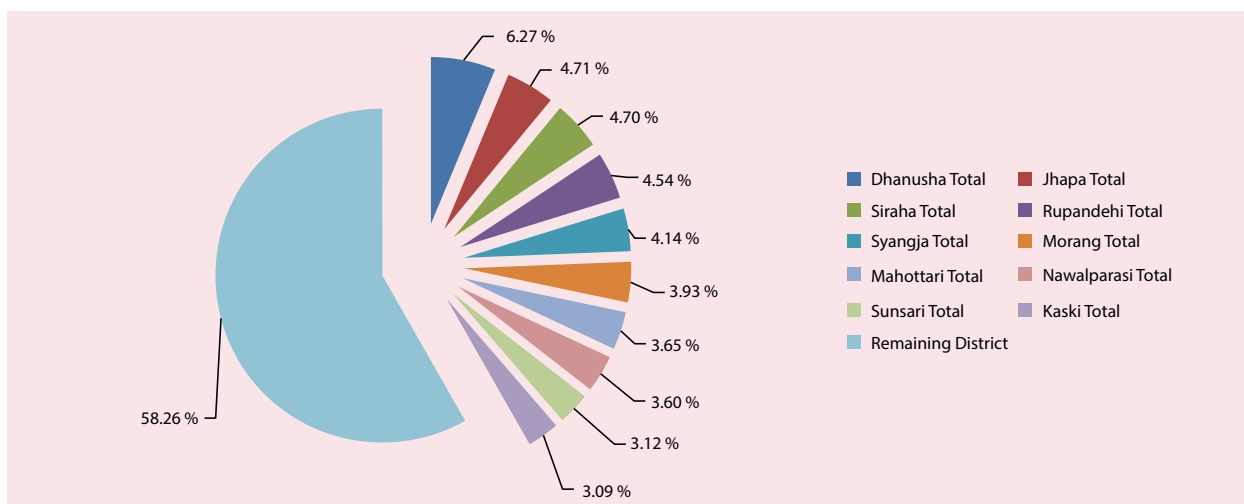
Figure 12. Number of previously unregistered migrants who applied for and received a labour permit, 2012/13–2014/15



Source: Department of Foreign Employment.

When disaggregating the data according to district of origin, Dhanusha, Jhapa, Siraha, Rupandehi, Syangja, Morang, Mahottari, Nawalparasi, Sunsari and Kaski had the larger numbers of previously unregistered migrants acquiring a labour permit (recorded under a “re-legalized” category). As shown in Figure 13, these ten districts constituted 41.7 per cent of the total for the three years the information was recorded.

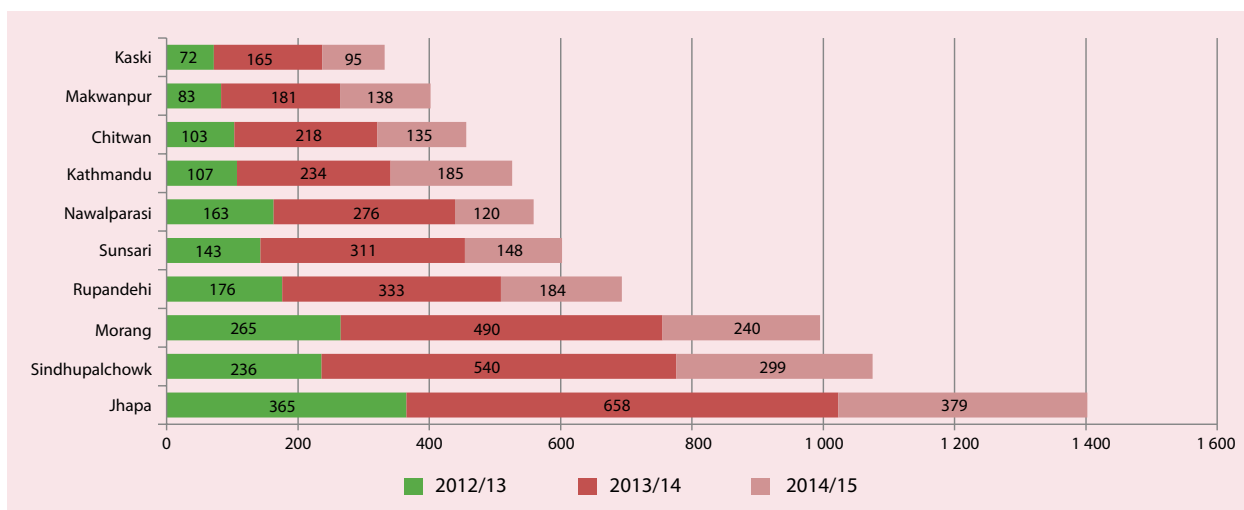
Figure 13. Origin districts of previously unregistered migrants who applied for a labour permit, 2012/13–2014/15



Source: Department of Foreign Employment.

Further breaking down the data on the regularization of migrant workers by sex, most of the male labour migrants in this category were from the same districts as in the total share. Among the female labour migrants, 51.8 per cent were from Jhapa, Sindhupalchowk, Morang, Rupandehi, Sunsari, Nawalparasi, Kathmandu, Chitwan, Makwanpur and Kaski districts (Figure 14).

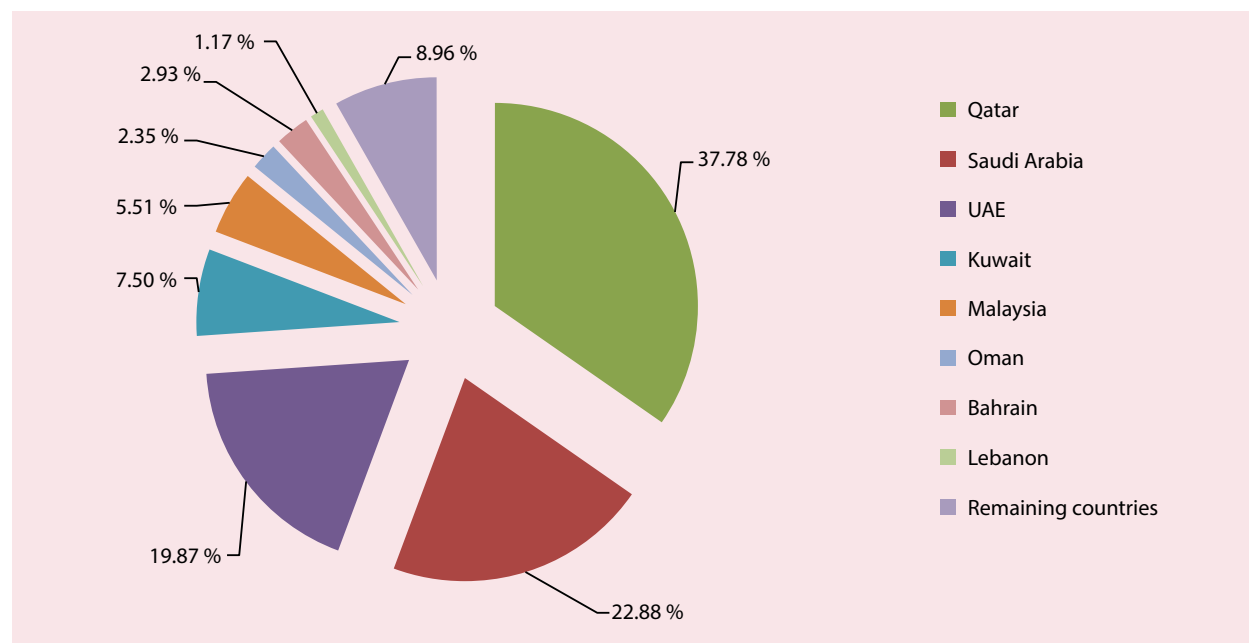
Figure 14. Total number of previously unregistered female labour migrants who received a labour permit, by year, 2012/13–2014/15



Source: Department of Foreign Employment.

The Department of Foreign Employment data indicate that previously unregistered migrants obtained a labour permit for employment in 136 destination countries. Of them, Qatar, Saudi Arabia, United Arab Emirates, Kuwait, Malaysia, Oman, Bahrain and Lebanon had the larger numbers of permits granted, or 91 per cent of the total (Figure 15).

Figure 15. Destination countries of previously unregistered migrant workers who obtained a labour permit, 2012/13–2014/15



Source: Department of Foreign Employment.

Destination countries for most of the “regularized” male labour migrants were Qatar, Saudi Arabia and United Arab Emirates, whereas large numbers of women were recorded for Kuwait, United Arab Emirates, Oman and Lebanon (Table 5).

Table 5. Total number of previously unregistered migrant workers who obtained a labour permit, by destination and by sex, 2012/13–2014/15

Country	Male	Female	Total
Qatar	47 902	402	48 304
Saudi Arabia	28 276	983	29 259
United Arab Emirates	22 175	3 226	25 401
Kuwait	5 045	4 543	9 588
Malaysia	6 907	143	7 050
Bahrain	3 343	406	3 749
Oman	1 961	1 041	3 002
Lebanon	427	1 073	1 500
Total	116 036	11 817	127 853

Source: Department of Foreign Employment.

2.7 Age and skill level of labour migrants

According to the 2011 (latest) population census, the working-age population (15–59 years) increased to around 57 per cent, from 54 per cent in 2001⁹. It also found that most of the absent population were of working age, of which the largest proportion (44.8 per cent) was from the 15–24 age group. And nearly three quarters of the absent population left their home in search of employment, of which 62.4 per cent left for countries other than India.¹⁰ Hence, youths made up the largest proportion of people leaving the country for employment.

Although the Department of Foreign Employment records the birth date of labour migrants, the database system does not reflect that information comprehensively. That detail was added as of 2014/15 for labour migrants who acquired a labour permit on their own. Of the 50,582 labour permits issued to labour migrants who applied on their own, a breakdown by age group could be made for 34,384 labour migrants.¹¹ The largest proportion of labour migrants (47.2 per cent) obtaining permits were from the age group 26–35 years, followed by 36–45 years (25.9 per cent), 18–25¹² years (21.1 per cent) and 5.9 per cent for 46 years and older. While the same pattern is true for male migrants, women aged 18–25 years outnumbered those of 36–45 years by a small margin.

Table 6. Labour migrants, by age and sex, 2014/15

Age group	Male	Female	Total
18–25 years	6 452 (20.68 %)	819 (25.70 %)	7 271 (21.14 %)
26–35 years	14 707 (47.14 %)	1 507 (47.30 %)	1 6214 (47.15 %)
36–45 years	8 108 (25.98 %)	783 (24.57 %)	8 891 (25.85 %)
46 years and older	1 931 (6.2 %)	77 (2.43 %)	2 008 (5.86 %)
Total	31 198	3 186	34 384

Source: Department of Foreign Employment.

While the data reveal a different pattern among the age groups than did the census findings,¹³ the significant level of missing data could be skewing the pattern. Nonetheless, the available data provides a useful starting point for further inquiries; it is hoped that the Department of Foreign Employment database will be strengthened soon in order to provide a comprehensive picture on the trends in the age distribution of migrants.

⁹ Central Bureau of Statistics, 2011.

¹⁰ Central Bureau of Statistics, 2013.

¹¹ There was an error either due to the software or data entry in the data received for the remaining migrants.

¹² The Foreign Employment Act, 2007 stipulates: “Any minor who has not completed eighteen years of age shall not be sent for foreign employment.”

¹³ To a large extent, this can be explained by the fact that the census data includes those also going to India, which can be for work as well as family reunification purposes, and consequently includes children.

2.8 Grievances, distress and death

The Government has introduced many procedural and institutional measures to address the adverse situation that a labourer might encounter during their migration journey. Fraud perpetrated by recruitment agencies and abuse, exploitation, injury or death during employment in destination countries have been reported. The Government supports those in distress through services in Nepal and in destination countries, including compensation.

In Nepal, the most common grievance or distress reported by labour migrants has been against recruitment agencies or individuals who misguided or misinformed complainants during the employment process. Due to faulty contracts, overcharging for services provided and fraud by non-compliance with the employment agreement, labour migrants have experienced severely exploitive conditions, including restriction of movement, non-payment of wages and loss of wealth as a result of high migration costs. For such grievances against recruitment agencies, labour migrants can register their complaint with the Complaint Registration and Investigation Section in the Department of Foreign Employment.

2.8.1 GRIEVANCES FILED WITH THE DEPARTMENT OF FOREIGN EMPLOYMENT AND ASSOCIATED COMPENSATION

The Complaint Registration and Investigation Section of the Department of Foreign Employment receives complaints either against an institution (recruitment agency) or an individual (agent or other). The complaints are dealt with per the prevailing rules. According to the section's records, a considerable number of complaints regarding fraud and malpractice have been registered (against institutions and individuals). This is because the Foreign Employment Act is strict on fraud and deception with regard to foreign employment.

Table 7. Complaints, settlements and compensation, by individual or agency, 2012/13–2014/15

	2012/13		2013/14		2014/15		
	Individual	Institutional	Individual	Institutional	Individual	Institutional	
No. of complaints	1 245	1 060	974	1577	773	1 906	
Amount claimed (NPR)	839 380 607	331 551 610	758 293 744	276 177 809	471 109 083	262 796 747	
Amount settled (NPR)	82 191 130	49 389 037	92 359 356	65 383 483	77 483 000	46 026 900	
% of settled cases	9.8	14.9	12.18	23.7	16.5	17.5	
No of reported complaints settled	202	350	151	303	74	589	
Complaints	Filed in court	164	14	128	5	165	1
	Amount (NPR) claimed in court	396 543 949	40 214 250	436 416 437	3 691 500	289 243 846	0
	Decision by the Department of Foreign Employment	0	39	0	45	0	2
	Penalty (NPR) decided by the Department of Foreign Employment	0	4 500 000	0	4 600 000	0	150 000

Note: NPR=rupees.

Source: Department of Foreign Employment.

Table 7 shows that the settled amount, in both types of cases, as against the claimed amount is meagre. The settled amounts in terms of the proportion of the amount sought in the cases of individuals for the years 2012/13, 2013/14 and 2014/15 were 9.8 per cent, 12.2 per cent and 16.5 per cent, respectively. This becomes 14.9 per cent, 23.7 per cent and 17.5 per cent, respectively, in the cases of complaints against institutions.¹⁴ In most of the cases, the two parties settled the complaint or grievance informally, outside of the Department of Foreign Employment. Such factors as centralization of the redress mechanism and agencies, lack of adequate resources and human capacity needed for investigation and lack of evidence to support the complaints are common barriers to using the formal redress mechanism. This situation is also reflected in the number of complaints registered and the number of complaints settled, both against individuals and institutions, which again is low.

¹⁴ Some of the cases filed during a specific fiscal year can get carried over to the next year. Hence, a direct connection of the amount settled during a fiscal year cannot be made to the amount claimed during the same fiscal year.

The cases forwarded by the Department of Foreign Employment are registered at the Foreign Employment Tribunal. The Tribunal tries and settles cases other than those punishable by the Department of Foreign Employment as per the Foreign Employment Act, 2007. Particularly, the Department of Foreign Employment cannot make decisions on individual cases and must refer such to the Tribunal. Records at the Tribunal show that over the seven years, a total of 951 cases have been registered out of which 745 cases have been settled (Table 8). The case settlement at the Tribunal has been efficient as the percentage of cases settled has been increasing each year. During 2014/15, 50.8 per cent of the total cases, both new and remaining ones, were settled, which is a considerable increase from the 10.1 per cent in 2009/10.

Table 8. Cases at the Foreign Employment Tribunal, by year and status

Fiscal year	New cases	Total cases (new & carried over)	Cases cleared	Cases remaining	Cases clearance percentage
2009/10	158	158	16	142	10.13
2010/11	120	262	78	184	29.77
2011/12	186	370	124	246	33.51
2012/13	178	424	163	261	38.44
2013/14	134	395	151	244	38.23
2014/15	175	419	213	206	50.80
Total	951	-	745		

Source: Department of Foreign Employment.

Based on the records of reports, labour migrants experience many difficulties during their foreign employment, such as workplace accidents, exploitive working conditions and being stranded (for various reasons, such as overstaying, resigning from the contracted job and illness). Many deaths have been reported as well. The victims or survivors of such distress in destination countries primarily request help from a Nepali embassy or seek support from various NGOs and government authorities. Although Nepali embassies have been known to support distressed migrants and help migrant workers and their families receive financial indemnities, there is no consolidated data available from the embassies to present here.

2.8.2 COMPENSATION THROUGH THE MIGRANT WORKERS' WELFARE FUND

The Foreign Employment Promotion Board maintains information on those who have sustained injuries or an illness that resulted in disability and/or loss of job and on the deaths of migrant workers. The Board provides compensation to such workers¹⁵ and their nominated beneficiaries as per the Foreign Employment Rules, 2008 and collects data in the process. However, that information is limited to workers or family members who seek help and request compensation from the agency. Thus, the data may not reflect all deaths and disability-related injuries. The information, nonetheless, is perceived as an indicator of the problems.

In total, 493 labour migrants received compensation for a disability from the Foreign Employment Promotion Board over the seven fiscal years since 2008/09, of which 422 were men and 71 were women (Table 9).

¹⁵ The compensation is provided from the Foreign Employment Welfare Fund, established by the Foreign Employment Act, 2007.

Table 9. Reported number of migrant workers physically disabled during their foreign employment, by sex, 2008/09–2014/15

Fiscal year	Sex		Total
	Male	Female	
2008/09	8	0	8
2009/10	9	2	11
2010/11	29	0	29
2011/12	2	54	56
2012/13	89	4	93
2013/14	108	7	115
2014/15	177	4	181
Total	422	71	493

Source: Foreign Employment Promotion Board.

Although the number of disability-related incidents increased each year, the number of labour migrants also increased every year. The increasing number suggests that more labour migrants avail of the compensation mechanism, which might have been less used in the initial years due to lack of awareness about it among migrants.

Most incidents resulting in a disability were recorded for Malaysia (48.2 per cent), followed by Saudi Arabia (21.5 per cent), Qatar (14.4 per cent), United Arab Emirates (9.2 per cent) and Kuwait (4.1 per cent). The remaining few cases cited Bahrain, Lebanon, Oman and the Republic of Korea.

The records on the reported disabilities over the past seven years reveal that most incidents occurred due to workplace accidents, followed by disease, traffic accidents and physical fighting. While men were prevalent in all four categories, there were no records of women acquiring a disability due to a traffic accident or a fight (Table 10).

Table 10. Reported causes of injury and disability, 2008/09–2014/15

Fiscal year	Disease		Fighting		Traffic accident		Workplace accident	
	M	F	M	F	M	F	M	F
2008/09	1	0	1	0	5	0	1	0
2009/10	2	1	0	0	1	0	6	1
2010/11	2	0	1	0	2	0	24	0
2011/12	1	2	0	0	0	0	53	0
2012/13	14	1	3	0	2	0	70	3
2013/14	18	5	2	0	29	0	59	2
2014/15	43	1	0	0	17	0	117	3
Total	81	10	7	0	56	0	330	9

Source: Foreign Employment Promotion Board.

A total of 4,322 deaths of migrant workers (4,235 men and 85 women¹⁶) occurring in 24 destination countries were reported to the Foreign Employment Promotion Board from 2008/09 to 2014/15 (Table 11).

Table 11. Total reported number of migrant workers' deaths during foreign employment, by sex, 2008/09–2014/15

Fiscal year	Sex		Total
	Male	Female	
2008/09	87	3	90
2009/10	399	19	418
2010/11	541	8	549
2011/12	632	14	646
2012/13	716	11	727
2013/14	864	24	888
2014/15	996	6	1 002 (+2 sex unknown)
Total	4 235	87	4 322

Source: Foreign Employment Promotion Board.

The records of reported deaths in the destination countries over the past seven years reveal that most occurred in Malaysia, Saudi Arabia, Qatar, United Arab Emirates and Kuwait (Table 12). It is no surprise that most deaths occurred in these countries because they received around 85 per cent of all labour migrants in those years.

Table 12. Reported number of deaths of migrant workers, by destination country, 2008/09–2014/15

Country	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	Total
Malaysia	15	105	219	237	253	306	427	1 562
Saudi Arabia	27	124	133	179	206	220	273	1 162
Qatar	26	114	125	130	151	208	178	932
United Arab Emirates	13	53	37	50	47	69	57	326
Kuwait		3	10	22	22	39	33	129
Bahrain	2	5	12	8	14	8	12	61
Rep. of Korea	1	1	6	6	14	15	12	55
Oman	4	4	1	6	7	14	3	39
Lebanon	2	6	4	3	3	2		20
Israel		1		3	3			7
Japan				2	2	2	1	7
Afghanistan			2		1	1	3	7

¹⁶ The sex of two migrant workers in the data was not specified

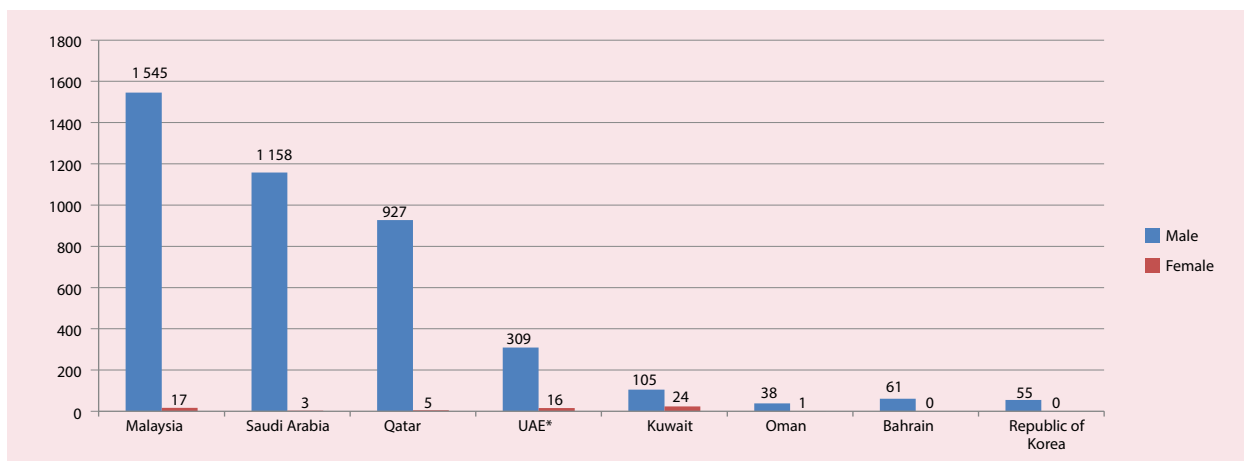
Country	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	Total
Russian Federation					2		1	3
Sri Lanka		1			1			2
Germany						1		1
Maldives						1		1
Papua New Guinea						1		1
United States						1		1
Libya		1						1
Italy					1			1
Canada							1	1
Mauritius							1	1
Poland							1	1
Uganda							1	1
Total	90	418	549	646	727	888	1 004	4 322

Source: Foreign Employment Promotion Board.

When disaggregated by sex, the men and women who died while working in a GCC country or Malaysia accounted for 97 per cent and 75 per cent, respectively, of all deaths (Figure 16). The large number of male deaths in the GCC countries is associated with the popularity of those countries among male migrants.

The largest number of deaths among the female labour migrants occurred in Kuwait (at 24 deaths), followed by Malaysia (at 17) and the United Arab Emirates (at 16). These three countries are also the top-three destinations for female labour migrants.

Figure 16. Reported number of deaths in top-destination countries, 2008/09–2014/15



Note: The total for the United Arab Emirates (male and female) does not match with the total number in Table 13 because the sex is unknown (see Footnote 11).

Source: Foreign Employment Promotion Board.

The available information indicated that the major causes of death among labour migrants when working abroad was cardiac arrest (941 cases), natural death (847 cases) and other or unidentified causes (795 cases). A significant number of deaths by traffic accident (571 cases) and suicide (451 cases) were also recorded, while the proportion of deaths due to a workplace accident was low (at 8.5 per cent). The major cause of death among the female labour migrant was suicide (at 29 of the total 85 among female workers). Nearly 19 per cent of all deaths were classified as “other or unidentified cause” (Table 13). The database does not provide further detail on the cause of death other than the quantitative figures.

Table 13. Reported cause of death among labour migrants while working abroad, by sex, 2008/09–2014/15

Fiscal year	Cause of death																Total
	Cardiac arrest		Heart attack		Murder		Natural death		Suicide		Traffic accident		Workplace accident		Other or unidentified cause		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
2008/09	25	1	2	-	1	-	24	-	8	1	8	-	6	-	13	1	
2009/10	104	2	10	-	1	-	110	8	21	4	65	2	41	3	47	-	
2010/11	100	-	48	-	40	-	114	4	60	2	60	-	59	2	60	-	
2011/12	134	-	37	-	2	-	102	-	61	5	97	4	39	2	160	3	
2012/13	115	1	31	1	2	-	105	1	76	5	104	-	27	-	256	3	
2013/14	190	-	73	6	1	-	137	1	87	9	110	2	78	1	189	4	
2014/15	269	-	87	2	-	-	241	-	109	3	118	1	113	-	59	-	
Total	937	4	288	9	47	0	833	14	422	29	562	9	363	8	783	12	4 320 (+2)*

Note: * = The sex of two deceased migrants was listed as unknown in 2014/15.
Source: Foreign Employment Promotion Board.

Table 14 highlights causes of death in Malaysia and a GCC country because most of the reported migrant worker deaths occurred there. The data reveal that most of the deaths reported as “other or unidentified” occurred in Malaysia (546 deaths) and Qatar (140 deaths). The largest number of cases of cardiac arrest was reported for Qatar (462 deaths), while the largest number of deaths categorized as natural cause were in Saudi Arabia. Death by traffic accident was high in Saudi Arabia, at nearly 60 per cent of all traffic accident-related deaths. The larger numbers of suicides occurred in Malaysia (144 deaths), Saudi Arabia (60 deaths) and Qatar (54 deaths), which is where most of the murders also were reported. Of the total 40 reported murders in 2010/11 (Table 15), 19 of them occurred in Malaysia and 18 in Qatar. No further information on those murders was available, however.

Table 14. Causes of death in Malaysia and GCC countries, 2008/09–2014/15

Country	Total number of deaths in seven years (2008/09–2014/15)			Incidents by cause							
	M	F	T	Cardiac arrest	Heart attack	Natural cause	Other or unidentified cause	Traffic accident	Suicide	Workplace accident	Murder
Malaysia	1 545	17	1 562	291	132	166	546	83	144	136	19
Saudi Arabia	1 158	3	1 161 (+1 sex unknown)	61	28	485	34	340	60	118	1
Qatar	927	5	932	462	45	65	140	49	54	81	22
United Arab Emirates	309	16	326 (+1 sex unknown)	98	35	62	29	46	26	18	3
Kuwait	105	24	129	6	43	7	16	24	18	2	2
Oman	38	1	39	4	2	12	7	7	4	3	0
Bahrain	61	0	61	5	1	32	3	12	3	6	0
Total	4 143	66	4 211	927	286	829	775	561	309	364	47

Source: Foreign Employment Promotion Board.

The classification of cause of death in the current system and the subsequent findings in terms of numbers of death under each category reflect a significant grey area in understanding the causes of death. First, many categories under which the cause of death of a migrant worker is classified are ambiguous; coupled with the lack of information, it can only lead to speculative conclusions that need further research. For instance, there are a large number of deaths recorded under “other or unidentified cause”, but no further information is available on the underlying causes that led to cardiac arrest. Second, if the available information is taken at face value, then it suggests an emerging public health issue that needs deeper understanding, backed by systematic analysis and immediate intervention. Thus, to fur-

ther understand the causes of death of migrant workers, an in-depth investigation of the autopsies and medical records in the destination countries would be needed to support critical analysis.

Some trends emerge from the available data that draw attention to a protection issue in certain destination countries. In particular, the large numbers of traffic accidents are worrisome. Death by traffic accident accounted for 13 per cent of all deaths in destination countries in the seven-year period analysed, of which 98 per cent occurred in a GCC country and Malaysia. And 60 per cent of those road injury deaths occurred in Saudi Arabia. The proportion of deaths by traffic accident among migrant workers is high (Table 15), considering that the national statistics for the same cause was 2.7 per cent of all deaths, although death by road injury is one of the top-ten causes of death in Nepal.¹⁷ Lack of road safety seems to be a major problem nationally and even more among Nepali citizens internationally.

Although a session in the pre-departure orientation includes traffic rules as a topic, there clearly is a need for more preparation.

Table 15. Reported number of deaths by traffic accident in destination countries, by sex, 2008/09–2014/15

Country	Traffic accident														
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M+F
Saudi Arabia	4		42	1	40		59		71		66		57		340
Malaysia			14		2		13	2	11		17		24		83
Qatar			1	1	9		13		5		6		14		49
United Arab Emirates	2		7		6		4	2	6		9	1	8	1	46
Kuwait					1		3		5		4		11		24
Bahrain	1		1		1		3		3		2		1		12
Republic of Korea					1				1		4		3		9
Oman	1						2		1		2	1			7
Japan									1						1
Total	8	0	65	2	60	0	97	4	104	0	110	2	118	1	571

Source: Foreign Employment Promotion Board.

The data also showed that 10 per cent of all deaths were suicide, of which 68 per cent occurred in a GCC country or Malaysia (Table 16). A large number of suicides among male migrant workers oc-

¹⁷ World Health Organization, 2015.

¹⁸ Bhadra, 2013.

curred in Malaysia (141 of the total 422 cases among men), whereas the records reflect a large number of suicides among female workers in Kuwait and Lebanon. Suicide was the major cause of death among the female labour migrants, at 33 per cent of all female migrant worker deaths. The female suicide deaths in Kuwait and Lebanon accounted for 62 per cent of those deaths. Motivations for suicide are reportedly varied but assumed to be linked with extreme stress and/or hopelessness. Although there is little research on why women self-harm in destination countries, there is plenty of evidence that women experience workplace violence during their employment in destination countries.¹⁸

Table 16. Reported number of deaths by suicide in destination countries, by sex, 2008/09–2014/15

Country	Suicide														
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M+F
Malaysia	2		4		37		25	2	34		41		43	1	144
Saudi Arabia	1		3	1	8		14		17		18		33		60
Qatar	2		11		8		7		15		13		12		54
United Arab Emirates	3		1	2		1	8		3		6	3	6	1	26
Kuwait					2	1	2	1		3	4	5	9	1	18
Republic of Korea					3		3		3		3		5		11
Lebanon		1	1	1	1			2		1		1			8
Oman			1				2		1						4
Bahrain					1				1		1		1		3
Israel										1					1
Japan									1						1
Russia									1						1
Papua New Guinea											1				1
Total	8	1	21	4	60	2	61	5	76	5	87	9	109	3	451

Source: Foreign Employment Promotion Board.

2.9 Recruitment agencies and other institutions

Recruitment agencies are private businesses established under the prevailing Company Act and are licensed to conduct services that facilitate foreign employment. The recruitment agencies are mandated to explore opportunities for foreign employment and arrange the recruitment process for prospective migrants. These agencies operate through agents hired to facilitate the process.

Recruitment agencies and orientation institutions acquire a permit from the Department of Foreign Employment to conduct their business and are liable to migrant workers and the State in case of malpractice.

Table 17. Details on recruitment agencies

Details	Total numbers
Recruiting agencies registered to operate	1 033
Recruiting agencies currently operating	754
Branch offices of registered recruitment agencies	47
Registered agents of recruitment agencies	733
Orientation institutions registered to operate	126
Orientation institutions currently operating	108
Institutions approved to operate under JITCO agreement	137
Registered institutions providing training for domestic worker jobs	17

Note: JITCO: Japan International Training Cooperation Organization.
Source: Department of Foreign Employment.



Representative of a recruitment agency with passports of potential migrant workers processing the final labour approval © ILO/O. Havana

Governing foreign employment

The Government of Nepal has made continuous effort to manage and protect the rights of Nepali labour migrants. The Government's responses over time have sought to address the changing context of domestic and international labour markets; regulate, facilitate and monitor the migration processes for foreign labour employment; protect the rights of labour migrants; and build an enabling environment for investment by returned migrants as well as the transfer of their newly acquired skills and knowledge. At the heart of the legal, strategic and structural evolution the country's economy has gone through over the past two decades has been the rapid growth of labour migration for foreign employment.

The Government's first effort at regulating foreign employment began in 1985 with the Foreign Employment Act. It aimed to regulate the outflow of labour migrants to countries other than India, which the population census of 1981 and 1991 revealed as receiving only 7 per cent and 10 per cent of the absent population, respectively. Although the census data indicated that the proportion of labour migrants to countries other than India increased in the first decade after the enactment of the Foreign Employment Act, only a few migrants were found using the government-suggested processes and mechanisms. The earliest records of the then Department of Labour and Employment Promotion show that only 3,605 Nepali migrants left for foreign employment in 1993/94. That number rose to 27,796 in 1999/2000. Still, those numbers were considerably fewer than what the census findings were indicating.

Realizing this situation of increased Nepali labour migrants for foreign employment and the shortcomings of the formal governance system at that time, the Government amended the Foreign Employment Act (for the second time) in 1998. The Foreign Employment Rules of 1999 were subsequently enacted to implement the provisions of the Act. These revisions strengthened the oversight function of the Government and included Nepali citizens who went abroad for work by their own arrangement. The National Labour Policy initiated in 1999 further guided the development of stronger mechanisms and structures for facilitating foreign employment along with protecting the rights and security of migrant workers while abroad. The sharp increase in the number of labour permits issued for foreign employment, from 27,796 in 1999/2000 to 104,736 in 2001/02, was a positive indication of these efforts, although there was an increase generally in people wanting to go abroad for work.

At the same time, the Government adapted the regulation of foreign labour migrants in line with the international standards and collaborated with international agencies to identify the issues related to exploitive practices in recruitment and employment. Nepal is a member of the Colombo Process (2003)

and the Abu Dhabi Dialogue (2008), which are regional consultative forums on the management of foreign employment and contractual labour and the protection of migrant workers' rights. The Government has ratified 11 ILO Conventions, including seven of the eight core Conventions, such as the Forced Labour Convention, 1930 (No. 29) and the Abolition of Forced Labour Convention, 1957 (No. 105).¹⁹ The Government has been regularly reporting on the non-ratified Conventions and Recommendations, such as the Migration for Employment (Revised) Convention, 1949 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) as well as their respective Recommendations (No. 86 and No. 151). The Government has followed up to align the relevant laws and policies with the ratified Conventions and Recommendations and thus work better to make foreign employment decent, safe, organized and reliable.

Two decades after adoption of the Foreign Employment Act, the Government's role had become more inclined towards regulating private agencies and individuals providing services for foreign employment, promoting safe and decent work abroad and protecting the rights and welfare of labour migrants than controlling the number of departing migrants and their destinations.²⁰ As the volume of labour migrants for foreign employment increased, the Government faced new legal and administrative challenges, coupled with the increasing demand for the protection of migrant workers. At the same time, the Government had to take account of the socio-economic impacts of foreign labour migration in Nepal. Hence, a new Act was legislated in 2007 to address the changing needs.

3.1 Prevailing laws, policies and institutional mechanisms

3.1.1 FOREIGN EMPLOYMENT ACT, 2007

The Foreign Employment Act, 2007 and the accompanying Rules (2008) govern all matters of migration for foreign employment from Nepal. The law and its Rules promote the security and welfare of foreign labour migrants, with provisions for the protection of their rights and for the regularization and monitoring of the businesses that facilitate the migration process. The provisions include creation of the Foreign Employment Welfare Fund, insurance coverage, pre-departure orientation and training, compensation to migrant workers and their families, rescue and repatriation of migrant workers and repatriation of workers' income. In addition, they specify the provision of monitoring mechanisms, such as a facility at the international airport, a mechanism to receive, investigate and adjudicate complaints as well as a tribunal to settle cases and penalize perpetrators.

These provisions are implemented through various institutional mechanisms established with enactment of the Act: the Department of Foreign Employment, the Foreign Employment Promotion Board

¹⁹ For a complete list of ILO Conventions ratified by Nepal, see www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103197.

²⁰ The prevailing laws only regulate women younger than a certain age from travelling to some countries and do not restrict travelling to any country for work until and unless security concerns for Nepali citizens in the destination country are high.

and the Foreign Employment Tribunal. Labour attachés are posted as appointees to Nepali embassies in the destination countries to facilitate the redress of labour migrants' grievances and distress (see section 3.1.3 for more details on labour attachés). The Migrant Workers' Welfare Fund was created under the Foreign Employment Promotion Board, and a Labour Desk was established at Kathmandu International Airport.

Keeping pace with the expanding challenges and dynamics of foreign labour migration, necessary amendments to the 2008 Foreign Employment Rules were made in 2011,²¹ and the Act is now under review. When this development is completed, it is expected that labour migration will be safer, more decent and dignified.

3.1.2 POLICY

A Foreign Employment Policy was announced in 2012. It is the first policy by the Government to address the socio-economic dimension of the increasing trends in foreign labour employment. The policy recognizes irregularities in the managing of the migration process for employment and lack of good governance as major problems. It also recognizes that poorly informed and weakly prepared migrant workers are at greater risk of exploitation and vulnerable situations. It acknowledges the increasing trend with female labour migrants going abroad for employment and recognizes the problems that they experience in the migration process. And it heeds to the issues of families left behind and points out the need to strategize a re-integration process for returning migrants.

The policy set a goal to “ensure safe, organized, respectable and reliable foreign employment to contribute to poverty reduction along with sustainable economic and social development through economic and non-economic benefits of foreign employment” and specified the following seven “policy pillars”:

- Identify and promote employment opportunities in the international market.
- Develop skilled human resources to a competitive capacity to maximize the benefits from foreign employment.
- Make each step of the foreign employment process simple, transparent, organized and safe.
- Address the concerns of female migrant workers and ensure their rights in the overall migration cycle.
- Ensure good governance in the management of foreign employment.
- Marshal local, national and international resources for managing foreign employment and promote collaborative efforts by increasing sector partnerships.
- Help foreign labour migrants utilize their remittances for their own “human development” as much as possible.

Some directives and manuals are also being used by the Government to regulate the business of foreign employment: the Standard on the Enlisting Process of the Health Examination Institution for Workers Going for Foreign Employment, 2013; the Directive on the Procedure on Individual Labour Permis-

²¹ Foreign Employment Rules (First Amendment), 2011.

sion, 2013; the Manual on Registration and Renewal of Orientation Training Institutions, 2014; the Manual on Extending Objective Assistance to Skill Trained Human Resources, 2014; and the Directive on Sending Domestic Helpers for Foreign Employment, 2015.

3.1.3 INSTITUTIONAL MECHANISMS AND THEIR ACHIEVEMENTS

MINISTRY OF LABOUR AND EMPLOYMENT

The Ministry of Labour and Employment takes the lead in the formulation, implementation, coordination, monitoring and evaluation of policies, plans and programmes related to labour and employment as per the Allocation of Business Rules, 2012. Within the Ministry, all matters relating to foreign employment are administered by the Foreign Employment and International Labour Relations Division.

In an effort to expand its extraterritorial jurisdiction and accord more protection to its citizens abroad, the Government signed bilateral agreements or memoranda of understanding with Qatar (2005), United Arab Emirates (2007), the Republic of Korea (2007), Bahrain (2008), Japan (2009) and Israel (2015). While each of these bilateral instruments is different in its specific terms, all are based on a commitment to cooperate in the sending and receiving of labour and include the following:

- Nepal's responsibilities before departure;
- procedures for the recruitment of workers;
- provisions pertaining to payment of a worker's travel and recruitment costs;
- provisions related to the content and form of contracts;
- methods for resolving disputes;
- framework for the monitoring of agreements; and
- validity of agreements and terms and conditions for mutually agreed extensions or revocations.

The Ministry also introduces necessary amendments to the legislation in place, if not proposing new laws. Since enactment of the Foreign Employment Act in 2007, it revised the accompanying Rules in 2011 and issued a Directive on the Management of Sending Technical Interns to Japan in 2008 and a Directive for Acquiring Labour Permits through Individual Process in 2012 along with the 2015 directive on domestic workers previously cited. As already noted also, the Ministry is currently reviewing the Foreign Employment Act to make necessary amendments.

The Ministry launched a detailed five-year National Strategic Action Plan for the period of 2015 to 2020, which has been approved by the cabinet. The action plan seeks to translate the objective, aim and seven policy pillars of the Foreign Employment Policy into reality by creating safe, organized and respectable foreign employment opportunities that will contribute towards poverty reduction as well as sustainable economic and social development. The strategies within the action plan intend also to help Nepal graduate from its least developed country status by 2022 through the use of remittances in the productive sectors.

The major programmatic highlights of the National Strategic Action Plan: socio-economic reintegration of returned workers; formulating remittance policy; reducing the social costs of foreign employ-

ment; decentralizing the Kathmandu-centred foreign employment services to local areas; improving the opportunities for safe and decent foreign employment for women; including elders and children (who are facing a care deficit in the absence of youths) in the safety net of social security; documenting irregular migrants, especially female workers; researching migration to India and using the findings to develop a more organized process; properly equipping Nepali embassies and consulate generals' offices and the Foreign Employment Promotion Board; using returned workers as resource persons for socio-economic reintegration-focused training events; nurturing labour diplomacy by including foreign employment issues in the job description of ambassadors and consulate generals; instituting psychosocial counselling services in district hospitals and labour offices; including foreign employment in the training programmes of all major training academies; and properly managing safe houses for labour migrants in need of protection.

The National Strategic Action Plan specifies the agencies responsible for delivering the expected results, the time frame and budget for each result area (with a total budget of nearly NPR5.3 billion, or \$48.4 million). The action plan envisions a joint financial arrangement between the Government, development partners and the private sector.

The Ministry has collaborated with the United Nations and other international agencies to promote foreign employment as a safe, dignified and decent prospect for both employed migrants and would-be migrants. Currently, these are the ministerial programmes on affairs of foreign employment operating in collaboration with development partners: (i) the Safer Migration Project, 2013–2017; (ii) the Promoting the Effective Governance of Labour Migration from South Asia Through Actions on Labour Market Information, Protection During Recruitment and Employment, Skill and Development Impact, 2013–2016; (iii) the Partnership Programme on Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East, 2013–2018; (iv) the Research and Policy Dialogue Initiative on Migration and Development in Nepal, 2015–2017; and (v) the Strengthening Labour Migration Capacities for the Colombo Process Member States Countries initiative, 2013–2015.²²

Major achievements and activities of the Ministry of Labour and Employment as of 2014/15

- Reduction of the economic burden and chances of vulnerability to fraud among workers during the migration process through implementation of the free visa and free ticket system.
- Revision and issuance of the Directive on the Management of Sending Domestic Workers for Foreign Employment, 2015.
- Upgrading the Foreign Employment Management Information System.
- Cabinet of Ministers' endorsement of the five-year National Strategic Action Plan.

²² Partners for each component: (i)=Swiss Agency for Development and Cooperation and Helvetas; (ii)=International Labour Organization and European Union; (iii)=International Labour Organization and Department for International Development (UK); (iv)=Korea International Cooperation Agency and International Organization for Migration; and (v)=European Union and International Organization for Migration.

FOREIGN EMPLOYMENT PROMOTION BOARD

The Foreign Employment Promotion Board was established according to section 38 of the Foreign Employment Act and is chaired by the Minister of Labour and Employment. Its main responsibilities are the promotional activities for foreign employment and to ensure the social protection and welfare of migrant workers through the following functions:

- conduct studies of international labour markets and explore new destinations;
- collect, process and publish information that promotes specific jobs;
- manage the Foreign Employment Welfare Fund;
- conduct pre-departure orientation, skills training and arranging emergency contact detail for each worker that leads to their improved protection while working abroad;
- formulate, implement, monitor and evaluate programmes to use the skills, capital and technology of returned migrants and mobilize them for national interests; prescribe the qualifications for the registration of businesses that provide pre-departure orientation training to migrant workers;
- formulate and approve the curricula of pre-departure orientation training;
- formulate short-term and long-term policies as required to make foreign employment safe, systematic and decent; carry out a comprehensive study on the implementation of the Foreign Employment Act and suggest amendments to the Government; and
- advise the Government on the fixing of service charges and promotional costs.

The Foreign Employment Promotion Board manages the Foreign Employment Welfare Fund and thus oversees the following activities:

- skills training and orientation;
- access to medical facilities by workers and their families;
- rescue, rehabilitation and re-integration;
- financial support and compensation; and
- awareness-raising and promotional activities.

Major achievements and activities of the Foreign Employment Promotion Board as of 2014/15

- Compensation provided to nominated beneficiary of deceased migrant workers; and decision to double the amount of financial support offered per worker.
- Financial support provided to workers who were physically impaired while employed abroad.
- Transporting the bodies of deceased workers from Kathmandu to their home district.
- Approval received for standard operating procedures to implement the Foreign Employment Scholarship Programme.
- Skill-based training for foreign employment provided to 3,338 individuals across the country.
- Curriculum on pre-departure orientation revised.
- Entrepreneurship Programme for victims of gender-based violence and distress among returned female labour migrants initiated.
- Agenda and plan of action on migrant workers from South Asian Association for Regional Cooperation countries proposed.
- Preliminary study on Nepali citizens leaving country on a student visa completed.

DEPARTMENT OF FOREIGN EMPLOYMENT

The reorganization of the previous Department of Labour and Employment Promotion resulted in a division that led to the present Department of Foreign Employment and the Department of Labour. The Department of Foreign Employment's objectives revolve around promoting safe and dignified foreign-based work opportunities, including regulating the operations of recruitment agencies and other business offering related services to ensure they conduct fair and decent practices. Thus, the Department:

- regulates foreign employment businesses, including the issuance, renewal and revocation of a license to operate;
- investigates workers' complaints against agencies or agents and initiates the process for prosecution if the investigation warrants it;
- controls fraud in regard to foreign employment by confirming that jobs advertised are legitimate and decent;
- protects the rights of migrant workers by scrutinizing the job notifications, the contracts and the appointment letters; and
- provides "labour approval" for foreign employment through a permit (in the form of a sticker) that is issued to each departing migrant.

Notifications of jobs that are available in foreign countries, typically coursed through the recruiting agencies, are provided to the Department, which reviews the terms and conditions of a contract to affirm if it is within the law and gives an "approval notice" for that job listing. Once a migrant is recruited for a particular job and has signed the contract, the handling agency registers the migrant with the Department through the application for the labour permit to travel abroad. At that point, the recruiting agency provides the Department with the "appointment letter" from the employer in the destination country, again specifying the terms and conditions of the job they are now contracted to perform (often the terms and conditions will be different than what was first presented in the contract). The labour permit is a sticker placed in the worker's passport.

The Department of Foreign Employment maintains a database of details from the labour permit applications and permits granted as well as complaints made and cases resolved regarding foreign employment.

The Complaint Registration and Investigation Section of the Department of Foreign Employment investigates all registered grievances. Under sections 43–59 of the Foreign Employment Act, the Department has jurisdiction to decide if an offence has occurred, and under sections 48–55 it can impose penalties. The cases beyond its jurisdiction are forwarded to the Foreign Employment Tribunal. For example, the Department does not handle cases filed by workers who obtained a labour permit on their own (not through a recruiter) but automatically forwards them to the Tribunal.

VOCATIONAL AND SKILL DEVELOPMENT TRAINING CENTRE

The Vocational and Skill Development Training Centre is a department-equivalent organization under the Ministry of Labour and Employment and headed by a Joint Secretary. The centre offers training programmes that promote self-employment and cater to the needs of workers seeking foreign employment. In addition to the central location in Kathmandu, there are 16 training centres located in Hetauda, Pokhara, Jumla, Parwat, Butawal, Dang, Nepalganj, Dhanagadhi Mahendranagar, Dhading, Rautahat, Jhapa, Itahari, Okhaldhunga and Janakpur cities.

THE LABOUR VILLAGE

The Department of Foreign Employment restructured itself in 2013 to better manage the changing context of labour migration. To make the process more efficient by putting all services in a one-stop location, the Ministry of Labour and Employment established a “Labour Village” in Kathmandu. The Kathmandu Office, Malaysia Section, Qatar Section and Saudi Arabia Section of Department of Foreign Employment are now located in this Labour Village, each headed by three Under Secretaries, while the Department of Foreign Employment is headed by the Joint Secretary who handles the tasks related to all other destination countries. The Labour Village is intended to provide smooth, quality, timely and transparent services to job seekers.

Major achievements and activities of the Labour Village as of 2014/15

- The Migrant Resource Centre at the Labour Village is in operation with the support of the International Labour Organization, the Non-Resident Nepali Association and the Foreign Employment Promotion Board. The centre provides reliable information to migrant workers to improve their protection during their employment period. Legal counselling is also available.
- Online services for banking and insurance are in place, with migrant workers using them.
- To ensure zero tolerance for fraudulent activities, access to the centre is restricted to only individuals with work permits. Even officials working in the Labour Village can only access this section by showing an official identity card; no one else, including recruiting agents, are permitted to enter the centre.

FOREIGN EMPLOYMENT TRIBUNAL

Established under the Foreign Employment Act and its Rules, the Foreign Employment Tribunal is a semi-judicial body consisting of three members: chaired by the Judge of the Appellate Court, a case-trying officer of the Labour Court and the gazetted first class officer in the judicial service. It operates with a total human resource staff of 16 people.

As per the Foreign Employment Act, the jurisdiction of the Tribunal covers the following:

- **Prohibition on operating foreign employment business without permission:** No agency can conduct affairs related to foreign employment without obtaining a license as per the Act. If found doing so, and in the process, false hope of (regular) foreign employment was provided or monetary

benefits were extracted from a would-be migrant worker, then the perpetrator is penalized to pay back the cost incurred to the migrant workers, fined (from NPR 300,000 to NPR 500,000) and can be sent to jail for three to seven years. If the would-be migrant worker has not departed for a destination country, then the penalty is cut in half.

- **If a licensed recruiting agency sends a migrant worker abroad without obtaining the labour permit:** In cases in which a licensed recruiting agency provides false hope for (regular) foreign employment and extracts money for doing so, then the agency is fined a total sum of the principal amount plus 50 per cent more of that amount, with jail time of three to seven years and revocation of their license to operate the business.
- **Prohibition on sending minors for foreign employment:** If any licensed recruiting agency is found sending a “minor” for foreign employment, it is fined NPR 300,000–NPR 500,000 and the agent is jailed for three to seven years.
- **Prohibition to send workers to countries not specified by the Government:** If any licensed recruiting agency is found sending workers to countries not permitted by the Government of Nepal or channelling workers to such countries by obtaining a permit for another country that is permitted, then such agency is fined NPR 300,000–NPR 700,000 and the agent is jailed for three to seven years. If the would-be migrant worker has not already departed, then the penalty is cut in half.
- **If necessary documents or reports are embezzled:** In cases in which a licensed recruitment agency embezzles necessary documents or records related to its business, that agency is fined NPR 100,000–NPR 300,000 and the agent is jailed for six months to one year. In case of repetitive offence, the penalty is doubled.

Cases filed in the Tribunal are tried and settled in accordance with the Summary Procedures Act, 1972. The Tribunal also receives cases forwarded by the Department of Foreign Employment.

Major achievements and activities of the Foreign Employment Tribunal as of 2014/15

- The Tribunal settled the most number of cases since its establishment (see Part 2).
- Of the 213 cases settled, 118 qualified for full claim; 57 were acquitted; 26 were partially acquitted, 1 charge was dismissed, and 11 were suspended.
- Claim amount: NPR 9.4 million; accumulated years of prison sentence: 332; total penalty amount: nearly NPR 3.3 million.
- A total of 24 perpetrators were sent to prison, of which 19 were men and 5 were women. Four of the perpetrators were foreigners.

LABOUR ATTACHÉS

The Foreign Employment Act (section 68) requires the appointment of a labour attaché in destination countries where 5,000 or more Nepali migrant workers are based.²³ The functions, duties and powers of the labour attaché are as follows:

²³ The Foreign Employment Rules require appointment of a female labour attaché in destination countries where there are more than 1,000 female labour migrants.

- provide information to the Government on the conditions of labour, employment and immigration where Nepali migrants are working and the steps taken by the host country for the protection of their rights;
- assist in resolving any dispute between workers and businesses involved in sending foreign labour migrants abroad;
- make the necessary arrangements for rescuing any Nepali workers who have been deemed helpless in the course of foreign employment;
- furnish information on the availability of employment that matches with the skills of Nepali workers;
- manage the repatriation arrangements of the body of any deceased migrant worker;
- maintain bilateral agreements at the government level for the supply of workers from Nepal;
- provide welfare-protecting information to migrant workers and discourage them to do any other work than set forth in their work contract;
- supervise any activity that may affect migrant workers; and
- perform functions as directed by the Government from time to time.

The Government has appointed labour attachés in eight countries: Bahrain, Kuwait, Malaysia, Oman, Qatar, the Republic of Korea, Saudi Arabia and the United Arab Emirates.

OTHER INSTITUTIONS

Nepali embassies have a major role in providing services and supporting labour migrants in destination countries. Their activities in relation to labour migrants include services and support in times of distress and grievances, repatriation of the bodies of deceased migrant workers, helping migrant workers receive compensation from an employer and rescuing migrant workers from vulnerable situations.

At home, the Ministry of Foreign Affairs is a focal point through which indemnities of a migrant worker who died during employment abroad are distributed to the nominated beneficiary. The Ministry sends the funds to the Department of Consular Services, which then forwards the payment to the respective District Administration Office for disbursement to the beneficiary.

There are also five consulate general offices: in Calcutta, Hong Kong (China), Jeddah, Lhasa and New York, which also extend various consular services.





Nepali female migrants
working in a garment
factory in Jordan
© ILO/B. Sharma Pokharel

Thematic issues

4.1 Foreign employment and national development

Just as important as it is to acknowledge the commonly used migration determinants (economic structure and inequality, for instance), it is equally significant to recognize the role of the government in shaping and influencing migration patterns and their impacts. The government's ability to create institutions and infrastructure and to provide opportunities for individuals, mainly through a broad range of policies, and the various ways in which it affects the migration determinants in the first place suggests that the State influences migration in multiple ways.²⁴ In other words, the role of government is central to the development of migration.

Foreign employment in national development plans

The Government of Nepal has had an important role in shaping the current patterns of foreign employment as a migrant worker-sending country. A review of the periodic national development plans, from 1985 to the present, shows that the heavy influence of the Government emerged within the migration-development nexus in that attraction to foreign employment was considered a result of imbalances in the development process, although it also influenced the development process at the same time.

The first acknowledgement of foreign employment in the five-year periodic development plans was made in the Seventh Plan (1985–1990). In that and the subsequent Eighth Plan (1992–1997), the effort of the Government was apparent in attempting to regulate the outflow of Nepali citizens,²⁵ which was seemingly connected with national development problems overwhelming the country at that time. The high rate of unemployment, which stood at 5.6 per cent and 7.6 per cent in 1985 and 1992, respectively, coupled with underemployment among around half of the ever-increasing labour force, was cited as the major cause of poverty. Almost 49 per cent of the total population of Nepal was estimated as living in absolute poverty in 1992.

While it seems convenient to limit the context within the parameters of development problems, major political progress in the form of the restoration of democracy and fundamental changes in the economic model that led to a liberalized economy and easier movement of labour between countries were also achieved during the same period. Nevertheless, this was a period in which foreign employment was conveniently reflected in the national plans as an outcome of the development problems, with no recognition of its positive or negative impact. Governance at that time was more a matter of regulation than facilitation of foreign employment.

²⁴ Vezzoli, 2014.

²⁵ The first legislation on foreign employment was enacted during this period: the 1985 Foreign Employment Act. The regulatory characteristic of this Act was noted in Ministry of Labour and Employment, 2014. For detailed comparison of various legislations related to foreign employment, see Sijapati and Limbu, 2012.

A major change in the outlook towards foreign employment came about in the Ninth Plan (1997–2002) in which it was attributed as a solution to the unemployment problem yet also seen as the aspiration of a worker—rather than just an outcome of the development problems. The Ninth Plan cited the need to extensively generate employment and investment for poverty alleviation. While the plan held objectives for productive employment generation and self-employment within the country, it emphasized foreign employment and making enabling institutional arrangements and developing capable, competitive and available human resources for foreign employment. It was the first plan to recognize the need to expand the scope of the foreign employment market, to protect workers' rights while abroad and to ensure the welfare and safety of workers abroad by mobilizing Nepali diplomatic missions within countries that had employment potential. It envisioned an autonomous institution for promoting foreign employment, which was belatedly realized in 2007 with the establishment of the Foreign Employment Promotion Board.

Well-managed foreign employment as a policy and strategy for poverty alleviation and labour management has echoed ever since in the periodic plans. The Tenth Plan (2002–2007) and the Three-Year Interim Plan (2007–2010) even set quantitative targets for sending youths for foreign employment²⁶. In addition, relevant elements of foreign employment have been included in monetary policies (domestic savings, foreign exchange reserve, balance of payment), various sector-based policies (youth, women employment, disadvantaged groups) and cross-cutting issues (human resource development).

The periodic plans are a major output of the National Planning Commission, which explores and allocates resources for economic and social development; works as a central agency for the monitoring and evaluation of development plans, policies and programmes; facilitates the implementation of development policies and programmes; and provides a platform for the exchange of ideas, discussions and consultations pertaining to the country's development.²⁷ Thus, the viewpoint of the planning body guides the creation of policies, institutions and infrastructure on various development issues, a dynamic that has been true in the case of foreign employment.

If the role of government in shaping and influencing the outflow and inflow of migrants is reduced to migration policies (with sensitivity to other factors), there can be two sets of policies that affect migration directly and indirectly. The first set of policies that affect directly has stated objectives or tools for influencing migration. For example, the foreign employment law that paved the way for private institutions to operate as recruitment agencies had direct bearing on the outflow of migrants because they work in the open-market system that brings in the huge demand and matches with the supply of human resources. This is evident from the large number of migrant workers who leave Nepal using the services of recruitment agencies, compared with those leaving on their own (see section 2.2)—a scenario that would not have been possible if the private sector was not involved.

²⁶ The Tenth Plan and the Three-Year Interim Plan set targets to send 550,000 and 750,000 youths, respectively, for foreign employment during the implementation period.

²⁷ Pokharel, 2009.

²⁸ The conceptual framework for understanding the role of the State in migration was proposed in Vezzoli, 2014. Although the paper has elaborated discussion on using the framework, only a simplistic dual classification of the concept has been used here.

The second set of policies contains those that do not have outright migration objectives but still use it as a tool. For example, the liberalized and open-market economic model taken by the Government after the restoration of democracy in 1990 had no outright migration objective but allowed easier access to international labour opportunities.

The amalgamation of both examples helps clarify a key characteristic of foreign employment in Nepal: the large number of labour migrants to GCC countries and Malaysia.

The second set of policies is not associated with migration per se but has tools to influence the patterns of migration. For example, the 2007 Technical and Vocational Education and Training Skill Development Policy was instituted to address the lack of skills and training among people working in both the domestic and overseas labour markets. The 2012 Technical and Vocational Education and Training Policy also recognized the need for skill-development training programmes to adjust to the demands of the labour market and make Nepali workers more competitive in the international labour market. Skill training as a part of human resource development in the national development plans has also sought to address this issue in foreign employment. This set of policies also contains those that neither have objectives or tools related to migration patterns but might affect them. For example, microcredit programmes that provide soft loans for agriculture might affect the propensity to migrate.

The inclusion of foreign employment in the development plans indicates that labour migration has not just been an outcome of the development problems to which the Government has responded post hoc. Rather, the Government has had a central role in shaping and influencing the outflow of migrants by promoting, regulating and managing foreign employment through overarching plans that have subsequently been realized in the form of policies, legislation and institutional arrangements, such as the frameworks mentioned previously. At the same time, the wider global and national economic, political and cultural environment within which the Government has to play a role also needs to be considered. Hence, taking a causal approach to understanding whether foreign employment was caused by imbalances in development or development was caused by foreign employment renders a circular reasoning. A better way, then, is to acknowledge that migration and development are part of the same process and therefore constantly interactive,²⁹ which produces various positive and negative effects at different levels over the course of time.

Contributions to national development

During the three decades since the first recognition of foreign employment in the national development plans, there have been both positive and negative effects brought about by international labour migration. Assessing the impact of international migration on a sending country should begin by examining the impact of net international remittance flows on domestic income distribution, poverty

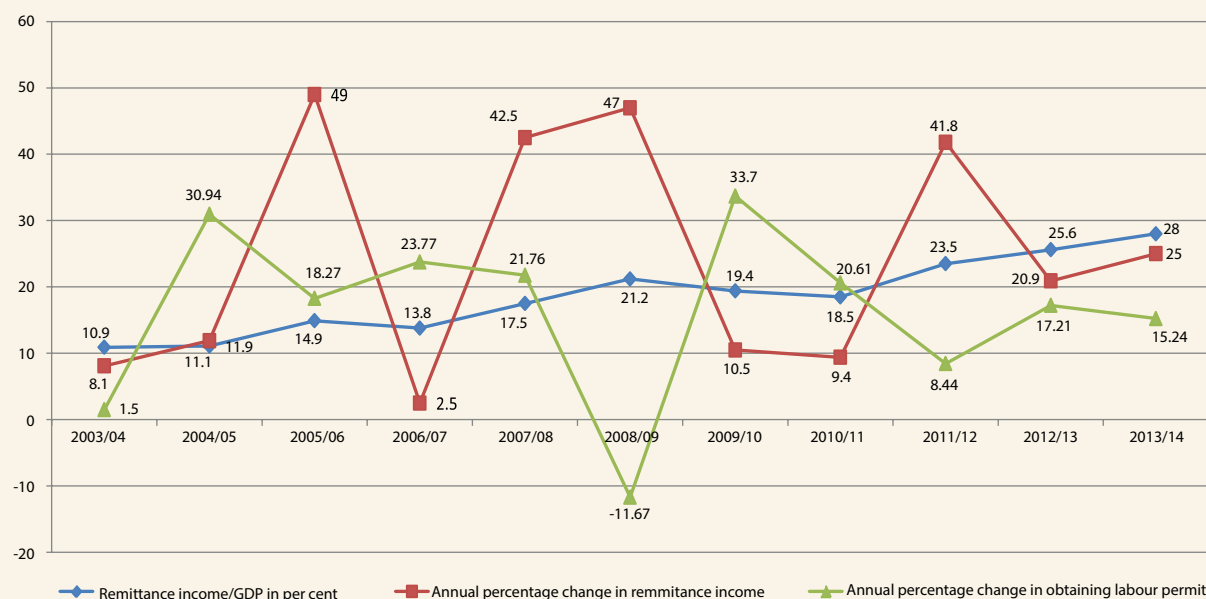
²⁹ Castles, 2008.

levels, consumption, investment levels and growth. From there, the analysis can proceed to the impact of such additional net resource flows on such critical dimensions of human development as infant mortality, education enrolment and the level of nutrition.³⁰

Nepal was the third-largest recipient of remittances³¹ (as a share of GDP) among all countries in the world in 2012³² and the top recipient among the countries with least developed status.³³

There has been a huge increase in the inflow of remittances with the upsurge of foreign employment, particularly from labour migrants to the GCC countries and Malaysia. Total remittance income increased from NPR 58.6 billion in 2003/04 to NPR 589.5 billion in 2014/15. As a percentage share of GDP, there was an increase from 10.9 per cent in 2003/04 to 27.7 per cent in 2014/15 (Figure 17). While there has been continuous increase in the total remittance income in the past decade with remarkable spikes, it is contingent upon the outflow of migrants (see Figure 1). A similar observation made by the World Bank shows that remittances to Nepal slowed down to an estimated 5.8 per cent growth in 2014, from 15.8 per cent in 2013, suggesting a decline in outmigration growth after the massive increase in the stock of migrants, from about 1 million in 2010 to around 2 million in 2013.³⁴

Figure 17. Trends in the flow of remittances, 2003/04–2013/14



Source: Department of Foreign Employment and Nepal Rastra Bank.

³⁰ Ranis, 2008.

³¹ According to International Monetary Fund, remittances denote “household income from foreign economies arising mainly from the temporary or permanent movement of people to those economies and include cash and noncash items that flow through formal channels, such as via electronic wire, or through informal channels, such as money or goods carried across borders. They largely consist of funds and noncash items sent or given by individuals who have migrated to a new economy and become residents there, and the net compensation of border, seasonal, or other short-term workers who are employed in an economy in which they are not resident.”

³² World Bank, 2014.

³³ United Nations, 2014.

³⁴ World Bank, 2014.

Contributions to macroeconomic stability

Remittance income contributes substantially towards maintaining macroeconomic stability and is one of the six pillars of the economy (the others being investment, trade, agriculture, water and tourism)³⁵. Remittance income falls under the group of items classified as transfers in the balance of payments³⁶, which is the category under which countries record their monetary transactions with the rest of the world and comprises the current account,³⁷ the capital account and the financial account. Maintaining stability in the balance of payment is one of the principal objectives of the monetary policy to realize sustainable development of the economy.³⁸

The Economic Survey carried out annually by the Nepal Rastra Bank has recurrently attributed the contribution of remittances in managing the country's balance of payments. Likewise, the 2014/15 Monetary Policy formulated by the central bank noted that a tremendous amount of remittance inflows and foreign assistance contributed towards the surplus in the current account as well as in the balance of payments. The share of remittance income in the current transfer income has been consistently greater than 80 per cent since 2009/10.³⁹

The growth of remittance inflows has contributed to the growth of the foreign exchange reserve, together with the rise in the balance of payments surplus. Foreign exchange reserves are necessary for the national economy to finance the import of merchandise and services. The value of imports was 2.5 times higher than of exports in 2004/05 but soared to 8 times higher in 2013/14. Nepal receives worker remittances worth NPR1.5 billion every day, which is considered satisfactory from the perspective of its capacity to cover the importation of goods.⁴⁰ The foreign exchange reserve as a percentage of GDP, which was 22 per cent in 2004/05, rose to 34.5 per cent in 2013/14. During the same period, remittances as a percentage of GDP, which was 11.1 per cent in 2004/05, reached 28 per cent in 2013/14.⁴¹

Contributions to poverty reduction

According to the Millennium Development Goals Progress Report 2013, foreign employment and remittances accounted for a considerable portion of the poverty reduction among those households that send members abroad to work but not among the population at large or among households with internal migrants. In fact, the incidence of poverty would jump from 19.3 per cent to 35.3 per cent if remittances were cut off. From 1990 to 2013, the population living below the national poverty line declined from 42 per cent to 23.8 per cent. The Millennium Development Goals report also noted

³⁵ Shrestha, 2008.

³⁶ Pant (2006) noted that the standard measures on remittances are based on three items in the balance of payment reports and are in the form of: (i) workers' remittances (money sent by workers living abroad for more than one year; (ii) compensation of employees (gross earnings of foreigners living abroad for less than one year; and (iii) migrant transfer (net worth of migrants moving from one country to another).

³⁷ In the current account, goods, services, income and current transfers are recorded. Remittances are included in current transfers along with donations, aids, and grants, official assistance and pensions.

³⁸ Nepal Rastra Bank Act, 2002.

³⁹ Nepal Rastra Bank, 2014/15.

⁴⁰ *ibid.*, p. 89

⁴¹ *ibid.*, p. 89.

that the decline in Nepal's poverty level increased from 1.5 per cent between 1996 and 2004 to 2.5 per cent between 2004 and 2011, which corresponds with the surge in issued labour permits during the same period.

The major impacts of remittances on poverty reduction are evident at the household level. According to the National Living Standard Survey 2010/11, the percentage of all households receiving remittances increased from 23.4 per cent in 1995/96 to 55.8 per cent in 2010/11. Remittances constitute a considerable share of the total income of the recipient households, with a 30.9 per cent share in 2010/11,⁴² while it was only 17.6 per cent of all households.⁴³ The World Bank study found that the most reported uses of remittances were for daily needs and repaying loans. According to the National Living Standard Survey 2010/11, about 79 per cent of the total remittances received by households was used for daily consumption while 7 per cent was used to repay loans.

Remittances contributing to poverty reduction are not unique to Nepal, with their importance widely assessed by researchers and policy-makers. For instance, the increase in remittances associated with a massive labour migration from Kerala State in southern India to the Gulf States contributed to a 12 per cent reduction in the state's poverty level.⁴⁴ A study by Nepal Rastra Bank on the impact of remittances in Dhanusa District, which has the greatest number of international migrant workers, found that the migrant-sending households had higher consumption than those of non-sending households; the sizable fraction of that income was spent on food and wedding expenses, followed by the purchase of land.⁴⁵

Contributions to labour management

As noted, the national development plans have acknowledged foreign employment as an important strategy to counter unemployment and underemployment. Among the estimated 450,000 labourers who enter the market every year, many find work abroad; international labour migration has been a critical determinant of the employment situation in the country.⁴⁶

Due to the absence of employment opportunities generated within the country and the dysfunctional domestic labour market, foreign employment has been an alternative option mainly for the unskilled and semi-skilled labour force: 74 per cent of the labour permits issued by the Government in 2014/15 have been for unskilled labour, 25 per cent semi-skilled and 1 per cent skilled workers.

Other contributions

The contributions mentioned here are not exhaustive but the most apparent ones. The economic benefits of migration translate into other aspects of human development. Although remittances are not

⁴³ Nepal Rastra Bank, 2015.

⁴⁴ Skeldon, 2008.

⁴⁵ Nepal Rastra Bank, 2012.

⁴⁶ National Planning Commission, 2013.

the sole factor, they provide impetus for human development. The *Nepal Human Development Report 2014* showed that regions that have rapidly improved their Human Development Index scores, such as the Western Hills and Western Mountains, are those making strides in literacy and education and where earnings from remittances as well as tourism have improved.⁴⁷ The Nepal Rastra Bank study conducted in Dhanusha District also discovered that remittance-receiving households spent more on education and health and had more access to information than non-receiving households.⁴⁸

In addition to economic remittances, there is growing recognition of “social remittances”. Social remittances are the ideas, behaviours, identities, and social capital that flow from receiving to sending-country communities⁴⁹. While the notions of “brain drain” generally apply to emigration, the temporary and repetitive movement of labour migration more likely leads to “brain circulation” or “brain gain” through the exchange of ideas and practices that take place.

There is limited knowledge on these aspects of international labour migration and development. Much of our understanding is economic focused—primarily remittance analysis, which does not embed labour migration and development with a broader socio-cultural and political framework. It would be useful to investigate other aspects of labour migration and national development.

Points for discussion

Foreign employment trends: The Nepal economy is associated with the increase in foreign employment trends. Although recent trends have shown continuous increase in the pattern, there is much uncertainty on how long the trend can sustain or at what levels. Studies suggest that the demand for labour migrants in GCC countries and Malaysia will continue in the near future,⁵⁰ although multiple factors (not just the demand in the international market) influence any one worker’s decision to opt for foreign employment. The overall increasing number of labour permits issued is only one aspect of the foreign employment trend. Understanding associated trends is also necessary from a national development point of view. For instance, the reason for much of the geographical concentration (origin) of labour migrants in the south-eastern plains of Nepal and its implications for that region are little known. Another point for investigation could be the increasing number of foreign labour migrants from the mid- and far-western regions of the country.

Remittances: Remittances cannot be a panacea of development, no matter its role in reducing poverty.⁵¹ While remittance income has helped reduce poverty at a faster rate, the overall economic growth of the country has not been satisfactory, and economic growth in the past decade averaged just 4.1 per cent.⁵² A caution is warranted in seeking to bring about development without political and economic reform, which is more likely to lead to inflation and greater inequality than to positive change.⁵³ Man-

⁴⁷ National Planning Commission and UNDP, 2014.

⁴⁸ Nepal Rastra Bank, 2012.

⁴⁹ Levitt, 1998

⁵⁰ World Bank, 2014; and GIZ and International Labour Organization, 2015.

⁵¹ Skeldon, 2008.

⁵² Nepal Rastra Bank, 2015.

⁵³ Castles, 2008.

aging a large inflow of remittances can be precarious. A case study by the World Bank on managing liquidity in the context of a high level of remittance income in Nepal found that between 2007 and 2011, surges in the remittance flow injected huge amounts of liquidity into the banking system, subsequently fuelling rapid domestic credit growth and raising real estate and stock market valuations to unsustainable levels.⁵⁴ Remittance-related inequalities are also cropping up. The National Living Standard Survey 2010/11 revealed an astronomical difference between the per capita remittances received by an individual in the poorest and the richest consumption quintiles, implying that the opportunities and benefits of foreign employment are not equally distributed among the migrant population.

The lack of productive use of remittances by households has been widely noted. The consumption pattern of the remittance-receiving households could be characterized as an investment in human capital, but at the same time it may lead to dependency on foreign employment if the productive use is not realized. The effects of remittance income on macroeconomic indicators in the long and short terms also require further research. A recent study found that remittance income seemed to have been spent mostly on imported goods, either for daily consumption or for luxury and durable items, which is accelerating the demand for imports, ultimately inducing a rising trade deficit and suggesting that the pivotal role of remittances in development is determined by how the recipient household uses the income.⁵⁵

Foreign employment and national development: There is need for a more comprehensive understanding of how the benefits of foreign employment can be optimized for use in national development beyond 2015. Particularly, the issues are pertinent for developing plans and programmes to achieve the Sustainable Development Goals and graduating from least developed country status by 2022. The issues range from more effective ways of using remittances at the household level (for productive use) to directing the inflow of remittances at the macro level (reconsidering remittances as a new source of development financing). The methods for harnessing the social remittances of migrant workers can be a useful point of discussion as well. There is an immediate need to consider the possibilities through which the economic and social remittances of foreign labour migrants can be used in the post-disaster recovery and reconstruction programmes in the wake of the devastating earthquake that hit Nepal in 2015.

4.2 Earthquake, foreign employment and post-disaster needs

On 25 April 2015, Nepal was struck by a powerful 7.6 magnitude earthquake that resulted in a large number of casualties, widespread devastation of infrastructure and the disruption of everyday life. The numerous aftershocks were equally dangerous and continued for months, causing landslides and more losses and damage. In total, 8,896 people died (3,972 males and 4,918 females, with 6 of unknown determination) and 22,302 people were injured across 45 districts; nearly 9 million houses were either

⁵⁴ World Bank, 2013.

⁵⁵ Bhatta, 2013.

completely or partially damaged.⁵⁶ Among the affected districts, 14 were declared “crisis hit” for the purpose of prioritizing rescue and relief operations (Bhaktapur, Dhading, Dolakha, Gorkha, Kathmandu, Kavrepalanchowk, Lalitpur, Makwanpur, Nuwakot, Okhaldhunga, Ramechhap, Rasuwa, Sindhuli and Sindhupalchowk). Nearly every casualty was from one of the crisis-hit districts.

The Post-Disaster Needs Assessment carried out by the Government⁵⁷ estimated a total of \$7,065 million in damages and losses across the social, productive and infrastructure sectors.⁵⁸ The social sectors incurred the most damages and losses, estimated at \$4,086 million, mainly due to the destruction of housing and human settlement. The productive sectors incurred \$1,781 million in damages and losses along with estimated losses of \$1,712 million in personal income. The most hard-hit sectors were tourism, finance and agriculture. After the earthquake, many migrants returned from abroad to their home in the most affected districts to cope with their losses and to be with family members.

The immediate effect of the earthquake on foreign employment was negative, with a sharp decline in the number of labour permits issued. In the three months prior to the earthquake, an average of 48,537 labour permits were issued per month. The average number of permits issued during the three months after the disaster (including the earthquake month) declined to 31,979 (Table 18).

Table 18. Flow of labour migrants before and after the April 2015 earthquake, by labour permits issued

Months before and after earthquake	Labour permits issued monthly	Average
Month 1 (Magh)	48 941	Average 48 537
Month 2 (Falgun)	44 460	
Month 3 (Chaitra 2071)	52 210	
Month 1 (Baishak - EQ month)	31 375	Average 31 979
Month 2 (Jestha)	37 962	
Month 3 (Asar)	26 600	

Source: Department of Foreign Employment.

While the decline is considerable, it is not as much as could have been expected. Although monthly district data were not available at the time of this report’s research, it is safe to assume that the immediate decline must have been brought about by the decrease in the number of labour migrant from the 14 crisis-hit districts. All crisis-hit districts experienced an overall decrease in the number of labour permits issued in 2014/15, compared with the previous year (see Datasets 1 and 2 in Annex I). The 14 crisis-hit districts accounted for 21 per cent of all labour permits issued in 2014/15.

⁵⁶ See drrportal.gov.np.

⁵⁷ Prepared by the National Planning Commission, the Post-Disaster Needs Assessment report is the most comprehensive and authoritative document on the damages, losses and needs caused by the earthquake, with sector and cross-sector analysis. This section of the report is predominantly based on the estimates of that assessment, unless otherwise stated.

⁵⁸ *Social sectors*: housing and human settlements, health, education, cultural heritage; *productive sectors*: agriculture, irrigation, commerce, industry, tourism, finance; *infrastructure sectors*: electricity, communications, community infrastructure, transport, water and sanitation; *cross-cutting issues*: governance, disaster risk reduction, environment and forestry.

The south-eastern plains of the country, the region which has the largest number of foreign labour migrants, was spared from the worst of the tragedies brought on by the earthquake, and thus the migrant flow appears to have not been affected. But other factors impacted the overall trend as well. For instance, the decline (down to 26,600 permits issued) in the month of Asar (June and July)—two months after the earthquake—was also attributed to an 18-day strike and closing of recruitment agencies.⁵⁹

The long-term impact of the earthquake devastation on the foreign employment trends remains to be seen. But considering the exacerbation of poverty, unemployment, loss of livelihoods and time required to recover from the damages and losses, then it is likely to expect an increasing number of labour migrants, particularly from the crisis-hit districts in the near future. Citing World Bank simulations, the Post-Disaster Needs Assessment report estimated that the earthquake disaster will push an additional 2.5–3.5 per cent of the country's population into poverty in 2015/16, which translates to at least 700,000 additionally poor people.

There also has been considerable loss of employment in various sectors. Agriculture, the largest employment sector in Nepal, with nearly 60 per cent of the labour force, incurred huge damages and losses, estimated at \$283 million, which likely will affect future production. Likewise, the tourism sector, which generated employment for nearly 500,000 people, or 3.5 per cent of the labour force, suffered heavy losses. Several cultural heritage sites and tourist trekking routes were devastated by the earthquake. Commerce and industries also suffered a big blow, with damages to micro-enterprises and cottage industries. In recent years, these employment sectors were also experiencing a large participation of women.

As mentioned previously, poverty and unemployment as an outcome of the earthquake disaster are not the only factors that have influenced the latest foreign employment trends. Other larger social and political factors, along with the Government's performance on the recovery and reconstruction after the disaster, likely will have some influence on the migration trends.

A key point for any discussion on foreign employment as an element of labour management in the aftermath of the earthquake is how to balance the demand and supply of labour to meet the recovery and reconstruction needs. The Post-Disaster Needs Assessment report highlighted a couple of sectors that will require large numbers of workers in the recovery and reconstruction phase: Housing reconstruction was estimated to require about 700,000 workers, of which 46 per cent will need to be skilled, such as for masonry. The biggest sector of employment of unskilled and semi-skilled labour in the GCC countries and Malaysia is the construction sector, which are also countries with a large

⁵⁹ The recruitment agencies halted their services for 18 days in the month of July to protest the implementation of the “free visa and free ticket provision” for outbound workers. The provision came into effect on 6 July, under which migrant workers could leave Nepal for seven labour destinations—Bahrain, Kuwait, Malaysia, Oman, Qatar, Saudi Arabia and the United Arab Emirates—free of cost or a maximum expense of NPR10,000 only in cases in which employers refused to pay the service charge to recruitment agencies.

⁶⁰ GIZ and International Labour Organization, 2015.

⁶¹ National Planning Commission, 2013, p. 31.

number of Nepali migrant workers.⁶⁰ There is an opportunity to utilize the social remittance value of returned migrants who have the experience and skills needed in the recovery and reconstruction of the housing sector. Additionally, the unemployment situation in other affected sectors that may lead to foreign employment could be diverted to the housing sector, thereby creating a space for the exchange of social remittances between the skilled and experienced migrants and the aspiring labour migrants.

Similar management could be tried in other sectors, too. Commerce and industry are experiencing a lack of workers, with many foreign migrants from India in those sectors returning home due to the earthquake. Such shortages could be augmented with local labour, who will need to be trained for such purposes. Coping with labour shortages within the country when hundreds of thousands of workers are leaving for similar employment abroad is an opportunity, although there is urgent need to address the issue with broad consultations across all sectors.

4.3 Women in foreign employment

Women in foreign employment are an important part of the shift in the overall employment trend among females in the country. A recent government report⁶¹ revealed that the share of women in wage employment in the non-agriculture sector, which had hovered around 17–20 per cent between 1990 and 2010, had increased to 44.8 per cent in 2013 (Table 19). This sharp increase came at the same time as a more than doubling in the total number of women obtaining a labour permit (in 2011/12). The proportion of women among all labour migrant permits issued peaked at 6.2 per cent in 2012/13.

Women's participation in foreign employment has increased considerably in the past decade. Particularly, there has been a sharp rise in the number of women migrant workers in the past five years (2010/11–2014/15), compared with a sluggish increase in the first two and half decades. Available records from the former Department of Labour and Employment Promotion (2001)⁶² showed that only 161 women migrated for foreign employment between 1985 and 2001, at a mere average of ten persons each year. This slow rate increased significantly by the mid-2000s, as evident in the government records, which revealed 390 labour permits issued to women in 2006/07 and 4,685 permits in 2007/08.⁶³ The number has been increasing in absolute terms each year, with an exception during the past fiscal year in which the foreign employment trend was directly affected by the earthquake. Sindhupalchowk, which has the largest number of women in foreign employment, was one of the hardest-hit districts in terms of human casualties and destruction of infrastructure.

⁶⁰ GIZ and International Labour Organization, 2015.

⁶¹ National Planning Commission, 2013, p. 31.

⁶² Gurung 2004, p. 28.

⁶³ Sex-disaggregated data between 2001 and 2006 were not available because the Department of Foreign Employment started maintaining it only in 2006/07 after installing a new software program in its information system.

Table 19. Labour permits issued, by year and sex, 2008/09–2014/15

Fiscal year	Yearly rate of increase in issuing permits	Rate of increase in absolute terms (male)	Rate of increase in absolute terms (female)	Percentage of total labour migrants (male)	Percentage of total labour migrants (female)
2008/09	-	-	-	96.1 %	3.9 %
2009/10	33.70 %	34.37 %	17.0 %	96.6 %	3.4 %
2010/11	20.61 %	21.21 %	3.6 %	97.1 %	2.9 %
2011/12	8.44 %	5.05 %	120.4 %	94.0 %	6.0 %
2012/13	17.21 %	16.97 %	20.94 %	93.85 %	6.15 %
2013/14	15.24 %	15.92 %	4.87 %	94.4 %	5.60 %
2014/15	-3.8 %	-2.51 %	-26.44 %	95.72 %	4.28 %

Source: Department of Foreign Employment.

However, the participation of women in foreign employment has been a highly regulated affair by the Government since the inception of foreign employment legislation (Table 20). Nepal, like a few countries in Asia, has invoked additional conditions and various bans on women from migrating for employment. The 1985 Foreign Employment Act, for instance, prohibited women from leaving the country without the consent of their guardian; the second amendment of the Act in 1998 maintained its restrictive position and added a clause requiring permission from the Government in addition to their guardian.⁶⁴ The Government imposed a complete ban on the migration of Nepali female workers to GCC countries following the death of a Nepali domestic worker in Kuwait. The ban was partially lifted in 2003 to allow women to migrate for work but only in the formal sector, and hence, domestic work was still banned. The ban was lifted in 2010 after protective mechanisms were introduced for outgoing workers, but then was reinstated in 2012 to prevent any women younger than 30 from traveling to the Middle East for domestic work. Even though the intent of the various conditions and bans was to protect women from many risks, including long working hours, sexual violence, physical abuse and economic exploitation,⁶⁵ the policy was heavily criticized, particularly for not being effective— young women continued to migrate for domestic work to Middle East countries but did so through irregular channels, without any protection that the formal system can offer.

⁶⁴ Sijapati and Limbu, 2012, p. 34.

⁶⁵ Press release by Department of Foreign Employment after the decision by the cabinet on 9 August 2012.

Table 20. Government prohibitions on the mobility of female migrant workers

Time frame	Nature of prohibition
1985–1998	Women require consent of a guardian (parent, husband or other relative) to go for foreign employment
1998–2003	Complete ban on migration of female workers to a Gulf country
2003–2010	Partial ban on migration of female workers to a Gulf country
January 2009–May 2009	Complete ban on female domestic workers going to Lebanon
2012–May 2014	Prohibition on women younger than 30 to work as a domestic worker in a Gulf country
May 2014–April 2015	Complete ban on female migrants of all ages to be recruited for domestic work in a Gulf country
April 2015 onwards (pending implementation)	Prohibition of women younger than 25 to work as domestic workers in a Gulf country

Source: Adapted from GIZ and International Labour Organization: Analysis of labour market and migration trends in Nepal, Kathmandu, 2015.

Recognizing the use of irregular channels by determined migrants, the Government reviewed the policy and issued the Directive on the Management of Sending Domestic Workers for Foreign Employment 2015, which reduced the minimum age criteria to 24 years for women wanting to work in the domestic work sector in Bahrain, Kuwait, Lebanon, Malaysia, Qatar, Saudi Arabia and the United Arab Emirates.

The fluctuating numbers of women in foreign employment has, in part, been a reflection of the on-and-off restrictive measures taken by the Government. After the ban on mobility was lifted in 2010, there was a 120 per cent rise in the number of labour permits issued to women in 2011/12 over the previous year, along with a considerable increase in the proportion of women among all migrants, from 2.9 per cent to 6 per cent. When the ban was re-imposed in 2012, the rate of increase in absolute terms dropped, along with the decrease in the total share of migrant workers in the subsequent fiscal year.

The Government's policies are not the only decisive factors for women opting for foreign employment. Socio-cultural norms and women's family roles as daughters, wives and mothers also influence the decision-making process on resource allocation, which in turn affects female possibilities for migration.⁶⁶

4.4 Student visas and employment

The free flow of tourists, immigrants, students, refugees, exiles, expatriates and guest workers has been a worldwide phenomenon. Nepal is no exception to this. Studying overseas has been a common tendency for Nepali students, with most students these days leaving Nepal for studies abroad with the help of education consultancies that are registered in the Company Registrar's Office and with the Accreditation Section of the Ministry of Education.

⁶⁶ Murphy, 2008.

The Ministry of Education issues a “no objection letter” (NOC) to students who receive a visa for overseas studies (Table 21). The NOC letter is an obligatory document required for obtaining foreign currency so that students can pay their tuition fees. The free flow of students from Nepal is coupled with a free flow of finance and vice versa through their engagement in employment activities during their study years and the post-graduation period. Thus, a thin line separates overseas study and foreign employment. A number of cases have emerged in which “students” were sent abroad for foreign employment but in the name of overseas study.


Table 21. Trend in “no objection letters” issued by the Government of Nepal

Country	2010/11	Country	2011/12	Country	2012/13	Country	2013/14	Country	2014/15
United Kingdom	3 140	Australia	3 644	Australia	4 408	Australia	11 184	Japan	9 457
Australia	2 341	Japan	1 310	Japan	4 272	Japan	7 933	Australia	8 944
United States	1 203	United States	849	India	1 211	United States	1 456	United States	3 105
Japan	1 128	India	812	Malaysia	830	Malaysia	1 190	India	1 042
India	502	United Kingdom	577	United States	809	India	1 003	Malaysia	1 012
Bangladesh	363	China	453	United Kingdom	627	China	581	Bangladesh	865
China	353	Bangladesh	307	Norway	517	Bangladesh	473	China	752
Germany	293	Germany	275	Germany	412	United Kingdom	438	Denmark	742
Philippines	268	Finland	220	Bangladesh	377	Denmark	404	New Zealand	598
Finland	192	Philippines	216	Mauritius	360	Germany	366	Germany	431
Others	2 129	Others	1 595	Others	2 676	Others	3 098	Others	3 748
58 countries	11 912	69 countries	10 258	64 countries	16 499	67 countries	28 126	72 countries	30 696

Source: Ministry of Education.

Table 22 indicates that an average of 54 students leave Nepal each day for overseas studies. The data for 2010/11–2014/15 also indicate that the number of students leaving Nepal is increasing, from 33 per day to 84. In most years, Australia was the most preferred country for Nepali students; in 2014/15, Japan overtook Australia with the most Nepali students. The number of destination countries also increased, from 58 to 72.

There is a growing challenge with the intertwining of overseas study and foreign employment. This situation is alarming because the education consultancies involve private businesses and fraudulent cases of sending students for foreign employment have been uncovered by the Nepal Police.



There is no legal measure to regulate these agencies except through registration with the Company Registrar's Office and the Ministry of Education. As of 21 August 2015, according to the Kathmandu Post, the Metropolitan Police Crime Division had booked 11 illegally operating educational consultancies and arrested their proprietors in coordinated raids across the capital. One of those arrested, a Kalimati-based education consultant, was charged with fraud for allegedly swindling unemployed youths of hefty sums by promising them security guard jobs in South Africa. Eleven victims had lodged a complaint against this education agency, accusing it of charging NPR550,000 per person for visa processing, labour permit and documentation. Education consultancies are not allowed by law to send people for foreign employment.

Adding to the complexity of overseas study via education consultancies is the association with human trafficking. The Kathmandu Post reported in July 2015 that the Lambirds Academy of Saint Lucia had been found to be fraudulent and was forced to close after four of its high-profile staff were charged with human trafficking. Around 15 Nepali students were allegedly sent there by a Bharatpur-based education consultancy.

These events necessitate joint action and coordination between the Ministry of Labour and Employment, the Ministry of Home Affairs, the Ministry of Education, the Ministry of Women, Children and Social Welfare and the Nepal Police. Now is the time to harmonize related laws and policies while introducing legal measures to curb fraudulent activities and promote professionalism in this sector.



Aspirant migrant workers
queuing up for filling the EPS
Korea test exam form
©OM/ A. Bahadur Balampaki

Gaps, challenges and ways forward

5.1 MAJOR GAPS

5.1.1 Development finance

The contribution of remittances towards the country's development finance not been well recognized in comparison with overseas development aid, foreign direct investment and debt. Yet, the contribution of international migrant remittances to the economy is phenomenal, whereas foreign aid represents only 15 per cent of the national budget. Nepal Rastra Bank calculates that around NPR 589.5 billion were remitted the formal banking channel in 2014/15, which was roughly equivalent to the size of the annual budget for that fiscal year. This is equivalent to around 29 per cent of the country's GDP, which makes Nepal third in the world and top in South Asia in terms of the remittance contribution to GDP. Because remittances tend to be a stable and often countercyclical source of foreign exchange earnings, they help keep the balance of payment steady.

Migrants tend to send more money when their family at home experiences hardships, for whatever reason, and thus remittances act as insurance against economic adversity. This was evident immediately after the 2015 earthquake, according to Nepal Rastra Bank, when there was a large increase in the remittance flow to the country. From mid-April to mid-June, the remittances amounted to NPR 63 billion per month, up from the previous monthly average of NPR 47 billion.

That remittance income is the largest external financing contributor to the economy seems largely ignored by the national system and has not entered into the country's development discourse.

5.1.2. Remittance specific

The surge of remittance income in Nepal is a symptom of the declining manufacturing sector, which has weakened the export business, particularly in terms of few self-employment opportunities.

Although some Nepali economists have begun to characterize remittance income as the backbone of the economy, the Government perceives it as a series of quick fixes to crawling economic development rather than a sustainable solution. And an important downside, because Nepal's remittance economy is dependent on international migration, it is vulnerable to external economic crises.

A range of innovative services are urgently needed, including mobile technology and other forms of digital technology, so that households receive their remittances faster, more cheaply and closer to their residence (especially in rural areas where formal banking services are not available).

The Ministry of Labour and Employment conceptualizes remittance income in its Programme Manual for Social and Economic Reintegration of Returned Nepali Workers from Foreign Employment as both the money remitted or brought back by returning migrants and the social capital, such as knowledge, skills, expertise, experience, appropriate attitude, relation, networks and so forth earned by them. How to translate this comprehensive concept into the maximum use of the earnings in the productive sector and human development as envisioned by the 2012 Foreign Employment Policy remains a challenge.

Providing incentives to use the formal remittance service and thereby capture a larger volume of remittances is critically important because it will enhance the security and reliability of money transfers while leveraging remittances for economic growth.

Diaspora bonds and securitization of remittances are becoming increasingly popular among remittance-receiving countries as a means to leverage resources for public investment, both big and small. Nepal Rastra Bank marketed foreign employment bonds, a variant of diaspora bonds, targeting migrant workers and their families in 2009/10 and 2010/11. However, the attempt was not successful. Managing a diaspora bond sale is complex and further analysis of the factors contributing to the failure is needed.

Nepal is one of the 48 countries with least developed status. The thirteenth periodic development plan (2014–16) targets 2022 as the year to graduate from this category, in line with the commitment to the Istanbul Programme of Action, which also aims to generate full and productive employment and decent work for all, particularly for youth. There are only six years left for this target to be met; thus remittance income should become a major component in financing development. The Government needs to devise a remittance policy incorporating important sectors related to agriculture, energy, poverty alleviation, health, education, women and children.

5.1.3. Governance related

Although the Ministry of Labour and Employment introduced the zero/reduced cost policy for migration for foreign jobs, translation into operational reality has been challenging. The cost of migration, such as the charges, commissions and fees, including hidden expenses for foreign employment and labour permission, is high. Additionally, migrant workers find the labour permit process cumbersome and have asked for simplification.

There is a general perception that the labour migration process needs to be more systematized and transparent. The current process of recruitment and employment of Nepali migrant workers, starting from advertising for jobs available to the signing of the contract through the permit approval to the journey to the destination country, is filled with various challenges and management gaps.

Retention of knowledgeable and experienced officials in the Ministry of Labour and Employment is low. The high rate of turnover can be attributed mainly to the relatively few resources available for capacity development.

The foreign employment projects have been running in an isolated manner over the years, resulting in duplication of work and the non-continuation of deliverables.

Bilateral labour agreements can be vital in governing the labour migration processes between origin and destination countries in addition to protecting the rights and welfare of migrant workers. There is growing need to enter into bilateral labour agreements with destination countries that can provide more protection to Nepali migrant workers.

The competency level of migrant workers needs to be strengthened so that migration is more beneficial and decent. Such policy measures need to understand the demands of international labour markets to provide the necessary skills training that would make Nepali migrant workers more competitive.

The protection of migrant workers during their employment abroad is a vital aspect of labour migration governance. Nepali embassies and missions have a crucial role in the protection of migrant workers' rights and in facilitating good governance. Given the level of resources, including the staff available in Nepali embassies, the capacity of these institutions to cater to the ever-increasing demand of services is still meagre.

The links between labour migration and human trafficking need to be explored. Despite the increasing incidence of exploitation and abuses encountered by migrant workers, challenges have been experienced in applying an anti-trafficking lens to the labour migration governance.

5.1.4 Infrastructure of the Ministry of Labour and Employment

Due to the 2015 earthquake that rendered its former offices unusable, the Ministry of Labour and Employment is now partly housed in the Ministry of Culture, Tourism and Civil Aviation and partly in the Singha Durbar Reconstruction Office. There is urgent need for a new building. Currently, service seekers and officials experience tremendous difficulties.

5.2 Challenges

The research and analysis for this report revealed a variety of challenges for the Government of Nepal in regard to realizing effective governance of labour migration.


- How can the potential of remittances be maximized as a driver for economic growth and poverty reduction, especially considering Nepal's aim to graduate from least developed country status to developing country by 2022?

- What should be the institutional response and structure for instigating workers to use the formal remittance service outreach, and how can informal remittances be brought into the formal financial system? This is also important for calculating the true size of remittance income.
- What role should the United Nations agencies, the International Trade Union Confederation and others have in making destination countries comply with the relevant conventions, recommendations and protocols concerning the safe and decent employment of migrant workers?
- What structural, legal and technical arrangements should there be with the latest IT application to maximize the effective flow of remittances through innovative payment systems, like cards, mobile telephones and branchless banking?
- Should Nepal develop remittance-linked debt securities?
- What policies, acts, regulations and investment environments are needed for remittance-based infrastructure and other development programmes and projects?
- What options specific to development policy, plans, programmes and projects should be considered to minimize the remittance economy's vulnerability to external economic crises and migration policies being adopted by destination countries?
- What legal and administrative mechanisms should regulate overseas study and foreign employment, considering how intertwined they have become and considering the potential for fraudulent activities?
- How can issues of foreign employment be incorporated into major sectors related to education, health, finance, women, children and social welfare (especially with respect to human trafficking), home affairs, tourism, agriculture and finance to ensure a coordinated and harmonized approach in policy, plans, programmes and projects?
- What is the magnitude of health-related concerns and issues of migrant workers and what specific actions can be taken to remedy these problems, including among irregular workers?
- Foreign employment, over the years, has become associated with social costs, such as family disintegration, children growing up without the benefit of parental care and senior citizens not receiving proper care. The increasing trend in suicide among migrants and returned workers is a concern. Family stress levels are often heightened by the absence of one or more members. What can be done to mitigate the social costs?
- The agrarian economy is negatively impacted in the absence of human resources for agriculture. Nepal imports food grains and other agricultural products due to reduced agricultural activities. Can this be turned around?

5.3 Ways forward

A comprehensive and multipronged approach is needed to deal with the issues, challenges and gaps and to harness the emerging opportunities.

The Ministry of Labour and Employment needs to instil a culture of evidence-informed policy, planning and programming. This should begin with a number of research studies, such as the care deficit



of children and senior citizens in the absence of care takers; reasons for suicide among female and male migrant workers; an assessment of risks and the social costs associated with foreign employment; the feasibility of foreign employment in European countries, development of measures to support the saving of remittances and their productive use; and economic policies that would help to counteract the effects of the high inflow of remittance income.

The Ministry of Labour and Employment realizes the slow implementation of the 2012 Foreign Employment Policy in the absence of strategic action plan in initial stage. The Ministry of Labour and Employment recently developed a five-year National Strategic Action Plan to carry out the Foreign Employment Policy. This plan along with a committed team should ensure that the policy is fully implemented. Based on past experiences, a policy of any type should be backed by the simultaneous formulation of an appropriate law and action plan to follow through in letter and spirit.

The management of labour migration should be decentralized and thus accessible where migrants originate (in the far-flung districts) rather than solely functioning in Kathmandu. This would help reduce costs for would-be migrants. The Ministry of Labour and Employment, the Department of Foreign Employment and the Foreign Employment Promotion Board should consider provincial-based offices to assist workers wanting to migrate abroad for employment.

There is need for incentive packages, which the Ministry of Finance and the banking sector should develop, to motivate Nepali workers abroad to use the formal remittance channel to capture a larger volume of remittances while ensuring security and reliability of their money transfers.

The formal banking system is largely not available in rural areas. There is a need to assess the feasibility of innovative services, including mobile technology and other forms of digital technology, so that households receive remittances faster, more cheaply and in their vicinity in a more secured way.

There is an urgency to extend social security coverage to children and senior citizens who are devoid of care.

With development finance comprising official development assistance, foreign direct investment, debt and remittances, which make the largest contribution, remittances should be central to the development discourse. The Ministry of Labour and Employment should be represented in international forums on development finance.

The 2015 earthquake disaster has created a huge task of reconstruction, yet there is a lack of human resources for what is needed. A wage policy should be devised to pay youths what they could earn by going abroad to stem the outflow of workers. This will also stop the outward cash flow that results from the hiring of foreign workers from neighbouring countries. The reconstruction phase can also target the skills of returned migrant workers.

A study on migration to India is needed so as to map the complexity and challenges and thus facilitate appropriate steps to protect the rights and safety of Nepali workers.

Non-resident Nepali communities should be mobilized to promote the rights and benefits of Nepali migrant workers and to help find decent, attractive and safe employment opportunities.

There is urgent need for a common strategy among South Asian Association for Regional Cooperation (SAARC) countries on the rights, welfare, safety and dignity of migrant workers, which was discussed in the eighteenth SAARC summit (November 2014) in Kathmandu. The SAARC heads of States have agreed to collaborate and cooperate on the safe, orderly and responsible management of labour migration from South Asia to ensure the safety, security and well-being of their migrant workers in destination countries outside the region. The summit resulted in the adoption of a 21-point declaration that incorporated the issue of labour migration as an agenda of regional cooperation. Following the inclusion of labour migration, the Government of Nepal has prepared a draft SAARC plan of action for cooperation on matters relating to migrant workers, with three objectives:


1. Set up an institutional mechanism at the regional level that would facilitate collaboration and cooperation on the management of labour migration issues at the SAARC level.
2. Facilitate the development of a SAARC declaration on the protection and promotion of the rights and welfare of migrant workers.
3. Identify priority thematic areas for regional cooperation and facilitate information exchange and knowledge building on labour migration issues.

A detailed programme of action and strategies for each objective has been devised. Because the Government of Nepal drafted the SAARC plan of action for cooperation on matters relating to migrant workers, Nepal should continue to lead the discussion and conduct the regional SAARC workshop on the draft plan of action to be endorsed.

There is a need to establish a Nepal embassy in the countries where the number of Nepali workers is significantly large (10,000 or more), along with the posting of labour attachés and welfare officers in those embassies, including where there is a considerable number of women workers. Intensive orientation on foreign employment issues in the destination countries should be conducted for those ambassadors and officers. The labour attachés and welfare officers should learn the language of the destination country and should be given language training before they leave Nepal.

The job description of the ambassadors and other officers should contain the tasks and functions related to labour diplomacy and migrant workers' rights to ensure a systemic dealing of such issues. The appointment of ambassadors to countries with a large representation of Nepali workers should be based on their having relevant experience and knowledge of foreign employment and labour issues.

The socio-economic reintegration of migrant workers needs to be initiated as early as practicable, including a special rebate in the importing of necessary equipment and technical materials for those



migrant workers who intend to use their skills, finances and expertise towards productive investment. There is also a need to explore and record the various productive initiations being undertaken by migrant workers on their own. This will provide good examples for others to replicate.

Being cognizant of the links between labour migration and human trafficking, there is a need to harmonize Nepal's legal frameworks concerning the two issues. Joint consultations in formulating the Foreign Employment Act and the Foreign Employment Regulation and other relevant policies with the Ministry of Women, Children and Social Welfare are necessary.

Joint consultation, coordination and actions are needed between the Ministry of Labour and Employment, the Ministry of Home Affairs, the Ministry of Education, the Ministry of Women, Children and Social Welfare and the Nepal Police.

Joint consultation and coordination are also needed between the Ministry of Labour and Employment and the Ministry of Health and Population to better manage the socio-psychological problems among returned migrant workers. The 2014 National Health Policy requires extending mental health services from hospitals at the community level and for specialized health services.

Research (leading to solutions) is needed on migrants' access to health care in destination countries, including irregular migrants who are often denied access to public health services and/or are reluctant to use services that are available to them for fear of being deported.

The Nepali embassies in destination countries need a local lawyer so that the outstanding issue of insurance is resolved for the benefit of the migrant workers in the light of the reality that no payment of insurance benefits is a big problem in destination countries.

National and international networks should be located and mobilized to help identify and rescue migrant workers who are at risk of exploitation and abuse.

Private recruiting agencies need to be rewarded on the basis of professional capability, work transparency, work quality, performance standards, work volume, compliance with a code of conduct and the degree of corporate social responsibility.

There is a need to plan and implement foreign employment-related programmes in a consolidated, coordinated and comprehensive way because most activities are done in isolation, resulting in less effect and duplication of work. The Ministry of Labour and Employment's five-year National Strategic Action Plan envisions the sector-wide approach as a governance tool, with one reporting, one monitoring, one auditing and one governance system. The effective implementation of the National Strategic Action Plan is fundamental to remedy most of the problems and challenges impacting foreign employment in the most cost-effective way.



Frequent flights from
Nepal to various parts of
the GCC © ILO/O. Havana

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Annex 1:

DATASET 1. Number of workers issued a labour permit (excluding individual applicants), by 75 origin districts and by sex, 2008/09–2014/15

District	2008/09			2009/10			2010/11			2011/12			2012/13			2013/14			2014/15		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Taplejung total	2 075	6	2 081	2 234	38	2 272	2 072	31	2 103	2 036	78	2 114	2 861	146	3 007	3 176	133	3 309	3 212	159	3 371
Panchthar total	3 232	34	3 266	4 039	54	4 093	4 015	58	4 073	3 882	121	4 003	5 591	311	5 902	5 570	206	5 776	5 878	316	6 194
Ilam total	3 344	27	3 371	4 356	110	4 466	4 282	99	4 381	4 770	265	5 035	6 035	565	6 600	6 140	467	6 607	5 887	558	6 445
Jhapa total	9 412	123	9 535	10 337	281	10 618	10 655	349	11 004	11 131	647	11 778	16 561	1 413	17 974	17 504	1 151	18 655	16 855	1 327	18 182
Sankhuwasabha total	1 976	13	1 989	2 639	39	2 678	2 685	31	2 716	2 247	44	2 291	3 381	163	3 544	3 973	131	4 104	3 704	158	3 862
Tehrathum total	1 451	10	1 461	1 752	15	1 767	1 868	18	1 886	1 949	34	1 983	2 864	84	2 948	2 956	93	3 049	2 999	95	3 094
Bhojpur total	2 464	16	2 480	2 619	38	2 657	2 736	52	2 788	3 218	89	3 307	4 926	269	5 195	5 707	226	5 933	5 728	288	6 016
Dhankuta total	2 162	10	2 172	2 923	45	2 968	2 473	41	2 514	2 635	56	2 691	3 995	192	4 187	4 369	172	4 541	4 346	199	4 545
Morang total	6 884	99	6 983	9 379	187	9 566	10 148	251	10 399	10 354	440	10 794	15 789	1 002	16 791	17 098	731	17 829	16 791	850	17 641
Sunsari total	4 346	64	4 410	5 776	147	5 923	6 463	157	6 620	7 325	298	7 623	10 984	611	11 595	12 295	479	12 774	12 643	502	13 145
Solukhumbu total	765	13	778	868	53	921	940	32	972	1 093	118	1 211	1 608	262	1 870	1 772	251	2 023	1 932	346	2 278
Khotang total	2 869	16	2 885	3 199	44	3 243	3 606	42	3 648	4 067	116	4 183	6 219	255	6 474	6 975	272	7 247	7 227	312	7 539
Okhaldhunga total	1 506	19	1 525	1 633	35	1 668	1 869	35	1 904	1 905	86	1 991	3 062	200	3 262	3 680	158	3 838	3 901	233	4 134
Udaypur total	2 946	43	2 989	3 887	94	3 981	3 690	82	3 772	4 144	127	4 271	6 013	347	6 360	7 295	337	7 632	7 327	340	7 667
Saptari total	4 068	4	4 072	7 276	10	7 286	7 466	14	7 480	7 314	18	7 332	11 244	29	11 273	13 393	25	13 418	13 999	41	14 040
Siraha total	7 506	2	7 508	9 532	11	9 543	10 283	7	10 290	9 212	11	9 223	13 917	27	13 944	17 173	18	17 191	17 051	21	17 072
Dolakha total	1 500	30	1 530	1 599	108	1 707	1 695	59	1 754	2 207	154	2 361	3 710	436	4 146	4 139	492	4 631	3 961	537	4 498
Ramechhap total	1 589	27	1 616	1 834	73	1 907	2 183	58	2 241	3 100	142	3 242	4 255	435	4 690	5 075	400	5 475	4 679	506	5 185
Sindhuli total	2 395	21	2 416	3 235	97	3 332	3 770	58	3 828	4 918	173	5 091	6 292	406	6 698	7 150	331	7 481	7 325	387	7 712
Dhanusha total	10 947	3	10 950	11 933	9	11 942	11 911	12	11 923	11 622	21	11 643	18 847	47	18 894	21 305	52	21 357	22 213	46	22 259
Mahottari total	6 136	0	6 136	25 168	55	25 223	13 679	8	13 687	9 452	24	9 476	12 560	46	12 606	15 595	45	15 640	16 686	54	16 740
Sarlahi total	3 454	24	3 478	5 130	70	5 200	5 688	31	5 719	5 655	68	5 723	10 064	271	10 335	13 144	186	13 330	14 407	211	14 618
Rasuwa total	438	13	451	517	38	555	377	14	391	561	85	646	875	190	1 065	802	136	938	745	106	851
Dhading total	2 376	20	2 396	3 719	58	3 777	4 964	51	5 015	5 340	139	5 479	6 971	362	7 333	7 342	394	7 736	6 984	464	7 448

District	2008/09			2009/10			2010/11			2011/12			2012/13			2013/14			2014/15		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Nuwakot total	2 324	46	2 370	2 346	133	2 479	2 697	77	2 774	3 645	186	3 831	6 043	692	6 735	6 559	673	7 232	6 011	720	6 731
Kathmandu total	2 140	75	2 215	1 425	121	1 546	2 182	143	2 325	3 099	247	3 346	5 267	685	5 952	5 131	661	5 792	4 173	828	5 001
Bhaktapur total	787	18	805	623	19	642	966	22	988	1 205	49	1 254	1 399	96	1 495	1 511	92	1 603	1 301	134	1 435
Lalitpur total	1 097	26	1 123	898	47	945	1 013	47	1 060	1 718	73	1 791	2 365	215	2 580	2 529	253	2 782	2 091	316	2 407
Kavrepalanchowk total	2 507	57	2 564	2 599	155	2 754	2 763	80	2 843	4 171	201	4 372	7 280	732	8 012	7 606	757	8 363	7 059	767	7 826
Sindhupalchowk total	2 523	157	2 680	2 470	344	2 814	2 356	141	2 497	3 284	498	3 782	5 970	1 725	7 695	7 070	1 233	8 303	5 852	1 137	6 989
Makwanpur total	2 806	59	2 865	3 283	164	3 447	3 514	121	3 635	4 592	240	4 832	7 734	793	8 527	8 731	828	9 559	8 276	893	9 169
Rautahat total	1 548	4	1 552	2 120	14	2 134	2 867	6	2 873	3 277	21	3 298	6 524	82	6 606	8 794	64	8 858	9 649	70	9 719
Bara total	1 767	7	1 774	2 493	34	2 527	3 621	18	3 639	4 120	38	4 158	7 034	166	7 200	8 783	145	8 928	8 829	185	9 014
Parsa total	881	4	885	1 183	11	1 194	1 730	13	1 743	2 225	19	2 244	3 717	87	3 804	6 416	54	6 470	6 084	83	6 167
Chitwan total	4 279	41	4 320	4 205	61	4 266	4 769	72	4 841	5 662	172	5 834	8 937	469	9 406	9 141	406	9 547	8 273	414	8 687
Gorkha total	3 080	20	3 100	3 293	55	3 348	3 664	53	3 717	4 284	131	4 415	5 622	286	5 908	6 131	249	6 380	5 950	283	6 233
Manang total	99	0	99	109	1	110	39	1	40	25	4	29	17	4	21	63	6	69	76	16	92
Lamjung total	2 293	21	2 314	2 407	43	2 450	2 911	37	2 948	3 034	66	3 100	4 335	150	4 485	4 411	125	4 536	4 085	141	4 226
Kaski total	3 781	43	3 824	3 079	72	3 151	3 945	63	4 008	4 249	116	4 365	6 354	274	6 628	5 722	222	5 944	5 488	222	5 710
Tanahu total	4 395	16	4 411	4 853	33	4 886	5 353	29	5 382	6 208	62	6 270	8 211	165	8 376	8 212	149	8 361	8 048	176	8 224
Syangja total	3 294	17	3 311	3 267	25	3 292	4 286	41	4 327	4 604	82	4 686	7 615	163	7 778	6 859	115	6 974	7 069	174	7 243
Gulmi total	1 724	11	1 735	1 994	11	2 005	2 755	35	2 790	2 917	44	2 961	5 233	137	5 370	5 000	82	5 082	5 593	101	5 694
Palpa total	2 481	10	2 491	2 795	27	2 822	3 336	24	3 360	4 131	54	4 185	5 392	128	5 520	5 659	76	5 735	5 608	97	5 705
Argakhanchi total	1 272	4	1 276	1 601	20	1 621	1 967	17	1 984	2 156	27	2 183	3 346	79	3 425	3 558	51	3 609	3 826	70	3 896
Nawalparasi total	5 125	36	5 161	6 397	64	6 461	7 988	79	8 067	8 343	162	8 505	11 940	370	12 310	12 722	270	12 992	12 503	271	12 774
Rupandehi total	3 403	16	3 419	4 122	41	4 163	5 375	53	5 428	5 867	119	5 986	10 557	293	10 850	11 538	162	11 700	12 144	181	12 325
Kapilvastu total	1 220	4	1 224	2 172	20	2 192	2 978	16	2 994	3 117	35	3 152	6 357	80	6 437	7 063	55	7 118	8 000	59	8 059
Mustang total	73	1	74	34	2	36	31	0	31	18	4	22	38	10	48	49	10	59	53	8	61
Myagdi total	1 534	8	1 542	1 699	16	1 715	2 268	38	2 306	2 364	36	2 400	3 270	106	3 376	3 140	115	3 255	3 114	111	3 225
Baglung total	2 528	10	2 538	3 068	13	3 081	4 150	16	4 166	4 803	47	4 850	5 797	94	5 891	5 768	88	5 856	6 291	99	6 390
Parbat total	1 719	11	1 730	1 698	18	1 716	2 411	20	2 431	2 890	31	2 921	3 746	83	3 829	3 675	56	3 731	3 598	67	3 665

District	2008/09			2009/10			2010/11			2011/12			2012/13			2013/14			2014/15		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Rukum total	1260	4	1 264	1 615	7	1 622	1 982	11	1 993	2 356	38	2 394	3 344	55	3 399	3 890	66	3 956	4 504	70	4 574
Rolpa total	2641	1	2 642	3 153	11	3 164	3 243	6	3 249	3 665	21	3 686	5 586	68	5 654	6 096	78	6 174	6 703	93	6 796
Pyuthan total	930	5	935	1 104	4	1 108	1 591	7	1 598	1 561	10	1 571	2 610	35	2 645	3 365	30	3 395	4 059	36	4 095
Salyan total	1962	0	1 962	3 134	18	3 152	3 690	9	3 699	4 896	54	4 950	5 168	88	5 256	6 179	78	6 257	6 225	87	6 312
Dang total	3697	10	3 707	4 965	35	5 000	5 134	35	5 169	5 028	52	5 080	8 001	196	8 197	9 829	165	9 994	9 945	250	10 195
Dolpa total	24	0	24	12	0	12	11	0	11	9	0	9	13	1	14	22	1	23	47	2	49
Mugu total	100	0	100	36	1	37	51	0	51	47	4	51	77	3	80	139	5	144	258	3	261
Jumla total	29	0	29	37	0	37	46	0	46	69	0	69	173	5	178	297	0	297	383	2	385
Kalikot total	59	0	59	95	0	95	89	0	89	146	5	151	489	3	492	724	3	727	800	7	807
Humla total	16	1	17	50	2	52	59	1	60	109	4	113	43	2	45	84	2	86	75	4	79
Jajarkot total	252	0	252	464	4	468	888	4	892	814	6	820	1 335	7	1 342	1 888	11	1 899	2 125	20	2 145
Dailekh total	264	1	265	441	6	447	550	3	553	667	5	672	1 352	23	1 375	2 009	27	2 036	2 183	18	2 201
Surkhet total	584	2	586	1 073	6	1 079	1 578	8	1 586	1 349	7	1 356	2 825	73	2 898	3 545	40	3 585	3 903	56	3 959
Banke total	984	9	993	1 839	20	1 859	2 401	15	2 416	2 513	25	2 538	4 714	101	4 815	5 518	63	5 581	5 887	90	5 977
Bardiya total	736	1	737	1 344	12	1 356	1 973	22	1 995	1 927	34	1 961	3 748	106	3 854	4 298	87	4 385	4 856	92	4 948
Bajura total	100	0	100	114	0	114	80	0	80	176	3	179	359	4	363	521	5	526	733	4	737
Acham total	45	0	45	189	0	189	304	5	309	449	2	451	549	7	556	767	0	767	984	5	989
Bajhang total	55	0	55	124	0	124	158	0	158	192	0	192	469	1	470	671	1	672	954	1	955
Doti total	76	0	76	81	0	81	105	0	105	206	1	207	453	4	457	611	1	612	754	4	758
Kailali total	578	6	584	7 362	23	7 385	9 340	32	9 372	7 231	71	7 302	2 483	89	2 572	3 282	93	3 375	3 620	58	3 678
Darchula total	198	0	198	330	4	334	294	1	295	365	1	366	672	4	676	935	7	942	1 163	11	1 174
Baitadi total	420	2	422	423	0	423	463	0	463	554	1	555	1 358	3	1 361	1 756	3	1 759	1 827	7	1 834
Dadeldhura total	284	0	284	790	3	793	775	3	778	1 596	16	1 612	1 036	13	1 049	1 132	3	1 135	1 296	9	1 305
Kanchanpur total	669	1	670	1 168	11	1 179	1 693	12	1 705	1 464	18	1 482	2 904	52	2 956	3 400	38	3 438	3 570	52	3 622
Total	162 484	1 402	163 886	221 760	3 440	225 200	237 951	3 026	240 977	253 534	6 496	260 030	378 485	17 176	395 661	426 427	14 690	441 117	432 378	16 660	449 038

DATASET 2. Number of workers issued a labour permit who applied on their own (individual applicants), by 75 origin districts, 2012/13–2014/15

District	2012/13	2013/14	2014/15	Total
Taplejung total	410	561	392	1 363
Panchthar total	636	924	551	2 111
Ilam total	559	910	482	1 951
Jhapa total	2 880	4 174	2 187	9 241
Sankhuwasabha total	451	647	429	1 527
Tehrathum total	343	605	353	1 301
Bhojpur total	562	972	538	2 072
Dhankuta total	576	798	490	1 864
Morang total	2 305	3 378	1 770	7 453
Sunsari total	1 877	2 660	1 766	6 303
Solukhumbu total	230	389	211	830
Khotang total	786	1 131	764	2 681
Okhaldhunga total	300	491	292	1 083
Udaypur total	549	795	445	1 789
Saptari total	847	1 445	994	3 286
Siraha total	2 352	3 141	1 903	7 396
Dolakha total	348	555	387	1 290
Ramechhap total	429	679	455	1 563
Sindhuli total	372	667	389	1 428
Dhanusha total	3 248	4 083	2 527	9 858
Mahottari total	1 868	2 482	1 649	5 999
Sarlahi total	742	1 216	797	2 755
Rasuwa total	152	185	82	419
Dhading total	620	970	715	2 305
Nuwakot total	556	917	706	2 179
Kathmandu total	918	1 383	1 102	3 403
Bhaktapur total	176	292	218	686
Lalitpur total	362	546	431	1 339
Kavrepalanchowk total	576	1 024	696	2 296
Sindhupalchowk total	1 064	1 598	829	3 491
Makwanpur total	761	1 200	694	2 655
Rautahat total	496	676	534	1 706
Bara total	729	935	755	2 419
Parsa total	443	642	493	1 578
Chitwan total	1 367	2 196	1 466	5 029
Gorkha total	764	1 224	905	2 893
Manang total	20	12	14	46

District	2012/13	2013/14	2014/15	Total
Lamjung total	809	1 081	725	2 615
Kaski total	1 687	2 162	1 427	5 276
Tanahu total	1 580	2 100	1 410	5 090
Syangja total	2 131	2 971	2 051	7 153
Gulmi total	1 737	2 316	1 865	5 918
Palpa total	1 138	1 600	1 024	3 762
Argakhanchi total	766	1 060	726	2 552
Nawalparasi total	2 137	2 974	1 676	6 787
Rupandehi total	2 585	3 514	2 219	8 318
Kapilvastu total	2 000	2 121	1 509	5 630
Mustang total	14	35	25	74
Myagdi total	766	966	688	2 420
Baglung total	1 550	2 306	1 927	5 783
Parbat total	868	1 182	861	2 911
Rukum total	147	266	154	567
Rolpa total	316	520	284	1 120
Pyuthan total	254	433	287	974
Salyan total	152	276	136	564
Dang total	511	876	406	1 793
Dolpa total	1	7	1	9
Mugu total	4	12	6	22
Jumla total	2	12	6	20
Kalikot total	5	12	6	23
Humla total	7	1	3	11
Jajarkot total	32	43	19	94
Dailekh total	102	186	104	392
Surkhet total	298	413	164	875
Banke total	817	970	529	2 316
Bardiya total	439	613	278	1 330
Bajura total	6	10	10	26
Acham total	31	51	39	121
Bajhang total	9	20	17	46
Doti total	42	62	47	151
Kailali total	226	280	150	656
Darchula total	40	50	45	135
Baitadi total	56	94	94	244
Dadeldhuda total	58	80	68	206
Kanchanpur total	231	343	185	759
				184 331

DATASET 3. Number of male workers issued a labour permit who applied on their own (individual applicants), by 75 origin districts, 2012/13-2014/15

District	2012/13	2013/14	2014/15	Total
Taplejung total	326	434	352	1 112
Panchthar total	477	696	499	1 672
Ilam total	312	577	379	1 268
Jhapa total	1 722	2 626	1 765	6 113
Sankhuwasabha total	334	523	377	1 234
Tehrathum total	279	506	328	1 113
Bhojpur total	423	737	495	1 655
Dhankuta total	450	637	442	1 529
Morang total	1 477	2 351	1 494	5 322
Sunsari total	1 421	2 046	1 595	5 062
Solukhumbu total	148	251	159	558
Khotang total	621	946	699	2 266
Okhaldhunga total	231	408	255	894
Udaypur total	368	582	376	1 326
Saptari total	810	1 407	984	3 201
Siraha total	2 334	3 120	1 891	7 345
Dolakha total	208	344	293	845
Ramechhap total	281	463	387	1 131
Sindhuli total	232	443	329	1 004
Dhanusha total	3 206	4 031	2 514	9 751
Mahottari total	1 827	2 434	1 631	5 892
Sarlahi total	606	1 062	748	2 416
Rasuwa total	39	66	56	161
Dhading total	436	735	622	1 793
Nuwakot total	351	616	565	1 532
Kathmandu total	635	952	811	2 398
Bhaktapur total	123	229	178	530
Lalitpur total	255	394	341	990
Kavrepalanchowk total	337	707	565	1 609
Sindhupalchowk total	338	597	491	1 426
Makwanpur total	361	674	532	1 567
Rautahat total	463	638	524	1 625
Bara total	657	847	733	2 237
Parsa total	411	587	480	1 478
Chitwan total	1 017	1 700	1 290	4 007
Gorkha total	648	1 057	831	2 536
Manang total	13	9	8	30

District	2012/13	2013/14	2014/15	Total
Lamjung total	715	963	680	2 358
Kaski total	1 475	1 889	1 303	4 667
Tanahu total	1 437	1 933	1 340	4 710
Syangja total	1 995	2 719	1 957	6 671
Gulmi total	1 592	2 140	1 778	5 510
Palpa total	984	1 428	937	3 349
Argakhanchi total	673	940	685	2 298
Nawalparasi total	1 649	2 361	1 529	5 539
Rupandehi total	2 226	2 945	2 019	7 190
Kapilvastu total	1 897	1 991	1 461	5 349
Mustang total	14	29	23	66
Myagdi total	725	893	651	2 269
Baglung total	1 481	2 181	1 871	5 533
Parbat total	782	1 067	816	2 665
Rukum total	119	218	142	479
Rolpa total	274	456	267	997
Pyuthan total	201	363	263	827
Salyan total	86	178	127	391
Dang total	330	569	355	1 254
Dolpa total	1	6	1	8
Mugu total	3	5	5	13
Jumla total	1	10	5	16
Kalikot total	3	10	5	18
Humla total	3	1	3	7
Jajarkot total	20	26	17	63
Dailekh total	78	129	94	301
Surkhet total	134	201	132	467
Banke total	712	796	493	2 001
Bardiya total	277	410	234	921
Bajura total	4	10	8	22
Acham total	30	44	38	112
Bajhang total	8	16	17	41
Doti total	37	58	45	140
Kailali total	162	191	129	482
Darchula total	37	47	45	129
Baitadi total	54	90	87	231
Dadeldhuda total	56	74	66	196
Kanchanpur total	185	271	174	630

DATASET 4. Number of female workers issued a labour permit who applied on their own (individual applicants), by 75 origin districts, 2012/13-2014/15

District	2012/13	2013/14	2014/15	Total
Taplejung total	84	127	40	251
Panchthar total	159	228	52	439
Ilam total	247	333	103	683
Jhapa total	1 158	1 548	422	3 128
Sankhuwasabha total	117	124	52	293
Tehrathum total	64	99	25	188
Bhojpur total	139	235	43	417
Dhankuta total	126	161	48	335
Morang total	828	1 027	276	2 131
Sunsari total	456	614	171	1 241
Solukhumbu total	82	138	52	272
Khotang total	165	185	65	415
Okhaldhunga total	69	83	37	189
Udaypur total	181	213	69	463
Saptari total	37	38	10	85
Siraha total	18	21	12	51
Dolakha total	140	211	94	445
Ramechhap total	148	216	68	432
Sindhuli total	140	224	60	424
Dhanusha total	42	52	13	107
Mahottari total	41	48	18	107
Sarlahi total	136	154	49	339
Rasuwa total	113	119	26	258
Dhading total	184	235	93	512
Nuwakot total	205	301	141	647
Kathmandu total	283	431	291	1 005
Bhaktapur total	53	63	40	156
Lalitpur total	107	152	90	349
Kavrepalanchowk total	239	317	131	687
Sindhupalchowk total	726	1 001	338	2 065
Makwanpur total	400	526	162	1 088
Rautahat total	33	38	10	81
Bara total	72	88	22	182
Parsa total	32	55	13	100
Chitwan total	350	496	176	1 022
Gorkha total	116	167	74	357
Manang total	7	3	6	16

District	2012/13	2013/14	2014/15	Total
Lamjung total	94	118	45	257
Kaski total	212	273	124	609
Tanahu total	143	167	70	380
Syangja total	136	252	94	482
Gulmi total	145	176	87	408
Palpa total	154	172	87	413
Argakhanchi total	93	120	41	254
Nawalparasi total	488	613	147	1 248
Rupandehi total	359	569	200	1 128
Kapilvastu total	103	130	48	281
Mustang total	0	6	2	8
Myagdi total	41	73	37	151
Baglung total	69	125	56	250
Parbat total	86	115	45	246
Rukum total	28	48	12	88
Rolpa total	42	64	17	123
Pyuthan total	53	70	24	147
Salyan total	66	98	9	173
Dang total	181	307	51	539
Dolpa total	0	1	0	1
Mugu total	1	7	1	9
Jumla total	1	2	1	4
Kalikot total	2	2	1	5
Humla total	4	0	0	4
Jajarkot total	12	17	2	31
Dailekh total	24	57	10	91
Surkhet total	164	212	32	408
Banke total	105	174	36	315
Bardiya total	162	203	44	409
Bajura total	2	0	2	4
Acham total	1	7	1	9
Bajhang total	1	4	0	5
Doti total	5	4	2	11
Kailali total	64	89	21	174
Darchula total	3	3	0	6
Baitadi total	2	4	7	13
Dadeldhuda total	2	6	2	10
Kanchanpur total	46	72	11	129

DATASET 5. Number of previously unregistered migrant workers who applied for and received a labour permit, by 75 origin districts and by sex, 2012/13-2014/15

District	2012/13			2013/14			2014/15		
	Male	Female	total	Male	Female	total	Male	Female	Total
Taplejung total	266	22	288	387	50	437	315	35	350
Panchthar total	414	33	447	633	84	717	437	45	482
Ilam total	248	71	319	519	139	658	340	90	430
Jhapa total	1 375	365	1 740	2 332	658	2 990	1 506	379	1 885
Sankhuwasabha total	277	33	310	473	43	516	328	43	371
Tehrathum total	227	9	236	459	33	492	297	23	320
Bhojpur total	347	28	375	659	101	760	422	42	464
Dhankuta total	375	25	400	587	64	651	394	41	435
Morang total	1 147	265	1 412	2 079	490	2 569	1 294	240	1 534
Sunsari total	939	143	1 082	1 683	311	1 994	1 160	148	1 308
Solukhumbu total	99	27	126	211	79	290	130	32	162
Khotang total	513	42	555	828	79	907	622	60	682
Okhaldhunga total	176	27	203	353	46	399	203	32	235
Udaypur total	271	57	328	521	79	600	316	61	377
Saptari total	565	14	579	1 238	13	1 251	782	4	786
Siraha total	2 025	5	2 030	2 910	11	2 921	1 638	8	1 646
Dolakha total	145	41	186	277	96	373	226	64	290
Ramechhap total	195	47	242	377	111	488	307	51	358
Sindhuli total	166	29	195	380	85	465	277	50	327
Dhanusha total	2 822	16	2 838	3 744	28	3 772	2 183	11	2 194
Mahottari total	1510	17	1 527	2 218	19	2 237	1 347	13	1 360
Sarlahi total	415	30	445	898	63	961	578	44	622
Rasuwa total	23	24	47	62	65	127	45	23	68
Dhading total	336	56	392	618	99	717	519	67	586
Nuwakot total	286	68	354	505	124	629	491	100	591
Kathmandu total	434	107	541	782	234	1 016	630	185	815
Bhaktapur total	78	19	97	197	30	227	138	25	163
Lalitpur total	185	40	225	309	87	396	274	71	345
Kavrepalanchowk total	220	54	274	579	141	720	441	100	541
Sindhupalchowk total	234	236	470	503	540	1 043	408	299	707
Makwanpur total	250	83	333	561	181	742	439	138	577
Rautahat total	329	12	341	521	16	537	370	9	379
Bara total	419	13	432	634	37	671	507	19	526
Parsa total	293	8	301	462	22	484	352	10	362
Chitwan total	764	103	867	1 438	218	1 656	989	135	1 124
Gorkha total	535	38	573	888	80	968	703	49	752
Manang total	12	3	15	8	2	10	5	3	8

District	2012/13			2013/14			2014/15		
	Male	Female	total	Male	Female	total	Male	Female	Total
Lamjung total	612	29	641	846	59	905	600	34	634
Kaski total	1 258	72	1 330	1 639	165	1 804	1 105	95	1 200
Tanahu total	1 208	46	1 254	1 702	73	1 775	1 144	48	1 192
Syangja total	1 607	58	1 665	2 319	141	2 460	1 626	67	1 693
Gulmi total	1 137	50	1 187	1 653	92	1 745	1 110	66	1 176
Palpa total	807	58	865	1 246	76	1 322	761	76	837
Argakhanchi total	517	23	540	792	53	845	553	33	586
Nawalparasi total	1 280	163	1 443	2 045	276	2 321	1 172	120	1 292
Rupandehi total	1 685	176	1 861	2 480	333	2 813	1 514	184	1 698
Kapilvastu total	1 410	32	1 442	1 667	66	1 733	1 046	44	1 090
Mustang total	11	0	11	16	1	17	17	2	19
Myagdi total	613	12	625	789	38	827	538	24	562
Baglung total	942	18	960	1 673	47	1 720	1 113	43	1 156
Parbat total	618	29	647	895	58	953	623	35	658
Rukum total	104	7	111	187	9	196	128	9	137
Rolpa total	238	10	248	425	19	444	242	14	256
Pyuthan total	153	15	168	331	26	357	211	22	233
Salyan total	65	5	70	155	23	178	123	8	131
Dang total	258	41	299	507	89	596	303	38	341
Dolpa total	1	0	1	6	0	6	0	0	0
Mugu total	2	0	2	5	2	7	4	0	4
Jumla total	1	0	1	7	1	8	3	1	4
Kalikot total	3	0	3	9	1	10	4	1	5
Humla total	2	0	2	1	0	1	2	0	2
Jajarkot total	15	2	17	22	6	28	17	2	19
Dailekh total	58	2	60	98	18	116	67	10	77
Surkhet total	99	23	122	164	66	230	104	31	135
Banke total	598	36	634	725	72	797	438	36	474
Bardiya total	222	60	282	358	90	448	191	39	230
Bajura total	3	0	3	10	0	10	5	1	6
Acham total	27	0	27	35	2	37	32	1	33
Bajhang total	5	0	5	13	0	13	13	0	13
Doti total	22	3	25	44	2	46	31	1	32
Kailali total	131	17	148	163	25	188	104	15	119
Darchula total	26	1	27	41	0	41	40	0	40
Baitadi total	39	0	39	77	2	79	72	4	76
Dadeldhuda total	44	2	46	65	4	69	60	1	61
Kanchanpur total	132	9	141	241	34	275	143	9	152

DATASET 6. Number of deaths among migrant workers while working abroad, by 75 origin districts, 2008/09–2014/15

District	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	Total
Jhapa	8	14	29	45	36	34	40	206
Morang	6	11	30	31	32	27	49	186
Dhanusa	2	18	20	21	36	38	44	179
Nawalparasi	2	11	20	22	31	28	29	143
Siraha	1	14	19	17	25	24	37	137
Sunsari	4	17	12	15	19	33	21	121
Tanahu	1	8	14	16	25	26	21	111
Khotang	1	15	15	18	16	18	27	110
Rolpa	6	12	18	11	18	17	26	108
Rupendehi	1	6	18	10	15	28	24	102
Baglung		10	17	15	16	19	24	101
Mahottari	5	8	12	13	16	23	24	101
Sarlahi	3	8	13	16	13	19	28	100
Chitwan	2	8	7	18	16	22	22	95
Saptari	1	7	16	19	9	19	24	95
Syangja	3	8	15	16	15	19	19	95
Palpa	2	9	12	18	15	14	20	90
Dang	1	11	8	12	9	23	21	85
Panchthar	3	14	10	13	9	16	20	85
Bhojpur	2	9	16	12	9	19	17	84
Udayapur	3	4	7	12	14	26	18	84
Sindhuli	2	5	9	12	12	21	20	81
Illam	1	9	12	19	13	9	15	78
Kaski		4	7	5	20	14	23	73
Dhankuta		9	12	18	11	12	10	72
Kavrepalanchowk	1	8	13	10	13	11	16	72
Makwanpur	3	11	8	10	10	14	15	71
Gorkha	2	3	10	13	9	17	15	69
Lamjung	4	8	4	8	13	15	16	68
Dhading	1	8	7	5	14	16	14	65
Salyan		10	11	9	8	15	12	65
Sindhupalchowk	1	7	7	10	7	17	15	64
Nuwakot	3	9	2	9	9	16	13	61
Taplejung	4	4	12	9	14	8	10	61
Rautahat		7	6	8	8	11	16	56
Kapilvastu		3	4	6	13	7	22	55
Bara		4	5	5	10	9	19	52

District	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	Total
Rukum	1	7	4	8	10	14	8	52
Sankhuwasabha	1	5	9	7	10	12	8	52
Terathum	1	5	10	7	10	5	8	46
Parbat		6	10	8	9	6	6	45
Gulmi	1	4	3	6	10	8	11	43
Okhaldhunga	1	8	3	1	9	13	8	43
Ramechhap	1	2	5	6	9	7	13	43
Pyuthan		5	6	11	5	5	9	41
Bardiya		4	3	4	7	10	10	38
Dolakha		4	2	9	4	10	9	38
Kathmandu		1	2	4	10	14	7	38
Arghakhanchi		5	4	8	4	9	7	37
Myagdi		6	1	5	6	8	11	37
Banke	2	1	1	3	6	4	14	31
Kanchanpur		2	2	2	5	11	8	30
Surkhet		1	4	4	3	7	9	28
Lalitpur	2	5	3	1	4	4	8	27
Parsa		3	4	6	5	5	3	26
Solukhumbu		2	2	4	2	8	7	25
Kailali		2	3	2	6	4	6	23
Rasuwa		2	1	4	1	3	6	17
Jajarkot			4			3	7	14
Bhaktapur		2	1	3	2	5		13
Darchula		2	2	3	2	1	2	12
Baitadi		1	1	1	3	2	1	9
Dailekh		1		1	4		1	7
Dadeldhura	1		1			1	3	6
Kalikot		1			1	1	3	6
Doti			1			2	1	4
Bajhang				1	1		1	3
Bajura				1		1		2
Manang					1		1	2
Achham							1	1
Jumla						1		1
Mugu							1	1
Dolpa								0
Humla								0
Mustang								0
Total	90	418	549	646	727	888	1004	4322

DATASET 7. Number of deaths among Nepali migrant workers while working abroad, by cause of death, destination country and sex, 2008/9–2014/15

Country	Other or unidentified causes														Total
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Malaysia	7		18		51		124	1	174	2	124	1	44		546
Qatar	4		22		1		20		40		45		8		140
Saudi Arabia	1		3		3		3		14		7		3		34
United Arab Emirates	1		3		2		8		12		2		1		29
Kuwait							3	2	6	1	1	3			16
Rep. of Korea					1		2		6		5				13
Oman									1		5		1		7
Afghanistan					2				1				1		4
Bahrain			1						1				1		3
Lebanon		1													1
Russia									1						1
Israel															0
Japan															0
Papua New Guinea															0
total	13	1	47	0	60	0	160	3	256	3	189	4	59	0	795

Country	Natural cause														Total
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Saudi Arabia	16		51	1	58		75		80		93		111		485
Malaysia	1		31	3	26	2	10		4		7		82		166
Qatar			4	1	9		2				18		31		65
United Arab Emirates	3		14		10		5		7		11		12		62
Bahrain	1		5		8		5		7		3		3		32
Oman	3		1		1		1		4		2				12
Kuwait			1		2		1				2		1		7
Lebanon				3		2				1					6
Rep. of Korea							1		1				1		3
Israel			1				1		1						3
Libya			1												1
Sri Lanka			1												1
Japan							1								1
Italy									1						1
Germany												1			1
United States											1				1
Mauritius													1		1
Total	24	0	110	8	114	4	102	0	105	1	137	1	242	0	848

Country	Workplace accident														
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M+F
Malaysia	2		11		37	1	9		2		24		50		136
Saudi Arabia	3		14		14		21		17				28		118
Qatar			12	1	2		3		4		29		30		81
United Arab Emirates	1		3	1	3		2		2		1	1	4		18
Bahrain					2				2		1		1		6
Lebanon				1		1		1							3
Oman			1				1				1				3
Kuwait					1		1								2
Japan							1								2
Rep. of Korea											1				1
Israel							1	1							1
Total	6	0	41	3	59	2	39	2	27	0	78	1	113	0	371

Country	Cardiac arrest														
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15 (1 sex unknown)		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M+F
Qatar	18	1	57	1	69		83		81		84		68		462
Malaysia	3		22		14		31		14		63		144		291
United Arab Emirates	2		18	1	9		16		12	1	25		14		98
Saudi Arabia	2		7		7		4		4		9		28		61
Kuwait					1						3		2		6
Bahrain											1		4		5
Rep. of Korea									2		1		2		5
Oman											2		2		4
Lebanon									1		1				2
Sri Lanka									1						2
Poland													1		1
Afghanistan													2		1
Japan													1		1
Maldives											1				1
Canada													1		1
Total	25	1	104	2	100	0	134	0	115	1	190	0	269	0	941

Country	Heart attack														
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M+F
Malaysia			2		30		20		12		29				132
Qatar	1		3		9		1		4		12		15		45
Kuwait					1		9		6	1			9		43
United Arab Emirates			3		4		5		4		10		9		35
Saudi Arabia			1		3		2		3		6		13		28
Rep. of Korea	1				1				1		1		1		5
Oman			1								1				2
Japan											2				2
Afghanistan											1				1
Bahrain													1		1
Israel									1						1
Russia													1		1
Uganda													1		1
Total	2	0	10	0	48	0	37	0	31	1	73	6	87	2	297

Country	Murder														
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M+F
Qatar					18		1		2		1				22
Malaysia					19										19
United Arab Emirates	1				2										3
Kuwait			1		1										2
Saudi Arabia							1								1
Total	1		1		40		2		2		1				47

DATASET 8. Destination countries and territories of migrant workers, excluding individual applicants for labour permits, by sex, 2008/09-2014/15

Country/ territory	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15								
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total						
Afghanistan	189	0	189	306	0	306	429	486	0	486	185	0	185	279	380	0	380				
Algeria	0	0	0	0	0	0	99	48	0	48	0	0	0	0	0	0	0				
Bahrain	4 284	42	4 326	1 226	72	1 298	1 741	1 877	2 834	266	3 100	2 430	105	2 535	1 552	95	1 647	1 975	269	2 244	
Cyprus	0	0	0	0	0	0	0	0	1	40	37	326	43	1 172	1215	35	1 271	1 306	0		
Egypt	0	0	0	0	0	0	0	0	25	0	25	0	0	0	0	0	0	0	0	0	
Hong Kong, China	61	0	61	40	19	59	67	123	17	140	130	13	143	127	12	139	129	34	163	0	
Israel	895	351	1 246	15	0	15	58	4	3	7	0	0	0	0	0	0	0	0	0	0	
Japan	0	0	0	2	3	5	41	31	72	83	168	66	100	166	94	89	183	69	29	98	
Jordan	12	0	12	202	0	202	130	0	130	441	117	558	183	337	520	185	440	129	256	385	
Kazakhstan	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	11	0	11	
Kuwait	410	0	410	2 262	24	2 286	7 895	8 828	337	9 165	7 683	207	7 890	8 637	334	8 971	7 294	348	7 642	0	
Lao People's Democratic Republic	0	0	0	0	0	0	0	0	0	0	0	0	0	50	57	0	57	0	0	0	
Lebanon	976	650	1 626	1 168	1 840	3 008	20	41	2	0	2	30	151	181	162	285	447	43	138	181	
Libya	844	0	844	1 659	0	1 659	291	0	291	0	0	0	0	0	0	0	0	0	0	0	
Macau, China	177	0	177	38	0	38	2 39	3	242	356	3	359	311	7	318	380	11	391	451	33	484
Malaysia	29 179	141	29 320	110 685	681	111 366	104 644	1 385	106 029	94 070	2 202	96 272	150 021	7182	157 203	200 322	6 005	206 327	188 813	5 687	194 500
Maldives	30	0	30	47	0	47	23	14	37	0	7	0	25	25	28	76	104	45	0	45	
Mauritius	0	0	0	6	42	48	0	0	30	133	0	133	142	0	142	172	0	172	0	172	
Oman	1 778	0	1 778	1 860	2	1 862	999	7	1 006	1 841	43	1 884	1 977	354	2 331	1 027	121	1 148	1 028	54	1 082
Poland	0	0	0	0	0	0	27	31	58	0	0	0	0	0	0	0	0	0	0	0	
Portugal	0	0	0	0	0	0	0	0	0	0	35	0	35	0	36	123	0	123	0	123	
Qatar	54 678	45	54 723	25 550	62	25 612	35 857	86	35 943	44 496	387	44 883	85 152	685	85 837	102 116	1 952	104 068	103 832	2 123	105 955
Democratic Republic of Congo	0	0	0	0	0	0	0	0	0	0	0	0	0	46	0	46	38	0	38	0	57
Romania	0	0	0	0	0	0	0	52	19	71	17	18	35	10	4	14	1	0	0	1	
Russian Federation	10	0	10	4	0	4	4	0	4	0	6	0	6	3	0	3	4	0	4	0	4
Saudi Arabia	45 007	37	45 044	59 445	104	59 549	62 356	143	62 499	67 923	180	68 103	85 787	339	86 126	74 568	442	75 010	89 494	415	89 909
Seychelles	4	0	4	45	0	45	29	0	29	106	1	107	40	0	40	13	4	0	4	0	4
Singapore	0	0	0	0	0	0	0	0	0	9	0	9	0	0	0	0	0	0	0	0	0
Turkey	0	0	0	0	0	0	6	19	25	6	43	49	2	54	56	1	35	36	1	71	72
United Arab Emirates	2 3921	136	24 057	17 187	591	17 778	23 004	1 043	24 047	3 1757	2 746	34 503	44 146	7 273	51 419	38 713	3 880	42 593	37 715	5 927	43 642
United Kingdom	0	0	0	0	0	0	0	0	0	0	18	0	18	0	18	27	0	27	23	0	23
United States	29	0	29	13	0	13	13	0	13	13	0	13	0	0	0	0	0	0	0	0	0
Uzbekistan	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	420
Zambia	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	10

Dataset 9. Destination countries and territories of individual applicants issued a labour permit, by sex, 2012/13–2014/15

Country/territory	2012/13			2013/14			2014/15		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Afghanistan	168	3	171	319	6	325	1 139	6	1 145
Africa	20	0	20	19	0	19	1	0	1
Algeria	1	0	1	2	0	2	2	0	2
Angola	5	0	5	12	0	12	9	0	9
Armenia	1	0	1	0	0	0	0	0	0
Australia	43	8	51	58	12	70	44	12	56
Austria	1	3	4	2	3	5	3	4	7
Azerbaijan	2	0	2	12	3	15	11	3	14
Bahamas	0	0	0	0	0	0	1	0	1
Bahrain	1 516	204	1 720	2 384	387	2 771	1 652	272	1 924
Bangladesh	1	0	1	1	0	1	2	1	3
Barbados	0	0	0	1	0	1	0	0	0
Belgium	0	1	1	0	0	0	1	1	2
Benin	0	0	0	1	0	1	0	0	0
Bermuda	4	1	5	23	0	23	7	0	7
Brazil	1	1	2	10	3	13	3	2	5
Brunei Darussalam	234	8	242	208	6	214	135	4	139
British Virgin Islands	0	0	0	1	0	1	0	0	0
Burkina Faso	0	0	0	0	0	0	1	0	1
Burundi	0	0	0	1	0	1	0	0	0
Cambodia	13	0	13	7	2	9	9	4	13
Cameroon	0	0	0	0	0	0	1	0	1
Canada	67	19	86	173	36	209	154	32	186
Cayman Islands	17	1	18	17	4	21	32	8	40
Chile	0	0	0	3	1	4	7	0	7
China	56	2	58	103	1	104	48	6	54
Colombia	0	0	0	6	0	6	0	0	0
Comoros	0	0	0	6	0	6	0	0	0
Congo	24	1	25	29	0	29	13	1	14
Croatia	2	0	2	0	0	0	1	0	1
Cyprus	34	43	77	9	11	20	6	8	14
Czech Republic	8	0	8	10	0	10	12	0	12
Denmark	7	13	20	11	23	34	9	22	31
Djibouti	7	1	8	9	0	9	19	0	19
Egypt	17	21	38	26	17	43	18	8	26

Country/territory	2012/13			2013/14			2014/15		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Eritrea	0	0	0	1	0	1	1	0	1
Estonia	3	0	3	4	0	4	2	0	2
Ethiopia	0	0	0	2	0	2	2	0	2
Fiji	0	0	0	0	0	0	2	0	2
Finland	51	2	53	57	10	67	72	5	77
France	10	4	14	15	1	16	18	2	20
French Polynesia	1	0	1	0	0	0	0	0	0
Gabon	0	0	0	0	0	0	1	0	1
Georgia	1	0	1	0	0	0	1	0	1
Germany	22	145	167	62	285	347	84	279	363
Ghana	8	0	8	12	0	12	4	0	4
Greece	0	0	0	18	1	19	7	2	9
Guinea	5	0	5	6	2	8	4	0	4
Hong Kong, China	10	9	19	91	16	107	140	13	153
Hungary	5	2	7	1	0	1	3	0	3
Iceland	4	2	6	4	0	4	3	2	5
Indonesia	5	0	5	11	0	11	12	0	12
Islamic Republic of Iran				3	0	3	1	0	1
Ireland	5	0	5	3	0	3	2	0	2
Israel	70	70	140	179	500	679	136	326	462
Italy	41	14	55	63	29	92	37	12	49
Jamaica	4	1	5	3	0	3	1	0	1
Japan	1 049	26	1 075	1 785	50	1 835	2 696	65	2 761
Jordan	43	3	46	55	0	55	34	4	38
Kango	4	4	8	1	2	3	1	0	1
Kazakhstan	1	0	1	4	0	4	3	0	3
Kenya	20	0	20	27	0	27	20	0	20
Republic of Korea	207	3	210	1 237	48	1 285	129	1	130
Kosovo	1	0	1	0	0	0	4	0	4
Kuwait	2 185	7 301	9 486	2 749	8 476	11 225	1 420	572	1 992
Lao People's Democratic Republic	2	0	2	3	1	4	1	0	1
Latvia	1	0	1	2	0	2	4	0	4
Lebanon	189	210	399	144	539	683	95	330	425
Liberia	1	0	1	10	0	10	8	0	8
Lithuania	1	0	1	2	0	2	3	0	3
Luxembourg	9	0	9	7	0	7	10	0	10
Macau, China	222	4	226	405	23	428	356	16	372

Country/territory	2012/13			2013/14			2014/15		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Madagascar	1	0	1	6	0	6	6	0	6
Malawi	2	1	3	7	0	7	3	0	3
Malaysia	1 426	34	1 460	3 608	74	3 682	1 961	36	1 997
Maldives	301	77	378	521	113	634	407	134	541
Mali	1	0	1	6	0	6	6	0	6
Malta	0	0	0	4	0	4	10	0	10
Morocco	1	0	1	10	0	10	7	1	8
Mauritania	2	0	2	0	0	0	1	0	1
Mauritius	11	0	11	17	0	17	12	0	12
Mexico	0	0	0	3	0	3	0	0	0
Mongolia	3	0	3	1	0	1	1	0	1
Mozambique	6	0	6	15	0	15	7	0	7
Myanmar	1	0	1	1	0	1	0	0	0
Namibia	0	0	0	1	0	1	1	0	1
Netherlands	4	2	6	6	0	6	5	0	5
New Zealand	33	13	46	51	13	64	50	9	59
Nigeria	20	2	22	27	0	27	15	0	15
Norway	19	0	19	33	3	36	13	3	16
Oman	1 046	554	1 600	1 277	1 028	2 305	851	375	1 226
Pakistan	5	2	7	5	1	6	4	3	7
Palau	5	0	5	12	0	12	2	0	2
Papua New Guinea	35	4	39	35	5	40	25	0	25
Philippines	0	0	0	2	0	2	2	0	2
Poland	54	1	55	54	16	70	38	3	41
Portugal	11	1	12	26	4	30	34	2	36
Qatar	17 765	330	18 095	24 144	338	24 482	17 924	171	18 095
Equatorial Guinea	1	0	1	8	1	9	0	0	0
Ivory Coast	1	0	1	1	0	1	1	0	1
Romania	3	1	4	1	6	7	2	1	3
Russian Federation	127	3	130	116	8	124	168	7	175
Rwanda	4	0	4	2	0	2	1	0	1
Saipan	8	2	10	1	0	1	2	2	4
Saudi Arabia	10 475	302	10 777	11 177	426	11 603	6 720	258	6 978
Senegal	3	0	3	2	0	2	2	0	2
Seychelles	121	7	128	166	7	173	160	1	161
Sierra Leone	1	0	1	0	0	0	1	0	1

Country/territory	2012/13			2013/14			2014/15		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Singapore	38	2	40	119	7	126	72	3	75
Slovenia	0	0	0	0	0	0	1	0	1
Somalia	2	0	2	7	0	7	8	0	8
South Africa	12	0	12	24	1	25	10	2	12
South Sudan				7	0	7	6	0	6
Spain	9	0	9	79	13	92	47	5	52
Sri Lanka	17	0	17	121	2	123	99	1	100
Sudan	12	1	13	18	0	18	9	0	9
Swaziland	0	0	0	7	0	7	8	0	8
Sweden	6	10	16	5	5	10	5	1	6
Switzerland	0	1	1	1	3	4	1	2	3
Syria	1	0	1	0	0	0	0	0	0
Tajikistan	0	0	0	0	0	0	1	0	1
Taiwan Province of China	0	0	0	0	1	1	0	0	0
Tanzania	27	0	27	35	0	35	25	0	25
Timor-Leste	1	0	1	1	0	1	1	0	1
Thailand	42	4	46	53	6	59	36	1	37
Trinidad	2	0	2	0	0	0	3	1	4
Tunisia	0	0	0	3	0	3	1	0	1
Turkey	1	3	4	13	0	13	12	3	15
Turkmenistan	0	0	0	1	0	1	2	0	2
Turks and Caicos Island	0	0	0	9	0	9	9	0	9
United Arab Emirates	6 149	1 018	7 167	11 125	1 708	12 833	7 858	1 594	9 452
Uganda	22	2	24	12	0	12	20	1	21
Ukraine	5	0	5	0	0	0	0	0	0
United Kingdom	89	23	112	136	35	171	62	33	95
Uruguay	1	0	1	0	0	0	1	0	1
United States	251	60	311	501	106	607	409	85	494
Uzbekistan	1	0	1	0	0	0	2	0	2
Vanuatu	1	0	1	0	0	0	0	0	0
Viet Nam	5	0	5	1	0	1	3	0	3
West Indies	4	1	5	2	0	2	2	0	2
Yemen	12	0	12	13	0	13	4	0	4
Zambia	2	0	2	5	0	5	4	0	4

Annex II:

Countries and territories permitted by the Government of Nepal for foreign employment

1	Afghanistan	38	Holy See	75	Norway
2	Albania	39	Hong Kong, China	76	Oman
3	Algeria	40	Hungary	77	Pakistan
4	Argentina	41	Iceland	78	Panama
5	Armenia	42	Indonesia	79	Peru
6	Australia	43	Islamic Republic of Iran	80	Poland
7	Austria	44	Iraq	81	Portugal
8	Azerbaijan	45	Ireland	82	Qatar
9	Bahrain	46	Israel	83	Republic of Korea
10	Bangladesh	47	Italy	84	Slovakia
11	Belarus	48	Japan (JITCO)	85	Romania
12	Belgium	49	Jordan	86	Russian Federation
13	Bolivia	50	Kazakhstan	87	Saipan
14	Bosnia Herzegovina	51	Kenya	88	Saudi Arabia
15	Brazil	52	Kosovo	89	Singapore
16	Brunei Darussalam	53	Kuwait	90	Slovenia
17	Bulgaria	54	Lao People's Democratic Republic	91	South Africa
18	Canada	55	Latvia	92	Spain
19	Chile	56	Lebanon	93	Sri Lanka
20	China	57	Libya	94	Sweden
21	Columbia	58	Luxembourg	95	Switzerland
22	Cambodia	59	Macau, China	96	Seychelles
23	Costa Rica	60	Malaysia	97	Tanzania
24	Croatia	61	Maldives	98	Thailand
25	Cuba	62	Malta	99	Philippines
26	Cyprus	63	The former Yugoslav Republic of Macedonia	100	Tunisia
27	Czech Republic	64	Mexico	101	Turkey
28	Denmark	65	Moldova	102	Uganda
29	Egypt	66	Mongolia	103	Ukraine
30	Estonia	67	Mauritius	104	United Arab Emirates
31	Fiji	68	Morocco	105	United States
32	Finland	69	Mozambique	106	Venezuela
33	France	70	Myanmar	107	Viet Nam
34	Germany	71	Netherlands	108	Zambia
35	Great Britain	72	New Zealand	109	Republic of Congo
36	Greece	73	Nicaragua	110	Uzbekistan
37	Guyana	74	Nigeria		

Source: Foreign Employment Promotion Board, 2016.

Annex III:

Framework for “Labour migration for foreign employment: A status report for Nepal 2014/15”

Table of Contents	Purpose and Objectives	Research Questions	Probes	Source of data	Data collection Method
<p>Part I : Introduction</p> <p>Review and summary of LM1</p> <p>Objectives of the report</p> <p>Methodology</p> <p>Limitations</p>	<p>State objectives of the report, methodology, limitations and provide a summary of LM1</p>	---	---	---	---
<p>Part II: Overview of the status of labour migration in Nepal</p> <p>Modality of obtaining labour permit</p> <p>Sex disaggregated data</p> <p>Origin districts of labour migrants</p> <p>Destination countries for labour migrants</p> <p>Skills and occupation</p> <p>Magnitude of irregular migrants</p> <p>Recruitment agencies and health standards of migrant workers</p> <p>Grievances and distress</p> <p>Protection and welfare of migrant workers in destination and origin country</p> <p>Remittances</p>	<p>Assess and delineate the magnitude of labour migration for foreign employment in Nepal in FY 2008/09 to 2014/15 in all its dimensions by collecting and collating information available with relevant government agencies in the migration cycle</p>	<p>What trends are observed of Nepali labour migrants?</p>	<p>Use the last year's tabulation format and refill the tables with missing data for the last 7 years. And update on last year's data probing more disaggregation in the DOFE and FEPB database (particularly disaggregated data on migrants through individual initiative; data on protection and welfare of migrant workers)</p> <p>What data sources can be used to more accurately assess the magnitude of migration for foreign employment?</p> <p>How can the current data systems be used for programmatic interventions?</p> <p>How can the current database system be improved?</p>	<p>DOFE FET FEPB MOFA (including Nepali embassies in destination countries) Department of immigration Office of the Attorney General Nepal Rastra Bank Ministry of Women, Children and Social Welfare</p>	<p>Secondary data collection</p>

Table of Contents	Purpose and Objectives	Research Questions	Probes	Source of data	Data collection Method
Policies, Legal Frameworks, and Structural Mechanisms	Map and update government-led initiatives to promote safe migration and the rights and welfare of migrant workers home and abroad in FY 14/15	How is the government regulating management of foreign employment?	Update on legislative and administrative measures, plan and policies (especially National Plan of Action for foreign employment)	MOLE DOFE FET FEPB MOFA Department of Immigration	Secondary data; interaction and consultations with responsible authority in government agencies
Part III: Laws, policies and structural mechanism Programs and Achievements			Update on implementation of Foreign Employment Policy 2012 and FEA, 2007 (including major decisions taken, collaboration with national and international organizations on different projects and programs; review on age ban on female labour migrants)		
Labour migration and national development (*this theme will include the issues raised as social capital in the concept paper and also post-disaster impact on labour migration)	Identify themes pertinent to the issues of labour migration for foreign employment and present analysis based on available data and literature	What are economic and social implications of international labour migration for Nepal?	Major achievements in the FY 2014/15		
Part IV: Thematic Issues Gender and mobility			How has international labour migration contributed towards national development? What is the social cost of international labour migration? How can the state harness skills and knowledge of international labour migrants for national development? (especially in the post-disaster scenario)	Research papers, journals articles, reports, and any available documents addressing the research questions Thematic experts in various institutions such as NPC, external development partners, national organizations MOE	Secondary data collection; Key informant interviews and consultations
Dynamics of changing labour migration patterns (Can use a different sub-heading later; in this section we discuss labour migration happening in the pretext of education abroad)			Explore issues of the various age bans implemented by the GoN including patterns of policies and analysis on the impact of mobility.		

Table of Contents	Purpose and Objectives	Research Questions	Probes	Source of data	Data collection Method
Part V: Gaps, Challenges and Way Forward Gaps	Identify gaps and challenges in the existing policies and structural mechanisms that support labour migration and the human development of migrants and migrants' household and define strategies to fill the gaps	How can the state better regulate international labour migration to ensure safety, prosperity and well-being of the migrant workers?	What are the major gaps in policies, laws and structural mechanisms? How can it be reformed?	Key informants MOLE DOFE FET FEPB	Interaction and consultation with representatives from different institutions of the government and key informants
Challenges			What are the major challenges in ensuring safety and protection of migrant workers? How can the situation be ameliorated?		
Way forward			Who are the key actors and what are their roles in implementing and monitoring the required changes?		



Government of Nepal
Ministry of Labour and Employment
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