

# Labour Migration for Employment

A Status Report for Nepal: 2015/2016 – 2016/2017



Government of Nepal  
Ministry of Labour and Employment



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## A Status Report for Nepal: 2015/2016 – 2016/2017



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**Ministry of Labour and Employment**





Phone : 4211815, 4211984  
4211696, 4211963  
Fax : 977-1-4211877  
Website : www.mole.gov.np  
e-mail : info@mole.gov.np

## Ministry of Labour & Employment

Ref. No.:

Singh Durbar  
Kathmandu, Nepal  
Date: 25 February 2018

### Message from the Secretary of the Ministry of Labour and Employment

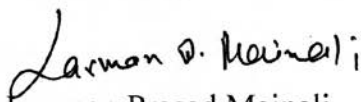
It is my pleasure to introduce the national *Labour Migration for Employment - A Status Report for Nepal: 2015/16 – 2016/17*. This report is a part of the Ministry of Labour and Employment's effort to improve collection and production of labour migration statistics. It documents data and trends of labour migration of the past nine fiscal years.

Strengthening labour migration governance requires reliable and easily accessible data that presents the current context while providing a basis for future interventions. This report reflects efforts to capture the trends of labour migration from Nepal, identify structural gaps and suggest ways to move forward for the Government of Nepal and other relevant stakeholders. I hope the report will add to the national discussion on migration policy and governance.

I take this opportunity to thank all the government institutions involved in providing data presented and analyzed in this report. I also want to thank senior consultant Deependra Bickram Thapa, and his research associate, Ishan Ghimire, for compiling information and authoring this report.

This report is a collaborative effort between the government and development partners - the International Labour Organization, The Asia Foundation and the International Organization for Migration; to capture the trends and practices of labour migration in Nepal. This report is third in line following the *Labour Migration for Employment - A Status Report for Nepal: 2014/2015*.

Thank You!

  
Laxman Prasad Mainali  
Secretary  
Ministry of Labour and Employment



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# Acronyms

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CTEVT	Council for Technical Education and Vocational Training
DOCS	Department of Consular Services
DOFE	Department of Foreign Employment
EPS	Employment Permit System
FEA	Foreign Employment Act
FEPB	Foreign Employment Promotion Board
FET	Foreign Employment Tribunal
FY	Fiscal Year
GCC	Gulf Cooperation Council
HDI	Human Development Index
ILO	International Labour Organization
SAARC	South Asia Association for Regional Cooperation
TVET	Technical and Vocational Education and Training
UAE	United Arab Emirates





*Sharmila Rai Gurung, a returnee migrant worker, rears poultry. © ILO.*

# Introduction

Foreign employment continues to be the most significant motivation for international migration from Nepal. In the past consecutive fiscal years 2015/16 and 2016/17, the Department of Foreign Employment (DOFE) issued 786,564 permits for foreign employment to over one hundred destination countries. As migration for employment continues apace, the Government of Nepal remains steadfast to regulate and facilitate safe migration cycle for its citizens.

The first version of the report, *Labour Migration for Employment - A Status Report for Nepal: 2013/14*, set out a format for generating quantitative information with regard to labour migration, mainly through the presentation of trends, following the enactment of the Foreign Employment Act (FEA), 2007. These trends show large-scale labour migration from Nepal albeit the movement was concentrated in the Gulf Cooperation Council (GCC) countries and Malaysia. Labour migration to these seven countries accounted for 85 per cent of all labour migration between fiscal years 2008/09 and 2014/15. While labour migrants originate from all parts of the country, the majority of them were from the South-Eastern plains of Nepal. Similarly, labour migration was primarily a male phenomenon because more than 95 per cent of all those obtaining labour permits were male. Updating these data for the past two fiscal years, 2015/16 and 2016/17, the DOFE database showed that over 3.5 million labour permits have been issued in the nine years since the enactment of the FEA, 2007.

Governing such a large number of movements and presenting opportunities for planning and development are challenging. A primary concern has been ensuring the safety, rights, decency, and welfare of migrant workers. However, high levels of informality infused in most aspects to the labour migration process, unscrupulous and abusive recruitment practices that increase the vulnerability of forced labour and human trafficking, and an economy at home that provides inadequate job and employment opportunities both before and after labour migration complicates and adds cross-cutting challenges across the development spectrum. There is consequently, a need for harmonized approaches between the governmental agencies in devising regulatory and operational policies, plans and procedures to meet these challenges as well as to benefit from the developmental opportunities that may be gained through labour migration. The Government of Nepal not only recognized the increasing trends in labour migration in the early 2000s but also took gradual steps for effective governance culminating in the enactment of the FEA, 2007.

The FEA was a turning point in labour migration governance which is now 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. The law paved the way for the establishment of substantial institutional structures, support services, and regulatory oversight. Moreover, it was not only the challenges that needed to overcome but also manage the benefits and opportunities offered by foreign employment. A vision for foreign employment was materialized in the form of Foreign Employment Policy, 2012 as a guiding effort of the Government.

The second edition, *Labour Migration for Employment - A Status Report for Nepal: 2014/2015*, included discussions on thematic issues that were meant to encourage critical analysis and further research on the labour migration phenomenon. Considering the complex relation between migration and development, a historical context of labour migration in policies taken up by the Government of Nepal was discussed throughout the report. It also raised points for discussion on how benefits of foreign employment can be optimized for national development and explored possibilities for migrant workers to contribute in the aftermath of the devastating earthquake occurred in 2015. Furthermore, the growing trend of female migration over the years and the government policies on female labour migration were presented. Overall, the analysis showed that the role of the government has been central to the labour migration phenomenon in Nepal. This year's report continues the discussion with further inquiries on skills development and recognition of the migrant workers. It presents the updated information on the occupations of Nepali migrant workers in major countries of destination and discusses the possibilities and challenges.

This report is part of a continued effort of the Government of Nepal and the collaborating development partners, the International Labour Organization (ILO), the International Organization for Migration and The Asia Foundation to produce public information on labour migration from Nepal. Consequently, the policy makers and practitioners can make informed decisions to reap benefits from and tackle challenges of international labour migration. It presents updated data adhering to the format utilized in the previous reports to ensure consistency in tracking migration trends. It highlights efforts and achievements of the Government of Nepal to ensure safer migration and discusses the key issues of labour migration governance faced by Nepal. It is hoped that the report will inform various country-level initiatives in both the sending and receiving countries, provide a valuable tool to form policy decisions, improve migration management mechanism, and strengthen national governance structures to promote safe and empowered labour migration that can safeguard fair labour conditions at destination countries.

## 1.1 Objectives of the report

This study aims to:

- assess and delineate the magnitude of labour migration for foreign employment in Nepal in all its dimensions by collecting and collating information available with relevant government agencies in the migration cycle;
- identify various government-led initiatives to promote safe migration and the rights and welfare of migrant workers in the countries of origin and destination; and
- identify gaps and challenges in the existing policies and institutional mechanisms that support labour migration and the human development of migrants and migrant's households, and suggest ways forward to fill the gaps.

## 1.2 Methodology

The key sources of data presented throughout this report are the Department of Foreign Employment (DOFE), the Foreign Employment Promotion Board (FEPB), the Foreign Employment Tribunal (FET) and the Department of Consular Services (DOCS). As in the previous reports, labour permits issued by the DOFE have been considered a primary indicator for international migration trends.

The report comprises the trends in foreign employment for the past nine fiscal years, 2008/09 – 2016/17. The data from this report mostly refer to the Nepali fiscal year (FY). According to the Gregorian calendar, the Nepali fiscal year runs from 17 July to 16 July. While FY 2008/09, since the enactment of FEA, 2007 has been taken as a base year for presentation of data, the labour migration history is long and hence, pertinent information and data before that period have been used where necessary.

The Foreign Employment Information Management System (FEIMS) has been consistently upgraded in the last two fiscal years, which has facilitated this year's report to present occupational data on demand in the destination countries. The occupation listed in the labour permits obtained by migrant workers has been considered its indicator. Furthermore, the upgraded database has a facility to retrieve more information on grievances of migrant workers as registered in the DOFE, which is included in this report. Information available from the DOCS of the Ministry of Foreign Affairs has also been presented throughout this report.

For discussion on thematic issues, a range of literature was reviewed and consultations with high-level officials and focal persons from government agencies were conducted to enrich the content and elaborate the available data.

## 1.3 Limitations of the report

This report is limited to the official data available at different levels of government institutions. It presents current trends based on the past nine years. The use of labour permits issued by the DOFE as the primary indicator limits the assessment to the nature, scale and magnitude of labour migrants in foreign employment. Therefore, 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. Furthermore, the database used to collect information about the labour permits only presents the total number of labour permits issued and thus cannot differentiate who is a repeat migrant. The only indicator of repeat migration can be observed in the form of renewal of permits and have been included in this report. Furthermore, obtaining labour permits does not necessarily mean that an individual has departed from the country because the permits can neither be revoked nor used. Moreover, the numbers of labour permits issued do not capture labour migration through irregular channels, including those who travelled with a different type of visa to a destination country and stayed there for work.

A few technical considerations were required to overview the data on labour migration. The DOFE database is online and provides real-time data. Hence, data collected at a certain point of time may not match in the future. For example, the total figure for labour permits issued in 2014/15 in the second report does not match the numbers collected in 2017 for the same year; it has decreased slightly. This is because of the cancellation of labour permits, which may happen a few months after they are obtained. Moreover, there are minor discrepancies in the data that do not affect the overall trends but need to be pointed out.

## 1.4 Content of the report

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Part 2 highlights the trends for the past nine fiscal years (2008/09 – 2016/17) regarding labour permits issued for foreign employment along with the associated data. The disaggregated data is provided on 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 development and achievements in managing the outflow of migrant workers.

Part 4 discusses thematic issues within foreign employment.

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.







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1004	THANE	12:30	
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Nepali migrant workers at the Tribhuvan International airport. © ILO.

# Overview of the status of labour migration in Nepal

The history of labour migration for foreign employment from Nepal is characterized by the outflow to India until the end of the twentieth century. Nepal and India share a long open border, which does not require any documents or approval to cross from either side. The Census records showed that India received 93.1 per cent of Nepali emigrants in 1981, which gradually declined to 89.2 per cent in 1991, 77.3 per cent in 2001 and dropped conspicuously to 37.6 per cent in 2011.<sup>1</sup> Although India is the most popular destination for international migration from Nepal, its share has been decreasing with the rise of labour migration to other destination countries, namely the GCC countries and Malaysia in the last decade. The earliest records of the Government show that only 3,605 Nepali migrants left for foreign employment in 1993/94; however, since 2001 more than 100,000 labour permits have been issued each year to destination countries other than in India, peaking at 519,638 in 2013/14. The surge in labour migration to destination countries, except in India, can be attributed to the intensification of globalization dynamics and adoption of economic liberalization since the restoration of democracy in 1990.

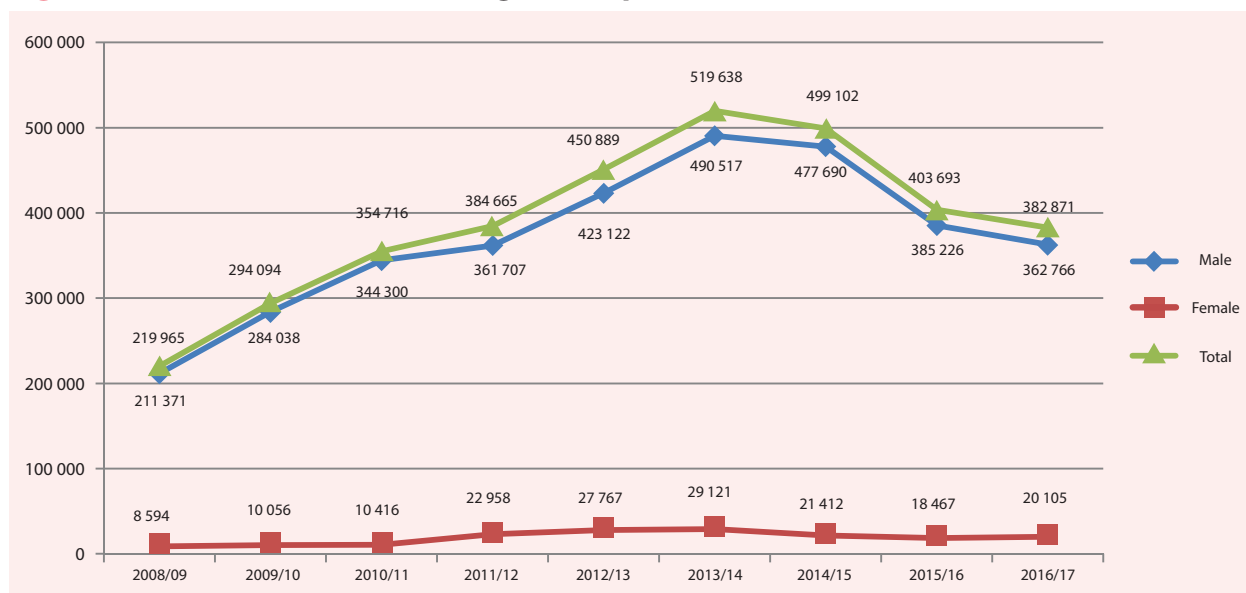
## 2.1 Current trends in obtaining a labour permit

The Department of Foreign Employment issued 3,509,633 labour permits from FY 2008/09 through 2016/17.<sup>2</sup> As illustrated in Figure 1, there was a steady increase in the issuance of permits between FY 2008/09 to 2013/14 but the numbers have declined since then. While it was noted in the previous report that the decrease in the FY 2014/15 was caused by disruption of everyday activities in the aftermath of the earthquake in April 2015, the decline in subsequent years corresponds to the significant number of decrease in labour permits issued to Malaysia in those years. Malaysia has been the top destination for labour migration with the number of labour permits peaking at 210,009 in FY 2013/14 (41.14 per cent of all labour permits issued that year). However, the number dropped considerably to 59,033 in FY 2015/16 and 95,244 in FY 2016/17. (For more on trends in destination countries see Section 2.2 below).

<sup>1</sup> Khatiwada, Padma P. (2014)

<sup>2</sup> 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.

**Figure 1. Current trend in obtaining labour permits, 2008/09 - 2016/17**



In addition to the labour permits issued by the DOFE, as illustrated above, 44,978 migrant workers gained employment in the Republic of Korea via the Employment Permit System (EPS) from the year 2008 to 2017.<sup>3</sup> The Republic of Korea introduced the scheme in 2004. It has signed bilateral agreements with several countries to receive labour migrants. The Government of Nepal signed a Memorandum of Understanding with the Republic of Korea in 2008 and has been participating in the scheme since then. The employment scheme is operated by a separate section, named EPS Korea Section – which acts as the sending agency under the DOFE and has received the ‘Best Practice Outstanding Award’ from EPS Korea in 2009, 2011 and 2013.

The EPS Korea sets an annual quota for receiving labour migrants from each country as per the agreement. It demands labour from Nepal for its manufacturing, agriculture and fishing sector. EPS Korea requires aspirants to take either computer-based or paper-based test, primarily on language skills and basic aptitude test, and only those who pass the tests are eligible to apply for the vacant jobs. Records from the EPS Korea Section show that more than three hundred thousand Nepalis have attended the exams in the last nine years with a low pass rate of 15.59 per cent. However, the possibility of obtaining a job after passing the test is as high as 98.71 per cent. The migrant workers can access employment opportunities in the Republic of Korea through their individual efforts too. However, the number of those workers migrating independently is significantly less than those who choose the EPS scheme. A total of 1,795 independent applicants were issued labour permits between 2012/13 and 2016/17. An individual selected by the EPS scheme receives a contract of employment for 4 years and 10 months with the possibility of extension, based on her/his performance and demand of the host company.

<sup>3</sup> The EPS data is presented separately because the data is maintained adhering to Gregorian calendar, which presents a different timeline than the one used to maintain the DOFE data. While there is data of ten years since 2008 from EPS, the DOFE data is only for nine years starting from FY 2008/09. Since the data is not segregated properly, there are repeat migrants within the total presented in the data. However, the data from DOFE and EPS are combined to present the information on destination countries.

**Table 1. Labour migration to the Republic of Korea via EPS, 2008-2017**

Year	Total attendee in exam	Passers			Job application filled up	Male	Female	Total
		Male	Female	Total				
2008	31 525	6 406	380	6 786	6 587	2 733	81	2 814
2009	-	-	-	-	-	1 847	64	1 911
2010	36 203	3 734	446	4 180	4 096	1 917	422	2 339
2011	50 043	14 080	1 598	15 678	15 678	3 846	137	3 983
2012	-	-	-	-	-	5 937	395	6 332
2013	44 122	7 336	715	8 051	7 778	4 863	183	5 046
2014	58 746	3 463	200	3 663	3 478	5 587	441	6 028
2015	51 137	7 789	701	8 490	8 370	5 460	406	5 866
2016	60 626	3 183	334	3 517	3 464	7 501	578	8 079
2017	68 383	-	-	12 108	-	6 085	333	6 418
Total	400 785	45 991	4 374	62 473	49 451	45 776	3 040	48 816*

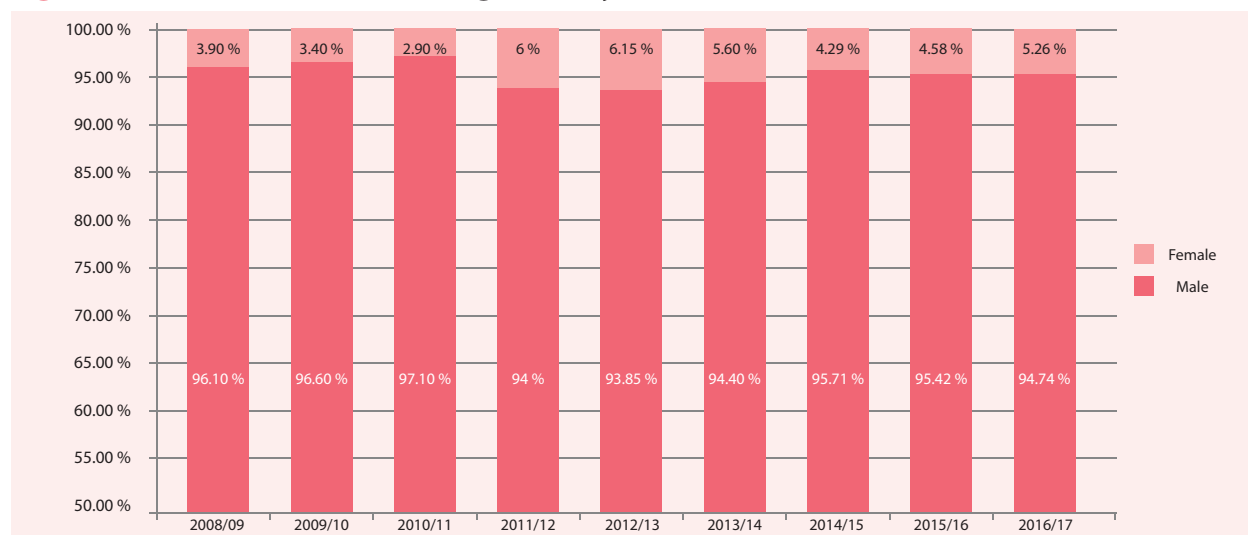
**Note:** \*This total includes repeat migrant or committed migrants as referred in EPS. The actual number of individuals is 44,978. Source: EPS Korea Section

Men accounted for the bulk of the labour migrants over the past nine years, at 95.18 per cent on an average, as depicted in Figure 2 below. There has also been a significant increase in the number of permits acquired by women during this period. The share of female migrant workers peaked in 2012/13, at nearly 6.2 per cent; however, it averages at 4.68 per cent of all labour permits issued in the past nine years. As reflected in the *Labour Migration for Employment - A Status Report: 2014/15*, the increase in participation of women in foreign employment was observed alongside their overall rise in participation in wage employment in the non-agriculture sector nationally. This suggests that increasing number of women opting foreign employment can be expected in the future too. Nevertheless, the participation of women in foreign employment has been a highly regulated affair by the Government since the promulgation of the first FEA in 1985. Nepal, like a few countries in Asia, has invoked additional conditions and various bans on women from migrating for employment with intent to protect women from many risks, including long working hours, sexual violence, physical abuse and economic exploitation.<sup>4</sup>

Although the increase in female 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 annual increase or decrease in overall labour permits issued is associated with the rise and fall in the number of male migrant workers, as presented in the table below. While decreasing number of migrant workers between both sexes were observed, there was an 8.95 per cent increase in permits issued to female migrant workers in FY 2016/17 compared to FY 2015/16. The sharp decline among female migrant workers in 2014/15 can be attributed to complete ban placed by the Government on female migrant workers to travel as domestic workers in destination countries.

<sup>4</sup> It was discussed in the previous report that trends concerning female labour migrants were influenced by the government's regulations at varied time, including 'ban' in certain sectors in certain countries.

**Figure 2. Share of total labour migrants, by sex, 2008/09 - 2016/17**



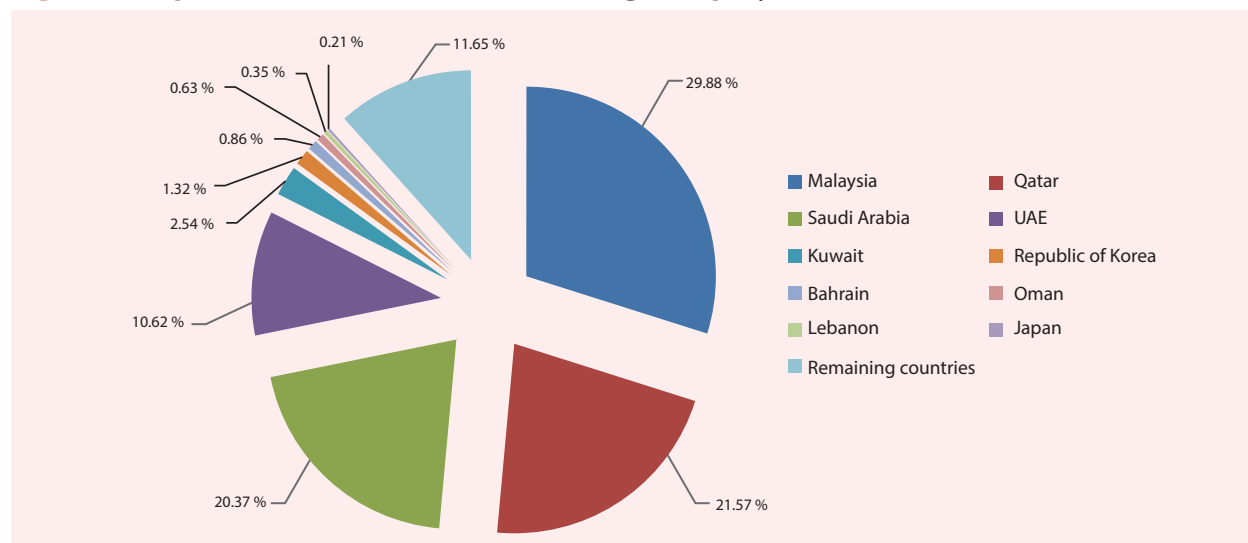
**Table 2. Annual rate of increase/decrease in permits issued to labour migrants, 2008/09 - 2016/17**

Fiscal Year	Annual rate of increase/decrease in issuing permits (%)	Rate of increase/decrease in absolute terms (% male)	Rate of increase/decrease in absolute terms (% female)
2008/09	-	-	-
2009/10	33.70	34.37	17
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	-3.95	-2.61	-26.47
2015/16	-19.12	-19.35	-13.75
2016/17	-5.15	-5.83	8.86

## 2.2 Destination countries of labour migrants

Nepali labour migrants have obtained permits to work in 153 countries over the past nine fiscal years (2008/09 – 2016/17). A migrant worker may choose a United Nations member country, unless banned by the Government of Nepal, as a destination country, although the Government limits the number of countries that may be managed for employment through recruitment agencies. The countries banned for foreign employment as of 2017 were Libya and Iraq.

**Figure 3. Top destination countries for foreign employment, 2008/09 - 2016/17**



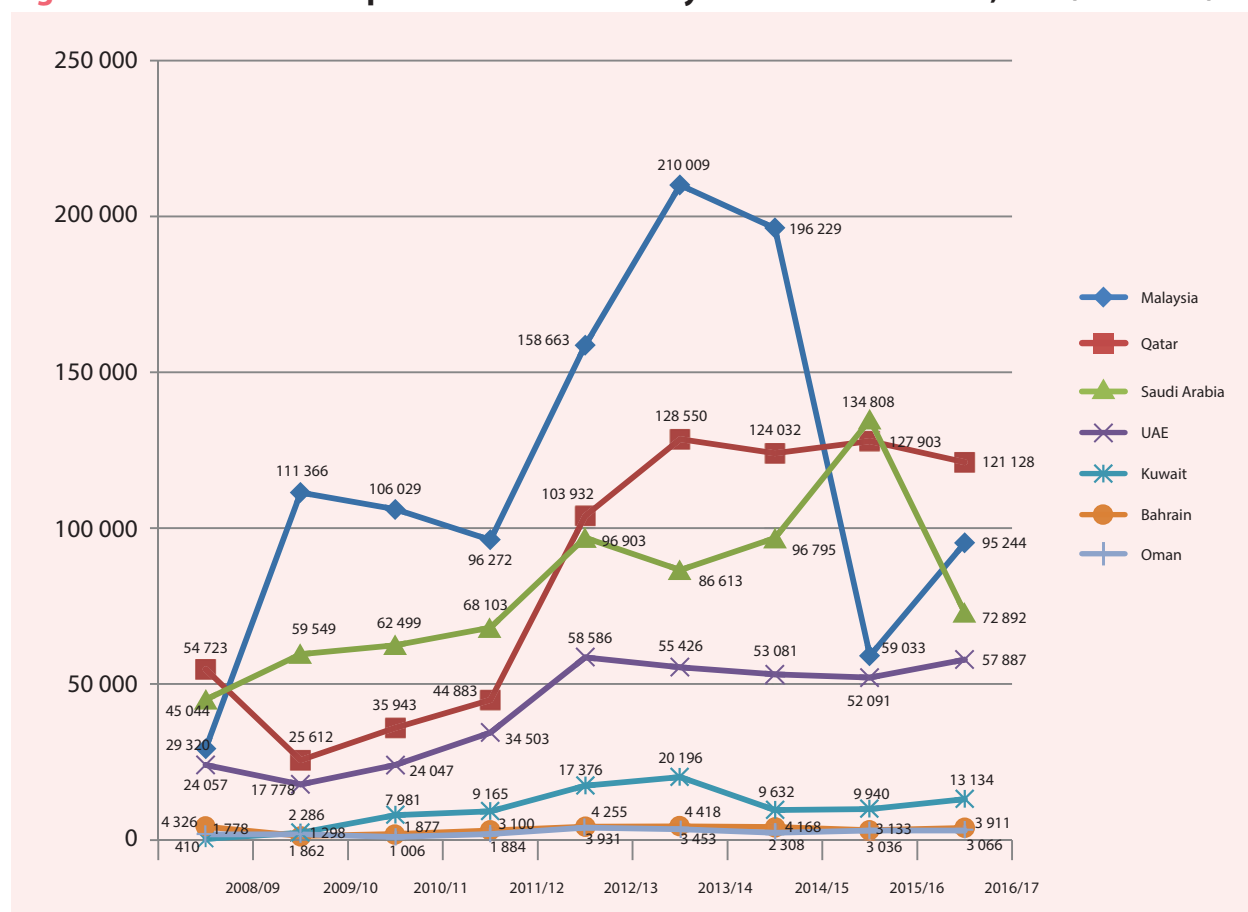
Malaysia and the GCC countries have been the most attractive destinations, receiving 86.42 per cent of all male and female labour migrants in the past nine fiscal years. As shown in Figure 3, of the total 3,554,683 permits issued over that period (including DOFE and EPS), 29.88 per cent were for Malaysia, followed by Qatar (at 21.57 per cent), Saudi Arabia (20.37 per cent), United Arab Emirates (UAE) (10.62 per cent), Kuwait (2.54 per cent), Republic of Korea (1.32 per cent), Bahrain (0.86 per cent) and Oman (0.63 per cent).

The Republic of Korea also received 1.32 per cent of all labour migrants during that period. This is largely because of the employment opportunities created by the Employment Permit System (EPS) for Korea as 96.16 per cent of all labour migrations to that country was arranged via this scheme. The Republic of Korea, as a destination country, has been favourable for Nepali migrant workers for its relatively higher wages, and sound living and working conditions that were provisioned in government-to-government agreement.

The trends in the destination countries of migrant workers from Nepal are similar to the trends in other South-Asian countries. Countries like India, Pakistan, Sri Lanka, and Bangladesh have high proportion of their labour migrants destined to GCC countries; at 96 per cent; 94 per cent; 88 per cent; and 60 per cent respectively<sup>5</sup> with variation in the top destination countries. The proportion of Nepali migrant workers acquiring permits to GCC countries in the past nine years, FY 2008/09 – 2016/17, stands at 56.54 per cent. In the past nine years, 29.88 per cent of all labour permits issued by the DOFE were to Malaysia. However, the number of permits issued to Malaysia has dropped conspicuously in the last two fiscal years.

<sup>5</sup> GIZ and ILO. (2015)

**Figure 4. Trends in labour permits issued for Malaysia and GCC countries, 2008/09 - 2016/17**



As shown in Figure 4, labour migration to Malaysia picked up significantly from 13.3 per cent share of all labour migrants in FY 2008/09 to 42.14 per cent in FY 2013/14. However, the share of labour migrants acquiring permits to Malaysia has dropped drastically to 14.62 per cent in FY 2015/16 and 24.87 per cent in FY 2016/17. While there are no reported causes of this decline, it may be speculated that the decline followed bilateral agreements between Malaysia and Bangladesh, which is the top origin country for labour migrants to Malaysia in 2016 that opened a job opportunity for at least 1.5 million Bangladeshi workers over the period of three years.<sup>6</sup> However, the Government does not have a bilateral agreement concerning labour migration with the Government of Malaysia even after several rounds of bilateral discussions in recent years. Moreover, the devaluation of Malaysian currency to US dollars, as reported in various financial newspapers in the past two years, also suggests that there is less incentive for Nepali workers to seek jobs until the currency regains its appreciated value.

Huge surge in migrant workers was also observed for four GCC countries: Qatar, Saudi Arabia, the UAE, and Kuwait. Labour permits issued to Qatar and Saudi Arabia have averaged 85,189 and 80,467

<sup>6</sup> Chowdhury, Kamran R. (2016)

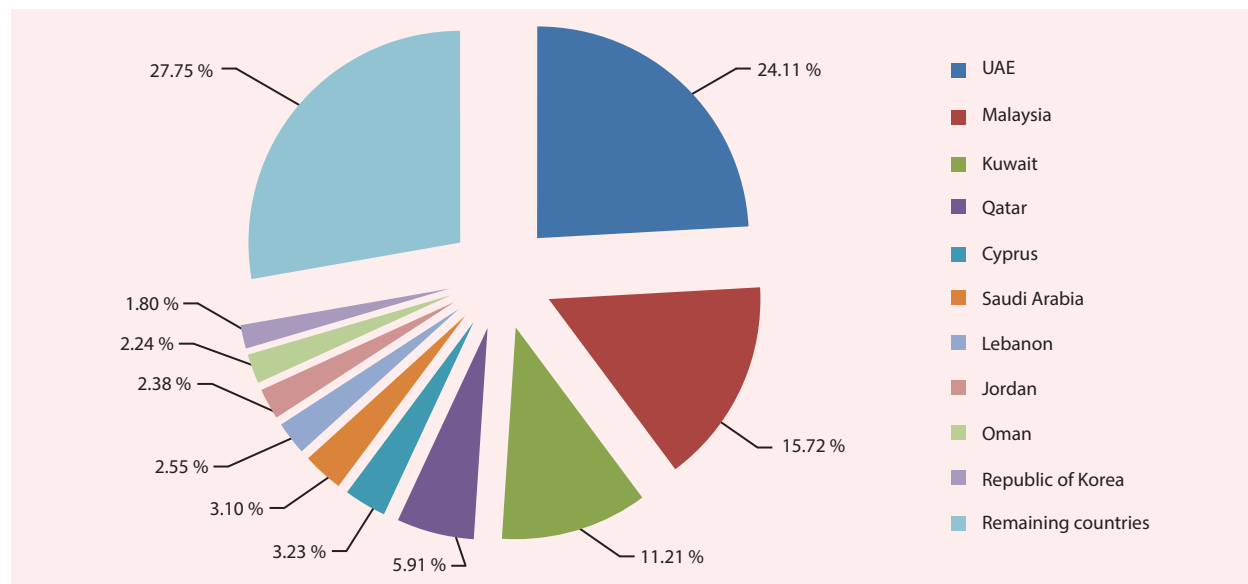


respectively in the past nine years. Among other destination countries and territories, Afghanistan, Japan, Jordan, Lebanon and Macau, China have remained popular destinations while Cyprus, Seychelles, Brazil, and the Czech Republic have emerged as new destinations.

The pattern for male migrant workers follows the overall trend with the exception of Afghanistan in the top-ten list instead of Lebanon as observed in the overall trend. The top-ten countries of destinations for male migrant workers during the last nine fiscal years were Malaysia (30.55 per cent among all men), Qatar (22.33 per cent), Saudi Arabia (21.22 per cent), UAE (9.92 per cent), Kuwait (2.09 per cent), Republic of Korea (1.40 per cent), Bahrain (0.83 per cent), Oman (0.55 per cent), Japan (0.35 per cent), and Afghanistan (0.20 per cent).

The pattern for women differs slightly as reflected in Figure 5. The top-ten destinations for female migrant workers in the past nine-year fiscal period were UAE (41,468 permits issued), Malaysia (27,045 permits issued), Kuwait (19,275 permits issued), Qatar (10,168 permits issued), Cyprus (5,551 permits issued), Saudi Arabia (5,334 permits issued), Lebanon (4,381 permits issued), Jordan (4,101 permits issued), Oman (3,855 permits issued), and Republic of Korea (3,095 permits issued).

**Figure 5. Top-ten destination countries for female labour migrants, 2008/09 - 2016/17**

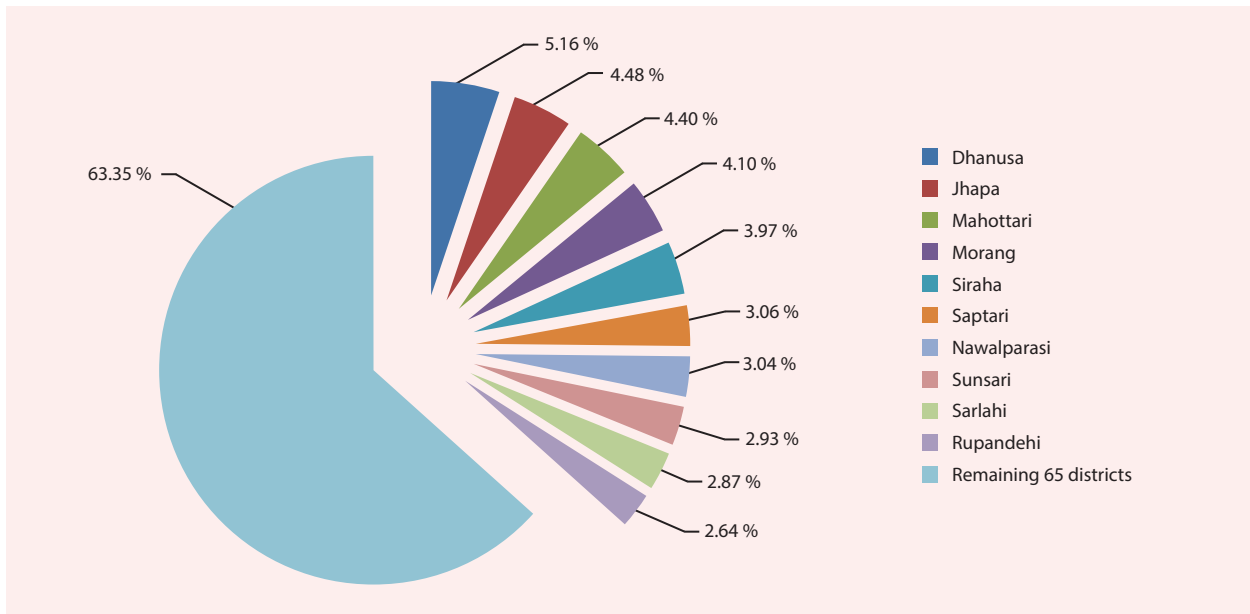


## 2.3 Origin districts of labour migrants

The recipients of labour permits over the past nine fiscal years came from every district across the country, with the top ten being (in order of most migrants) Dhanusa, Jhapa, Mahottari, Morang, Siraha, Saptari, Nawalparasi, Sunsari, Sarlahi and Rupandehi (see Figure 6).<sup>7</sup>

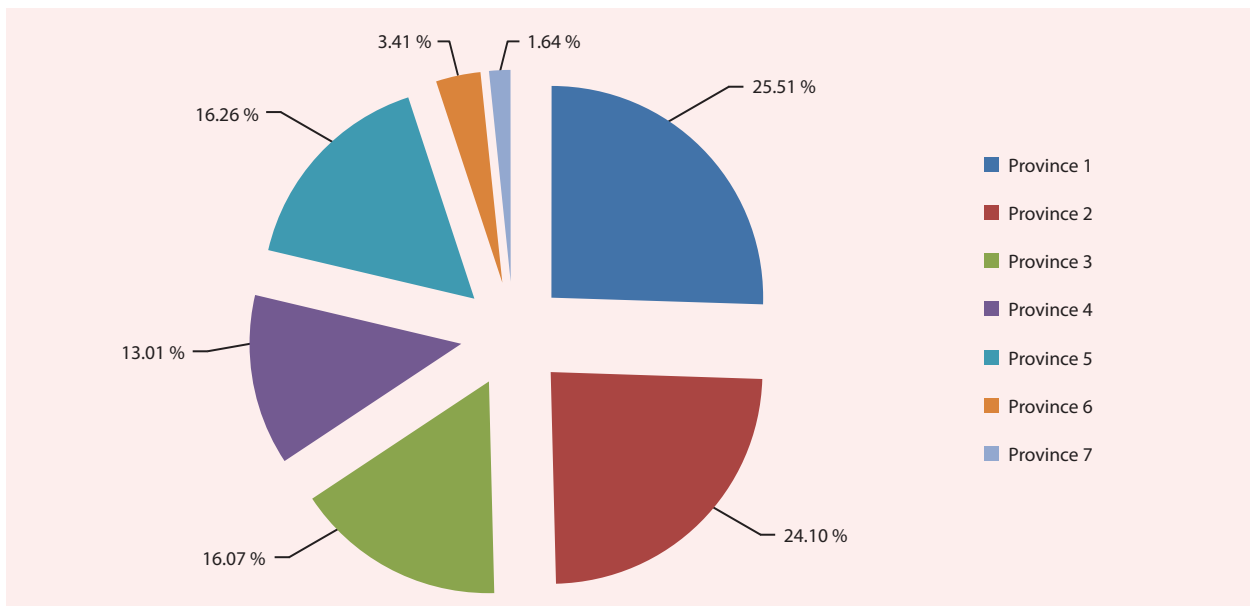
<sup>7</sup> This aggregate does not include numbers of permits issued individually prior to FY 2012/13 since disaggregated data was not available.

**Figure 6. Top- ten source districts for migrant workers, 2008/09 - 2016/17**



As per the new federal structure, Province 1 had the top source (at 25.51 per cent) of labour migrants followed closely by Province 2 (at 24.10 per cent). Province 7 had the least number of labour migrants in the past nine fiscal years.

**Figure 7. Province wise breakdown of migrant workers, 2008/09 - 2016/17<sup>8</sup>**



<sup>8</sup> The database in DOFE hitherto records information according to 75 districts. In the new Federal System, there are 77 districts, with Rukum and Nawalparasi separated into two provinces each. The data for these two districts were equally divided into two provinces they represented.

The top-ten source districts for migrant workers accounted for 34.64 per cent of all migrant workers in the past nine fiscal years. As per the eco-development regions determined by the National Planning Commission,<sup>9</sup> the top-ten source districts of migrant workers belong to the Eastern and Central Tarai region and Western Tarai Region. These regions, in terms of Human Development Index (HDI) value, are neither the top nor the lowest compared to other eco-development regions.<sup>10</sup> Considering the HDI values district wise, Mahottari had the lowest HDI (0.388) and Jhapa had the highest HDI (0.518) in 2011 among the top-ten source districts for migrant workers. The HDI value for Nepal in 2011 was 0.490 with Kathmandu valley region having the highest HDI of 0.622.

As noted in the *Labour Migration for Employment - A Status Report for Nepal: 2014/15*, the top-ten districts remain the geographical source of most of the migrants for foreign employment. However, there has also been a considerable increase in obtaining labour permits in other districts, mostly in the Tarai region. These districts include Bara, Rautahat, Parsa, Kapilvastu, Banke, and Kanchanpur (See Table 3). The lowest share of migrant workers obtaining labour permits is from the mountainous districts, such as Humla, Mugu, Dolpa, Mustang, and Manang.

**Table 3. Districts with significantly increasing trend in obtaining labour permits, 2008/09 - 2016/17**

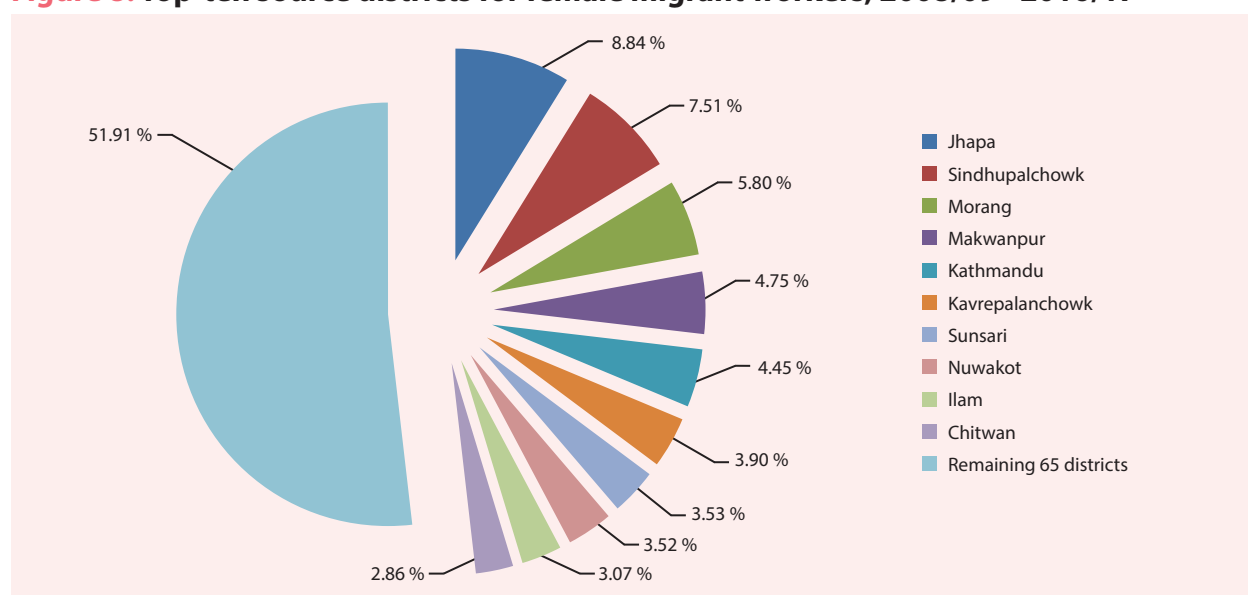
District	Percentage share of total migrants									Total share in nine years
	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	
Bara	1.08 %	1.12 %	1.73 %	1.60 %	1.76 %	1.90 %	1.95 %	2.00 %	2.32 %	1.80 %
Rautahat	0.95 %	0.95 %	1.37 %	1.27 %	1.58 %	1.83 %	2.05 %	2.04 %	2.45 %	1.73 %
Kapilvastu	0.75 %	0.97 %	1.31 %	1.21 %	1.87 %	1.78 %	1.92 %	2.20 %	1.91 %	1.69 %
Banke	0.61 %	0.83 %	1.05 %	0.98 %	1.25 %	1.26 %	1.30 %	1.43 %	1.55 %	1.21 %
Parsa	0.54 %	0.53 %	0.93 %	0.86 %	0.94 %	1.37 %	1.33 %	1.29 %	1.52 %	1.12 %
Kanchanpur	0.41 %	0.52 %	0.61 %	0.57 %	0.71 %	0.73 %	0.76 %	0.70 %	0.76 %	0.68 %

Most of the male migrant workers between 2008/09 and 2016/17 were from the same top-ten districts. Those ten districts; however, differ from the top-ten origin districts for female migrant workers. Nearly half (48.24 per cent) of all female migrant workers who obtained a labour permit over the nine-year period were from Jhapa, Sindhupalchowk, Morang, Makwanpur, Kathmandu, Kavrepalanchowk, Sunsari, Nuwakot, Ilam, and Chitwan (See Figure 7). A geographical distinction is noticeable. Most of the men in foreign employment were from the southern Tarai 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 female migrants as well.

<sup>9</sup> Nine eco-development regions as per National Planning Commission, presented in Nepal Human Development Report 2014 and their HDI values in 2011: (a) Eastern and Central Mountains (0.475); (b) Eastern and Central Hills (0.490); (c) Eastern and Central Tarai (0.463); (d) Kathmandu Valley (0.622); (e) Western Hills (0.511); (f) Western Tarai (0.480); (g) Western, Mid-Western and Far-Western Mountains (0.398); (h) Mid-Western and Far-Western Hills (0.423); Mid-Western and Far-Western Tarai (0.472)

<sup>10</sup> See NPC (2014)

**Figure 8. Top-ten source districts for female migrant workers, 2008/09 - 2016/17**



A key concern in the aftermath of the devastating earthquake - 2015 is its possible effect on the trend of labour migration in the government declared 14 'crisis-hit' districts. The data indicate a decreasing trend in obtaining labour permits in all the 'crisis-hit' districts since FY 2014/15. These districts had a gradual increase in obtaining labour permits preceding the earthquake annually. However, there is no clear evidence to suggest a correlation that the decrease was caused by the disaster and may reflect the overall decrease in trends in the past two fiscal years.

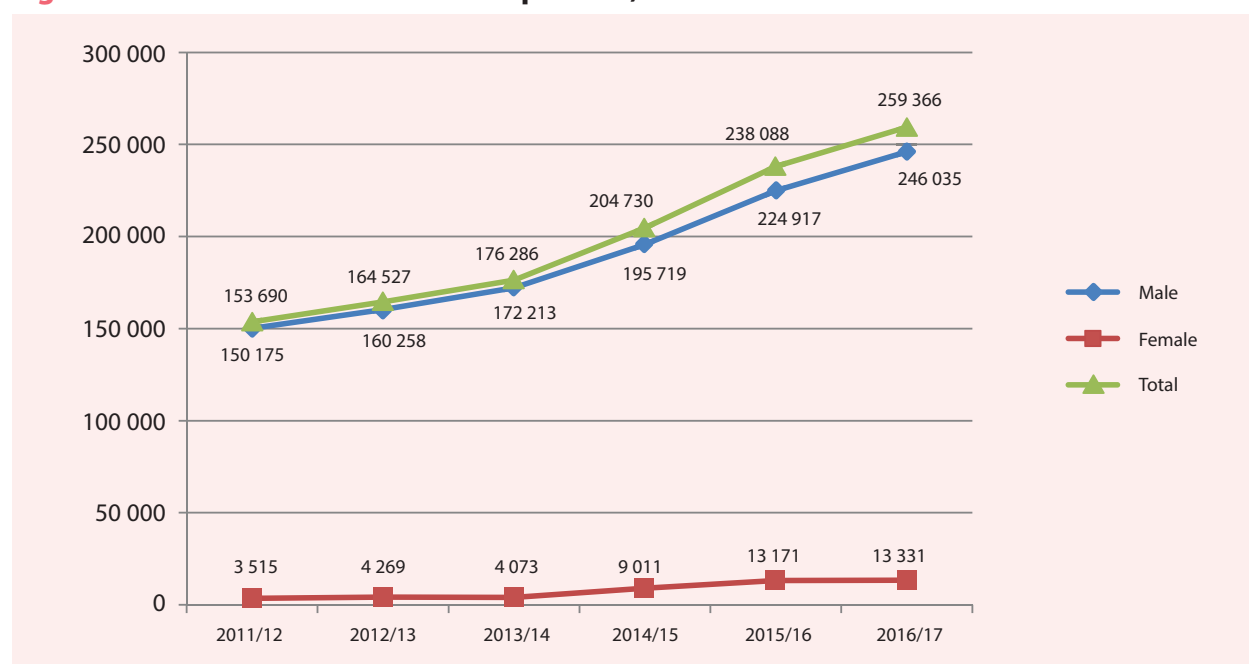
**Table 4. Labour migration trend in 14 crisis-hit districts by earthquake in 2015**

Crisis-hit districts	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15 (earthquake year)	2015/16	2016/17
Makwanpur	2 865	3 447	3 635	4 832	9 288	10 759	9 859	7 705	6 472
Dhading	2 396	3 777	5 015	5 479	7 953	8 706	8 143	6 028	4 829
Kavrepalanchowk	2 564	2 754	2 843	4 372	8 588	9 387	8 511	6 115	5 417
Sindhupalchowk	2 680	2 814	2 497	3 782	8 759	9 901	7 806	5 865	5 332
Sindhuli	2 416	3 332	3 828	5 091	7 070	8 148	8 095	5 994	5 150
Gorkha	3 100	3 348	3 717	4 415	6 672	7 604	7 130	5 440	4 631
Nuwakot	2 370	2 479	2 774	3 831	7 291	8 149	7 427	5 112	4 369
Kathmandu	2 215	1 546	2 325	3 346	6 870	7 175	6 095	4 873	4 150
Ramechhap	1 616	1 907	2 241	3 242	5 119	6 154	5 636	4 023	3 268
Dolakha	1 530	1 707	1 754	2 361	4 494	5 186	4 881	3 183	2 750
Okhaldhunga	1 525	1 668	1 904	1 991	3 562	4 329	4 421	3 140	2 524
Lalitpur	1 123	945	1 060	1 791	2 942	3 328	2 833	2 100	1 824
Bhaktapur	805	642	988	1 254	1 671	1 895	1 652	1 289	1 051
Rasuwa	451	555	391	646	1 217	1 123	932	613	429

## 2.4 Renewal of permits

If any worker, on the expiry of his or her contract, wants to return to the same country of destination for the same job, his or her work permit is renewed. The data on the renewal of permits are only available since 2011/12, which show a steady increase. In the past six fiscal years, 1,196,687 labour permits were renewed comprising 96.04 per cent male and 3.96 per cent female. Notably, there was a declining trend in obtaining new labour permits, whereas there was a significant increase in renewal of permits. Although no specific information is available, the increase numbers suggest some degree of job security and job satisfaction among the migrant workers.

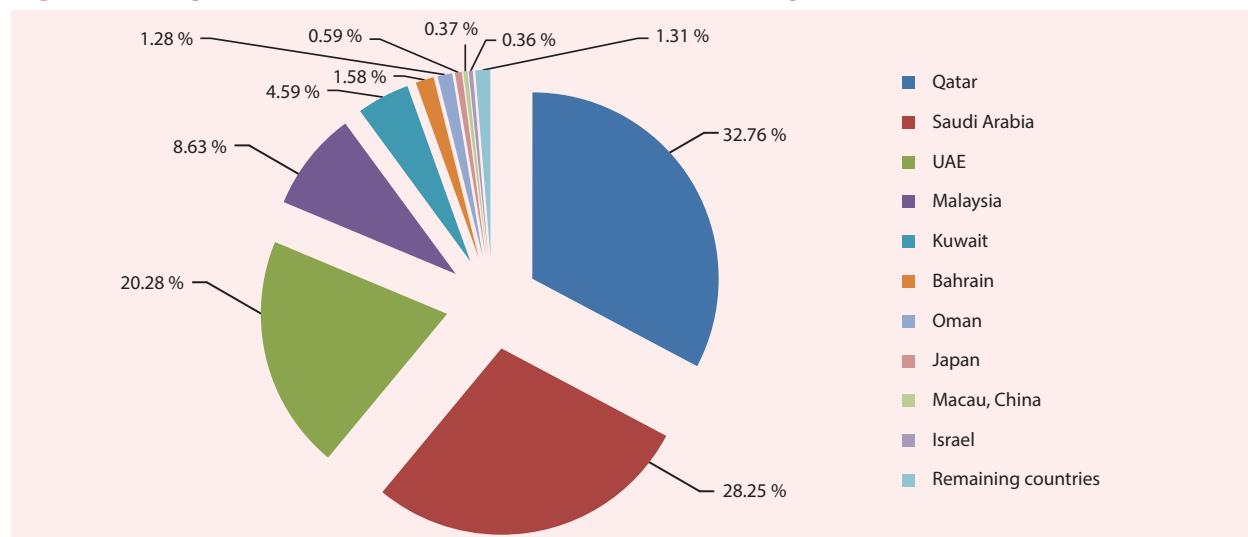
**Figure 9. Trend in renewal of labour permits, 2011/12 - 2016/17**



Most of the labour permits renewed were for Qatar, Saudi Arabia, UAE, Malaysia, Kuwait, Bahrain, Oman, Japan, Macau China, and Israel. The total renewals of labour permits to these 10 countries constituted 98.70 per cent of all renewals between FY 2012/13 and 2016/17.<sup>11</sup> The large number of renewals in these destination countries, particularly GCC countries and Malaysia, corresponds to the large number of labour permits issued to these destinations in the preceding years. The number of permits renewed for Macau, China and Israel is remarkable considering the low share of migrant workers obtaining labour permits in preceding years while Malaysia accounted for only 8.63 per cent of total renewal, which seems low, in view of the high volume of workers leaving for that country in preceding years.

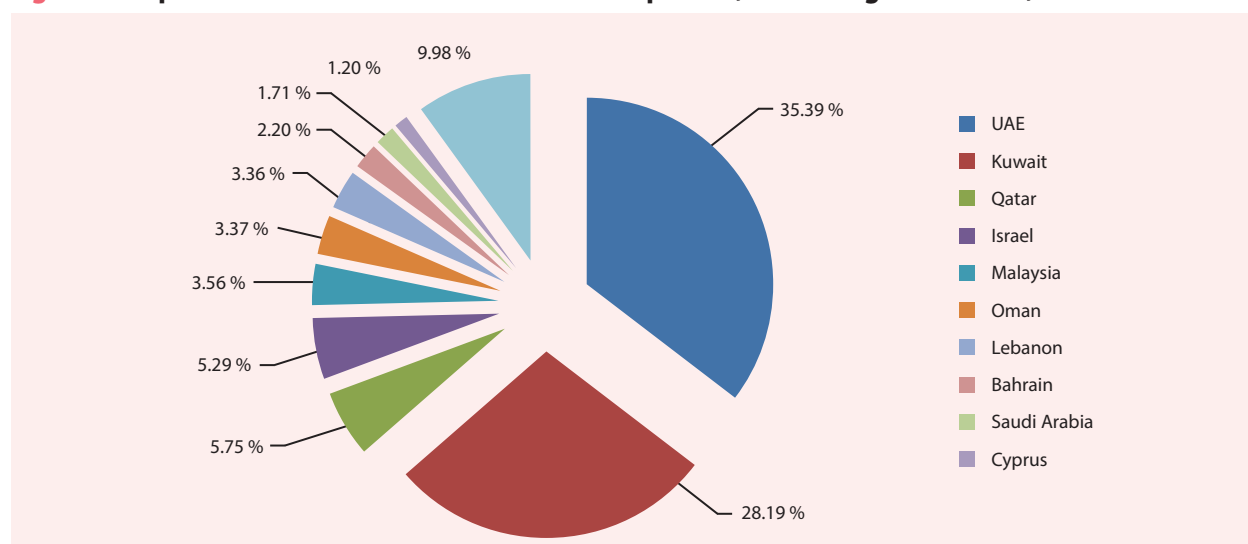
<sup>11</sup> Disaggregated information was not available for 2011/12.

**Figure 10. Top-ten destination countries for renewal of permits, 2012/13 - 2016/17**



The overall trend on labour migration is male dominant. Similarly, the renewal of labour permits for male migrant workers in the top-ten destination countries was consistent with the overall trend, with the exception of the Maldives among the top ten instead of Israel. The pattern for female migrant workers' renewal of permits corresponded with their top destination countries. Most of the labour permits renewed by female migrants were for UAE, Kuwait, Qatar, Israel, Malaysia, Oman, Lebanon, Bahrain, Saudi Arabia and Cyprus (Figure 11).

**Figure 11. Top-ten destination countries for renewal of permits, female migrant workers, 2012/13 - 2016/17**



Besides the renewal of permits issued by the DOFE, the records of EPS Korea Section illustrate that 3,838 migrant workers in the Republic of Korea, on completion of their initial four years and ten-month contract, extended their jobs.

## 2.5 Mode of migration: Using a recruitment agency or migrating independently

An aspirant migrant worker can use two channels to gain foreign employment: using a recruitment agency or finding a job on their own. Over the past nine fiscal years, 82.52 per cent of labour permits were issued through the agency services. The first reason for using a recruitment agency is the bulk labour demand from certain destination countries. The second reason is the growing number and network of recruitment agencies that facilitate foreign employment.

**Figure 12. Proportion of labour permits issued, by mode of migration, 2008/09 - 2016/17**

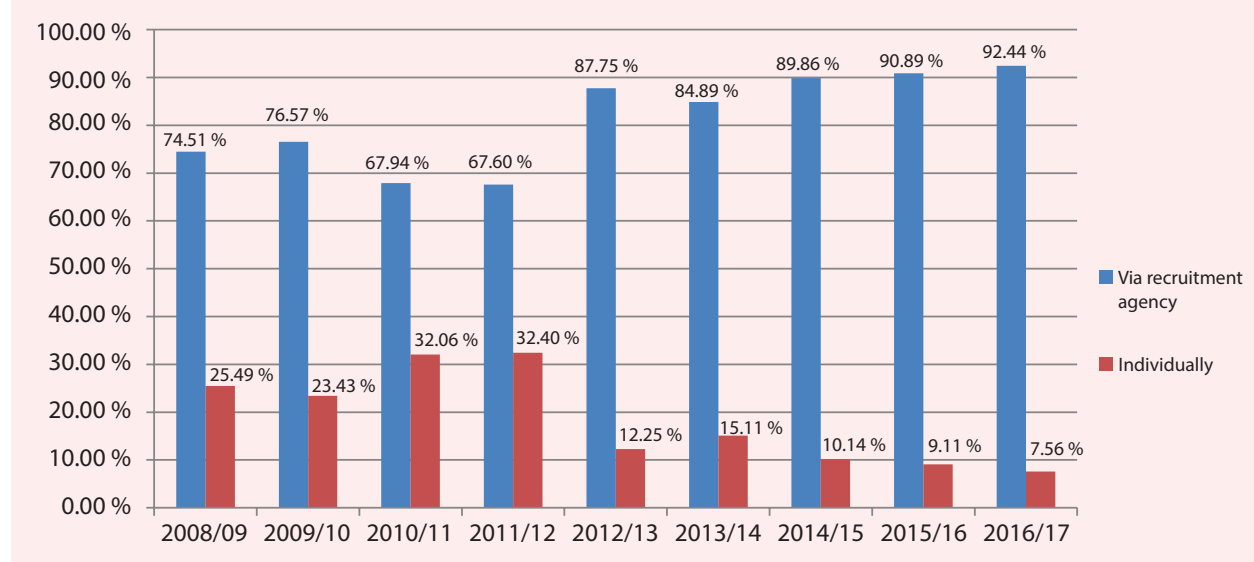


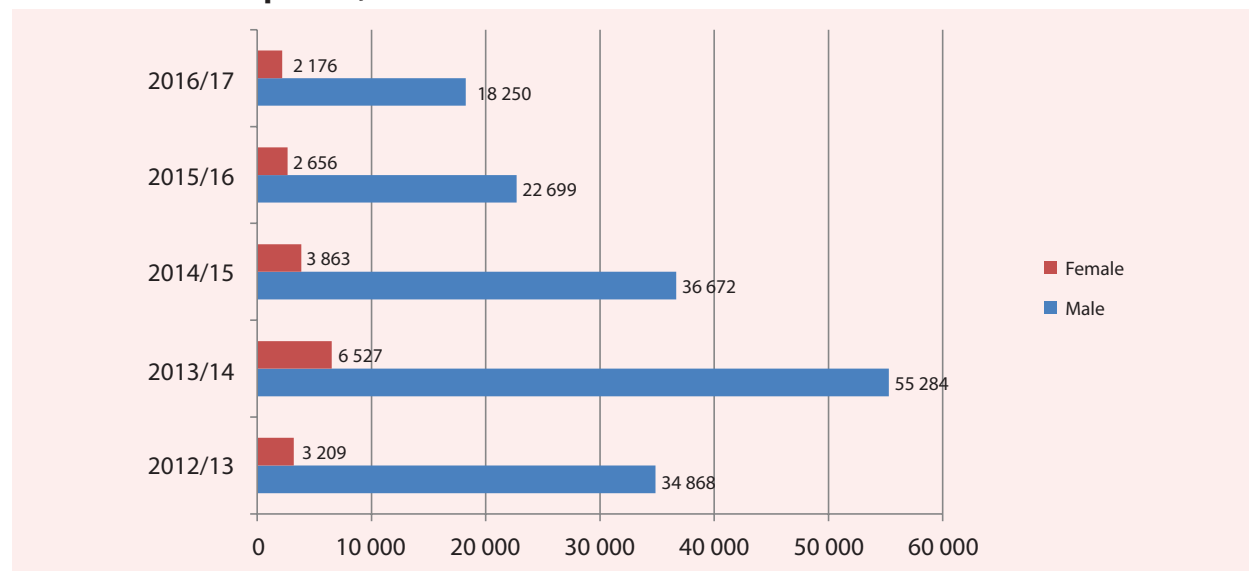
Figure 9 illustrates a steady increase in migrant workers using recruitment agencies over the past nine fiscal years. As noted in the previous report, the decline in obtaining an individual labour permit occurred as the Government issued a directive for receiving labour permits through the individual process in 2012 in a bid to better regularize and protect the migration process. 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 best protection of migrant workers.

The proportion of female migrant workers using a recruitment agency in the past nine years was 55.64 per cent while the number stood at 83.88 per cent for male labour migrants. The proportion of female workers migrating using an independent permit was high in earlier years as the law allowed for seeking a job as a domestic worker only on a personal basis. Then after, the amended regulation provisioned that only the recruitment agencies could provide such services. Hence, the high proportion of women migrant workers through the independent permit request until 2011/12 has declined rapidly.

## 2.6 Regularized data

The DOFE database that tracks the total number of labour permits issued also includes previously unregistered migrants who went abroad for employment but returned for acquiring a labour permit for the same destination country. A total of 186,204 labour permits were issued and recorded under this category between 2012/13 and 2016/17 of which 90.10 per cent were issued to men.

**Figure 13. Number of previously unregistered migrant workers who applied for and received a labour permit, 2012/13 – 2016/17**

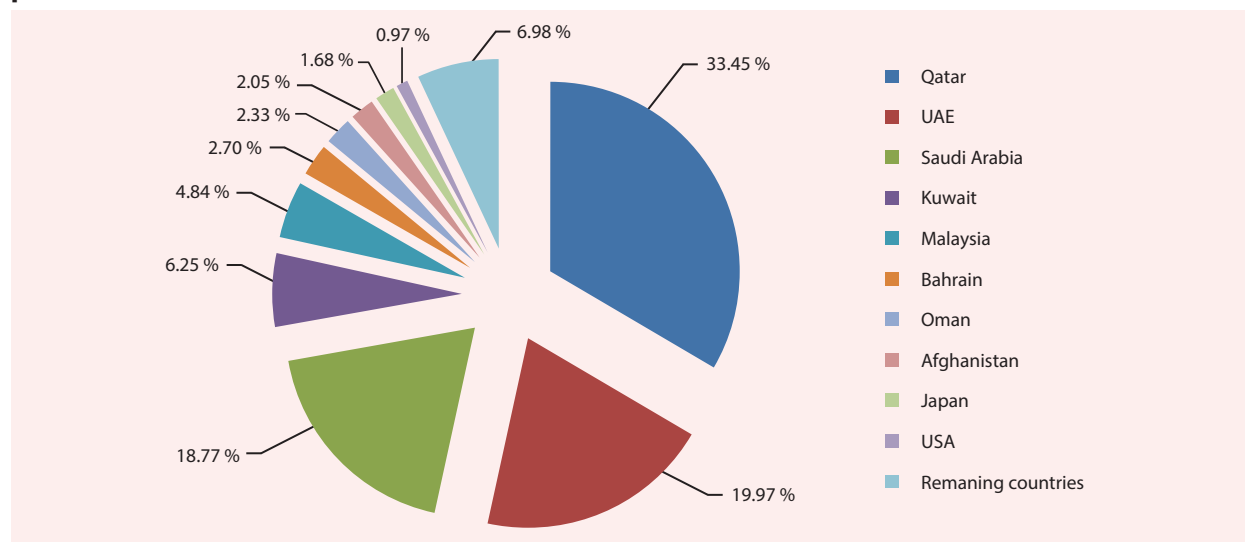


Since the data was recorded in FY 2012/13, the number of regularized data has gradually decreased. Though the numbers are not much indicative, it might suggest that more migrant workers are departing through regular channels of migration with the labour permits. While in the preceding years to 2012/13, many workers emigrated undocumented and returned to obtain a permit, there seems to a lower number of those being regularized in the subsequent years.

The data showed that previously unregistered migrants obtained a labour permit for employment in 136 destination countries. Of them, Qatar, UAE, Saudi Arabia, Kuwait, Malaysia, Bahrain, Oman, Afghanistan, Japan and USA had the larger numbers of permits (93.02 per cent) granted (Figure 11). These countries are popular destinations for migrant workers. However, a surprise appearance on the list is USA where 1,503 men and 311 women have been recorded since FY 2012/13.



**Figure 14. Destination countries of previously unregistered migrant workers who obtained a labour permit, 2012/13 – 2016/17**



## 2.7 Grievances, distress and death

The Government has introduced many procedural and institutional measures to address the adverse situation migrant workers might encounter during their migration cycle. The Government supports those in distress through services in Nepal and in destination countries, including compensation. In Nepal, the most common grievances or distresses reported have been against recruitment agencies or individuals who deceived migrant workers during the employment process. Migrant workers have experienced a high level of exploitation due to contract substitution and deception of working and living conditions, overcharging for services provided and fraud by non-compliance with the employment agreement. Cases of abuse and fraud during recruitment and employment, such as restriction of movement, non-payment of wages, illegal wage deductions, exorbitant fees and costs charged, retention of identity documents, and physical and sexual abuse have also been reported. Migrant workers and their families can register their grievances against recruitment agencies at the Complaint Registration and Investigation Section in the DOFE. The cases of the migrants with the individual permit status are forwarded and registered in the Foreign Employment Tribunal.

### 2.7.1 COMPLAINTS FILED WITH THE DEPARTMENT OF FOREIGN EMPLOYMENT AND FOREIGN EMPLOYMENT TRIBUNAL

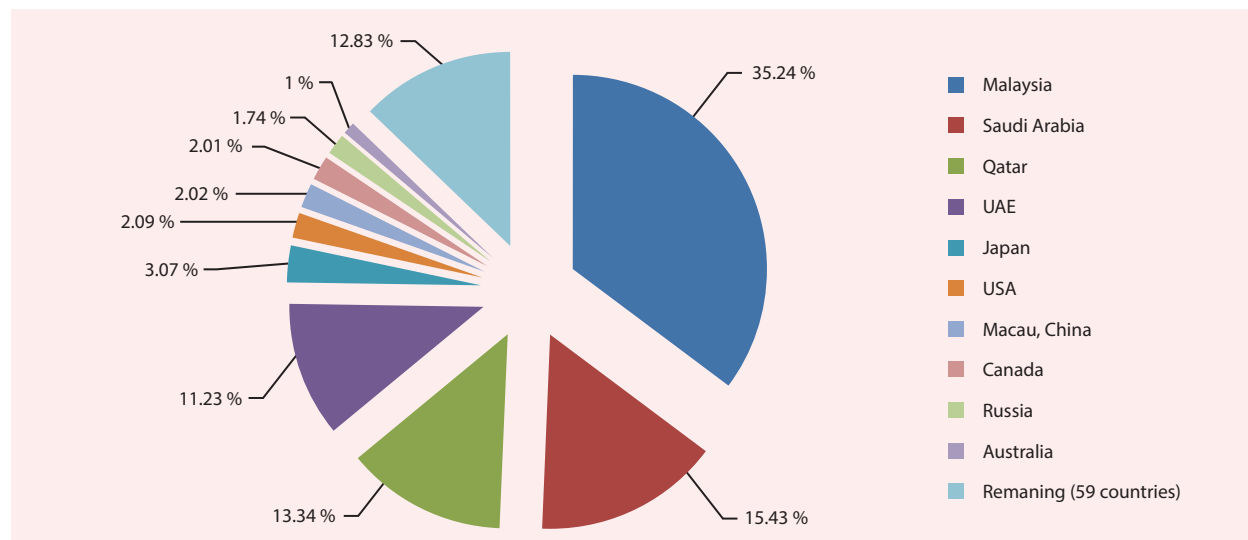
The Complaint Registration and Investigation Section of the DOFE receives complaints against either an institution (recruitment agency) or an individual (agent or other). The complaints are dealt with as per the prevailing rules. The Section's records show that a considerable number of complaints related to fraud, and malpractice have been registered against institutions and individuals. For instance, 12,090 complaints (4,627 against individuals and 7,463 against institutions) were registered at the Complaint Registration and Investigation Section between FY 2012/13 and FY 2015/16 (See Table 6).

**Table 5. Complaints and settlements, 2012/13 -2016/17**

Fiscal Year	2012/13		2013/14		2014/15		2015/16		2016/17	
	Individual	Institutional	Individual	Institutional	Individual	Institutional	Individual	Institutional	Individual	Institutional
No. of complaints	1 245	1 060	974	1 577	773	1 906	704	1 468	931	1 452
Amount claimed (NPR)	839 380 607	331 551 610	758 293 744	276 177 809	471 109 083	262 797 747	475 334 241	219 762 261	321 776 686	436 065 118
Amount Settled (NPR)	82 191 130	49 389 037	92 359 356	65 383 483	77 483 000	46 026 900	55 638 525	48 039 560	69 103 338	90 314 470
No. of reported complaints settled	202	350	151	303	74	589	94	426	159	687
Filed in court	164	14	128	5	165	1	222	4	265	52
Amount (NPR) filed in court	396 543 949	40 214 250	436 416 437	3 691 500	289 243 846	0	378 789 428	0	166 542 856	1 500 000
Decision by the DOFE	0	39	0	45	0	2	0	14	NA	NA
Penalty (NPR) decided by the DOFE	0	4 500 000	0	4 600 000	0	150 000	0	1 400 000	0	2 810 000
Cases										

As illustrated in Figure 15, the DOFE has made available the information on a number of complaints filed according to the destination countries of the migrant workers. The data since FY 2014/15 show that the migrants who departed for Malaysia, Saudi Arabia, Qatar, and UAE filed a maximum number of complaints, where 75.23 per cent of all complaints registered between FY 2014/15–2016/17 were against individual and institutions who sent the workers to these four countries. This corresponds to the high number of migrant workers leaving for those countries in preceding years. However, the list also contains USA, Russia, Australia, and Canada, which receive only a small proportion of Nepali migrant workers annually. This suggests that grievances of migrant workers are not limited to major corridors of migration but are prevalent across countries.

**Figure 15. Destination countries of migrant workers who filed complaint against individual and institution at the DOFE, 2014/15 - 2016/17**



The DOFE database provides information about the nature of the registered complaints. Even though 6,831 complaints were registered between FY 2014/15 and 2016/17, only the information on 5,484 such complaints is available in this database. This is because some data were yet to be filtered and digitized. The registered complaints were recorded under 33 separate headings and of them, “Prosecute the accused and reimbursement and compensation” was the most cited nature of complaints (See Table 6). The five most cited nature of complaints constituted 75 per cent of all recorded complaints. While the categories specified do not imply that the cases were proven or settled, it indicates the nature of distress faced by the migrant workers and their families. A noteworthy category to consider is “repatriation” – either independently categorized or tagged along with other categories - since it means that many migrants are waiting to come back home from an adverse situation. Other categories on the list showed complaints registered to “repossess passport” from recruitment agencies and “rescue” from destination countries. The number of complaints is higher against institutions or recruitment agencies because the majority of the migrant workers use that medium.

**Table 6. Most cited nature of complaints registered at DOFE, 2014/15 - 2016/17**

Nature of complaints	2014/15		2015/16		2016/17		Total Count		
	Ind.	Ins.	Ind.	Ins.	Ind.	Ins.	Ind.	Ins.	Total
“Prosecute the accused, reimburse and compensate”	270	620	671	485	43	34	984	1 139	2 123
“Prosecute, reimburse, compensation and repatriation”	6	340	7	238	1	27	14	605	619
“Compensation”	0	198	0	46	10	352	10	596	606
“Prosecute and compensate”	0	92	0	188	145	119	145	399	544
“Repatriation”	1	192	0	30	0	14	1	236	237

\*Ind. – Migrated independently; Ins. – Via recruitment agency

The cases forwarded by the DOFE are registered at the FET. The Tribunal tries and settles cases other than those punishable by the DOFE as per the FEA, 2007. Particularly, the DOFE cannot take decisions about individual cases, and it must refer such cases to the Tribunal. The records at the Tribunal show that over the eight years, a total of 1,492 cases have been registered out of which 1,134 cases have been cleared (Table 8). The case settlement at the Tribunal has been efficient as the percentage of cases cleared each year is increasing. However, 21 cases of more than two years old were still unsettled.

**Table 7. Cases at the Foreign Employment Tribunal, by year and status, 2009/10 - 2016/17**

Fiscal Year	New cases	Total cases (new and 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
2015/16	230	436	185	251	42.43
2016/17	311	562	204	358	64.55
Total	1 492	-	1 134	-	-

The distress faced by migrant workers in destination countries is also reflected in the number of rescues requested to the embassies in destination countries via the DOCS, under the Ministry of Foreign Affairs. The Department started online application for the rescue request since FY 2016/17, which showed 227 rescue requests made through that medium. The request can be made either by migrant workers or someone in their family or their acquaintances. Of the 227 rescue requests registered, majority were for migrant workers in Saudi Arabia, Malaysia and Kuwait and UAE (See Table 7). The number of rescue request does not imply whether repatriation was successful.

**Table 8. Destination countries stated in the rescue request, 2016/17**

Destination countries of migrant workers stated in the rescue requests made at the Department of Consular Services	Total count
Saudi Arabia	72
Malaysia	65
Kuwait	25
UAE	19
Qatar	12
Oman	12
Lebanon	4
Afghanistan	4
China	3
USA	2
Cyprus	2
Uganda	1
Turkey	1
Republic of Korea	1
Mauritius	1
Indonesia	1
Egypt	1
Australia	1

### 2.7.2. COMPENSATION THROUGH THE MIGRANT WORKERS' WELFARE FUND

The FEPB 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 workers<sup>12</sup> or their nominated beneficiaries as per the Foreign Employment Rule, 2008 and collects data in the process. However, this information is limited to migrant workers or family members who seek help and request for compensation from the agency. Thus, the data may not reflect all deaths and disability-related injuries of Nepali migrant workers. The information, nonetheless, is perceived as an indicator of the problems.

**Table 9. Reported numbers of migrant workers physically disabled during their foreign employment, by sex, 2008/09 - 2016/17**

Fiscal Year	Sex		Total
	Male	Female	
2008/09	8	0	8
2009/10	9	2	11
2010/11	29	0	29
2011/12	54	2 <sup>13</sup>	56

<sup>12</sup> The compensation is provided from the Foreign Employment Welfare Fund, established by the Foreign Employment Act 2007.

Fiscal Year	Sex		Total
	Male	Female	
2012/13	89	4	93
2013/14	108	7	115
2014/15	180	4	184 <sup>13</sup>
2015/16	111	5	116
2016/17	200	6	206
Total	788	30	818

In total, 818 migrant workers received compensation for a disability from the FEPB between FY 2008/09 – 2016/17, of which 788 were men and 30 were women (See Table 10). The increasing trend suggests that more migrant workers have access to the compensation mechanism, which might have been used less in the initial years due to lack of information among the migrants. Most incidences of disability were recorded for Malaysia (45.59 per cent), followed by Saudi Arabia (21.14 per cent) and Qatar (16.13 per cent).

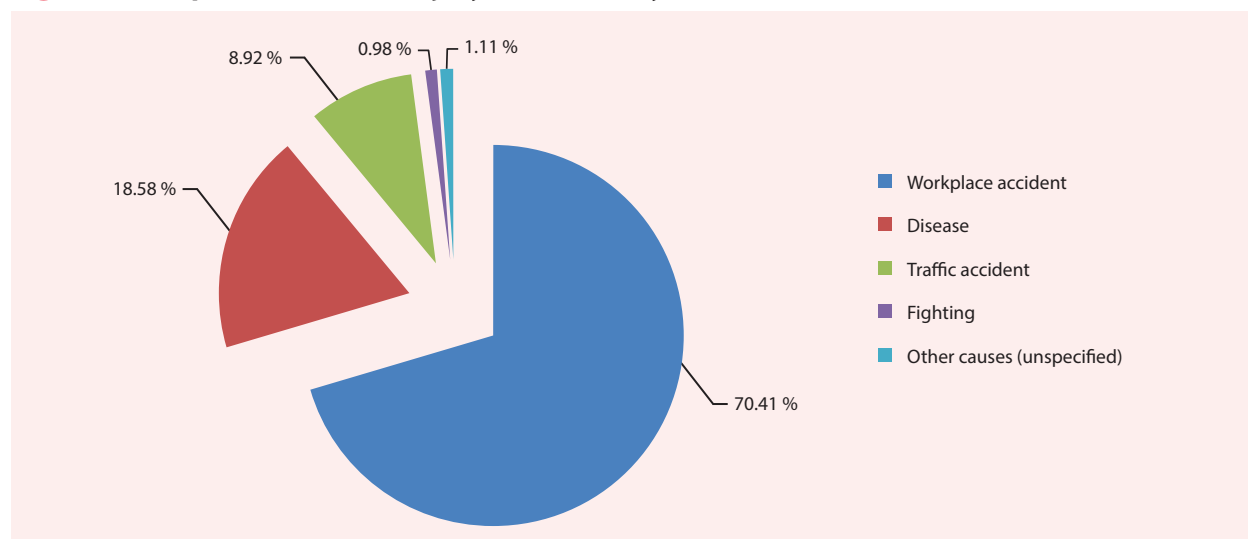
**Table 10. Reported cases of disability, by destination country, 2008/09 - 2016/17**

Country	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Malaysia	3	4	15	27	38	47	106	67	66	373
Saudi Arabia	3	1	6	16	20	30	30	18	49	173
Qatar	1	2	2	3	15	18	30	12	49	132
UAE	1	1	5	6	10	13	9	12	22	79
Kuwait	0	0	1	2	7	6	4	3	8	31
Bahrain	0	1	0	0	2	1	2	1	1	8
Republic of Korea	0	0	0	0	1	0	0	3	3	7
Afghanistan	0	0	0	0	0	0	0	0	5	5
Oman	0	1	0	1	0	0	2	0	0	4
Lebanon	0	1	0	1	0	0	0	0	0	2
Macau, China	0	0	0	0	0	0	0	0	2	2
Cyprus	0	0	0	0	0	0	0	0	1	1
Total	8	11	29	56	93	115	183 (+1 un- known)	116	206	817 (+1 un- known)

The records on the reported disabilities over the past nine years reveal that most incidents occurred due to “workplace accidents”, followed by disease, traffic accidents and physical fighting. Workplace accidents indicate challenges and concerns regarding occupational safety and health. Similarly, traffic accident reported as the third main cause for disabilities reflects inadequate knowledge of the local context of the country in which the migrant worker is employed.

<sup>13</sup> There was an error in the presentation of the data in the previous report. In the earlier report, this was reported as 181.

**Figure 16. Reported causes of injury and disability, 2008/09 - 2016/17**



A total of 5,892 deaths of migrant workers occurring in 29 destination countries were reported to the FEPB from 2008/09 to 2016/17 (Table 14). There has been slight decrease in the number of reported deaths in the last two fiscal years.

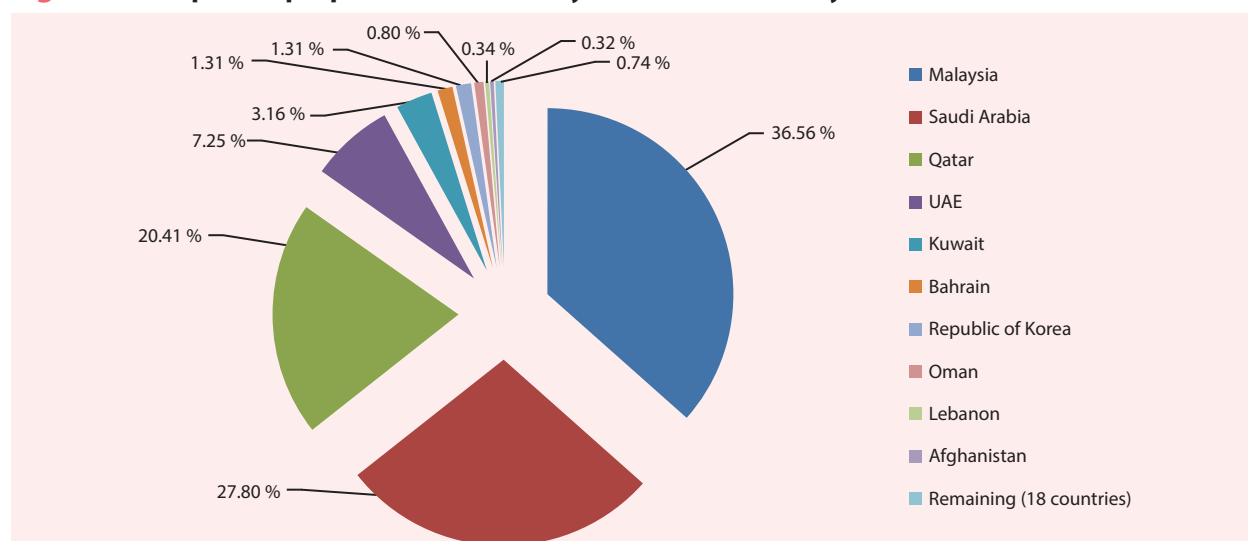
**Table 11. Total reported number of migrant workers' deaths during foreign employment, by sex, 2008/09 - 2016/17**

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	1 000	6	1 006 <sup>14</sup>
2015/16	789	24	813
2016/17	737	18	755
Total	5 765	127	5 892

Most deaths over the past nine fiscal years occurred in Malaysia (2,154 counts), Saudi Arabia (1,638 counts), Qatar (1,203 counts), UAE (427 counts) and Kuwait (186 counts) which are the main countries of destination for Nepali migrant workers. Deaths of migrant workers were recorded for at least 28 destination countries (See Annex).

<sup>14</sup> There was an error in the presentation of the data in the previous report. Only 1,004 was reported in the previous report.

**Figure 17. Reported proportion of death, by destination country, 2008/09 – 2016/17**



There is an evidence of more deaths in the destination countries than those recorded at the FEPB. The DOCS provided some information on deaths from their records obtained from the embassies in the destination countries. It showed that more deaths had occurred in the destination countries than recorded at the FEPB. This suggests that not all deaths are compensated although it must be considered that the FEPB requires labour permit records of the migrant workers to access compensation.

**Table 12. Difference in total deaths recorded at DOCS and FEPB**

Country	Fiscal Year	Total deaths as per the Department of Consular Service	Total deaths as per the Foreign Employment Promotion Board
UAE	2013 – 2017	317	274
Kuwait	2007 – 2017	331	186
Bahrain	2007 – 2017	111	77
Oman	2008 – 2017	74	47

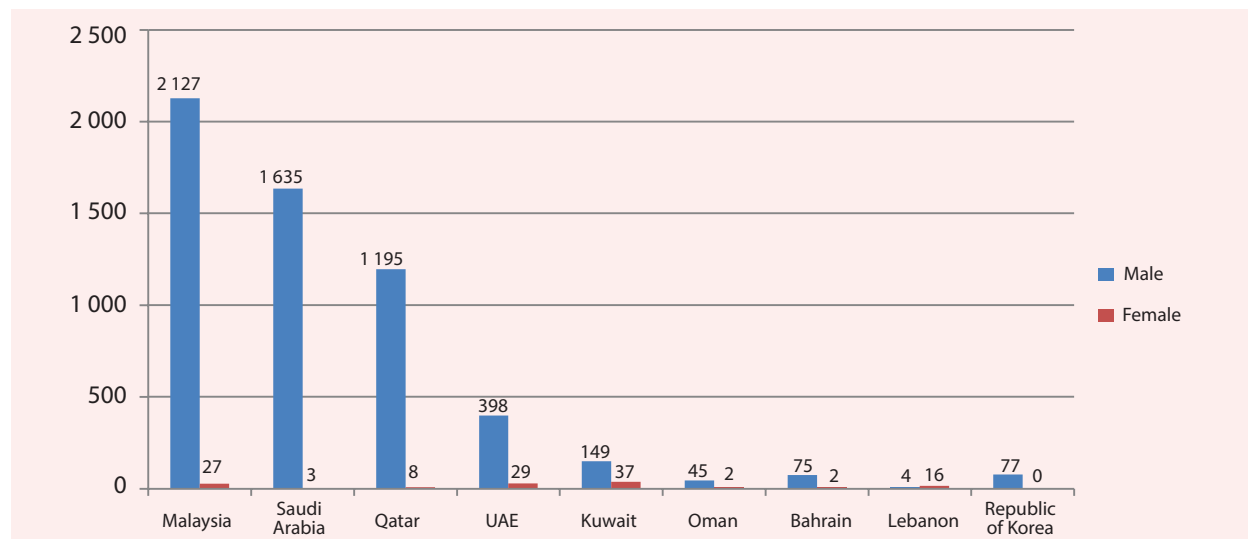
Note: The timeframe of data is presented as it was available.

Similarly, the records of EPS Korea Section showed that 76 migrant worker sent through this medium died during employment between 2008 and 2017. A total 77 deaths were compensated at the FEPB during the same period though it also records those who might have migrated independently and not used EPS system. Further disaggregation of data from the DOCS and EPS Korea Section was not available.

When disaggregated by sex, the men and women who died while working in a GCC country or Malaysia combined accounted for 97 per cent and 85 per cent, respectively, of all deaths. The large number of deaths in these countries is associated with the flow of the Nepali migrant workers to these countries. The highest number of male deaths was recorded for Malaysia while the largest number of deaths among female migrant workers occurred in Kuwait.



**Figure 18. Reported number of deaths in top destination countries, 2008/09 – 2016/17**



The major causes of deaths of the migrant workers were natural death (1,351 cases), cardiac arrest (1,152 cases) and traffic accident (798 cases) (see Table 13). The death by natural causes for male was 23 per cent and the death of female by suicide causes was 33 per cent. The death of male by suicide is as high as 10 per cent.

The classification of cause of death in the current system at FEPB and the subsequent findings in terms of numbers of death under each category reflect a significant grey area in the causes of death. First, many categories under which the cause of death of a migrant worker is classified are ambiguous and coupled with the lack of information it can lead to speculative conclusions that need further research. For instance, large numbers of death are recorded under ‘unidentified causes’ or ‘natural death’ while it is noteworthy that migrant workers take a medical test before departure and are allowed to travel only when they are deemed fit. Second, if the available information is taken at face value, then it suggests an emerging public health problem that needs deeper understanding, backed by systematic analysis and immediate intervention. Thus, to understand further, the causes of the migrant workers’ death, an in-depth investigation of the autopsies and medical records in the destination countries would require.

**Table 13. Reported cause of death among labour migrants while working abroad, by sex, 2008/09 - 2016/17**

Fiscal year	Causes of death																		
	Cardiac arrest		Heart attack		Murder		Natural death		Suicide		Traffic accident		Workplace accident		Other or unidentified causes		Under investigation		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
2008/09	25	1	2	0	1	0	24	0	8	1	8	0	6	0	13	1	0	0	90
2009/10	104	2	10	0	1	0	110	8	21	4	65	2	41	3	47	0	0	0	418
2010/11	100	0	48	0	40	0	114	4	60	2	60	0	59	2	60	0	0	0	549
2011/12	134	0	37	0	2	0	102	0	61	5	97	4	39	2	160	3	0	0	646
2012/13	115	1	31	1	2	0	105	1	76	5	104	0	27	0	256	3	0	0	727
2013/14	190	0	73	6	1	0	137	1	87	9	110	2	78	1	188	5	0	0	888
2014/15	268	0	88	2	0	0	247	0	110	3	120	1	113	0	54	0	0	0	1 006
2015/16	144	4	91	3	3	0	242	4	100	9	101	2	80	1	28	1	0	0	813
2016/17	64	0	64	0	1	0	246	6	84	5	118	4	59	2	97	1	4	0	755
Total	1 144	8	444	12	51	0	1 327	24	607	43	783	15	502	11	903	14	4	0	5 892

In the previous report, information available on causes of death as per destination country was presented, which could not be updated for FY 2015/16 and 2016/17 because the database at the FEPB recently underwent upgrading, and some data remain to be filtered and digitized. Considering the importance of the available information, data for seven fiscal years, FY 2008/09 – FY 2014/15 is presented in the tables below.

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

Country	Total number of deaths			Causes of death							
	Male	Female	Total	Cardiac arrest	Heart attack	Natural cause	Other or unidentified causes	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	1 162 (+1 sex unknown)	61	28	485	34	340	60	118	1
Qatar	927	5	932	462	45	65	140	49	54	81	22
UAE	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

Table 14 highlights causes of death in Malaysia and GCC countries because most of the reported deaths of migrant workers occurred in the destination countries. 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 numbers of deaths categorized as the natural cause were in Saudi Arabia. Death by traffic accident was highest in Saudi Arabia, at nearly 60 per cent of all traffic accidents related deaths. The larger number of suicides occurred in Malaysia (144 deaths), Saudi Arabia (60 deaths) and Qatar (54 deaths). More disaggregated data in terms of cause wise by sex in destination countries is presented in table 15-21.

**Table 15. 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	189
Saudi Arabia	1	-	3	1	8		14	-	17	-	18	-	33	-	95
Qatar	2	-	11		8	-	7	-	15	-	13	-	12	-	68
UAE	3	-	1	2		1	8		3		6	3	6	1	34
Kuwait	-	-			2	1	2	1		3	4	5	9	1	28
Republic of Korea	-	-			3		3		3		3		5	-	17
Lebanon	-	1	1	1	1	-	-	2	-	1	-	1	-	-	8
Oman	-	-	1	-	-	-	2	-	1	-	-	-	-	-	4
Bahrain	-	-	-	-	1	-	-	-	1	-	1	-	1	-	4
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

**Table 16. Reported number of deaths as other or unidentified in destination countries, by sex, 2008/09 - 2014/15**

Country	Other or unidentified causes														
	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	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
UAE	1	-	3	-	2	-	8	-	12	-	2	-	1	-	29

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	
Kuwait	-	-	-	-	-	-	3	2	6	1	1	3	-	-	16
Republic of Korea	-	-	-	-	1	-	2	-	6	-	5	-	-	-	14
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

**Table 17. Reported number of deaths by natural cause in destination countries, by sex, 2008/09 - 2014/15**

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
UAE	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
Republic 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
USA											1				1
Mauritius													1		1
Total	24	0	110	8	114	4	102	0	105	1	137	1	242	0	848

**Table 18. Reported of deaths by workplace accident in destination countries, by sex, 2008/09 - 2014/15**

Country	Workplace accident														Total
	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/14		
	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	-	21	-	28	-	118
Qatar	-	-	12	1	2	-	3	-	4	-	29	-	30	-	81
UAE	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
Israel	-	-	-	-	-	-	1	1	-	-	-	-	-	-	2
Republic of Korea	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1
Japan	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1
Total	6	0	41	3	59	2	39	2	27	0	78	1	113	0	371

**Table 19. Reported number of deaths by traffic accident in destination countries, by sex, 2008/09 - 2014/15**

Country	Traffic accident														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	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
UAE	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
Lebanon	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0
Total	8	0	65	2	60	0	97	4	104	0	110	2	118	1	571

**Table 20. Reported number of death by cardiac arrest in destination countries, by sex, 2008/09 - 2014/15**

Country	Cardiac arrest														
	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	57	1	69		83		81		84		68		462
Malaysia	3		22		14		31		14		63		144		291
UAE	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
Republic of Korea									2		1		2		5
Oman											2		2		4
Lebanon									1		1				2
Afghanistan													2		2
Poland													1		1
Sri Lanka									1						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

**Table 21. Reported number of death by heart attack in destination countries, by sex, 2008/09 - 2014/15**

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		37	2	132
Qatar	1		3		9		1		4		12		15		45
Kuwait					1		9		6	1	11	6	9		43
UAE			3		4		5		4		10		9		35
Saudi Arabia			1		3		2		3		6		13		28
Republic 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

## 2.8 Recruitment agencies and other institutions

Recruitment agencies are private businesses established under the prevailing Company Act and 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. Likewise, various institutions also acquire a permit to provide pre-departure orientation training and medical test to migrant workers. The DOFE regularly monitors these institutions.

**Table 22. Details on private institutions providing services to migrant workers**

Details	Total numbers
Recruitment agencies registered to operate	1 130
Recruitment agencies currently operating	932
Branch offices of registered recruitment agencies	47
Registered agents of recruitment agencies	733
Orientation institutions registered to operate	118
Orientation institutions currently operating	118
Institutions approved to operate under JITCO agreement	222
Registered institutions providing training for domestic worker jobs	18
Currently operating institutions providing training for domestic worker jobs	15

## 2.9 Remittances

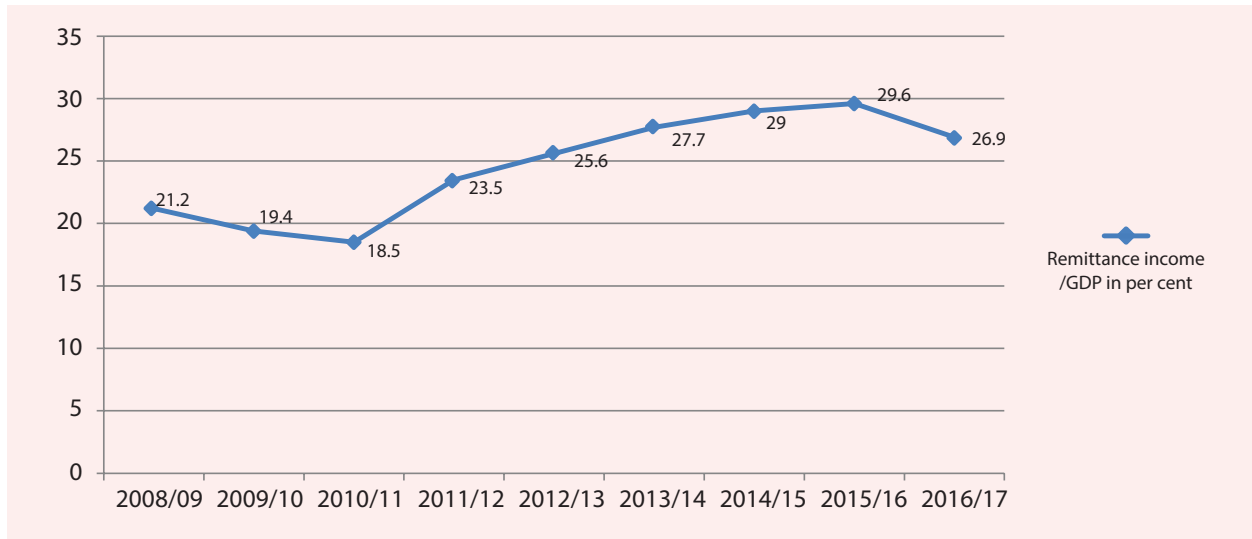
Nepal was the fourth highest remittance recipient, as a share of GDP, among all countries and the top recipient among the South Asian Association for Regional Cooperation (SAARC) countries in 2017.<sup>15</sup> As a percentage share of GDP, there was an increase from 21.2 per cent in FY 2008/09 to 26.9 per cent in FY 2016/17.<sup>16</sup> In other terms, Nepal received 209.7 billion NPR in remittances in 2008/09, which has increased to 699 billion NPR in 2016/17. While there has been a continuous increase in the total remittance income in the past decade, it is contingent upon the outflow of migrant workers (see Figure 1). Additionally, while the overall volume of remittance annually is large; a remittance recipient household receives an annual 80,462 NPR on average,<sup>17</sup> which is low at an individual level.

<sup>15</sup> World Bank (2017)

<sup>16</sup> MOF (2017)

<sup>17</sup> MOLE (2015) National Employment Policy 2015. The Government of Nepal: Ministry of Labour and Employment.

**Figure 19. Remittance as share of GDP, 2008/09 - 2016/17**









*Labour permits being granted to potential migrant workers at the Labour Village. © ILO.*

# Governing labour migration

Labour migration governance is a priority issue for the Government of Nepal, and it remains steadfast to manage and protect the rights of the growing number of Nepali migrant workers. The response of the Government to increasing trend over time has sought to address the changing context of domestic and international labour markets. Moreover, it has also attempted to 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 the returnee migrants as well as the transfer of their newly acquired skills and knowledge. The achievements of the Government are reflected in the policies, laws and institutional mechanisms.

The Government's effort at governing foreign employment began in 1985 with the enactment of the FEA. It aimed at regulating the volume of migrant workers leaving for employment to countries other than in India, which was relatively low at that time. A significant rise in the outflow of migrant workers came about with the democratic revolution in 1990 that resulted in government adopting a liberal economic approach to issues of labour management. It opened doors for all Nepali citizens to seek employment globally and allowed the private sector to engage intensively in the migration process. As the outflow of migrant workers increased, the Government has made necessary changes to its approach by expanding the scope of foreign employment governance and reforming its role in the migration process. Two decades after the adoption of the first FEA, the Government's role was inclined towards promoting safe and decent foreign employment, protecting the rights of migrant workers, and regulating private sectors and individuals providing services for foreign employment.

A major turning point in governing labour migration was 2007 when the Government enacted a new law considering the meteoric rise in foreign employment trend, which led to new legal and administrative challenges, and thus increasing demand for the protection of migrant workers. At the same time, the Government had to take account of the socio-economic impacts of labour migration in Nepal. The FEA, 2007 paved the way for establishment of a separate and dedicated department concerning foreign employment, namely the Department of Foreign Employment that regulates the migration process and also the creation of Foreign Employment Promotion Board that sought to ensure the social protection of migrant workers. Subsequently, the Foreign Employment Policy 2012, the first national policy on foreign employment was devised with an aim to integrate socio-economic dimensions of increasing trends in foreign employment along with providing overall guidance for regulating the migration cycle.

The Government of Nepal is cognizant of international practices on governing labour migration for employment and ensures coherency of its efforts in line with the international standards on labour and migration. The Government is a member country of ILO, and Nepal has ratified 11 Conventions that

ensure rights to fair and decent labour practices. The Government of Nepal was elected as a Deputy Member of the Governing Body of the ILO in June 2017.

The Government of Nepal is also a regional actor on the issues of labour migration. It has been a member of the Colombo Process since 2003 and the Chair of the regional process since 2017. The Colombo Process is a regional consultative process in the management of overseas employment and contractual labour for countries of origins in Asia, and it consists of twelve Member States and eight Observer Countries.<sup>18</sup> Likewise, Nepal is a participating country in the Abu Dhabi Dialogue, initiated since 2008, that takes a collaborative approach to address development in temporary labour mobility in Asia by building action-oriented partnerships between countries of origin and destination. In addition, Nepal played a leading role together with the SAARC Secretariat to hold the first ever SAARC level discussion on regional cooperation on labour migration, which resulted in the endorsement of the Plan of Action for Cooperation on Labour Migration. The Plan of Action identified common strategies and acts as the region's blueprint for collective action on labour migration.

**Table 23. Time-line of key events in foreign employment governance in Nepal**

Year	Description
1985	Enactment of first law on foreign employment: Foreign Employment Act 1985
1992	First amendment of the Foreign Employment Act
1998	Second amendment of the Foreign Employment Act
1999	Enactment of Foreign Employment Rules, 1999
2003	The Government becomes member of the Colombo Process – a regional consultative forum on management of foreign employment and contractual labour
2007	Enactment of new law: Foreign Employment Act, 2007
2008	Establishment of the Foreign Employment Promotion Board Establishment of the Department of Foreign Employment; the responsibility of which was until then overseen by the Department of Labour and Employment Promotion in the then Ministry of Labour and Transport Management. Enactment of Foreign Employment Rules, 2008
2010	Establishment of Foreign Employment Tribunal
2011	First amendment of Foreign Employment Rules, 2011
2012	Announcement of the first, Foreign Employment Policy, 2012
2015	Development of five-year National Strategic Action Plan on Foreign Employment First Amendment of Foreign Employment Act, 2007
2016	First SAARC-level regional consultation on labour migration held by the Government of Nepal together with the SAARC Secretariat
2017	Nepal becomes the Chair of the Colombo Process

<sup>18</sup> www.colomboprocess.org

## 3.1 Prevailing laws and policies

### 3.1.1 Foreign Employment Act, 2007

The FEA, 2007 and the accompanying Rules (2008) govern all matters relating to migration for foreign employment from Nepal. The law and its Rules promote the security and welfare of foreign labour migrants with the provisions regarding the protection to their rights and for the regularization and monitoring of the businesses that facilitate the migration process. The provisions include the establishment of necessary institutional mechanisms to govern foreign employment, the creation of a welfare fund for migrant workers, insurance coverage, pre-departure orientation and training, compensation to migrant workers and their families, rescue and repatriation of migrant workers and their 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 setting up a tribunal to settle cases and penalize perpetrators.

Keeping pace with the expanding challenges and dynamics of foreign labour migration, necessary amendments were made to the Foreign Employment Rules 2008 in 2011 and FEA, 2007 in 2015, in order to strengthen the prevailing laws and rules to make foreign employment safe, decent and dignified.

### 3.1.2 Foreign Employment Policy, 2012

A Foreign Employment Policy was announced in 2012. It is the first policy of 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 among female labour migrants going abroad for employment and recognizes the problems that they experience during the migration process. Moreover, 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 sectoral partnerships.
- Help foreign labour migrants utilize their remittances for their own development as much as possible.

## 3.2 Institutional mechanisms

### 3.2.1. Ministry of Labour and Employment

The Ministry of Labour and Employment was established as an independent entity in 2012 after it separated from the Ministry of Labour and Transport Management. As per the Government's Allocation of Business Rules, 2012, the Ministry of Labour and Employment takes the lead in the formulation, implementation, coordination, monitoring and evaluation of policies, plans, and programs related to labour and employment. The objectives of the Ministry have two folds:

- to create dignified employment opportunities in line with the right to labour granted by the Constitution of Nepal such that unemployment and under-employment are reduced; and
- to make foreign employment safe, dignified and well-managed.

The Foreign Employment and International Labour Relations Division, within the Ministry, administers all matters relating to foreign employment.

As of FY 2016/17, the work priorities related to foreign employment in line with the objectives of the Ministry were:

- strengthening and expanding of the institutional mechanisms that facilitate foreign employment;
- appointing labour attaché in major destination countries;
- expanding and promoting labour market in collaboration with Non-residential Nepali Association along with protecting of the rights of the migrant workers;
- collaborating with SAARC member countries and other destination countries to develop and endorse Plan of Action for Cooperation on Labour Migration to include protection and support mechanisms for migrant workers;
- developing a standard format for bilateral agreements, entering into new bilateral labour agreements with key destination countries and reforming existing bilateral agreements;
- encouraging migrant workers to remit their income through formal banking channels and increasing employment domestically by facilitating productive use of remittance;
- making foreign employment inclusive to marginalized groups by increasing their access to employment generating training;
- collaborating with financial institutions to increase access to credit for those entering the domestic and international labour market;

- strengthening the information management system regarding foreign employment;
- effectively managing pre-departure orientation and preliminary training for migrant workers that includes cultural knowledge of destination countries, protection mechanisms, and health requirements; and
- gradually developing provisions to ensure that only skill tested and certified individuals are sent for foreign employment.

In an effort to expand its extraterritorial jurisdiction and accord more protection to its citizens abroad, the Government of Nepal has signed bilateral agreements or Memorandum of Understanding with key destination countries.

**Table 24: List of bilateral agreements and Memorandum of Understanding signed by the Government of Nepal till date**

Destination country	Year of agreement	Nature of agreement
Qatar	2005	General Agreement
UAE	2007	Memorandum of Understanding
Republic of Korea	2007	Memorandum of Understanding
Bahrain	2008	Memorandum of Understanding
Japan	2009	Directive
Israel	2015	Joint Pilot Program
Jordan	2017	General Agreement

While each of these 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:

- pre-departure responsibilities of Nepal;
- procedures for 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 monitoring of agreements; and
- validity of agreements and terms and conditions for mutually agreed extensions and revocations.

In addition to implementing the FEA, 2007, the Ministry has hitherto developed following directives and manual to ensure good governance in foreign employment:

- Directive on the Management of Sending Technical Interns to Japan, 2008
- Directive for Acquiring Labour Permits through Individual Process, 2012
- Standard on the Enlisting Process of Health Examination Institution for Workers going for Foreign Employment, 2013
- Manual on Registration and Renewal of Orientation Training Institutions, 2014

- Guidelines Regarding Sending Domestic Workers on Foreign Employment, 2015
- Standard Procedure on Monitoring of Foreign Employment Business and Orientation Training Institutions, 2016

The Ministry launched a detailed five-year National Strategic Action Plan for the period of 2015 to 2020 that seeks to translate the objective, aim and seven 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 Ministry initiated to reduce the economic burden and chances of vulnerability to fraud among workers during the migration process through implementation of the 'Free Visa, Free Ticket' policy. On July 2015, a ministerial directive was issued for a 'Free Visa, Free Ticket' policy for seven destinations; Bahrain, Kuwait, Malaysia, Oman, Qatar, Saudi Arabia, and UAE; and, pursuant to which, the workers going to these countries would have the costs of their visa and ticket covered by the recruitment agency.

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 prospective migrants. Currently, these are the ministerial programs on affairs of foreign employment operating in collaboration with development partners:

- Safer Migration Project, 2013 – 2018
- Partnership Program on Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East, 2013 – 2018

Recent developments pertaining to foreign employment by the Ministry of Labour and Employment, 2015/16 – 2016/17, were:

- undertaking regional leadership as the Chair of the Colombo Process;
- elected as Deputy Member of the ILO Governing Body;
- developed the Standard Procedure on Monitoring of Foreign Employment Business and Orientation Training Institutions, 2016;
- carried out the first amendment of the FEA, 2007 in 2015;
- monitored 127 institutions within Kathmandu valley that provide orientation training and medical examination test pertaining to foreign employment;
- negotiated and signed general agreement with Jordan<sup>19</sup>; in talks with other destination countries such as Malaysia, Saudi Arabia, Kuwait and Oman
- initiated coordination with the Ministry of Foreign Affairs and Department of Immigration to share information system on labour migration and returnee migrant workers; and
- conducted study on the utilization of remittances.

<sup>19</sup> The government entered into agreement with Jordan in October 2017 during the time of preparing this report.



### 3.2.2 Foreign Employment Promotion Board

The FEPB was established in 2008 according to Section 38 of the FEA, 2007 and is chaired by the Minister of Labour and Employment. It consists of 23 members, including representatives from different ministries, Nepal Rastra Bank, civil societies, and private sector. Its major responsibilities are the promotional activities for foreign employment and ensuring the social protection and welfare of migrant workers. The Board conducts its responsibilities through the FEPB Secretariat and carries out following functions:

- conduct studies relating to 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 arrange emergency contact detail for each worker that leads to their improved protection while working abroad;
- formulate, implement, monitor and evaluate programs to use the skills, capital and technology of returnee migrants and mobilize them for national interests; prescribe the qualifications for the registration of businesses that provide pre-departure orientation training;
- formulate and approve the curricula of pre-departure orientation training;
- formulate short- and long- term policies as required to make foreign employment safe, systematic and decent; carry out a comprehensive study on the implementation of the FEA and suggest amendments to the Government; and
- advise the Government on fixing of service charges and promotional costs.

The Board manages the Foreign Employment Welfare Fund that was established under the FEA, 2007. The Act has a provision for welfare fund to ensure social security and protection of migrant workers, returnee migrant workers and their families. The fund is pooled from following sources:

- amount deposited by the departing migrant worker (NRs. 1,500 for three-year labour permit and NRs. 2,500 for labour permit extending more than 3 years; paid one-time);
- interests from the deposit made by foreign employment businesses when obtaining a license of operation and license renewal cost;
- amount received in the form of fees and renewal fees from Government of Nepal licensed private recruitment agencies;
- registration fees deposited by the orientation training institutions to obtain a license of operation and their renewal;
- amounts received from institutions operating foreign employment services; and
- grants and assistance received from any native or foreign persons or institutions.

The Welfare Fund is utilized in following ways:

- providing skill-oriented training to workers going for foreign employment;
- providing monetary support and compensation to migrant workers or their families in case the migrant worker was injured and/or disabled during foreign employment or had to be returned due to adverse conditions (as stated in Section 75 of the FEA, 2007) from destination countries;

- repatriating workers to Nepal due to injuries or if the workers become helpless contravening the terms and conditions stipulated in the contract;
- repatriating dead bodies of migrant workers from destination countries when needed and provide monetary support to the family of the deceased migrant worker;
- carrying out awareness raising and promotional activities on foreign employment and safer migration; and
- conducting employment generating programs for returnee migrants.

Recent developments at the FEPB, during 2016/17<sup>20</sup>, were:

- monetary support provided to nominated beneficiaries of 755 migrant workers who died during foreign employment;
- monetary support provided to 206 migrant workers who were injured and/or disabled during foreign employment and returned back;
- reimbursement of fees as per the cost incurred to 1,671 migrant workers who participated in the two-day pre-departure orientation training to destination countries;
- repatriated dead bodies of 251 migrant workers who were abandoned in destination countries and provided free services in transporting the dead bodies of 767 migrant workers to their home in the origin district;
- rescued 51 migrant workers from destination countries in coordination with respective Nepali embassies;
- released funds to provide legal support for the needy migrants in destination countries;
- provided scholarship funds to 1,250 children of migrant workers, who died during employment or returned impaired and unable to work;
- released funds to 107 institutions to provide skill development training to 10,000 individuals across 50 districts in all the seven provinces. A 160-hour training was provided for electrician, mason, house painting, steel (fixer), shuttering carpenter, scaffolders, cook, waiter/waitress, house-keeping, garment/tailoring and security guards;
- conducted Training of Trainers to produce 305 new trainers to deliver pre-departure orientation training;
- conducted interaction programs to raise awareness for safer migration in five districts in coordination with District Coordination Committee, and in collaboration with school teachers and students in four districts and with media personnel in five districts;
- conducted awareness raising and promotional activities through production of radio program, street drama, and informative video; and
- published country-specific information in the form of brochures for major destination countries.

<sup>20</sup> Information for FY 2015/16 was not available.

### 3.2.3 Department of Foreign Employment

The restructuring of the previous Department of Labour and Employment Promotion resulted in a division that led to creation of the present DOFE and the Department of Labour. The DOFE is the key institution in facilitating and regulating foreign employment. Its 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. The Department has the following scope of work:

#### Policy work

- carry out policy work related to the FEA, Regulation, Directives and Working Procedures;
- carry out labour agreements with destination countries for foreign employment in collaboration with relevant national and international organizations;
- coordinate and collaborate in matters related to foreign employment and international migration;

#### Regulatory work

- regulate foreign employment business, including the issuance, renewal and revocation of a license needed to operate;
- authorize a permit to institutions that provide foreign employment orientation training and their monitoring;
- register complaints related to foreign employment;
- investigate and prosecute cases registered in the Department;
- coordinate in providing compensation to migrant workers; and
- support in rescue of migrant workers from destination countries.

Notification of job opportunities in foreign countries, typically coursed through the recruitment agencies, are provided to the Department in the form of a demand letter. The Department reviews the terms and conditions of a contract to ensure its legal compliance 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 a 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, specifying the terms and conditions of the job offer (often the terms and conditions do not comply with the contract). The labour permit is a sticker placed in the worker’s passport.

The complaints and grievances of migrant workers are registered in the Complaint Registration and Investigation Section. Cases of foreign employment filed under the FEA are considered cases against the State. When a complaint is filed, the Complaints Registration and Investigation Section must investigate the case. The Department has jurisdiction to decide if an offence has occurred, as per Sections 43-59 of the FEA. The cases beyond its jurisdiction are forwarded to the Foreign Employment Tribunal. For example, the Department does not handle cases filed by workers who received an “individual” type permit but automatically forwards them to the Tribunal. The Department of Foreign Employ-

ment maintains Foreign Employment Information Management System that maintains a database of details from the labour permit applications and permits granted as well as complaints made, and cases resolved regarding foreign employment. Majority of the data collated for this report were retrieved from the database at DOFE. It also provides online services to migrant workers, such as tracking progress in obtaining labour permits.

The DOFE restructured itself in 2013 with a view to better manage the changing context of labour migration. The Ministry of Labour and Employment established a 'Labour Village' in Kathmandu to provide smooth, quality, timely and transparent services to job seekers from a single stop location. The Kathmandu Office, Malaysia Section, Qatar Section, and Saudi Arabia Section of the Department of Foreign Employment are now located in the 'Labour Village'. It hosts a Migrant Resource Centre that provides reliable information and legal counselling to migrant workers to improve their protection during the period of their employment. Online services for banking and insurance are also in place within the 'Labour Village'.

Recent developments at the DOFE, FY 2015/16 – 2016/17, were:

- Foreign Employment Information Management System operational since 2016 with its upgraded version including upgrading of the manual process for applying for the EPS to an online application system;
- creation of a Complaint Room within the DOFE to hear complaints pertaining to foreign employment process; and
- work in progress on issuing renewal of permits from the destination countries in order to decrease the economic burden for migrant workers.

### 3.2.4 Foreign Employment Tribunal

The FET was established in 2007 pursuant to the FEA, 2007 and its Regulations, 2008. It is a semi-judicial body consisting of three members, chaired by a Judge of the Appellate Court, a case-trying officer of the Labour Court and the gazetted first class officer of the judicial service. The organization operates with 16 employees.

The jurisdictions of FET as enunciated in the FEA and FER are as follows:

- a) **Prohibition on operating foreign employment business without permission:** No agency can conduct affairs of foreign employment without obtaining a license as per the FEA. If found doing so, and in the process, false hope of (regular) foreign employment was provided or monetary benefit was extracted from the would-be migrant worker, then the perpetrator is penalized to reimburse 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 the destination country, then the penalty is cut in half.

- b) **If a licensed recruiting agency sends a migrant worker without obtaining the labour permit:** In cases where a licensed recruiting agency provides false hope for (regular) foreign employment and extracts money for doing so, then a total sum of the principal amount and 50 per cent more of that amount is fined to the recruitment agency, with jail time of three to seven years and revocation of their license to operate the business.
- c) **Prohibition on sending minor for foreign employment:** If any licensed recruiting agency is found sending a ‘minor’ for foreign employment, such agency is fined NPR 300,000 to NPR 500,000 and is sentenced between three and seven years of jail.
- d) **Prohibition on sending 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 other countries that are permitted, such agency is fined NPR 300,000 to NPR 700,000 and jailed for three to seven years. If the would-be migrant worker has not already departed, then, the penalty is cut in half.
- e) **Action against embezzlement of necessary documents or reports:** In cases in where a licensed recruitment agency embezzles necessary documents or records related to its business, that agency is fined NPR 100,000 to NPR 300,000 and jailed for six months to a year. In case of repetitive offence, the penalty is doubled.

FET operates as per the provision in the Summary Procedures Act, 1972. The cases that are filed are tried and dealt in accordance with this Act. The Tribunal also receives cases forwarded by the DOFE.

### 3.2.5 Labour Attaché

The FEA (section 68) requires the appointment of a labour attaché in destination countries where 5,000 or more Nepali migrant workers are based<sup>21</sup>. The functions, duties and powers of the labour attaché are as follows:

- 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;

<sup>21</sup> The Foreign Employment Rules 2008 requires appointment of female labour attaché in destination countries where there are more than 1,000 female migrant workers.

- 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 that set forth in their work contract;
- supervise any activity that may affect migrant workers; and
- perform functions as prescribed by the Government when necessary.

The Government of Nepal has appointed labour attachés in eight countries: Bahrain, Kuwait, Malaysia, Oman, the Republic of Korea, Saudi Arabia, and the UAE.

### **3.2.6 Other institutions**

Nepali embassies play a major role in providing services and supporting Nepali migrant workers in destination countries. Major activities of the Nepali embassies in relation to labour migrants include services and support in time of distress and grievances, repatriation of the dead bodies of deceased migrant workers, facilitating migrant workers to receive compensation from their employer, and rescuing migrant workers from vulnerable situations.

In Nepal, Ministry of Foreign Affairs is a focal ministry through which indemnities of a migrant worker who died during employment abroad are distributed to the nominated beneficiary. The funds are channelled from the Nepali embassies in destination countries to the DOCS, which then forwards the payment to the respective District Administration Office for disbursement to the beneficiary.

The DOCS renders its services to the Nepali citizens. The consular office and legal consultation function provides following services to the Nepali citizens:

- Search and rescue
- Repatriation of dead bodies
- Compensation of death and deformation
- Grievance handling
- Handling of insurance specific issues

The DOCS has introduced an e-governance system in delivering the various services. With regard to migrant workers, requests for search and rescue of workers in distress, request for repatriation of dead bodies from destination countries, and applications for compensation for disabled or deceased migrant worker can be made online.





*Aspirant migrant worker participating in a garment skills training. © ILO/A. Basnyat.*



# Thematic issue

## 4.1 Skills recognition and development of migrant workers

The importance of knowledge and skills development of a country's workforce cannot be overstated. It has been widely observed that economic growth is increasingly driven by individuals' endowments in terms of skills and knowledge.<sup>22</sup> Higher education and enhanced skills are key factors for increased productivity, better jobs and wages, and a major route out of poverty.<sup>23</sup>

As many as 500,000 enter the Nepali labour market each year, of which many find work abroad<sup>24</sup>; about 390,000 labour permits were issued on an average annually in the past nine fiscal years. International labour migration is a critical determinant of the employment situation in the country and has been considered a major force of change and development, particularly in poverty reduction and sustainability of economy.<sup>25</sup> However, majority in the labour force both domestically and internationally are low-skilled and the need to develop skilled human resource is apparent. The Fourteenth Period Plan, 2016/17 – 2018/19 of the Government acknowledges the need to produce qualified and skilled human resource through vocational, technical and skill based training such that the labour force can be competitive in the national and international labour markets.

The records at the DOFE in 2013/14<sup>26</sup> showed that nearly 75 per cent of the migrant workers are “unskilled”, which is a serious national concern. Low level of skills is often associated with low paying jobs and vulnerable working conditions. Hence, the National Employment Policy, 2015 considers foreign employment as an intermediate strategy where the aspirants need to be imparted suitable trainings and skills.<sup>27</sup> The National Youth Policy, 2015 and the Technical and Vocational Education and Training Policy, 2012 posit the case even more strongly by stating that formal and technical training along with skills certificates should be gradually made mandatory for those aspiring foreign employment.<sup>28</sup> The Foreign Employment Policy, 2012 considers that skills would maximize benefits of the foreign employment and the FEA, 2007 provisions for pre-departure orientation training to migrant workers. The aforementioned policies also acknowledge the fact that skill development is a continuous process that carries on during foreign employment and upon return but not just limited to pre-departure. As many citizens leave for foreign employment each year, there is also an increasing number of returnee migrant workers and thus a need to address their issues, including skills recognition and further devel-

<sup>22</sup> OECD (2014)

<sup>23</sup> Taylor M., Haux T., and Pudney S. (2012)

<sup>24</sup> NPC (2016)

<sup>25</sup> NPC (2016a)

<sup>26</sup> The DoFE data on skill classification after FY 2013/14 is not available.

<sup>27</sup> Part 13.5 of the National Employment Policy 2015 of the Government of Nepal

<sup>28</sup> Part 10 (B.12) of the National Youth Policy and Working Policy No.15 of the TVET Policy 2012

opment upon return. Since there is a need to better understand the phenomenon of labour migration and the return of migrants for formulating strategies to achieve the Sustainable Development Goals<sup>29</sup>, it is apt that a discussion on skills development and recognition of migrant workers should be included in this report.

## 4.2 Skills

Skill has been defined as “goal-oriented, well-organized behaviour that is acquired through practice and performed with economy of effort” while the International Standard Classification of Occupations defines skill as the ability to carry out the tasks and duties of a given job.<sup>30</sup> In other words, it is an ability developed over time to produce desired results in a coherent manner within a given amount of time. It is usually measured by education level, qualifications and training, and furthermore, increasingly valued in terms of soft skills, such as communication, teamwork and other inter-personal skills.<sup>31</sup> Skills may be acquired through formal environment as well as in non-formal or informal settings. While education system of a country is a setting for formal learning, skills may be gained through informal and non-formal settings, such as in the labour market. The labour market is a place for production of non-formal and informal learning situations<sup>32</sup> that may result in obtaining basic and advanced technical skills or soft skills.

It is important to recognize what the skills are and how they are gained in the context of international labour migration cycle due to the diversity of migrant workers, mainly in terms of the nature of jobs, the countries of destination, and the personal abilities predisposed by education and work experience.

## 4.3 Occupations of Nepali migrant workers: Data and limitations

The quantitative and qualitative data available on the skills of migrant workers is limited. The occupations of migrant workers recorded at the DOFE serve as an indicator of the nature of jobs Nepali migrant workers are engaged at the destination countries and suggest associated skills. The Department records data on the occupations of migrant workers, gender and country of destination wise, from FY 2016/17 onwards as per the occupation stated in the demand letter submitted to obtain the labour permit. This recent effort to produce disaggregated data was part of upgrading the Foreign Employment Information Management System within the Department. Till FY 2013/14, the DoFE maintained data on the skill level in four broad categories as “unskilled”, “semi-skilled”, “skilled” and “highly skilled or professional” worker and was reported at around 74 per cent, 12 per cent, 14 per

<sup>29</sup> NPC (2016a) pp.9

<sup>30</sup> Proctor, R.W.; Dutta A. (1995) Skill acquisition and human performance, Sage Publications: London

<sup>31</sup> Taylor M., Haux T., and Pudney S. (2012)

<sup>32</sup> Werquin, P. (2010) Recognition of non-formal and informal learning: Country practices. OECD: Paris available at:<https://www.oecd.org/edu/skills-beyond-school/44600408.pdf>

cent and less than 1 per cent of the total number of migrant workers respectively.<sup>33</sup> However, the four categories did not adhere to any standard classifications of skills.

While there is new information, it is still limited in terms of time-period – available only for FY 2016/17 – and information of the skill level of migrant workers going abroad on an individual level is not yet available. Moreover, the data recorded in terms of occupation must not be unequivocally equated with skills because a single occupation may have different levels of skills. Similarly, the recorded data is not based on a formal certification of skills by any authorized government institutions. A key point to note is that due to the reported cases of contract substitution and deception of working conditions, the occupations data drawn from the demand letters might not present an exact picture. Considering such limitations, the data on major occupations of Nepali migrant workers in the GCC countries and Malaysia for FY 2016/17 is presented as they represent the major corridors of foreign employment in last nine fiscal years.

**Table 25: Occupation profile: Malaysia, 2016/17, via recruitment agency only**

Total flow of migrant workers: 94 426; Male: 92 419 (97.88 %); Female: 2 007 (2.12 %)

Occupation	Male	Female	Total	Percentage		
				M	F	T
Factory worker (production and manufacturing)	54 512	1 697	56 209	56.81	84.55	59.52
General labour (unspecified)	17 482	289	17 771	18.92	14.39	18.82
Security guard	10 984	0	10 984	11.8	0	11.63
General cleaning labour (sector unspecified)	3 051	0	3 051	3.30	0	3.23
Construction worker	1 429	0	1 429	1.54	0	1.51
Restaurant and hotel worker	1 414	11	1 425	1.52	0.54	1.50
Agriculture labour (farm, plantation)	1 314	3	1 317	1.42	0.14	1.39

Malaysia was the top country of destination for Nepali migrant workers in the past nine fiscal years. The data shows that majority of the migrant workers who went to Malaysia, both male and female, engaged in manufacturing factories as a production worker or general labour at 59.52 per cent of all migrant workers. Nearly 85 per cent of the female migrant workers were listed as factory workers. General labour (sector unspecified) comprised the second largest occupation for migrant workers followed by security guards (at 11.63 per cent).

<sup>33</sup> GIZ and ILO (2015)

**Table 26: Occupation profile: Qatar, 2016/17, via recruitment agency only**

Total flow of migrant workers: 113 696; Male: 111 339 (97.92 %); Female: 2 357 (2.08 %)

Occupation	Male	Female	Total	Percentage		
				M	F	T
General labour (unspecified)	57 605	5	57 610	51.74	0	50.67
Mason	9 241	0	9 241	8.30	0	8.13
Driver (light and heavy vehicles)	8 806	0	8 806	7.91	0	7.74
General cleaning labour (sector unspecified)	3 945	1 627	5 572	3.54	69.03	4.90
Carpenter	5 173	0	5 173	4.64	0	4.55
Electrician	2 690	0	2 690	2.42	0	2.36
Security guard	2 207	84	2 291	1.98	3.56	2.01
Painter	1 999	0	1 999	1.80	0	1.76

Half of the migrant workers bound to Qatar in FY 2016/17 were general labourers (unspecified), followed by a high number of masons (8.13 per cent) and drivers of light and heavy vehicles (7.74 per cent). There were also a significant number of workers who migrated to Qatar as construction workers in similar semi-skilled jobs, such as carpenter (4.55 per cent), electrician (2.36 per cent) and painter (1.76 per cent). Majority of the female migrant workers went as general cleaning labour (69.03 per cent).

**Table 27: Occupation profile: Saudi Arabia, 2016/17, via recruitment agency only**

Total flow of migrant workers: 71 948; Male: 70 865 (98.49 %); Female: 1 083 (1.51 %)

Occupation	Male	Female	Total	Percentage		
				M	F	T
General labour (unspecified)	33 270	4	33 274	46.95	0.36	46.24
Driver (light and heavy vehicles)	5 572	0	5 572	7.86	0	7.74
General cleaning labour (sector unspecified)	3 435	1 047	4 482	4.85	96.67	6.22
Restaurant and hotel worker	3 936	1	3 937	5.55	0	5.47
Construction labour (unspecified)	3 425	0	3 425	4.83	0	4.76
Factory labour (production and manufacturing)	1 720	0	1 720	2.43	0	2.39
Mason	1 473	0	1 473	2.08	0	2.04
Electrician	1 391	0	1 391	1.96	0	1.93
Carpenter	1 071	0	1 071	1.51	0	1.48

Majority of the Nepali migrant workers going to Saudi Arabia went as a general labour (unspecified) in FY 2016/17 (46.24 per cent) followed by as a driver (at 7.74 per cent) and as a general cleaning labour (6.22 per cent). The migrant workers were also employed as restaurant and hotel workers (5.47 per cent) which include waiters, cooks and general hotel staff. The ratio of women as general cleaning labour across different sectors is 96.67 per cent.

**Table 28: Occupation profile: UAE, 2016/17, via recruitment agency only**

Total flow of migrant workers: 50 950; Male: 44 532 (87.40 %); Female: 6 418 (12.6 %)

Occupation	Male	Female	Total	Percentage		
				M	F	T
General cleaning labour (sector unspecified)	10 327	4 626	14 953	23.19	72.07	29.34
General labour (unspecified)	14 688	99	14 787	32.98	1.54	29.02
Security guard	4 178	105	4 283	9.38	1.63	8.40
Restaurant and hotel worker	1 538	437	1 975	3.45	6.81	3.88
Scaffolder	1 880	0	1 880	4.22	0	3.69
Carpenter	1 468	0	1 468	3.30	0	2.88
Shop worker (retail and wholesale)	1 120	278	1 398	2.51	4.33	2.74

UAE has been a popular destination for both male and female migrant workers. Nearly equal number of migrant workers left for UAE as general cleaning labour (29.34 per cent) and general labour (29.02 per cent), followed by as security guard (8.40 per cent) and restaurant and hotel worker (3.88 per cent). The occupations of women in UAE were found more diversified than other destination countries in 2016/17 as many left for jobs as a general cleaning labour (72.07 per cent), a restaurant and hotel worker (6.81 per cent), and a shop worker (4.33 per cent).

**Table 29: Occupation profile: Kuwait, 2016/17, via recruitment agency only**

Total flow of migrant workers: 12 089; Male: 11 617 (96.09 %); Female: 472 (3.91 %)

Occupation	Male	Female	Total	Percentage		
				M	F	T
General labour (unspecified)	3 413	1	3 414	29.37	0	28.24
Civil technician labour	1 174	8	1 182	10.10	1.69	9.78
General cleaning labour	639	276	915	5.50	58.47	7.56
Scaffolder	891	0	891	7.67	0	7.37
Restaurant and hotel worker	658	82	740	5.66	17.37	6.12
Carpenter	735	0	735	6.32	0	6.07
Security guard	578	28	606	4.97	5.94	5.01
Welder	390	0	390	3.35	0	3.22

The occupations for Kuwait in FY 2016/17 show that majority of the migrant workers went for jobs as general labour (28.24 per cent) followed by civil technician labourers (9.78 per cent). Civil technician labourers included professional engineers and semi-skilled technicians that work with the design, construction and maintenance of buildings, roads, bridges, canals and other infrastructures. There were also number of other construction related jobs, such as scaffolder (7.37 per cent), carpenter (6.07 per cent) and welder (3.22 per cent).

**Table 30: Occupation profile: Bahrain, 2016/17, via recruitment agency only**

Total flow of migrant workers: 3 230; Male: 3 035 (93.96 %); Female: 195 (12.6 %)

Occupation	Male	Female	Total	Percentage		
				M	F	T
General labour (unspecified)	797	0	797	26.26	0	24.67
Security guard	665	2	667	21.91	1.02	20.65
Driver (light and heavy vehicles)	361	0	361	11.89	0	11.17
General cleaning labour	258	45	303	8.50	23.07	9.38
Maintenance clerk	248	0	248	8.17	0	7.67
Restaurant and hotel worker	107	29	136	3.52	14.87	4.21

The largest percentage of Nepali migrant workers going to Bahrain (24.67 per cent) went as a general labour followed closely by a security guard (20.65 per cent) and driver (11.17 per cent). Majority of the female migrant workers left for Bahrain as general cleaning labour (23.07 per cent), and restaurant and hotel worker (14.87 per cent).

**Table 31: Occupation profile: Oman, 2016/17, via recruitment agency only**

Total flow of migrant workers: 2 240; Male: 1 969 (87.90 %); Female: 271 (12.1 %)

Occupation	Male	Female	Total	Percentage		
				M	F	T
General cleaning labour	717	254	971	36.41	93.72	43.34
General labour (unspecified)	366	0	366	18.59	0	16.33
Restaurant and hotel worker	178	13	191	9.04	4.79	8.52
Scaffolder	110	0	110	5.58	0	4.91
Mason	53	0	53	2.69	0	2.36
Carpenter	53	0	53	2.69	0	2.69

Oman receives the least number of Nepali migrant workers among the GCC countries. Majority of the jobs were under general cleaning labour (43.34 per cent) followed by general labour (16.33 per cent), and restaurant and hotel worker (8.52 per cent).

Although the available data is limited to provide a trend of labour market demands in destination countries, the disaggregated data provide useful information in understanding the different jobs undertaken by Nepali migrant workers in GCC countries and Malaysia, which comprised of nearly 86.42 per cent of all migrant workers between FY 2008/09 and FY 2016/17. The trends indicated by the data can also be complemented by trends in employment in the countries of destination. While in the GCC countries, it has been noted that the demand for migrant workers will remain in domestic work, manufacturing and construction as well as sales and retail, services and hospitality, the employment trends in Malaysia indicates that heavy reliance on low-skilled general workers in agriculture, palm oil, rubber and electronic industries.<sup>34</sup>

<sup>34</sup> GIZ and ILO (2015a).

Majority of the migrant workers in these countries were found to be general labour across different unspecified sectors, which do represent the large number of jobs as low skilled labour. Similarly, general cleaning labourers were also high in numbers across all seven countries. It also showed the concentration of female migrant workers as general cleaning labour. However, it is noteworthy that plenty of migrant workers also leave for jobs requiring some levels of skills, such as masons, carpenters, electricians and painters. The available data suggests that majority of the Nepali migrant workers in destination countries are engaged in the construction sector, service industry, and manufacturing jobs, albeit the actual skill of the worker cannot be ascertain with the available data. When more data is available in the future, information on occupations can indicate labour market trends in destination countries that can be suggestive for skills development and recognition of migrant workers.

## 4.4 Current practices of skills development and recognition

The Council for Technical Education and Vocational Training (CTEVT) is an autonomous and apex body of the Government committed to produce technical and skilled human resources required for the nation. As a prime agency for skills development and recognition, the services of its wings and institutions can also be availed by migrant workers. The CTEVT is responsible for formulating Technical and Vocational Education and Training (TVET) policies in coordination with TVET providers, assuring quality of TVET and implementing or facilitating to implement all types of TVET programs to produce skilled workforce.

The TVET structure in Nepal comprises of formal, informal and non-formal education. The CTEVT also accredits skill levels for individual by carrying out skill-test through the National Skill Testing Board. The skill testing reaches out to experience worker (employed and unemployed) who lack official certification, successfully completed from pre-employment vocational training wishing to facilitate transition to work and the workers, who, at the end of the in-service training seek an upgraded or additional certificate. Principally, the skill testing activity operates within the framework of the Recognizing Prior Learning approach as a form of assessment that acknowledges individuals' previous learning outside the formal system and is a key method recognized globally for non-formal and informal skill assessment.

The aspiring migrant workers can develop various technical and vocational skills through institutions accredited by the CTEVT and get assessed against the units of competency in an Occupational Skill Standard or Occupational Profile. However, the current system of documentation at the CTEVT does not differentiate a migrant and non-migrant worker. Thus, it is premature to ascertain how migrant workers are accessing to the services provided by the CTEVT. A CTEVT official also represents in the Foreign Employment Promotion Board to ensure coordination between TVET sector and foreign employment sector.

Apart from the services provided by the CTEVT and its institutions, the migrant workers obtain important cultural knowledge and information about the destination countries through the pre-departure


skill-orientation training. These trainings are provided by the institutions licensed by the DOFE according to the curriculum developed by the FEPB. Various government-led programmatic initiatives, such as Safer Migration project also provide skills training to migrant workers.

The Vocational and Skill Development Training Centre under the Ministry of Labour and Employment also assists the migrant workers to gain and develop skills. Moreover, the FEPB also conducts skills training for potential migrant workers.

## 4.5 Key points for discussion

- **Labour market trends in destination countries:** It is necessary to be familiar with the labour market trends in destination countries to devise plans and programs for skills development and recognition of migrant workers. Although the data is limited in this topic, the available information suggest that many migrants work in the construction and hospitality sector in the major corridors of labour migration. Such data and trend would help to produce skilful human resource to meet the needs of the destination countries. Notably, global labour markets are subject to numerous factors and can be volatile, thus matching the skills with appropriate jobs is challenging.
- **Gender dimension of labour market trends:** There is an increasing share of female migrant workers. Similarly, the labour market structure of the countries of destination coupled with social and cultural practices indicate a large demand for low-skilled female workers. Especially in the GCC, as more national women enter the labour force, the demand for migrant domestic workers and care providers has been increasing with increased need for childcare and other domestic responsibilities within the household.
- **Strengthening the link between TVET sector and foreign employment sector:** While there are mechanisms for coordination between the TVET sector and foreign employment sector through the FEPB, the relationship between agencies of the two sectors are not well pronounced. A key point for discussion is envisioning skills development of migrant workers as a major part of the TVET sector. It could include sharing of more data and information between the agencies such that skills development and recognition of migrant workers can be adhered to the standards and practices of CTEVT. For instance, the data on occupations at the DOFE can be standardized according to the occupational standards and profile created by the NSTB and can be used to target specific occupations in demand with skills development training.
- **Skill recognition in destination countries:** There is no system of referencing skills and occupational standard between Nepal and the countries of destination. Hence, there is no guarantee that the skills certificate obtained in Nepal is recognized in the countries of destination. Moreover, in the lack of common standards, the levels of skills gained in Nepal may not adhere to same standard in destination countries. Similarly, studies show that the employers at destination countries prefer





workers with prior labour migration experience and that there is minimal role of TVET training in labour migration selection.<sup>35</sup> Hence, developing a common approach towards skills certification and recognition between Nepal and destination countries is a key point for discussion. The focus should be on bilateral and regional qualification frameworks.

- **Returns to skills development and recognition:** While it is encouraging to value skills development, it is equally important to ascertain the returns of such development and recognition. As the available data show, the demand in popular destination countries is primarily for low skilled labour. In such case, it can be discouraging for an individual to invest time in obtaining skills when there is no appropriate job matching the acquired skill. Skills development and recognition must be linked with appropriate jobs, wages and decent working conditions. A key point for discussion is how to diversify foreign employment options for migrant workers globally and bring job demands matching the skill.
- **Focus on returnee migrants:** Although many migrant workers leave as low skilled, it is highly likely that they return with additional level of skills, either technical or soft skills, and exposure to global economy and new technologies. An opportunity lies in recognizing the skills obtained through foreign employment experience. Such recognition can lead to further skills development of migrant workers and can be used to capitalize in the domestic labour market. A key point for discussion is how investment friendly approaches offered to returnees can be coupled with skills recognition and development.
- **Focus on basic and soft skills:** Just as a technical skill is valued in the labour market, the employers increasingly desire basic and soft skills. Encouraging and providing opportunities to develop such skills can be fruitful for majority of migrant workers who leave unskilled. Many soft skills are gained during foreign employment and recognition of such skills upon return can lead to better integration in the domestic labour market.

<sup>35</sup> ILO and GIZ (2015), pp.38.



FEPB staff providing information to migrant workers at the Labour Village. © ILO.

# Gaps, challenges and ways forward

## 5.1 Major gaps

- **Data constraints:** Although there has been a significant improvement in the database management of foreign employment across relevant institutions, there are still gaps in available data. Firstly, there is no source of reliable data on labour migration to India, which constitutes as a major destination. This situation has shadowed their issues in labour migration policies and governance. Secondly, the major sources of data on foreign employment, the database at the DOFE, FEPB and FET, have not yet been able to generate important information on key characteristics of migrant workers and the nature of their problems accurately. These include age, ethnic group, educational background, skill level, repeat migration, returnee migrant workers, causes of death, and nature of grievances. Finally, there is lack of linkages in data generated across different government agencies that are linked directly or indirectly to the labour migration cycle. For instance, data generated at the Nepali embassies at destination countries rarely links with the database at the FEPB and DOFE, which could be useful in matters of rescue, repatriation, and compensation.
- **Inadequate research:** The government led research on key aspects of labour migration is not adequate. Moreover, no studies suggest how long or at what levels the Nepali labour migration trend will continue. The decline in overall trend of issuing permits was observed in the past two fiscal years corresponding to the decline in numbers just in Malaysia. Academic literature suggests that the trends depend on macroeconomic dynamics of the sending and receiving countries. There is a lack of knowledge in this regard, which directly affects the policies taken for the future. There is an urgent need to understand the public health of Nepali migrant workers. There are also gaps on the issues of returnee migrant workers, and skills development and recognition of migrant workers.
- **Limited coordination and collaboration between different government agencies:** There is limited coordination and collaboration between government agencies addressing the issues of migrant workers. Labour migration is a cross-cutting issue requiring harmonized approach between governmental agencies; however, different agencies are working in isolation risking efficacy and duplication of work. The National Action Plan on Foreign Employment that took a sector-wide approach as a governance tool has not been effectively implemented. Furthermore, the FEPB, which comprises of representation of various government agencies and private and public sector, has facilitated limited inter-governmental collaborative approach towards tackling issues of labour migration. For instance, though CTEVT has representation in the FEPB, there has not yet been coordination for strongly linking the TVET sector to labour migration.
- **Centralized operation of government agencies and private sector:** Although migrant workers originate from all districts of the country, the government's institutional mechanism and major-

ity of private sector, engaged in labour migration process, operate centrally from Kathmandu thus increasing migration costs and impeding access of migrant workers to important services.

- **Weak linkage between TVET system and labour migration:** Although the low skill of Nepali migrant workers is well pronounced, there is a lack of strong linkage between the national TVET policies and practices and the skills development and recognition of migrant workers. While national policies are guiding towards mandatory skills attainment and certification for migrant workers, there is lack of knowledge on how that affects the labour migration trend and vice-versa. The information on skills required in the destination countries and the institutions capable of addressing such requirements is not adequately available. Moreover, a common framework for recognition of skills and occupational standards between Nepal and destination countries is lacking.
- **Lack of procedural guidelines on reintegrating returnee labour migrants:** A key feature of labour migration is temporariness of its arrangements. It means, many labour migrants return to home country upon completion of their contract in the country of destination. Just as many have left, many migrants have returned and expected to return, albeit no data is available hitherto. There is a lack of procedural guideline on reintegrating returnee labour migrants to domestic labour market, and optimally utilizing their social capital besides their savings.

## 5.2 Challenges

- **Regulatory challenges:** The data show that there are considerable numbers of complaints and cases of malpractices in the labour migration process. These cases against individuals or institutions suggest a need of continuous monitoring and regulation amidst growing number of recruitment agencies and agents. The data on death of migrant workers due to traffic accidents, heart attack, cardiac arrest and suicide also call into question the effectiveness of pre-departure orientation and medical tests carried out by the licensed institutions. While the government has recently adopted Standard Procedure on Monitoring of Foreign Employment and Orientation Institutions, 2016, its implementation and effect are yet to be seen. A key regulatory challenge for the government is also to prevent human trafficking in the pretext of labour migration. Studies and reports of the Ministry of Women, Children and Social Welfare have recurrently raised issues of distressed women rescued from various destination countries who were taken there in the pretext of labour migration<sup>36</sup>, though the problem is not limited to women only.
- **Increasing access to justice:** The number of complaints and cases registered against those settled has been low. While many dynamics are at play in trying and settling cases and complaints, there is exigent challenge for the government to increase access to justice for those in need and make sure that nefarious actors do not impede the proceedings. Similarly, a key issue for the Foreign Employment Tribunal has been to follow up the implementation of their verdicts and increase the rate of case clearance annually so that quick redress is provided to the victims.

<sup>36</sup> See MOWCSW (2016) and MOWCSW (2016a)

- **Protection of migrant workers in destination countries:** An initial glance at the nature of complaints filed at the DOFE and the number of rescues requested at the DOCS indicate that many migrant workers in destination countries await rescue and repatriation. Search and rescue of those in distress whilst providing shelter in a destination country is a major challenge for the government. Protection of migrant workers at the destination countries also requires an effective presence of the Nepali missions, thus requiring a close coordination between the Ministry of Labour and Employment, and the Ministry of Foreign Affairs.
- **Procedural challenges:** The dynamic nature of labour migration demands frequent changes to the process of labour migration governance. For instance, the growing number of renewal of labour permits in the last few years indicates the need of revised procedure on renewal. Likewise, there are also challenges to make the labour migration process simpler and cost-effective. A key procedural challenge also lies ahead in restructuring the labour migration governance within the new federal structures. Given the cross-border nature of labour migration, it is noted that some aspects of labour migration governance need to be governed by the Federal State while other aspects need to be decentralized and devolved to the provincial and local unit levels.
- **Implementation of laws, plans and policies:** Given the aforementioned gaps and issues, there are numerous challenges to effective implementation of laws, plans and policies regarding labour migration, including implementation of the 'Free Visa, Free Ticket' policy and producing the outcomes set in the National Action Plan on Foreign Employment.

### 5.3 Ways forward

- The database management on labour migration needs to be strengthened such that data constraints and limitations can be overcome for effective policy usage. The categorical data on skills, occupations, causes of deaths, and nature of complaints need to be generated in consultation with relevant experts such that a standard classification is maintained. For instance, the data on occupations of migrant workers can be reclassified as per the occupational standards set by the CTEVT and the nature of complaints can be reclassified in consultation with legal experts. Furthermore, initiatives must be taken to account labour migration to India.
- The Government should continue to conduct research such that evidence informed actions and policies are taken in the future. Key areas of research that could benefit labour migration governance are labour migration and development nexus; labour market trends in destination countries; returnee migrants and reintegration; skills development and recognition of migrant workers; human trafficking and transportation in the pretext of labour migration; and effective utilization of remittance income. As a mandated agency, the FEPA can initiate and lead such research.
- Coordination and collaboration among different government agencies should be encouraged. The Ministry of Labour and Employment can collaborate with the CTEVT on matters related to skills development and recognition. It can coordinate with the Department of Immigration on generating information on returnee migrants and with the Ministry of Women, Children and Social Wel-

fare to address issues on human trafficking, social costs of labour migration and women in foreign employment. A more harmonized approach between the governmental agencies is the way forward.

- A remittance utilization guideline should be developed to encourage productive use of remittance income at national and household level. While the huge inflow of remittance and productive investment thereof is a matter of general discussion, there is a lack of guiding principle on how remittances can be optimally utilized in macro- and micro-economic level. At macro-economic level, considering the large volume of remittance as a share of GDP, utilizing remittance as development finance is a key point for discussion. However, the flow of remittance is contingent upon labour migration trends and it affects other aspects of the economy. At a household level, the average volume of remittance received annually is low which can be a constraint in using it productively. Moreover, programs should be devised to utilize social remittances earned by the returnees in the form of occupational skills and social capital.
- Decentralizing and devolving labour migration governance in accordance with the new federal structure is a key priority. There should be wide spread consultations on the matter and implications of decentralized governance on labour migration should be gauged. Regulatory and procedural challenges must be considered during restructuring.
- The Standard Procedure on Monitoring of Foreign Employment and Orientation Institutions, 2016 must be implemented effectively to better regulate all license holders and authorized private service providers. The regulatory activities should be linked with complaint registering mechanisms at the DOFE.
- An evaluation of the five-year Foreign Employment Policy, 2012 should be considered so that new and emerging opportunities can be harnessed.
- The FEA, 2007 should be amended to address new challenges, including the review of eligibility criteria for registration of new recruitment agencies.
- The Government of Nepal should continue to play a prominent role in regional and global processes on labour migration.



गौ आधारभित्ता निर्माण  
विषयक  
गिता  
आयोजक  
नेपाल सांघातीयुवक सभ  
सभुत (नेपाल)



A student speaking at a school-level debate completion on issue of women in foreign employment in Dhading district. © IOM.



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Annex I:

**DATASET 1. Number of workers issued a labour permit (excluding individual applicants), by 75 origin districts and by sex, 2008/09 - 2016/17**

District	2008/09			2009/10			2010/11			2011/12			2012/13			2013/14			2014/15			2015/16			2016/17		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Acham	45	0	45	189	0	189	304	5	309	449	7	456	767	0	767	982	5	987	528	5	533	473	6	479			
Argakhanchi	1272	4	1276	1601	20	1621	1967	17	1984	2156	27	2183	3346	79	3425	3558	51	3609	3822	70	3892	4247	3	293	2704	44	2748
Baglung	2528	10	2538	3068	13	3081	4150	16	4166	4803	47	4850	5797	94	5891	5768	88	5856	6284	99	6383	4841	72	4913	4455	86	4551
Baitadi	420	2	422	423	0	423	463	0	463	554	1	555	1358	3	1361	1756	3	1759	1826	7	1833	1168	7	1175	1246	12	1258
Bajhang	55	0	55	124	0	124	158	0	158	192	0	192	469	1	470	671	1	672	953	1	954	319	1	320	395	5	400
Bajura	100	0	100	114	0	114	80	0	80	176	3	179	359	4	363	521	5	526	732	4	736	470	6	476	459	12	471
Banka	984	9	993	1839	20	1859	2401	15	2416	2513	25	2538	4714	101	4815	5518	63	5581	5882	90	5972	5389	108	5497	5579	108	5687
Bara	1767	7	1774	2493	34	2527	3621	18	3639	4120	38	4158	7034	166	7200	8783	145	8928	8811	184	8995	7362	176	7538	8215	212	8427
Bardiya	736	1	737	1344	12	1356	1973	22	1995	1927	34	1961	3748	106	3854	4298	87	4385	4851	92	4943	4092	82	4174	4105	93	4198
Bhaktapur	787	18	805	623	19	642	966	22	988	1205	49	1254	1399	96	1495	1511	92	1603	1300	134	1434	968	134	1102	703	140	843
Bhojpur	2464	16	2480	2619	38	2657	2736	52	2788	3218	89	3307	4936	269	5195	5707	226	5933	5723	288	6011	4550	221	4771	4515	290	4805
Chitwan	4279	41	4320	4205	61	4266	4769	72	4841	5662	172	5834	8937	469	9406	9141	406	9547	8267	414	8681	6491	382	6873	5257	414	5671
Dadeldhuda	284	0	284	790	3	793	775	3	778	1596	16	1612	1036	13	1049	1132	3	1135	1295	9	1304	677	7	684	747	7	754
Dailikh	264	1	265	441	6	447	550	3	553	667	5	672	1352	23	1375	2009	27	2036	2181	18	2199	1578	23	1601	1586	25	1611
Dang	3697	10	3707	4965	35	5000	5134	35	5169	5028	52	5080	8001	196	8197	9829	165	9994	9922	249	10171	8272	221	8493	8269	254	8523
Darchula	198	0	198	330	4	334	294	1	295	365	1	366	672	4	676	935	7	942	1163	11	1174	805	2	807	909	7	916
Dhading	2376	20	2396	3719	58	3777	4964	51	5015	5340	139	5479	6971	362	7333	7342	394	7736	6965	463	7428	5180	359	5539	3916	485	4401
Dhankuta	2162	10	2172	2923	45	2968	2473	41	2514	2635	56	2691	3995	192	4187	4369	172	4541	4337	198	4535	3601	164	3765	3712	236	3948
Dhanusha	1500	30	1530	1599	108	1707	1695	59	1754	2207	154	2361	3710	436	4146	4139	492	4631	3958	536	4494	2493	423	2916	2065	428	2493
Dolpa	24	0	24	12	0	12	11	0	11	9	0	9	13	1	14	22	1	23	47	2	49	70	16	86	84	5	89
Doti	76	0	76	81	0	81	105	0	105	206	1	207	453	4	457	611	1	612	751	4	755	471	9	480	549	5	554
Gorkha	3080	20	3100	3293	55	3348	3664	53	3717	4284	131	4415	5622	286	5908	6131	249	6380	5942	283	6225	4560	268	4828	3869	256	4125
Gulmi	1724	11	1735	1994	11	2005	2755	35	2790	2917	44	2961	5233	137	5370	5000	82	5082	5589	101	5690	4281	71	4352	3733	90	3823
Humla	16	1	17	50	2	52	59	1	60	109	4	113	43	2	45	84	2	86	75	4	79	73	2	75	53	1	54
Ilam	3344	27	3371	4356	110	4466	4282	99	4381	4770	265	5035	6035	565	6600	6140	467	6607	5884	558	6442	5155	474	5629	5403	662	6065
Jajarkot	252	0	252	464	4	468	888	4	892	814	6	820	1335	7	1342	1888	11	1899	2122	19	2141	1428	7	1435	1412	22	1434
Jhapa	9412	123	9535	10337	281	10618	10655	349	11004	11131	647	11778	16561	1413	17974	17504	1151	18655	16839	1327	18166	14521	1186	15707	13841	1450	15291
Jumla	29	0	29	37	0	37	46	0	46	69	0	69	173	5	178	297	0	297	382	2	384	419	6	425	468	8	476
Kailali	578	6	584	7362	23	7385	9340	32	9372	7231	71	7302	2483	89	2572	3282	93	3375	3613	58	3671	2295	72	2367	2580	100	2680

District	2008/09			2009/10			2010/11			2011/12			2012/13			2013/14			2014/15			2015/16			2016/17		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Kailikot	59	0	59	95	0	95	89	0	89	146	5	151	489	3	492	724	3	727	799	7	806	597	4	511	487	5	492
Kanchanpur	669	1	670	1168	11	1179	1693	12	1705	1464	18	1482	2904	52	2956	3400	38	3438	3569	52	3621	2655	45	2700	2694	54	2748
Kapilvastu	1220	4	1224	2172	20	2192	2978	16	2994	3117	35	3152	6357	80	6437	7063	55	7118	7997	59	8056	7688	57	7745	6613	45	6658
Kaski	3781	43	3824	3079	72	3151	3945	63	4008	4249	116	4365	6354	274	6628	5722	222	5944	5482	222	5704	4434	223	4657	3780	240	4020
Kathmandu	2140	75	2215	1425	121	1546	2182	143	2325	3099	247	3346	5267	685	5952	5131	661	5792	4167	826	4993	3206	774	3980	2440	746	3186
Kavrepalanchowk	2507	57	2564	2599	155	2754	2763	80	2843	4171	201	4372	7280	732	8012	7606	757	8363	7048	767	7815	4910	649	5559	4148	817	4965
Khotang	2869	16	2885	3199	44	3243	3606	42	3648	4667	116	4183	6219	255	6474	6975	272	7247	7219	311	7530	5914	251	6165	5659	287	5946
Lalitpur	1097	26	1123	898	47	945	1013	47	1060	1718	73	1791	2365	215	2580	2529	253	2782	2086	316	2402	1507	287	1794	1167	317	1484
Lamjung	2293	21	2314	2407	43	2450	2911	37	2948	3034	66	3100	4335	150	4485	4411	125	4536	4081	141	4222	3441	145	3586	3127	124	3251
Mahottari	6136	0	6136	25168	55	25223	13679	8	13687	9452	24	9476	12560	46	12606	15595	45	15669	16669	54	16723	15253	41	15294	15839	54	15893
Makwanpur	2806	59	2865	3283	164	3447	3514	121	3635	4592	240	4832	7734	793	8527	8731	828	9559	8272	893	9165	6340	814	7154	5075	981	6056
Manang	99	0	99	109	1	110	39	1	40	25	4	29	17	4	21	63	6	69	76	16	92	43	5	48	15	2	17
Morang	6884	99	6983	9379	187	9566	10148	251	10399	10354	440	10794	15789	1002	16791	17098	731	17829	16771	852	17623	14419	702	15121	13417	807	14224
Mugu	100	0	100	36	1	37	51	0	51	47	4	51	77	3	80	139	5	144	258	3	261	204	1	205	170	6	176
Mustang	73	1	74	34	2	36	31	0	31	18	4	22	38	10	48	49	10	59	53	8	61	46	12	58	32	5	37
Myagdi	1534	8	1542	1699	16	1715	2268	38	2306	2364	36	2400	3270	106	3376	3140	115	3255	3111	111	3222	2597	92	2689	2430	127	2557
Nawalparasi	5135	36	5161	6397	64	6461	7988	79	8067	8343	162	8505	11940	370	12310	12722	270	12992	12489	271	12760	10448	242	10690	9609	222	9831
Nuwakot	2324	46	2370	2346	133	2479	2697	77	2774	3645	186	3831	6043	692	6735	6559	673	7232	6000	721	6721	4105	557	4662	3281	672	3953
Okhaldhunga	1506	19	1525	1633	35	1668	1869	35	1904	1905	86	1991	3062	200	3262	3680	158	3838	3996	233	4129	2702	188	2890	2148	191	2339
Palpa	2481	10	2491	2795	27	2822	3336	24	3360	4131	54	4185	5392	128	5520	5659	76	5735	5606	97	5703	4340	84	4424	4002	82	4084
Panchthar	3232	34	3266	4039	54	4093	4015	58	4073	3882	121	4003	5591	311	5902	5570	206	5776	5876	316	6192	5304	262	5566	4833	334	5167
Parbat	1719	11	1730	1698	18	1716	2411	20	2431	2890	31	2921	3746	83	3829	3675	56	3731	3597	67	3664	2804	67	2871	2542	59	2601
Parsa	881	4	885	1183	11	1194	1730	13	1743	2225	19	2244	3717	87	3804	6416	54	6470	6076	83	6159	4821	64	4885	5488	75	5563
Pyuthan	930	5	935	1104	4	1108	1591	7	1598	1561	10	1571	2610	35	2645	3365	30	3395	4055	36	4091	3363	44	3407	3187	28	3215
Ramechhap	1589	27	1616	1834	73	1907	2183	58	2241	3100	142	3242	4255	435	4690	5075	400	5475	4676	505	5181	3273	432	3705	2514	472	2986
Rasuwa	438	13	451	577	38	555	377	14	391	561	85	646	875	190	1065	802	136	938	744	106	850	434	101	535	306	79	385
Rautahat	1548	4	1552	2120	14	2134	2867	6	2873	3277	21	3298	6524	82	6606	8794	64	8858	9630	70	9700	7716	70	7786	8974	79	9053
Rolpa	2641	1	2642	3153	11	3164	3243	6	3249	3665	21	3686	5586	68	5654	6096	78	6174	6698	93	6791	5443	101	5544	5114	104	5218
Rukum	1260	4	1264	1615	7	1622	1982	11	1993	2356	38	2394	3344	55	3399	3890	66	3956	4501	70	4571	3337	38	3375	3418	85	3503
Rupandehi	3403	16	3419	4122	41	4163	5375	53	5428	5867	119	5986	10557	293	10850	11558	162	11700	12134	181	12315	9738	158	9896	8079	152	8231
Salyan	1962	0	1962	3134	18	3152	3690	9	3699	4896	54	4950	5168	88	5256	6179	78	6257	6210	87	6297	4885	96	4981	5119	90	5209
Sankhuwasabha	1976	13	1989	2639	39	2678	2685	31	2716	2247	44	2291	3381	163	3544	3973	131	4104	3701	158	3859	2941	143	3084	2889	183	3072
Saptari	4068	4	4072	7276	10	7286	7466	14	7480	7314	18	7332	11244	29	11273	13393	25	13418	13967	41	14008	13360	44	13404	13340	34	13374
Sarlahi	3454	24	3478	5130	70	5200	5688	31	5719	5655	68	5723	10064	271	10335	13144	186	13330	14392	211	14603	12909	208	13117	14551	259	14810
Sindhuli	2395	21	2416	3235	97	3332	3770	58	3828	4918	173	5091	6292	406	6698	7150	331	7481	7319	387	7706	5368	344	5712	4498	420	4918
Sindhupalanchowk	2523	157	2680	2470	344	2814	2356	141	2497	3284	498	3782	5970	1725	7695	7070	1233	8303	5840	1137	6977	4298	970	5268	3683	1072	4755
Siraha	7506	2	7508	9532	11	9543	10283	7	10290	9212	11	9223	13917	27	13944	17173	18	17191	17034	21	17055	14483	25	14508	16058	25	16083
Solukhumbu	765	13	778	868	53	921	940	32	972	1093	118	1211	1608	262	1870	1772	251	2023	1929	346	2275	1390	278	1668	1208	313	1521
Sunsari	4346	64	4410	5776	147	5923	6463	157	6620	7325	298	7623	10984	611	11595	12295	479	12774	12626	502	13128	10830	388	11218	9759	506	10265

District	2008/09			2009/10			2010/11			2011/12			2012/13			2013/14			2014/15			2015/16			2016/17		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Surkhet	584	2	586	1073	6	1079	1578	8	1586	1349	7	1356	2825	73	2898	3545	40	3585	3896	56	3952	2875	53	2928	2789	62	2851
Syangja	3294	17	3311	3267	25	3292	4286	41	4327	4604	82	4686	7615	163	7778	6859	115	6974	7066	172	7238	5871	129	6000	4919	141	5060
Tanahu	4395	16	4411	4853	33	4886	5353	29	5382	6208	62	6270	8211	165	8376	8212	149	8361	8037	176	8213	6546	166	6712	5666	151	5817
Taplejung	2075	6	2081	2234	38	2272	2072	31	2103	2036	78	2114	2861	146	3007	3176	133	3309	3210	159	3369	2553	137	2690	2472	137	2609
Tehrathum	1451	10	1461	1752	15	1767	1868	18	1886	1949	34	1983	2864	84	2948	2956	93	3049	2997	95	3092	2399	84	2483	2333	107	2440
Udayapur	2946	43	2989	3887	94	3981	3690	82	3772	4144	127	4271	6013	347	6360	7295	337	7632	7318	340	7658	5503	283	5846	5517	374	5891
Total	162484	1402	163886	221760	3440	225200	327951	3026	240977	253534	6496	260030	378485	17176	395661	426427	14690	441117	431869	16651	448520	352456	14465	366921	337339	16643	353982

## DATASET 2. Number of workers issued a labour permit who applied on their own (individual applicants), by 75 origin districts, 2012/13 - 2016/17

District	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Acham	31	51	39	34	22	177
Argakhanchi	766	1 060	726	506	359	3 417
Baglung	1 550	2 306	1 927	1 739	1 015	8 537
Baitadi	56	94	94	63	63	370
Bajhang	9	20	17	10	16	72
Bajura	6	10	10	7	8	41
Banke	817	970	529	290	233	2 839
Bara	729	935	755	532	463	3 414
Bardiya	439	613	278	216	173	1 719
Bhaktapur	176	292	218	187	208	1 081
Bhojpur	562	972	538	425	287	2 784
Chitwan	1 367	2 196	1 466	1 162	956	7 147
Dadeldhuda	58	80	68	48	38	292
Dailekh	102	186	104	86	70	548
Dang	511	876	406	315	326	2 434
Darchula	40	50	45	39	37	211
Dhading	620	970	715	489	428	3 222
Dhankuta	576	798	490	313	202	2 379
Dhanusha	3 248	4 083	2 527	1 656	1 222	12 736
Dolakha	348	555	387	267	257	1 814
Dolpa	1	7	1	4	1	14
Doti	42	62	47	25	23	199
Gorkha	764	1 224	905	612	506	4 011
Gulmi	1 737	2 316	1 865	1 469	996	8 383
Humla	7	1	3	1	2	14
Ilam	559	910	482	319	275	2 545
Jajarkot	32	43	19	23	20	137
Jhapa	2 880	4 174	2 187	1 509	1 340	12 090
Jumla	2	12	6	6	2	28
Kailali	226	280	150	118	135	909
Kalikot	5	12	6	4	9	36
Kanchanpur	231	343	185	130	157	1 046
Kapilvastu	2 000	2 121	1 509	1 151	663	7 444
Kaski	1 687	2 162	1 427	1 123	873	7 272
Kathmandu	918	1 383	1 102	893	964	5 260
Kavrepalanchowk	576	1 024	696	556	452	3 304
Khotang	786	1 131	764	474	333	3 488

District	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Lalitpur	362	546	431	306	340	1 985
Lamjung	809	1 081	725	516	445	3 576
Mahottari	1 868	2 482	1 649	1 064	815	7 878
Makwanpur	761	1 200	694	551	416	3 622
Manang	20	12	14	10	9	65
Morang	2 305	3 378	1 770	1 225	1 117	9 795
Mugu	4	12	6	2	5	29
Mustang	14	35	25	24	19	117
Myagdi	766	966	688	450	341	3 211
Nawalparasi	2 137	2 974	1 676	1 238	967	8 992
Nuwakot	556	917	706	450	416	3 045
Okhaldhunga	300	491	292	250	185	1 518
Palpa	1 138	1 600	1 024	752	540	5 054
Panchthar	636	924	551	369	256	2 736
Parbat	868	1 182	861	657	446	4 014
Parsa	443	642	493	327	252	2 157
Pyuthan	254	433	287	213	158	1 345
Ramechhap	429	679	455	318	282	2 163
Rasuwa	152	185	82	78	44	541
Rautahat	496	676	534	446	323	2 475
Rolpa	316	520	284	206	158	1 484
Rukum	147	266	154	138	139	844
Rupandehi	2 585	3 514	2 219	1 669	1 138	11 125
Salyan	152	276	136	110	87	761
Sankhuwasabha	451	647	429	245	193	1 965
Saptari	847	1 445	994	709	536	4 531
Sarlahi	742	1 216	797	576	543	3 874
Sindhuli	372	667	389	282	232	1 942
Sindhupalchowk	1 064	1 598	829	597	577	4 665
Siraha	2 352	3 141	1 903	1 267	899	9 562
Solukhumbu	230	389	211	181	162	1 173
Sunsari	1 877	2 660	1 766	1 304	1 104	8 711
Surkhet	298	413	164	117	101	1 093
Syangja	2 131	2 971	2 051	1 580	1 131	9 864
Tanahu	1 580	2 100	1 410	913	737	6 740
Taplejung	410	561	392	243	188	1 794
Tehrathum	343	605	353	274	162	1 737
Udaypur	549	795	445	314	292	2 395
<b>Total</b>	<b>55 228</b>	<b>78 521</b>	<b>50 582</b>	<b>36 772</b>	<b>28 889</b>	<b>249 992</b>

### 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	2015/16	2016/17	Total
Acham	30	44	38	33	21	166
Argakhanchi	673	940	685	465	337	3 100
Baglung	1 481	2 181	1 871	1 680	967	8 180
Baitadi	54	90	87	63	62	356
Bajhang	8	16	17	10	16	67
Bajura	4	10	8	7	8	37
Banke	712	796	493	266	211	2 478
Bara	657	847	733	516	437	3 190
Bardiya	277	410	234	181	143	1 245
Bhaktapur	123	229	178	140	160	830
Bhojpur	423	737	495	377	251	2 283
Chitwan	1 017	1 700	1 290	1 002	816	5 825
Dadeldhuda	56	74	66	47	34	277
Dailekh	78	129	94	78	62	441
Dang	330	569	355	280	292	1 826
Darchula	37	47	45	38	37	204
Dhading	436	735	622	412	360	2 565
Dhankuta	450	637	442	271	174	1 974
Dhanusha	3 206	4 031	2 514	1 644	1 205	12 600
Dolakha	208	344	293	195	190	1 230
Dolpa	1	6	1	4	1	13
Doti	37	58	45	25	23	188
Gorkha	648	1 057	831	544	455	3 535
Gulmi	1 592	2 140	1 778	1 387	931	7 828
Humla	3	1	3	1	1	9
Ilam	312	577	379	256	223	1 747
Jajarkot	20	26	17	21	18	102
Jhapa	1 722	2 626	1 765	1 224	1 076	8 413
Jumla	1	10	5	6	2	24
Kailali	162	191	129	99	112	693
Kalikot	3	10	5	4	8	30
Kanchanpur	185	271	174	117	143	890
Kapilvastu	1 897	1 991	1 461	1 119	636	7 104
Kaski	1 475	1 889	1 303	1 024	773	6 464
Kathmandu	635	952	811	616	681	3 695
Kavrepalanchowk	337	707	565	443	348	2 400
Khotang	621	946	699	426	290	2 982



District	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Lalitpur	255	394	341	230	253	1 473
Lamjung	715	963	680	475	401	3 234
Mahottari	1 827	2 434	1 631	1 053	805	7 750
Makwanpur	361	674	532	404	305	2 276
Manang	13	9	8	9	6	45
Morang	1 477	2 351	1 494	1 006	928	7 256
Mugu	3	5	5	2	3	18
Mustang	14	29	23	20	12	98
Myagdi	725	893	651	412	312	2 993
Nawalparasi	1 649	2 361	1 529	1 091	866	7 496
Nuwakot	351	616	565	325	323	2 180
Okhaldhunga	231	408	255	207	155	1 256
Palpa	984	1 428	937	683	499	4 531
Panchthar	477	696	499	329	211	2 212
Parbat	782	1 067	816	618	411	3 694
Parsa	411	587	480	306	240	2 024
Pyuthan	201	363	263	195	144	1 166
Ramechhap	281	463	387	257	226	1 614
Rasuwa	39	66	56	41	29	231
Rautahat	463	638	524	436	318	2 379
Rolpa	274	456	267	198	150	1 345
Rukum	119	218	142	126	130	735
Rupandehi	2 226	2 945	2 019	1 512	1 019	9 721
Salyan	86	178	127	92	79	562
Sankhuwasabha	334	523	377	218	159	1 611
Saptari	810	1 407	984	697	524	4 422
Sarlahi	606	1 062	748	534	506	3 456
Sindhuli	232	443	329	217	195	1 416
Sindhupalchowk	338	597	491	323	343	2 092
Siraha	2 334	3 120	1 891	1 256	893	9 494
Solukhumbu	148	251	159	130	120	808
Sunsari	1 421	2 046	1 595	1 182	982	7 226
Surkhet	134	201	132	87	84	638
Syangja	1 995	2 719	1 957	1 497	1 057	9 225
Tanahu	1 437	1 933	1 340	861	672	6 243
Taplejung	326	434	352	214	174	1 500
Tehrathum	279	506	328	248	146	1 507
Udaypur	368	582	376	258	243	1 827
<b>Total</b>	<b>44 637</b>	<b>64 090</b>	<b>45 821</b>	<b>32 770</b>	<b>25 427</b>	<b>212 745</b>

**DATASET 4: Number of female workers issued a labour permit who applied on their own (individual applicants), by 75 origin districts, 2012/13 – 2016/17**

District	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Acham	1	7	1	1	1	11
Argakhanchi	93	120	41	41	22	317
Baglung	69	125	56	59	48	357
Baitadi	2	4	7	0	1	14
Bajhang	1	4	0	0	0	5
Bajura	2	0	2	0	0	4
Banke	105	174	36	24	22	361
Bara	72	88	22	16	26	224
Bardiya	162	203	44	35	30	474
Bhaktapur	53	63	40	47	48	251
Bhojpur	139	235	43	48	36	501
Chitwan	350	496	176	160	140	1 322
Dadeldhuda	2	6	2	1	4	15
Dailekh	24	57	10	8	8	107
Dang	181	307	51	35	34	608
Darchula	3	3	0	1	0	7
Dhading	184	235	93	77	68	657
Dhankuta	126	161	48	42	28	405
Dhanusha	42	52	13	12	17	136
Dolakha	140	211	94	72	67	584
Dolpa	0	1	0	0	0	1
Doti	5	4	2	0	0	11
Gorkha	116	167	74	68	51	476
Gulmi	145	176	87	82	65	555
Humla	4	0	0	0	1	5
Ilam	247	333	103	63	52	798
Jajarkot	12	17	2	2	2	35
Jhapa	1 158	1 548	422	285	264	3 677
Jumla	1	2	1	0	0	4
Kailali	64	89	21	19	23	216
Kalikot	2	2	1	0	1	6
Kanchanpur	46	72	11	13	14	156
Kapilvastu	103	130	48	32	27	340
Kaski	212	273	124	99	100	808
Kathmandu	283	431	291	277	283	1 565
Kavrepalanchowk	239	317	131	113	104	904
Khotang	165	185	65	48	43	506

District	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Lalitpur	107	152	90	76	87	512
Lamjung	94	118	45	41	44	342
Mahottari	41	48	18	11	10	128
Makwanpur	400	526	162	147	111	1 346
Manang	7	3	6	1	3	20
Morang	828	1 027	276	219	189	2 539
Mugu	1	7	1	0	2	11
Mustang	0	6	2	4	7	19
Myagdi	41	73	37	38	29	218
Nawalparasi	488	613	147	147	101	1 496
Nuwakot	205	301	141	125	93	865
Okhaldhunga	69	83	37	43	30	262
Palpa	154	172	87	69	41	523
Panchthar	159	228	52	40	45	524
Parbat	86	115	45	39	35	320
Parsa	32	55	13	21	12	133
Pyuthan	53	70	24	18	14	179
Ramechhap	148	216	68	61	56	549
Rasuwa	113	119	26	37	15	310
Rautahat	33	38	10	10	5	96
Rolpa	42	64	17	8	8	139
Rukum	28	48	12	12	9	109
Rupandehi	359	569	200	157	119	1 404
Salyan	66	98	9	18	8	199
Sankhuwasabha	117	124	52	27	34	354
Saptari	37	38	10	12	12	109
Sarlahi	136	154	49	42	37	418
Sindhuli	140	224	60	65	37	526
Sindhupalchowk	726	1 001	338	274	234	2 573
Siraha	18	21	12	11	6	68
Solukhumbu	82	138	52	51	42	365
Sunsari	456	614	171	122	122	1 485
Surkhet	164	212	32	30	17	455
Syangja	136	252	94	83	74	639
Tanahu	143	167	70	52	65	497
Taplejung	84	127	40	29	14	294
Tehrathum	64	99	25	26	16	230
Udaypur	181	213	69	56	49	568
<b>Total</b>	<b>10 591</b>	<b>14 431</b>	<b>4 761</b>	<b>4 002</b>	<b>3 462</b>	<b>37 247</b>

## DATASET 5: Destination countries and territories of migrant workers, excluding individual applicants for labour permits, by sex, 2008/09 - 2016/17

Country/ territory	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		2015/16		2016/17											
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total									
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	7 182	157 203	20 032	6 005	206	327	2 002	94 292							
UAE	23 921	136	24 057	17 187	591	17 778	23 004	1 043	24 047	31 757	2 746	34 503	44 146	7 273	51 419	38 713	3 880	42 593	37 702	6 416	44 694	50 847						
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	103 814	1344	115 985	113 504						
Lebanon	976	650	1 626	1 168	1 840	3 008	2 0	2	41	181	162	285	447	43	138	181	0	0	0	0	6	1	7					
Cyprus	0	0	0	0	0	0	0	1	40	37	326	363	43	1 172	1 215	35	1 271	1 306	72	1 419	1 491	93	1 246	1 339				
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	89 402	129 687	1425	131 112	70 803	1 081	71 884			
Kuwait	410	0	410	2 262	24	2 286	7 895	86	7 981	8 828	337	9 165	7 683	207	7 890	8 637	334	8 971	7 292	348	7 640	8 249	387	8 636	11 601	471	12 072	
Bahrain	4 284	42	4 326	1 226	72	1 298	1 741	136	1 877	2 834	266	3 100	2 430	105	2 535	1 552	95	1 647	1 975	269	2 244	2 033	248	2 281	3 032	193	3 225	
Jordan	12	0	12	202	0	202	130	0	130	441	117	558	183	337	520	185	255	440	129	256	385	255	952	1207	554	2172	2726	
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	1 553	494	2 047	1 967	266	2 233	
Israel	895	351	1 246	15	0	15	58	0	58	4	3	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Japan	0	0	0	0	0	0	41	31	72	83	85	168	66	100	166	94	89	183	69	29	98	80	18	98	90	12	102	
Turkey	0	0	0	0	0	0	6	19	25	6	43	49	2	54	56	1	35	36	1	71	72	0	59	59	283	301	584	
Maldives	30	0	30	47	0	47	23	14	37	0	7	7	0	25	25	28	76	104	45	0	45	17	47	64	43	42	85	
Hong Kong China	61	0	61	40	19	59	46	21	67	123	17	140	130	13	143	127	12	139	129	34	163	182	19	201	146	16	162	
Mauritius	0	0	0	6	42	48	0	0	0	30	0	30	133	0	133	142	0	142	172	0	172	14	0	14	42	0	42	
Romania	0	0	0	0	0	0	0	0	0	52	19	71	17	18	35	10	4	14	1	0	1	0	5	20	25	60	61	121
Poland	0	0	0	0	0	0	27	31	58	0	0	0	0	0	0	0	0	0	0	0	23	0	23	0	23	86	0	86
Macau, China	177	0	177	38	0	38	239	3	242	356	3	359	311	7	318	380	11	391	451	33	484	339	27	366	227	23	250	
Seychelles	4	0	4	45	0	45	29	0	29	106	1	107	40	0	40	13	0	13	4	0	4	0	4	0	0	23	0	23
Afghanistan	189	0	189	306	0	306	429	0	429	486	0	486	185	0	185	279	0	279	380	0	380	212	0	212	236	0	236	
Algeria	0	0	0	0	0	0	99	0	99	48	0	48	0	0	0	0	0	0	0	0	66	0	66	0	66	58	0	58
Egypt	0	0	0	0	0	0	0	0	0	25	0	25	0	0	0	0	0	0	0	0	132	0	132	0	132	15	0	15
Lao People's Democratic Republic	0	0	0	0	0	0	0	0	0	0	0	0	50	0	50	57	0	57	0	0	0	0	0	0	0	0	0	0
Libya*	844	0	844	1 659	0	1 659	291	0	291	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Portugal	0	0	0	0	0	0	0	0	0	0	0	36	36	0	35	36	0	36	123	0	123	124	0	124	25	0	25	
Democratic Republic of Congo	0	0	0	0	0	0	0	0	0	0	0	38	38	0	46	38	0	38	57	0	57	29	0	29	0	0	0	

Country/ territory	2008/09		2009/10		2010/11		2011/12		2012/13		2013/14		2014/15		2015/16		2016/17								
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total						
Russian Federation	10	0	10	4	4	0	0	0	0	6	0	3	0	4	0	0	0	0	0						
Singapore	0	0	0	0	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0						
Uzbekistan	0	0	0	0	0	0	0	0	0	0	0	0	0	420	0	0	0	0	0						
Kazakhstan	0	0	0	0	0	0	0	0	0	0	0	0	0	11	0	0	0	0	0						
United States	29	0	29	13	13	0	13	0	0	0	0	0	0	0	0	0	0	0	0						
Zambia	0	0	0	0	0	0	0	0	0	0	0	0	0	10	0	0	0	0	0						
United Kingdom	0	0	0	0	0	0	0	0	18	0	27	0	23	0	23	0	0	0	0						
Finland	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	0						
Czech Republic	0	0	0	0	0	0	0	0	0	0	0	0	0	0	27	22	49	59	68						
<b>Total</b>	<b>162 484</b>	<b>1 402</b>	<b>163 886</b>	<b>221 760</b>	<b>225 200</b>	<b>237 951</b>	<b>3 026</b>	<b>240 977</b>	<b>253 534</b>	<b>6 496</b>	<b>260 030</b>	<b>378 485</b>	<b>171 716</b>	<b>395 661</b>	<b>428 560</b>	<b>147 68</b>	<b>443 328</b>	<b>16 650</b>	<b>448 520</b>	<b>352 461</b>	<b>14 460</b>	<b>366 921</b>	<b>337 343</b>	<b>16 643</b>	<b>353 986</b>

**DATASET 6: Destination countries and territories of individual applicants issued a labour permit, by sex, 2012/13 – 016/17**

S.N.	Country/territory	2012/13		2013/14		2014/15		2015/16		2016/17				
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female			
1	Afghanistan	168	3	319	6	1139	6	1145	2	1207	1128	4	1132	
2	Africa	20	0	19	0	1	0	1	3	0	3	2	0	2
3	Albania	0	0	0	0	0	0	0	1	0	1	0	0	0
4	Algeria	1	0	2	0	2	0	2	3	0	3	0	0	0
5	Angola	5	0	12	0	9	0	9	5	0	5	5	0	5
6	Antigua & Barbuda	0	0	0	0	0	0	0	2	0	2	0	1	1
7	Argentina	0	0	0	0	0	0	0	1	0	1	0	0	0
8	Armenia	1	0	1	0	0	0	0	0	0	0	0	0	0
9	Australia	43	8	58	12	44	12	56	64	3	67	119	1	120
10	Austria	1	3	2	3	3	4	7	1	2	3	3	3	6
11	Azerbaijan	2	0	12	3	11	3	14	6	5	11	3	2	5
12	Bahamas	0	0	6	1	7	0	1	0	4	4	1	0	1
13	Bahrain	1516	204	2384	387	1652	272	1924	778	74	852	607	79	686
14	Bangladesh	1	0	1	0	2	1	3	1	0	1	3	1	4
15	Barbados	0	0	1	0	1	0	0	1	0	1	4	0	4
16	Belarus	0	0	0	0	0	0	0	0	1	1	0	0	0
17	Belgium	0	1	0	0	1	1	2	0	1	1	0	0	0
18	Benin	0	0	1	0	1	0	0	0	0	0	4	0	4
19	Bermuda	4	1	23	0	7	0	7	11	0	11	13	1	14
20	Brazil	1	1	10	3	3	2	5	8	3	11	16	0	16
21	British Virgin Islands	0	0	1	0	1	0	0	2	0	2	1	1	2
22	Brunei Darussalam	234	8	242	6	135	4	139	149	2	151	156	2	158
23	Burkina Faso	0	0	0	0	1	0	1	0	0	0	0	0	0
24	Burundi	0	0	1	0	1	0	0	0	0	0	1	0	1
25	Cambodia	13	0	16	3	9	4	13	14	1	15	12	5	17
26	Cameroon	0	0	0	0	1	0	1	0	0	0	0	0	0
27	Canada	67	19	86	36	154	32	186	68	27	95	39	19	58
28	Cayman Islands	17	1	18	4	32	8	40	39	16	55	80	16	96
29	Chile	0	0	3	1	4	0	7	15	0	15	32	4	36
30	China	56	2	58	1	104	6	54	170	11	181	177	9	186

S.N.	Country/territory	2012/13			2013/14			2014/15			2015/16			2016/17		
		Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
31	Colombia	0	0	0	6	0	6	0	0	0	0	0	0	0	0	0
32	Comoros	0	0	0	6	0	6	0	0	0	4	0	4	9	0	9
33	Congo	24	1	25	29	0	29	13	1	14	31	0	31	22	0	22
34	Cook Islands	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
35	Croatia	2	0	2	0	0	0	1	0	1	8	0	8	5	1	6
36	Cyprus	34	43	77	9	11	20	6	8	14	5	7	12	12	8	20
37	Czech Republic	8	0	8	10	0	10	12	0	12	28	0	28	105	20	125
38	Denmark	7	13	20	11	23	34	9	22	31	7	32	39	16	23	39
39	Djibouti	7	1	8	9	0	9	19	0	19	8	0	8	5	0	5
40	Dominican Republic	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1
41	East Timor	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1
42	Egypt	17	21	38	26	17	43	18	8	26	28	30	58	19	16	35
43	Eritrea	0	0	0	1	0	1	1	0	1	0	0	0	1	0	1
44	Estonia	3	0	3	4	0	4	2	0	2	2	0	2	0	0	0
45	Ethiopia	0	0	0	2	0	2	2	0	2	0	0	0	2	0	2
46	Fiji	0	0	0	0	0	0	2	0	2	0	0	0	4	1	5
47	Finland	51	2	53	57	10	67	72	5	77	44	4	48	45	0	45
48	France	10	4	14	15	1	16	18	2	20	28	2	30	19	1	20
49	French Polynesia	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0
50	Gabon	4	4	8	1	2	3	2	0	2	3	0	3	17	0	17
51	Georgia	1	0	1	0	0	0	1	0	1	1	0	1	0	0	0
52	Germany	22	145	167	62	285	347	84	279	363	46	432	478	84	402	486
53	Ghana	8	0	8	12	0	12	4	0	4	2	0	2	5	0	5
54	Greece	0	0	0	18	1	19	7	2	9	18	4	22	4	4	8
55	Guinea	5	0	5	6	2	8	4	0	4	2	0	2	2	0	2
56	Hong Kong, China	10	9	19	91	16	107	140	13	153	153	7	160	11	2	13
57	Hungary	5	2	7	1	0	1	3	0	3	1	0	1	0	0	0
58	Iceland	4	2	6	4	0	4	3	2	5	5	0	5	4	1	5
59	Indonesia	5	0	5	11	0	11	12	0	12	6	0	6	0	0	0
60	Islamic Republic of Iran	0	0	0	3	0	3	1	0	1	0	0	0	1	0	1
61	Ireland	5	0	5	3	0	3	2	0	2	0	0	0	2	0	2
62	Israel	70	70	140	179	500	679	136	326	462	82	108	190	56	76	132

S.N.	Country/territory	2012/13			2013/14			2014/15			2015/16			2016/17		
		Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
63	Italy	41	14	55	63	29	92	37	12	49	17	7	24	17	12	29
64	Ivory Coast	0	0	0	1	0	1	1	0	1	0	0	0	1	0	1
65	Jamaica	4	1	5	3	0	3	1	0	1	5	0	5	2	0	2
66	Japan	1 049	26	1 075	1 785	50	1 835	2 696	65	2 761	3 645	102	3 747	2 065	70	2 135
67	Jordan	43	3	46	55	0	55	34	4	38	25	3	28	8	2	10
68	Kazakhstan	1	0	1	4	0	4	3	0	3	8	0	8	6	1	7
69	Kenya	20	0	20	27	0	27	20	0	20	7	1	8	21	1	22
70	Republic of Korea	207	3	210	1 237	48	1 285	129	1	130	78	2	80	89	1	90
71	Kosovo	1	0	1	0	0	0	4	0	4	0	0	0	1	0	1
72	Kuwait	2 185	7 301	9 486	2 749	8 476	11 225	1 420	572	1 992	935	369	1 304	699	363	1 062
73	Lao People's Democratic Republic	2	0	2	3	1	4	1	0	1	4	0	4	1	0	1
74	Latvia	1	0	1	2	0	2	4	0	4	3	0	3	5	0	5
75	Lebanon	189	210	399	144	539	683	95	330	425	51	116	167	39	100	139
76	Liberia	1	0	1	10	0	10	8	0	8	6	0	6	1	0	1
77	Libya*	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
78	Lithuania	1	0	1	2	0	2	3	0	3	7	0	7	101	0	101
79	Luxembourg	9	0	9	7	0	7	10	0	10	14	0	14	3	3	6
80	Macau, China	222	4	226	405	23	428	356	16	372	215	7	222	167	12	179
81	Madagascar	1	0	1	6	0	6	6	0	6	12	0	12	6	0	6
82	Malawi	2	1	3	7	0	7	3	0	3	8	0	8	4	0	4
83	Malaysia	1 426	34	1 460	3 608	74	3 682	1 961	36	1 997	996	32	1 028	925	27	952
84	Maldives	301	77	378	521	113	634	407	134	541	442	212	654	581	285	866
85	Mali	1	0	1	6	0	6	6	0	6	7	0	7	12	0	12
86	Malta	0	0	0	4	0	4	10	0	10	10	10	20	92	54	146
87	Mauritania	2	0	2	0	0	0	1	0	1	2	0	2	1	0	1
88	Mauritius	11	0	11	17	0	17	12	0	12	6	0	6	12	0	12
89	Mexico	0	0	0	3	0	3	0	0	0	1	0	1	3	0	3
90	Mongolia	3	0	3	1	0	1	1	0	1	2	0	2	1	0	1
91	Morocco	1	0	1	10	0	10	7	1	8	0	0	0	3	0	3
92	Mozambique	6	0	6	15	0	15	7	0	7	10	0	10	10	0	10
93	Myanmar	1	0	1	1	0	1	0	0	0	4	0	4	1	0	1



S.N.	Country/territory	2012/13			2013/14			2014/15			2015/16			2016/17		
		Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
94	Namibia	0	0	0	1	0	1	1	0	1	0	0	0	1	0	1
95	Netherlands	4	2	6	6	0	6	5	0	5	18	1	19	16	3	19
96	New Zealand	33	13	46	51	13	64	50	9	59	78	17	95	144	28	172
97	Nigeria	20	2	22	27	0	27	15	0	15	16	0	16	8	1	9
98	Norway	19	0	19	33	3	36	13	3	16	25	5	30	17	0	17
99	Oman	1 046	554	1 600	1 277	1 028	2 305	851	375	1 226	686	303	989	579	254	833
100	Pakistan	5	2	7	5	1	6	4	3	7	4	0	4	0	2	2
101	Palau	5	0	5	12	0	12	2	0	2	1	2	3	10	6	16
102	Papua New Guinea	35	4	39	35	5	40	25	0	25	33	2	35	34	3	37
103	Peru	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
104	Philippines	0	0	0	2	0	2	2	0	2	0	0	0	6	0	6
105	Poland	54	1	55	54	16	70	38	3	41	90	4	94	389	32	421
106	Portugal	11	1	12	26	4	30	34	2	36	5	0	5	0	0	0
107	Qatar	17 765	330	18 095	24 144	338	24 482	17 924	171	18 095	11 773	145	11 918	7 478	146	7 624
108	Equatorial Guinea	1	0	1	8	1	9	0	0	0	5	0	5	0	0	0
109	Ivory Coast	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0
110	Republic of Macedonia	0	0	0	2	1	3	0	0	0	0	0	0	0	0	0
111	Romania	3	1	4	1	6	7	2	1	3	3	1	4	3	2	5
112	Russian Federation	127	3	130	116	8	124	168	7	175	26	0	26	19	1	20
113	Rwanda	4	0	4	2	0	2	1	0	1	4	0	4	1	0	1
114	Saipan	8	2	10	1	0	1	2	2	4	4	2	6	7	0	7
115	Samoa	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
116	Saudi Arabia	10 475	302	10 777	11 177	426	11 603	6 720	258	6 978	3 599	97	3 696	1 923	85	2 008
117	Senegal	3	0	3	2	0	2	2	0	2	3	0	3	3	0	3
118	Seychelles	121	7	128	166	7	173	160	1	161	234	26	260	287	36	323
119	Sierra Leone	1	0	1	0	0	0	1	0	1	5	0	5	8	0	8
120	Singapore	38	2	40	119	7	126	72	3	75	84	5	89	143	5	148
121	Slovenia	0	0	0	0	0	0	1	0	1	0	0	0	0	0	0
122	Somalia	2	0	2	7	0	7	8	0	8	31	0	31	8	0	8
123	South Africa	12	0	12	24	1	25	10	2	12	35	1	36	187	3	190
124	South Sudan	0	0	0	7	0	7	6	0	6	4	0	4	7	0	7
125	Spain	9	0	9	79	13	92	47	5	52	38	7	45	15	4	19

S.N.	Country/territory	2012/13			2013/14			2014/15			2015/16			2016/17		
		Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
126	Sri Lanka	17	0	17	121	2	123	99	1	100	43	1	44	103	0	103
127	Sudan	12	1	13	18	0	18	9	0	9	12	0	12	2	0	2
128	Swaziland	0	0	0	7	0	7	8	0	8	0	0	0	0	0	0
129	Sweden	6	10	16	5	5	10	5	1	6	7	0	7	7	3	10
130	Switzerland	0	1	1	1	3	4	1	2	3	4	2	6	0	2	2
131	Syria	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0
132	Taiwan Province of China	0	0	0	0	1	1	0	0	0	0	0	0	1	0	1
133	Tajikistan	0	0	0	0	0	0	1	0	1	0	0	0	4	0	4
134	Tanzania	27	0	27	35	0	35	25	0	25	21	0	21	23	0	23
135	Timor-Leste	1	0	1	0	0	0	1	0	1	0	0	0	0	0	0
136	Thailand	42	4	46	53	6	59	36	1	37	19	2	21	24	2	26
137	Trinidad	2	0	2	0	0	0	3	1	4	3	1	4	0	0	0
138	Tunisia	0	0	0	3	0	3	1	0	1	1	0	1	0	0	0
139	Turkey	1	3	4	13	0	13	12	3	15	17	18	35	37	8	45
140	Turkmenistan	0	0	0	1	0	1	2	0	2	1	0	1	0	0	0
141	Turks and Caicos Island	0	0	0	9	0	9	9	0	9	2	1	3	5	0	5
142	United Arab Emirates	6 149	1 018	7 167	11 125	1 708	12 833	7 858	1 594	9 452	5 780	1 617	7 397	5 914	1 126	7 040
143	Uganda	22	2	24	12	0	12	20	1	21	20	0	20	16	0	16
144	Ukraine	5	0	5	0	0	0	0	0	0	0	0	0	0	0	0
145	United Kingdom	89	23	112	136	35	171	62	33	95	49	26	75	30	28	58
146	Uruguay	1	0	1	0	0	0	1	0	1	2	0	2	1	0	1
147	United States	251	60	311	501	106	607	409	85	494	384	75	459	256	62	318
148	Uzbekistan	1	0	1	0	0	0	2	0	2	0	0	0	0	0	0
149	Vanuatu	1	0	1	0	0	0	0	0	0	0	0	0	3	0	3
150	Viet Nam	5	0	5	1	0	1	3	0	3	8	0	8	6	0	6
151	West Indies	4	1	5	2	0	2	2	0	2	2	0	2	0	0	0
152	Yemen	12	0	12	13	0	13	4	0	4	0	0	0	0	0	0
153	Zambia	2	0	2	5	0	5	4	0	4	6	0	6	21	1	22
<b>Total</b>		<b>44 637</b>	<b>10 591</b>	<b>55 228</b>	<b>64 090</b>	<b>14 431</b>	<b>78 521</b>	<b>45 821</b>	<b>4 761</b>	<b>50 582</b>	<b>32 766</b>	<b>4 000</b>	<b>36 766</b>	<b>25 483</b>	<b>3 477</b>	<b>28 960</b>

## DATASET 7: Reported number of deaths, country wise, 2008/09 – 2016/17

Country	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Malaysia	15	105	219	237	253	306	424	337	258	2 154
Saudi Arabia	27	124	133	179	206	220	275	223	251	1 638
Qatar	26	114	125	130	151	208	181	126	142	1 203
United Arab Emirates	13	53	37	50	47	69	59	54	45	427
Kuwait		3	10	22	22	39	33	40	17	186
Bahrain	2	5	12	8	14	8	12	10	6	77
Republic of Korea	1	1	6	6	14	15	10	13	11	77
Oman	4	4	1	6	7	14	3	4	4	47
Lebanon	2	6	4	3	3	2				20
Israel		1		3	3					7
Japan				2	2	2	1	2	4	13
Afghanistan			2		1	1	3		12	19
Sri Lanka		1			1					2
Russia					2		1			3
Germany						1				1
Maldives						1		2	2	5
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
Sierra Leone								1		1
Tanzania								1		1
Egypt									1	1
Nigeria									1	1
Unknown									1	1
<b>Total</b>	<b>90</b>	<b>418</b>	<b>549</b>	<b>646</b>	<b>727</b>	<b>888</b>	<b>1 006</b>	<b>813</b>	<b>755</b>	<b>5 892</b>

## Annex II: Nature of complaints

Nature	2071/72			2072/73			2073/74		
	Individual	Institutional	Total	Individual	Institutional	Total	Individual	Institutional	Total
	Nature	Nature	Nature	Nature	Nature	Nature	Nature	Nature	Nature
Action against the culprit and the amount and compensation	270	620	890	671	485	1156	10	352	362
Action, refund and repatriation along with compensation	6	340	346	7	238	245	145	119	264
Compensation	0	198	198	0	188	188	43	34	77
Compensation	1	192	193	4	86	90	3	44	47
Rescue and repatriation	4	145	149	0	89	89	1	27	28
Return the passport	0	102	102	0	63	63	4	22	26
Action and compensation	0	92	92	0	54	54	9	16	25
Action against the culprit and return the passport and the amount	6	77	83	0	46	46	0	23	23

2071/72				2072/73				2073/74			
Nature	Individual	Institutional	Total	Nature	Individual	Institutional	Total	Nature	Individual	Institutional	Total
Repatriation and compensation	0	64	64	Compensation	0	30	30	Action against the culprit and repatriation	2	19	21
Amount compensation	3	49	52	Rescue and repatriation	0	28	28	Amount compensation	3	17	20
Action against the culprit and repatriation	0	41	41	Action	0	20	20	Action against the culprit and return the passport and the amount	1	17	18
Action against the culprit and return the passport	2	35	37	Repatriation along with compensation	0	17	17	Repatriation	0	14	14
Action against the culprit and refund	6	26	32	Action against the culprit and refund	2	8	10	Action against the culprit and return the passport	0	13	13
Return the passport and the amount	0	25	25	Repatriation and compensation	0	6	6	Return the passport and the amount	4	7	11
Action	2	22	24	Repatriation and compensation	1	5	6	Rescue and action against the culprit	4	6	10
Repatriation along with compensation	0	18	18	Take necessary action and provide salary	0	6	6	Medical treatment	0	8	8
Refund	0	14	14	Return the passport and the amount	0	4	4	Refund	4	4	8
Foreign employment fraud	2	3	5	Refund	0	4	4	Remuneration	0	7	7

2071/72				2072/73				2073/74			
Nature	Individual	Institutional	Total	Nature	Individual	Institutional	Total	Nature	Individual	Institutional	Total
Provide justice and compensation	0	5	5	Provide justice and compensation	0	3	3	Rescue	0	6	6
Take necessary action and provide salary	0	4	4	Provide the insurance amount	1	1	2	Rescue and repatriation	0	4	4
Repatriation of and receive dead body and compensation	0	3	3	Repatriation of and receive dead body and compensation	1	0	1	Repatriation along with compensation	0	3	3
Necessary assistance	0	3	3	Rescued and action against the culprit	0	1	1	Rescue and compensation	0	3	3
Provide the insurance amount	2	1	3	Medical treatment	0	1	1	Settlement	1	1	2
Rescue and compensation	0	3	3	Attempt to charge more amount than the actual cost	0	1	1	Salary difference from the contract provision	0	2	2
Rescue and action against the culprit	0	2	2	Rescue	0	1	1	Repatriated while not receiving salary and facilities as per the contract	0	2	2
Refund after deducting the deposit	0	2	2	Salary difference from the contract provision	0	1	1	Repatriation of and receive dead body and compensation	0	1	1
Rescue	0	1	1	Insurance amount and compensation	0	1	1	Necessary assistance	0	1	1

2071/72			2072/73			2073/74					
Nature	Individual	Institutional	Total	Nature	Individual	Institutional	Total	Nature	Individual	Institutional	Total
Salary difference from the contract provision	0	1	1	Justice	1	0	1	Action	0	1	1
Justice	0	1	1	Visa cancellation	0	1	1	Provide justice and compensation	0	1	1
Visa cancellation	0	1	1	Remuneration	0	1	1	Return the citizenship certificate	0	1	1
Release from the prison and provide employment	0	1	1	Repatriated while not receiving the salary and facilities as per the contract	0	1	1	Total			1009
Return the citizenship certificate	1	0	1	Total			2078				
Remuneration	0	1	1								
<b>Total</b>			<b>2397</b>								









Government of Nepal  
**Ministry of Labour and Employment**  
Kathmandu, Nepal