

Nepal Labour Migration Report 2020



Government of Nepal
Ministry of Labour, Employment and Social Security

Nepal Labour Migration Report 2020



Government of Nepal
Ministry of Labour, Employment and Social Security

Nepal Labour Migration Report 2020

Copyright © 2020

Published by

Government of Nepal

Ministry of Labour, Employment and Social Security

Singha Durbar, Kathmandu

Tel: (+977)-014211378, 4211791, 4211733

Fax: (+977)-014211877

Email: info@moless.gov.np

Web: www.moless.gov.np

All rights reserved. No parts of this publication may be reproduced, stored in a retrieval system or transmitted, in any form or by any means, electronic, mechanical, photocopying, recording or otherwise, without prior permission.

Designed by:

Print Communication Pvt. Ltd.

Tel: (+977)-014241355, 4244148, Kathmandu, Nepal

Printed by:

Quality Printer

Tel: (+977)-014228870, Kathmandu, Nepal

Foreword

Labour migration has remained a salient aspect of Nepal's socio-economic landscape. The social and financial remittances and the exposure gained abroad have contributed positively to the Nepali economy. However, the Government of Nepal is also cognizant of the challenges faced by Nepali youth during the pre-departure, employment and return phases of migration. In this context, efforts are geared towards making foreign employment safe, rewarding and dignified while also emphasizing on domestic job creation to ensure foreign employment is an informed choice for Nepali workers.

As comprehensively presented in the Nepal Migration Report 2020, the Government of Nepal has initiated multilevel migration related reform efforts at the subnational, national, bilateral, regional and global levels. These collectively contribute to ensuring the protection of Nepali migrant workers throughout the migration cycle. In recent years, the fast-changing global migration landscape has put the spotlight on migration issues, especially with the adoption of the Global Compact for Safe, Orderly and Regular Migration (GCM) and the migration related indicators in the Sustainable Development Goals (2030). In addition, within Nepal, federalization has presented immense opportunities to initiate worker-centered reform efforts that ensure safe labour migration. Recognizing the importance of evidence for policymaking, this Report also presents a detailed analysis of labour migration from Nepal, with an emphasis on the years 2017/18 and 2018/19.

This Report also delves into the complexities of transnational migration governance. It presents rich information on various facets of labour migration that will contribute to an evidence-based discourse on migration issues. It calls for a critical reflection on key issues in migration and more concerted efforts across different migration related stakeholders, both at the destination country and Nepal. I am confident that the knowledge base generated from this Report will be critical in informing future efforts in migration governance. I would like to thank the Steering and Working Committees, the International Labour Organization and everyone who contributed in the preparation of this well-researched, analytical documented.

Rameshwor Ray Yadav

Minister

Ministry of Labour, Employment and Social Security

Foreword

It is my pleasure to introduce the Nepal Labour Migration Report 2020. Relying on the available databases maintained by the Government of Nepal and a comprehensive review of the multiple reform efforts targeting different facets of labour migration, this Report weaves together a comprehensive and accessible account of labour migration from Nepal. Similarly, it critically analyzes the thematic gaps and challenges in relation to labour migration and provides recommendations to address the challenges and gaps as well.

The Report is a timely contribution to inform the Government's migration related reform initiatives, noting its fast-changing context at the national and international levels. It sheds light on the transnational nature of migration and the regional dynamics of this phenomenon which necessitates cooperation with both the countries of destination and other labour origin countries, which Nepal has increasingly prioritized. It also deepens the understanding of the occupational profile of Nepali migrant workers, highlighting the need to focus on better data management and pragmatic skills-based partnerships to ensure high returns of migration. Given the multiplicity of stakeholders engaged in migration governance, it emphasizes on the need to strengthen horizontal and vertical coordination across concerned agencies to realize the objectives of safe, rewarding and dignified migration from Nepal.

I would like to thank everyone who provided critical input at various stages of the drafting and preparation of the Report.

Binod KC

Secretary

Ministry of Labour, Employment and Social Security



Steering Committee

Binod K.C.	Secretary, Ministry of Labour, Employment and Social Security	Coordinator
Umesh Dhungana	Joint Secretary, Ministry of Labour, Employment and Social Security	Member Secretary
Bhisma Kumar Bhushal	Director General, Department of Foreign Employment	Member
Rajan Prasad Shrestha	Executive Director, Foreign Employment Board	Member
Richard Howard	Country Director, ILO	Member
Moti Bahadur Shrees	Under Secretary , Ministry of Foreign Affairs	Member
Binita Bhattarai	Director, Department of Immigration	Member

Working Committee

Deepak Dhakal	Under Secretary, Ministry of Labour, Employment and Social Security	Coordinator
Dinbandhu Subedi	Under Secretary, Foreign Employment Board	Member
Upasana Khadka	Policy Advisor, Ministry of Labour, Employment and Social Security	Member
Basanta Karki	National Project Coordinator, ILO	Member
Anaraj Tiwari	Statistics Officer, Central Bureau of Statistics	Member
Raju Shrestha	Computer Engineer, Ministry of Labour, Employment and Social Security	Member
Suresh Subedi	Officer, Ministry of Labour, Employment and Social Security	Member

Jamuna Kafle and Giri Acharya, Section Officers at the Ministry of Labour, Employment and Social Security (MOLESS) provided invaluable support. Contributions from the following individuals is acknowledged: Neha Choudhary, Prakriti Thami, Jeevan Baniya, Hom Karki, Dev Chandra Rai, Arjun Chalise, Bind Kumar Sah, Rachana Pandit, Sambhrant Bista, Sarin Upreti, Saroj Pokhrel, Buddha Singh Kepchhaki, Rammani Duwadi, Ram Prasad Bhattarai and Kiran Kandel.



Contents

FOREWORD

ACRONYMS

XIII

EXECUTIVE SUMMARY

XV

CHAPTER 1: OVERVIEW

1

CHAPTER 2: LABOUR MIGRATION - A SNAPSHOT

9

- 2.1 Current Trends in Labour Migration 11
- 2.2 Destination Countries of Nepali Migrant Workers 13
- 2.3 Origin Provinces and Districts 16
- 2.4 Mode of Obtaining Labour Approval 22
- 2.5 Labour Approval Renewal 30
- 2.6 Age 32
- 2.7 Skills 33
- 2.8 Stocks of Migrant Workers 34
- 2.9 Labour Migration from a Regional Perspective 35
- 2.10 Return Migration 37

CHAPTER 3: LABOUR MIGRATION GOVERNANCE IN NEPAL

45

- 3.1 Institutional Arrangements 47
- 3.2 Multi-level Labour Migration Governance 50

CHAPTER 4: THEMATIC TOPICS

77

- 4.1 Compensation through the Foreign Employment Welfare Fund: A Review 79
- 4.2 Labour Diplomacy and The Role of Missions in Labour Migration Governance 85
- 4.3 Remittance 92
- 4.4 Occupation Profile of Migrant Workers 98

CHAPTER 5: WAY FORWARD

107

ANNEX

119

REFERENCES

141

TABLES

TABLE 1 : Government of Nepal's Periodic Plans and Volume of Annual Labour Approvals (2nd Row)	4
TABLE 2: Skills Distribution of Nepali Migrant Workers by Mode of Obtaining Labour Approval	33
TABLE 3: Employment Status of Returnee Workers by Province	41
TABLE 4: Variation in Employment Status Disaggregated by Last Destination	43
TABLE 5: Industries that Returnee Migrant Workers are Currently Engaged In (Nepal)	43
TABLE 6 : Number of Migration Related Service Providers	48
TABLE 7: Coordination Committees as per Foreign Employment Policy, Act and Rules	50
TABLE 8: Major Changes in the Foreign Employment Act	52
TABLE 9: Minimum Referral Wages by Destination Country	56
TABLE 10: Recruitment Costs Prescribed by the Government of Nepal	60
TABLE 11: Foreign Employment Related Responsibilities of Local Governance	63
TABLE 12: Selective MRCs in Operation Across Nepal	64
TABLE 13: BLAs and MOUs Signed by the Government of Nepal	65
TABLE 14: SDG 2030 & Labour Migration	72
TABLE 15: Compensation for Disabilities by Country	82
TABLE 16: Cause of Death by Year	83
TABLE 17: Cause of Death by Country	83
TABLE 18: Labour Counselors and Attaches Appointed by GON	86
TABLE 19: Remittance Transfer Costs	95
TABLE 20: Sale of Foreign Employment Savings Bond	96
TABLE 21: Skills Categorization of Nepali Migrant Workers (2017/18 and 2018/19)	98
TABLE 22: Reclassification of Occupational Categories (2018/19)	100
TABLE 23: Occupation Profile of Migrants by Gender	101
TABLE 24: Occupation Profile of Migrants by Mode of Obtaining Labour Approval	102
TABLE 25: Occupation Profile of Migrants by Destination Country	103
TABLE 26: Top 5 Destination Countries by Major Occupational Category	104

FIGURES

FIGURE 1 :	Trend in Obtaining Labour Approvals (left) and Incoming Remittance (right)	3
FIGURE 2:	Trend in Obtaining Labour Approvals (Disaggregated by Gender)	12
FIGURE 3:	Labour Migration to the Republic of Korea via EPS (Disaggregated by Gender)	12
FIGURE 4:	Major Destination Countries for Labour Migration (Overall)	13
FIGURE 5:	Major Destination Countries for Labour Migration (Female)	14
FIGURE 6:	Country-wise Trends in Labour Migration	15
FIGURE 7:	Emerging Destination Countries for Nepali Migrant Workers	16
FIGURE 8:	Provincial Profile of Nepali Migrant Workers	17
FIGURE 9:	Provincial Profile of Nepali Labour Migrant Workers (by Major Destination Country, 2018/19)	18
FIGURE 10:	Origin District of Total Migrant Workers (2017/18)	20
FIGURE 11:	Origin District of Total Migrant Workers (2018/19)	21
FIGURE 12:	Mode of Obtaining Labour Approval	22
FIGURE 13:	Recruitment Process	23
FIGURE 14:	Volume of Migrant Workers Mobilized by Recruitment Agencies (2018/19)	24
FIGURE 15:	Number of Countries where Recruitment Agencies Mobilized Workers (2018/19)	25
FIGURE 16:	Number of Recruitment Agencies Sending Workers by Destination Country (2018/19)	26
FIGURE 17:	Trends in Labour Approvals by Mode of Obtaining Labour Approval	27
FIGURE 18:	Trends in Obtaining Individual Labour Approvals by Gender	27
FIGURE 19:	Major Destination Countries for Individual Labour Approvals (Overall)	28
FIGURE 20:	Trends in Regularization of Labour Approvals by Gender	29
FIGURE 21:	Major Destination Countries for Regularization (Overall)	29
FIGURE 22:	Trends in Labour Approval Renewal by Gender	30
FIGURE 23:	Major Destination Countries for Labour Approval Renewals (Overall)	31
FIGURE 24:	Major Destination Countries for Labour Approval Renewals (Female)	31
FIGURE 25:	Age Distribution of Nepali Migrant Workers by Gender	32
FIGURE 26:	Distribution of Major Destination Countries by Age Group (2018/19)	32
FIGURE 27:	Distribution of Major Destination Countries by Age Group (2017/18)	33
FIGURE 28:	Current Migrant Workers in Malaysia by Nationality (2018)	34
FIGURE 29:	Sectors Employing Nepali Workers in Malaysia (2018)	35
FIGURE 30:	Trends in Annual Labour Migration from the Region (Country-wise)	36
FIGURE 31:	Slowdown of Migrant Worker Outflow to the GCC (In Thousands)	36
FIGURE 32:	Returnee Population by Age	38
FIGURE 33:	Last Migration Destination of Returnees by Province (Per cent)	39
FIGURE 34:	Reason for Return to Nepal by Destination	40
FIGURE 35:	Employment Status of Returnee Workers by Last Destination	41
FIGURE 36:	Occupation of Returnees in Nepal and at the Destination Country	42
FIGURE 37:	Employment Type of Returnee Workers by Last Destination Country	44
FIGURE 38:	Individual and Institutional Cases Registered and Resolved	58
FIGURE 39:	Cases Registered and Solved by FET	59
FIGURE 40:	Renewals of Labour Approvals by Province (2018/19)	61
FIGURE 41:	Total Amount Provided as Death or Disability/Sickness Compensation	80
FIGURE 42:	Compensation for Injuries by Gender	81
FIGURE 43:	Causes of Disability and Compensation Provided	81
FIGURE 44:	Number of Deaths by Gender	82
FIGURE 45:	Residential Missions of Nepal	85
FIGURE 46:	Total Remittance Inflow to Nepal (Billion USD)	92
FIGURE 47:	Top Ten Remittance Recipients as % of GDP	92
FIGURE 48:	Remittance Receiving Households by Income Percentiles	93
FIGURE 49:	Remittance by Destination Country (In Billion USD)	94
FIGURE 50:	Word Cloud of Occupations of Nepali Migrant Workers (2018/19)	99



Acronyms

DOFE	Department of Foreign Employment
FEB	Foreign Employment Board
MOLESS	Ministry of Labour, Employment and Social Security
FET	Foreign Employment Tribunal
NMRC	National Migrant Resource Center
MRC	Migrant Resource Center
ESC	Employment Service Center
GCC	Gulf Cooperation Council
MOU	Memorandum of Understand
BLA	Bilateral Labour Agreement
CIOP	Comprehensive Information and Orientation Program
FEIMS	Foreign Employment Information Management System
FESB	Foreign Employment Savings Bond
NPR	Nepali Rupee
NRB	Nepal Rastra Bank
CTEVT	Council for Technical Education and Vocational Training
NSTB	National Skills Testing Board
GCM	Global Compact for Safe, Orderly and Regular Migration
ADD	Abu Dhabi Dialogue
CP	Colombo Process
GFMD	Global Forum for Migration and Development
SAARC	South Asia Association for Regional Cooperation
NLFS	National Labour Force Survey
FET	Foreign Employment Tribunal
ILO	International Labour Organization
IOM	International Organization for Migration



Executive Summary

The Nepal Labour Migration Report 2020 is the Ministry of Labour, Employment and Social Security's (MOLESS) effort to present a comprehensive overview of labour migration from Nepal, with an emphasis on the years 2017/18 and 2018/19.

As a young population in the midst of a demographic window of opportunity, labour migration has provided immense employment opportunities to Nepali workers. Remittances are equivalent to over a quarter of the GDP while returnee workers acquire important experience, skills and technical know-how abroad. However, the benefits of labour migration are often dampened by malpractices in the recruitment and employment of migrant workers. Consequently, the Government of Nepal's efforts have been targeted towards maximizing the benefits of labour migration while minimizing the potential risks, with an emphasis on domestic employment creation to ensure Nepali citizens can migrate out of choice and not necessity.

A defining characteristic of Nepal's labour migration since the early 2000s has been an unprecedented increase in the volume of workers headed to the Gulf Cooperation Council (GCC) countries and Malaysia for temporary employment. In 1993/94, the number of labour approvals issued by the Department of Foreign Employment (DOFE) was just 3,605. A decade later, in 2003/2004, it reached 106,660 and in 2013/14, it peaked at 519,638. Since 2013/14, however, the volume of annual outmigration has been decreasing and reached 354,098 and 236,208 in 2017/18 and 2018/19 respectively. Labour migration from Nepal is predominantly male, with more than eighty per cent of the total labour migrant population in 2017/18 and 2018/19 between the ages of 18 and 35. The share of workers taking up low-skilled work is high at 59 per cent (2018/19) and 64 per cent (2017/18). The volume of financial remittance has significantly increased in the recent past, from 2.54 billion USD in 2010/11 to 8.79 billion USD in 2018/19.

Given the temporary nature of labour migration with a disproportionate share of employment contract duration of two years, both repeat and return migration feature prominently in Nepal's migration profile. In 2017/18 and 2018/19, 258,598 and 272,616 migrant workers renewed their labour approvals. On the other hand, as per the Nepal Labour Force Survey 2017/18, an analysis of the profile of recent returnee migrant workers in Nepal shows that 42.8 per cent are employed, 13.4 per cent are unemployed and 43.8 per cent are out of the labour force.¹ A key priority of the Government is to ensure that both the social and financial remittances gained abroad are mobilized productively in Nepal and help advance the country's development priorities.

Labour migration governance is complex and multidimensional. A robust institutional architecture with a comprehensive legal and policy framework is in place to better regulate and manage this sector. While MOLESS has the overall responsibility of guiding labour migration-related policymaking, other key dedicated government institutions include DOFE for regulatory tasks, the Foreign Employment Board (FEB) for welfare-related tasks and the Foreign Employment Tribunal (FET) for access to justice. In addition, a large number of stakeholders from the public and private sectors are engaged in various facets of labour migration

¹ This could be due to a returnee worker's intention to remigrate, which is not captured in the National Labour Force Survey 2017/18.

governance. The successes and challenges of migration related initiatives lie in stronger horizontal and vertical coordination among the different stakeholders.

Labour migration governance is multi-level with ongoing initiatives at the subnational, national, bilateral, regional and global levels. At the local level, the Local Governance Operations Act (LGOA) 2017 has mandated local governments to carry out foreign employment related activities including data collection, training, information dissemination, and reintegration of returnee workers. At the national level, recent reform initiatives include the amendment of the Foreign Employment Act and Rules to increase transparency in labour migration governance and the development of a comprehensive Foreign Employment Information Management System (FEIMS). At the bilateral level, the years 2017-19 saw remarkable progress with the signing or renewal of labour agreements with Jordan, Japan, Malaysia, Mauritius and the UAE that include strong worker-centric provisions including employer pays principle, equal pay for equal work and no-cost access to justice, among others. Given the cross-border dynamics of labour migration, collaboration at regional levels is also important to share good practices and develop a common voice on key issues concerning migrant workers. Nepal is the current chair of the Colombo Process, and an active member of the Abu Dhabi Dialogue, both of which are significant regional consultative processes in labour migration governance. With the adoption of the Global Compact for Safe, Orderly and Regular Migration (GCM) in December 2018 and the inclusion of migration related indicators in the Sustainable Development Goals, Nepal has access to global platforms and a common language to elevate the discussion on worker protection issues from the vantage of a sending country.

In addition, the Report also delves into thematic areas including the (i) overview of the welfare schemes targeted to migrant workers or their families using the Foreign Employment Welfare Fund (FEWF) in case of death or injuries, (ii) the role of Diplomatic Missions in labour migration governance, (iii) the occupational profile of labour migrant workers and (iv) an overview of ongoing efforts on maximizing the productive use of worker remittance which features prominently in the Nepali economy.

Based on the analyses, the following priorities are identified for the way forward:

- **Foreign Employment Policy:** The Foreign Employment Policy is currently being revised. The changes need to be strongly grounded on reality and harmonized with other sectoral and national policies. The role of each tier of government should be further clarified and local and provincial governments should be included in the Foreign Employment Coordination Committee formed under the Policy. It should provide avenues for different types of bilateral cooperation in addition to the standard bilateral labour agreements such as social security agreements, skills partnerships and sector-specific agreements while considering the heterogeneity across migration corridors in terms of volume, employment sectors, recruitment modality and maturity. The Policy should be forward-looking and explore the possibilities of including migrant workers to Nepal's contributory social security schemes and overseas voting during general elections in Nepal. A systems approach needs to be taken to assess and assign the roles of different stakeholders engaged in the foreign employment sectors. Finally, complementarities between the domestic and foreign employment agenda need to be explored.
- **FEIMS:** The FEIMS needs to be upgraded to include additional details on workers such as education levels, origin municipality and occupational categorization as per international standards. The utilization of the FEIMS database to inform policymaking should be emphasized, while foreign employers should also be added as a potential stakeholder. DOFE should prioritize regular efforts to train the end-users of FEIMS and obtain user-feedback regularly to inform further upgrades of this system.

- **Data Collection:** A nationally representative migration survey needs to be conducted preferably once in two years to shed light on the various facets of labour migration. To ensure uniformity, comparability and collation of foreign employment-related data collected at the local levels as mandated by the LGOA, 2017, the standardization of variables and templates needs to be prioritized. The Government of Nepal's bilateral efforts should emphasize on obtaining data on the current stocks of migrants abroad regularly, disaggregated at subnational levels.
- **Procedural Changes:** Integrated service delivery of migration-related services under one roof needs to be prioritized at each province. The recruitment process of higher-skilled and professional workers, including the process of obtaining labour approvals individually, needs to be simplified and the possibility of an online pre-departure orientation certification system for these categories needs to be considered.
- **Local Migration Governance:** To ensure the proper implementation of the foreign employment-related mandate of the LGOA, 2017, efforts should focus on capacity building of the local governments, sharing of good practices, and provision of adequate financial resources. Good practices at the federal level should be replicated at the local and provincial levels. Exploring the complementarities between the domestic and foreign employment agenda should be prioritized, including the integration of Migration Resource Centers and Employment Service Centers and investment on international standard training centers that meet demands of both local and foreign labour markets. Noting that provincial-level labour offices will be eventually entrusted with the authority to provide all migration-related services, they should be equipped with adequate human resources, physical facilities and logistical support.
- **Labour Diplomacy:** A stronger coordination mechanism between MOLESS and MOFA should be developed to ensure timely response to issues in the labour migration sector. The presence of labour counselors or attaches at destination countries including in major cities outside the capital, emerging destination countries and all destination countries with which Nepal concludes bilateral labour agreements should be prioritized. Alternate mechanisms for demand attestation need to be explored especially in countries without residential Diplomatic Missions. The possibility of setting up an emergency fund at Missions that is targeted towards labour migrants, especially the vulnerable ones, should be considered.
- **Bilateral Labour Agreement (BLAs) and Memoranda of Understanding (MOU):** Regular inter-ministerial meetings among MOLESS, Ministry of Foreign Affairs (MOFA) and Ministry of Law, Justice and Parliamentary Affairs (MOLJA) need to be prioritized to assess the implementation of all existing BLAs/MOUs. A standard operations manual that covers the full cycle of the MOU/BLA including preparation, drafting, negotiation and implementation needs to be prepared along with specific responsibilities of the concerned agency including MOLESS, MOFA and MOLJA to institutionalize and standardize the process. Joint Working Group (JWG) meetings should be organized regularly as envisioned in the MOU/BLA. The Record of Discussions prepared as part of the JWG meetings should include tangible action-oriented agenda with individual and joint responsibilities assigned to both governments. The JWG should be further strengthened by expanding the roles and responsibilities of concerned migration-related stakeholders, especially the Diplomatic Missions, to operationalize the MOU/BLA provisions. MOLESS could also prioritize developing protocols or programs on specific areas of cooperation such as bilateral skills partnerships, integrated recruitment systems, portability of social security system and sharing of labour market information, among others. Strategic communication to ensure that all stakeholders

including recruitment agencies, workers, employers as well as the concerned private sector and civil society have a common understanding of the provisions of the MOUs needs to be prioritized.

- **Diversification:** To advance Nepal's diversification policies to new destination countries as well as new sectors of employment, a more concrete assessment should be conducted which would inform the identification of potential destination countries or employment sectors for Nepali workers and Nepal's positioning and marketing strategy. FEIMS should be mobilized to identify and engage with the larger employers with strong employment records. More flexible approaches such as revised time limit on employment contracts for short-term opportunities (seasonal workers, consultancies), employment in emerging sectors such as seafarers' sector and innovations in joint partnerships especially in the area of skills training including public private partnerships and mobilization of Corporate Social Responsibility funds should be considered.
- **Remittances (Financial and Social):** A coordinated approach between the Nepal Rastra Bank and migration-related stakeholders, especially the FEB, to market the Foreign Employment Savings Bond should be conducted, with more attractive incentives for both migrant workers and agents responsible for selling the bonds. In addition, efforts to promote collective remittance should be explored in priority sectors such as tourism, hydropower and agriculture by all tiers of Government. The private sector should be better mobilized to increase the ownership of programs targeted to returnee workers such as the returnee soft loan program and the recognized prior learning scheme. Returnee workers should be equipped with business training to help produce viable business plans, and a one-stop center for returnee migrant workers to access information on available resources and advisory services for potential entrepreneurs and jobseekers should be prioritized.
- **Access to Justice:** Emphasis should be on a better case management system that is accessible to all concerned stakeholders including DOFE, FET and the district courts that are in charge of enforcing the decisions made by FET. Sufficient human and financial resources need to be invested in concerned agencies, especially FET, to ensure timely response to grievances and their regular follow-up.
- **Regional and Global Governance:** The regional and global platforms should be further leveraged to raise issues concerning migrant worker rights, to develop a common voice on key issues in migration governance with other sending countries and to promote exchange of good practices. Projects with tangible outcomes such as joint skills partnerships and orientation programs should be prioritized. The preparation of the National Strategy for the Implementation of the GCM by the Government is timely to identify the most relevant GCM priorities for Nepal and the way forward along with the proper utilization of available resources such as the start-up fund and connection hub established under the GCM.

Chapter I:

Overview

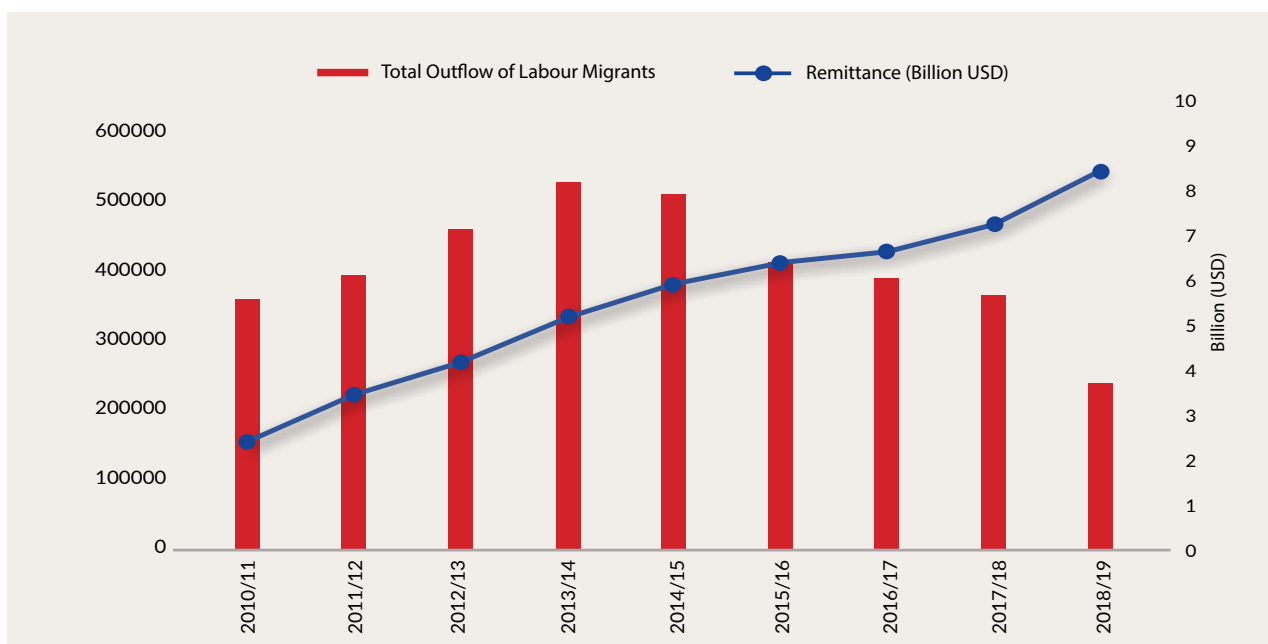


Chapter I: Overview

Background

International mobility has become a defining characteristic of our times. Over 272 million individuals—around 3.5 per cent of the global population—are estimated to be living outside their countries of birth.² It is estimated that 63.5 per cent of this population move for employment opportunities,^{3,4} the type of migration that features most significantly in Nepal's migration profile. In the last decade since 2008/09, the Department of Foreign Employment (DOFE) has issued over 4 million labour approvals to Nepali workers (Figure 1). Labour migration from Nepal is characterized by time-bound employment contracts, concentrated in the Gulf Cooperation Council (GCC) countries and Malaysia. The subsequent remittances have been equivalent to over a quarter of the GDP in recent years, with the latest figure of 8.79 billion USD in 2018/19 (Figure 1),⁵ making it a significant source of foreign exchange earnings.

Figure 1 : Trend in Obtaining Labour Approvals (left) and Incoming Remittance (right)



Source: Foreign Employment Information Management System (FEIMS) and Nepal Rastra Bank

Labour migration presents both opportunities and challenges. As a young country in the midst of a youth bulge and an unemployment rate of 11.4 per cent,⁶ of which a third are in long-term unemployment,⁷ labour

² UN DESA (2019)

³ ILO (2018)

⁴ Note that this estimate is based on the 2017 figures of global migration population by UN DESA which was 258 million.

⁵ Nepal Rastra Bank

⁶ Nepal Labour Force Survey (NLFS) 2017/18

⁷ NLFS 2017/2018; Long-term unemployment is defined as unemployment for a period of 12 months or longer.

migration has offered employment opportunities to a large volume of Nepali youth. The oil-driven growth in the GCC economies and labour shortages in East and Southeast Asian countries like Malaysia, Japan and South Korea have increased employment opportunities for Nepali workers. Furthermore, coupled with advances in transportation and telecommunications, mobility has become cheaper and more convenient. The gains of labour migration via financial and social remittances are apparent and reflected in better educational and health outcomes and living standards in Nepal.⁸

However, Nepal's experience has also shown that realizing the economic gains of labour migration can often be challenging. The malpractices in the transnational recruitment and employment processes and the costs of labour migration—whether it is financial or social—cannot be overlooked. In particular, the debt-financed recruitment process coupled with concerns over contract substitution, inadequate worker protection and human rights violation in segmented labour markets abroad has shaped a more cautious migration narrative in Nepal in the recent years.

The evolution in the labour migration narrative is reflected well in the Government's periodic plans (Table 1).⁹ While the periodic plans began as early as 1956, foreign employment issues were first addressed only in the Seventh Plan (1985-90). This reflects the increased salience and visibility of foreign employment as a policy priority that necessitated robust institutions and policies for its management such as the first Foreign Employment Act 1985. Each of the Seventh to Fifteenth Periodic Plans has included foreign employment related priorities, with the balance between promoting foreign employment and protecting migrant workers increasingly shifting towards the latter in recent times.

TABLE 1 : GOVERNMENT OF NEPAL'S PERIODIC PLANS AND VOLUME OF ANNUAL LABOUR APPROVALS (2ND ROW)

7th PLAN					8th PLAN					9th PLAN					10th PLAN					11th PLAN			12th PLAN			13th PLAN			14th PLAN		
1985/86	1986/87	1987/88	1988/89	1989/90	1992/93	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/2000	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
							2159	2134	3259	7745	27796	35543	55025	104736	105043	106660	139718	165252	204533	249051	219965	294094	354716	384665	450889	519638	499102	403693	382871	354098	236208

Source: National Planning Commission and FEIMS

The earlier periodic plans, especially from the Ninth Plan, viewed foreign employment as a viable alternative to domestic employment to address high unemployment and poverty issues in Nepal which was as high as 49 per cent.¹⁰ In particular, the Ninth Plan (1997-2002) set a long-term objective of increasing the national income by providing more employment opportunities both within and outside the country. Setting up of

⁸ A fifth of the poverty reduction between 1995 and 2004 in Nepal is attributed to migration (Lokshin, 2010). Shrestha (2017) finds that migration increases school enrollment of children, especially of girls.

⁹ The Government of Nepal's Periodic Plans 1 to 14 and the 15th Plan Approach Paper were reviewed for this Chapter. Accessed at https://www.npc.gov.np/en/category/periodic_plans.

¹⁰ 8th Periodic Plan. Accessed at : https://www.npc.gov.np/images/category/eighth_eng.pdf

policies and institutions was emphasized to facilitate labour migration that was already taking place as an alternative livelihood option for many Nepali households. The Tenth Plan (2002-2007) even set a target to send up to 550,000 youth for foreign employment¹¹—more than double the volume of outmigration in the period covered by the Ninth Plan when the volume of labour migrant workers was just over 230,000. It set a training quota for 6000 aspirant migrant workers to reap the maximum benefits of labour migration. Another notable aspect of the earlier periodic plans was the emphasis on making labour migration accessible to all including by providing migrant loan assistance to women, Dalit, economically and geographically disadvantaged groups.¹²

The recent periodic plans, especially from the Thirteenth Plan, have evolved to prioritize domestic employment creation and the need to retain and mobilize youth in the country while emphasizing safe, dignified and productive foreign employment opportunities. The historical achievements in nation-building with the promulgation of the new constitution and the federal structure of governance have put economic development at the center. This has presented an opportunity to focus on domestic job creation for Nepali youth so foreign employment is an informed choice with viable alternatives domestically. In this context, the current priorities have shifted the focus from the number of overseas opportunities to their quality to ensure higher returns to migrating via emphasis on bilateral agreements, expanded labour protection, higher-skilled opportunities and productive utilization of remittances.

The recent policy initiatives of the Government have been crucial in generating unprecedented momentum for such reforms in labour migration governance. MOLESS is pursuing a multifaceted strategy at the national and international levels. This entails deepening cooperation with existing destination countries as evidenced by the recent signing of MOUs with Malaysia, Japan and the UAE and the ongoing discussions with Qatar, Oman, Saudi Arabia and Kuwait. In addition, the possibilities of diversifying to new and emerging destination markets that offer decent work opportunities through dialogue and bilateral agreements are also being explored. Several unilateral efforts have also focused on strengthening migration governance. A Foreign Employment Information Management System (FEIMS) has been developed that maintains records of all outgoing regular migrant workers and brings together migration-related stakeholders to one platform. The Foreign Employment Act 2007 has been amended to include worker-centric provisions including decentralization of service delivery and mandatory verification of job demand letters at Diplomatic Missions. Finally, MOLESS is also actively prioritizing domestic employment creation to ensure Nepali citizens can migrate out of choice and not necessity.

Objectives of the Report

The Nepal Labour Migration Report 2020, the fourth in the series, is the Government of Nepal's continued effort to produce a comprehensive evidence base on labour migration governance in Nepal. The specific objectives of the Report are as follows:

- Analyze the trends and patterns of labour migration from Nepal, with an emphasis on the years 2017/18 and 2018/19;
- Present a comprehensive picture of the institutional architecture and key policies governing Nepal's labour migration, highlighting the Government of Nepal's initiatives at different levels of governance to make migration safe, dignified and productive;

11 10th Periodic Plan. Accessed at: https://www.npc.gov.np/images/category/10th_eng.pdf

12 For example, as per one of the strategies in the 10th Periodic Plan: "Loan assistance shall be extended to the low-income groups in order to utilise the foreign employment opportunities to the best possible extent."

- Deep dive into thematic issues of priority in labour migration governance including labour diplomacy, the occupational profile of migrants, the welfare initiatives targeted to migrant workers and the productive use of remittances; and
- Provide recommendations on the way forward.

Structure of the Report

The Nepal Labour Migration Report 2020 is structured as follows:

- **Chapter 2** presents a labour migration profile of Nepal, focusing on the years 2017/18 and 2018/19. It covers current trends and magnitude of labour migration, disaggregated by gender, place of origin, destination countries and the mode of obtaining labour approvals. Other key variables including age, skills and the current stock of migrant workers have also been covered. The data analysis portion relies on FEIMS, the administrative database maintained by the DOFE, that records information on legal labour migration. This Chapter is limited to migrant workers who received labour approvals, and it leaves out notable segments of Nepal's population on the move including those migrating to India for work and those traveling through irregular channels. It also presents stylized facts on recent returnee migrant workers based on the Nepal Labour Force Survey 2017/18 that includes a comprehensive module on returnee migrant workers, including those returning from India.
- **Chapter 3** describes the elaborate institutional and policy architecture governing labour migration in Nepal. It details the multilevel governance efforts that are underway at national, bilateral, regional and global levels. The past two years have been particularly significant in adding important layers to migration governance. Within Nepal, localization of migration governance and service delivery is being prioritized in the context of federalization. At the external front, with the adoption of the GCM, Nepal now has access to a global platform and a common language to elevate the discussion on labour rights issues from the vantage of a labour sending country. The Chapter also elaborates on the implementation status and challenges of the recent reform initiatives in migration governance.
- **Chapter 4** elaborates on four thematic topics in line with the previous reports. The first thematic area is on labour diplomacy and the role of Nepali Diplomatic Missions in labour migration governance, which has increasingly become a salient part of Nepal's foreign policy along with the rise in the volume of labour migrant workers. The second topic is on the Foreign Employment Welfare Fund schemes targeted to migrant workers and their families which are managed by the FEB. The third topic is a review of remittances along with the Government's efforts on maximizing its productive use. Finally, the fourth topic sheds light on the occupational characteristics of Nepali workers who migrated in 2018/19, relying on the FEIMS database.
- **Chapter 5** identifies priorities and the way forward, drawing on the qualitative and quantitative analyses in the preceding Chapters. It calls for a long-term vision on Nepal's migration governance framework, which is timely with the impending revision of the Foreign Employment Policy 2012. This entails taking up a systems approach to evaluate the roles and responsibilities of the multiple stakeholders engaged in labour migration governance with varied interests and priorities. It recognizes the policy reform efforts taken in the recent past at sub-national, national and international levels and calls for emphasis on their full-fledged implementation. Finally, against the backdrop of the overarching goal of "Prosperous Nepal,

Happy Nepali”, this Chapter calls for the harmonization of foreign employment policies with sector policies and development priorities, emphasizing on the complementarities between the domestic and foreign employment priorities.

This report draws heavily on related reports commissioned by the Government of Nepal on labour migration including:

- Labour Migration for Employment, A Status Report for Nepal: 2013/14; 2014/15; 2015/16-16/17
- Taskforce Report on Foreign Employment Reform 2017/18
- Taskforce Report on Increasing Formal Remittance to Nepal and Maximizing its Productive Use 2017/18
- Taskforce Report on Potential Destination Countries, Mobilization of Migrant Workers by the Government and Review of Worker Paid Recruitment Costs 2017/18

Primary Sources of Data:

- Foreign Employment Information Management System (FEIMS)
- Nepal Labour Force Survey 2017/18
- Administrative database maintained by the Foreign Employment Board (FEB)

The reference years for the data analysis portion of the report relying on the administrative databases are July 16, 2017 till July 16, 2019 (FY 2017/18 and 2018/19).



Chapter 2:

Labour Migration - A Snapshot



Chapter 2: Labour Migration - A Snapshot

Labour migration has become one of the defining characteristics of Nepal's socio-economic landscape. The size and fluctuation in migratory outflows are a result of a combination of economic and non-economic factors.¹³ Commonly cited push factors include insufficient access of the working-age population to productive economic opportunities and cultural factors like the societal pressure to migrate. Pull factors, on the other hand, include jobs with wage differentials and better amenities, social networks and opportunities for upward social and career mobility. Furthermore, as posited by the New Economics of Labour Migration,¹⁴ labour migration is also a household strategy for families to diversify their income sources to mitigate the impact of income volatility from agriculture and other informal sectors. As will be further expanded in this Chapter, labour migration is also shaped by migration-related policy interventions of both the labour sending and destination countries.

This Chapter attempts to provide a stylized fact on labour migration from Nepal including the magnitude of new and re-migrating workers, disaggregated by gender, place of origin, destination countries and mode of obtaining labour approval. Other key variables including the age, skills level and the current stock of migrant workers have also been covered. It is important to note that a limitation of this Chapter is that the data is largely driven from the Foreign Employment Information Management System (FEIMS), which is relatively new and only covers documented migrant workers. A significant number of workers also migrate to India,¹⁵ which does not require labour approvals while many migrant workers travel through irregular channels, both of which are unrecorded. An exception is Section 2.10 on returnee migrant workers which relies on the Nepal Labour Force Survey (NLFS) 2017/18 and captures information on returnee migrant workers from India as well.

Current Trends in Labour Migration

2.1 CURRENT TRENDS

Nepali workers can seek employment opportunities in any country across the world, except in those prohibited by the Government of Nepal. Currently, the Government has approved 110 countries for labour migration through recruitment agencies.^{16, 17} Since 2008/09, DOFE has issued over 4 million labour approvals. There was a steady increase in the annual issuance of labour approvals between 2008/09 and 2013/14 during which it peaked at over 500,000, but the volume has steadily declined since then. In the years 2017/18 and 2018/19, a total of 354,098 and 236,208 labour approvals were issued respectively (Figure 2). In 2017/18

¹³ For a more detailed review of the economic, demographic, environmental, social and political drivers of migration from Nepal, see IOM (2019b).

¹⁴ Stark (1982)

¹⁵ For more detail on the 1950 Nepal-India Treaty of Peace and Friendship that allowed free movement of people between the two countries, see Sijapati (2017).

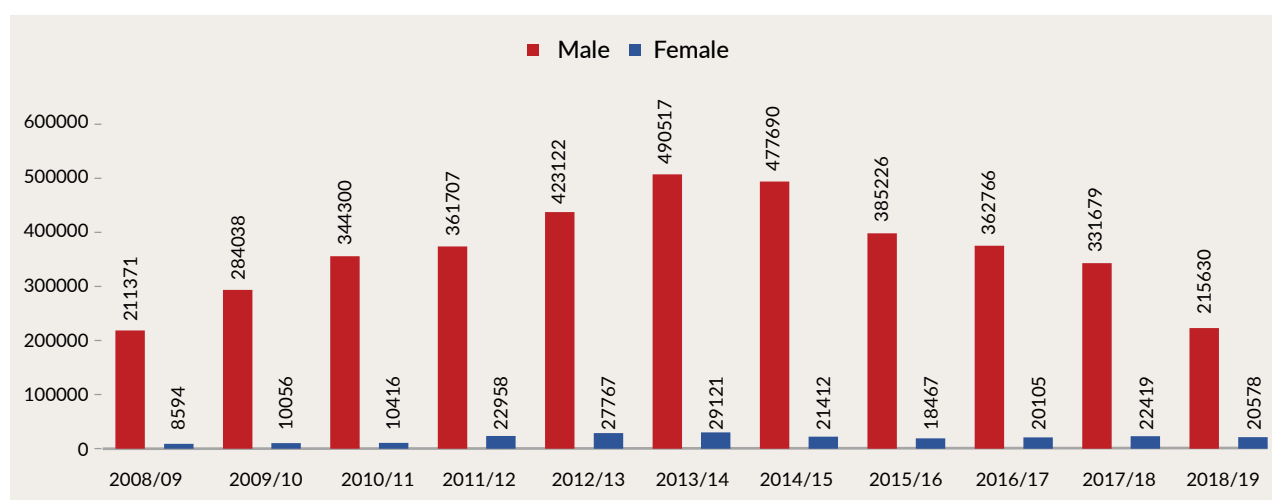
¹⁶ Labour approvals are currently not provided to 3 countries including Libya, Iraq and Afghanistan (excluding to the green zone).

¹⁷ The modes of recruitment—individually and through recruitment agencies—are detailed in Chapter 2. Individual migrant workers do not rely on recruitment agencies to arrange their employment abroad.

and 2018/19, as per the FEIMS records, labour approvals were obtained for a total of 132 and 128 countries respectively.

Labour migration from Nepal is a predominantly male phenomenon with the share of female migrant workers accounting for a little above 5 per cent in the last decade. The share of female workers was around 8.5 per cent in 2018/19, owing to a drop in the overall volume of male migrant workers. The domestic work sector, comprising of a high share of female workers, has been regulated in an effort to reduce vulnerabilities such as long working hours, physical abuse and economic exploitation, which could be one of the factors behind the low volume of female outmigration.

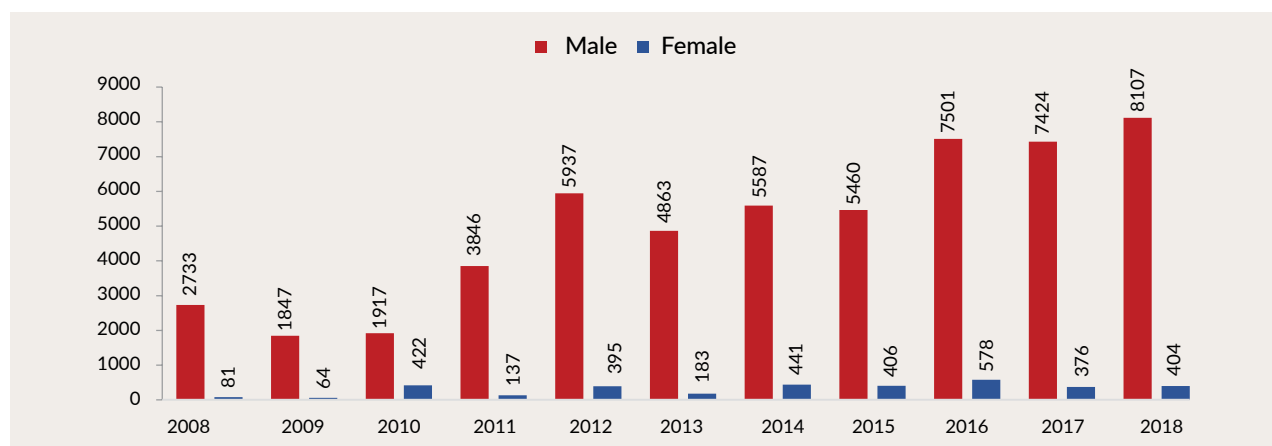
FIGURE 2: TREND IN OBTAINING LABOUR APPROVALS (DISAGGREGATED BY GENDER)



Source: DOFE

In addition to the labour approvals issued by DOFE, as detailed above, 58,709 workers have also received employment in the Republic of Korea as part of the Employment Permit Scheme (EPS) from 2008 to 2018 (Figure 3). The annual quota for EPS workers is set by the Government of the Republic of Korea in the manufacturing and agricultural sectors, at around 7500-8500 annually in recent years. Female workers account for around 5 per cent of the total EPS workers, which is comparable to the national average.

FIGURE 3: LABOUR MIGRATION TO THE REPUBLIC OF KOREA VIA EPS (DISAGGREGATED BY GENDER)

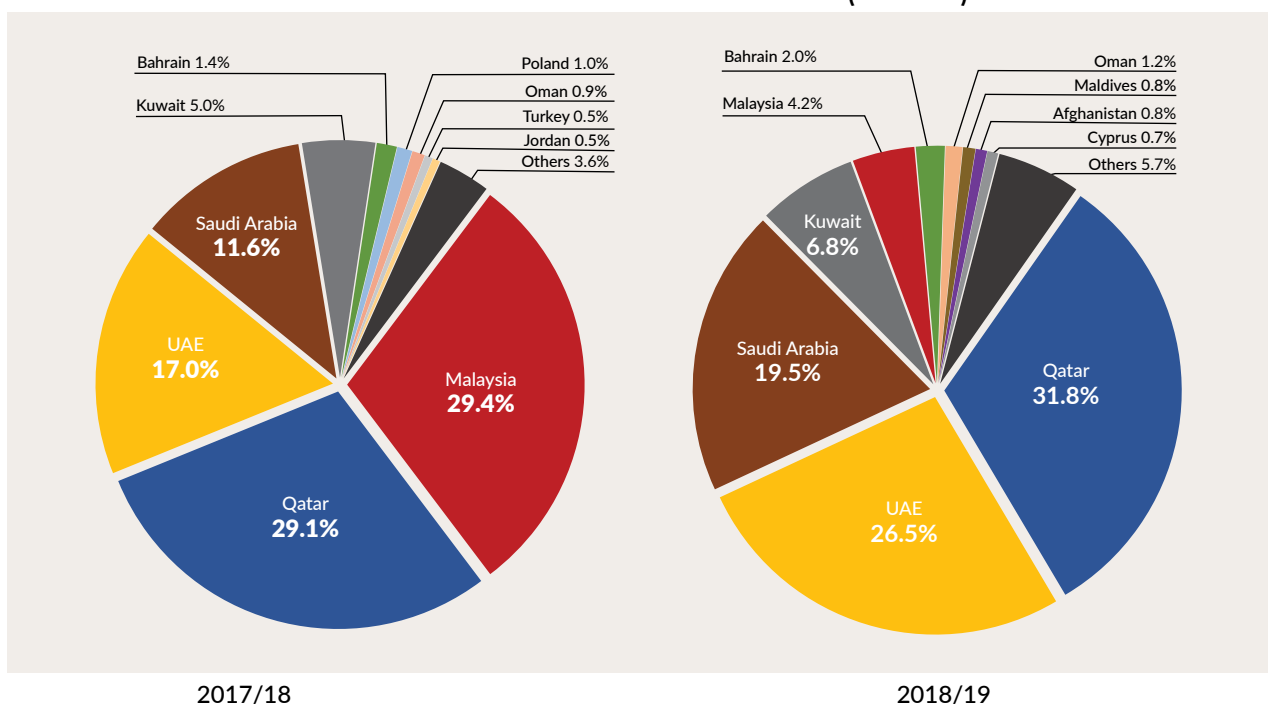


Source: Employment Permit Scheme Section, DOFE.

2.2 DESTINATION COUNTRIES OF NEPALI MIGRANT WORKERS

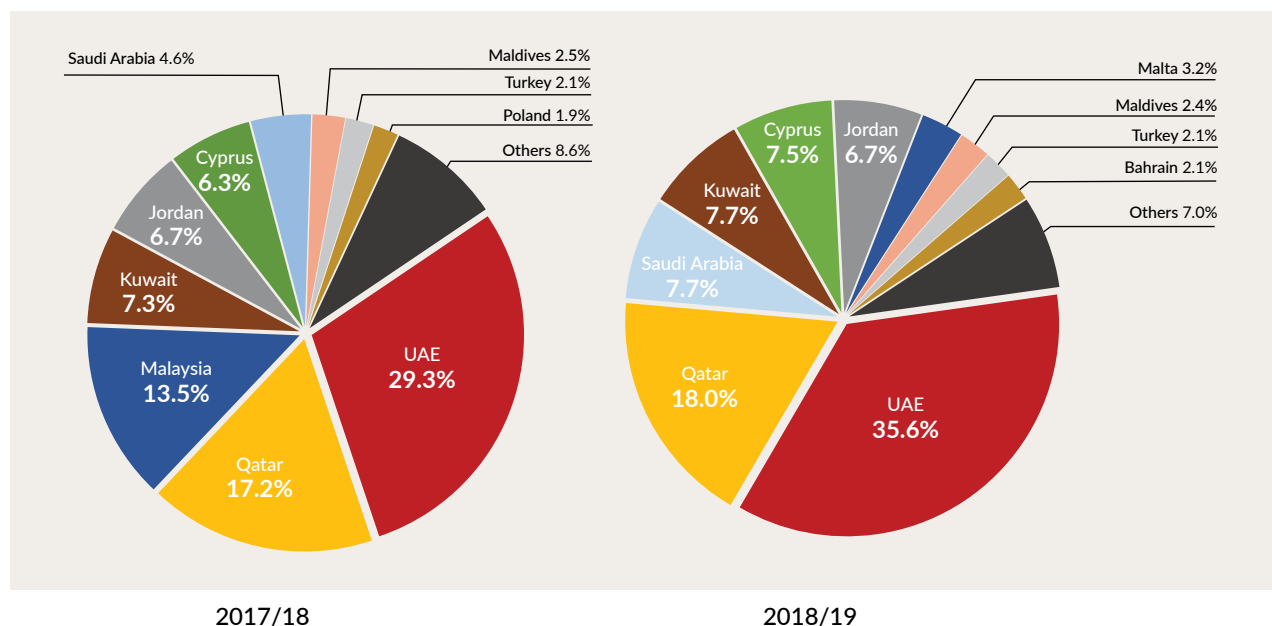
The overall migration scenario above does not reveal the corridor-specific variation in the flows of migrant workers. The fluctuation in the overall labour migration from Nepal is an outcome of several country-specific patterns in migration flows. Labour migration from Nepal is heavily concentrated in the GCC and Malaysia. In 2017/18, the top 5 countries (Malaysia, Qatar, UAE, Saudi Arabia and Kuwait) comprised of over 92 per cent of the total migrant workers whereas this share was 88 per cent in 2018/19 (Qatar, UAE, Saudi Arabia, Kuwait and Malaysia) (Figure 4). The high concentration of Nepali workers in a few destination countries points to the significance of these destination countries for Nepali migrant workers, the lack of diversity in the destination countries and the vulnerability of the Nepali migrant population to macroeconomic shocks in the GCC or Malaysia.

FIGURE 4: MAJOR DESTINATION COUNTRIES FOR LABOUR MIGRATION (OVERALL)



Source: DOFE

In terms of the major destination countries in the reference years for female migrant workers, the pattern differs slightly and shows more variation than for male migrant workers. The top 5 countries (UAE, Qatar, Malaysia, Kuwait and Jordan) comprised 74 per cent of the total female migrant workers in 2017/18 and a different mix of countries (UAE, Qatar, Saudi Arabia, Kuwait, Cyprus) comprised 77 per cent of this share in 2018/19 (Figure 5). There is relatively higher diversity among destination countries for female migrant workers. However, due to the small share of female migrant workers, the overall migration pattern from Nepal is primarily driven by the pattern of male migration.

FIGURE 5: MAJOR DESTINATION COUNTRIES FOR LABOUR MIGRATION (FEMALE)

Source: DOFE

A trend analysis of the five key destination countries also shows interesting insights (Figure 6). Following the growth in oil-driven revenues in the 1970s, the GCC has been an increasingly important destination for migrant workers from many labour sending countries in the region due to the upsurge of demand for workers in key sectors such as construction, hospitality and retail. Migrants have accounted for a high share of the population in the GCC: 88 per cent in UAE, 79 per cent in Qatar, 72 per cent in Kuwait and 45 per cent in Bahrain.¹⁸ Labour migration to the GCC from Nepal intensified in the late 1990s and early 2000s. For example, records of DOFE show that in 1997/98, 7166 migrant workers left for foreign employment to the GCC. This volume surged to 34,098 by 1999/2000; 71,141 by 2003/04 and 128,306 in 2005/06.

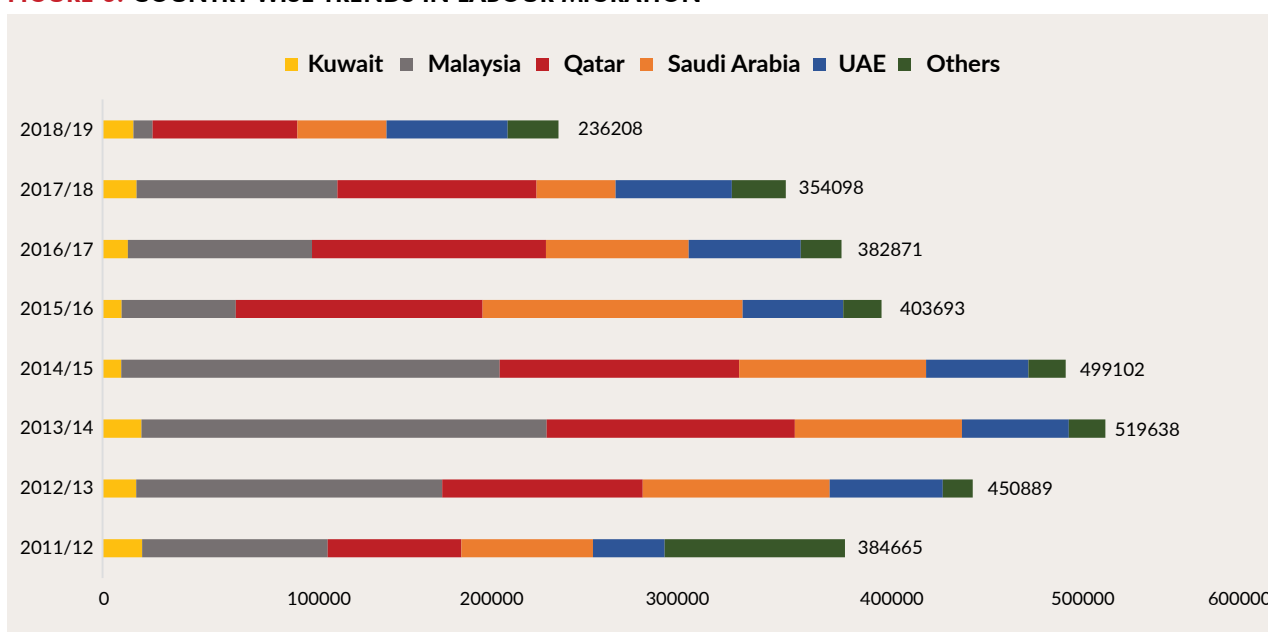
In 2015/16, the volume of workers headed to the GCC peaked at 336614. However, there has been a slowdown in the number of Nepali workers headed to the GCC since 2015/16 and reached 280,071 and 229,856 in 2017/18 and 2018/19 which can be attributed to economic and geopolitical factors. The slowdown in economic activities as a result of the sharp decline in oil prices in 2014, which contributed to 50 to 90 per cent of the total Government revenue of the GCC countries between 2012-2015,¹⁹ has impacted the overall demand for foreign workers. Similar to Nepal, other South Asian countries have also witnessed a slowdown in the volume of workers headed to the GCC, with the total volume of workers from India, Pakistan and Bangladesh dropping by 15 per cent, 30 per cent and 37 per cent respectively in 2018 compared to 2017.²⁰ In addition to the impact of the economic decline, it is also important to note that the GCC countries have also been pursuing nationalization policies whereby the hiring of local nationals has been prioritized.²¹ In order to reduce the reliance on foreign workers and encourage domestic labour force participation, the governments of the GCC countries have been using a combination of sanctions and incentives including by restricting certain sectors to foreign workers, quota-based issuance of work permits depending on firm size

¹⁸ IOM (2019)¹⁹ IMF (2016)²⁰ World Bank (2019)²¹ World Bank (2019)

and sector, and raising the costs of hiring foreign workers.²² The extent to which these nationalization drives are successfully implemented and the subsequent impact on the recruitment of foreign workers depends on a range of factors such as wage differentials between GCC nationals and foreign workers, higher preferences among GCC nationals for public sector jobs and skills mismatch.²³

Labour migration to Malaysia has also been fluctuating in the last decade, peaking at over 200,000 in 2013/14. The decline in the volume of workers to Malaysia in 2018/19 is a result of Nepal's initiation in May 2018 to reduce the cost burden faced by migrant workers in the recruitment phase.²⁴ This led to the historic signing of an MOU with Malaysia in October 2018, the first of its kind despite a long history of sending and receiving workers. However, the deployment of workers to Malaysia as per the MOU resumed only in September, 2019, owing to a few pending issues regarding the technical aspects of the MOU. Details of the MOU are included in Chapter 3.

FIGURE 6: COUNTRY-WISE TRENDS IN LABOUR MIGRATION



Source: DOFE

In addition, other policies adopted by the Government of Nepal have also influenced outmigration from Nepal. The regulation of the domestic work sector owing to the vulnerabilities in the sector may have impacted the outflow of Nepali workers, especially of female migrant workers. In addition, with political stability, due to the renewed focus on the domestic employment agenda in the country along with a wider public understanding of safer migration alternatives, aspirant migrants may also have become more selective about the foreign employment opportunities they take up but this requires further research.

While Malaysia and the GCC countries have dominated Nepal's migration discourse, it is also important to focus on emerging corridors that are increasingly important for Nepali workers. As will be discussed in Chapters 3 and 4, the Government has also prioritized expanding Nepali workers' access to safe and productive employment opportunities by diversifying potential destination countries and sectors in which

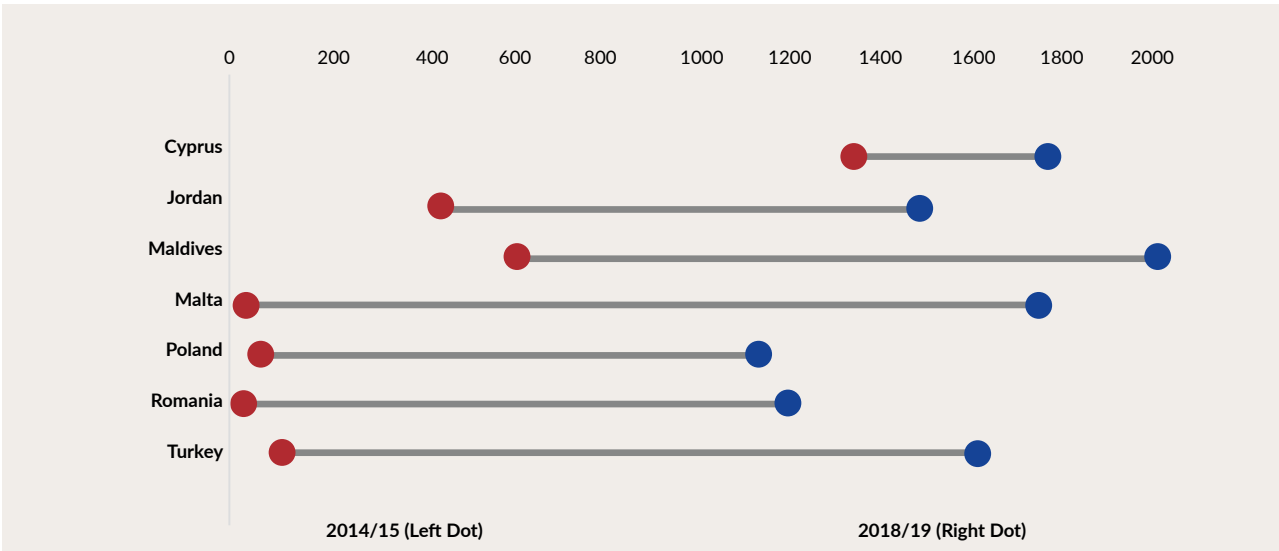
²² Hertog (2014)

²³ Hertog (2014)

²⁴ An IOM (2016) survey shows that the average recruitment cost for Malaysia was 1388 USD whereas the average monthly wage was 294 USD.

Nepali workers are hired. Demographic trends including aging populations and declining fertility rates make a case for many countries, including in East Asia and Europe, to adopt a more flexible foreign worker admission policy. For example, the population of non-European migrants in Europe increased from 35 million to 38 million between 2015 and 2019.²⁵ On the other hand, Nepal is in the midst of a demographic window of opportunity that is expected to last till 2047.²⁶ Consequently, MOLESS's efforts are also geared towards strengthening bilateral cooperation with non-traditional destination countries that are increasingly becoming attractive to Nepali workers. Prominent countries where over 1000 workers received labour approvals in total in 2017/18 and 2018/19 include Poland (4728), Maldives (3763), Jordan (3402), Turkey (3396), Cyprus (3304), Malta (2317), Japan (1720), Romania (1494) and Macau SAR, China (1368) (Figure 7).

FIGURE 7: EMERGING DESTINATION COUNTRIES FOR NEPALI MIGRANT WORKERS



Source: DOFE

2.3 ORIGIN PROVINCES AND DISTRICTS

It is also interesting to explore the communities from where migrant workers originate. However, in the context of federalization, there is a limitation in this analysis as detailed in the Box.

Post federalization, there are 77 districts in Nepal instead of 75, with Rukum and Nawalparasi split into two districts each. Rukum was split into East Rukum and West Rukum while Nawalparasi was split into Nawalparasi (Bardhaghat Susta West) and Nawalparasi (Bardhaghat Susta East). However, FEIMS has not yet been updated to reflect these changes. For this analysis, the proportion of the population in these four districts has been used to compute the share of the volume of out-migrants. FEIMS is currently being upgraded to account for the split of the two districts.

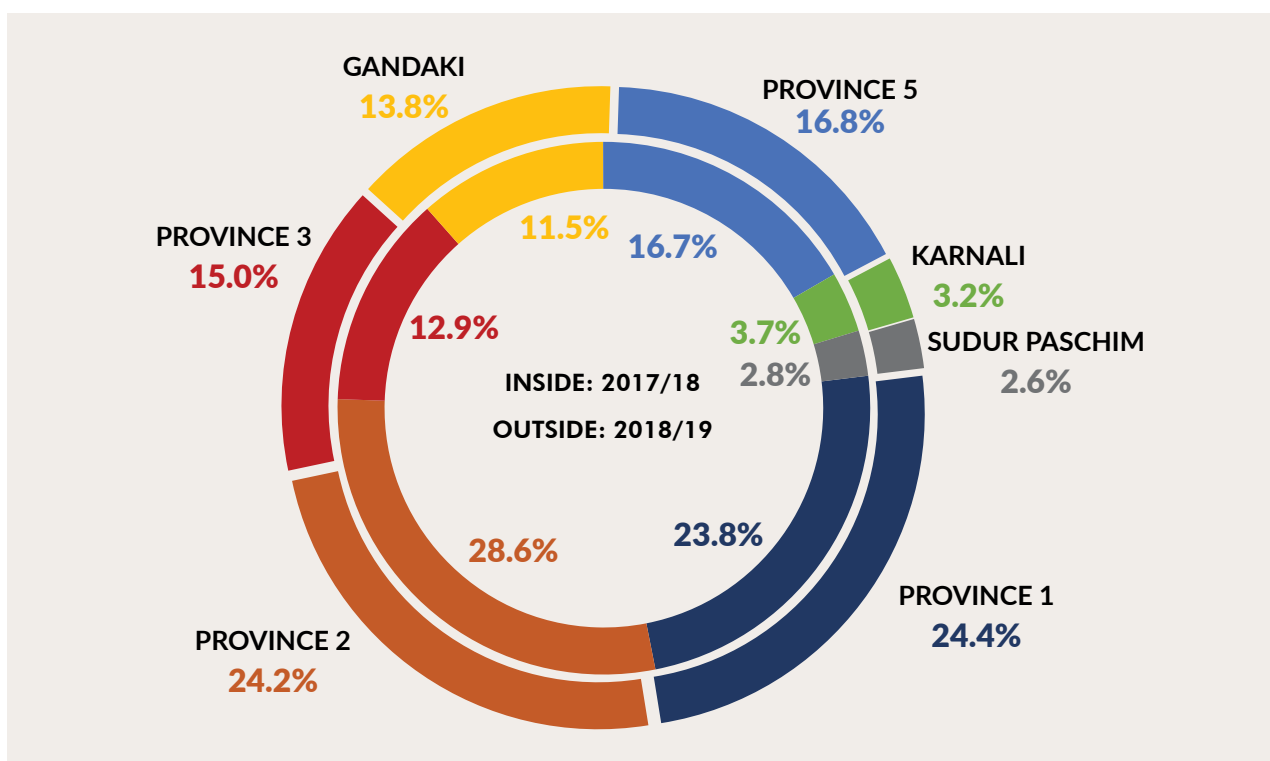
Old	New	Population	Provinces
Nawalparasi	Nawalparasi (Bardhaghat Susta West)	321058	Province 5
	Nawalparasi (Bardhaghat Susta East)	310864	Gandaki
Rukum	Rukum (East)	53018	Province 5
	Rukum (West)	154272	Karnali

Source: Ministry of Federal Affairs and General Administration (<http://mofaga.gov.np/>)

²⁵ IOM (2019)
²⁶ NPC (2017)

In terms of the origin provinces, Provinces 1 and 2 witnessed the highest share of labour migration in 2018/19, comprising over 24 per cent of the migrant workers each (Figure 8). In 2017/18, close to 29 per cent of migrant workers originated from Province 2 while 24 per cent originated from Province 1. This was followed by Provinces 5, 3 and Gandaki comprising between 12 to 17 per cent of the total share. Finally, Karnali and Sudur Paschim comprised around 3 per cent of the total volume of migrant workers in both years. This pattern is different for female migrant workers with three fourths of the workers hailing from Provinces 1 and 3 in both 2017/18 and 2018/19.

FIGURE 8: PROVINCIAL PROFILE OF NEPALI MIGRANT WORKERS

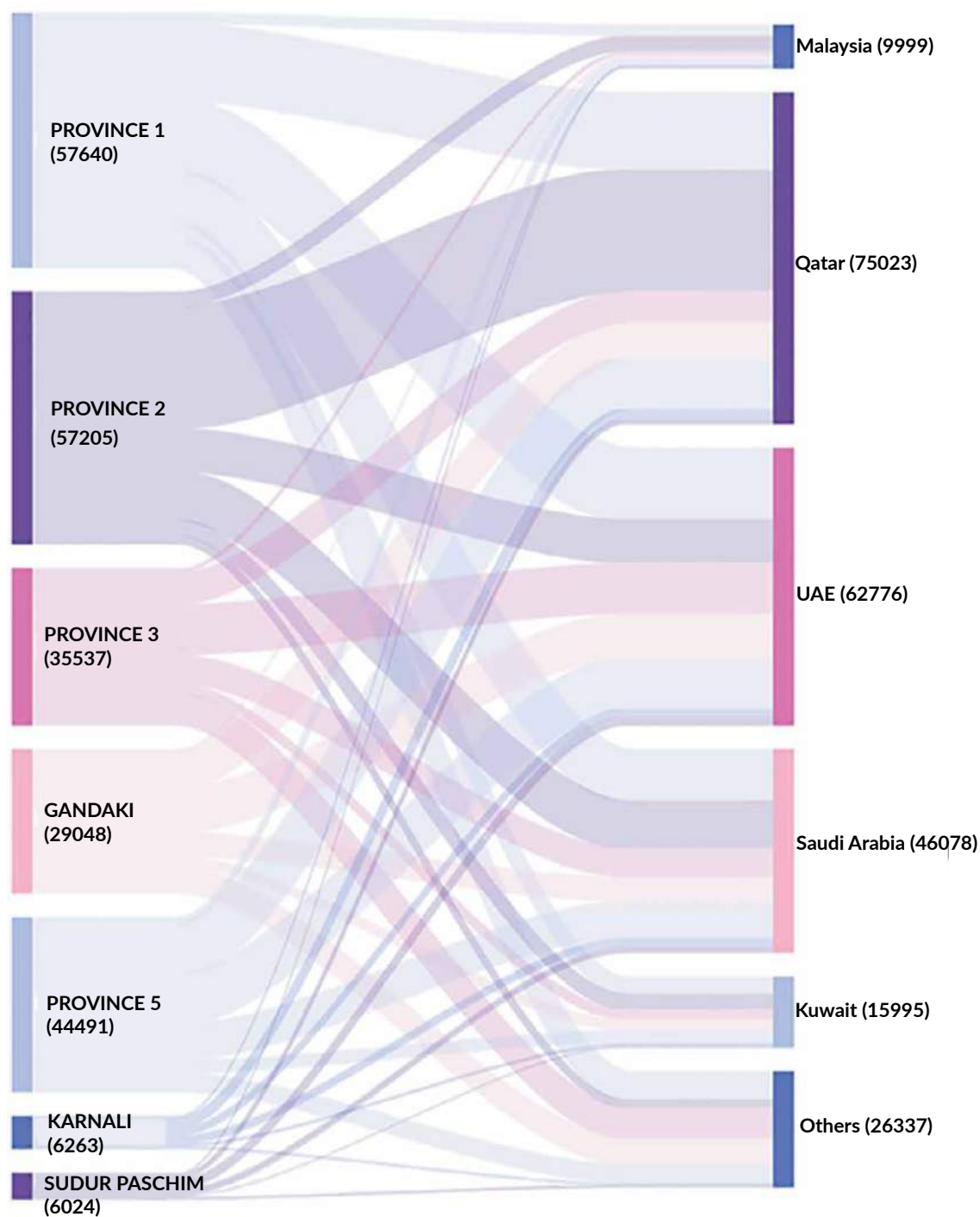


Source: DOFE

NOTE: Note with caution the share of workers of Provinces 5, Gandaki and Karnali as explained in the preceding section.

Among workers who obtained labour approvals, records of 2018/19 show that Qatar was the most popular destination country among workers from Provinces 1, 2 and Karnali whereas the UAE was the most popular destination country among workers from Provinces 3, Gandaki and Sudur Paschim. The share of workers from Province 5 headed to the two countries was almost the same. Relatively speaking, migration from Provinces 3 and Gandaki was more diverse, with approximately 80 per cent of the migrant workers headed to Qatar, UAE, Saudi Arabia, Kuwait and Malaysia. On the other hand, Province 2 was the least diverse with 96.6 per cent workers headed to the aforementioned five destination countries (Figure 9).

FIGURE 9: PROVINCIAL PROFILE OF NEPALI LABOUR MIGRANT WORKERS (BY MAJOR DESTINATION COUNTRY, 2018/19)



Source: DOFE

NOTE: Note with caution the share of workers of Provinces 5, Gandaki and Karnali as explained in the preceding section.

In terms of districts, the top ten origin districts for migrant workers are Dhanusha, Siraha, Jhapa, Mahottari, Morang, Sarlahi, Saptari, Sunsari, Rupandehi and Tanahun (2018/19)/Dang (2017/18) (Figures 10, 11). These collectively accounted for around 40 per cent of the total outmigration in both years. It is important to note that Nawalparasi has been traditionally among the top migrant origin districts, and in the context of federalization, it has been split to two districts as detailed above. However, there is insufficient information on the new flows from these two districts as FEIMS has yet to be upgraded to account for this split as discussed above.

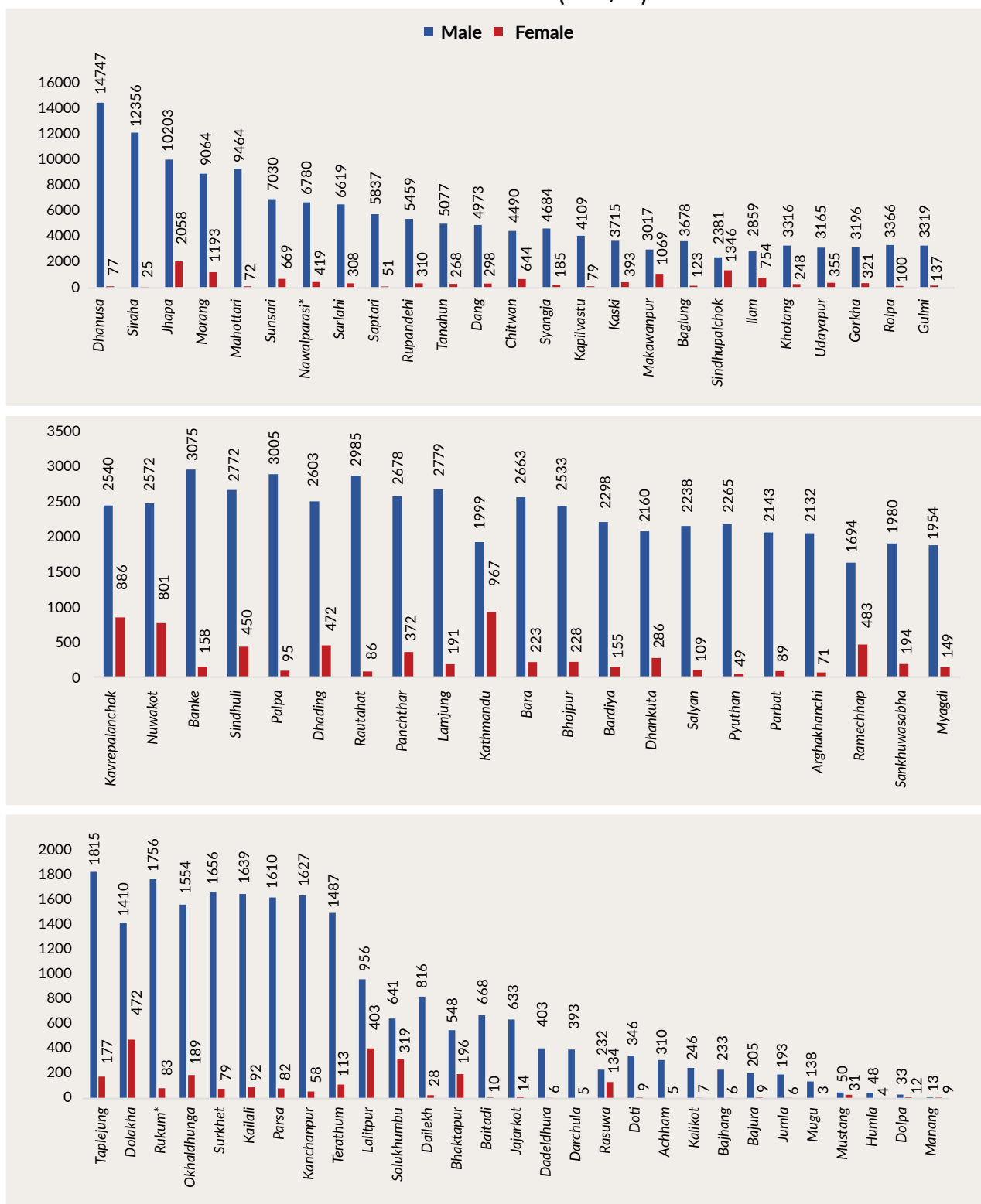
For females, the districts with the highest share of migrant workers are Jhapa, Sindhupalchok, Makawanpur, Morang, Kathmandu, Kavrepalanchok, Ilam, Nuwakot, Sunsari and Chitwan. These ten districts account for over 50 per cent of the total female migrant workers. In terms of districts, the geographical distinction is noticeable. Most of the men in foreign employment were from the South of Terai while most of the women were from hilly regions, although the South of Jhapa, Morang, Sunsari, and Chitwan districts each had a large share of female migrant workers as well.

Several factors come into play when considering the origin provinces and districts for foreign employment. In particular, the low share of workers from districts in Karnali and Sudur Paschim does not paint a full picture of the labour mobility from these regions because migration from these provinces is concentrated to India and is unrecorded. The nature of migration to India is also different as it is low-cost, informal and also includes seasonal work. The self-perpetuating nature of labour migration whereby migrant workers make decisions on destination choices based on social networks could be one of the factors defining the persistent characteristics of the provincial and district-wise trends in outmigration. Social networks, among other factors, can influence the decision to migrate as individuals with migrant workers in their networks can overcome information, psychological and financial barriers associated with moving. In addition, in case of labour migration to India, given its proximity to Nepal, the cultural affinity and the relatively lower costs and paperwork associated with moving, mobility to India including for seasonal work can be preferable for many workers, particularly from Karnali and Sudur Paschim.



FIGURE 10: ORIGIN DISTRICT OF TOTAL MIGRANT WORKERS (2017/18)

Source: DOFE; Note: This graph includes 75 districts and does not take into account the division of Rukum and Nawalparasi into two districts each.

FIGURE 11: ORIGIN DISTRICT OF TOTAL MIGRANT WORKERS (2018/19)

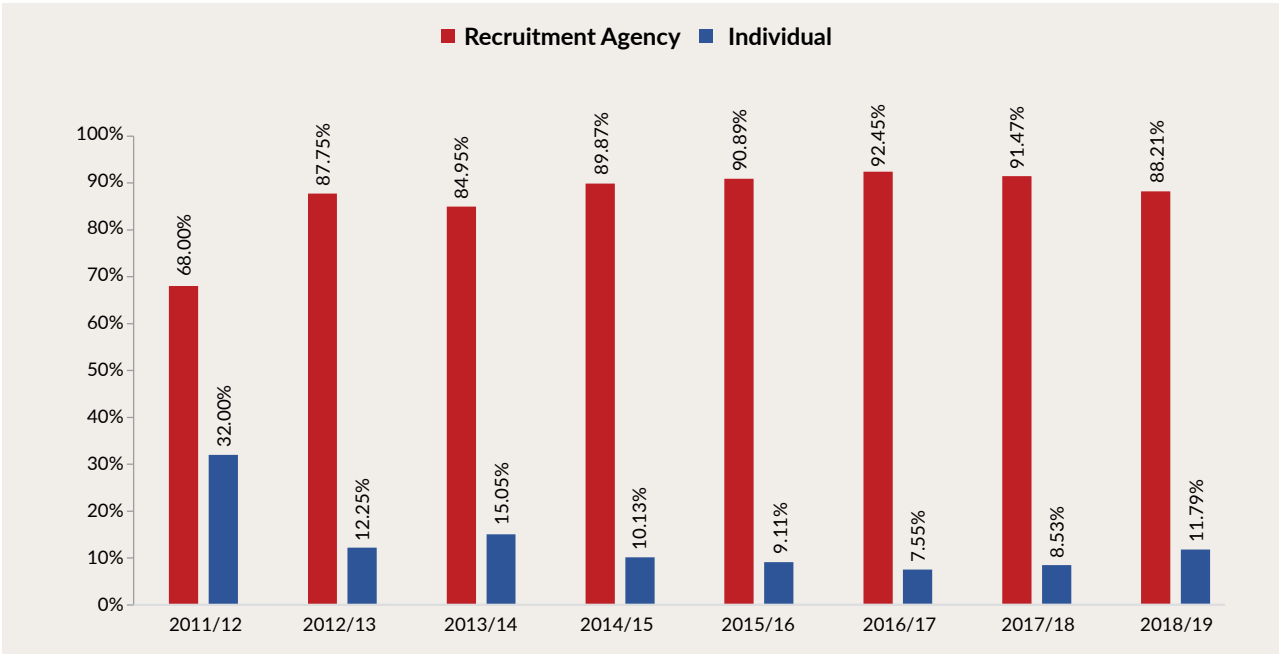
Source: DOFE

*Please note that Rukum and Nawalparasi have been split to two districts each which is not captured in the FEIMS

2.4 MODE OF OBTAINING LABOUR APPROVAL

Migrant workers obtain labour approvals either through recruitment agencies or individually. The most commonly used mode of employment is via recruitment agencies. Individual labour approvals account for around 10 per cent of the total labour approvals issued (Figure 12). This Section delves into the various characteristics of labour migration disaggregated by the mode of obtaining labour approvals. The deployment of workers by the Government, for example, in the case of the Employment Permit System (Republic of Korea) is not included in the FEIMS database, and hence, excluded here.

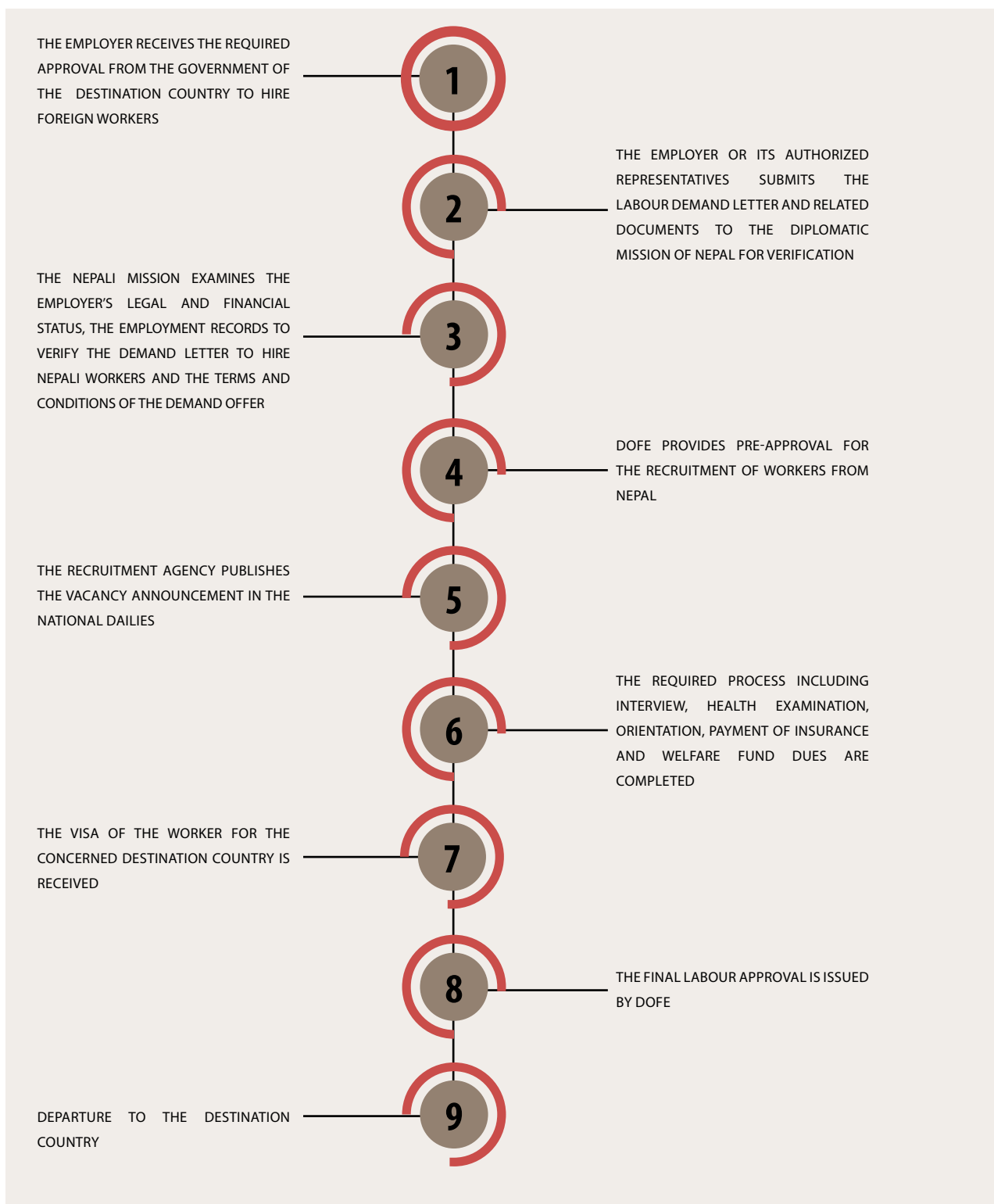
FIGURE 12: MODE OF OBTAINING LABOUR APPROVAL



Source: DOFE

2.4.1 LABOUR MIGRATION THROUGH RECRUITMENT AGENCIES

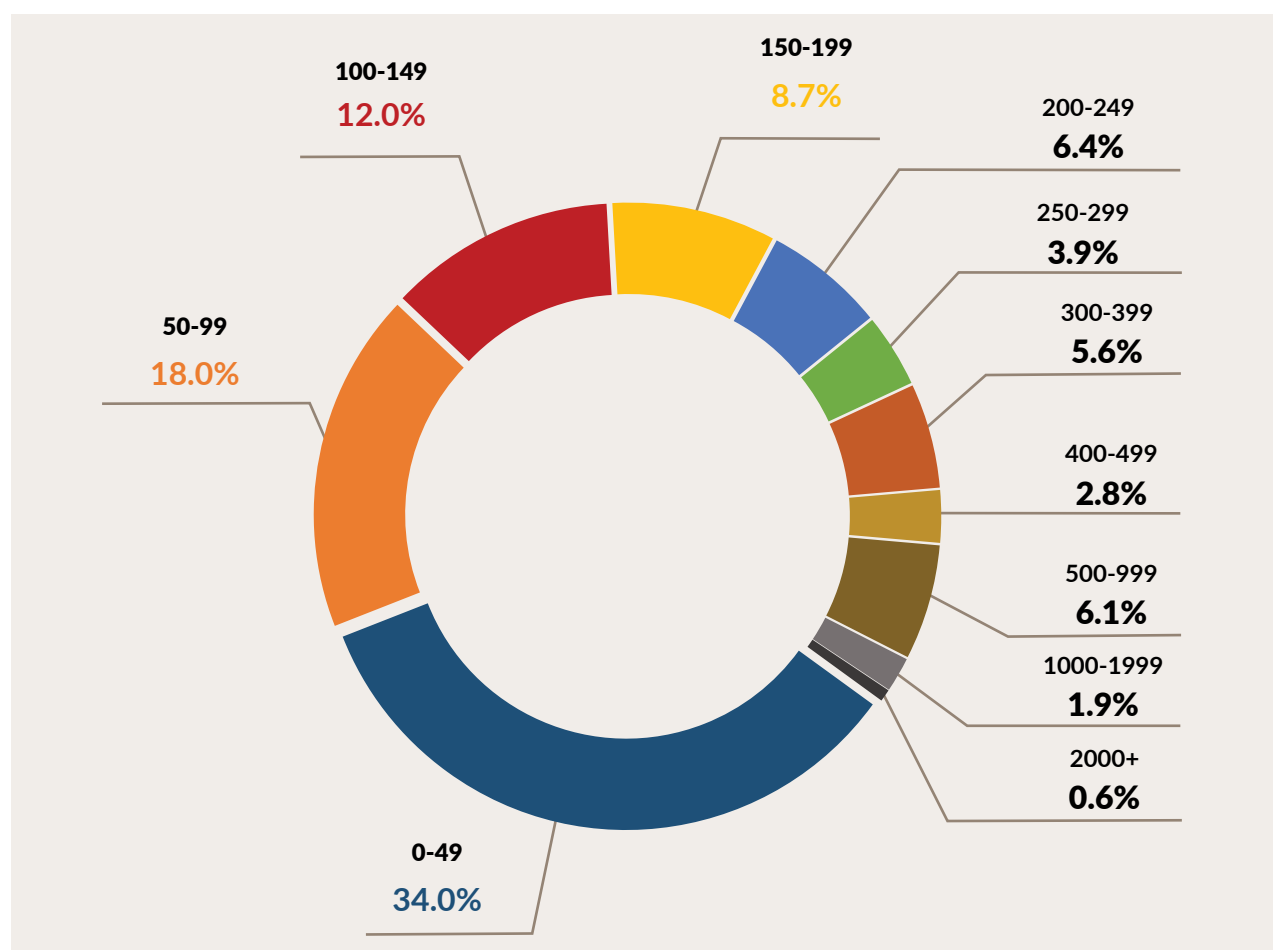
Labour migration from Nepal is largely driven by the private sector. To facilitate large volumes of outmigration, recruitment agencies capitalize on their links with foreign employers and other intermediaries to receive demand quotas for workers from destination countries. In addition, from the perspective of aspirant migrant workers, navigating the complex recruitment system can be difficult and migrant workers rely on recruitment agencies to facilitate the search, matching and paperwork associated with the recruitment process. The recruitment process is complex and entails a series of steps as detailed below (Figure 13). Each demand letter to hire Nepali workers needs to be verified at the concerned Nepali Diplomatic Mission. This is followed by a series of steps including receiving a pre-approval from DOFE to advertise and select Nepali workers, and a final approval to deploy the workers who have fulfilled several mandatory requirements including submission of valid contract and visa along with proof of completion of medical tests, orientation training, term life insurance, and proof of contribution to the Welfare Fund.

FIGURE 13: RECRUITMENT PROCESS

Source: MOLESS

A brief analysis of the FEIMS database shows that in 2018/19, around 52 per cent of the recruitment agencies deployed less than 100 workers whereas only 9 per cent of recruitment agencies deployed more than 500 workers (Figure 14). Close to 12 per cent of recruitment agencies deployed between 100 to 149 workers while 27 per cent of recruitment agencies deployed between 150 to 499 workers.

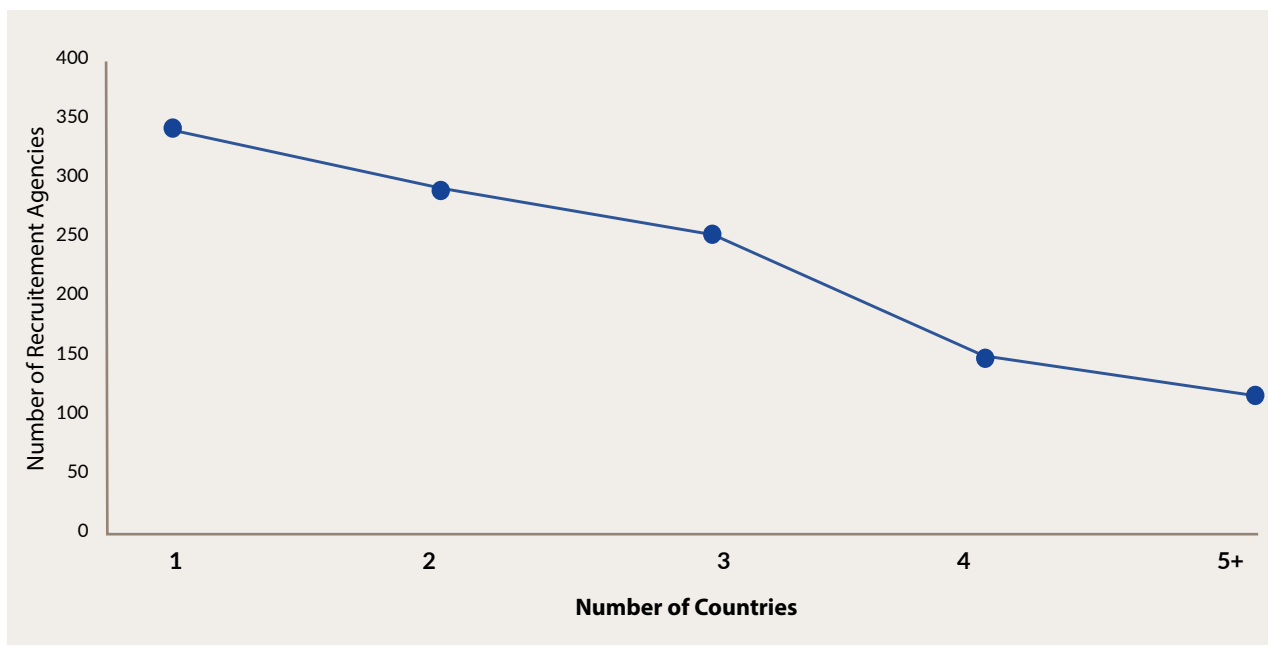
FIGURE 14: VOLUME OF MIGRANT WORKERS MOBILIZED BY RECRUITMENT AGENCIES (2018/19)



Source: DOFE

As will be discussed in Chapter 3 in detail, the Foreign Employment Act and accompanying Rules have been amended to facilitate mergers among recruitment agencies and to screen out those that are unable to mobilize over 100 workers annually for two consecutive years. A sizeable number of recruitment agencies is expected to ease the management of this sector.

In addition to the heterogeneity among recruitment agencies in the number of workers deployed, they also differ in the number and nature of countries where they send workers. In light of the Government's priority to diversify to new destination countries, the links and networks of recruitment agencies abroad is also an important aspect to consider. In 2018/19, 31 per cent of the recruitment agencies deployed workers to only one country, followed by 26 per cent and 22 per cent to 2 and 3 countries respectively. Approximately 21 per cent of the recruitment agencies deployed workers to 4 countries and above in 2018/19 (Figure 15).

FIGURE 15: NUMBER OF COUNTRIES WHERE RECRUITMENT AGENCIES MOBILIZED WORKERS (2018/19)

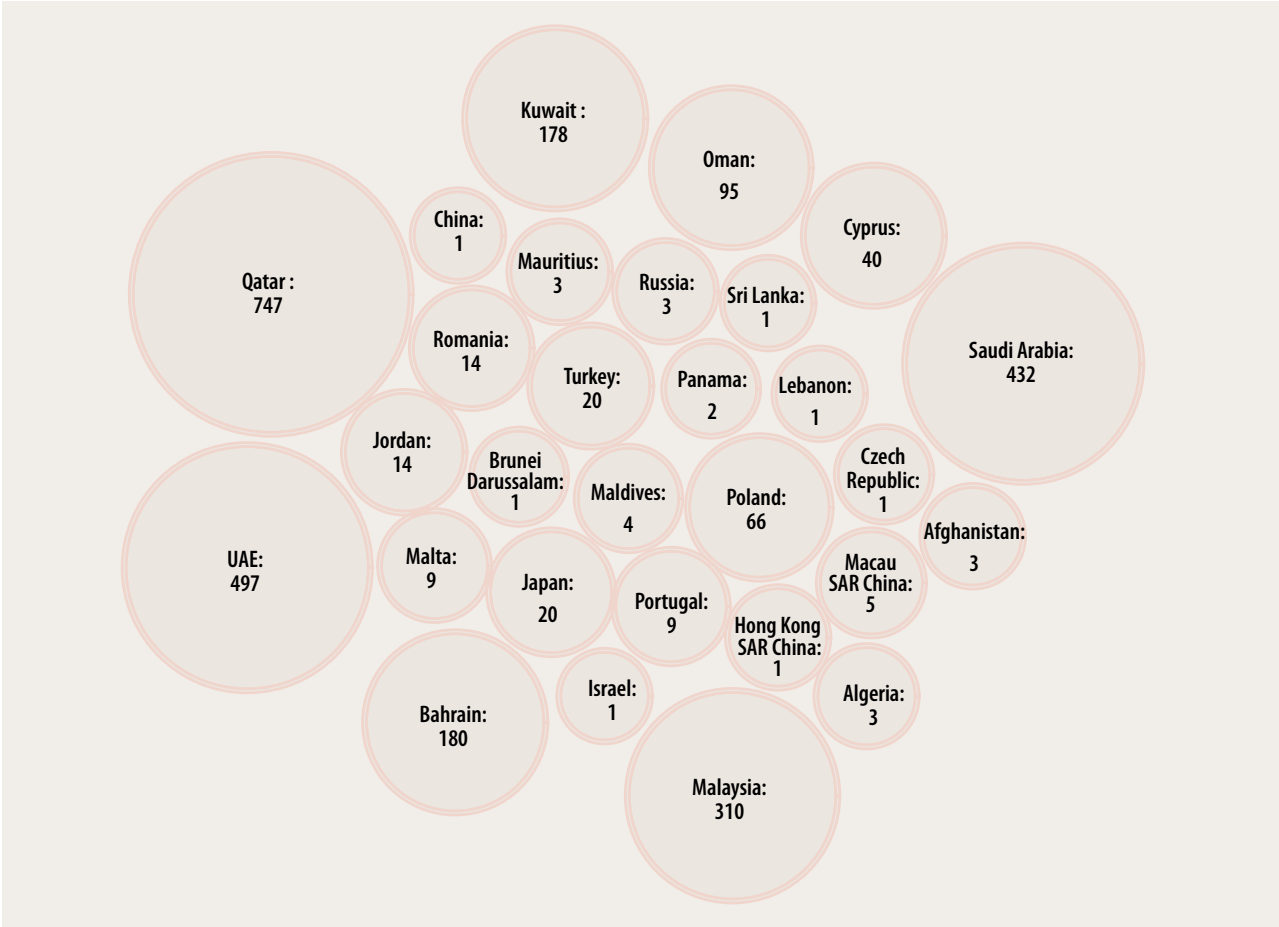
Source: DOFE

Similarly, examining the concentration of recruitment agencies by destination country also shows interesting patterns although this is subject to change annually. The highest share of recruitment agencies i.e. over 700 recruitment agencies sent workers to Qatar in 2018/19 (Figure 16). Similarly, this is followed by a high share of recruitment agencies—between 300 and 550—that sent workers to UAE, Saudi Arabia and Malaysia. A third group of recruitment agencies i.e., close to 200 sent workers to Kuwait and Bahrain. It is necessary to consider the reach of recruitment agencies globally, especially in the newer destination countries and sectors, as part of the Government's diversifications strategies. The number of recruitment agencies sending workers to destination countries like Poland, Cyprus and Turkey, which are fast developing corridors is increasing. On the other hand, only 3 recruitment agencies deployed workers to Mauritius in 2018/19, with which the Government of Nepal recently signed an MOU. In addition, the impact of the competition among recruitment agencies that are over-concentrated in a few countries also merits attention. In particular, when recruitment agencies compete to acquire worker's demand quotas which are limited in number, there could be an upward pressure on recruitment costs and downward pressure on acceptable wages and amenities. The direct consequences of such unhealthy competition including visa trading are borne by the migrant worker.

While the Government of Nepal is adopting measures to curb unhealthy competition among Nepali recruitment agencies as will be discussed in detail in Chapter 3, it is also important to consider the regional aspects of competition among recruitment agencies. With thousands of recruitment agencies spread across the region competing for limited job demand in common destination markets, there can be an incentive to undercut competition which leads to unfavorable outcomes for migrant workers such as incidence of visa trading, upward pressure on recruitment costs and compromise on the acceptable terms and conditions of the employment offer. Therefore, a more concentrated approach among labour sending countries using

platforms such as the Colombo Process is necessary to ensure minimum standards in recruitment and employment. A positive step in this direction was the inclusion of “Fostering Ethical Recruitment Practices” as one of the key thematic priority areas in the Kathmandu Declaration adopted on 16 November 2018 by the Colombo Process (CP). This included provisions on sustaining joint efforts towards no recruitment costs, strengthening governance to enforce decent work norms and policies and to consider the CP Recommended Elements for Interstate Labour Migration Arrangements to guide the bilateral labour agreements of the CP member states.

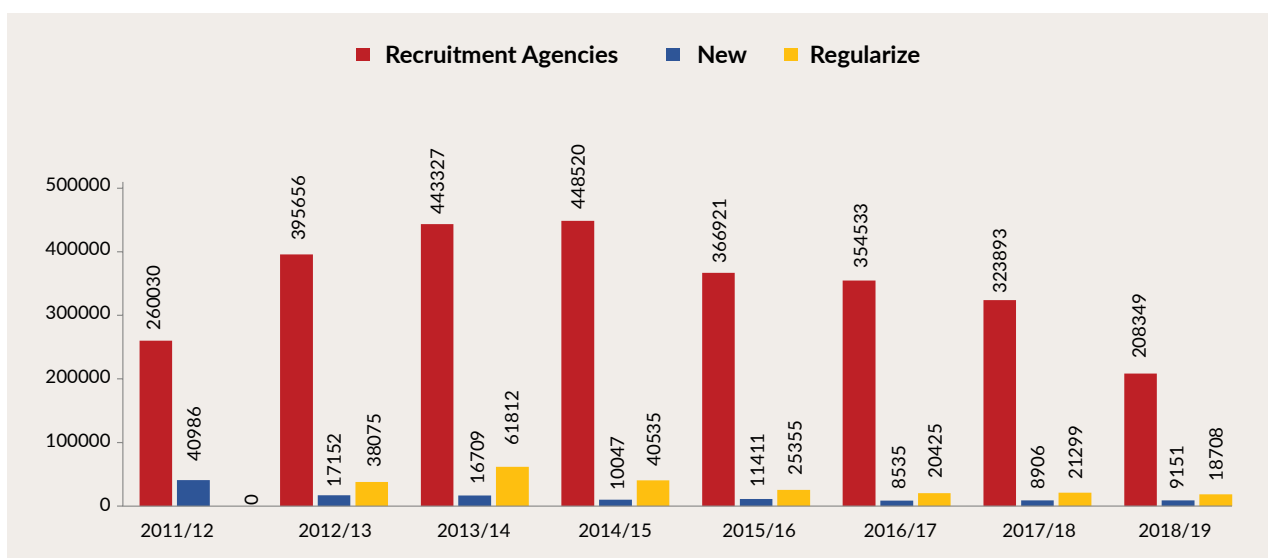
FIGURE 16: NUMBER OF RECRUITMENT AGENCIES SENDING WORKERS BY DESTINATION COUNTRY (2018/19)



Source: DOFE

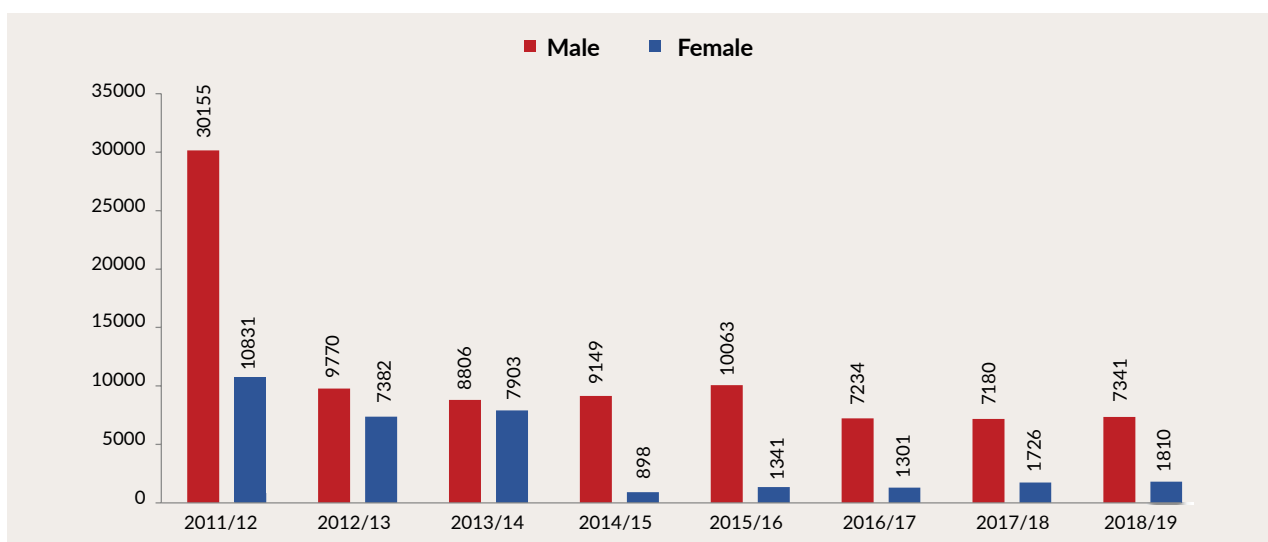
2.4.2 INDIVIDUAL LABOUR APPROVALS

While a majority of the workers travel through recruitment agencies, two other modes of recruitment are also common, albeit in a small share : 1) migrant workers who obtain labour approvals individually and 2) previously unregistered migrant workers who regularize their status (Figure 17).

FIGURE 17: TRENDS IN LABOUR APPROVALS BY MODE OF OBTAINING LABOUR APPROVAL

Source: DOFE

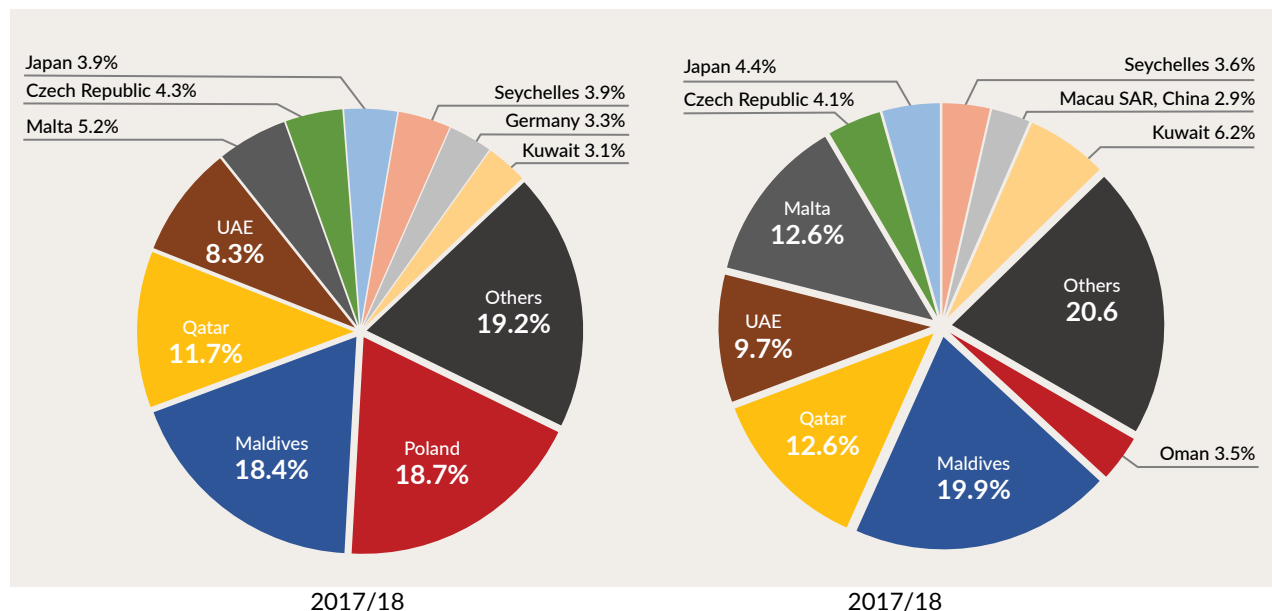
Individual Labour Approvals: The volume of the workers migrating individually is currently small, at around 9000 annually (Figure 18). Incidentally, before 2012, the share of workers obtaining employment individually was higher. However, in 2012, the Government published a Directive related to the Process of Obtaining and Individual Labour Approval for Foreign Employment, 2012 that regulated the process of obtaining individual labour approvals. The objective of this Directive was to maximize the protection of workers obtaining individual labour approvals. Consequently, the share of workers obtaining labour approvals individually has decreased.

FIGURE 18: TRENDS IN OBTAINING INDIVIDUAL LABOUR APPROVALS BY GENDER

Source: DOFE

The mix of the major destination countries for migrant workers obtaining labour approvals individually is different and more diverse than for those migrating through recruitment agencies. For example, common destination markets for migrant workers with individual approvals include Maldives, Seychelles, Malta and Czech Republic which are less prominent in the context of migrant workers mobilized through recruitment agencies (Figure 19).

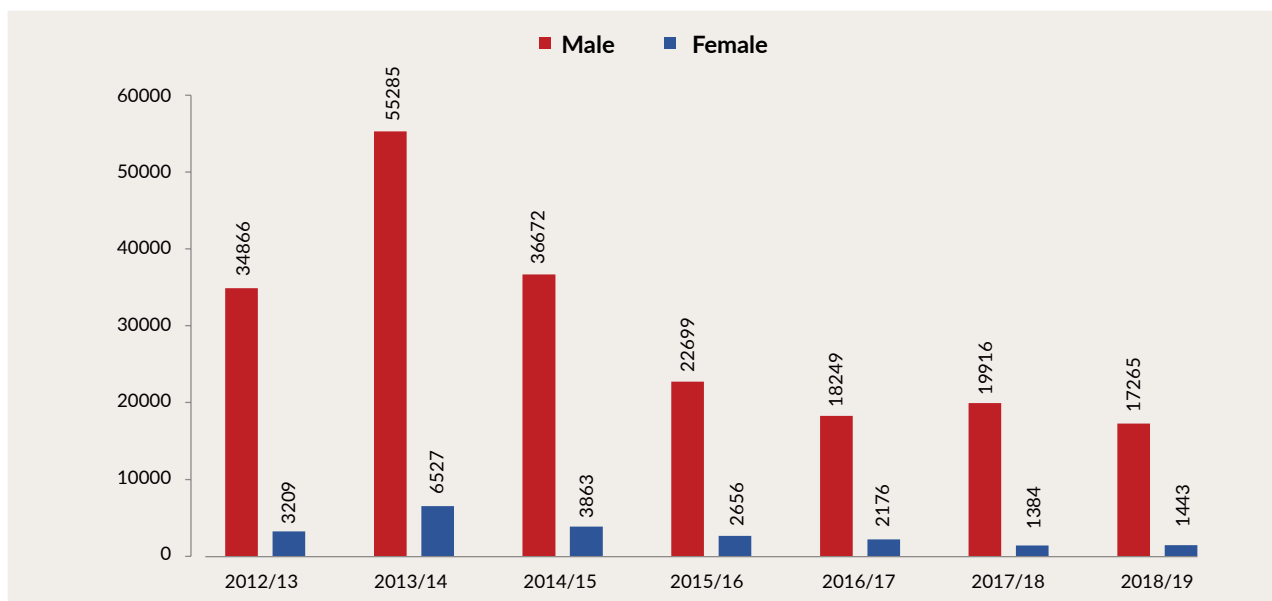
FIGURE 19: MAJOR DESTINATION COUNTRIES FOR INDIVIDUAL LABOUR APPROVALS (OVERALL)



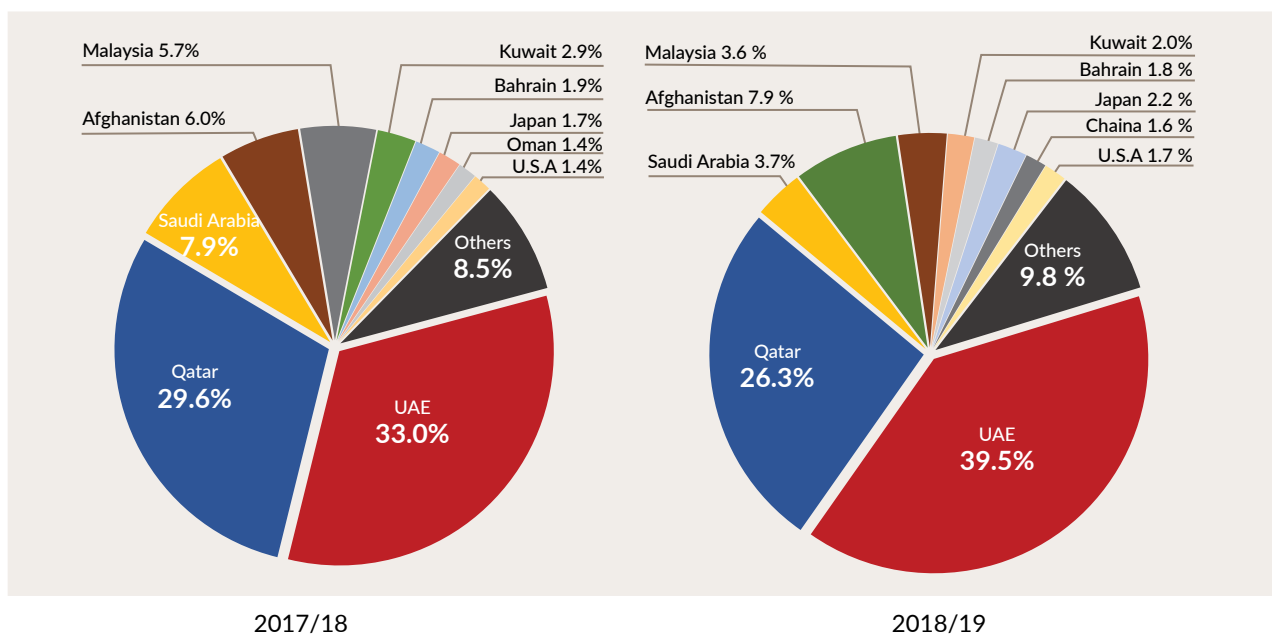
Source: DOFE

Current recruitment practices globally are becoming increasingly friendly towards individual application processes including via online application and interviews. While lower-skilled occupational categories with bulk demand are lucrative to recruitment agencies, the higher-skilled work is more selective and catered to individual applicants. Similarly, those who qualify for higher-skilled work are likely able to navigate the recruitment system independently without the need to rely on intermediaries. In this context, simplifying the provisions for obtaining individual labour approvals especially for the higher-skilled categories needs to be considered. This would also incentivize workers who are traveling for higher-skilled work without obtaining labour approval to do so which would ensure that they are properly recorded with the Government.

Regularization: Labour approvals are also provided to previously unregistered migrant workers who come to Nepal and return to the same destination country. These can include individuals who travel on different visas such as student or tourist visas, and obtain employment at the destination country. A total of 21300 and 18708 labour approvals were issued under this category in 2017/18 and 2018/19 respectively (Figure 20). In terms of regularization, it is not surprising that majority of the workers are from the traditional markets including the GCC and Malaysia (Figure 21).

FIGURE 20: TRENDS IN REGULARIZATION OF LABOUR APPROVALS BY GENDER

Source: DOFE

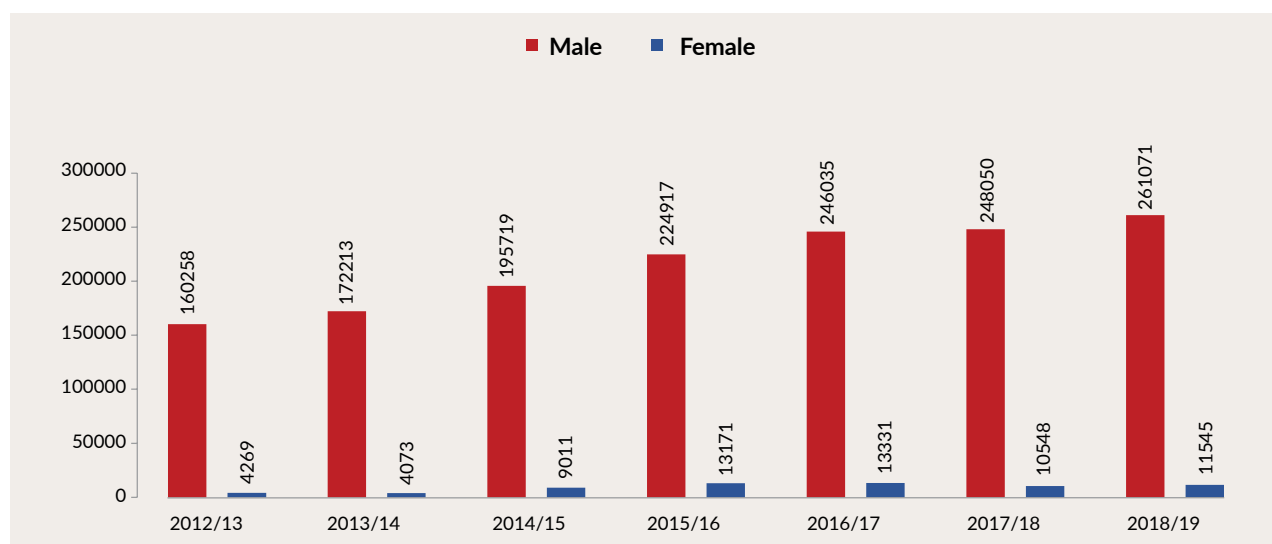
FIGURE 21: MAJOR DESTINATION COUNTRIES FOR REGULARIZATION (OVERALL)

Source: DOFE

2.5 LABOUR APPROVAL RENEWAL

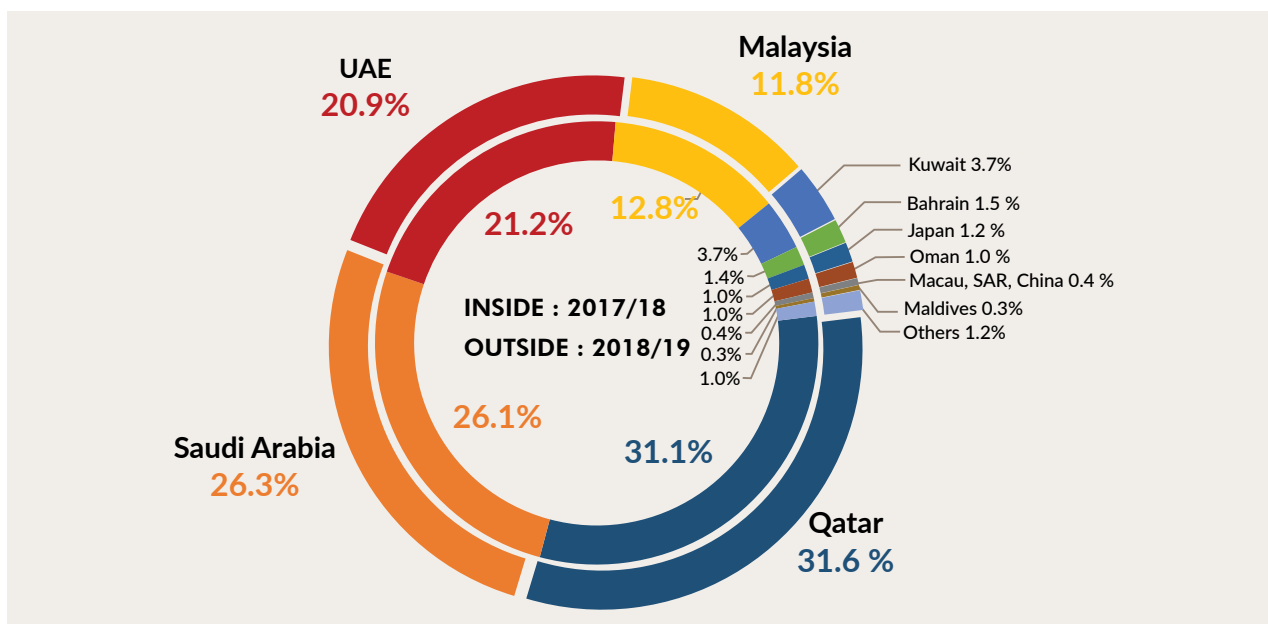
The Government of Nepal grants renewal of labour approvals to workers who want to return to the same destination country. The data on the renewal of labour approval is available only from 2011/12 but there has been a steady increase in the volume of workers in this category. Since 2011/2012, over 1.72 million workers have renewed their labour approvals (Figure 22). The data on renewal is also shaped by individual preferences and indicates a favorable migration experience given the willingness of a migrant worker to continue their employment. Renewal may also be preferable to employers given their familiarity with the worker and the time and cost savings associated with training and processing of paperwork of a new worker. The renewal of contracts may be reflective of upward mobility of migrant workers as it is likely that workers renew contracts at higher salaries and/or better positions as renewing an existing contract of employment allows migrant workers to renegotiate the terms of their employment with higher bargaining power than while entering into a new contract.

FIGURE 22: TRENDS IN LABOUR APPROVAL RENEWAL BY GENDER



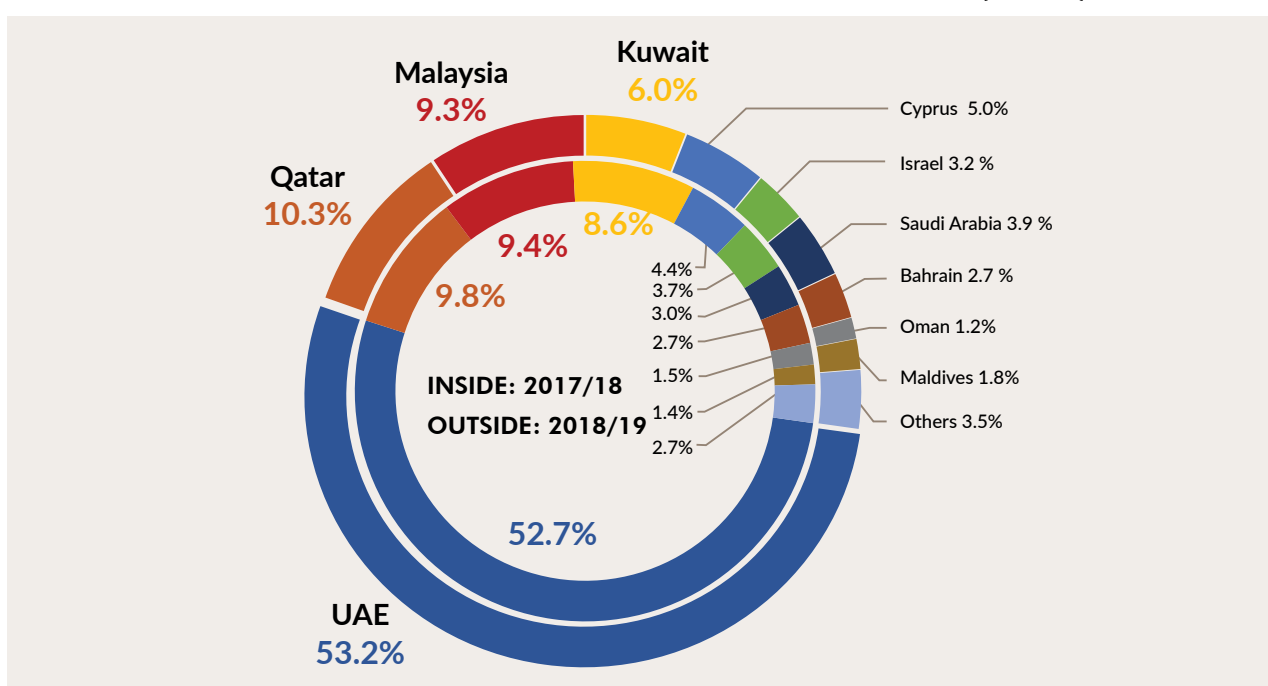
Source: DOFE

The majority of labour approvals renewed were for GCC and Malaysia, which is not surprising given that it reflects the pattern for new migrant workers. The top five destination countries account for over 90 per cent of the renewals i.e., Qatar, Saudi Arabia, UAE, Malaysia and Kuwait (Figure 23). A large number of renewals in these destination countries corresponds to the large number of new labour approvals issued to these destinations in the preceding years. However, Malaysia has accounted for a relatively smaller share of total renewals in comparison to the high share of new workers headed to the country. One of the reasons could be that prior to the MOU signed between the Governments of Nepal and Malaysia in October 2018, the contract period for Malaysia bound workers was three years as opposed to two years in other countries. However, further research is needed on the factors contributing to the lower share of labour approval renewals to Malaysia.

FIGURE 23: MAJOR DESTINATION COUNTRIES FOR LABOUR APPROVAL RENEWALS (OVERALL)

Source: DOFE

The volume of female workers renewing their labour approvals since 2011/12 is 69,462 and the mix of the major destination countries shows variation compared to the mix of the total renewals. In particular, the UAE comprises of over 50 per cent of the total renewals for female workers (Figure 24).

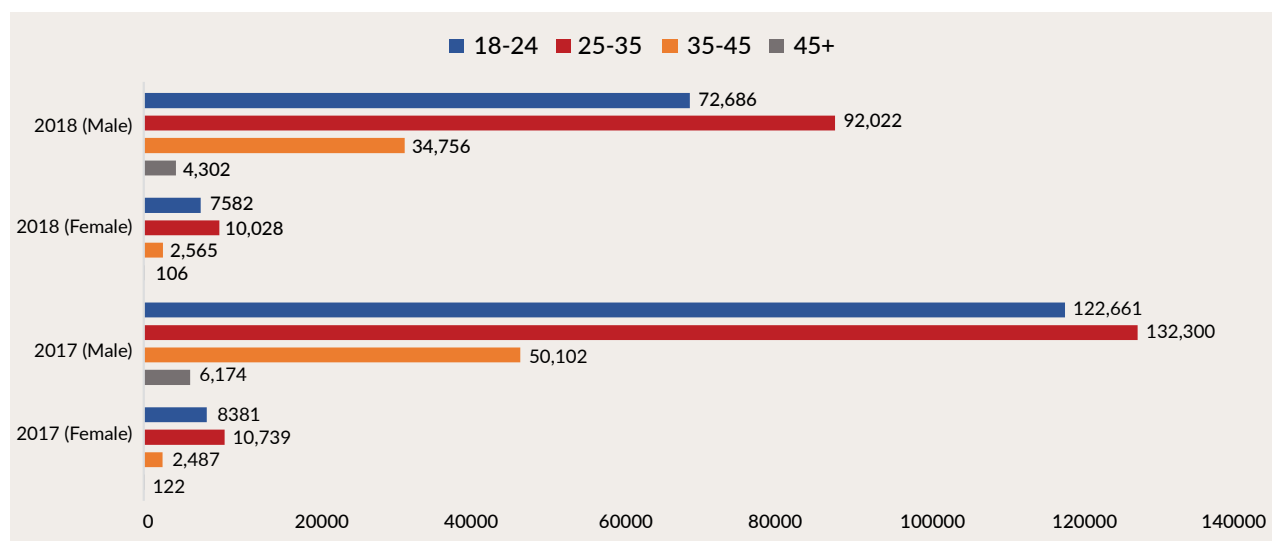
FIGURE 24: MAJOR DESTINATION COUNTRIES FOR LABOUR APPROVAL RENEWALS (FEMALE)

Source: DOFE

2.6 AGE

Age distribution of the migrant workers using the 2018/19 data shows that the mean age is 29 whereas the median age is 28. In 2017/18, the mean age was 28 while the median age was 27.²⁷ In 2017/18, youth (ages 18-24) made up 39 per cent of the total migrants while in 2018/19, they comprised 36 per cent of the total migrants (Figure 25). The age group over 45 comprises the smallest share of the total volume of outmigrants. The age group with the highest share of workers among both women and men is 25-35.

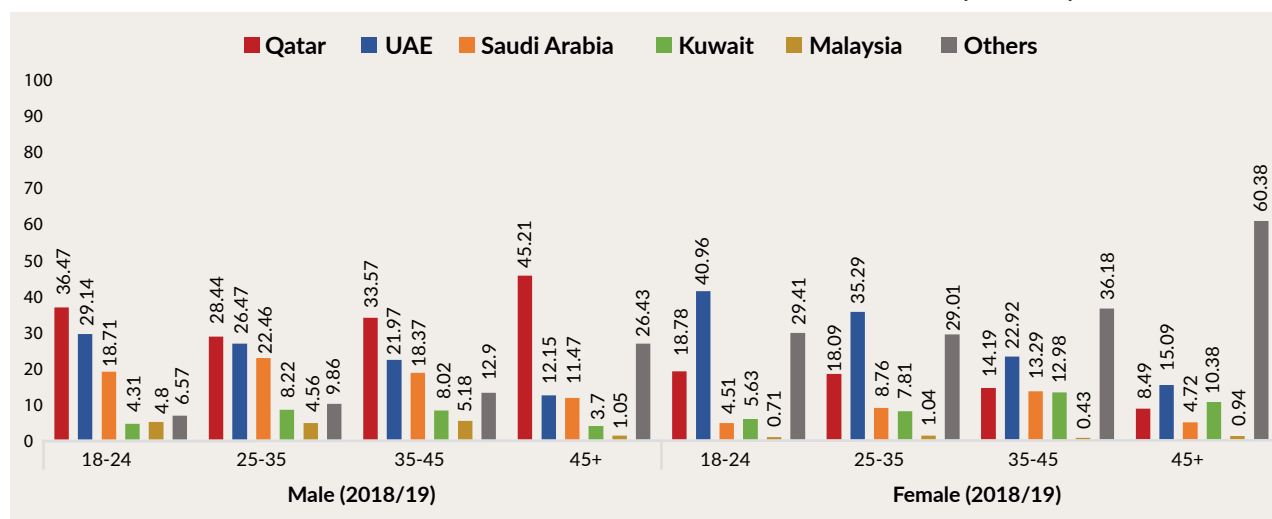
FIGURE 25: AGE DISTRIBUTION OF NEPALI MIGRANT WORKERS BY GENDER



Source: DOFE

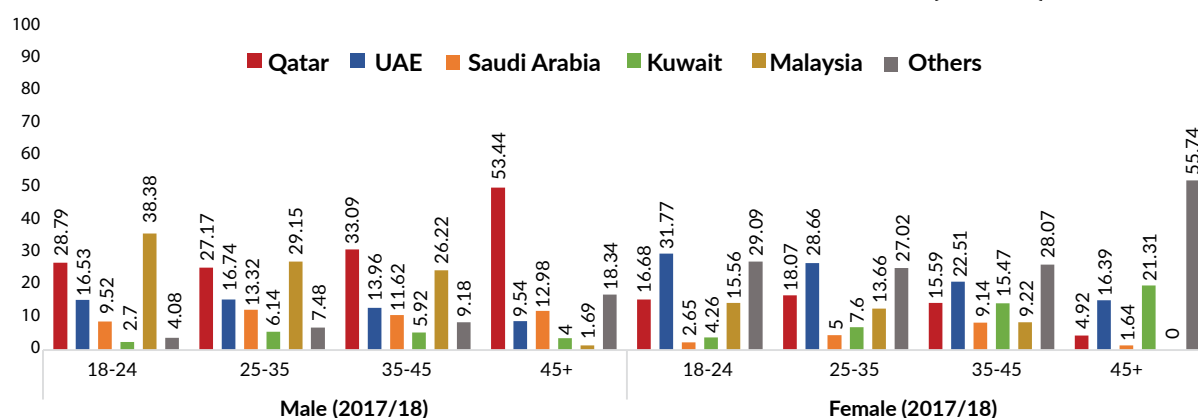
In both years 2018/19 and 2017/18, UAE was the most popular destination country among female youth. Among male youth, Qatar was the most popular destination country in 2018/19 and Malaysia was the most popular destination country in 2017/18 (Figures 26, 27).

FIGURE 26: DISTRIBUTION OF MAJOR DESTINATION COUNTRIES BY AGE GROUP (2018/19)



Source: DOFE

²⁷ In 2018/19, the mean age for male is 29 while that for female is 28 and in 2017/18, the mean age for both is 28.

FIGURE 27: DISTRIBUTION OF MAJOR DESTINATION COUNTRIES BY AGE GROUP (2017/18)

Source: DOFE

The relatively young population migrating for work has important implications in Nepal from various perspectives. Outmigration from Nepal is characterized by temporary contracts. In 2018/2019, for example, the contract period of close to 95 per cent migrant workers was for 2 years, whereas 0.75 per cent was for 1 year and the remaining for 3 years. Even considering a few episodes of repeat migration, migrant workers eventually return to Nepal during their working age, which points to the need to focus on a robust economic and social reintegration strategy.

2.7 SKILLS

Skills development is an important policy priority given its positive impact on labour productivity, poverty reduction and economic growth. The occupational profile of labour migrants in 2018/19 shows that 59 per cent of the new workers took up unskilled jobs whereas this share was 64 per cent in 2017/18. Similarly, the share of workers taking up low-skilled jobs was lower for migrant workers renewing their labour approvals at 54 per cent in both years (Table 2). While there is a broad consensus that a large share of Nepali workers is being employed for low-skilled work, the categorization of what constitutes these skills level requires further scrutiny as will be discussed in detail in Chapter 4.

TABLE 2: SKILLS DISTRIBUTION OF NEPALI MIGRANT WORKERS BY MODE OF OBTAINING LABOUR APPROVAL

Date	Occupation	RA			New			Regularization			Renewal		
		Female	Male	Grand Total	Female	Male	Grand Total	Female	Male	Grand Total	Female	Male	Grand Total
2018/19	High Skilled	0.0%	0.0%	0.0%	0.2%	0.2%	0.2%	0.7%	0.2%	0.3%	0.1%	0.0%	0.0%
	Professional	0.0%	0.2%	0.2%	0.6%	0.7%	0.7%	1.0%	0.5%	0.5%	0.2%	0.1%	0.1%
	Semi Skilled	8.3%	8.9%	8.9%	16.1%	17.7%	17.4%	19.9%	12.4%	13.0%	12.5%	7.2%	7.4%
	Skilled	21.6%	29.6%	28.9%	45.5%	50.0%	49.1%	54.7%	48.8%	49.2%	32.9%	39.0%	38.7%
	Low-skilled	70.1%	61.3%	62.0%	37.6%	31.4%	32.6%	23.7%	38.1%	37.0%	54.3%	53.7%	53.7%
	Grand Total	17325	191024	208349	1804	7341	9145	1443	17265	18708	11545	261070	272615
2017/18	High Skilled	0.0%	0.0%	0.0%	0.1%	0.2%	0.2%	0.9%	0.1%	0.2%	0.0%	0.0%	0.0%
	Professional	0.1%	0.0%	0.0%	0.5%	0.4%	0.5%	1.9%	0.6%	0.7%	0.5%	0.1%	0.2%
	Semi Skilled	7.2%	8.4%	8.3%	12.8%	8.8%	9.6%	13.1%	8.8%	9.1%	9.3%	5.9%	6.1%
	Skilled	15.6%	26.2%	25.6%	50.7%	55.8%	54.8%	55.6%	50.6%	50.9%	35.6%	39.5%	39.4%
	Low-skilled	77.2%	65.3%	66.1%	35.9%	34.7%	35.0%	28.6%	39.9%	39.2%	54.6%	54.4%	54.4%
	Grand Total	19299	304442	323741	1726	7180	8906	1384	19915	21299	10547	248046	258593

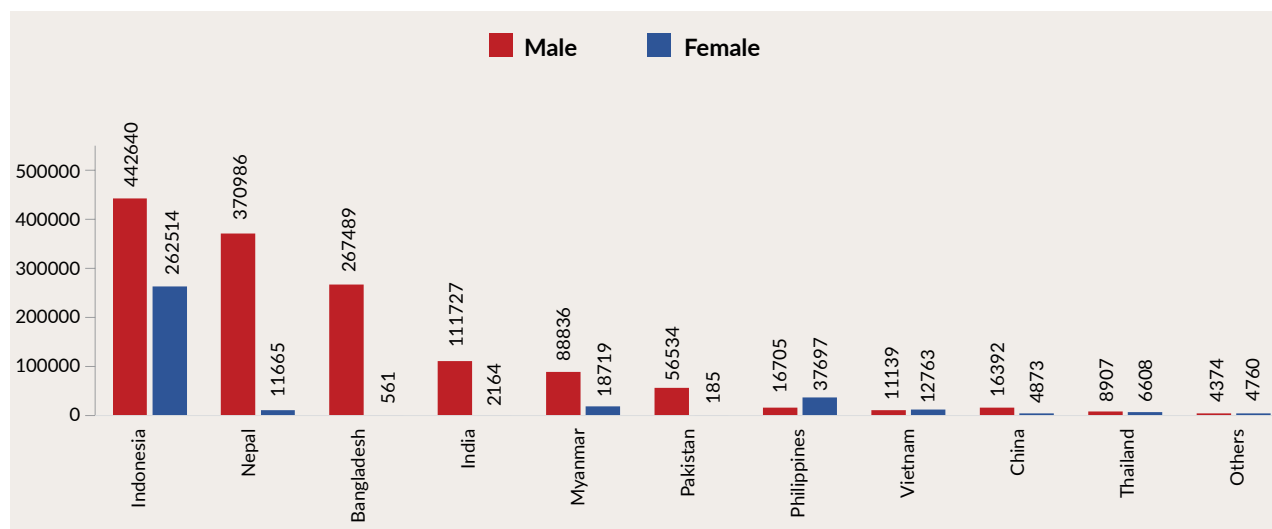
Source: DOFE

2.8 STOCKS OF MIGRANT WORKERS

While the above discussion focused on the annual flow of migrant workers, it is also important to pay attention to the total stock of migrant workers. Flows, alone, paint an incomplete picture of the overall migration scenario. For example, the growing interest on issues such as social security for migrant workers, strengthening labour wings of Diplomatic Missions, allowing migrant workers to vote in national elections or the need to better market the Foreign Employment Savings Bond to migrant workers require a better understanding of the country-wise stock of migrant workers. This is especially critical in case of covariate shocks when migrant workers need to be rescued en masse. Without comprehensive data on the current stock of migrant workers, the estimates on the stocks of migrant workers used in the public discourse can vary widely. There is a need to gain a comprehensive understanding of both flows and stocks. As per the last Census conducted in 2011, 7.3 per cent of Nepali was living abroad, a substantial increase from the Census conducted in 2001 when this volume was just 3.2 per cent.²⁸

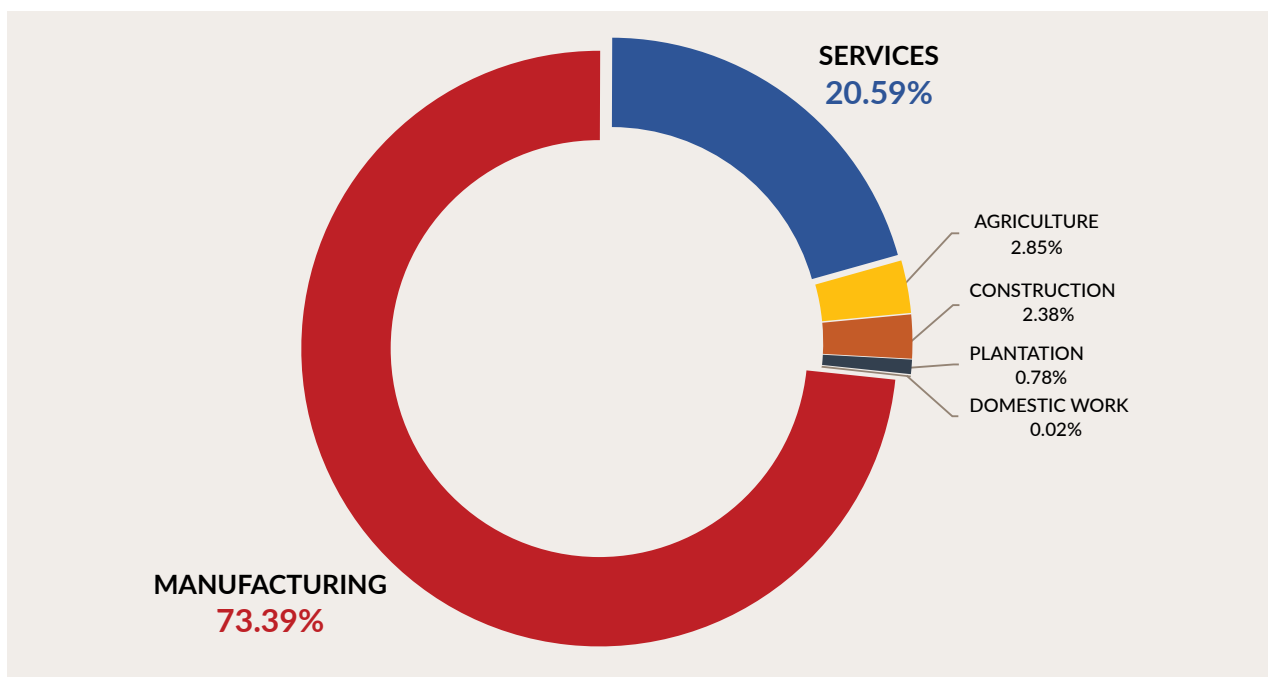
Efforts to record the data on returnee migrant workers in coordination with the Department of Immigration is at its nascent stages. The upcoming National Population Census 2021 presents an immense opportunity to better understand the volume and characteristics of Nepali migrant workers scattered globally. In addition, the database maintained by the Governments of destination countries can also be a reliable source of information on stocks of Nepali workers abroad. For example, the Government of Malaysia has published the details on the current migrant stock by nationality. As shown below, of the total regular migrant workers in Malaysia, Nepalis comprise the second highest nationality after Indonesia. There is a total of 382651 migrant workers, of whom 3 per cent are women (Figure 28). Nearly 75 per cent of the workers are involved in manufacturing followed by 21 per cent in the service sector. Construction and agriculture comprise a very small portion of workers in Malaysia, totaling to 5 per cent (Figure 29). Gender disaggregation shows that 95 per cent of the female workers are involved in the manufacturing sector.

FIGURE 28: CURRENT MIGRANT WORKERS IN MALAYSIA BY NATIONALITY (2018)



Source: Ministry of Human Resources, Malaysia

²⁸ Central Bureau of Statistics

FIGURE 29: SECTORS EMPLOYING NEPALI WORKERS IN MALAYSIA (2018)

Source: Ministry of Human Resources, Malaysia

In addition, in the Gulf, as per records of 2017/18, there are about 400,000 Nepalis in Saudi Arabia, 400,000 in Qatar, 70,000 in Kuwait, 200,000 in the UAE, 20,000 in Oman, and 25,000 in Bahrain.²⁹ Coordinating with the Governments of the destination country for periodic sharing of such information and systematically recording it in a centralized database can go a long way in informing evidence-based policymaking.

2.9 LABOUR MIGRATION FROM A REGIONAL PERSPECTIVE

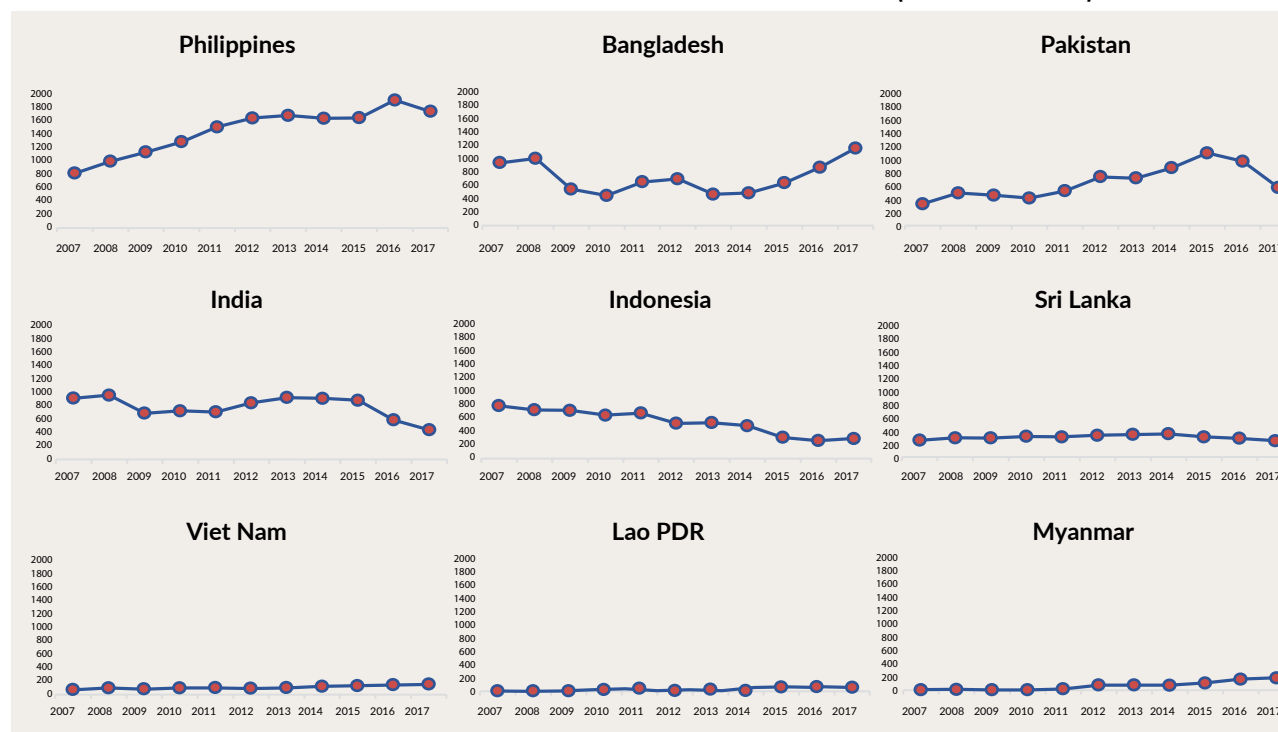
Given the cross-border nature of labour migration, it is also interesting to situate Nepal within major labour sending countries in the region that share common destination markets with Nepal. Total outflow of workers from 12 major Asian³⁰ countries including Nepal exceeded 5 million annually between 2012-2017.³¹ Common labour markets for destination countries translate to opportunities for collective action among labour sending countries for worker rights and protection, as envisioned in regional forums such as the Colombo Process and Abu Dhabi Dialogue. A trend analysis (2007-2017) of select labour sending countries from the region shows a heterogeneous migration profile (Figure 30).³² Outmigration from the Philippines, Pakistan and India has been consistently higher than that from Nepal while Nepal's has been higher than that of Vietnam, Lao PDR and Myanmar. Compared to other labour sending countries like Bangladesh, Sri Lanka and Indonesia, migration from Nepal has been relatively higher in some years and lower in others which depend on various factors including unilateral and bilateral policies adopted by the labour sending and destination countries.

29 https://mofa.gov.np/wp-content/uploads/2019/02/Final_-_Mofa-Book.pdf

30 Countries include Nepal, Cambodia, Philippines, Bangladesh, Pakistan, India, Indonesia, Sri Lanka, People Republic of China, Viet Nam, Lao PDR and Myanmar.

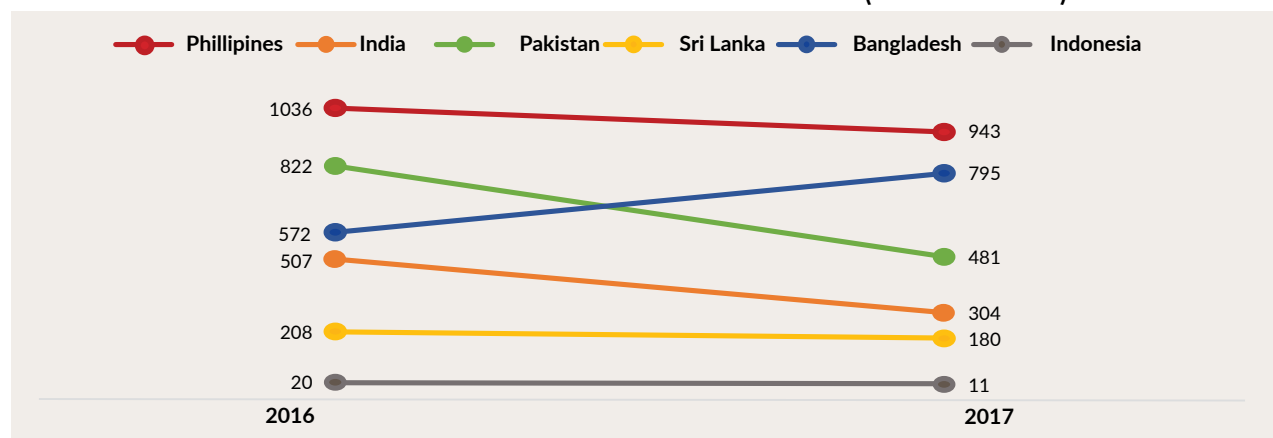
31 ADB (2019)

32 The outflows need to be considered in the context of the total population of these countries which are as follows: Philippines: 104 million; India: 1339 million; Pakistan: 197 million, Sri Lanka: 21.4 million, Bangladesh: 164.7 million and Indonesia: 264 Million (World Bank estimates)

FIGURE 30: TRENDS IN ANNUAL LABOUR MIGRATION FROM THE REGION (COUNTRY-WISE)

Source: ADB (2019)

The GCC countries are common destination markets for labour sending countries in the region. Consequently, most of the countries have been impacted by the slowdown in the GCC market. Apart from Bangladesh,³³ the other labour sending countries experienced a fall in the flows to the GCC region between 2016 and 2017 (Figure 31). Similar to Nepal, the slowdown in the GCC markets has also made reintegration and diversification strategies important policy agendas for countries of origin in the region.

FIGURE 31: SLOWDOWN OF MIGRANT WORKER OUTFLOW TO THE GCC (IN THOUSANDS)

Source: ADB (2019)

33 The increase in the outflows from Bangladesh is due to the lifting of a ban to Saudi Arabia after 6 years. The volume of workers from Bangladesh to Saudi Arabia increased from 143913 in 2016 to 551308 in 2017. Between 2017 and 2018, however, there was a fall in Saudi Arabia bound workers from over 551308 to 257317.

The analysis of the regional dynamics in international migration shows that many elements of the foreign employment process are better addressed collectively as will be discussed extensively in Chapter 3. Similarly, given the shared challenges and priorities of labour sending countries, platforms like the Colombo Process can play an immense role in the sharing of good practices. In addition, there is an increase in the outflow of migrant workers from other regions to the GCC market, especially from Africa. The stock of African migrant workers in the GCC has increased from 1061917 in 1990 to 3419638 in 2017.³⁴ Traditionally, migration from Africa has been intra-regional. The mounting population pressure in sub-Saharan Africa, where labour force is expected to grow by as much as 800 million by 2050, has led to the adoption of promotional migration policies to reap the youth dividend. Countries, especially in East Africa, have also started promoting their workforce, and are considering measures to better regulate the corridors.

2.10 RETURN MIGRATION

The reintegration of returnee migrant workers³⁵ has received unprecedented attention in the recent past. The emphasis has been on the productive use of financial and social remittances—as captured by experience, skills, exposure, networks and know-how acquired abroad—for local and national development priorities. Chapter 3 provides detailed information on the Government’s ongoing reintegration programs. To better inform such efforts, this Section presents some key characteristics of recent returnee migrant workers including their demographic, employment and earning profile, further disaggregated by the destination country. This Section has been prepared using the National Labour Force Survey (NLFS) 2017/18.³⁶ For ease of analysis, the destination countries have been divided into four groups, namely, GCC, Malaysia, India and other countries. Among the working-age population, 26 per cent of the returnee workers were from India and Malaysia each, 43 per cent from the GCC countries and about 4 per cent from other countries.

Demographic Profile: There are approximately 756 thousand recent working-age returnee migrant workers in Nepal.³⁷ Unsurprisingly, females account for a mere 3.8 per cent of this population given that the majority of outgoing migrants from Nepal are male.³⁸ The average age of male returnees is 33 years (median is 32), while it is slightly over 30 years for female returnees (median is 28). The 25-34 age group accounts for the largest proportion across all destination countries, followed by the 35-44 age group (Figure 32).³⁹

³⁴ Atong (2018)

³⁵ In this report, returnee is defined as an individual between 18-64 years of age who reported having travelled and worked abroad for a period of more than 3 months during the last 5 years in NLFS-III.

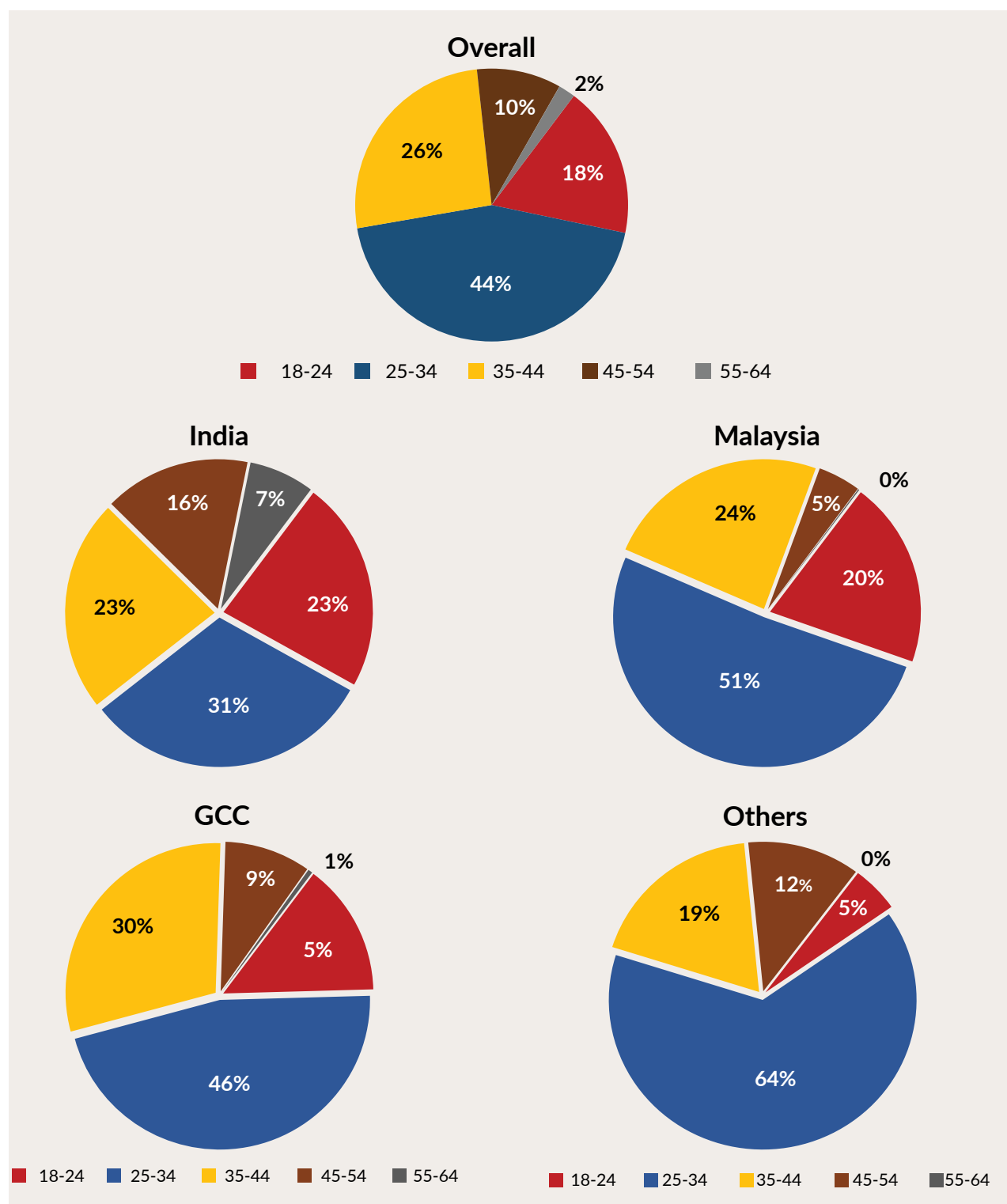
³⁶ A note of caution in this section is that the intention to re-migrate has not been captured in the National Labour Force Survey 2017/18. Given that it is common for migrant workers to re-migrate, this does not provide a complete picture of the returnee profile.

³⁷ There are over 762 thousand returnee labour migrant workers of which approximately 756 are currently of working age.

³⁸ Less than 5 per cent of the returnees from India, Malaysia and the GCC is female, whereas this share is 9.5 per cent among returnees from other countries.

³⁹ These numbers need to be interpreted with caution given that the NLFS 2017/18 excludes information on returnees who returned more than 5 years ago or on the intention to re-migrate among recent returnees.

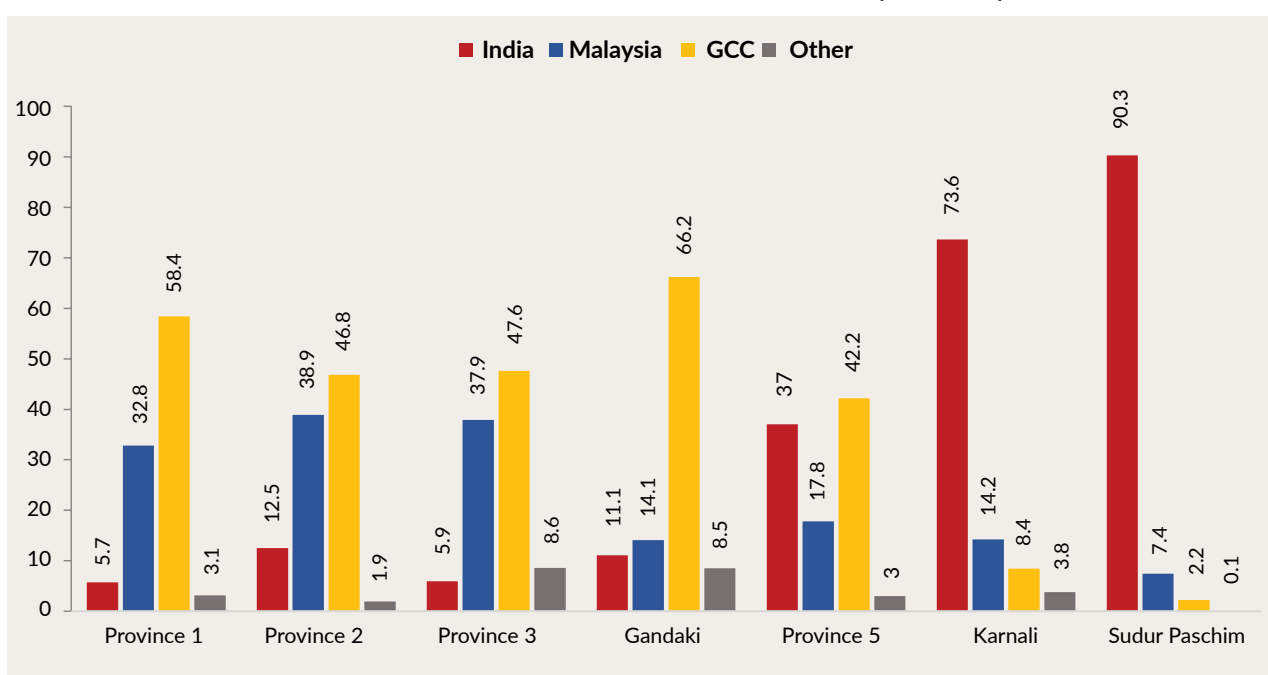
FIGURE 32: RETURNEE POPULATION BY AGE



Source: NLFS 2017/18

In terms of the current residence in Nepal, 60 per cent of the recent returnee population resides in urban areas. Similarly, 60 per cent of the returnees are based in Provinces 1, 3 and 5 collectively. The GCC countries⁴⁰ were reported as the most recent migration destination by 43.4 per cent of the returnees. Over 25 per cent of recent returnees each reported India and Malaysia as their last destination country whereas only 4.4 per cent reported others as their last destination country. The most recent destination country differs considerably across the provinces (Figure 33). In Karnali and Sudur Paschim, an overwhelming majority of returnees reported India as their last destination (73.6 per cent and 90.3 per cent, respectively). Employment to India is characterized by seasonal labour migration especially during the off-farming season in Nepal. In all other remaining provinces, GCC constituted the largest destination market for returnees, albeit by varying margins.

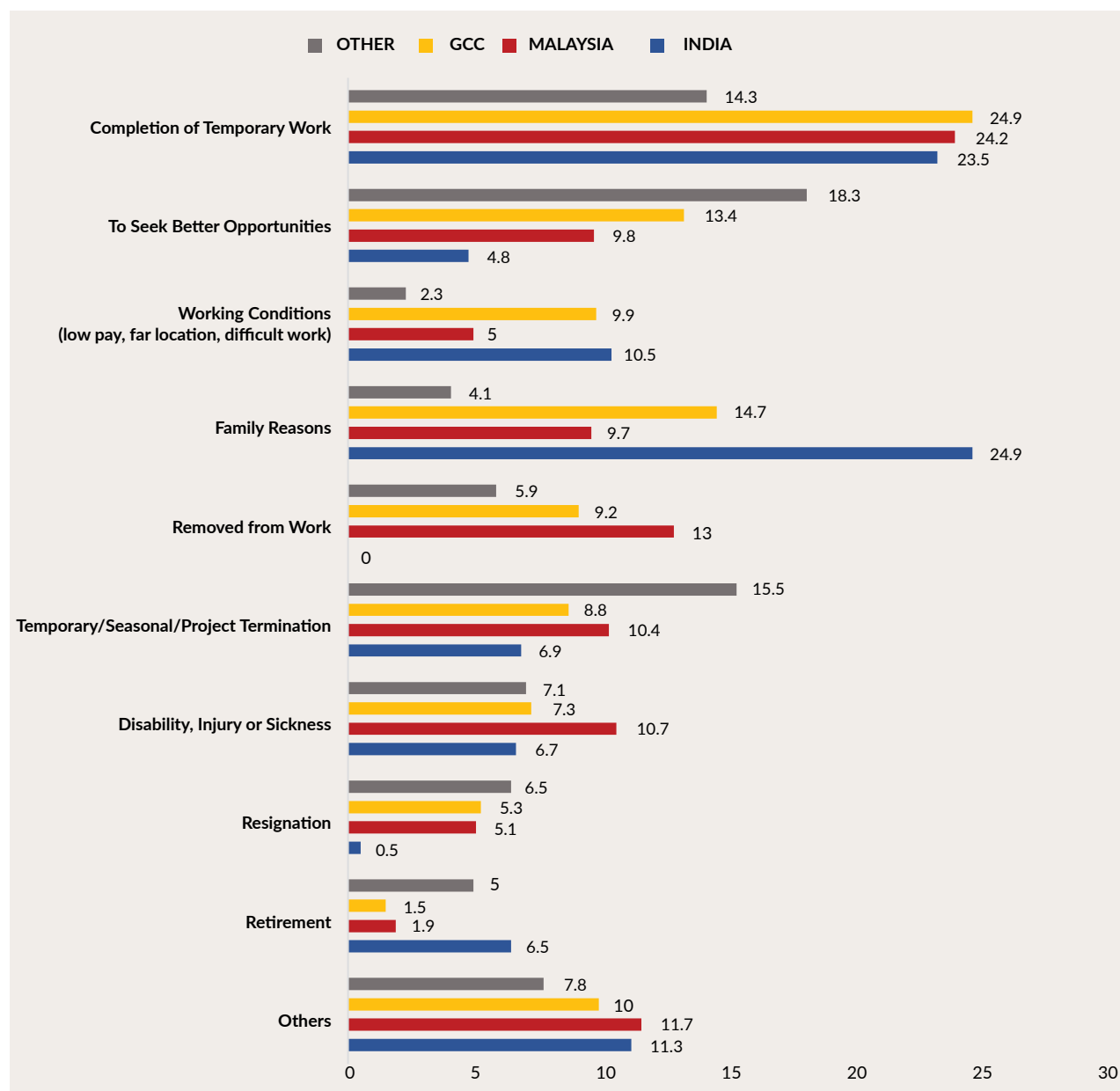
FIGURE 33: LAST MIGRATION DESTINATION OF RETURNEES BY PROVINCE (PER CENT)



Source: NLFS 2017/18

Completion of an employment contract (24.1 per cent) was the most popular reason for return followed by search for better job opportunities (12 per cent) (Figure 34). Unfavorable working conditions and illness, injury or disability are also common causes for return reported by around 8 per cent returnees each, which raises concerns about the employment conditions in the destination countries.

40 GCC countries include Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates.

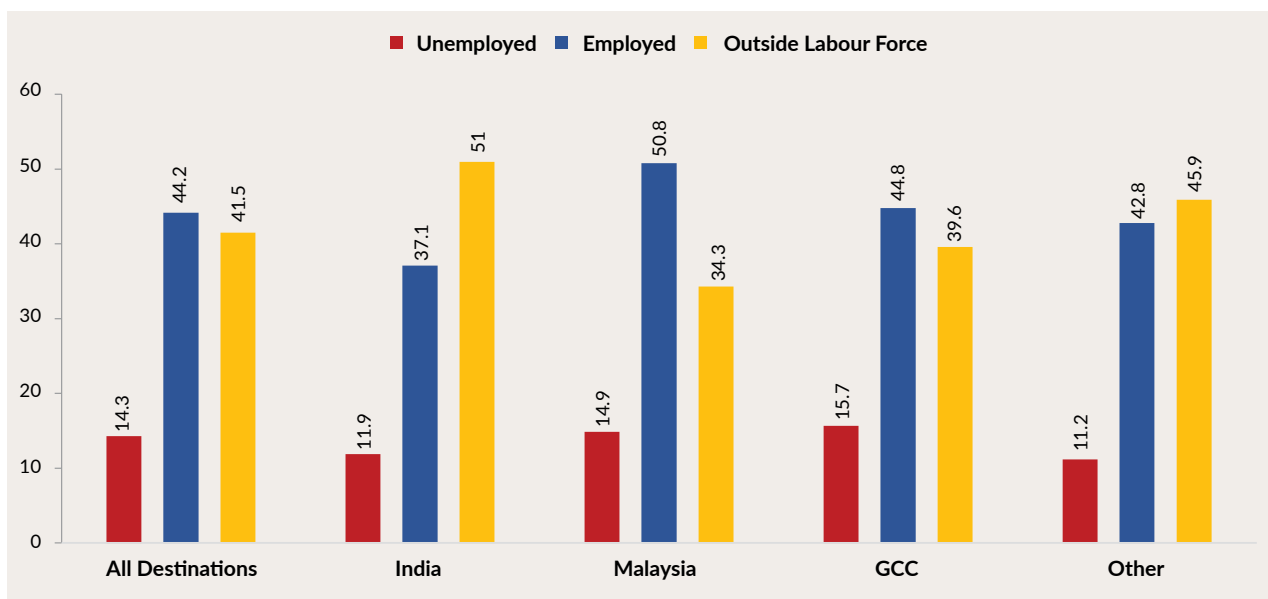
FIGURE 34: REASON FOR RETURN TO NEPAL BY DESTINATION

Source: NLFS 2017/18

Employment Status: A number of factors including internal labour market opportunities, reservation wages,⁴¹ and intention to re-migrate can influence the labour market outcomes of returnee migrant workers. Of the total returnee migrant workers, 44.2 per cent were employed, 14.3 per cent were unemployed⁴² and the remaining 41.5 per cent were not participating in the labour force (Figure 35). Nearly 75 per cent of the female returnees opted out of the labour force. There is also considerable variation in the employment status of returnee workers when disaggregated by the last migration destination and by the current province of residence (Table 3).

41 Reservation wage is the lowest wage rate at which a worker is willing to accept a job.

42 As per the criteria defined in the NLFS 2017/18, here unemployed refers to individuals who are completely without work, currently available to work, and have taken active steps to find work.

FIGURE 35: EMPLOYMENT STATUS OF RETURNEE WORKERS BY LAST DESTINATION

Source: NLFS 2017/18

TABLE 3: EMPLOYMENT STATUS OF RETURNEE WORKERS BY PROVINCE

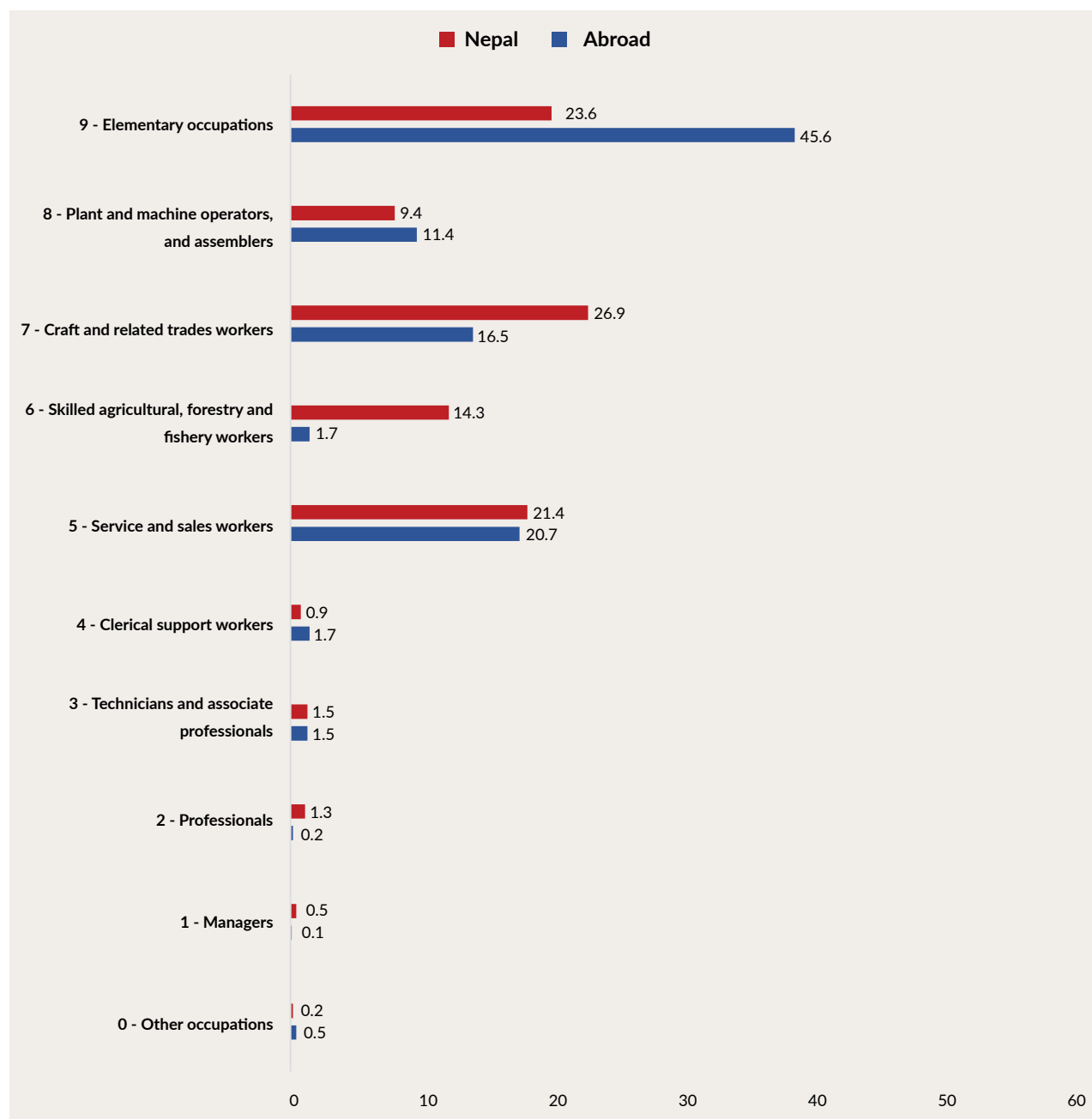
PROVINCE	EMPLOYMENT STATUS			
	UNEMPLOYED	EMPLOYED	OUTSIDE LABOUR FORCE	TOTAL
Province 1	19.2	45.6	35.2	100
Province 2	21.9	45.1	33	100
Province 3	10.3	56.7	32.9	100
Gandaki	10.3	41	48.7	100
Province 5	12.5	44.9	42.6	100
Karnali	9.2	31.4	59.4	100
Sudur Paschim	15	26.6	58.4	100
Total	14.3	44.2	41.5	100

Source: NLFS 2017/18

While working abroad, over 45.6 per cent of the returnees reported being employed in Elementary Occupations and this pattern is consistent across all destination country groups (Figure 36). This is followed by employment in the Sales and Service category and Craft and Related Trades.

On the other hand, in Nepal, the Craft and Related Trades (26.9 per cent) constitutes the largest occupational category of returnees in Nepal, followed by Elementary Occupations and Services and Sales categories.

However, Managers, Professionals, Technicians and Associate Professionals collectively account for only 3.2 per cent and 1.8 per cent abroad and in Nepal, respectively. The most significant difference is seen in the Skilled Agricultural, Forestry and Fishery Workers category which accounted for only 1.7 per cent of employment abroad and 14.3 per cent of employment in Nepal.

FIGURE 36: OCCUPATION OF RETURNEES IN NEPAL AND AT THE DESTINATION COUNTRY

Source: NLFS 2017/18

Only 15.1 per cent of returnees are currently employed in the same occupational category as abroad, and this share varies considerably by the last destination country. The skills acquired by returnees are not necessarily being utilized in the internal labour market as the majority of returnees have either opted out of the labour market (43.8 per cent), are employed in a different occupation than the one they have acquired international experiences in (27.7 per cent) or are unemployed (13.4 per cent). Over 75 per cent of returnees

are employed in the informal sector⁴³ and this share varies considerably by the last migration destination (Table 4). In particular, a high share of returnees from India is employed in the informal sector (86 per cent) while this share is lower for returnees from other countries (31.2 per cent). An in-depth analysis of the factors contributing to the employment outcome of returnees is recommended.

TABLE 4: VARIATION IN EMPLOYMENT STATUS DISAGGREGATED BY LAST DESTINATION

DESTINATION COUNTRY CATEGORIES	DIFFERENT OCCUPATION	SAME OCCUPATION	UNEMPLOYED	OUTSIDE LABOUR FORCE
	%	%	%	%
All Destinations	27.7	15.1	13.4	43.8
India	23.9	10.6	9.6	55.9
Malaysia	34	17.1	14.8	34.1
GCC	26.6	18	15.8	39.6
Other	33.6	9.3	11.2	45.9

Source: NLFS 2017/18

In Nepal, the major three sectors hiring recent returnee migrant workers are Construction (28.4 per cent), Agricultural, Forestry and Fishing Industries (20 per cent) and Wholesale & Retail Trade, Repair of Motor Vehicles & Motorcycles (14 per cent) (Table 5). There is variation in the sector of employment by the most recent destination country as shown in the table. Information on sectors hiring the migrant workers abroad is not captured in NLFS 2017/18.

TABLE 5: INDUSTRIES THAT RETURNEE MIGRANT WORKERS ARE CURRENTLY ENGAGED IN (NEPAL)

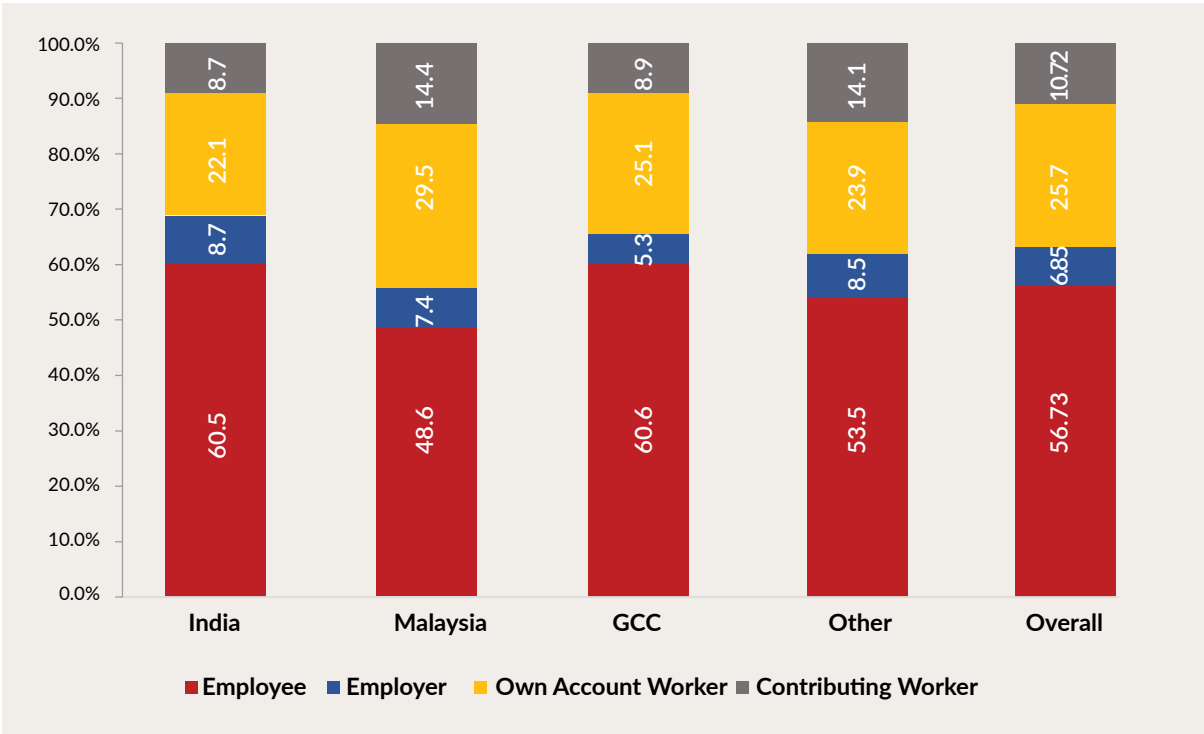
OCCUPATION	INDIA	MALAYSIA	GCC	OTHER	ALL
	%	%	%	%	%
Agriculture, forestry and fishing	28.6	21.7	15.2	13.3	20
Mining and quarrying	1.5	0	2.1	0	1.2
Manufacturing	14	12.4	12.8	11.8	12.9
Electricity, gas, steam and air conditioning supply	0.1	0.2	0.4	0	0.3
Water supply	0	0	0.1	0	0
Construction	30.1	23.3	31.9	18.1	28.4
Wholesale & retail trade, repair of motor vehicles & motorcycles	10.9	13.3	14.7	24.4	13.9
Transportation & storage	6.6	10	10.2	1.6	9
Accommodation & food service activities	5.5	10.2	5.4	0	6.6
Information & communication	0	0.8	0	0	0.3
Financial & insurance activities	0	0.1	0	0	0
Professional, scientific & technical activities	0	0.8	0	0	0.2
Administrative & support services activities	0.6	0	0.5	0	0.4
Public administration & defense; compulsory social security	0.5	0.2	1.3	1.5	0.8
Education	0.3	0.3	2	3.5	1.2
Human health & social work activities	0.5	0.6	0.8	16	1.3
Arts, entertainment & recreation	0	0	0.4	9.9	0.6
Other service activities	1	5.9	2.1	0	2.9
Total	100	100	100	100	100

Source: NLFS 2017/18

43 In line with the criteria used in the NLFS 2017/18, formal sector comprises those employed in government or state-owned enterprises or international organizations/foreign embassies. Informal sector comprises those employed in enterprises that are neither incorporated nor registered with authorities and those employed in private households.

Among those who are employed, close to 57 per cent of the workers are engaged as employees, a quarter as own-account workers, around 7 per cent as employers and the rest as contributing workers. These shares vary by the last destination country (Figure 37).

FIGURE 37: EMPLOYMENT TYPE OF RETURNEE WORKERS BY LAST DESTINATION COUNTRY



Source: NLFS 2017/18

Chapter 3:

Labour Migration Governance in Nepal

राहदानी फांट

१६ १०

श्रीकृष्ण राहदानी (८) ५



Chapter 3: Labour Migration Governance in Nepal

3.1 Institutional Arrangements

Labour migration is a complex issue that involves a range of stakeholders from the public and private sectors. This Section briefly mentions the roles of the stakeholders directly involved in labour migration.

1. GOVERNMENT

The **Ministry of Labour, Employment and Social Security (MOLESS)** is the apex body of labour migration governance with the overall responsibility of formulating policies, laws and guidelines in the management and regulation of labour migration in Nepal. Within MOLESS, the Employment Management Division has the responsibility of overseeing the labour migration related portfolio of the Ministry. The **Department of Foreign Employment (DOFE)** is the key regulatory institution under MOLESS responsible for a range of management and regulatory activities including the oversight and monitoring of private sector players involved in the recruitment process, issuance of labour approvals, migrants' grievance handling and coordination of their repatriation when needed. The **Foreign Employment Board (FEB)**, formerly known as Foreign Employment Promotion Board) carries out the welfare-related activities for migrant workers and their families including compensations for death and injuries as well as management of various activities aimed at making migration safe and productive including skills development, orientation and returnee integration programs. Both DOFE and FEB also provide inputs for policy reforms based on lessons from implementation. The **Foreign Employment Tribunal (FET)** is a semi-judicial body that provides justice to the victims of fraudulent migration practices in an easy and fast track manner. The province-based **Labour and Employment Offices** under the Labour and Occupational Safety Department renew labour approvals of migrant workers. The **Vocational and Skill Development Training Academy (VSDTA)** is responsible for carrying out skills development initiatives to enhance the employability of Nepali youth in both the domestic and international labour market.

In addition, there are other stakeholders involved in migration governance. The **Ministry of Foreign Affairs (MOFA)** plays an important role in strengthening labour diplomacy, as part of its foreign policy, with major countries of destination and extends support to migrant workers through its agencies based in Nepal and the destination countries. The **Department of Consular Support (DOCS)** provides coordination and facilitation for search and rescue, repatriation of dead bodies, compensation of death and disability, grievance handling and handling of insurance-specific issues. The **Department of Passport (DOP)** issues passports to Nepali citizens. The **Immigration Department** keeps records of the exit and arrival of Nepali migrant workers and regulates departure and arrival activities. The **Diplomatic Missions** provide support to migrant workers in the destination country and coordinate between the migrant and the employer as well

as between migration-related agencies in the destination countries and in Nepal. The **Nepal Rastra Bank (NRB)** manages and regulates the remittance industry while keeping records and conducting research on various aspects of remittances. In addition, the NRB affiliated Public Debt Department oversees the Foreign Employment Savings Bond scheme.

In the context of decentralization, **local** and **provincial governments** also have an increasingly important role to play in migration governance given their proximity to the migrant workers and their families.

2. REGULATORY AND OVERSIGHT MECHANISM

The **Parliamentary Committee on Industry, Commerce, Labour and Consumer Interest** is one of the thematic Committees in the Legislative Parliament, that provides direction and guidance to the Government on various matters including labour migration-related issues. The **National Human Rights Commission** is active in the promotion and protection of human rights of migrant workers both in Nepal and selected destination countries via advocacy, research and collaboration with human rights institutions of other countries.

3. PRIVATE SECTOR

Recruitment from Nepal is largely led by the private sector and hence, includes a series of private sector players throughout the recruitment process (Table 6). **Recruitment agencies** play an important intermediary role between the foreign employer and the Nepali workers by facilitating the job search, matching workers with employers and fulfilling the required documentation process. **Orientation centers** equip outgoing migrant workers with necessary information about foreign employment processes, legal provisions, travel information, support mechanisms and other safety and security measures related to foreign employment prior to their departure. **Medical centers** conduct medical tests and furnish health certificates to ensure that outgoing workers are medically fit. **Insurance companies** provide mandatory term life insurance for outgoing migrant workers as per the relevant laws. **Banks and financial institutions** facilitate the payment of the migration-related costs and are also involved in various aspects of the migration cycle including recruitment (insurance), employment (transfer of remittances) and return (soft loans). **Skills development training centers** provide a range of job-specific skills training for outgoing migrant workers.

TABLE 6 : NUMBER OF MIGRATION RELATED SERVICE PROVIDERS

INSTITUTIONS	NUMBER OF ORGANIZATIONS
Active Recruitment Agencies	854
Branch Offices of Recruitment Agencies	38 branches of 24 Recruitment Agencies
Active Orientation Centers	148
Active Orientation Centers (domestic worker)	23
Medical Centers	226
Insurance Companies	14
Banks	23

Source: DOFE

4. DEVELOPMENT PARTNERS AND INTERGOVERNMENTAL ORGANIZATIONS

Development partners and **intergovernmental organizations** are active in the effort to ensure safe, dignified and productive migration. This includes technical and financial assistance to the Government and leveraging their regional and global networks to advocate for the rights and welfare of migrant workers. To build synergies on migration-related activities and to avoid duplication of work, the development partners have created an umbrella group called the Migration Group of Nepal (formerly known as the Kathmandu Migration Group).

5. CIVIL SOCIETY

Civil society is active in Nepal's migration landscape, given the relevance of this topic not just by itself but also as a cross-cutting issue that touches on all development priorities of Nepal such as skills, finance, gender, domestic labour market, among others. It is noteworthy that many of the CSOs currently active in the migration space were initiated by returnee migrant workers themselves. The NGOs have also created a group called the National Network for Safer Migration (NNSM) for synergistic cooperation. **Trade unions** are also active in the migration landscape and are engaged in promoting a rights-based migration policy, creating a network between trade unions in Nepal and the destination country and reaching out to migrant workers for informational and rescue services. All major national **media** outlets in Nepal have reporters with migration beats to cover migration, and other media outlets also continuously highlight migration-related issues. As a result, migration has been visible in the public discourse and beyond reporting news and articles, media has also been an active partner on the dissemination of information on safe migration practices via public service announcements (PSAs), jingles and video-clips. **Diaspora organizations** including Non-Resident Nepali Association (NRNA) as well as other loose migrant worker groups are also engaged in many important tasks such as fundraising, rescue and repatriation, and voluntary support such as legal assistance to stranded migrant workers in close coordination with Nepali Missions.

6. INTER-AGENCY COORDINATION

The overview of the institutional architecture of migration governance demonstrates that a large number of stakeholders are engaged in various stages of the migration cycle. Given the multiplicity of actors and their interactions on various elements of the migration process, the success of migration-related initiatives lies in stronger coordination and collaboration among the organizations. This is particularly challenging given that the different players represent different interests, priorities and incentives. Vertical and horizontal coordination is needed among stakeholders for a systems approach towards migration governance, to ensure reduction in misalignments and that the reach of these networks expands beyond the center, especially in the context of federalization.

To this end, the Foreign Employment Act and Regulations have provisions for intra- and inter-ministerial coordination committees (Table 7).

TABLE 7: COORDINATION COMMITTEES AS PER FOREIGN EMPLOYMENT POLICY, ACT AND RULES

S.N.	COMMITTEE AFFILIATED TO COORDINATION	LEGAL AND POLICY DOCUMENT
1	Foreign Employment Board	Foreign Employment Act, 2064 (Section- 38)
2	Foreign Employment Steering Committee	Foreign Employment Act, 2068 (Section-6)
3	Planning Program and Budget Formulation Committee	Foreign Employment Regulation (Rule- 29)
4	Expert Committee	Foreign Employment Regulation (Rule- 46)
5	High-level Foreign Employment Coordination Committee	Foreign Employment Policy, 2068 (Section 10)

Source: Ministry of Labour, Employment and Social Security

Similarly, vertical coordination among all the three tiers of Government is also important especially in the context of federalization with local governments taking up a more prominent role in migration governance. For example, the federal Government envisions a National Migrant Resource Center (NMRC) at the FEB to coordinate with local actors throughout the country including local governments, employment service centers and migrant resource centers. Such coordination will also allow for better synergies among local, provincial and national policymakers to ensure that national policies reflect local realities.

3.2 Multi-level Labour Migration Governance

Labour migration governance is complex and multidimensional. In the recent past, multiple layers have been added to the migration governance structure which presents both opportunities as well as challenges. In the context of federalization, localization of migration governance and service delivery is being prioritized. Similarly, with the adoption of the Global Compact for Safe, Orderly and Regular Migration (GCM) in December 2018, Nepal now has access to a global platform and a common language to elevate the discussion on worker rights and welfare from the vantage of a labour sending country. This Section deals with the multi-level labour migration governance: at the local, national, bilateral, regional and global levels.

An examination of the common issues in the recruitment, employment and management of workers emphasizes the need for such a multi-level policy response. In principle, migration can be beneficial for both the workers and employers. Workers benefit from income and skill gains while employers can fulfill human resource shortages. However, Nepal's experience has also shown that the pervasive market and coordination challenges can suppress the magnitude of the potential gains of foreign employment. This includes the high recruitment costs, contract substitution, poor working conditions, limited mobility and access to justice. To ensure that the benefits of migration are maximized while the risks and vulnerabilities are minimized, the following Section details the multi-level efforts underway that collectively contribute to make migration safe, dignified and rewarding.

1. NATIONAL LEVEL

Article 51 of the Constitution of Nepal emphasizes on regulating and managing the foreign employment sector to make it safe, systematic and free from exploitation and to encourage the utilization of capital, skills, technology and experience gained from foreign employment in productive sectors in Nepal. The Government of Nepal has developed an extensive policy and legal framework to govern foreign labour migration. The Foreign Employment Policy 2012, Foreign Employment Act 2007 and the Foreign Employment Rules 2008 are the major policy documents that guide labour migration. Key features of these legal frameworks are detailed below:

Foreign Employment Policy 2012: The Foreign Employment Policy aims to *ensure safe, organized, dignified and reliable foreign employment to help reduce poverty reduction along with sustainable economic and social development through economic and non-economic benefits of foreign employment*. The policy reflects a number of provisions enshrined in international conventions⁴⁴ as well as domestic laws and policies such as the Interim Constitution of Nepal 2007, the three-year interim plan and the National Human Rights Action Plan. It sets out 7 broad policy goals including:

- To identify and promote employment opportunities in the labour market;
- To develop a competitive skilled workforce to maximize the benefits of foreign employment;
- To ensure that each step of the foreign employment process is simple, transparent, reliable, organized and safe;
- To address concerns of female migrant workers and ensure their rights throughout the migration cycle;
- To ensure good governance in the management of labour migration;
- To mobilize local, national and international resources for foreign employment management and promote collaborative efforts via sectoral partnerships; and
- To mobilize remittances for human development and in productive sectors.

Each of the seven policy goals has a set of strategies. Collectively, these are related to different stages of migration including pre-departure, on the job and return.

To ensure the effective implementation of the Policy, it has set up a high-level Foreign Employment Coordination Committee and developed a national action plan. The review of the Policy that was supposed to take place in 2017, 5 years after its launch, has not been conducted yet. A quick review by the high-level taskforce on foreign employment setup by MOLESS in 2017/18 showed that the implementation of the Policy has been inadequate. However, an elaborate review has not been conducted yet.

The Foreign Employment Policy is currently being revised to reflect the major contextual changes in labour migration governance which include:

- the decentralized system of governance
- the increased automation of service delivery and recordkeeping including with the full-fledged implementation of the Foreign Employment Information Management System,
- the evolving migration governance landscape in existing and new destination countries,
- the Government's evolving view on labour migration and its priorities in migration management including increased attention to labour diplomacy,
- a more developed institutional landscape with the active participation of the private sector, development partners and civil society, and
- the changing global migration governance context such as the endorsement of the Global Compact on Safe, Orderly and Regular Migration and the inclusion of migration related indicators in the Sustainable Development Goals 2030.

44 Including the Universal Declaration of Human Rights; International Covenant on Civil and Political Rights, 1966; Convention on the Elimination of All Forms of Discrimination Against Women, 1979; Convention on the Rights of Child, 1989; and ILO Convention 97 – Migration for Employment Convention (Revised), 1949; and ILO Convention 143 – Migrant Workers (Supplementary Provisions) Convention, 1975,

Foreign Employment Act, 2007: The Foreign Employment Act, 2007 is the apex regulatory document governing foreign employment in Nepal. The Act aims to *make the foreign employment sector safe, managed and decent and protect the rights and interests of the migrant workers and the foreign employment entrepreneurs while promoting that business*. As the regulatory body, DOFE is the key institution responsible for the implementation of the Act and Rules.

The major provisions of the Act are detailed below:

- establishment of the DOFE for regulation and monitoring activities, the FEB (along with the Foreign Employment Welfare Fund) for welfare activities and the Foreign Employment Tribunal (FET) for access to justice;
- appointment of labour attaches in countries of destination with 5000 or more workers;
- institutional arrangements for various private sector entities such as recruitment agencies and orientation centers;
- provisions for empowering the Government to specify the minimum remuneration for Nepali migrant workers and the maximum service charge and promotional costs that can be charged by recruitment agencies;
- provisions for mandatory pre-departure orientation, medical test, insurance, Welfare Fund contributions to be eligible to obtain labour approval;
- joint liability of recruitment agencies with employers;
- provisions to ensure that those who fail health exams are duly compensated;
- provisions on the monitoring and investigation of recruitment agencies with punishment for non-compliance and reward to the best performers;
- the minimum age for foreign employment and clauses on non-discrimination between men and women.

A major achievement of 2018/2019 was the Amendment to the Act to reflect the changing context of migration landscape including decentralization and key lessons from the last decades in migration governance. The Amendment addressed immediate requirements and it is expected that a more comprehensive review will take place in the near future. Major features of the amendment are highlighted below :

TABLE 8: MAJOR CHANGES IN THE FOREIGN EMPLOYMENT ACT

AREA	MAJOR CHANGES	
Increase in the deposit of the Recruitment Agencies	As per the amendment, the security deposit by recruitment agencies has been significantly increased as follows:	
	Number of Workers Mobilized	Security Deposit
	Upto 3000 workers annually	5 million NPR in cash
		15 million NPR in bank guarantee
	Between 3000 to 5000 workers annually	10 million NPR in cash
		30 million NPR in bank guarantee
	More than 5000 workers annually	20 million NPR in cash
		40 million NPR in bank guarantee

Merger of RAs	<i>Two or more licensed recruitment agencies can enter into a merger agreement. Procedures related to the merger will be as prescribed.</i>
	<i>Members of the same family cannot be shareholders of more than one foreign employment enterprise. If the members of the same family are shareholders of more than one foreign employment enterprise before the promulgation of this section / provision, they will be required to merge within 6 months of the promulgation.</i>
	<i>After the end of 6 months, the license of those enterprises will not be renewed.</i>
Cancellation of License	<i>If the RA fails to send 100 workers annually for two consecutive years, licenses will be cancelled by DoFE.</i>
	<i>The provision to appoint agent by the RA is repealed. Only branch offices may operate.</i>
Provision regarding Complaint	<i>A system is established for registering complaints related to foreign employment through the Chief District Officer (CDO). Complaints can also be made online or through the post office. The CDOs are also authorized to conduct primary investigation and reconciliation between the parties to a dispute related to foreign employment.</i>
Provision regarding renew of labour approvals	<i>Migrant workers who are in the destination countries may renew their labour approvals upto two times from the Diplomatic Missions.</i>
Demand attestation by Diplomatic Missions	<i>Each labour demand needs to be attested by the Diplomatic Mission.</i>

Source: MOLESS

As detailed above, the Government has prioritized rightsizing of recruitment agencies by increasing the security deposit and adopting a policy for mergers among recruitment agencies. This is expected to ease the process of regulating recruitment agencies to screen out the inactive ones. Similarly, the licenses of those recruitment agencies that are unable to mobilize over 100 workers per annum in two consecutive years will be canceled.

Demand letter attestation by the Diplomatic Mission has also been made mandatory as per the recently amended Foreign Employment Act and the related Guideline⁴⁵ in a move to prevent fraudulent job orders, minimize contract substitution and ensure transparency. It also facilitates increased communication between Nepali diplomatic missions and employers, allowing the former to play a more active role in recordkeeping, screening and monitoring of employers and workers. Similarly, the renewal of labour approvals upto two times at the Mission has been allowed to ensure migrant worker's welfare and protection. This ensures that workers who remain at the destination country beyond their labour approval period have valid labour approval for continued access to the benefits ensured through the Welfare Fund and insurance. In addition, it also eases access to the service at the proximity of the worker.

The Amendment has also authorized the Chief District Officer to amicably facilitate individual grievances in foreign employment. All institutional grievances are forwarded to the DOFE within 7 days for the further action. This is in line with the Government's emphasis on ensuring access to justice within a short period without the victim having to incur the time and costs associated with travel to the capital.

Foreign Employment Rules, 2008: The 5th amendment to the Foreign Employment Rules, 2008 has the following provisions in line with the amended Act:

- 1) It has clarified the process of a merger among licensed recruitment agencies.
- 2) It has specified the process for the renewal of labour approval through the corresponding Diplomatic Missions.

⁴⁵ Guideline on the Inquiry of Demand Letter for Foreign Employment, 2018

- 3) It includes provisions on forwarding grievances/complaints by the Diplomatic Mission to the DOFE for further action.
- 4) A Foreign Employment Business Fund has been established that is funded by 25 per cent of the interest of the escrow amount deposited at commercial banks by DOFE to be used for capacity development and welfare functions of licensed recruitment agencies or related research activities.
- 5) Similarly, welfare benefits can also be claimed at the local level by the migrant worker or his/her nominated beneficiary, without requiring them to travel to the capital.

In addition to the Foreign Employment Policy, Act and the Rules, a number of guidelines, directives and manuals have been formulated to operationalize the provisions of these documents.⁴⁶ The following Section includes some of the major provisions of the existing guidelines, directives and manuals with an emphasis on the reform initiatives in the last two years in major aspects of the foreign employment cycle including recruitment, employment and return.

Pre-Departure Orientation Training: Migrant workers have to undergo a pre-departure orientation training that acquaints them with the culture, customs, rules and laws applicable to foreign workers and support services of the destination country. Without adequate orientation, migrant workers can often find themselves in difficult conditions in the destination country. For example, common cases include unknowingly committing actions at odds with the laws and culture of the destination country or unfamiliarity of the migrant workers with the support services available in both Nepal and the destination country. In 2018/19, MOLESS approved a new orientation directive, according to which the orientation curriculum is in the process of revision. Major aspects of the revision are highlighted below:

- **Content of the curriculum:** The curriculum has been revised to make it more country- or cluster-specific. Additional features such as financial literacy, health-related and available migration-related technology (e.g., mobile apps) have been added to the curriculum.
- **Use of visual aid for enhanced learning:** To ensure proper grasp of material within a short period of time, the use of more visual aid is prioritized.

The orientation is being provided by private orientation training centers. The orientation fee is reimbursed to the female migrant workers. The use of a biometric system has ensured the attendance of orientation training by all outgoing migrant workers. This is a marked progress from the previous system that lacked proper oversight which resulted in low uptake of the orientation training.

In addition to the 3-day orientation discussed above, there is also a mandatory, free 35-day training for domestic workers that is provided by FEB enlisted orientation centers. The curriculum includes soft skills such as language training and domestic work-specific training in areas such as cooking, cleaning and other household activities as per the requirements of the destination country.

Foreign Employment Information Management System (FEIMS): The FEIMS is an integrated information management system to effectively and efficiently manage and regulate the labour migration process that has brought together all migration-related authorities and agencies to the same platform.⁴⁷

⁴⁶ These include the 2018 Guideline on Foreign Employment Demand Attestation, the 2018 Guideline on Foreign Worker's Legal Immunity, 2013 Standard on the Enlisting Process of the Health Examination, the 2013 Directive on the Procedure on Individual Labor Permits, the 2014 Manual on Registration and Renewal of Orientation Training Institutions, the 2014 Manual on Extending Objective Assistance to Skill Trained Human Resources, and the 2015 Directive on Sending Domestic Helpers for Foreign Employment.

⁴⁷ Department of Foreign Employment, Department of Passport, Department of Immigration, Department of Consular Services, Missions, recruiting agencies, medical examination institutions, pre-departure orientation training providers, insurance companies, and select banks

This one-stop portal helps address some key issues in the recruitment, employment and repatriation of workers including:

- **Transparency in overall migration management:** By bringing all migration-related stakeholders to the same platform and automating the entire recruitment process, FEIMS has increased transparency, efficiency and effectiveness of the related services including minimizing potential ill practices. As a comprehensive database with key details of all regular migrant workers, the FEIMS provides updated information on Nepali labour migrants. In addition, the Government has also launched a companion job-search website (foreignjobs.dofe.gov.np) and a mobile app (**Baideshik Rojgari**) that enables workers to easily search for authentic job offers and track their application process without being misguided by intermediaries.
- **The renewal process of labour approvals for returnee migrant workers has been eased.** FEIMS enables renewals of labour approvals from the Labour and Employment Offices located in the provinces and also from Nepali Missions abroad which entails cost and time saving for migrant workers.
- **Facilitates the implementation of support mechanisms to migrant workers.** FEIMS allows for online registration of grievances. Furthermore, Missions have access to information on all regular migrant workers which eases the process of providing services both individually and en masse during idiosyncratic as well as covariate shocks respectively. By facilitating coordination efforts of DOFE and the Missions with authentic points of contact in Nepal (families, recruitment agencies) and the destination country (employers and intermediaries), FEIMS facilitates coordinated rescue efforts and compensation provision to stranded migrant workers.
- **Evidence-based policymaking.** By providing timely, easy and real-time disaggregated data, FEIMS has supported evidence-based policymaking by increasing the capacity to analyze trends, origins and destinations, skills, grievances, among others. The system is further being upgraded with additional features and will eventually be integrated with the database of the Immigration Department to record updated information on departing and returnee migrant workers.

Medical Examination: As part of the recruitment process, workers are required to furnish health certificates from medical centers enlisted by MOLESS. MOLESS has prioritized the following issues regarding the medical tests of migrant workers conducted as part of the recruitment process:

- First, ensuring proper standards of medical screening is key to ensure that migrant workers who successfully complete the medical examination in Nepal are not deemed medically unfit abroad after undergoing the same screening. As per the Act, based on the decision of a Specialized Committee, the concerned medical institutions are required to provide compensation to medically unfit migrant workers who return prematurely from the destination country. However, to prevent such cases, MOLESS is rigorously evaluating the standards of the medical institutions to approve only those who meet the minimum requirements.
- Second, MOLESS has prioritized decentralization and expansion of medical services related to foreign employment from both Government and private medical institutions, including those based outside the capital, that meet the minimum standards.

Repatriation of migrant workers in distress including those who are hospitalized for extended periods has also been prioritized. MOLESS is currently preparing a strategy to repatriate workers in coma including the modality of repatriation and treatment in coordination with concerned authorities.

Minimum Referral Wages: The Government of Nepal sets the minimum referral wages for Nepali migrant workers with recommendations from the related Diplomatic Mission, experts and market analysis (Table 9). The referral wages are calculated based on the costs of living, prevailing wages and the referral wages of other nationals at the destination country. This is particularly useful in countries without minimum wages for migrant workers or where the applicable minimum wage is too low. Job demands below the prescribed referral wages are not attested by Diplomatic Missions which to a large extent screen out low paying job offers. In 2017/18, the minimum referral wages for Saudi Arabia has been revised.

TABLE 9: MINIMUM REFERRAL WAGES BY DESTINATION COUNTRY

COUNTRY	SAMPLE REFERRAL WAGES
<i>Jordan</i>	<i>300 USD (BASIC; FOR DOMESTIC WORKERS)</i>
<i>Saudi Arabia</i>	<i>1000 RIYAL (BASIC) PLUS 300 RIYAL (FOOD)</i>
<i>Qatar</i>	<i>900 RIYAL (BASIC) PLUS 300 RIYAL (FOOD)</i>
<i>Oman</i>	<i>100 OMANI DINAR (BASIC) AND 20 DINAR (FOOD)</i>
<i>UAE</i>	<i>900 DIRHAM (BASIC) PLUS 300 DIRHAM (FOOD)</i>
<i>Bahrain</i>	<i>100 DINAR (BASIC) PLUS 20 DINAR (FOOD)</i>
<i>Kuwait</i>	<i>75 KUWAITI DINAR (BASIC FOR INDOOR WORK) , 85 KUWAITI DINAR (BASIC FOR OUTDOOR WORK), 20 KUWAITI DINAR (FOOD)</i>
<i>South Korea</i>	<i>1 LAKH 80 THOUSAND RUPEES</i>

Source: MOLESS

Domestic Work: The Government has approved a Directive for Sending Domestic Workers for Foreign Employment (2015) which aims to place strong protection measures for domestic workers. The recruitment of domestic workers from Nepal is regulated considering the special needs and vulnerabilities of domestic workers in major destination countries. As per the Directive and instruction of the Parliamentary Committee, the deployment of Nepali domestic workers is subject to robust labour laws specific to domestic workers in the destination country and a bilateral labour agreement with the Government of Nepal.

Key Features of the Directive for Sending Domestic Workers for Foreign Employment (2015):

- Only registered recruitment agencies separately enlisted at DOFE that meet certain requirements are eligible to mobilize domestic workers. This includes additional escrow requirements.
- Employers and recruitment agencies are held accountable for advancing protection to domestic workers.
- Domestic workers can be mobilized only to countries with which Nepal has entered into a bilateral agreement or to countries with robust labour laws that cover domestic workers.
- Domestic workers shall not bear any cost of recruitment.
- Compulsory bank accounts are required for domestic workers for transfer of salaries.
- The minimum age, minimum salary of domestic workers is specified.
- Domestic workers are prohibited from traveling on an individual basis unless there is an attested recognition of the relationship, the demand letter approved by the Mission and the contract.

In an effort to ensure the mobility of domestic workers currently in the destination country who are gainfully employed and safe, the renewals of current domestic workers have been allowed since 2019, provided they meet the following criteria:

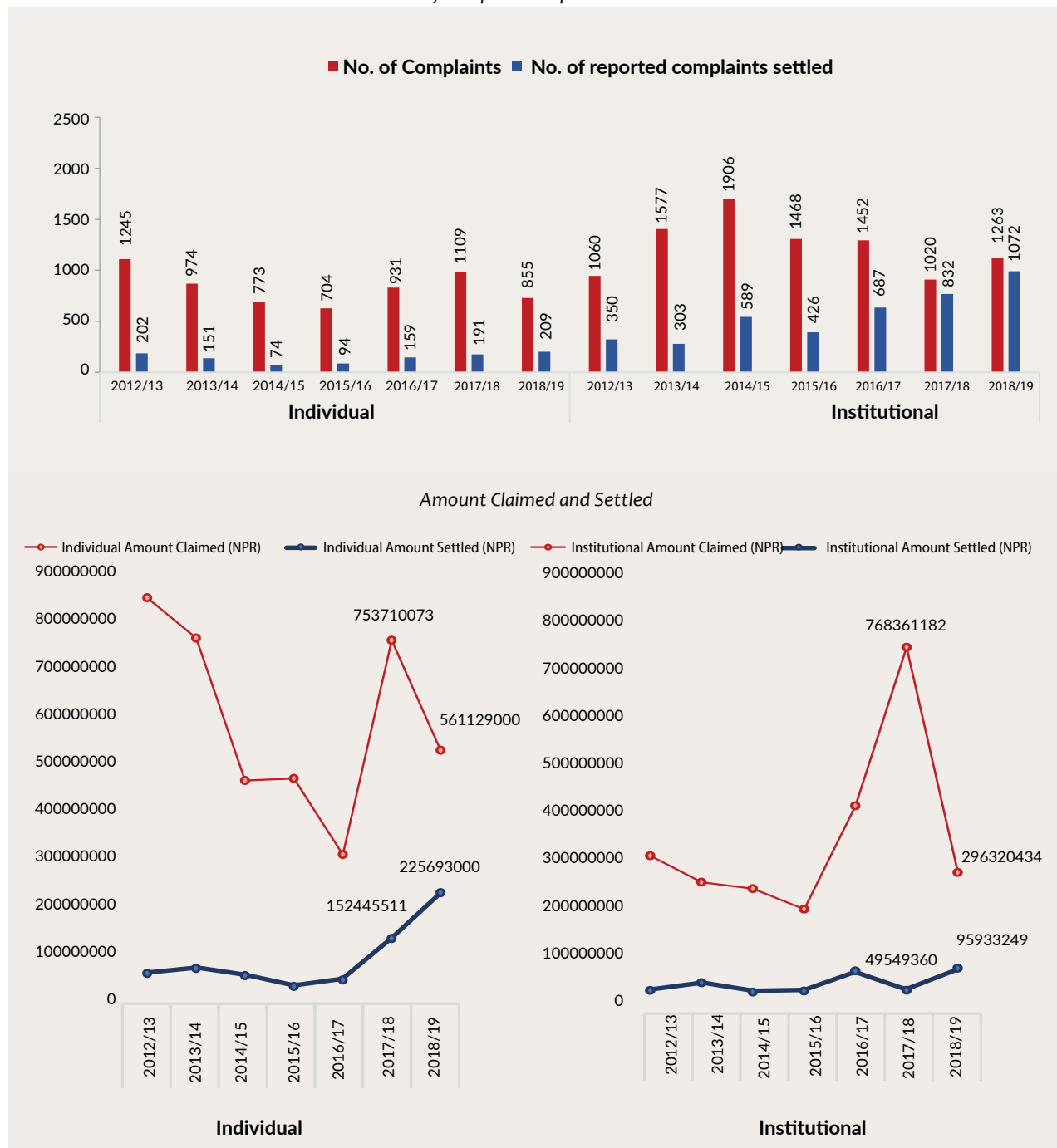
- Workers must have left Nepal with labour approvals for domestic work and must return to the same employer/sponsor
- A self-declaration form which is certified by the Nepali Diplomatic Mission of the destination country
- Valid visa and the Contract of Employment
- Other related documents as per the Foreign Employment Act, Rules and Regulations

Complaints and Grievance Handling: The Complaint Registration and Investigation Section of the DOFE receive cases against individuals and recruitment agencies from migrant workers or their family members. The complaints against recruitment agencies can be directly dealt with by the DOFE whereas the complaints against individuals not resolved by DOFE are forwarded to the Foreign Employment Tribunal (FET).

As discussed earlier, recognizing the opportunity to increase access to justice with federalization, the amended FEA has allowed migrant workers to register their complaints against recruitment agencies at the District Administration Office which are forwarded to DOFE within 7 days. The Chief District Officer has also been given the mandate to deal with the reconciliation of individual cases.

Records of DOFE show that of the 1109 (2017/18) and 855 (2018/19) individual cases registered, 191 and 209 were settled respectively. Similarly, of the 1020 (2017/18) and 1263 (2018/19) institutional cases registered, 832 and 1072 (including carry-over) were settled respectively (Figure 38).



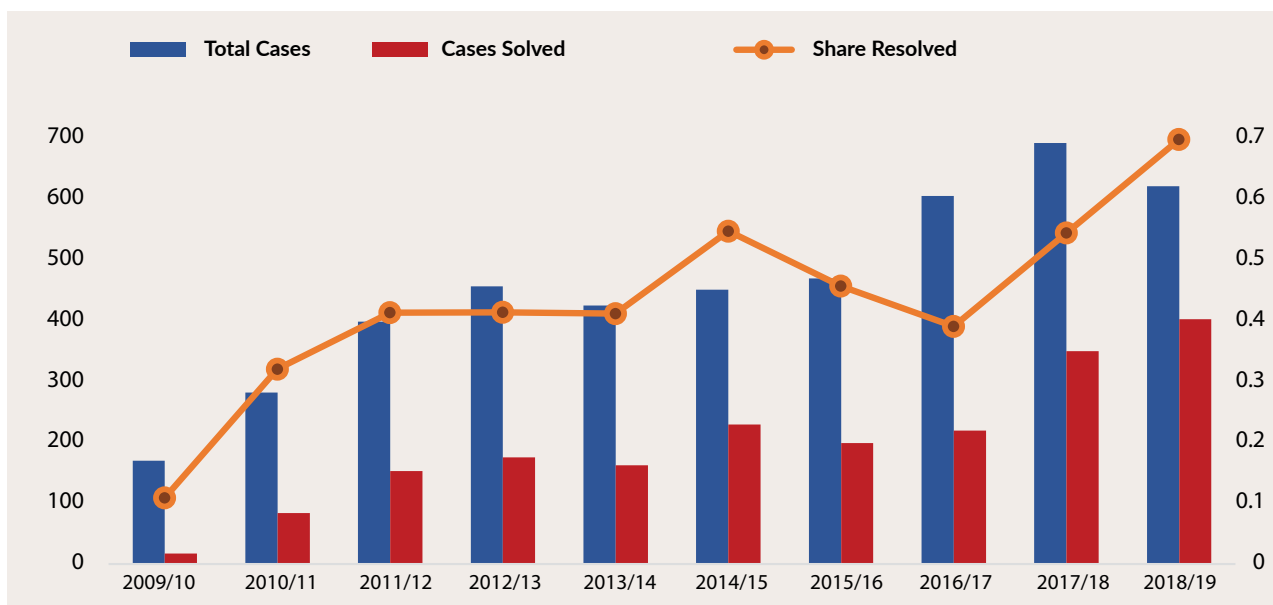
FIGURE 38: INDIVIDUAL AND INSTITUTIONAL CASES REGISTERED AND RESOLVED*Number of Complaints Reported and Settled*

Source: DOFE

Records at the Tribunal show that over the ten years, a total of 2086 cases have been registered out of which 1778 cases have been cleared/settled. The case settlement at the Tribunal has become more efficient as evidenced by the rising share of cases cleared annually. In addition, 2017/18 and 2018/19, 643 (285 new)

and 577 (259 new) cases were registered of which 325 and 374 cases were settled. The share of cases settled has seen an increase from 36 per cent in 2016/17 to 50 per cent and 65 per cent in 2017/18 and 2018/19 respectively. The cases settled by FET are forwarded to the district courts for their enforcement as per the Foreign Employment Rules (Figure 39). However, there is insufficient information on whether the decisions made by FET are enforced and the victims are duly compensated which requires further investigation.

FIGURE 39: CASES REGISTERED AND SOLVED BY FET



Source: FET

To ensure that workers have access to different mechanisms to register complaints, a number of additional channels exist including:

- A call center has been established at the MOLESS premises to receive grievance/complaints from migrant workers and their families so that they can be swiftly addressed. Queries are forwarded from the call center to the related migration stakeholders including points of contact at the Employment Management Division of MOLESS, DOFE and FEB.
- The recently amended Foreign Employment Rules have also allowed registration of grievances at the Diplomatic Missions.
- The Department of Consular Services under the Ministry of Foreign Affairs also handles complaints related to the rescue and repatriation of migrant workers abroad.

In 2018/19, targeting migrant workers with pending legal cases who are stranded in the destination country, the Government has made provisions to provide support of up to NPR 1.5 million.

Monitoring of Recruitment Agencies and other Related Stakeholders: In 2019, MOLESS also issued a Guideline for the Mobilization of a Rapid Response Team to strengthen the monitoring of recruitment agencies and other service providers and to ensure the effective control of fraudulent activities. This has provided DOFE a systematic structure and legal basis to conduct both regular and spontaneous inspections

of recruitment agencies and take immediate action as necessary. This has helped DOFE ramp up its monitoring and inspection related activities in a regular and more organized way.

Recruitment Costs: The issue of recruitment costs has taken the center stage in Nepal's labour migration discourse. Both unilateral and bilateral efforts have prioritized minimizing the costs and fees borne by the worker. This has primarily been a policy response to the high recruitment costs set at the discretion of intermediaries and the consequent vulnerability of migrant workers to forced labour and debt traps. Unilaterally, the Government imposes a mix of caps on costs that differ by country. In 2015, the Government announced the Free Visa Free Ticket Policy to significantly reduce the cost burden on migrant workers by requiring employers to bear the costs of visas and air tickets. As per the policy, a maximum of NPR 10,000 can be charged to workers in case the Employer does not provide service fees to the recruitment agency for the services provided (Table 10). In addition, the more recent agreements that Nepal has entered into with key destination countries champion an employer pays model, an important step towards realizing the global principles on fair recruitment.

TABLE 10: RECRUITMENT COSTS PRESCRIBED BY THE GOVERNMENT OF NEPAL

COUNTRY	COST	NOTES
Malaysia, Jordan, Mauritius and UAE	0	MOUs have provisions on employer bearing all costs and fees
Qatar, Saudi Arabia, Kuwait, Bahrain, Oman, Brunei, Sweden, Malta	Rupees 10,000	
Singapore, Panama	Rupees 50,000	
South Korea	970 USD	
Russia	Rupees 80,000	
Poland	Rupees 80,400	
Portugal	Rupees 65,000	

Source: MOLESS

Nepal's experience has shown that the implementation of the free-visa-free-ticket policy has been challenging due to multiple factors. It is difficult to monitor the value of transactions between the worker and the recruitment agency, given that receipts of the transaction are not always maintained and when they are, the receipts rarely exceed the legally allowable charge of NPR 10,000. Efforts to ramp up the monitoring of recruitment agencies by DOFE are ongoing. In addition, given the transnational nature of international migration that requires a consideration of the regional dynamics and ongoing practices related to obtaining demand from foreign employers, implementing the policy unilaterally can be a challenge. A step in the right direction is the recent MOUs signed by the Government of Nepal that adopt an employer pays principle with joint identification of recruitment costs and fees along with the parties responsible for each cost item. Addressing the challenges faced in the full-fledged implementation of the employer pays recruitment model is a key priority.

Decentralization of Service Delivery: MOLESS has prioritized the decentralization of foreign employment services at the provincial level through six of its Labour and Employment Offices⁴⁸ under the Department

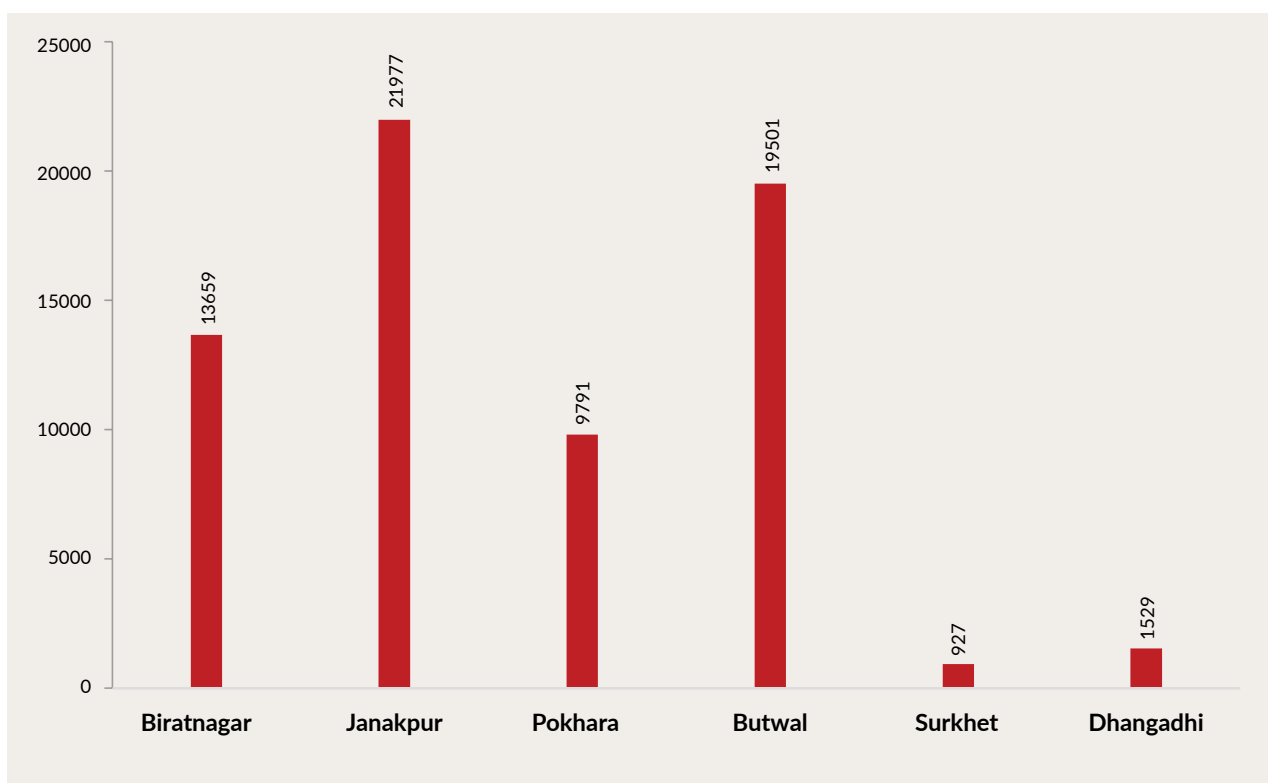
48 Dhangadhi, Surkhet, Butwal, Pokhara, Janakpur and Biratnagar

of Labour and Occupational Health Safety. The following foreign employment-related services have been delegated:

- Responsibility of pre-approvals up to a certain volume as prescribed by DOFE.
- Responsibility to regularly monitor the recruitment agencies and their branch offices to ensure advertisement of the pre-approved job demand as prescribed in the FEA.
- Responsibility of final approvals up to a certain volume as prescribed by DOFE.
- Responsibility of processing the applications of individual aspirant migrant workers and providing labour approvals thereon as delegated by DOFE.
- Responsibility of monitoring compliance with foreign employment laws.

At the initial stage of decentralizing foreign employment services, Labour and Employment offices are currently only authorized to renew labour approvals. The other responsibilities, especially with regards to new labour approvals, are yet to be delegated. The renewal of labour approvals at the provincial level has entailed cost and time savings to the migrant worker (Figure 40). The workload of the Labour and Employment Offices varies significantly by province as shown in the figure with the renewals in Janakpur and Butwal relatively higher compared to other offices. This variation needs to be factored in while allocating human and financial resources proportional to the workload to meet the demands for service delivery.

FIGURE 40: RENEWALS OF LABOUR APPROVALS BY PROVINCE (2018/19)



Source: DOFE

Returnee Integration: A number of programs targeting returnee migrant workers are ongoing as detailed below.

- **Recognized Prior Learning:** The FEB in coordination with the National Skills Testing Board (NSTB) helps returnee migrants certify their skills and experience acquired abroad free of cost. The uptake of this initiative, however, has been low.
- **Soft Loans to Returnee Migrant workers:** The Government of Nepal has introduced a scheme to encourage recent returnee migrant entrepreneurs by subsidizing interest rates for loans upto NPR 1 million. It is being facilitated by the FEB in coordination with Nepal Rastra Bank (NRB). Despite the popularity of this program with over 18000 applications forwarded by FEB to NRB, implementation has remained challenging. This signifies the need to further review the modality of the scheme, encourage its ownership by financial institutions, and better equip returnee migrants to prepare bankable business plans.
- **Felicitation of Returnee Entrepreneurs:** As part of its annual program, MOLESS recognizes and awards successful returnees who are currently engaged in entrepreneurial activities. This program provides a platform to showcase good examples of knowledge and skills transfer, job creation and productive use of remittances. In 2018/19, the awardees had a heterogeneous profile in terms of the country of destination (Dubai, South Korea and UAE) and the sector of engagement (poultry farming, metal industry, animal husbandry, garment and vegetable farming).
- **Returnee targeted programs at the provincial level.** Within the province, the Ministry of Social Development has the overall responsibility of formulating policies and programs related to labour and employment. An overview of the budget speeches by the provincial governments shows that reference to migration has been primarily in the context of returnee workers and their mobilization in priority sectors for the economic development of the provinces such as agriculture and entrepreneurship. That the potential of returnees to contribute to the development of the provinces has come to the fore is positive. The operationalization of these policies will be key.

Select Examples of Provincial Budgets

Province 1 has set aside Rs 70 million in agriculture and livestock programs and Rs 20 million under the Chief Minister Youth Entrepreneurship program that specifically targets returnee migrants.

In Province 3, returnees will have access to agricultural loans at low-interest rates in partnership with the Agricultural Development Bank.

Province 5 has set aside a grant to establish an Investment Promotion Center to channel remittances to the development of the Province. Similarly, the Province has allocated Rs 4.35 million for several schemes targeting returnee migrant workers including skills training, awareness seminars, data collection and investment promotion.

2. LOCAL LEVEL

Changes due to migration, whether it is in the local labour or real estate market, the patterns of consumption or the demographic structure, are felt the most in the local communities from where the migrant workers originate. Therefore, local governments need to be mainstreamed into the migration governance processes.

It is evident that local governments currently differ in terms of their migration context, expertise, financial needs, prioritization of migration, the maturity of institutions in migration management and political will to champion this as a policy priority. These collectively impact the mainstreaming of migration governance into policies, plans and programs at the local level. The Local Governance Operation Act 2017 mandates multiple roles and responsibilities of local governments concerning foreign employment. These responsibilities can be broadly categorized into three groups including data collection, information and training, and integration of returnee migrants (Table 11).

TABLE 11: FOREIGN EMPLOYMENT RELATED RESPONSIBILITIES OF LOCAL GOVERNANCE

DATA	INFORMATION AND TRAINING	RETURNEE INTEGRATION
<i>Records collection and information management of domestic and foreign labourers at the local level</i>	<i>Management and operation of employment information centers</i>	<i>Social reunification of returnee migrant workers</i>
<i>Information and data collection and management of labour force in foreign employment and safe migration practices</i>	<i>Financial literacy and skills training for the labour force going in foreign employment</i>	<i>Use of knowledge, skills and entrepreneurship gained during foreign employment</i>
<i>Other activities related to recordkeeping of unemployed population.</i>		

Source: LGOA, 2017

The initial stage has entailed preparatory work to lay the foundations to implement the foreign employment-related functions of the LGOA, 2017. In 2018/19, MOLESS has prioritized the a series of discussion with local governments to carry out their foreign employment mandate. There are further plans to ramp up such sensitization efforts, which have influenced local governments to reflect migration-related activities in their profiles, plans and budgets. Currently, there is variation in the local government's prioritization of this sector and technical preparedness to implement the LGOA, 2017 mandate. Orientation programs also help build a broader dialogue on migration governance at the local level. While the implementation of the foreign employment related mandate of LGOA, 2017 is at its nascent stage, there are many examples of positive deviances that are worth highlighting. Seven local governments in Nawalparasi⁴⁹ and four in Ramechhap⁵⁰ have pooled their budget to carry out joint foreign employment-related activities such as running MRCs and implementing community-based outreach programs. Such positive deviances exemplify the possibilities of collaboration among local governments to run joint programs, share costs and standardize approaches to support migrant workers and their families. Such good examples need to be showcased on a regular basis.

Discussions with local authorities show that disparities exist across different rural and urban municipalities in its implementation:

- **Data:** Municipalities have developed "municipality profiles" in the format laid out by the Rural/Urban Profile Preparation Procedure, 2074 set by the Ministry of Federal Affairs and General Administration. Many of the profiles also include details on the number of individuals engaged in foreign employment from the rural and urban municipality and estimates of remittances, among others. In addition, a few have also started developing their migration profile that includes additional details including the share

49 Ramgram Municipality, Bardaghat Municipality, Sunawal Municipality, Palhinandan Rural Municipality, Sarawal Rural Municipality, Susta Rural Municipality and Pratapur Rural Municipality

50 Manthali Municipality, Doramba Rural Municipality, Gokulganga Rural Municipality and Umakunda Rural Municipality

of migrant workers who took training, the social costs of migration etc. This disaggregated information, if standardized, can be immensely useful for policymaking and targeting labour migrant households for related programs. As part of the Prime Minister's Employment Program, the data on the unemployed population is being collected and managed through the Employment Management Information System (EMIS). As part of this process, information on migrant workers and returnees could also be collected by ensuring interoperability of the separately existing systems which needs to be further explored.

- **Information Dissemination:** The management and operation of Employment Service Centers (ESC) is now in the mandate of the local governments. As shown in the Table, Migrant Resource Centers (MRC) are being implemented in 25 districts and 20 more will be in operation from 2019 as part of the SAMI project. In addition, multiple organizations are also operating MRCs (Table 12). Given the high number of MRCs operating in Nepal which is expected to further increase, there is a need to strengthen coordination across these MRCs to ensure consistency in the messages as well as the quality of services provided. A national MRC is being envisioned as a centralized coordination unit at the federal level that will maintain a database of all MRCs and ESCs across Nepal. It will ensure that the quality of the services is uniform and the information provided is accurate and frequently updated.

Furthermore, domestic and foreign employment are intricately related right from the pre-decision stage to the return stage. 753 ESCs are currently in operation throughout the country, manned by employment coordinators. A key priority now is to better assess the interlink between MRCs and ESCs and to explore the possibility to strengthen coordination and integration between the two.

TABLE 12: SELECTIVE MRCS IN OPERATION ACROSS NEPAL

S.N.	PROJECT/ ORGANIZATION	NUMBER OF MRC	MRC DISTRICT
1	SAMI (GON and Helvetas)	39 [19 are already in operation whereas 20 MRCs will be in operation from Jan, 2019]	In operation: Jhapa, Morang, Sunsari, Panchthar, Ilam, Bhojpur, Khotang, Udaypur, Saptari, Siraha, Dhanusha, Mahottari, Sarlahi, Rautahat, Bara, Parsa, Sindhuli. Sindhupalchok. Ramechhap, Dhading, Nuwakot, Kavreplanchok, Chitwan, Makwanpur, Nawalparasi, Kaski, Gorkha, Tanahu, Baglung, Syanja, Dang, Rupandehi, Kapilvastu, Banke, Rolpa. Gulmi, Salyan, Kailali, Kathmandu (TIA, Department of Passport)
2	Maiti Nepal	6	Jhapa, Kavre, Rupandehi, Makwanpur
3	Pourakhi	4	New Buspark (Kathmandu), Pharping (Kathmandu), Chitwan and Dolakha
4	WOREC	1	Morang
5	ABC Nepal	1	Butwal
6	Samana	1	Sunsari (Dharan)
7	Samridhi Project	MRC-4/Migrant Information Desk-9	Rautahat, Bara, Bhojpur, Okhaldhunga, Terhathum, Dhankuta

Source: Publications of Related Organizations/Based on Available Information

- **Skills and Financial Literacy Training:** Skills training is a priority for employment in both the domestic and foreign labour markets. While many aspects of skills training including curriculum design and accreditation are federal issues, local governments are involved in the delivery. Adequate resources need to be allocated by the local governments to ensure that potential migrant workers have access to skills training. In the context of skills imparted for foreign employment, it is necessary to ensure that they are recognized by employers abroad. In municipalities with an underdeveloped supply side of skills training, the local governments and MRCs/ESCs can also play a referral role to connect aspiring migrants

with federal or provincial training centers that provide internationally recognized skills training. Projects like SAMI and Samriddhi, in coordination with the local governments, provide financial literacy training to the families of migrant workers, who are the recipients of the remittances.

- **Returnee Integration:** There are local governments that have initiated returnee programs on an ad hoc basis but a more concentrated approach is now needed. Given that the integration of returnee migrant workers is also under the mandate of the FEB, the FEB could play an important role in providing a strategic direction and financial resources for the development of systematic processes and targeted programs by local governments for the reintegration of returnee migrant workers. Identifying ways to coordinate with local governments to carry out such programs needs to be prioritized noting the LGOA mandate of local governments on facilitating returnee integration.⁵¹

The Safer Migration (SaMi) Project under MOLESS aims to support safer and productive migration for Nepalis. It is being implemented with support from the Government of Switzerland. The Project activities are being carried out in 156 local governments in 39 districts across Nepal. Major components of the project include access to information, access to justice, skills development training, psychosocial counseling and financial literacy in relation to foreign employment. The Migrant Resource Centre (MRC), set strategically at the District Administration Offices, is the focal point at local levels through which these services are provided.

3. BILATERAL LEVEL

The Government of Nepal has prioritized negotiating bilateral agreements with destination countries to advance safe and rewarding migration. The Government of Nepal has concluded labour agreements⁵² with 9 countries, namely Qatar, UAE, Republic of Korea, Bahrain, Japan, Israel, Jordan, Malaysia and Mauritius. The first agreement that Nepal entered into was with Qatar in 2005 (Table 13). This was followed by agreements with Korea, Bahrain and the UAE. However, the period between 2008 to 2015 saw a lull when no agreements were signed despite a significant outflow of migrant workers. In contrast, 2017 to 2019 saw remarkable progress in the number of agreements signed or renewed including with Jordan, Japan, Republic of Korea, Malaysia, Mauritius and the UAE.

TABLE 13: BLAS AND MOUS SIGNED BY THE GOVERNMENT OF NEPAL

DESTINATION COUNTRY	YEARS OF AGREEMENT	NATURE OF AGREEMENT
Japan	2009/2019	JITCO Agreement /Memorandum of Cooperation (MoC) for Specialized Skilled Workers
Mauritius	2019	Memorandum of Understanding (MoU)
Malaysia	2018	Memorandum of understanding (MoU)
Jordan	2017	General Agreement (BLA)
Israel	2015	Joint Pilot Program
Bahrain	2008	Memorandum of understanding
UAE	2007/2019	Memorandum of understanding
Republic of Korea	2007	Memorandum of understanding
Qatar	2005	General Agreement (BLA)

Source: MOLESS

⁵¹ A starting point could be the reintegration program that the FEB envisions in coordination with local governments that includes business development training, seed money for entrepreneurs, and psychosocial counseling in coordination with the private sector.

⁵² Bilateral Labour Agreements (BLAs) and Memorandum of Understanding (MOU) are used interchangeably.

The mix of countries with which Nepal has entered into agreements is diverse, reflecting different objectives and modality of the agreements. BLAs or MOUs also differ in terms of their content, job sectors covered and involvement of the state and other stakeholders. Some key differences and commonalities among the BLAs or MOUs are discussed below.

- **Purpose.** Nepal has signed labour agreements with a heterogeneous mix of countries including both established and new destination markets as shown in Table 14. As a sending country, the primary objective of these agreements is to extend maximum protection and welfare to migrant workers in cooperation with the destination country. However, along with protection, there are also promotional aspects to such agreements, which feature strongly in the agreements with the new destination markets. In established corridors, migration is self-perpetuating and driven by social networks and private recruitment agencies. On the other hand, in the case of relatively new corridors, bilateral agreements can help facilitate the formation of such networks in a managed way by bringing more clarity to the recruitment and employment processes of both signing countries. The Joint Pilot Program for the recruitment of caregivers from Nepal to Israel and the MOU with Mauritius that is a relatively new market for Nepal are a few examples. As Nepal attempts to diversify destination countries, bilateral agreements can be instrumental in advancing new corridors by helping address issues of information asymmetries and ease the recruitment and employment process.
- **State Involvement:** MOUs also vary in the degree of state involvement. For example, the labour agreement with the Republic of Korea is managed by the Governments of both countries. In the case of the MOC with Japan, a Japan unit has been established under DOFE which is responsible for the facilitation of the overall recruitment process. In MOUs/BLAs with the GCC and Malaysia, recruitment is driven by the private sector with the Governments of both countries playing the role of a facilitator and regulator. Finally, in the case of the MOU with Mauritius, while Nepali recruitment agencies are engaged in the recruitment process, intermediaries in Mauritius are not involved and employers are required to directly hire workers through Nepali recruitment agencies.
- **Employment Sectors:** MOUs also vary in the sectors they cover. A majority of the MOUs and BLAs are open to all sectors whereas a few are designed for specific sectors. For example, the Korea EPS MOU covers agriculture and manufacturing categories whereas the MOC with Japan covers 14 sectors.⁵³

Regardless of the differences in various aspects of these agreements, the MOUs and BLAs provide a platform for the countries of destination and Nepal to collaborate on worker protection by involving both sides throughout the migration cycle including screening, selection, employment and repatriation.

Recent Priorities

The MOUs signed by the Government of Nepal since the agreements with Jordan and Malaysia have departed extensively from previous models to incorporate strong and comprehensive provisions centered on worker protection and welfare:

- **Employer Pays Principle:** The Government has strongly prioritized the employer pays model, advancing to the fair recruitment principles, to ensure that workers do not have to bear any cost and fees associated with their recruitment process. In particular, this also includes the recruitment fees paid by the employer to the Nepali recruitment agency facilitating the recruitment.

⁵³ Agriculture, Nursing, Automobile Repair and Maintenance, Food Service Industry, Construction, Manufacture of Food and Beverage, Accommodation Industry, Machine Parts and Tooling Industries, Fishery And Aquaculture, Industrial Machinery Industry, Electronics and Information, Building Cleaning Management, Ship-building and Ship Machinery, Aviation Industry

- **Standard Employment Contract:** The MOU includes a Standard Employment Contract that includes details on the terms and conditions of the employment. Realizing the vulnerability of the domestic work, a separate and more comprehensive Standard Employment Contract for Domestic Workers has also been developed.
- **Roles and Responsibilities of the Contractual Parties:** Attempts have been made to delineate the individual and joint responsibilities of the Governments of both countries as well as that of the recruitment agencies. In a few cases such as Malaysia and Mauritius, the responsibilities of the Employer and the Worker are also elaborated.
- **Access to Justice:** The provisions on dispute settlement using amicable means in the first two weeks followed by formal arbitration by the concerned judicial authorities is common in all MOUs. However, the more recent MOUs include provisions allowing workers with a pending court case to legally reside and work in the country of destination. In addition, the MOUs also include provisions on free legal services including representation and translation services.
- **Skills and Orientation:** To ensure that the skills and orientation training provided in Nepal are relevant to the destination country, the MOUs prioritize cooperation on joint skills and orientation programs.
- **Health Examination:** The MOUs prioritize cooperation in setting the medical examination standards and procedures that meet the criteria of both the Governments of Nepal and the destination country. Emphasis is also given on ensuring that health examinations be allowed at all eligible medical institutions approved by the Government of Nepal including the government hospitals.
- **Equality of Treatment:** This provision relates to the fair treatment of the Worker on par with the locals and other nationals in the destination country in terms of employment including wage and non-wage benefits, access to justice and freedom of movement.
- **Change of Employer:** Workers are allowed to change employers in certain cases such as the winding-up of businesses or mistreatment of the worker by the Employer. In other cases, such as the Republic of Korea, workers can change employers up to 3 times within the same sector.
- **Special Leaves:** In the case of personal emergencies including the death of close family members, Workers are allowed special leaves to visit Nepal.
- **Insurance:** The Employer is required to bear the costs of health and accidental insurance and medical fees of the worker.
- **Possession of Personal Documentation:** The MOUs allow the workers to keep their personal identification documents such as passports at all times.
- **End of Service Benefits:** Workers are entitled to end of service benefits as per the local laws of the country.
- **Occupational Health and Safety:** Given the nature of the work that the majority of the Nepali workers are engaged in, such as construction and manufacturing, occupational health and safety measures are emphasized.
- **Special Provisions for Female Workers:** The MOUs emphasize on safety, security and welfare of the female workers, with due regard to their special needs.
- **Return:** Upon the completion of the contract period, Workers have the option to return at the cost of the Employer. In case of the death of a worker, the Employer is responsible for the expeditious repatriation of the remains of workers along with the timely settlement of salary, insurance, allowances, overtime and other belongings.

- **Joint Working Group (JWG):** The MOUs have a provision of establishing a JWG (or Joint Technical Committee) to ensure the proper implementation and monitoring of the Agreement and to recommend amendments as needed. In addition, collaboration and cooperation in various areas such as skills and orientation, labour market information systems, recruitment practices etc are prioritized.

In addition to broad-based normative principles that are important in guiding the MOUs, the Government is also prioritizing actionable commitments that translate to tangible outcomes in the MOUs/BLA. The Government has made incredible progress in entering into new and revising existing MOUs/BLAs in the last two years, and efforts are now focused on ensuring the full-fledged implementation and review of the MOUs. A few lessons emerge:

- To the extent possible, effective implementation of the MOUs relies on how specific and actionable the provisions of the MOU are, which has been emphasized in the recent MOUs signed by MOLESS.
- The operating arm of the MOUs, the JWG, comprising of officials from each side, have the mandate to ensure its implementation, monitoring and follow up. The JWG meetings lead to tangible outcomes when there are agreements on specific actions that need to be taken to implement the MOU along with the delegation of responsibilities to the relevant stakeholders. To this end, the JWG can be instrumental to jointly determine the implementable aspects of such agreements and the strategy forward as laid out in the Record of Discussions. It is important that JWG meetings be held regularly and the Government of Nepal can take a proactive role in initiating such meetings.
- JWG meetings, as per MOUs, take place annually or as needed. For the day-to-day operational tasks, MOLESS has prioritized a more sustained dialogue with the stakeholders of the destination country through different means of communication. In particular, in addition to the JWG members, identifying relevant points of contact in both Nepal and the destination countries for the day-to-day operational tasks has also been prioritized. For example, the Under Secretary of the Employment Management Division of MOLESS serves as the main point of contact for the day to day operational tasks related to the UAE and Japan agreements.
- Expanding the role of Diplomatic Missions and related stakeholders in the implementation of the MOU is important. Nepali Diplomatic Missions in the destination country are well placed to operationalize provisions such as ensuring that stranded workers have access to free legal representation and translation services and an opportunity to engage in employment legally including with new employers while their legal cases are pending. In addition, other stakeholders also need to play a more proactive role. For example, the provisions on joint training and orientation programs as envisioned in the MOU are best carried forward by the FEB that is currently engaged in skills related activities for aspiring migrant workers.
- Protocols, as part of bilateral agreements, can be useful instrument and can be used to stress on issues beyond the scope of the MOUs. For example, the Government of Nepal is in negotiations on domestic worker protocols as an addendum to the MOU for general workers that provides an avenue to include additional safety measures to this vulnerable sector. The Government is considering using protocols for joint partnerships in skills training programs or for additional provisions for sectors such as seasonal workers or seafarers that require additional protection measures.
- Ensuring close coordination and active follow-up is challenging in countries without residential Diplomatic Missions where the Government of Nepal has signed an MOU. For example, there are no residential Missions in Mauritius and Jordan and there is no labour wing in the Diplomatic Mission in

Japan. This makes the implementation of the MOUs more challenging. Ensuring the presence of labour attaches or counselors in all countries with which Nepal has concluded bilateral labour agreements needs to be prioritized.

- The JWG (or Joint Committee) have the mandate to periodically review the implementation of BLAs and MOUs, which has been challenging to conduct for all MOUs.

4. REGIONAL LEVEL

Given the cross-border dynamics of labour migration, collaboration and partnership at regional levels are also important. There are at least 17 active regional consultative processes globally.⁵⁴ Several labour sending countries like Nepal and destination countries in the region have, particularly in the past two decades, been involved in regional forums on labour migration. Nepal has expressed its commitments at regional levels by engaging in significant regional processes on labour migration including the Colombo Process (CP), Abu Dhabi Dialogue (ADD) and South Asian Association for Regional Cooperation (SAARC).

Colombo Process

With the increase in the population of Asian migrant workers seeking foreign employment, particularly to the GCC and East Asia, labour sending countries from Asia formed the Colombo Process (CP) in 2003. CP is an informal and non-binding consultative process for informed, safe and decent contractual overseas labour migration. While it began with ten major countries in 2003 including Nepal, the membership has now risen to twelve⁵⁵ and there are eight other countries with observer status.⁵⁶ The objectives of the CP include: sharing experiences and best practices on overseas employment; consulting on issues faced by overseas workers; proposing practical solutions for the well-being of overseas workers; optimizing development benefits from organized overseas employment and enhancing dialogue with destination countries, reviewing and monitoring the implementation of recommendations and identifying further steps of actions.

Nepal is the current Chair of the CP.⁵⁷ IOM provides technical and administrative support to the CP Chair as the Secretariat. The Nepal Permanent Representative to the UN in Geneva also has a crucial role in coordinating and facilitating dialogue among the representatives of the CP member states. The CP consultations conducted over the years have identified and prioritized various issues concerning labour migration which were distilled into five Thematic Areas Working Groups (TAWGs) in 2016: skills and qualification recognition processes; fostering ethical recruitment practices; pre-departure orientation and empowerment; promote cheaper, faster and safer transfer of remittances; and labour market analysis.

Nepal's Experience as the CP Chair: The timing of Nepal's Chairmanship of the CP since March 2017 proved to be significant because the global narrative on migration was rapidly changing as it coincided with the stocktaking, negotiation and adoption of the Global Compact for Migration (GCM). The CP-led discussions

54 Almaty Process on Refugee Protection and International Migration; Eastern Partnership Panel on Migration, Mobility and Integrated Border Management; Prague Process; Arab Regional Consultative Process on Migration and Refugee Affairs (ARCP); African Union Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants (AU HoAI); Intergovernmental Authority on Development (IGAD) Regional Consultative Process on Migration (MiD-IGAD or IGAD-RCP); Migration Dialogue from the Common Market for Eastern and Southern Africa Member States (MIDCOM); Migration Dialogue for Central African States (MIDCAS); Migration Dialogue for Southern Africa (MIDSA); Migration Dialogue for West Africa (MIDWA); Coordinated Mekong Ministerial Initiative Against Trafficking (COMMIT); Regional Consultative Process on Overseas Employment and Contractual Labour for Countries of Origin in Asia (Colombo Process); Pacific Immigration Directors' Conference (PIDC); Caribbean Migration Consultations (CMC); Central American Commission of Migration Directors (OCAM); Regional Conference on Migration (RCM or Puebla Process); South American Conference on Migration (SACM).

55 Bangladesh, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand, Vietnam, Afghanistan and Cambodia

56 Bahrain, Kuwait, Italy, Malaysia, Qatar, Republic of Korea, Saudi Arabia, and United Arab Emirates.

57 <https://www.colomboprocess.org/about-the-colombo-process/message-from-the-chair-in-office>. Accessed on 09 June 2019

on the GCM centered on the priorities of labour sending countries to be included in the GCM. Resultantly, the Joint CP Recommendations to the GCM were submitted to the Special Representative of the Secretary General for International Migration, which were reflected in the final GCM document.

In October 2018, Nepal convened a two-day CP Consultation on the GCM under the theme of “Safe, Regular and Managed Migration: A Win-Win for All”. The consultation concluded with the adoption of the 27-point Kathmandu Declaration on making labour migration safe, managed and dignified. The declaration reaffirmed the objectives and agenda laid out in the GCM which *‘recognizes the importance of ensuring that the human rights and fundamental principles and rights at work of all migrant workers are respected, irrespective of their legal status, and that the welfare, dignity and well-being of their families, women and children, are promoted and protected’*. Additionally, the Declaration put forth several recommendations, to advance the work of the CP parallel to the relevant objectives and related actions of the GCM and SDG targets and indicators. In May 2019, as CP Chair, the Government of Nepal convened a two-day CP Consultation on the implementation strategy of the GCM in Bangkok, Thailand. The discussion centered on creating an ad-hoc group under Nepal’s chairmanship to formulate a regional strategy on the implementation of the GCM.

Furthermore, various country and regional level initiatives are also being carried out as part of the CP in partnership with development partners and countries of destination. As such, key ongoing regional projects include: ‘Mapping of Complaints Mechanism in the CP Member States’; ‘A Study in Implementation of Social Protection for Migrant Workers in CP Member States’; ‘Labour Market Analysis’; ‘Strengthening Labour Migration Governance through Regional Cooperation in CP Member States’; and the ‘Pilot Project on Skill Development, Certification, Upgrading and Recognition’. The learnings from these projects are expected to inform member countries on good practices in migration governance and to identify opportunities for collaboration.

Abu Dhabi Dialogue

The Abu Dhabi Dialogue (ADD) is a regional forum of labour sending and receiving countries, for coordination and cooperation on multiple issues related to governing overseas labour migration in the region. Established in 2008, the ADD includes 12 CP member countries of origin excluding Cambodia and 7 member states representing the destination country.⁵⁸ In addition, the IOM, ILO and UN Women are also part of the ADD as regular observers. The permanent secretariat of the ADD is hosted by the Ministry of Human Resources and Emiratization of the UAE, which is also current Chair-in-Office.

The ADD identifies key themes and pilot projects to be implemented to improve labour migration governance. For example, the following key thematic concentrations were set in 2018: exchange of information and knowledge about labour market patterns; remittance transfer and its link with development; migration policies; capacity and skill enhancement of migrant workers to meet the demands in the countries of destination, curb irregular migration and ensure social security and welfare schemes for migrant workers; and designing development framework that addresses the interests of both countries of origin and destination.

Several Member States of the ADD have also taken exemplary initiatives to protect migrant workers in recent years. Though the issues discussed in ADD are common to both labour sending and receiving countries across the region, such initiatives are generally of bilateral nature. These include the provision of insurance schemes by both the labour sending and destination countries to protect workers from non-payment of

⁵⁸ Bahrain, Kuwait, Malaysia, Oman, Qatar, Saudi Arabia and United Arab Emirates.

salaries and delivering health coverage and funds to assist migrant workers in distress. Two pilot projects are particularly notable. The Skills Harmonization Partnership between Governments of India and the UAE initiated in 2018 aims to enhance a better match between workers' skills and requirements of employers. Similarly, the Comprehensive Information and Orientation Programme between the UAE and Sri Lanka; the UAE and the Philippines; Saudi Arabia and Bangladesh⁵⁹ promotes joint corridor specific orientation and information programs. Nepal has yet to benefit from such joint initiatives; however, it is exploring opportunities to collaborate with employers and destination countries to conduct joint projects mainly in the areas of skills development and fair recruitment.

South Asian Association for Regional Cooperation

The 'SAARC Charter', signed in Dhaka in December 1985, formally instituted the South Asian Association for Regional Cooperation (SAARC). It comprises eight member states.⁶⁰ Eighteen SAARC Summits have been held since 1985, and the most recent Summit was held in Kathmandu in 2014. The Summit culminated in the adoption of the 36 points 'Declaration of the 18th SAARC Summit' or the 'Kathmandu Declaration', which recognizes labour migration as a regional policy priority requiring collective action from all member states which is a landmark in the history of SAARC.

As reflected in Article 21 of the SAARC Declaration, member states agreed to collaborate and cooperate on safe, orderly and responsible management of labour migration from South Asia. In addition, under Article 19, SAARC leaders also called for relevant authorities to take effective measures to prevent trafficking of women and children and their exploitation. The Government of Nepal prepared a Concept Note and a draft 'SAARC Plan of Action for Cooperation on Matters Relating to Migration' to advance the commitment concerning migration as enshrined in the Declaration. The Plan of Action revolved around three objectives: setting-up an institutional mechanism at the regional level that would facilitate collaboration and cooperation on the management of key labour migration issues at the SAARC level; facilitating the development of a "SAARC Declaration on Labour Migration"; and identifying priority thematic areas for regional cooperation and facilitating information exchange and knowledge building on labour migration issues. A consultative workshop was also held on the Plan of Action in 2016, with the representation from all member states. It put forth the following recommendations: setting up of a SAARC Technical Committee on Labour Migration and establishing a SAARC Ministerial Forum dealing with labour migration issues; and that the Secretariat, in consultation with the Government of Nepal, would prepare a zero draft of 'SAARC Declaration on Labour Migration'. The revised draft was prepared prior to the Session of the Programming Committee to be held before the Nineteenth SAARC Summit. The Nineteenth SAARC Summit, however, is yet to be held and will need to be prioritized.

5. GLOBAL LEVEL

Migration governance has received unprecedented attention in the global discourse in the recent past. In particular, the inclusion of migration in the Sustainable Development Goals was considered a remarkable progress noting that the preceding Millennium Development Goals were silent on migration. Similarly, in December 2018, countries around the globe have come together to develop and adopt the Global Compact for Safe, Orderly and Regular Migration (GCM)—a first of its kind. The Government of Nepal has been able to draw on the various objectives and commitments of the GCM especially during its negotiations on bilateral

⁵⁹ IOM. 'Comprehensive Information and Orientation Programme: Brief on Key Developments'. PPT. 30th April 2019.

⁶⁰ Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka and Afghanistan

labour agreements with countries of destination that have also adopted the GCM. In addition, Nepal has also signed several important international conventions and is part of several processes and frameworks related to labour and migration.⁶¹

Sustainable Development Goals 2030

The Sustainable Development Goals (SDGs) are the universal agenda for peace and prosperity of people across the world set by the United Nations. Unlike the Millennium Development Goals (MDGs) which was silent on migration-related issues, goals 8 and 10 of the SDGs are specific to the issues of labour migration and protection of the rights of the workers (Table 14).

TABLE 14: SDG 2030 & LABOUR MIGRATION

GOAL	TARGET
<i>Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.</i>	<i>8.8: Protect labour rights and promote safe and secure working environments for all migrant workers, in particular women migrant workers, and those in precarious employment.</i>
	<i>8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, equal pay for work of equal value.</i>
	<i>8.7: Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.</i>
<i>Goal 10: Reduce inequalities within and among countries.</i>	<i>10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.</i>
	<i>10.c: Reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent.</i>

Aligning with the principles and objectives of the SDGs, the National Planning Commission (NPC) of Nepal has introduced an official roadmap, 'Nepal Sustainable Development Goals: Status and Roadmap: 2016-2030'⁶², to achieve the SDGs in Nepal. The Roadmap has elucidated key socio-economic and political issues and challenges facing the country to achieve the SDGs. It has also highlighted the sectors to be prioritized to meet the SDGs such as good governance, affordable education, access to health, the pattern of trade and industrialization, resilient human development, clean energy, etc.⁶³ However, labour and migration issues have not received as much priority in the roadmaps and subsequent periodic plans and annual budgets.⁶⁴

Global Forum for Migration and Development

The Global Forum for Migration and Development (GFMD) can be considered the first global initiative in terms of amalgamating migration and development. It is an informal, non-binding, and voluntary government-led

⁶¹ South Asia Initiative to End Violence against Children (SAIEVAC) (2001); the Convention on Preventing and Combating Trafficking of Women and Children for Prostitution (2002); the Technical Committee on Women, Youth and Children (2004); Kathmandu Declaration of the 18th summit of South Asian Association of Regional Cooperation (SAARC) in 2014 and the SAARC Plan of Action on Labour Migration; the Colombo Process (CP); Abu Dhabi Dialogue (ADD); the Asia-European Union (EU) Dialogue; the Global Forum for Migration and Development (GFMD); Association of South East Asian Nations (ASEAN) Consensus Document 2017; the High-Level Dialogue on International Labor Migration; the General Recommendation 26 of the Convention on the Elimination of All Forms of Discrimination against Women; the Vienna Convention; the UN's International Convention on the Protection of the Rights of All Migrant Workers and Members of their families (1990); the Sustainable Development Goals (SDGs); and the Global Compact for Migration (GCM).

⁶² NPC 2017.

⁶³ NPC 2017

⁶⁴ Baniya J. 2019.

forum established to strengthen the linkages between migration and development, enhance the positive aspects of migration while mitigating its challenges. In addition, the GFMD paved a pathway to internalize the global phenomena of migration and its implication on development in an intergovernmental framework.

The objectives of the GFMD are listed below:

- The GFMD provides an international platform for policy-makers to discuss issues and challenges of governance of migration and its relation to development. It provides opportunities to different stakeholders including government, non-governmental organizations and experts at national, bilateral, and international levels to share their insights on practical and action-oriented outcomes.
- The GFMD could help in sharing good practices and experiences to enhance development benefits from international migration.
- The GFMD may help generate efforts to analyze information, policy and institutional gaps to strengthen further policy consistency at national, regional, and international levels.
- The GFMD may help create an atmosphere of partnerships and cooperation among the countries and stakeholders on the issues of migration and development.

The GFMD has three major support mechanisms: 1) Troika is the highest level mechanism that includes the past, present, and future chairs and it provides political and strategic inputs; 2) Steering Groups consist of 30 members of different governments and support the GFMD consultations; 3) Friends of Forum is the body of all Member States of the UN and observers. In addition, through the Special Representative of the Secretary General on International Migration and Development (SRSG), the GFMD maintains a direct and strong relationship with the UN. In addition, there is also participation from other concerned stakeholders including civil society, media and private sector. The GFMD has convened a number of annual Summit meetings since its inception in 2007.⁶⁵

Nepal's Participation in the GFMD: The Government of Nepal has participated in several GFMD preparatory meetings, thematic meetings⁶⁶ and roundtable consultations⁶⁷ since 2008. In 2018 in Marrakesh, The GFMD Ad Hoc Working Group on the 2030 Agenda and the Global Compact on Migration put forward recommendations to the 2018 High-Level Political Forum including diaspora engagement; adopting regional approaches; expanding direct target beneficiaries beyond migrant workers; embedding capacity building elements into interventions; and consolidating and sharing data on impacts of interventions on an ongoing basis, which are relevant to Nepal's priorities on migration governance. There is, therefore, a great opportunity for the Government of Nepal to benefit from the GFMD in the effective implementation, monitoring and review of the issues reflected in the GCM and SDGs.

Global Compact for Safe, Orderly and Regular Migration

The Global Compact for Safe, Orderly and Regular Migration (GCM) is a non-binding global framework considered to be a milestone in the history of global dialogue and international cooperation on migration.

⁶⁵ Belgium, Philippines, Greece, Mexico, Switzerland, Mauritius, Sweden, Turkey and Bangladesh

⁶⁶ Workshops on "Migration, Connectivity and Business" on 29 March 2016 in Bangkok, Thailand; "Migration for Harmonious Societies" on 18 May 2016 in Geneva, Switzerland; and on "Migration for Peace, Stability and Growth" on 19 July 2016 in New York, United States

⁶⁷ "Principles, institutions and processes for safe, orderly and regular migration"; "Moving beyond emergencies - Creating development solutions to the mutual benefit of host and origin communities and displaced persons"; "Fostering the development impact of returning migrant workers".

It was adopted on 19 December 2018 at the UN General Assembly, with 152 votes in favour. It focuses on acquiring the overall benefits of migration while also addressing the risks and challenges faced by individuals and communities. It aims at forging a common understanding and identifying objectives among member states on shared responsibilities to enhance safe, regular and orderly migration that works for all.⁶⁸ The GCM consists of 23 objectives and a series of action items under each objective. The Compact recognizes the multiple forms of challenges, risks, vulnerabilities and abuses migrant workers face at various stages of the migration cycle and reaffirms that they are entitled to human rights and workers' rights. Similarly, it also acknowledges that problems and challenges cannot be addressed by a single state or any single agency as migration has transnational and multi-sector dimensions. Recognizing that there is a need for strong local, national, bilateral and international cooperation for improving labour migration governance, the GCM emphasizes the need for a 'whole-of-government and whole-of-society' approach.

Objectives of the GCM

1. Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
2. Minimize the adverse drivers and structural factors that compel people to leave their country of origin
3. Provide accurate and timely information at all stages of migration
4. Ensure that all migrant workers have proof of legal identity and adequate documentation
5. Enhance the availability and flexibility of pathways for regular migration
6. Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
7. Address and reduce vulnerabilities in migration
8. Save lives and establish coordinated international efforts on missing migrant workers
9. Strengthen the transnational response to smuggling of migrant workers
10. Prevent, combat and eradicate trafficking in persons in the context of international migration
11. Manage borders in an integrated, secure and coordinated manner
12. Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
13. Use migration detention only as a measure of last resort and work towards alternatives
14. Enhance consular protection, assistance and cooperation throughout the migration cycle
15. Provide access to basic services for migrant workers
16. Empower migrant workers and societies to realize full inclusion and social cohesion
17. Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration
18. Invest in skills development and facilitate mutual recognition of skills, qualifications and competences
19. Create conditions for migrant workers and diasporas to fully contribute to sustainable development in all countries
20. Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrant workers
21. Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration
22. Establish mechanisms for the portability of social security entitlements and earned benefits
23. Strengthen international cooperation and global partnerships for safe, orderly and regular migration

⁶⁸ Many UN member states made political commitments for Safe, Orderly and Regular Migration through the Summit for Refugees and Migrant workers on the 19th of September 2016 and the New York Declaration for Refugees and Migrant workers on 3rd October 2016. Initially, there were 193 UN Member States committed to negotiating on the GCM, and the Global Compact on Refugees (GCR). The commitment was re-stated in the meeting of the heads of states and governments and high representatives in Morocco on 10-11 December 2016 while the stock-taking took place in the period between November 2017 – January 2018.

Nepal's involvement in the GCM: Nepal has been part of the GCM since its very inception with the declaration in 2016. It has been holding country level and regional consultations and has provided inputs to various drafts of the GCM. MOLESS has held 4 different multi-stakeholder consultations in Kathmandu to discuss the template and themes, to receive feedback for the stocktaking on GCM and to provide input to the Zero Draft of the Compact. MOLESS has held wide consultations with relevant stakeholders including Ministries, private sector and representatives of the civil society and migrant communities to develop its position paper on the GCM. These consultations initially focused on the identified six broader themes such as human rights, governance, development and diaspora, smuggling and trafficking, and irregular migration and labour mobility. The subsequent consultations after the release of the Zero Draft and the Zero Draft Plus on GCM focused on providing inputs in the terminologies, definitions and the overall content of the drafts, with special consideration of the context of Nepal and Nepali migrant workers.

As Chair of Colombo Process, Nepal also held multi-stakeholder consultations between August 2017 to January 2018, and inputs for the Zero Draft of the GCM were shared in the stocktaking phases held in Mexico. Nepal's Missions in Geneva and to UN New York were also involved in the 6 rounds of intergovernmental negotiations that began in February 2018. Initial rounds of negotiations prioritized stocktaking, input collection and definitional clarities in the Zero Draft for GCM. The latter negotiations were focused on the content of the GCM drafts and provided an opportunity for the delegates of Nepal to actively present their positions and also to build alliances with the groups that share the same interests. One such example was forging an alliance of like-minded groups consisting of the 25 countries that would try to agree on common positions on some issues. Through the rounds of negotiations, the final GCM was prepared which was later adopted by a total of 164 member states from the intergovernmental Conference on the GCM held at Marrakesh, Morocco during 10-11 December 2018. The document, the first-ever negotiated global framework on a common approach to international migration in all its dimensions, was officially endorsed during the 73rd session of UN General Assembly with 152 votes in favour, 12 abstentions and five votes against. An additional 24 Member States were not present to take part in the vote.

During the Plenary Session of the Intergovernmental Conference of the GCM in Marrakesh, the leadership of MOLESS acknowledged that the adoption of the GCM is a key milestone in the governance of international migration and emphasized that its success will lie in its implementation. In this regard, MOLESS is now in the process of developing a national strategy for GCM implementation. Given that many of the priorities of Nepal as reflected in its foreign employment policy, as well as ongoing work, align with the GCM, MOLESS will prioritize the GCM objectives that are relevant and in sync with domestic priorities as the next step.



Chapter 4:

Thematic Topics



SKILLS TEST

3

SKILLS TEST

2

Chapter 4: Thematic Topics

4.1 Compensation through the Foreign Employment Welfare Fund: A Review

Despite the benefits of labour migration as detailed in the preceding Chapters, the movement across borders does not always lead to a favorable outcome for Nepali migrant workers. The media is replete with stories of workers who lose their lives abroad or sustain injuries or sickness given the adverse and complex working and living conditions they are exposed to. As discussed in Chapter 3, the Government of Nepal's efforts in migration governance primarily aim to minimize the risks that workers are exposed to. In the event of such occurrences, a Foreign Employment Welfare Fund (FEWF) has been established as per the FEA 2007 to assist migrant workers or their family members. The Fund is financed by contributions from multiple sources including:

- Individual contribution by outgoing migrant workers which amounts to NPR 1500 for contracts of employment of two years and NPR 2500 if it is for three years or over;
- Interest accrued from the security deposit of recruitment agencies;
- Part of the fees accrued from the issuance and renewal of the license of recruitment agencies and training institutions;
- Funds received from foreign employment related businesses; and
- Grants and assistance from Nepali and foreign individuals or organizations.

In addition to a wide range of activities to make labour migration safe and productive such as skills development and orientation training targeted to migrant workers, the FEWF has been primarily utilized to provide compensation to the families of deceased migrant workers and to workers who sustain injuries or suffer from grave illness. The eligibility period to avail of these benefits is the duration of the labour approval or within a year of return to Nepal. The compensation amount is provided to those who fulfill the criteria set forth in the Foreign Employment Rules as follows:

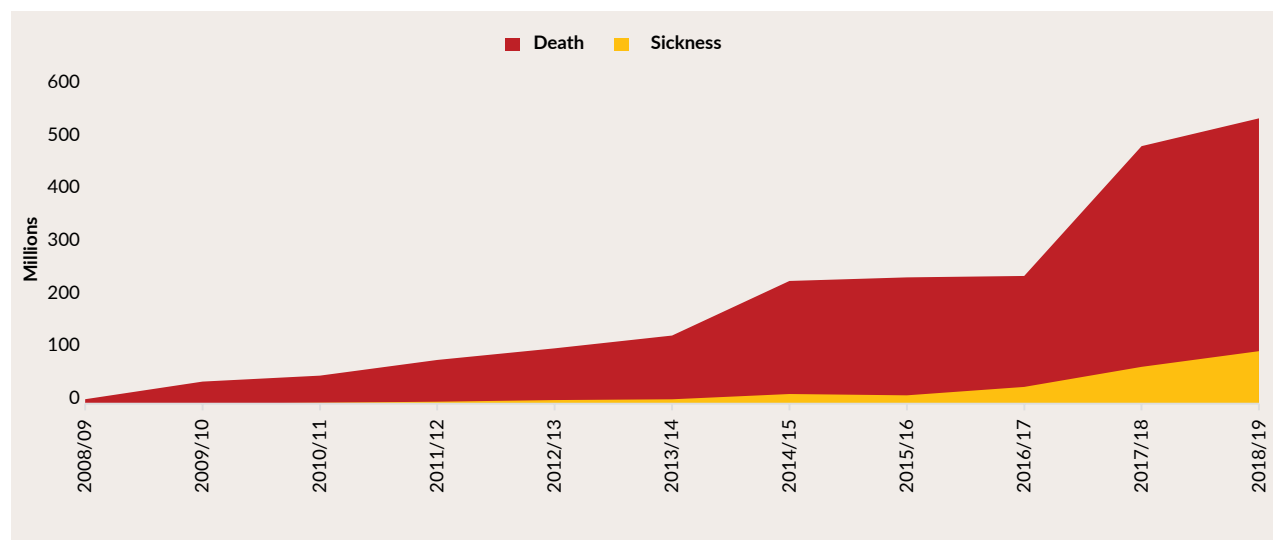
- *Survivors' benefit:* Financial assistance of 700,000 NPR (6,156 USD) is available to the immediate family members of deceased migrant workers.
- *Employment injury benefit:* Financial assistance of up to 700,000 NPR (6,156 USD) (depending on seriousness) is available to migrant workers who are seriously injured or disabled.

Those ineligible for the benefits mentioned above receive NPR 25000 (220 USD). Considering the difficulties associated with traveling to the capital to access the compensation scheme, the Government has made provisions for eligible beneficiaries to apply for the compensation at the local level and receive benefits from the FEB directly in their personal bank accounts.

In addition to the contribution to the FEWF, workers are also required to purchase term life insurance of at least NPR 1 million (8795 USD) through insurance companies enlisted with DOFE. This covers workers

'against the death or physical injury occurring from whatsoever reasons, and must remain valid during the term of foreign employment' (FEA, s26(1)).

FIGURE 41: TOTAL AMOUNT PROVIDED AS DEATH OR DISABILITY/SICKNESS COMPENSATION



Source: FEB

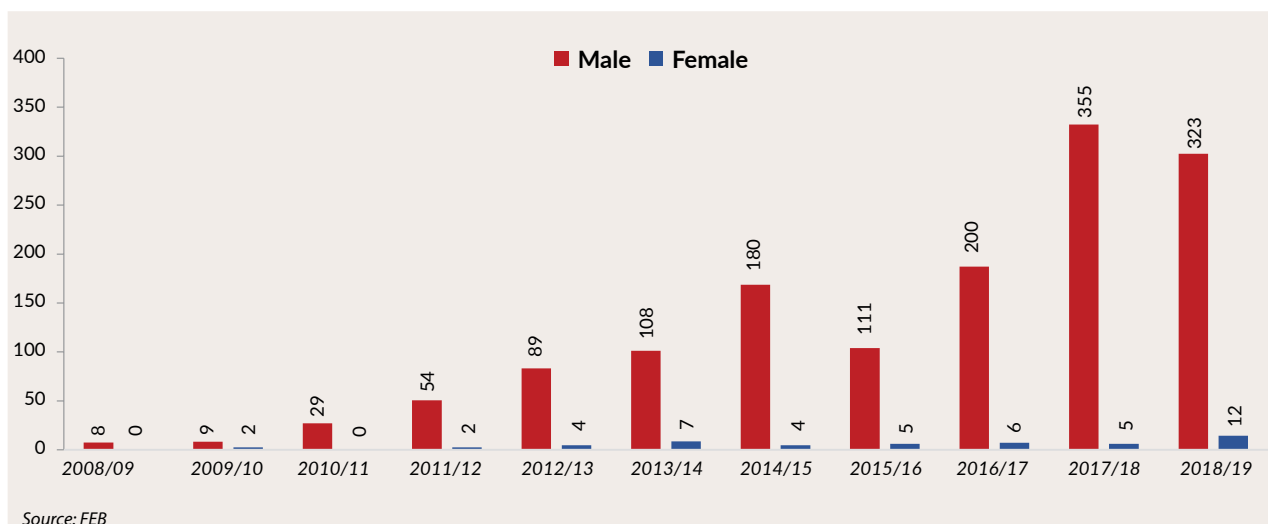
Since 2008, over NPR 2.25 billion (19.8 million USD) has been disbursed as compensation for disability or death. Close to 90 per cent of this amount has been distributed to families of 7467 deceased migrant workers. Similarly, another 1513 migrant workers who sustained injuries or suffered from sickness also availed of this compensation. The number of beneficiaries has been increasing every year, which could be driven by both the large stock of migrant workers and the increased awareness among migrant workers and their families about the compensation schemes.⁶⁹

Disability Compensation

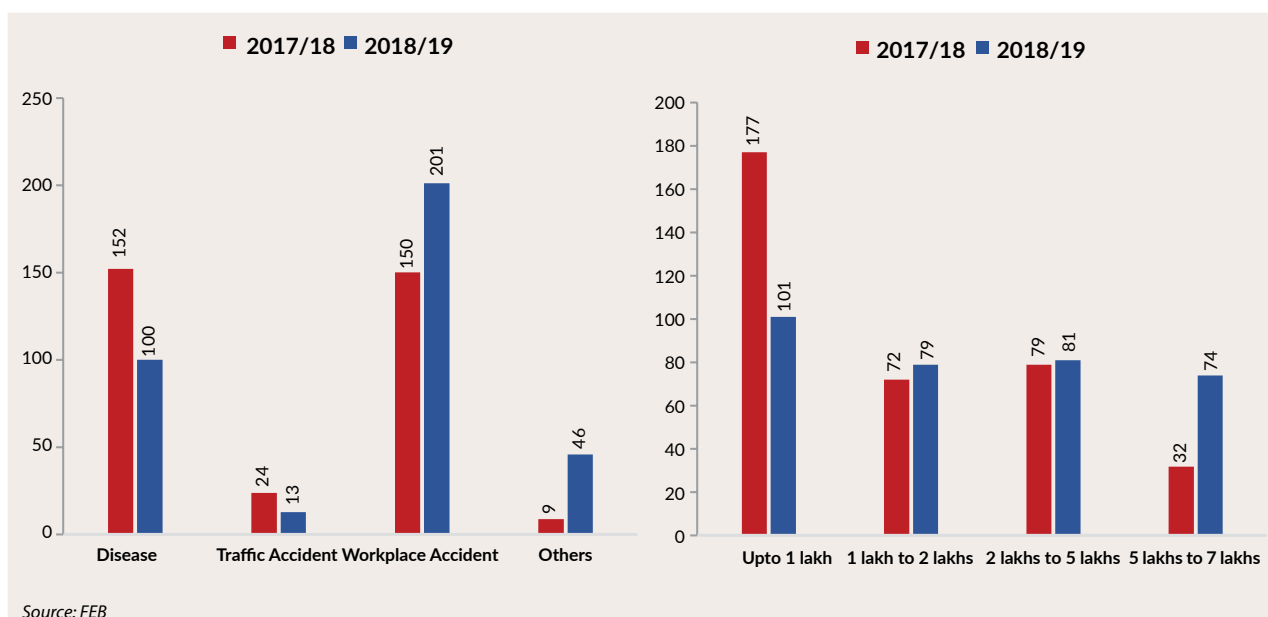
The compensation is granted to injured or sick migrant workers with valid labour approvals or recent returnees within a year of their return. An Expert Committee⁷⁰ decides the compensation amount to be provided which can be upto a maximum of NPR 0.7 million (6156 USD) depending on the severity of the injury or illness. Of the 1513 beneficiaries who benefited from this scheme in the last decade, 1466 were male and 47 were female. In 2017/18 and 2018/19, 360 and 335 workers sought disability assistance respectively, which is a marked increase from the 206 beneficiaries in 2016/2017 (Figure 42).

⁶⁹ The number of deceased and injured individuals, however, may be underrepresented given that it only reflects the beneficiaries of the compensation from FEB.

⁷⁰ Comprising of representatives from MOLESS, FEB, Ministry of Health, Nepal Medical Council, Nepal Health Professional Federation, Trade Union and CSOs.

FIGURE 42: COMPENSATION FOR INJURIES BY GENDER

As shown in Figure 43, the most commonly reported causes of disability in the past 2 years were workplace accidents, diseases and traffic accidents. Among the beneficiaries, the highest share of workers received upto NPR 0.1 million (Figure 43).

FIGURE 43: CAUSES OF DISABILITY AND COMPENSATION PROVIDED

Most of the disabilities reported were from Malaysia followed by Saudi Arabia, Qatar and the UAE (Table 15). This is not surprising given the volume of workers in these countries.

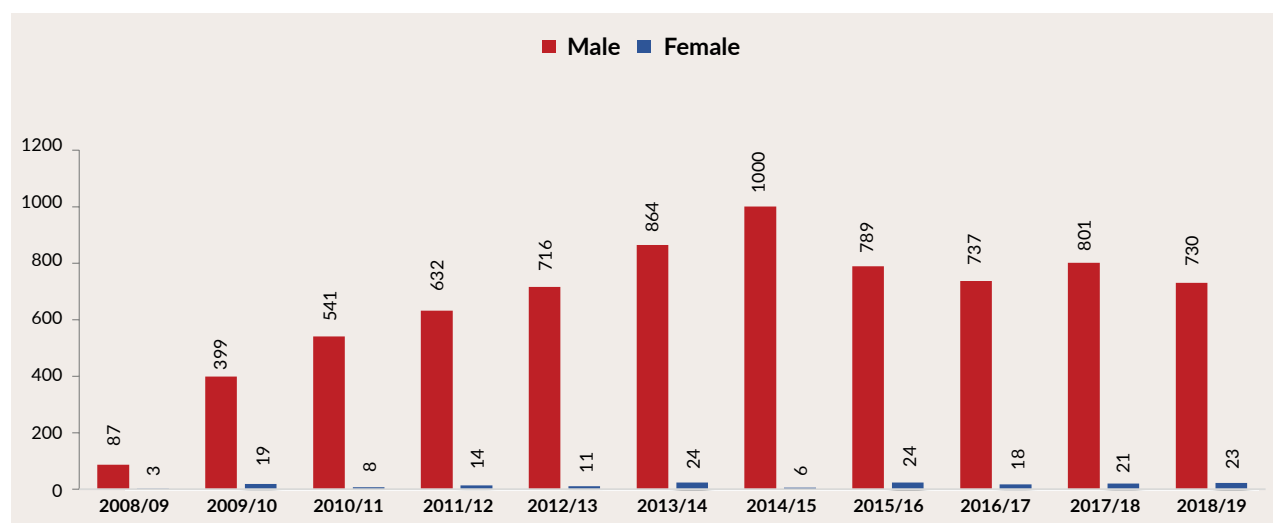
TABLE 15: COMPENSATION FOR DISABILITIES BY COUNTRY

COUNTRY	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	TOTAL
MALAYSIA	3	4	15	27	38	47	106	67	66	109	81	563
SAUDI ARABIA	3	1	6	16	20	30	30	18	49	89	78	340
QATAR	1	2	2	3	15	18	30	12	49	70	81	283
UAE	1	1	5	6	10	13	9	12	22	62	59	200
KUWAIT	0	0	1	2	7	6	4	3	8	14	10	55
BAHRAIN	0	1	0	0	2	1	2	1	1	4	3	15
REPUBLIC OF KOREA	0	0	0	0	1	0	0	3	3	7	6	20
AFGHANISTAN	0	0	0	0	0	0	0	0	5	0	0	5
OMAN	0	1	0	1	0	0	2	0	0	1	5	10
LEBANON	0	1	0	1	0	0	0	0	0	0	0	2
MACAU, CHINA	0	0	0	0	0	0	0	0	2	2	0	4
CYPRUS	0	0	0	0	0	0	0	0	1	0	2	3
ALGERIA	0	0	0	0	0	0	0	0	0	1	1	2
ISRAEL	0	0	0	0	0	0	0	0	0	1	0	1
ROMANIA	0	0	0	0	0	0	0	0	0	0	1	1
SEYCHELLES	0	0	0	0	0	0	0	0	0	0	1	1
CHINA	0	0	0	0	0	0	0	0	0	0	1	1
TURKEY	0	0	0	0	0	0	0	0	0	0	1	1
JORDAN	0	0	0	0	0	0	0	0	0	0	5	5
TOTAL	8	11	29	56	93	115	183	116	206	360	335	

Source: FEB

Compensation to the Families of Deceased Migrant Workers

Since 2008/09, families of 7,467 deceased migrant workers received compensation from the FEB. Families of 822 and 753 migrant workers availed of the compensation in 2017/18 and 2018/19 respectively (Figure 44). In addition, FEWF also covers the costs associated with delivering the remains of the deceased from the Kathmandu-based airport to their homes. This provides some financial and logistic support to the mourning family members. In addition to the benefits from FEWF, the families of the deceased migrant workers are also entitled to insurance payment of a minimum of NPR 1 million.

FIGURE 44: NUMBER OF DEATHS BY GENDER

Source: FEB

Natural death is the most common reported cause of death. This is followed by cardiac arrests and traffic accidents (Table 16). Suicide also features as one of the major causes of death. A high share of deaths is not attributed to any specific cause, which has remained an issue of grave concern to the Government of Nepal.

TABLE 16: CAUSE OF DEATH BY YEAR

FISCAL YEAR	CAUSE OF DEATH							Total	
	CARDIAC ARREST	HEART ATTACK	NATURAL CAUSES	TRAFFIC ACCIDENT	SUICIDE	WORKPLACE ACCIDENT	OTHER CAUSES	M	F
2008/09	26	2	24	8	9	6	15	87	3
2009/10	106	10	118	67	25	44	48	399	19
2010/11	100	48	118	60	62	61	100	541	8
2011/12	134	37	102	101	66	41	165	632	14
2012/13	116	32	106	104	81	27	261	716	11
2013/14	190	79	138	112	96	79	194	864	24
2014/15	268	90	247	121	113	113	54	1000	6
2015/16	148	94	246	103	109	81	32	789	24
2016/17	64	64	252	122	89	61	103	737	18
2017/18	72	114	126	127	132	67	184	801	21
2018/19	86	33	136	115	111	62	210	730	23
Total	1310	603	1613	1040	893	642	1366	7296	171

Source: FEB

TABLE 17: CAUSE OF DEATH BY COUNTRY

COUNTRY	CAUSE OF DEATH						
	CARDIAC ARREST	HEART ATTACK	NATURAL CAUSE	TRAFFIC ACCIDENT	SUICIDE	WORKPLACE ACCIDENT	OTHER CAUSES
MALAYSIA	330	169	231	118	240	184	184
SAUDI ARABIA	105	59	579	465	102	140	140
QATAR	489	79	114	88	87	119	119
UAE	136	53	90	67	74	29	29
KUWAIT	7	64	14	30	21	5	5
OMAN	4	2	15	9	9	3	3
BAHRAIN	12	3	33	13	6	7	7

Source: FEB

A country-wise analysis of the causes of death in the GCC and Malaysia shows that a maximum number of deaths have occurred due to natural causes and traffic accidents in Saudi Arabia and cardiac arrest in Qatar (Table 18). Without information on the stock of migrants, however, meaningful comparisons cannot be made on the mortality rate by destination country, sector of employment or legal status of migrant workers.

In many instances, it has been a challenge to repatriate the bodies of deceased migrant workers. As a result of coordination between the FEB and the Diplomatic Missions, in 2018/19 and 2017/18, the remains of 82 and 135 migrant workers respectively were repatriated from the destination countries.

In addition, the FEWF is also used to provide scholarships to the children of deceased migrant workers for education upto higher secondary level. In 2018/19, for example, 1433 students were provided scholarships (691 female and 742 male) to ensure that the loss of the breadwinner of the family does not lead to school

drop-out among children. Similarly, in 2017/18, 1338 students were provided scholarships, although the gender-disaggregated data is not available.

As succinctly summarized by (Moyce, 2018), migrant workers face a myriad of issues both in terms of exposure to adverse health conditions as well as access to healthcare. They suggest that migrant workers are exposed to a higher rate of adverse occupational exposures that lead to poor health outcomes and higher risks of injuries and fatalities. The sources include (i) environmental exposures including temperature, pesticides and chemicals (ii) working conditions including physical conditions, workplace demands and lack of safety standards, workplace abuse, trafficking and forced labour. Language and cultural barriers, inequitable access to health care and documentation status also lead to health disparities.

In addition to the aforementioned issues, problems specific to Nepali migrant workers also include higher exposure to road related accidents due to lack of awareness, experience and information, lack of hydration and proper nutrition and temperature variability. The incidence of suicide among migrant workers also requires further investigation.

While the compensation schemes help bring relief to cope with the shocks, the Government's priority is to emphasize policies and programs that prevent such incidences of death and injuries in the first place. In this regard, the migration and health agenda has received more visibility. Ongoing preventive efforts to minimize such cases include country-specific orientation programs and rigorous medical examinations in Nepal before departure and health camps conducted by the concerned Missions at the destination country. The Government has also prioritized proper skills training of migrant workers prior to their departure, and has included strong provisions on regular monitoring and inspection of the workplace in the recent BLAs/MOUs.

While extreme cases such as death and grave injuries are covered by the welfare and insurance schemes discussed above, issues concerning the overall health of returnee migrant workers which deteriorate during their employment phase also merit attention from both the Governments of Nepal and the concerned destination country. The health of returnee migrant workers should feature more prominently in the ongoing efforts to reduce the social costs of migration and to facilitate returnee reintegration. In particular, providing incentives to migrant workers to undergo timely health examinations both at the destination country and upon their return needs be prioritized to ensure early detection of health risks while broadening the understanding of common health issues faced by migrant workers that can inform policymaking. Similarly, there is a need to explore the possibilities of including migrant workers to the contributory social security system⁷¹, noting their ability to contribute during their productive years, for social protection when they are in need.

71 The Government of Nepal launched a contributory-based Social Security Scheme in November 2018.

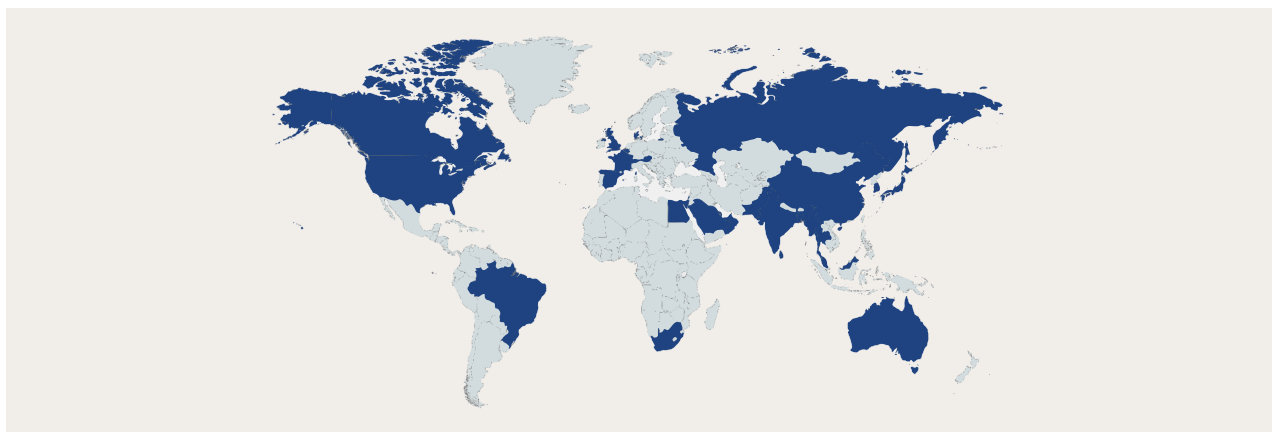
4.2 Labour Diplomacy and The Role of Missions in Labour Migration Governance

With the increase in the number of labour migrant workers, labour diplomacy has become a prominent feature of Nepal's foreign policy. Considering the number of Nepali migrant workers and concerns over their employment and well-being, many diplomatic endeavors by the Government of Nepal have focused on advancing labour rights and rewarding employment opportunities for Nepali workers. High-level visits and meetings have presented important opportunities to raise issues concerning the employment and protection of migrant workers. For example, the International Labour Conference in Geneva and the endorsement of the Global Compact for Safe, Orderly and Regular Migration in Marrakesh provided important opportunities to hold sideline meetings with the leadership of current and potential destination countries. In addition, there has been an unprecedented attention on concluding bilateral labour agreements with major destination countries as was discussed in Chapter 3. This Chapter specifically focuses on the role of Nepali Diplomatic Missions (hereinafter Missions) in the destination countries in relation to labour issues. As the only extension of the Government present at the destination country in the proximity of migrant workers and with easy access to Government counterparts and employers of the destination country, Missions can play an important role in strengthening labour diplomacy between Nepal and the destination countries.

MISSIONS: A SNAPSHOT

Nepal has diplomatic ties with 168 countries. However, it has 39 residential Missions in 30 countries including major labour destination countries such as Qatar, United Arab Emirates, Saudi Arabia, Oman, Kuwait, Bahrain, Malaysia, South Korea and Israel (Figure 45).⁷² Essential services are also being provided by these Missions to Nepali nationals residing in an additional 112⁷³ countries to which they are concurrently accredited. For example, the Egypt-based Mission is accredited to 13 countries in Africa and West Asia whereas the Kuwait-based Mission is accredited to Iraq. In addition, Honorary Consuls have also been appointed in multiple countries. Similarly, in geographically large countries, diplomatic presence is also established in other major cities, such as the Consulate General of Nepal in Jeddah of Saudi Arabia, that works under the direction of the Mission and facilitates the welfare, rescue and repatriation of workers.

FIGURE 45: RESIDENTIAL MISSIONS OF NEPAL



Source: https://mofa.gov.np/Nepali-mission-with-concurrent-accreditation/?fbclid=IwAR1m5saxA3QTOrc_Cff-8h7CEPQ2fTGj79KnlsSebpMhRNBjLHplx_Bv-0l

⁷² MOFA (2019)

⁷³ <https://mofa.gov.np/nepalese-mission-with-concurrent-accreditation/>

Missions are responsible for overseeing labour related issues and serve as the main focal point for migrant workers in the destination country. Major destination countries are equipped with labour wings that comprise of labour counselors and/or labour attaches (Table 18). The Foreign Employment Act (2007) has provisions for appointing labour attaches in countries of destination where five thousand or more Nepali migrant workers are employed. Likewise, the Foreign Employment Rules (2008) provisions for the appointment of female labour attachés in countries where one thousand or more Nepali women are employed.

TABLE 18: LABOUR COUNSELORS AND ATTACHES APPOINTED BY GON

COUNTRIES	LABOUR ATTACHES	LABOUR COUNSELORS
<i>Malaysia, United Arab Emirates, Qatar</i>	<i>Yes</i>	<i>Yes</i>
<i>Oman, Bahrain, Kuwait and Saudi Arabia (Jeddah)</i>	<i>Yes</i>	<i>No</i>
<i>South Korea, Saudi Arabia (Riyadh)</i>	<i>No</i>	<i>Yes</i>

Source: DOFE

Appointment of Labor Attaché:

- (1) The Government of Nepal shall appoint at least Gazetted officer as the Labor Attaché for a country where five thousand or more workers have been sent for foreign employment.
- (2) The functions, duties and powers of the Labor Attaché shall be as follows:-
 - To give information to the Government of Nepal about the condition of labor and employment, factual information about immigration of the country where Nepali workers are working and steps taken by that country for the protection of labor and international human rights and interests of workers,
 - If there arises any dispute between a worker, employer institution or licensee, to assist in the resolution of such dispute,
 - To make necessary arrangements for bringing back to Nepal any worker who has been helpless in the course of foreign employment,
 - If any work corresponding to the skills of the Nepali worker is available in the concerned country, to provide information thereon to the Government of Nepal,
 - To take initiation in sending back the dead body of any worker, who has been a victim of natural calamity or who has died due to any cause, to Nepal with the assistance of the concerned country or employer institution,
 - To make efforts to make a bilateral agreement at the governmental level for the supply of workers from Nepal,
 - To provide necessary consultancy to workers, and discourage them to do any work other than that set forth in the agreement,
 - To supervise any activity that may affect the workers, and
 - To perform such other functions as prescribed by the Government of Nepal from time to time.
- (3) If both diplomatic mission and Labor Attaché are in any foreign country, the Labor Attaché shall have the obligation to perform the functions and duties set forth in Sub-section (1).

Source: FEA, 2007

In addition to the core diplomatic staff in Missions, local staff is also hired on a contractual basis to help make the Missions' service delivery more effective and efficient. This includes appointment in positions such as office secretary, public relations officer/assistant, lawyers, interpreter, drivers and security officers. In 2018/19, MOLESS has further facilitated Missions of major destination countries including UAE, Saudi Arabia,

Kuwait, Oman, Malaysia and South Korea⁷⁴ to hire local staff with sound knowledge of laws, local context and language to assist in labour migration related issues.

ROLE OF MISSIONS IN MIGRATION GOVERNANCE

In Nepal's experience, the role of Missions in major destination countries is multifaceted and important throughout the migration cycle. Their proximity to migrant workers, employers and governments of destination countries gives them a strategic advantage to extend effective support to migrant workers. This includes information dissemination, market exploration, service delivery and welfare, monitoring and coordination roles as discussed below. The Boxes within each category include a few illustrative examples of good practices adopted by Missions, as reported by the staff of Mission in the respective countries:

Information Dissemination

As the sole Government entity in destination countries entrusted with the responsibility of protecting migrant workers, the role of Missions in the dissemination of information is crucial. Important topics to cover through awareness and sensitization programs include rights and responsibilities of migrant workers, common health and safety issues, activities prohibited in the destination country, available support mechanisms and changes in policies in the destination country or Nepal that impact migrant workers. Missions publish informative reading materials, conduct labour awareness campaigns, health camps, engage through social media and even broadcast awareness programs through radio and TV channels in the destination country.

Mobile App (Oman): Given the geography of Oman spread over 300 thousand km², the Nepali Mission in Muscat could be physically inaccessible to migrant workers who are working thousands of kilometers away in areas like Salalah. These regions are also hosting a large number of domestic workers, a highly vulnerable sector. In an effort to provide services to Nepali citizens and coordinate various efforts like information sharing and rescue, the Mission launched a mobile app called "Nepali in Oman" in 2018. It includes information on Omani labour rules and regulations, available support for migrant workers and frequently asked questions. This has enabled quick and regular communication between the Mission and Nepali workers.

Facebook Live News (Malaysia): With close to 400,000 workers in Malaysia, it is an attractive destination country for Nepali workers. In an attempt to ensure the dissemination of relevant information, the Nepali Mission in Malaysia conducts a Facebook live program every Friday. This program covers information on Malaysian laws, culture, health and safety matters that are relevant to migrant workers, services provided by the Mission and Q&A with workers. This has increased communication between the Mission and workers. Many episodes have been viewed over hundreds of thousands of times.

Awareness Camps (Saudi Arabia): To ensure easy access to health-related information, noting the high incidence of death and injuries, the office of the Consulate General (CG) in Jeddah of Saudi Arabia has identified vulnerable labour camps with a high incidence of casualties and deaths. In coordination with Saudi Arabia based Nepali health professionals, the CG has coordinated health camps to ensure that preventable deaths and sicknesses are avoided via early detection of health problems and access to correct information.

⁷⁴ the position has now been transferred to Germany

Service Delivery and Welfare Role

Missions provide essential services to migrant workers including passport renewal services, issuance of travel documents, visa related and other consular services. Recently, the Missions have also been entrusted with the responsibility of renewing labour approvals of migrant workers.

In addition, for migrant workers in distress, Missions are the most important formal support system available at the destination country. Generally, the first step for the Mission staff is to contact the respective representatives⁷⁵ of the concerned employer to amicably solve the problem faced by the worker. If needed, the Mission also contacts the concerned recruitment agencies in Nepal through DOFE. Such interactions enable the Missions to solve the issue amicably. However, in more serious cases when amicable settlements are not reached, Missions also ensure migrant workers' access to justice by providing legal support including representation and translation services.

Missions also regularly visit detention centers, jails and hospitals to assess the conditions of workers in distress, hear their grievances and to the extent possible, to expedite their legal cases and early repatriation to Nepal. Missions also often use diplomacy to reduce the punishment of imprisoned Nepali workers or to rescue those who are given death sentences. Another function of Missions is to facilitate the repatriation of the remains of deceased workers which requires coordination and administrative paperwork that depend on the nature of the death, the country in consideration and legal status of migrant workers prior to their death.

Department of Consular Services (Nepal): In an effort to make service delivery quick, responsive, transparent and effective, the Department has established an online system. As a result, migrant workers or their families do not have to come to Kathmandu to file complaints or requests to avail the services of the Department for search and rescue of workers in distress, repatriation of dead bodies or compensation for disabled or deceased migrant workers. This has helped increase transparency and service delivery to victims and made provision of compensation for the dead and injured much easier.

Token System (UAE): In an attempt to provide timely service to migrant workers, the Mission based in the UAE has started a token system to ensure that those who seek services do not have to return without receiving the Mission's support. With over 200 service seekers daily, this token system has facilitated an easy and transparent service delivery.

Community Mobilization (Saudi Arabia): Saudi Arabia is geographically large and spread over 2.15 million km² which makes it difficult for the Riyadh-based Mission to provide consular services to Nepali migrant workers who are dispersed across the country. Mobility constraints pose a challenge to migrant workers to avail of the services provided by the Mission. Therefore, the Government of Nepal established a Consulate General office in Jeddah, the commercial capital and a major city in the western part of Saudi Arabia, to be more accessible to migrant workers. However, the absence of representatives of Missions in major areas with high migrant populations like Dammam, Khobar and Al-Qassim was still felt. In response, the Mission appointed a local staff in Dammam to provide services related to rescue, dispute settlement and jail visits. The Mission has also appointed 11 volunteers trusted by the migrant community with a strong understanding of the context and the required language, negotiation and advocacy skills to support the Nepali migrants in those areas. Getting around human and financial constraints by mobilizing committed Nepali volunteers has provided some relief to the Mission and migrant workers.

⁷⁵ Public Relations Officers, managers (mudir) or sponsors (kafil)

Monitoring Role

Missions are one of the first points of contact for employers based in the destination countries or their representatives employing Nepali workers. Employers are required to verify all the job demands at the Missions prior to further processing in order to ensure the authenticity of job demands and to minimize cases of contract substitution. In addition, direct communication between the employer and Mission also presents opportunities for cooperation to mutually solve issues faced by migrant workers.

Missions, in coordination with DOFE, also keep track of the reputed employers and blacklist those that violate contractual obligations or mistreat workers. Similarly, the Mission facilitates reimbursement of the compensation amount from insurance or the outstanding wages of migrant workers. In cases of contract violation or other fraudulent activities, the Mission also recommends the concerned authorities in Nepal to take legal actions against the recruitment agencies, based on the provision of joint liability of the recruitment agencies and foreign employers as per the FEA, 2007.

Compensation from Employers (Nepal, Pakistan, Turkey): In September 2019, DOFE, in coordination with the Pakistan-based Mission accredited to Turkey, was able to retrieve compensation to 160 returnee migrants from Turkey who had to return prematurely to Nepal before the completion of their contracts of employment.

Promotional Role and Diaspora Mobilization

Missions are well-placed to explore labour market opportunities in destination countries which entails identifying potential projects, sectors and employers with opportunities suitable for Nepali workers. Missions are also best placed to interact with current migrants regularly to better understand their situation, mobilize them to volunteer their time to help fellow Nepalis and organize cultural events to build a strong sense of community which can help minimize the psychological burden of separation from one's community.

Migrant Workers Community Groups (Worldwide): Nepali Migrant Worker Groups in destination countries are generally formed on the basis of religion, caste, geography, district, art, media interests etc. While the objectives of these groups are different based on the principles guiding their formation, all groups have a common objective of helping fellow Nepalis. The numbers of these diaspora groups are astounding: there are about 70 in UAE, 110 in Qatar, 30 in Oman, 100 in Malaysia, 70 in Saudi Arabia and over 50 in Kuwait and Bahrain. There are also similar groups in Egypt, Israel, Iraq and Lebanon. A key responsibility undertaken by each group is to help fellow workers in distress in coordination with the Mission. Major tasks include accompanying the stranded migrant workers to the Missions, facilitating their access to justice by helping with paperwork and fundraising for repatriation and other support.

Coordination Role

Government agencies in Nepal, especially MOLESS, MOFA, FEB and DOFE, are in close contact with Missions on various aspects of the migration management process. Coordination with the governments of destination countries allows Missions to better understand the local labour market and represent the concerns of migrant workers. In particular, Missions are crucial in advancing efforts to shape labour agreements with the destination countries. This includes initiating dialogue, arranging bilateral meetings, drafting inputs for the agreement reflecting the ongoing needs, participating in negotiations and ensuring its effective implementation.

Coordination with Stakeholders from the Destination Country (Qatar): On a daily basis, a few dozen migrant workers register their complaints and grievances at the Mission in Qatar. Given the challenges in managing the volume of workers and to ensure faster service delivery, the Embassy has established relationships with relevant Qatari Authorities. The Mission staff coordinates with the concerned focal person appointed in each relevant Qatari agency such as the Labour Department, Search and Investigation Center, and Ministry of Home to communicate and seek solutions on a regular basis.

Coordination of Labour Wings with Nepal-based Agencies (All): Labour attaches send periodic progress reports to MOFA and MOLESS. These reports include details on the assistance provided to the migrant workers as well as on common labour issues in the destination country including challenges in service delivery and reforms in the domestic laws. Such reporting can be further strengthened and utilized constructively for policymaking.

CHALLENGES SEEN IN SERVICE DELIVERY

It is evident that Missions have a broad mandate including management of labour issues, and responsibilities are on the rise with the ongoing reforms in labour migration governance. Expanding beyond the traditional diplomatic roles to address a complex transnational issue like labour migration without commensurate increase in resources has been a challenge as highlighted below:

- **Human and financial resource support** at Missions to fulfill their mandate is inadequate in major destination countries. The recent labour migration governance reforms have further increased the workload of Missions with additional mandates such as demand attestation and renewal of labour approvals. As an example, in 2018/19, 624 demand letters for 30888 workers were approved while 793 individual demands were attested by the Mission in Kuwait. Prior to demand attestation, the Mission officials have to inquire about the employer which ideally entails site visits. To the extent possible, Mission officials are also required to make field visits to engage with migrant workers, resolve issues, organize awareness campaigns and health camps, facilitate the repatriation of workers en masse during amnesty periods, among others.

Similarly, the worker's access to Missions also merits consideration. While Missions are mostly based in the capital, workers are dispersed throughout the country. In some areas, this concern has been alleviated by appointing volunteer staff in major cities. This signifies the need to provide adequate human and financial resources to ensure service delivery beyond the capital, especially in the geographically larger major destination countries with a high population of Nepali workers.

- **FEIMS is yet to be operational at Missions.** To a large extent, FEIMS has provided an avenue for better coordination and service delivery. However, FEIMS is yet to be fully implemented in many of the major destination countries, which is a much-needed requirement to effectively execute demand verification and the recent reform measures such as renewal of labour approvals from the Missions.
- **The absence of Missions in emerging labour market destination countries is felt.** Access to services to be provided by Missions has become difficult in destination countries without residential Missions. For example, despite the benefits of the mandatory demand attestation process, it imposes additional administrative responsibilities to both the employers and the Mission. With the diversification of destination countries, reform efforts need to focus on reducing administrative barriers either by increasing the presence of the Mission or their representative or by simplifying the process through online systems. For example, the Mission in Germany is accredited to multiple countries like Poland, Romania, Czech Republic and Malta that have become attractive destination countries for Nepali workers. In addition

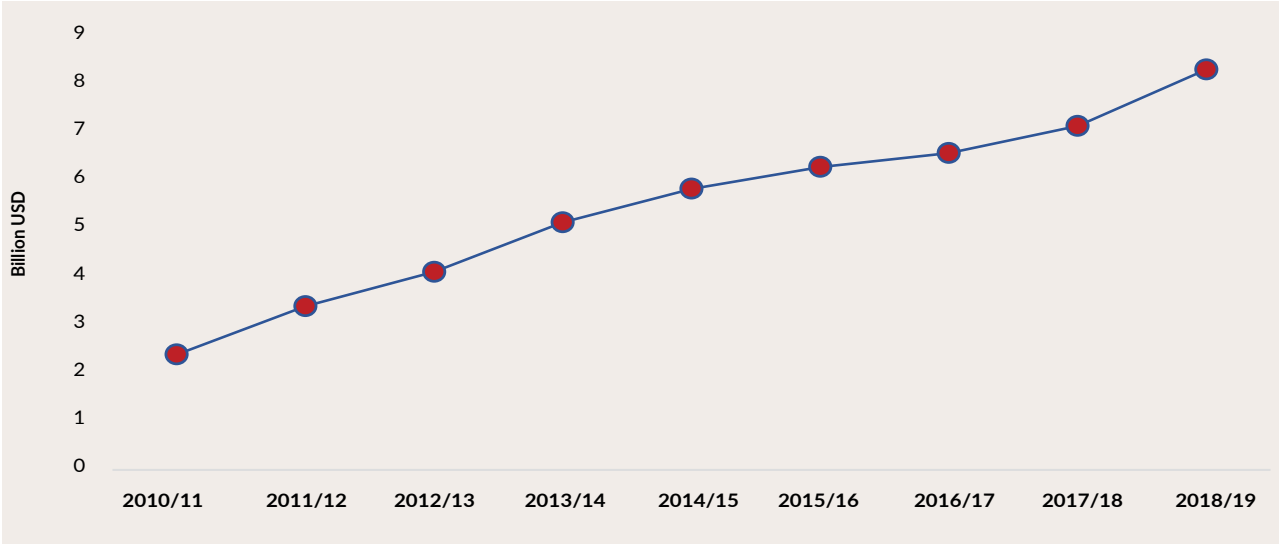
to the challenges felt in timely demand attestation, conducting other labour market related activities such as exploring potential sectors and extending support to stranded migrant workers also becomes challenging in such situations.

- **Bilateral agreements with the key destination countries need to be prioritized.** Given that labour agreements can serve as an important basis for the Missions to pursue various initiatives to advance workers' rights and protection including access to justice, bilateral agreements with major destination countries such as Saudi Arabia and Kuwait need to be concluded in the near future.
- **Extending support by Missions to domestic workers or undocumented workers who are at a higher risk of exploitation is a challenge.** Domestic workers are generally outside the scope of the general labour law, although many countries have started adopting laws specific to domestic workers. The private and scattered nature of the workplace i.e., at the domicile of the employer, makes it difficult to monitor or intervene. Similar vulnerabilities are also seen in other sectors such as agriculture and fisheries. Furthermore, undocumented workers lack legal recognition, which makes extending support to them more challenging. Other vulnerable workers include those who migrate without labour approvals such as those migrating on visit visas and through irregular channels, which makes them ineligible for the Government of Nepal's welfare schemes in case they find themselves in difficult situations. Equipping Missions with resources to provide support to such vulnerable migrant populations is necessary. For migrant workers ineligible for welfare support given their labour approval status or in situations that require emergency intervention, the Government needs to explore additional funding avenues as well as emergency support services such as temporary shelter.
- **Current legal provisions in the destination countries have increasingly become worker friendly but remain underutilized.** Workers are often inadequately informed about navigating the system to utilize existing provisions protecting their rights. The fear of retribution and job loss, in the face of loans and family expectations back home, are other reasons behind limited utilization of formal mechanisms. In this regard, Missions can play an important role to ensure that migrant workers make use of the existing institutional and legal support available at the destination countries. However, it can often be time consuming to get justice through formal mechanisms that can put the workers with pending court cases in a limbo. In response, the latest BLAs/MOUs have focused on ensuring that workers have access to temporary permits to work when their court cases are ongoing. This will ensure that they are not compelled to return to Nepal due to lack of a means to support themselves. The availability of sufficient resources at the Missions would further facilitate the effective implementation of such provisions of bilateral labour agreements to ensure migrant workers benefit from the available support mechanisms.
- **The selection process and capacity development of labour attaches and counselors needs to be revisited.** The selection process of labour counselors and attaches and subsequent orientation should address the human resource needs of the Mission and equip them with a strong grasp of labour migration issues as well as other soft skills such as language, inter-personal relationships, empathy and communication skills. In addition, the transition between the incumbent and incoming labour counselor/attaché needs to be managed through an effective succession plan including an overlap for a short duration at the concerned destination country to ensure the transfer of knowledge, networks and know-how in a new environment with context specific laws and practices.

4.3 Remittance

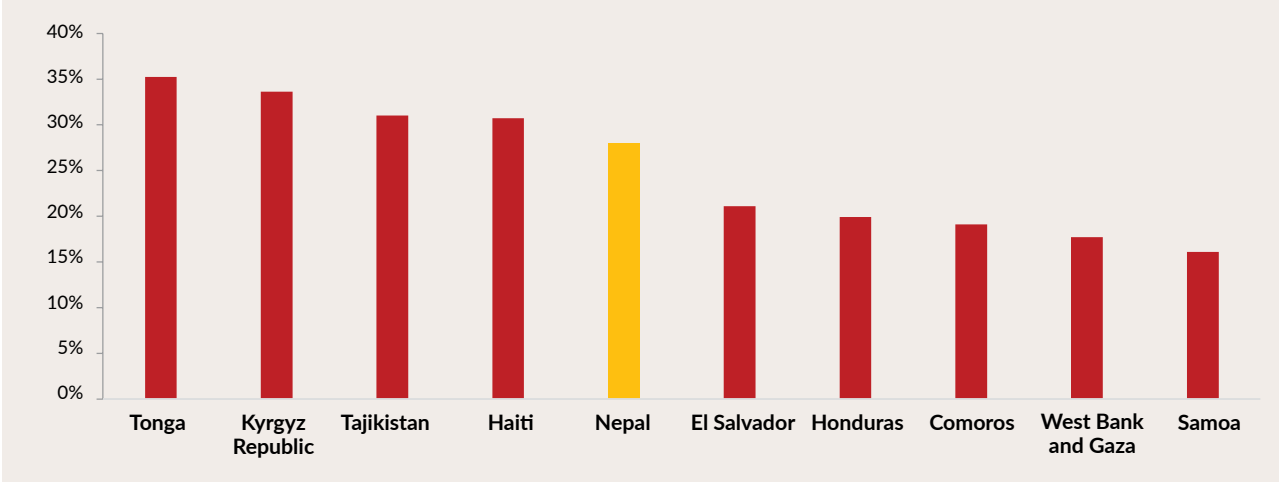
Remittances are the direct and most visible result of foreign employment which have become an integral part of the Nepali economy. The volume of remittances significantly increased in the recent past, from 2.54 billion USD in 2010/11 to 8.79 billion USD in 2018/19. Despite the reduction in the outflow of migrant workers since 2014/15, remittance inflows have continued to rise, which could be due to several factors such as the large stock of migrant workers abroad, currency depreciation against the US dollar and the more stringent monitoring efforts to control informal cross-border financial transfers (Figure 46). In 2017/18, Nepal was the fifth highest remittance recipient country after Tonga, Kyrgyz Republic, Tajikistan and Haiti, in terms of equivalence to GDP (Figure 47). However, this does not capture the informal transfers, which is considered to be significant as well. Remittance is the main source of foreign exchange earnings in Nepal. The volume of remittance was 68.5 per cent of the total foreign currency accumulation in fiscal year 2017/18.

FIGURE 46: TOTAL REMITTANCE INFLOW TO NEPAL (BILLION USD)



Source: Nepal Rastra Bank

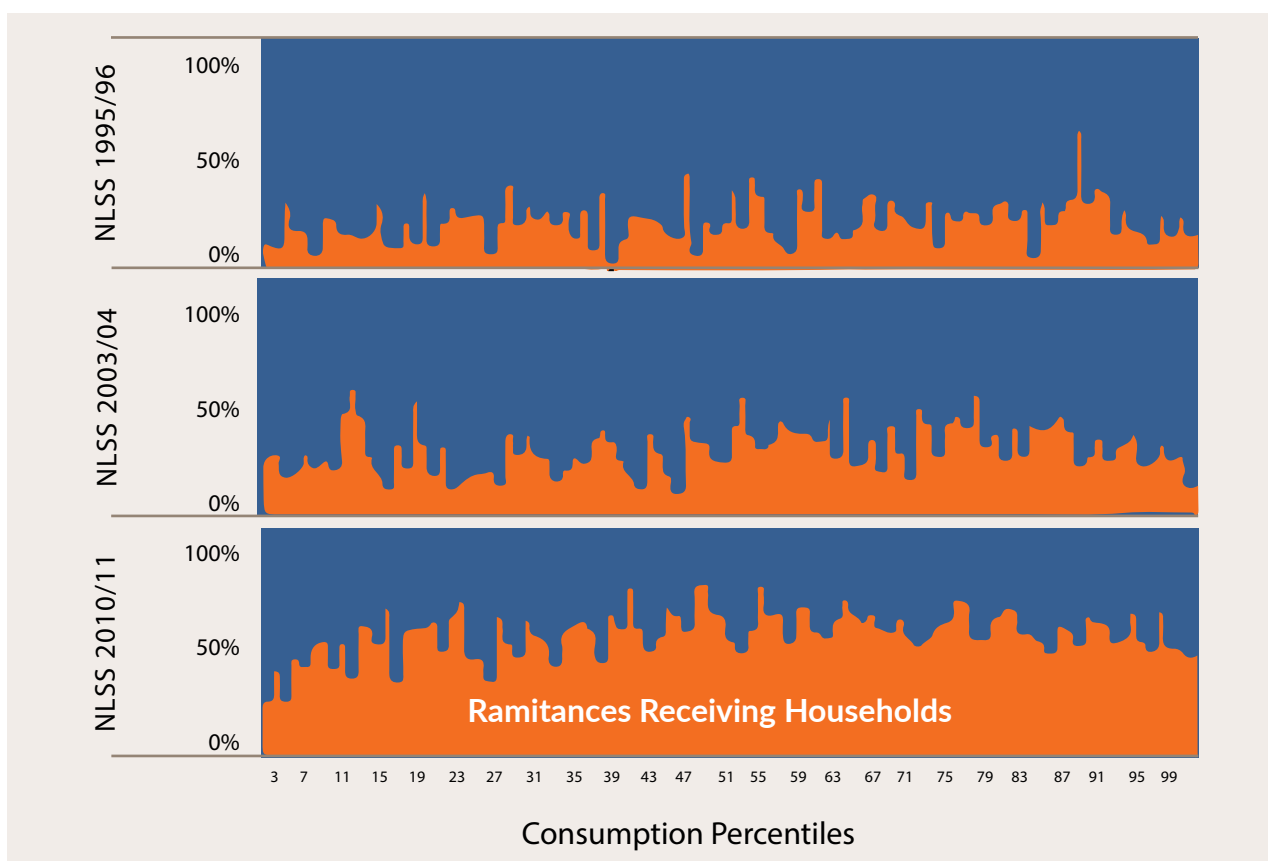
FIGURE 47: TOP TEN REMITTANCE RECIPIENTS AS % OF GDP



Source: World Bank (2019)

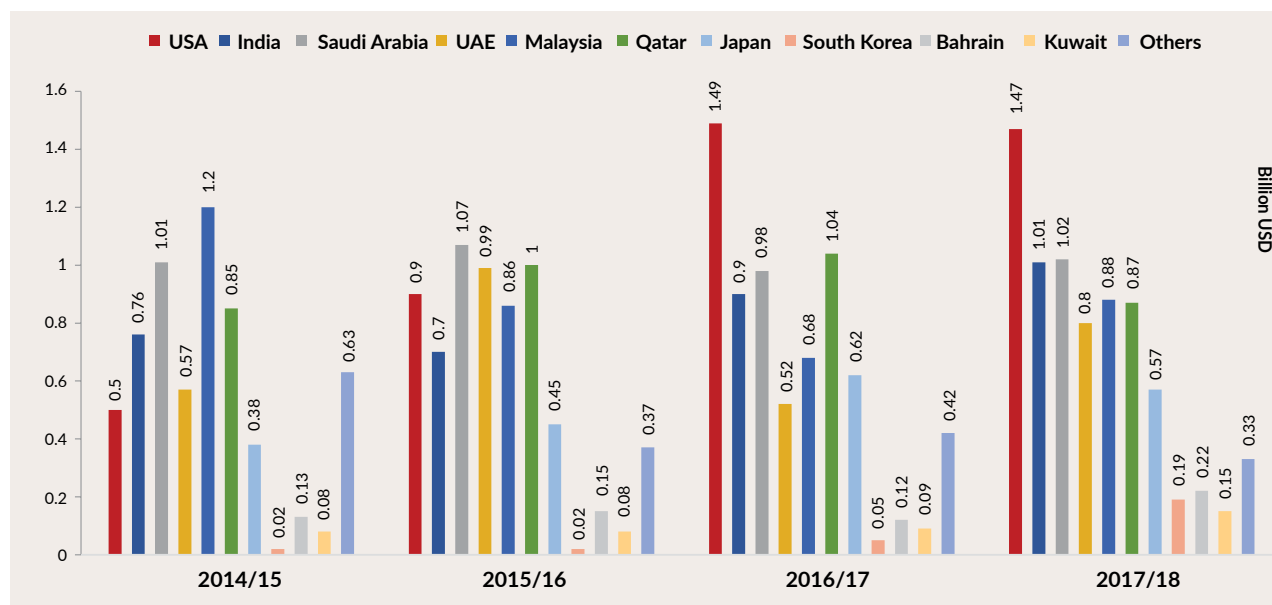
As per the Nepal Living Standards Survey (NLSS) 2011, every two in three families in the Terai region and every one in two families in the Hilly and Mountain regions receive remittances. Remittance receiving households account for 55.8 per cent of the total households in Nepal. As captured in the three rounds of NLSS survey, remittances have also contributed to the large poverty reduction in Nepal from 42 per cent in 1995/96 to 25 per cent in 2010/11. Over the three rounds of NLSS surveys, the share of households receiving remittances has increased significantly and is prominent in all consumption groups, showing its significance in the Nepali economy (Figure 48).

FIGURE 48: REMITTANCE RECEIVING HOUSEHOLDS BY CONSUMPTION PERCENTILE



Source : World Bank (2016)

A country-wise disaggregated analysis of the remittances received between 2014/15 and 2017/18 shows that remittance received from GCC countries and Malaysia accounts for more than half of the total remittance inflows (Figure 49). According to Nepal Rastra Bank, about 14% of the total remittance inflows was received from Saudi Arabia, about 12 % each from Qatar and Malaysia, and about 11 per cent from the UAE (2017/18). The highest transfer, however, is from the USA, which accounts for close to 20 per cent of the remittance inflows, although the profile of migrant workers to the USA is different and comprises pre-dominantly of students, permanent residents, and high skilled professionals. It is also necessary to consider that in many instances, remittance inflows from the USA might have been re-routed from another third country through US-based remittance companies, which is currently being reviewed by the Nepal Rastra Bank.

FIGURE 49: REMITTANCE BY DESTINATION COUNTRY (IN BILLION USD)

Source: Nepal Rastra Bank

POLICIES AND ACTS GOVERNING REMITTANCE

The Constitution of Nepal emphasizes promoting the utilization of capital, skills, technology and experience gained from foreign employment in productive sectors in Nepal. In addition, remittances have featured significantly in key policy documents as detailed below:

- Foreign Employment Policy, 2012** emphasizes the use of remittances in productive sectors, specifically in entrepreneurship development to create employment opportunities within the country. To this end, a number of policies and programs are envisioned including financial literacy training to prospective migrants as well as families of migrant workers to utilize formal banking channels and to encourage investment in productive sectors through special schemes. In addition, the policy also prioritizes study and research on the productive use of remittances.
- Nepal Rastra Bank Remittance Regulation, 2010** makes it mandatory for all remittance companies to get their licenses from Nepal Rastra Bank prior to beginning their transactions. The minimum paid-up capital to obtain a license is NPR 50 million for principal companies and 10 million for those working as agents of principal companies. Inward remittances should be in foreign currency and be collected through banking channels.
- Financial Sector Development Strategy (2016/17-2020/21)** prioritizes strengthening and stabilizing the financial sector in Nepal through the establishment of an effective payment system, enhancement of financial literacy, financial deepening and through conversion of all informal financial transactions to formal transactions. This allows remittances to be collected through formal means and to reduce transaction costs as well. The Financial Sector Development Strategy also recognizes that loans disbursed by financial institutions have been focused on consumption and real estate market instead of on productive investments which needs to be addressed.

- **The 15th Periodic Development Plan Approach Paper:** The Approach Paper recognizes remittances as an important means of capital formation, employment creation and increased productivity which collectively benefit the economy. It recognizes that remittances have significantly contributed in reducing poverty and has positively impacted the economic and social development of migrant communities. It emphasizes the maximum utilization of remittances in productive sectors and employment creation and on increasing the use of formal channels for remittance transfers. The 15th plan has emphasized financial literacy and entrepreneurship development training to the remittance receiving households. It has also emphasized on partnerships with financial institutions to promote investment of remittance in productive sectors and to reduce the remittance transaction fees.
- **Budget Speech 2019/20:** The budget speech prioritized encouraging migrant workers to utilize formal channels for the transfer of remittances and to invest in productive sectors.

MEANS OF REMITTANCE TRANSFER

Formal Means: Migrant workers transfer money formally either through remittance companies or banks. With the increase in the volume of remittance inflows, there has been an increase in the number of banks and remittance companies operational in Nepal and in major destination countries to facilitate the formal transfer of remittances. For example, the Nepal Rastra Bank has licensed over 51 remittance companies for the transaction of remittances. Remittance companies also have presence/partnerships in major destination countries such as Malaysia, Saudi Arabia, UAE, Qatar and South Korea. Their widespread presence across Nepal has dramatically eased the process of receiving transfers formally. Some of the financial institutions also provide financial products tailored to remittance recipients, including saving deposits, health and life insurance and housing loans.

Records from 2017/18 show that of the total remittance received, around 60 per cent was received through remittance companies whereas 40 per cent was received through banks. The distribution of remittance transfers through banks or remittance companies varies by country. For instance, in 2017/18, the share of remittance inflows through banking channels was around 48 per cent from Saudi Arabia, 63 per cent from United Arab Emirates, 28 per cent from Malaysia and 33 per cent from Qatar.

Remittance transfer costs are relatively lower in Nepal compared to the South Asian and global averages which are above 5 per cent (Table 19). However, the target to limit remittance transfer cost to 3 per cent as set in the GCM and SDG has yet to be achieved in most corridors.

TABLE 19: REMITTANCE TRANSFER COSTS

2019 Q3 (Total Cost %)	500 USD	200 USD
Malaysia	2.5	3.36
Oman	3.8	5.69
Qatar	2.87	4.32
Saudi Arabia	3.04	4.6
UK	4.7	6.79
USA	3.95	5.39

Source: World Bank (Remittance Prices Worldwide)

Informal Means: Data on the volume of remittance received in Nepal through informal channels is not available but is expected to be significant. Informal remittance transfers are tied to the informal trade

market, fraudulent invoicing of imports and smuggling. From the perspective of migrant workers, informal channels can be cheaper, quicker, and the service is made available at the doorsteps of both the receiver and the sender. In addition, in many instances, the exchange rate received is also relatively higher than what is received formally.⁷⁶ Easy access to banks and financial institutions is also important to ensure the use of formal channels of transfer as has been seen in the case of South Korea and Japan. The volume of formal remittance received from these two nations has increased rapidly after easy-access formal channels of transfer were developed.

ONGOING INITIATIVES

The reform initiatives taken by the Government of Nepal to encourage remittance transfer through formal channel while encouraging its productive use are discussed below:

- Economic Act, 2017 has a provision to grant 25 percent discount in registration tax while purchasing land if there is sufficient supportive document to justify that the remittance was received through formal banking system.
- FY 2019/20 budget speech includes a mandatory provision to open bank account prior to going for foreign employment.
- Banking, financial institutions and remittance companies have to mandatorily make payments of over NPR 2 million through a bank account or cheque.
- Microfinance companies, upon receiving approval from the Nepal Rastra Bank, are authorized to engage in remittance transactions.
- **Foreign Employment Savings Bonds (FESB):** The Nepal Rastra Bank issues FESB, sold through certified banks and financial institutions. For example, for the sale of FESB 2081, 10 banks and remittance companies have deployed 33 agents in major destination countries for the sale of FESB, including in the United Arab Emirates, South Korea, Saudi Arabia, Qatar, Malaysia, Kuwait, Israel and India. FESB is a notable effort to increase the inflow of remittances through formal channels and to mobilize it for national development priorities. However, the uptake of the FESB has not been satisfactory so far. Since the inception of this scheme, Rs 1108.79 crore has been offered in total of which only 58.68 crore has been sold (Table 20).

TABLE 20: SALE OF FOREIGN EMPLOYMENT SAVINGS BOND

Year	Name	Date Issued	Duration	Amount Offered (Crore)	Amount Sold (Crore)	Interest	Per cent	Time
FY 2009/10	FESB 2072	3/32/2067	3/31/2072	100	0.4	9.75	0.4	5 years
FY 2010/11	FESB 2073	3/12/2068	3/12/2073	500	0.34	10.5	0.07	5 years
FY 2011/12	FESB 2074	3/28/2069	3/28/2074	100	0.87	10	0.87	5 years
FY 2012/13	FESB 2075	3/30/2070	3/30/2075	100	4.29	10.5	4.29	5 years
FY 2013/14	FESB 2075 A	9/28/2070	9/28/2075	25	2.64	9	10.56	5 years
	FESB 2075 B	12/30/2070	12/30/2075	25	5	9	20	5 years
FY 2014/15	FESB 2077	3/24/2072	3/24/2077	25	5	9	20	5 years
FY 2015/16	FESB 2077 A	12/29/2072	12/29/2077	25	8.21	9	32.83	5 years
	FESB 2078	1/29/2073	1/29/2078	25	8	9	32.83	5 years
	FESB 2078 A	3/29/2073	3/29/2078	33.79	11.24	9	33.27	5 years
FY 2016/17	FESB 2078 B	11/23/2073	11/23/2078	50	4.23	10	8.45	5 years
	FESB 2078 C	12/30/2073	12/30/2078	25	0.74	10	8.45	5 years
	FESB 2079	1/29/2074	1/29/2079	25	0.24	10	0.97	5 years
FY 2017/18	FESB 2079 B	9/5/2074	9/5/2079	50	2.82	10	5.65	5 years
	FESB 2079 C	11/28/2074	11/28/2079	25	0.89	10	3.58	5 years
	FESB 2080	3/27/2075	3/27/2080	25	0.4	10	1.6	5 years
Total				1108.79	58.68			

Source: Nepal Rastra Bank

⁷⁶ These are based on qualitative findings of the Taskforce Study on Remittances 2017/18.

- **Indo-Nepal Remittance Scheme:** The Central Bank of India has been operating the Indo-Nepal Remittance Scheme since 2009 targeting Nepalis living in India to facilitate cheap and easy transfer of remittances. This scheme allows workers to send a maximum of NPR 50 thousand in one transaction through the banking system up to 12 times a year, even if the worker does not have a bank account. The banks associated with this scheme transfer money to Dedicated Accounting Unit of State Bank of India through the National Electronic Fund Transfer, and the money is delivered through the Nepal SBI Bank and Prabhu Money Transfer to recipients in Nepal. The workers and their families with SBI bank accounts are not required to pay any service charge while sending remittance whereas those without bank accounts need to pay NPR 50 service charge for transfers of up to NPR 5 thousand and NPR 75 for transactions from NPR 6 thousand to 50 thousand.
- **Remit Hydro:** Remit Hydro is a subsidiary of the Hydro Electricity Investment and Development Company Limited (HIDCL) that aims to promote collective remittances for hydropower projects. Recently, Remit Hydro has been issued survey licenses for two run-off-the-river mid-sized hydropower projects in Taplejung, eastern Nepal, valued at a total of NPR 19 Million. It is expected that 24 per cent of the shares would be set aside for migrant workers.
- **Financial Literacy:** With an intention to increase the inflow of remittances through formal channels and mobilize it for productive investment, financial literacy has been prioritized by different stakeholders including banking and financial institutions (BFI), civil society, cooperatives, and government-led initiatives such as Safer Migration (SAMI) project. Financial literacy has also been added to the revised curriculum of the mandatory pre-departure orientation training to ensure that departing migrants get started on financial planning from the beginning of the migration cycle.
- **Soft Loans to Returnee Migrant workers:** The Government of Nepal has introduced a scheme to encourage recent returnee migrant entrepreneurs by subsidizing interest rates for loans up to NPR 1 million. It is being facilitated by the FEB in coordination with Nepal Rastra Bank. Despite the popularity of this program with over 18000 applicants, implementation has remained challenging. This signifies the need to further review the modality of the scheme, encourage ownership by financial institutions, and better equip returnees to prepare bankable business plans.

In addition, it is also important to situate the topic of remittance within the broader context of Nepal's financial development priorities. Financial deepening is a priority of the Government. In the context of federalization, banks have been required to establish presence in all 753 local units. As of June 2019, 725 local units out of the 753 have access to banking services. In addition, entrepreneurship development is also a priority. As per the Subsidized Loan Procedure 2018, in addition to the returnee loan program discussed above, there are six different soft loan schemes available for budding entrepreneurs, which can be complementary sources of support to recipients of migrant households to the remittance to start businesses. Loan amount under these soft loan programs ranges from NPR 0.3 million to NPR 10 million at 2 to 6 per cent subsidized interest rates.

As discussed above, there is recognition that remittance inflows are a key aspect of Nepal's economy, and the Government's priorities can be broadly categorized along two lines including increasing the share of remittances transferred through formal channels and encouraging its productive use. The Government is also cognizant of the linkage of remittances with recruitment costs and wages received by migrant workers. In this context, the Government has prioritized equal pay for equal work and skilling initiatives to ensure that migrant workers maximize their earnings abroad and is also actively advocating for employer pays model to ensure that a significant portion of the remittances is not spent on repaying loans associated with recruitment costs.

4.4 Occupational Profile of Migrant Workers

Skills development is an important policy priority of the Government of Nepal to ensure that Nepali workers make the most out of their migration experience in terms of their earnings and upward mobility potential. For example, the minimum referral wages set by Nepal for the UAE is 800 AED (low skilled category), 1000 AED (semi-skilled category), 1200 AED (skilled category) and 5000 AED (highly skilled category).⁷⁷ Furthermore, proper skills training can also minimize the incidence of occupational injuries and other work-related risks. As per DOFE's records, the occupational profile of labour migrant workers in 2018/19 shows that 59 per cent of the new workers took up low skilled jobs whereas this share was 64 per cent in 2017/18. Similarly, the share of workers taking up low skilled jobs was lower for migrant workers renewing their labour approvals at 54 per cent in both years. While there is a broad consensus that Nepali workers are getting recruited in lower skilled occupations, the categorization of what constitutes these skills levels requires further scrutiny.

TABLE 21: SKILLS CATEGORIZATION OF NEPALI MIGRANT WORKERS (2017/18 AND 2018/19)

Date	Occupation	RA			New			Regularization			Renewal		
		Female	Male	Grand Total	Female	Male	Grand Total	Female	Male	Grand Total	Female	Male	Grand Total
2018/19	High Skilled	0.0%	0.0%	0.0%	0.2%	0.2%	0.2%	0.7%	0.2%	0.3%	0.1%	0.0%	0.0%
	Professional	0.0%	0.2%	0.2%	0.6%	0.7%	0.7%	1.0%	0.5%	0.5%	0.2%	0.1%	0.1%
	Semi Skilled	8.3%	8.9%	8.9%	16.1%	17.7%	17.4%	19.9%	12.4%	13.0%	12.5%	7.2%	7.4%
	Skilled	21.6%	29.6%	28.9%	45.5%	50.0%	49.1%	54.7%	48.8%	49.2%	32.9%	39.0%	38.7%
	Low Skilled	70.1%	61.3%	62.0%	37.6%	31.4%	32.6%	23.7%	38.1%	37.0%	54.3%	53.7%	53.7%
	Grand Total	17325	191024	208349	1804	7341	9145	1443	17265	18708	11545	261070	272615
2017/18	High Skilled	0.0%	0.0%	0.0%	0.1%	0.2%	0.2%	0.9%	0.1%	0.2%	0.0%	0.0%	0.0%
	Professional	0.1%	0.0%	0.0%	0.5%	0.4%	0.5%	1.9%	0.6%	0.7%	0.5%	0.1%	0.2%
	Semi Skilled	7.2%	8.4%	8.3%	12.8%	8.8%	9.6%	13.1%	8.8%	9.1%	9.3%	5.9%	6.1%
	Skilled	15.6%	26.2%	25.6%	50.7%	55.8%	54.8%	55.6%	50.6%	50.9%	35.6%	39.5%	39.4%
	Low Skilled	77.2%	65.3%	66.1%	35.9%	34.7%	35.0%	28.6%	39.9%	39.2%	54.6%	54.4%	54.4%
	Grand Total	19299	304442	323741	1726	7180	8906	1384	19915	21299	10547	248046	258593

Source: DOFE

A more granular occupation level analysis can be more useful in drawing meaningful lessons for policymaking. However, as highlighted in the previous Report (MOLESS, 2018d), the information on the occupation of migrant workers collected in FEIMS must not be unequivocally related to the discussion on skills. The occupation profile of migrant workers may not reflect their skills given that workers may often see temporary labour migration as a purely economic decision driven by the relatively higher income and amenities offered abroad. In this context, there can be a considerable degree of vertical and horizontal mismatch with workers taking up jobs abroad that do not necessarily match their skills or educational background. In addition, FEIMS captures the occupation description that is mentioned in the demand letter of the migrant worker, which may not represent the actual occupations that migrant workers are engaged in once they reach the destination country given the prevalence of issues such as contract substitution.

⁷⁷ This is the basic salary and excludes the mandatory allowance for food (300 AED) and accommodation (500 AED) for all categories except the highly skilled. For highly skilled category, the allowance is as discussed between the Employer and UAE.

In this section, the occupation variable is reclassified into major occupational groups as detailed below (Table 22). The results discussed are suggestive and provide a general overview of the occupational characteristics of migrant workers. However, given the nature of the original data and their imperfect correspondence with the standard occupational categories, considerable caution must be exercised when interpreting the findings.

TABLE 22: RECLASSIFICATION OF OCCUPATIONAL CATEGORIES (2018/19)

<i>Reclassification of Occupational Categories (2018/19)</i>
Agriculture
Aviation and Cruise Workers
Construction (Carpenter, Mason, Painter, Scaffolding, Steel Fixture, Others)
Driver/Machine Operator
Electrical and Mechanical Technician (A/C Technician, Automotive, Electrician, Plumbing/Pipe Fitter, Welder, Others)
Elementary Occupations (Cleaning and Laundry, Packaging/Loading/Shipping/Delivery, Unspecified Labour, Specified Labour)
Manufacturing
Office/Administrative/Associate Professionals
Others
Professionals and Managers
Service & Sales (Baker/Dessert Maker, Barista/Coffee Maker, Beauty & Fitness, Caregiver/Au Pair/Nursing Aide, Housekeeping, Security, Tailor, Waiter/Waitress, Retail, Others)
Supervisor and Foreman

Based on the classification above, the analysis shows that majority of the workers are hired in elementary occupations, in particular the labour categories that are specified (i.e., labour categories linked to specific sectors such as agriculture, carpentry, foreman, electrician) or unspecified (i.e. labour categories not linked to any specific sectors such as general labourers, general workers, helpers), cleaners, packaging and loading. Female workers are concentrated in a few occupations such as cleaning and laundry, hospitality and caregiving (Table 23). Male workers are recruited in relatively more diverse occupations including labour, security, cleaning and laundry, hospitality, driving and construction. The share of workers recruited in professional and managerial positions is low for both genders.

TABLE 23: OCCUPATION PROFILE OF MIGRANTS BY GENDER

Row Labels	Female	Male	Grand Total
Agriculture, Fishery , Poultry, Animal and Gardener	0.0%	0.3%	0.2%
Agriculture, Fishery , Poultry, Animal and Gardener	0.0%	0.3%	0.2%
Aviation and Cruise	0.9%	0.5%	0.5%
Aviation and Cruise	0.9%	0.5%	0.5%
Construction	0.0%	10.2%	9.3%
Carpenter	0.0%	2.6%	2.3%
Const.Others	0.0%	0.5%	0.4%
Mason	0.0%	3.9%	3.5%
Painter	0.0%	1.1%	1.0%
Scaffolding	0.0%	0.9%	0.8%
Steel Fixture	0.0%	1.3%	1.2%
Driver/Machine Operator	1.3%	7.6%	7.1%
Driver	0.0%	6.1%	5.6%
Machine Operator	1.3%	1.5%	1.5%
Electrical and Mechanical Technician	0.0%	5.3%	4.9%
A/C Technician	0.0%	0.1%	0.1%
Automotive	0.0%	0.1%	0.1%
Electrician	0.0%	1.5%	1.4%
Electro/Mechanical Others	0.0%	2.1%	1.9%
Plumbing/Pipe Fitter	0.0%	0.9%	0.8%
Welder	0.0%	0.6%	0.5%
Elementary Occupations	53.0%	55.0%	54.8%
Cleaning and Laundry	48.3%	11.2%	14.4%
Labour (Specified)	1.3%	5.7%	5.3%
Labour (Unspecified)	2.6%	35.9%	33.0%
Packaging, Loading, Shipping and Delivery	0.8%	2.2%	2.1%
Manufacturing	3.5%	2.0%	2.1%
Manufacturing	3.5%	2.0%	2.1%
Office/Administrative/Associate Professionals	3.1%	1.2%	1.3%
Office/Administrative/Associate Professionals	3.1%	1.2%	1.3%
Others	0.4%	0.4%	0.4%
Others	0.4%	0.4%	0.4%
Professionals and Managers	0.8%	0.5%	0.5%
Managers	0.2%	0.2%	0.2%
Professionals	0.6%	0.3%	0.3%
Service & Sales	36.3%	16.2%	18.0%
Baker/Dessert Maker	0.1%	0.2%	0.2%
Barista/Coffee Maker	0.1%	0.3%	0.3%
Beauty & Fitness	3.7%	0.2%	0.5%
Caregiver/ Au Pair/Nursing Aide	12.0%	0.0%	1.1%
Cook/Chef	0.6%	2.0%	1.9%
Hospitality-Others	2.7%	1.7%	1.8%
Housekeeping	1.9%	0.3%	0.4%
Retail	5.6%	1.9%	2.3%
Security	2.3%	6.9%	6.5%
Tailor	0.7%	0.3%	0.4%
Waiter/Waitress	6.5%	2.3%	2.7%
Supervisor and Foreman	0.6%	0.9%	0.9%
Foreman	0.0%	0.4%	0.3%
Supervisor	0.6%	0.5%	0.5%

Source: DOFE

The mode of obtaining labour approvals – whether it is via recruitment agencies or individual channels– also influences the occupational profile of migrant workers. A relatively higher share of workers mobilized through recruitment agencies are employed in elementary occupations compared to the share of workers obtaining labour approvals individually or through regularization. A possible explanation could be that recruitment agencies obtain bulk demand for workers in elementary occupational categories whereas migrant workers opting for the two other two channels independently are more selective and have more

say in their occupational choice (Table 24). The share of workers employed in retail and hotel services is relatively higher for workers obtaining individual labour approvals.

TABLE 24: OCCUPATION PROFILE OF MIGRANTS BY MODE OF OBTAINING LABOUR APPROVAL

Row Labels	Regularization	New	RA
Agriculture, Fishery , Poultry, Animal and Gardener	0.2%	0.1%	0.2%
Agriculture, Fishery , Poultry, Animal and Gardener	0.2%	0.1%	0.2%
Aviation and Cruise	1.2%	2.0%	0.4%
Aviation and Cruise	1.2%	2.0%	0.4%
Construction	4.9%	4.4%	9.9%
Carpenter	1.2%	0.9%	2.5%
Const.Others	0.4%	0.7%	0.4%
Mason	1.7%	1.9%	3.8%
Painter	0.8%	0.5%	1.0%
Scaffolding	0.2%	0.0%	0.9%
Steel Fixture	0.5%	0.4%	1.3%
Driver/Machine Operator	5.7%	5.3%	7.3%
Driver	4.2%	1.8%	5.9%
Machine Operator	1.5%	3.5%	1.4%
Electrical and Mechanical Technician	4.2%	3.2%	5.0%
A/C Technician	0.1%	0.1%	0.1%
Automotive	0.1%	0.1%	0.1%
Electrician	1.2%	0.9%	1.5%
Electro/Mechanical Others	2.0%	1.5%	1.9%
Plumbing/Pipe Fitter	0.3%	0.3%	0.9%
Welder	0.4%	0.3%	0.6%
Elementary Occupations	27.9%	32.1%	58.2%
Cleaning and Laundry	6.5%	13.1%	15.2%
Labour (Specified)	2.0%	6.4%	5.6%
Labour (Unspecified)	17.1%	11.0%	35.3%
Packaging, Loading, Shipping and Delivery	2.3%	1.6%	2.1%
Manufacturing	2.3%	0.3%	2.2%
Manufacturing	2.3%	0.3%	2.2%
Office/Administrative/Associate Professionals	5.7%	5.2%	0.8%
Office/Administrative/Associate Professionals	5.7%	5.2%	0.8%
Others	1.3%	1.8%	0.3%
Others	1.3%	1.8%	0.3%
Professionals and Managers	3.1%	4.2%	0.1%
Managers	1.3%	1.4%	0.0%
Professionals	1.8%	2.8%	0.1%
Service & Sales	40.8%	39.1%	15.0%
Baker/Dessert Maker	0.3%	0.3%	0.1%
Barista/Coffee Maker	0.7%	0.2%	0.2%
Beauty & Fitness	1.2%	2.5%	0.4%
Caregiver/ Au Pair/Nursing Aide	0.5%	1.1%	1.1%
Cook/Chef	7.5%	9.9%	1.1%
Hospitality-Others	3.0%	3.9%	1.6%
Housekeeping	0.8%	2.5%	0.3%
Retail	8.4%	3.6%	1.6%
Security	12.4%	7.6%	5.9%
Tailor	0.9%	0.7%	0.3%
Waiter/Waitress	4.9%	6.9%	2.3%
Supervisor and Foreman	2.7%	2.3%	0.6%
Foreman	0.5%	0.5%	0.3%
Supervisor	2.2%	1.8%	0.3%

Source: DOFE

A country specific analysis is also informative. Elementary positions are the most prominent among Nepali workers in all major GCC destination countries as captured by the high share of specified and unspecified labour categories. In the UAE, cleaning is the most prominent (Table 25). In Qatar, after the labour category, driving, cleaning and construction are common occupational categories. In Malaysia, the manufacturing and machine operator and security categories are prominent.

TABLE 25: OCCUPATION PROFILE OF MIGRANTS BY DESTINATION COUNTRY

	Kuwait	Malaysia	Qatar	Saudi Arabia	UAE	Others
<i>Agriculture, Gardener, Food Processing etc</i>	0.00%	0.00%	0.00%	0.30%	0.30%	0.80%
<i>Agriculture, Gardener, Food Processing etc</i>	0.00%	0.00%	0.00%	0.30%	0.30%	0.80%
<i>Aviation and Cruise</i>	0.40%	0.10%	0.40%	0.00%	0.80%	1.20%
<i>Aviation and Cruise</i>	0.40%	0.10%	0.40%	0.00%	0.80%	1.20%
<i>Construction</i>	11.90%	0.20%	14.80%	4.90%	8.90%	4.00%
<i>Carpenter</i>	2.60%	0.00%	3.90%	0.80%	2.60%	0.50%
<i>Others</i>	0.90%	0.20%	0.50%	0.70%	0.20%	0.20%
<i>Mason</i>	0.30%	0.00%	6.90%	1.20%	3.60%	0.90%
<i>Painter</i>	0.70%	0.00%	1.90%	1.00%	0.60%	0.10%
<i>Scaffolding</i>	5.40%	0.00%	0.00%	0.50%	0.30%	2.20%
<i>Steel Fixture</i>	2.00%	0.00%	1.50%	0.70%	1.60%	0.20%
<i>Driver/Machine Operator</i>	6.50%	8.90%	8.30%	12.80%	2.40%	4.30%
<i>Driver</i>	4.00%	0.00%	7.90%	10.90%	1.70%	2.10%
<i>Machine Operator</i>	2.50%	8.90%	0.30%	1.90%	0.80%	2.10%
<i>Electrical and Mechanical Technician</i>	5.80%	0.10%	8.00%	4.30%	3.20%	2.10%
<i>A/C Technician</i>	0.00%	0.00%	0.10%	0.10%	0.10%	0.00%
<i>Automotive</i>	0.00%	0.00%	0.00%	0.20%	0.10%	0.00%
<i>Electrician</i>	0.80%	0.00%	2.60%	1.00%	1.10%	0.40%
<i>Others</i>	2.80%	0.10%	3.00%	1.30%	1.40%	1.20%
<i>Plumbing/Pipe Fitter</i>	0.50%	0.00%	1.80%	0.80%	0.20%	0.20%
<i>Welder</i>	1.60%	0.00%	0.40%	1.10%	0.20%	0.30%
<i>Elementary Occupations</i>	52.40%	24.00%	56.80%	66.70%	58.70%	31.90%
<i>Cleaning and Laundry</i>	8.30%	5.90%	7.30%	6.90%	32.20%	12.40%
<i>Labour (Specified)</i>	10.50%	6.40%	2.70%	7.70%	4.50%	6.80%
<i>Labour (Unspecified)</i>	31.60%	10.70%	46.60%	48.80%	18.90%	9.20%
<i>Packaging, Loading, Shipping and Delivery</i>	2.00%	1.00%	0.30%	3.20%	3.00%	3.50%
<i>Manufacturing</i>	0.50%	34.90%	0.00%	0.90%	0.40%	3.10%
<i>Manufacturing</i>	0.50%	34.90%	0.00%	0.90%	0.40%	3.10%
<i>Office/Administrative/Associate Professionals</i>	0.60%	0.10%	1.60%	0.20%	2.20%	1.50%
<i>Office/Administrative/Associate Professionals</i>	0.60%	0.10%	1.60%	0.20%	2.20%	1.50%
<i>Others</i>	0.90%	0.20%	0.20%	0.60%	0.30%	1.10%
<i>Others</i>	0.90%	0.20%	0.20%	0.60%	0.30%	1.10%
<i>Professionals and Managers</i>	0.10%	0.10%	0.30%	0.10%	0.20%	3.00%
<i>Managers</i>	0.00%	0.10%	0.10%	0.00%	0.10%	1.00%
<i>Professionals</i>	0.10%	0.10%	0.20%	0.10%	0.10%	2.00%
<i>Service & Sales</i>	20.50%	31.20%	7.90%	9.00%	22.30%	45.60%
<i>Baker/Dessert Maker</i>	0.30%	0.00%	0.10%	0.20%	0.10%	0.30%
<i>Barista/Coffee Maker</i>	0.10%	0.00%	0.00%	0.90%	0.20%	0.10%
<i>Beauty & Fitness</i>	1.70%	0.00%	0.20%	0.10%	0.80%	1.20%
<i>Caregiver/ Au Pair/Nursing Aide</i>	0.00%	0.00%	0.00%	0.00%	0.00%	9.50%
<i>Cook/Chef</i>	2.80%	1.80%	0.90%	0.80%	1.70%	6.80%
<i>Others</i>	2.60%	0.60%	0.50%	3.60%	1.60%	3.00%
<i>Housekeeping</i>	0.10%	0.10%	0.00%	0.00%	0.10%	3.10%
<i>Retail</i>	3.50%	3.00%	1.30%	0.30%	4.60%	1.90%
<i>Security</i>	3.10%	25.80%	3.10%	0.00%	9.80%	14.30%
<i>Tailor</i>	0.20%	0.00%	0.30%	0.20%	0.40%	1.10%
<i>Waiter/Waitress</i>	6.10%	0.10%	1.40%	2.90%	3.10%	4.10%
<i>Supervisor and Foreman</i>	0.30%	0.10%	1.80%	0.10%	0.30%	1.30%
<i>Foreman</i>	0.10%	0.00%	0.90%	0.10%	0.00%	0.10%
<i>Supervisor</i>	0.20%	0.10%	0.90%	0.10%	0.30%	1.20%

Source: DOFE

The geographical distribution of migrant workers by occupation shows that in 2018/19, the UAE and Qatar were recipient of the highest number of workers in most key categories. A caveat is that the volume of outmigrants to Malaysia, a key destination country for Nepali workers, was low in 2018/19 as detailed in Chapter 2, so this pattern would look different in a typical year for a few occupational categories. In 2018/19, while the UAE received the highest share of Nepali security guards, cleaners, sales and waiters, Qatar was host to the highest share of drivers, plumbers and carpenters (Table 26). Malaysia was the recipient of the highest share of workers in the manufacturing and machine operator categories in 2018/19. The major host countries for workers in the caregiver category that is predominantly female are non-traditional destination countries such as Cyprus, Jordan and Turkey.

TABLE 26: TOP 5 DESTINATION COUNTRIES BY MAJOR OCCUPATIONAL CATEGORY

Cleaning and Laundry	34087	Security	15294	Driver	13222	Waiter/Waitress	6400
UAE	20242	UAE	6129	Qatar	5957	UAE	1915
Qatar	5466	Malaysia	2580	Saudi Arabia	5003	Saudi Arabia	1358
Saudi Arabia	3188	Qatar	2315	UAE	1061	Qatar	1044
Kuwait	1332	Afghanistan	1596	Kuwait	644	Kuwait	983
Oman	951	Bahrain	689	Bahrain	270	Malta	236
Others	2908	Others	1985	Others	287	Others	864
Mason	8313	Retail	5319	Carpenter	5520	Manufacturing	5056
Qatar	5206	UAE	2859	Qatar	2939	Malaysia	3487
UAE	2282	Qatar	971	UAE	1660	Jordan	618
Saudi Arabia	539	Kuwait	560	Kuwait	423	Saudi Arabia	435
Maldives	57	Malaysia	296	Saudi Arabia	369	UAE	220
Kuwait	48	Oman	294	Oman	23	Poland	89
Others	181	Others	339	Others	106	Others	207
Packaging, Loading, Shipping and Delivery	4955	Cook/Chef	4531	Machine Operator	3459	Electrician	3341
UAE	1910	UAE	1054	Malaysia	894	Qatar	1939
Saudi Arabia	1485	Qatar	696	Saudi Arabia	888	UAE	689
Poland	456	Kuwait	441	UAE	476	Saudi Arabia	474
Kuwait	326	Saudi Arabia	375	Kuwait	399	Kuwait	134
Qatar	204	Oman	328	Czech Republic	257	Oman	20
Others	574	Others	1637	Others	545	Others	85
Office/Administrative/Associate Professionals	3141	Steel Fixture	2813	Caregiver/ Au Pair/ Nursing Aide	2529	Painter	2332
UAE	1351	Qatar	1137	Cyprus	1508	Qatar	1408
Qatar	1173	UAE	979	Jordan	571	Saudi Arabia	447
Saudi Arabia	109	Kuwait	323	Turkey	232	UAE	351
Kuwait	102	Saudi Arabia	320	Israel	57	Kuwait	106
Bahrain	79	Oman	28	Germany	46	Oman	6
Others	327	Others	26	Others	115	Others	14
Plumbing/Pipe Fitter	1984	Scaffolding	1909	Beauty & Fitness	1286	Welder	1277
Qatar	1385	Kuwait	865	UAE	516	Saudi Arabia	487
Saudi Arabia	348	Bahrain	477	Kuwait	267	Qatar	282
UAE	129	Saudi Arabia	239	Qatar	135	Kuwait	263
Kuwait	80	UAE	203	Bahrain	130	UAE	154
Maldives	17	Oman	55	Turkey	77	Poland	29
Others	25	Others	70	Others	161	Others	62
Supervisor	1264	Aviation and Cruise	1175	Housekeeping	970	Tailor	854
Qatar	658	UAE	497	Turkey	287	Qatar	231
UAE	196	Qatar	301	Malta	271	UAE	221
Bahrain	37	Turkey	107	UAE	81	Jordan	132
Kuwait	36	Kuwait	57	Romania	74	Russia	88
Saudi Arabia	35	China	31	Singapore	42	Saudi Arabia	83
Others	302	Others	182	Others	215	Others	99
Foreman	765	Professionals	762	Barista/Coffee Maker	601	Agriculture	559
Qatar	695	Japan	227	Saudi Arabia	396	UAE	180
Saudi Arabia	30	Qatar	115	UAE	119	Saudi Arabia	136
Kuwait	11	USA	103	Qatar	36	Turkey	95
Bahrain	6	Maldives	82	Oman	26	Poland	74
Czech Republic	4	UAE	44	Kuwait	14	Qatar	22
Others	19	Others	191	Others	10	Others	52
Managers	460	Baker/Dessert Maker	380	Automotive	192	A/C Technician	165
Qatar	104	Qatar	86	UAE	86	Qatar	77
UAE	77	Saudi Arabia	81	Saudi Arabia	83	UAE	51
PAPUA NEW GUINEA	52	UAE	72	Qatar	7	Saudi Arabia	26
New Zealand	46	Oman	56	Bahrain	5	Malta	5
Japan	30	Kuwait	55	Kuwait	3	Kuwait	3
Others	151	Others	30	Others	8	Others	3

Source: DOFE

The Government of Nepal has strongly prioritized skills development of migrant workers. For example, the FEB intends to provide skills training free of cost to over 15000 aspirant migrant workers in 13 trades in 2019/20 in coordination with the Council for Technical Education and Vocational Training (CTEVT) and National Skills Testing Board (NSTB). Developing a demand-driven skills agenda is a challenge due to information asymmetry and coordination challenges and more so in a cross-border context. Major challenges in Nepal's experience have been ensuring that the credentials and certification of Nepal are recognized by foreign employers so workers are duly compensated.

In this context, engaging the employers and their associations as well as governments of the destination country can help in the design of targeted skills training programs. The FEIMS database can be an important resource to identify the larger employers of Nepali workers that Nepali stakeholders can engage with. For example, the Responsible Business Alliance (RBA) has developed a Code of Conduct to set "social, environmental and ethical industry standards" in supply chains that are based on international norms and standards on human and labour rights. Identifying and engaging with companies associated with RBA can help advance ethical recruitment practices and joint skills training programs. Similarly, it is also important to better assess the dynamics of the international labour market while designing training programs targeted to aspirant workers including:

- The nationalization policies in the GCC provide a better understanding of the occupations and sectors in which the hiring of foreign workers is expected to grow, shrink or remain unchanged.
- The elementary jobs that represent a high share of migrant workers as seen above may also be the most vulnerable to automation which makes it a priority to move away from routine mechanical skills.
- With demographic shifts and worker shortages, opportunities in different sectors are opening up in ageing societies around the world, as seen in the case of Japan with which Nepal recently signed a Memorandum of Cooperation.

In Nepal's experience, the involvement of Jordanian employers in the training provided in the garment sector to aspiring Nepali migrant workers is seen to be an effective model. In addition, companies from Singapore, Malaysia and Japan have increasingly expressed interest to operate skills training centers in Nepal under joint partnership models so workers are equipped with skills that meet their requirements. Similarly, training courses that are recognized internationally such as those certified by City and Guilds are also provided in Nepal.

Building on these experiences, the Government of Nepal's priority is to further expand partnerships with the players of the destination country for practical, results-oriented joint skills development programs. The bilateral labour agreements that Nepal has entered into include provisions on joint skills training initiatives. Similarly, the GCM emphasizes global skills partnerships.⁷⁸ Seizing these platforms to further strengthen Nepal's skilling initiatives to prepare a competitive workforce for both the domestic and international labour markets is a priority. In this regard, a systems approach that considers the wide range of stakeholders including the related Government stakeholders, employers, recruitment agencies, industry associations, development partners, civil society and migrant workers will be necessary.

⁷⁸ See Clemens (2015) for more detailed information on global skills partnerships.



Chapter 5:

Way Forward



Chapter 5: Way Forward

As discussed in the preceding Chapters, labour migration governance is complex and multidimensional. The Government of Nepal has set up an elaborate migration governance system with relevant policies, acts and programs in place that cover all stages of the migration cycle. The recent policy initiatives of the Government have been crucial in generating unprecedented momentum for migration governance reforms. The priority ahead will be to ensure the effective implementation of these reform initiatives. The following areas of improvement highlight some of the key priorities to realize the Government's reform objectives based on findings from this Report:

Way Forward

1. EVIDENCE-BASED POLICYMAKING

A. FOREIGN EMPLOYMENT POLICY

- The Foreign Employment Policy 2012 is currently being revised. The following aspects should be adequately reflected in the revised Policy:
 - The Policy should be strongly grounded on reality to guide a clear and time-consistent stance and direction on labour migration. The review of the Periodic Plans has shown varying priorities across and within policy documents, which signifies the need for more clarity and better coherence on the views and priorities on foreign employment along with a clear picture of Nepal's direction on labour migration. The Policy should be better harmonized with sectoral policies (including agriculture, industrial, foreign investment, skills, employment, education and health policies) and other broader national policies such as the Periodic Plans. It should also reflect the spirit of global commitments such as the GCM and SDGs.
 - In the context of a federalized system of governance, the Policy needs to guide the roles and responsibilities of each tier of Government in migration governance along with strong vertical coordination mechanisms. The high-level Foreign Employment Coordination Committee established under the Foreign Employment Policy should be expanded to include representatives from the local and provincial governments and be empowered to make actionable policy-level decisions.
 - The Policy should address the heterogeneity across migration corridors in terms of the volume of migrants, sectors of employment, the modality of recruitment, and corridor maturity.
 - The Policy should provide avenues for different types of bilateral cooperation in addition to MOUs and BLAs such as government to government agreements, sector-specific agreements, skills partnerships and social security agreements.
 - The Policy should be forward-looking with provisions to include migrant workers to Nepal's contributory social security scheme and overseas voting during general elections in Nepal.
 - Complementarities between the domestic and foreign employment agenda need to be explored.

A high-level coordination committee including relevant stakeholders of domestic as well as foreign employment can be set up to identify areas of complementarities and collaboration.

- Considering the multiplicity of government and non-government stakeholders involved in migration governance, there is a need to take a systems approach to assess and assign the roles and responsibilities of the different stakeholders to achieve the goals envisioned by the Policy. This should be reflected in the Workplan of the Policy as well as in the annual workplan and budget of MOLESS.

B. FOREIGN EMPLOYMENT INFORMATION MANAGEMENT SYSTEM (FEIMS)

- The FEIMS can be upgraded to address the following:
 - Standardization of the occupation and skills category in line with international classifications and practice;
 - FEIMS should be updated to incorporate municipality-based information of migrant workers, the split in the two districts (Rukum and Nawalparasi) as well as additional data such as the educational background of migrant workers; and
 - The FEIMS should enable Employers to access the system which would improve recordkeeping and ease the process of verification of job demand.
- The Government's effort in building a robust database to track regular migrant workers is exemplary and can serve as a good example globally. However, more effort is needed to realize the potential of the database to inform policymaking including trend analysis, identification of emerging destination markets and mobilization of the largest employers to advance the Government's policy priorities. In this regard, a stronger research-oriented coordination is needed among concerned agencies.
- The integration of FEIMS with the information management system of the destination country should be prioritized as part of the Government's bilateral efforts to ensure better joint monitoring of the recruitment, employment and repatriation process. This exercise could be first tested in partnership with the Government of one of the destination countries with which Nepal has concluded a bilateral labour agreement.
- A dedicated team of technical experts at DOFE is necessary for the uninterrupted system management and regular up-gradation of FEIMS. This is also important in the context of the expanding use of FEIMS by different government and non-government stakeholders.
- FEIMS should be made user-friendly for all stakeholders, especially the migrant workers. In addition, the customized reporting functionalities of the FEIMS needs to be upgraded and made more user-friendly. The coordination between DOFE and Diplomatic Missions needs to be strengthened for the proper utilization of FEIMS, along with periodic training sessions to familiarize staff of Diplomatic Missions with its functionalities.
- With the increased focus on making all services related to the recruitment process available online, periodic beneficiary feedback surveys need to be conducted to better understand the challenges in using the new and evolving system.

C. OTHER DATA SOURCES SHOULD ALSO BE PRIORITIZED

- Migration to India needs to be better understood including volume, employment characteristics, remittance behavior, common vulnerabilities faced by migrant workers by facilitating recordkeeping of India bound migrant workers at the local level.
- A better coordination mechanism needs to be set up between NPC, MOLESS and CBS for data-related efforts.⁷⁹ A representative survey on labour migration that is conducted at least once in two years could greatly inform MOLESS's policymaking. The current nationally representative surveys are not conducted regularly enough and exclude key variables of interest important for migration-related policymaking.⁸⁰ This effort could be led in collaboration with the CBS and local governments.
- Local governments have the mandate to create databases that also include individuals in foreign employment. Efforts are also underway to create profiles that are focused either exclusively on migration or as part of the broader profile of the municipality. In this regard, a three-tier institutional mechanism needs to be set up to develop a common framework and variables related to labour migration that would help bring uniformity and consistency in the information collected. This would allow comparisons across local governments as well as to collate the local level data to build provincial and national migration profiles.
- Information on the stock of migrant workers in the destination country by their place of concentration could be collected as part of the Government's bilateral efforts. This information could be periodically updated and made accessible to key migration stakeholders including FEB and Diplomatic Missions.
- The Government should work towards maintaining reliable data on cases and victims of human trafficking as well as those of traffickers disguised under the facade of labour migration. MOLESS should coordinate with MoHA, MOFA and MoWCSS to identify different types of trafficking and take necessary actions to curb such practices.
- FEIMS should also be eventually linked to the national ID database that is currently being developed by the MOHA.
- Evidence-based policymaking should be prioritized by mobilizing technical experts for demand-based research including researchers from universities, research centers, and the Nepali diaspora.⁸¹

2. PROCEDURAL CHANGES

- The Government can consider adopting an integrated service delivery mechanism to provide all labour migration-related services including creating individual profiles of migrant workers or FEIMS, opening bank accounts, depositing insurance fees and contributing to the Welfare Fund, under one roof. In the interim, the Government should make available the necessary resources to guide migrant workers to setup their FEIMS profiles and complete the due processes within its premises at the Kathmandu- and province-based offices.

⁷⁹ For example, targeting the upcoming Census in 2021, MOLESS can coordinate with CBS to include relevant labour and migration related indicators. In addition, this coordination could also help set the baseline and track progress on migration related indicators of the 15th Periodic Plan and SDG 2030, among others.

⁸⁰ The last NLSS was conducted in 2010/11. While the last LFS was conducted in 2017/18, it has several limitations including lack of information on consumption and remittance patterns, recruitment costs etc that are of importance for migration related policymaking.

⁸¹ Examples of high priority research topics on migration to inform Nepal's policymaking efforts include the impact of nationalization policies in destination countries, especially the GCC, on the demand for Nepali workers; foreign employment opportunity exploration to inform Nepal's diversifications strategy; the relevance of skills training obtained in Nepal to increase the returns to employment in the destination country; social remittance in Nepal and its impact at the individual, community and national levels; what the "future of work" means for the future of job opportunities for Nepali migrant workers.

- The possibility of simplifying the recruitment process for higher-skilled and professional categories needs to be considered as they are better informed and well-equipped to navigate the recruitment system on their own. An online pre-departure orientation system can be introduced for these categories.

3. MIGRATION IN A FEDERAL CONTEXT

- Sustained efforts to provide orientation and capacity building of local governments to carry out foreign employment-related functions including those mandated by LGOA need to be prioritized. Provincial and federal governments could coordinate regular forums to showcase good practices and share learnings in migration governance at the local level.
- Local governments require adequate financial resources to carry out their foreign employment related mandate. A proper mapping of available budget to carry out migration-related activities is a priority which in addition to their own budget could also include the Welfare Fund, provincial budget and external assistance.
- Good practices at the federal level such as Felicitation of Returnee Entrepreneurs, Employment Conference and International Migrants Day celebration can be replicated at the local and provincial levels.
- It is important to assess the interlink between MRCs and Employment Service Centers and to explore the possibility of integration and/or stronger coordination between the two so that migrant workers can make an informed choice considering both domestic and foreign employment opportunities.
- At each provincial level, training centers that meet international standards could be set up mobilizing support from major destination countries, the private sector and development partners. The possibility of mobilizing foreign employers or service providers to provide short-term training via different forms of partnerships with these training centers can also be considered.
- Dedicated provincial level labour migration offices equipped with required human resources, physical facilities and logistic support should be established in Provinces 1, 2, 5 and Gandaki where the volume of labour migration is relatively higher. These offices will be gradually entrusted with the authority to carry out all the migration-related services beyond just renewals of labour approval.
- MOLESS should prioritize partnership with local governments to conduct awareness and empowerment campaigns against illegal recruitment, trafficking, forced labour, high recruitment costs and fraudulent activities to promote safe, productive and dignified migration.
- Local governments are well placed to address the social costs of migration. It is necessary to mobilize schools, MRCs, ESCs, female volunteer health workers and social mobilizers to support families left behind, especially children and ageing parents experiencing care drain as well as migrant returnees in need of support. This would ensure early identification and timely interventions to at-risk individuals.⁸²
- Migration stakeholders engaged in training, orientation, health-related services and recruitment agencies should be encouraged to establish their presence at the local level. In the meantime, the monitoring role of the provincial offices and the local governments should also be expanded.

⁸² Referrals to existing local programs run by related user groups, village level children protection committees and ward citizen forums or design of new programs targeting families of migrant workers should be prioritized.

4. LABOUR DIPLOMACY AND THE ROLE OF MISSIONS

- A coordination mechanism under the leadership of the Secretaries of MOLESS and MOFA should be set up. This would ensure timely response to address issues faced by migrant workers in destination countries that calls for close coordination across Ministries in Nepal including MOLESS, MOFA, MOH, MOWCSC and MOHP. Formulation of a Manual for worker protection in destination countries specifying and detailing the roles and responsibilities of each agency should be prioritized.
- Missions need to be equipped with adequate resources. In major cities of destination countries that host a high volume of migrant workers, the possibility of setting up separate consulate offices should be considered. These offices would be responsible for the overall migration-related activities and would work under the one country team approach.
- The presence of labour counselors and attaches is necessary in key destination countries. For example, in Japan, following the SSW agreement, a point of contact that oversees both labour issues and marketing and coordination with employers is required. Similarly, the absence of labour attaches is also increasingly felt in countries like Jordan, Poland, Portugal and Turkey that do not have residential diplomatic missions. In all countries with which Nepal has concluded bilateral agreements, labour attaches and/or counselors should be appointed to ensure its smooth implementation.
- The use of FEIMS by all diplomatic missions needs to be encouraged.
- Standard operating procedures for migration-related services in Nepali Missions such as support to migrants in distress including those in jails, detention centers, shelters and hospitals, and settlement of labour disputes abroad should be prioritized.
- The possibility of setting up an emergency fund targeted towards labour migrants, especially vulnerable ones, at Missions should be considered.
- Alternate mechanisms for demand attestation should be considered in existing and emerging destination countries. This includes possibilities of online attestation where concerned employers can submit all required information and documents or authorizing Consulate Generals and Honorary Consuls to attest demands.
- The selection and training of labour attaches and counselors should be revisited. The selection process should be merit-based and include both a written examination and presentation to test the grasp of the candidate on pertinent issues in labour migration and diplomacy. The induction training curriculum should be revised to reflect new developments in labour migration governance, especially the operation of the FEIMS and the provisions in the bilateral labour agreements. A two-week overlap between the incoming and outgoing labour attaché or counselor at the destination country should be ensured for a smooth transition.

5. BILATERAL LABOUR AGREEMENTS

- Regular inter-agency meetings representing MOLESS, MOFA and MOLJPA should be conducted to assess the overall implementation of the bilateral agreements, the timeliness of Joint Committee meetings for all BLAs/MOUs and the identification of potential destination countries for bilateral labour cooperation, among others. A manual that covers the full cycle of the MOU/BLA including the required preparations, drafting, negotiations and implementation needs to be prepared along with specific responsibilities of

the concerned agency to institutionalize and standardize the process.⁸³

- In addition to MOU provisions that are operational, MOLESS could also prioritize developing actionable protocols on specific areas of cooperation such as skills partnership, integrated recruitment systems, portability of social security system and sharing of labour market information, among others.
- Joint Working Group (JWG) meetings should be organized on a regular basis as envisioned in the MOU. The Record of Discussions prepared as part of the JWG meetings should include tangible action-oriented agenda with individual and joint responsibilities assigned to both parties.
- JWG should be further strengthened by expanding the roles and responsibilities of the concerned stakeholders, especially the concerned Mission, to operationalize priorities identified during the JWG meetings as well as the overall MOU provisions.
- Strategic communication to ensure that all stakeholders including recruitment agencies, workers, employers as well as the concerned private sector and civil society have a common understanding of the provisions of the MOUs needs to be prioritized. In addition, a procedure should be developed to take inputs for bilateral agreements from stakeholders during the drafting stage of the agreements.

6. DIVERSIFICATION

- To advance Nepal's diversification strategy to expand to new destination countries, employment sectors and skills levels, the following should be considered:
 - A list of criteria that covers demography and skills shortage, foreign worker admission policies, labour laws, presence of other foreign workers and cultural aspects
 - Positioning Nepal's strengths in diverse sectors, especially the ones with the growing demand that are comparatively safe and rewarding in which Nepali workers are underrepresented.
 - Utilizing FEIMS to identify and engage with the large employers with good track record in placements, worker safety, terms of employment etc. In addition, engagement with industry associations at the destination country should be strongly prioritized.
- The time limit on employment contracts to be eligible for labour approvals needs to be reviewed. For rewarding employment opportunities, seasonal and short-term approvals need to be considered on a country-wise basis. A guideline containing operation modality and minimum criteria in the terms of employment for shorter-term engagements needs to be developed.
- A specific guideline addressing the peculiar issues in the seafarers' sector should be developed in order to ease the bottlenecks associated with the pre-approval and final approval of the workers in the sector.
- Innovations in financing joint training partnerships can be explored to increase the relevance and returns of skills training for aspirant migrant workers by promoting mutual recognition and certification of the attained skills:
 - Partnerships with the development partners, in particular the bilateral donors representing the concerned destination country like Japan, South Korea and Germany.
 - Channeling Corporate Social Responsibility funds, especially in coordination with the large private sector players benefiting from the foreign employment industry including remittance companies, banks, foreign-based employers, airlines etc.

⁸³ A checklist of all the steps that need to be implemented including setting up related preparation team, reviewing the labour market condition of the destination country, templates of information to be acquired from the diplomatic mission to inform the drafting of the MOU/BLA, model BLA etc.

- Public-Private Partnerships between the Government and training providers and skills assessors, especially those with international skills recognition.
- To sustain the skilling efforts targeted to aspiring migrant workers, a separate funding mechanism can be established that comprises of a set portion of the Welfare Fund, the Government's budget and the aforementioned sources including funds from development partners and private sector.
- Noting the limited reach and network of Nepali recruitment agencies, the fund set aside by the revised Foreign Employment Rules for their capacity building can be channeled towards familiarization trips or joint marketing missions and training on key topics like marketing strategies, ethical recruitment practices etc.
- Safe and productive employment opportunities for female migrant workers need to be identified in sectors such as healthcare, garment, sales and hospitality. It is necessary to conduct an assessment of potential destination countries regarding legal instruments in place that cover the domestic work sector with which Nepal can enter into bilateral labour agreements to ensure the maximum protection of domestic workers.

7. ORIENTATION

- Pre-decision orientation seminars should also be scaled up and provided at a large scale in partnership with local governments through MRCs and ESCs.
- It is necessary to assess the effectiveness of various aspects of the orientation classes (delivery method, duration, curriculum) via rigorous evaluation methods like Randomized Controlled Trials to identify areas for further improvement.
- Information provided in the orientation classes along with necessary updates should also be made available online through websites, social media and mobile applications.
- Partnership with the destination country on pre-departure and post-arrival orientation should be prioritized. In this regard, the ADD's Comprehensive Information and Orientation Program (CIOP) can serve as a good example.

8. HEALTH

- Noting the long-term implications of working in sectors with high occupational risks, an exploratory study to identify avenues for financing the overall health check-up of returnee migrant workers within a specified period of return should be conducted and the learnings are used to devise a sustainable plan of action.
- Past initiatives to identify the causes of deaths among migrant workers have not produced tangible results. This shortcoming could potentially be overcome via joint investigations in coordination with the Government of the concerned destination country. In case of deaths abroad, it is also important to conduct mandatory post-mortem of the dead body to identify the cause of death.
- Prior to departure, all migrant workers are required to undergo medical tests. Depending on the findings of the common health issues faced by migrants at the destination country, additional medical tests can be made mandatory.

9. FINANCIAL AND SOCIAL REMITTANCE

- A comprehensive study on the reintegration challenges faced by returnee migrant workers is necessary to understand the drivers of the labour market outcomes of returnees to inform reintegration related policies and programs.
- Coordination between the Public Debt Department of the Nepal Rastra Bank and migration-related stakeholders such as DOFE and FEB is needed to effectively market the Foreign Employment Savings Bond. To attract migrant workers to the FESB, a purposive appeal can be made by linking FESB to specific national priority projects. Finally, the commission for agents involved in encouraging migrant workers to buy the FESB and the returns to FESB should be made more attractive.
- While remit-hydro is an example of a large-scale effort to promote collective remittances that has yet to operationalize, similar efforts should be explored by all tiers of Government in priority sectors, such as tourism, agriculture and hydropower.
- MOLESS's felicitation program to select enterprising returnee workers could be conducted at a larger scale, covering returnees from all provinces to recognize their contributions towards employment generation, transfer of knowledge and technology, and to set an example among current migrant workers and returnees. In the same spirit, business plan competitions can also be held targeting enterprising returnee migrant workers.
- Noting the low uptake of the skills certification program conducted by FEB targeting returnee workers, a wider information dissemination strategy should be adopted and coordination with the private sector should be promoted so that there is a visible link between the skills recognition scheme and employment prospects in the country.
- Returnee workers should be equipped with business training to help them produce viable business plans as lessons from the launch of the soft loan program has shown that most business plans were not accepted by financial institutions. Stronger coordination with financial institutions is needed to ensure ownership of the scheme, timely evaluation of the business plan submissions and continuous feedback on improving the operationalization of the program. Returnees should also be provided adequate information on other soft loan programs run by the Government. To facilitate this, a one-stop center that provides information and advisory services to potential entrepreneurs and jobseekers should be prioritized. Such information should also be made available online by the FEB.

10. ACCESS TO JUSTICE


- Information on the different mechanisms to register complaints related to foreign employment and the available services need to be widely disseminated both to workers as well as their families.
- In cases where the verdict is made in favor of workers and the decision is forwarded to the district court for further action, there is an insufficient follow-up to ensure that the decision is enforced and the victim is duly compensated, which needs to be addressed. An MIS system for case management that is also linked to the district courts could potentially improve recordkeeping and monitoring of cases related to foreign employment.
- Sufficient resources need to be provided to ensure that the concerned agencies are properly equipped to cater to the needs of victims in a timely manner.

11. REGIONAL AND GLOBAL GOVERNANCE

- The CP platform should be further leveraged to develop a common voice on key issues in migration governance such as recruitment costs and minimum wages to strengthen collective bargaining. The research studies commissioned by the CP TAWGs should inform pilot projects that can help address common thematic areas of concern. As Chair of the CP, the Government of Nepal can actively seek ways to make the CP strategically effective in terms of engaging with employers and governments of destination countries through avenues such as ADD and GCM.
- Representatives of Nepal's Diplomatic Mission in major destination countries should regularly interact with consular officials and labour attachés of other CP member countries to share good practices and to identify avenues for cooperation and collective bargaining.
- The preparation of the National Strategy for the Implementation of the GCM is timely to identify the most relevant GCM priorities for Nepal and the way forward. Capitalizing on the commitments made in the GCM for enhanced capacity building support to developing countries, MOLESS should seek to mobilize technical and financial support through the UN system. In this regard, the following can be prioritized to achieve tangible outcomes:
 - The Government should prioritize the utilization of the connection hub and the start-up fund to be established under the GCM that facilitates demand-driven, tailor-made and integrated solutions.
 - Given that most major destination countries of Nepali workers have adopted the GCM, the Government of Nepal should continue to draw on the various GCM commitments and objectives while negotiating agreements and raising issues concerning the protection of Nepalis migrant workers.



SKILLS TEST
64
한국산업인력공단
HRD Korea



Annex



ANNEX A:

TABLE I : RECENT RETURNEE WORKER POPULATION BY PROVINCE

Province	Population	%
Province 1	140478	18.6
Province 2	101833	13.5
Province 3	151046	20
Gandaki	89173	11.8
Province 5	143228	18.9
Karnali	63335	8.4
Sudurpashchim	67034	8.9
Total	756126	100

Source: National Labour Force Survey (2017/2018)

TABLE II : CURRENT EMPLOYMENT STATUS BY SEX

Employment Status	Male		Female		Total	Total
	No.	%	No.	%	No.	%
Unemployed	105476	14.5	2411	8.4	107887	14.3
Employed	329424	45.3	4842	16.8	334266	44.2
Outside labour force	292480	40.2	21493	74.8	313972	41.5
Total	727379	100	28746	100	756126	100

Source: National Labour Force Survey (2017/2018)

TABLE III : PERCENTAGE OF POPULATION BY EMPLOYMENT STATUS, SEX AND LAST DESTINATION

Employment Status	India			Malaysia			GCC			Other		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
	%	%	%	%	%	%	%	%	%	%	%	%
Unemployed	12.1	5	11.9	14.6	25	14.9	16.1	2.7	15.7	12.4	0	11.2
Employed	37.6	26.7	37.1	52.4	4.7	50.8	45.6	19.7	44.8	46.4	8.5	42.8
Outside labour force	50.3	68.3	51	33	70.3	34.3	38.3	77.6	39.6	41.1	91.5	45.9

Source: National Labour Force Survey (2017/2018)

TABLE IV : RETURNEE POPULATION BY OCCUPATIONAL CATEGORY AT DESTINATION COUNTRY

Occupation: Abroad	India		Malaysia		GCC		Others	
	No.	%	No.	%	No.	%	No.	%
1 - Managers	0	0	0	0	511	0.2	0	0
2 - Professionals	0	0	0	0	244	0.1	1503	4.5
3 - Technicians and associate professionals	4680	2.3	2251	1.2	2815	0.9	1167	3.5
4 - Clerical support workers	389	0.2	4142	2.1	6273	1.9	2340	7
5 - Service and sales workers	48296	24.2	34337	17.6	63705	19.4	10092	30.1
6 - Skilled agricultural, forestry and fishery workers	5347	2.7	2752	1.4	3826	1.2	990	3
7 - Craft and related trades workers	19943	10	32095	16.5	71669	21.8	1871	5.6
8 - Plant and machine operators, and assemblers	4228	2.1	36948	19	40712	12.4	4430	13.2
9 - Elementary occupations	114193	57.2	82106	42.1	137231	41.8	10867	32.4
10 - Other occupations	2598	1.3	284	0.1	1024	0.3	268	0.8
Total	199673	100	194915	100	328009	100	33529	100

Source: National Labour Force Survey (2017/2018)

TABLE V : RETURNEE POPULATION BY OCCUPATION CATEGORY IN NEPAL

Occupation- Nepal	India		Malaysia		GCC		Others	
	No.	%	No.	%	No.	%	No.	%
1 - Managers	0	0	91	0.1	630	0.4	792	5.5
2 - Professionals	210	0.3	275	0.3	1689	1.2	2269	15.8
3 - Technicians and associate professionals	215	0.3	2139	2.2	2148	1.5	436	3
4 - Clerical support workers	123	0.2	538	0.5	226	0.2	2077	14.5
5 - Service and sales workers	13053	17.6	24739	25	30062	20.5	3783	26.3
6 - Skilled agricultural, forestry and fishery workers	12143	16.4	17076	17.3	16750	11.4	1904	13.3
7 - Craft and related trades workers	19698	26.6	21791	22	46133	31.4	2440	17
8 - Plant and machine operators, and assemblers	2671	3.6	10834	11	17588	12	229	1.6
9 - Elementary occupations	25640	34.6	21454	21.7	31633	21.5	217	1.5
10 - Other occupations	351	0.5	0	0	0	0	221	1.5
Total	74105	100	98936	100	146858	100	14367	100

Source: National Labour Force Survey (2017/2018)

TABLE VI : SECTOR OF EMPLOYMENT IN NEPAL BY LAST DESTINATION

	Formal	Informal	Total	Formal	Informal
	No.	No.	No.	%	%
India	10353	63752	74105	14	86
Malaysia	20400	78536	98936	20.6	79.4
GCC	36789	110069	146858	25.1	74.9
Other	9883	4485	14367	68.8	31.2
Total	77425	256841	334266	23.2	76.8

Source: National Labour Force Survey (2017/2018)

TABLE VII : SECTOR OF EMPLOYMENT IN NEPAL BY PROVINCE

Finalized Province	No.			%	
	Formal	Informal	Total	Formal	Informal
Province 1	14372	49726	64098	22.4	77.6
Province 2	6491	39418	45908	14.1	85.9
Province 3	21255	64441	85696	24.8	75.2
Gandaki	11050	25501	36551	30.2	69.8
Province 5	15549	48766	64314	24.2	75.8
Karnali	6869	13018	19887	34.5	65.5
Sudurpashchim	1840	15972	17812	10.3	89.7
Total	77425	256841	334266	23.2	76.8

Source: National Labour Force Survey (2017/2018)

TABLE VIII : REASON FOR RETURNING BY LAST DESTINATION

M10.Cause of leaving work	India	Malaysia	GCC	Other	Total	India	Malaysia	GCC	Other	Total
	No.	No.	No.	No.	No.	%	%	%	%	%
Removed from work	0	23090	26010	1441	50540	0	13	9.2	5.9	10
Temporary work finished	4519	43057	70480	3532	121587	23.5	24.2	24.9	14.3	24.1
Retired	1248	3299	4182	1219	9949	6.5	1.9	1.5	5	2
Disabled/Injured/Sick	1280	19051	20768	1741	42840	6.7	10.7	7.3	7.1	8.5
Study	0	0	0	2042	2042	0	0	0	8.3	0.4
Pregnant/Family responsibility	2890	6118	14026	1805	24839	15	3.4	5	7.3	4.9
Resignation	88	8995	14938	1590	25612	0.5	5.1	5.3	6.5	5.1
Family obstacle	2757	8437	13499	448	25140	14.4	4.7	4.8	1.8	5
Search for better job	915	17426	37870	4504	60715	4.8	9.8	13.4	18.3	12
Unmatch work	2024	8956	27902	567	39449	10.5	5	9.9	2.3	7.8
Temporary/Seasonal/Project terminated	1317	18499	24916	3817	48548	6.9	10.4	8.8	15.5	9.6
Others	2167	20739	28134	1914	52955	11.3	11.7	10	7.8	10.5
Total	19206	177665	282726	24619	504215	100	100	100	100	100

Source: DOFE

ANNEX B:

TABLE IX : LABOUR APPROVAL RECORD FOR FISCAL YEAR 2074.75 (2017.07.16 TO 2018.07.16)

Country	Recruiting Agency			New Entry			Regularized Entry			Re-Entry			Total With Re-Entry			Total Without Re-Entry		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Afghanistan	133	0	133	34	0	34	1274	1	1275	0	0	0	1441	1	1442	1441	1	1442
Africa	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
Algeria	804	0	804	1	0	1	3	0	3	2	0	2	810	0	810	808	0	808
Angola	0	0	0	0	0	0	4	0	4	19	3	22	23	3	26	4	0	4
Antigua & Barbuda	0	0	0	2	1	3	0	0	0	0	0	0	2	1	3	2	1	3
Australia	0	0	0	71	5	76	48	2	50	10	0	10	129	7	136	119	7	126
Austria	0	0	0	2	11	13	0	0	0	0	0	0	2	11	13	2	11	13
Azerbaijan	0	0	0	0	4	4	0	0	0	4	2	6	4	6	10	0	4	4
Bahamas	0	0	0	0	0	0	2	0	2	1	0	1	3	0	3	2	0	2
Bahrain	4099	264	4363	62	37	99	369	31	400	3302	290	3592	7832	622	8454	4530	332	4862
Bangladesh	0	0	0	2	0	2	2	0	2	0	0	0	4	0	4	4	0	4
Barbados	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	1
Belgium	0	0	0	2	3	5	0	0	0	0	0	0	2	3	5	2	3	5
Bermuda	0	0	0	3	0	3	5	0	5	13	0	13	21	0	21	8	0	8
Brazil	0	0	0	0	0	0	2	0	2	0	0	0	2	0	2	2	0	2
British Virgin Islands	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Brunei Darussalam	0	0	0	122	3	125	17	2	19	246	3	249	385	8	393	139	5	144
Burkina Faso	0	0	0	0	0	0	2	0	2	1	0	1	3	0	3	2	0	2
Burma	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
Cambodia	0	0	0	0	0	0	15	4	19	9	1	10	24	5	29	15	4	19
Cameroon	0	0	0	0	0	0	5	0	5	0	0	0	5	0	5	5	0	5
Canada	0	0	0	66	22	88	27	15	42	20	6	26	113	43	156	93	37	130
Cayman	0	0	0	64	28	92	16	0	16	15	1	16	95	29	124	80	28	108
Chile	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	1
China	0	0	0	87	6	93	166	10	176	59	3	62	312	19	331	253	16	269
Combia	0	0	0	0	0	0	1	0	1	11	3	14	12	3	15	1	0	1
Comoros	0	0	0	6	0	6	5	0	5	0	0	0	11	0	11	11	0	11
Congo	0	0	0	1	0	1	13	0	13	15	0	15	29	0	29	14	0	14
Cook Islands	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	1
Croatia	0	0	0	3	0	3	0	2	2	2	0	2	5	2	7	3	2	5
Cuba	0	0	0	0	0	0	2	0	2	0	0	0	2	0	2	2	0	2
Cyprus	144	1407	1551	2	0	2	9	12	21	24	468	492	179	1887	2066	155	1419	1574
Czech Republic	87	41	128	332	47	379	2	0	2	23	2	25	444	90	534	421	88	509
Denmark	0	0	0	3	18	21	3	3	6	1	0	1	7	21	28	6	21	27
Djibouti	0	0	0	2	0	2	2	0	2	6	0	6	10	0	10	4	0	4

Country	Recruiting Agency			New Entry			Regularized Entry			Re-Entry			Total With Re-Entry			Total Without Re-Entry		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Dominican Republic	0	0	0	1	0	1	1	0	1	0	0	0	2	0	2	2	0	2
Egypt	0	0	0	22	0	22	10	5	15	4	2	6	36	7	43	32	5	37
Eritrea	0	0	0	1	0	1	1	0	1	0	0	0	2	0	2	2	0	2
Estonia	0	0	0	3	1	4	4	0	4	0	0	0	7	1	8	7	1	8
Fiji	0	0	0	2	0	2	5	0	5	0	0	0	7	0	7	7	0	7
Finland	0	0	0	16	5	21	8	1	9	23	2	25	47	8	55	24	6	30
France	0	0	0	1	0	1	21	0	21	3	0	3	25	0	25	22	0	22
Gabon	0	0	0	0	0	0	3	0	3	0	0	0	3	0	3	3	0	3
Georgia	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
Germany	0	0	0	41	249	290	37	5	42	2	4	6	80	258	338	78	254	332
Ghana	0	0	0	0	0	0	1	0	1	5	0	5	6	0	6	1	0	1
Greece	0	0	0	1	0	1	4	0	4	0	0	0	5	0	5	5	0	5
Guinea	0	0	0	1	0	1	2	0	2	3	0	3	6	0	6	3	0	3
Hong Kong	144	21	165	0	0	0	5	5	10	10	6	16	159	32	191	149	26	175
Hungary	0	0	0	1	0	1	0	0	0	1	0	1	2	0	2	1	0	1
Iceland	0	0	0	5	2	7	0	0	0	4	0	4	9	2	11	5	2	7
Indonesia	0	0	0	1	0	1	4	0	4	8	0	8	13	0	13	5	0	5
Iran	0	0	0	0	0	0	3	0	3	0	0	0	3	0	3	3	0	3
Ireland	0	0	0	2	3	5	4	0	4	1	0	1	7	3	10	6	3	9
Israel	11	36	47	0	0	0	24	47	71	181	388	569	216	471	687	35	83	118
Italy	0	0	0	5	0	5	23	5	28	3	1	4	31	6	37	28	5	33
Ivory Coast	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Jamaica	0	0	0	0	0	0	0	0	0	2	0	2	2	0	2	0	0	0
Japan	39	9	48	340	10	350	337	26	363	2667	48	2715	3383	93	3476	716	45	761
Jordan	423	1501	1924	13	0	13	7	0	7	102	58	160	545	1559	2104	443	1501	1944
Kazakhstan	0	0	0	0	0	0	6	0	6	3	0	3	9	0	9	6	0	6
Kenya	0	0	0	1	0	1	8	0	8	16	0	16	25	0	25	9	0	9
Kosovo	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
Kuwait	15151	1510	16661	214	63	277	564	53	617	8686	908	9594	24615	2534	27149	15929	1626	17555
Lao PDR	0	0	0	0	0	0	8	0	8	1	0	1	9	0	9	8	0	8
Latvia	0	0	0	2	0	2	2	0	2	3	0	3	7	0	7	4	0	4
Lebanon	6	0	6	5	0	5	7	4	11	36	47	83	54	51	105	18	4	22
Lithuania	0	0	0	17	0	17	0	0	0	4	0	4	21	0	21	17	0	17
Luxembourg	0	0	0	3	3	6	0	0	0	6	0	6	9	3	12	3	3	6
Macau, Sar, China	252	6	258	200	6	206	150	15	165	1046	26	1072	1648	53	1701	602	27	629
Madagascar	0	0	0	3	0	3	2	0	2	5	0	5	10	0	10	5	0	5
Malawi	0	0	0	0	0	0	1	0	1	2	0	2	3	0	3	1	0	1
Malaysia	99983	2996	102979	18	1	19	1171	40	1211	32106	996	33102	133278	4033	137311	101172	3037	104209

Country	Recruiting Agency			New Entry			Regularized Entry			Re-Entry			Total With Re-Entry			Total Without Re-Entry		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Maldives	24	15	39	1118	525	1643	93	14	107	516	145	661	1751	699	2450	1235	554	1789
Mali	0	0	0	0	0	0	8	0	8	5	0	5	13	0	13	8	0	8
Malta	49	80	129	320	146	466	3	2	5	2	0	2	374	228	602	372	228	600
Mauritania	0	0	0	0	0	0	1	0	1	2	0	2	3	0	3	1	0	1
Mauritius	210	0	210	9	0	9	0	0	0	12	0	12	231	0	231	219	0	219
Mexico	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Mongolia	0	0	0	1	0	1	0	0	0	3	0	3	4	0	4	1	0	1
Morocco	0	0	0	0	0	0	17	3	20	2	0	2	19	3	22	17	3	20
Mozambique	0	0	0	5	0	5	3	0	3	12	0	12	20	0	20	8	0	8
Myanmar	0	0	0	0	0	0	3	0	3	2	0	2	5	0	5	3	0	3
Namibia	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
Netherland	0	0	0	10	1	11	7	4	11	3	0	3	20	5	25	17	5	22
New Zealand	0	0	0	39	3	42	204	55	259	33	1	34	276	59	335	243	58	301
Nigeria	0	0	0	7	0	7	13	0	13	23	0	23	43	0	43	20	0	20
Norway	0	0	0	19	2	21	2	0	2	22	2	24	43	4	47	21	2	23
Oman	2203	329	2532	210	20	230	279	18	297	2494	160	2654	5186	527	5713	2692	367	3059
Pakistan	0	0	0	0	1	1	1	0	1	5	0	5	6	1	7	1	1	2
Palau	0	0	0	0	0	0	2	6	8	1	0	1	3	6	9	2	6	8
Panama	73	0	73	1	0	1	4	0	4	0	0	0	78	0	78	78	0	78
Papua New Guinea	0	0	0	24	2	26	4	0	4	22	1	23	50	3	53	28	2	30
Phillippines	0	0	0	0	0	0	7	0	7	1	0	1	8	0	8	7	0	7
Poland	1688	242	1930	1485	177	1662	24	5	29	23	2	25	3220	426	3646	3197	424	3621
Portugal	17	0	17	0	1	1	5	1	6	1	0	1	23	2	25	22	2	24
Puerto Rico	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Qatar	92137	3688	95825	964	74	1038	6214	102	6316	79334	1029	80363	178649	4893	183542	99315	3864	103179
Republic Of Congo	0	0	0	1	0	1	1	0	1	8	0	8	10	0	10	2	0	2
Republic Of Macedonia	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
Republic Of Seychelles	0	0	0	25	5	30	1	0	1	3	0	3	29	5	34	26	5	31
Romania	268	42	310	5	1	6	0	0	0	5	12	17	278	55	333	273	43	316
Russia	80	0	80	1	0	1	17	0	17	55	0	55	153	0	153	98	0	98
Rwanda	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Saipan	0	0	0	0	0	0	1	0	1	1	0	1	2	0	2	1	0	1
Saudi Arabia	38259	1018	39277	0	0	0	1679	6	1685	67135	317	67452	107073	1341	108414	39938	1024	40962
Senegal	0	0	0	1	0	1	0	0	0	5	0	5	6	0	6	1	0	1
Seychelles	3	0	3	303	44	347	43	5	48	210	6	216	559	55	614	349	49	398
Sierra Leone	0	0	0	2	0	2	4	0	4	0	0	0	6	0	6	6	0	6
Singapore	0	0	0	20	4	24	97	6	103	2	0	2	119	10	129	117	10	127
Slovenia	0	0	0	3	0	3	2	1	3	0	0	0	5	1	6	5	1	6

Country	Recruiting Agency			New Entry			Regularized Entry			Re-Entry			Total With Re-Entry			Total Without Re-Entry		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Somalia	0	0	0	4	0	4	13	0	13	18	0	18	35	0	35	17	0	17
South Africa	0	0	0	20	1	21	6	0	6	4	0	4	30	1	31	26	1	27
South Korea	0	0	0	48	0	48	28	0	28	81	0	81	157	0	157	76	0	76
South Sudan	0	0	0	1	0	1	9	0	9	0	0	0	10	0	10	10	0	10
Spain	0	0	0	1	2	3	34	4	38	0	1	1	35	7	42	35	6	41
Sri Lanka	155	0	155	78	0	78	47	4	51	3	2	5	283	6	289	280	4	284
Sudan	0	0	0	2	0	2	2	0	2	12	0	12	16	0	16	4	0	4
Suriname	0	0	0	0	0	0	1	0	1		0	0	1	0	1	1	0	1
Sweden	0	0	0	6	3	9	0	2	2	2	2	4	8	7	15	6	5	11
Switzerland	0	0	0	4	2	6	0	0	0	2	0	2	6	2	8	4	2	6
Tajikistan	0	0	0	1	0	1	5	0	5	0	0	0	6	0	6	6	0	6
Tanzania	0	0	0	0	0	0	22	0	22	20	1	21	42	1	43	22	0	22
Thailand	0	0	0	9	1	10	19	2	21	20	0	20	48	3	51	28	3	31
Trinidad	0	0	0	1	0	1	0	0	0	1	0	1	2	0	2	1	0	1
Turkmenistan	0	0	0	0	0	0	0	0	0	2	0	2	2	0	2	0	0	0
Turkey	1313	446	1759	30	22	52	2	2	4	9	21	30	1354	491	1845	1345	470	1815
Turks And Caicos Island	0	0	0	8	0	8	2	0	2	8	0	8	18	0	18	10	0	10
UAE	46813	5657	52470	584	156	740	6283	751	7034	49135	5562	54697	102815	12126	114941	53680	6564	60244
Uganda	0	0	0	0	0	0	16	0	16	17	0	17	33	0	33	16	0	16
United Kingdom	0	0	0	1	1	2	33	30	63	7	4	11	41	35	76	34	31	65
Uruguay	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0
USA	0	0	0	9	3	12	219	71	290	35	11	46	263	85	348	228	74	302
Vanuatu	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	1
Vietnam	0	0	0	10	0	10	11	0	11	4	0	4	25	0	25	21	0	21
West-Indies	0	0	0	1	0	1	0	0	0	3	0	3	4	0	4	1	0	1
Zambia	0	0	0	0	0	0	3	2	5	8	0	8	11	2	13	3	2	5

Source: DOFE

TABLE X : LABOUR APPROVAL RECORD FOR FISCAL YEAR 2074.75 (2017.07.16 TO 2018.07.16)

Country	Recruiting Agency			Individual-New			Individual-Regularization			Individual-Renew			Total Without Renew			Total With Renew		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Afghanistan	357	0	357	0	0	0	1467	6	1473	0	0	0	1824	6	1830	1824	6	1830
Algeria	39	0	39	0	0	0	2	0	2	1	0	1	41	0	41	42	0	42
Angola	0	0	0	0	0	0	6	0	6	6	1	7	6	0	6	12	1	13
Antigua & Barbuda	0	0	0	2	0	2	1	0	1	0	0	0	3	0	3	3	0	3
Australia	0	0	0	65	2	67	29	9	38	34	0	34	94	11	105	128	11	139
Austria	0	0	0	2	8	10	1	0	1	0	0	0	3	8	11	3	8	11
Azerbaijan	0	0	0	0	0	0	0	3	3	3	4	7	0	3	3	3	7	10
Bahrain	3827	356	4183	70	52	122	301	27	328	3729	312	4041	4198	435	4633	7927	747	8674
Bangladesh	0	0	0	1	0	1	1	0	1	0	0	0	2	0	2	2	0	2
Barbados	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Belgium	0	0	0	2	0	2	1	0	1	0	0	0	3	0	3	3	0	3
Bermuda	0	0	0	3	0	3	2	0	2	23	1	24	5	0	5	28	1	29
Brazil	0	0	0	2	0	2	3	0	3	0	1	1	5	0	5	5	1	6
British Virgin Islands	0	0	0	2	0	2	0	0	0	1	0	1	2	0	2	3	0	3
Brunei Darussalam	3	0	3	129	2	131	7	2	9	408	5	413	139	4	143	547	9	556
Burkina Faso	0	0	0	2	0	2	1	0	1	0	0	0	3	0	3	3	0	3
Burundi	0	0	0	15	0	15	0	0	0	0	0	0	15	0	15	15	0	15
Cambodia	0	0	0	0	0	0	14	2	16	10	3	13	14	2	16	24	5	29
Cameroon	0	0	0	1	0	1	1	1	2	1	0	1	2	1	3	3	1	4
Canada	0	0	0	67	11	78	15	7	22	7	9	16	82	18	100	89	27	116
Cayman	0	0	0	28	11	39	25	3	28	34	9	43	53	14	67	87	23	110
Chile	0	0	0	0	0	0	2	1	3	0	1	1	2	1	3	2	2	4
China	0	49	49	90	13	103	281	15	296	78	4	82	371	77	448	449	81	530
Colombia	0	0	0	5	0	5	0	0	0	0	0	0	5	0	5	5	0	5
Comodia	0	0	0	0	0	0	3	4	7	7	2	9	3	4	7	10	6	16
Comoros	0	0	0	8	1	9	1	0	1	2	0	2	9	1	10	11	1	12
Congo	0	0	0	7	0	7	8	0	8	18	0	18	15	0	15	33	0	33
Cook Islands	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	1
Croatia	0	0	0	4	0	4	2	1	3	1	0	1	6	1	7	7	1	8
Cuba	0	0	0	0	0	0	3	0	3	0	0	0	3	0	3	3	0	3
Cyprus	174	1533	1707	12	0	12	8	3	11	34	576	610	194	1536	1730	228	2112	2340
Czech Republic	13	11	24	345	30	375	1	0	1	42	9	51	359	41	400	401	50	451
Denmark	0	0	0	1	2	3	4	2	6	0	0	0	5	4	9	5	4	9
Djibouti	0	0	0	2	0	2	0	0	0	6	0	6	2	0	2	8	0	8
Dominican Republic	0	0	0	0	0	0	0	1	1	0	0	0	0	1	1	0	1	1
East Timor	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Egypt	0	0	0	16	0	16	8	3	11	5	3	8	24	3	27	29	6	35

Country	Recruiting Agency			Individual-New			Individual-Regularization			Individual-Renew			Total Without Renew			Total With Renew		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Eritrea	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Estonia	0	0	0	32	0	32	6	0	6	1	0	1	38	0	38	39	0	39
Ethiopia	0	0	0	1	0	1	3	0	3	0	0	0	4	0	4	4	0	4
Fiji	0	0	0	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1
Finland	0	0	0	21	0	21	5	0	5	20	2	22	26	0	26	46	2	48
France	0	0	0	2	0	2	13	1	14	2	0	2	15	1	16	17	1	18
Gabon	0	0	0	1	0	1	2	0	2	5	0	5	3	0	3	8	0	8
Germany	0	0	0	22	45	67	10	5	15	2	9	11	32	50	82	34	59	93
Ghana	0	0	0	3	0	3	9	0	9	6	0	6	12	0	12	18	0	18
Greece	0	0	0	3	0	3	14	0	14	0	0	0	17	0	17	17	0	17
Guinea	0	0	0	3	0	3	3	0	3	0	0	0	6	0	6	6	0	6
Hong Kong Sar, China	76	7	83	0	0	0	4	1	5	7	12	19	80	8	88	87	20	107
Hungary	0	0	0	12	0	12	4	0	4	1	0	1	16	0	16	17	0	17
Iceland	0	0	0	5	3	8	0	0	0	3	0	3	5	3	8	8	3	11
Indonesia	0	0	0	0	0	0	1	0	1	4	0	4	1	0	1	5	0	5
Iran	0	0	0	19	0	19	0	0	0	0	0	0	19	0	19	19	0	19
Ireland	0	0	0	13	1	14	7	0	7	0	0	0	20	1	21	20	1	21
Israel	5	1	6	0	0	0	9	43	52	157	367	524	14	44	58	171	411	582
Italy	0	0	0	0	0	0	26	5	31	1	0	1	26	5	31	27	5	32
Jamaica	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	1
Japan	138	12	150	364	35	399	368	42	410	3252	53	3305	870	89	959	4122	142	4264
Jordan	78	1372	1450	0	0	0	7	1	8	79	113	192	85	1373	1458	164	1486	1650
Kazakhstan	0	0	0	5	0	5	3	0	3	10	0	10	8	0	8	18	0	18
Kenya	0	0	0	1	0	1	13	1	14	14	1	15	14	1	15	28	2	30
Kuwait	13615	1444	15059	476	90	566	326	44	370	9312	689	10001	14417	1578	15995	23729	2267	25996
Laos	0	0	0	1	0	1	4	0	4	3	0	3	5	0	5	8	0	8
Latvia	0	0	0	5	0	5	2	0	2	3	0	3	7	0	7	10	0	10
Lebanon	1	0	1	3	0	3	6	1	7	20	0	20	10	1	11	30	1	31
Lithuania	0	0	0	6	0	6	0	0	0	4	0	4	6	0	6	10	0	10
Luxembourg	0	0	0	2	1	3	2	0	2	1	0	1	4	1	5	5	1	6
Macau Sar, China	325	17	342	258	11	269	116	12	128	1123	38	1161	699	40	739	1822	78	1900
Madagascar	0	0	0	0	0	0	0	0	0	5	0	5	0	0	0	5	0	5
Malawi	0	0	0	0	0	0	3	1	4	3	0	3	3	1	4	6	1	7
Malaysia	9121	140	9261	57	0	57	650	31	681	31069	1078	32147	9828	171	9999	40897	1249	42146
Maldives	43	0	43	1350	467	1817	91	23	114	624	206	830	1484	490	1974	2108	696	2804
Mali	0	0	0	0	0	0	5	0	5	11	0	11	5	0	5	16	0	16
Malta	292	255	547	753	397	1150	15	5	20	18	14	32	1060	657	1717	1078	671	1749
Mauritius	27	0	27	60	0	60	3	0	3	7	0	7	90	0	90	97	0	97

Country	Recruiting Agency			Individual-New			Individual-Regularization			Individual-Renew			Total Without Renew			Total With Renew		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Mexico	0	0	0	7	0	7	2	1	3	0	0	0	9	1	10	9	1	10
Mongolia	0	0	0	0	0	0	1	0	1	2	0	2	1	0	1	3	0	3
Morocco	0	0	0	0	0	0	3	2	5	3	0	3	3	2	5	6	2	8
Mozambique	0	0	0	2	9	11	5	3	8	8	0	8	7	12	19	15	12	27
Myanmar	0	0	0	0	0	0	2	0	2	1	0	1	2	0	2	3	0	3
Netherlands	0	0	0	14	2	16	8	3	11	1	0	1	22	5	27	23	5	28
New Zealand	0	0	0	31	6	37	144	70	214	73	9	82	175	76	251	248	85	333
Nigeria	0	0	0	13	1	14	14	1	15	19	0	19	27	2	29	46	2	48
Norway	0	0	0	11	0	11	3	0	3	21	1	22	14	0	14	35	1	36
Oman	1877	252	2129	271	51	322	253	18	271	2571	144	2715	2401	321	2722	4972	465	5437
Pakistan	0	0	0	0	0	0	0	0	0	1	3	4	0	0	0	1	3	4
Palau	0	0	0	8	0	8	4	2	6	1	0	1	12	2	14	13	2	15
Panama	50	0	50	6	0	6	1	0	1	0	0	0	57	0	57	57	0	57
Papua New Guinea	0	0	0	67	2	69	3	1	4	35	1	36	70	3	73	105	4	109
Philippines	0	0	0	0	0	0	3	0	3	1	0	1	3	0	3	4	0	4
Poland	949	125	1074	27	1	28	5	1	6	79	8	87	981	127	1108	1060	135	1195
Portugal	387	0	387	65	7	72	1	1	2	0	0	0	453	8	461	453	8	461
Qatar	65413	3543	68955	1050	99	1149	4859	60	4919	85006	1185	86191	71322	3702	75024	156328	4887	161215
Republic Of Congo	0	0	0	2	0	2	8	0	8	4	0	4	10	0	10	14	0	14
Republic Of Equatorial Guinea	0	0	0	0	0	0	0	0	0	2	0	2	0	0	0	2	0	2
Republic Of Macedonia	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1	1	0	1
Republic Of Seychelles	0	0	0	6	2	8	1	0	1	2	0	2	7	2	9	9	2	11
Republique Togolaise	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	1
Romania	972	20	992	110	74	184	2	0	2	36	25	61	1084	94	1178	1120	119	1239
Russia	85	0	85	23	0	23	52	1	53	85	1	86	160	1	161	245	2	247
Rwanda	0	0	0	0	0	0	7	0	7	2	0	2	7	0	7	9	0	9
Saipan	0	0	0	1	0	1	1	0	1	1	0	1	2	0	2	3	0	3
Samoa	0	0	0	0	1	1	0	0	0	0	0	0	0	1	1	0	1	1
Saudi Arabia	43801	1585	45386	0	0	0	692	2	694	71378	446	71824	44493	1587	46080	115871	2033	117904
Senegal	0	0	0	2	0	2	0	0	0	5	0	5	2	0	2	7	0	7
Seychelles	0	0	0	299	30	329	31	5	36	296	18	314	330	35	365	626	53	679
Sierra Leone	0	0	0	0	0	0	2	0	2	3	0	3	2	0	2	5	0	5
Singapore	0	0	0	2	0	2	194	10	204	1	0	1	196	10	206	197	10	207
Slovenia	0	0	0	4	0	4	0	0	0	0	0	0	4	0	4	4	0	4
Somalia	0	0	0	4	0	4	9	0	9	15	0	15	13	0	13	28	0	28
South Africa	0	0	0	4	0	4	12	1	13	5	0	5	16	1	17	21	1	22
South Korea	0	0	0	56	0	56	27	1	28	82	0	82	83	1	84	165	1	166

Country	Recruiting Agency			Individual-New			Individual-Regularization			Individual-Renew			Total Without Renew			Total With Renew		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
South Sudan	0	0	0	0	0	0	2	0	2	6	0	6	2	0	2	8	0	8
Spain	0	0	0	8	1	9	32	11	43	0	0	0	40	12	52	40	12	52
Sri Lanka	86	0	86	60	1	61	61	24	85	3	1	4	207	25	232	210	26	236
Sudan	0	0	0	0	0	0	0	0	0	2	0	2	0	0	0	2	0	2
Sweden	0	0	0	14	2	16	4	1	5	4	1	5	18	3	21	22	4	26
Tajikistan	0	0	0	0	0	0	1	0	1	3	0	3	1	0	1	4	0	4
Tanzania	0	0	0	0	0	0	9	0	9	22	0	22	9	0	9	31	0	31
Thailand	0	0	0	11	0	11	16	3	19	26	0	26	27	3	30	53	3	56
Trinidad	0	0	0	1	0	1	0	0	0	3	0	3	1	0	1	4	0	4
Turkey	995	376	1371	140	61	201	8	1	9	14	37	51	1143	438	1581	1157	475	1632
Turkmenistan	0	0	0	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1
Turks And Caicos Island	0	0	0	2	0	2	2	0	2	8	0	8	4	0	4	12	0	12
UAE	48278	6227	54505	613	275	888	6553	830	7383	50939	6140	57079	55444	7332	62776	106383	13472	119855
Uganda	0	0	0	0	0	0	10	0	10	21	0	21	10	0	10	31	0	31
Ukraine	0	0	0	8	0	8	0	0	0	0	0	0	8	0	8	8	0	8
United Kingdom	0	0	0	18	0	18	24	18	42	2	1	3	42	18	60	44	19	63
USA	0	0	0	14	3	17	248	66	314	38	2	40	262	69	331	300	71	371
Uzbekistan	0	0	0	0	0	0	4	0	4	0	0	0	4	0	4	4	0	4
Vanuatu	0	0	0	0	0	0	0	0	0	1	0	1	0	0	0	1	0	1
Vietnam	0	0	0	4	0	4	7	0	7	2	0	2	11	0	11	13	0	13
Zambia	0	0	0	1	0	1	3	0	3	20	0	20	4	0	4	24	0	24

Source: DOFE

TABLE XI : LABOUR APPROVAL VIA RECRUITING AGENCY (2017/2018)

<i>District</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>Acham</i>	<i>405</i>	<i>3</i>	<i>408</i>
<i>Argakhanchi</i>	<i>2454</i>	<i>45</i>	<i>2499</i>
<i>Baglung</i>	<i>4222</i>	<i>91</i>	<i>4313</i>
<i>Baitadi</i>	<i>1129</i>	<i>8</i>	<i>1137</i>
<i>Bajhang</i>	<i>381</i>	<i>2</i>	<i>383</i>
<i>Bajura</i>	<i>414</i>	<i>17</i>	<i>431</i>
<i>Banke</i>	<i>4753</i>	<i>136</i>	<i>4889</i>
<i>Bara</i>	<i>6062</i>	<i>270</i>	<i>6332</i>
<i>Bardiya</i>	<i>3289</i>	<i>104</i>	<i>3393</i>
<i>Bhaktapur</i>	<i>521</i>	<i>182</i>	<i>703</i>
<i>Bhojpur</i>	<i>4048</i>	<i>287</i>	<i>4335</i>
<i>Chitwan</i>	<i>4683</i>	<i>525</i>	<i>5208</i>
<i>Dadeldhuda</i>	<i>693</i>	<i>2</i>	<i>695</i>
<i>Dailekh</i>	<i>1412</i>	<i>30</i>	<i>1442</i>
<i>Dang</i>	<i>7342</i>	<i>306</i>	<i>7648</i>
<i>Darchula</i>	<i>697</i>	<i>6</i>	<i>703</i>
<i>Dhading</i>	<i>3257</i>	<i>495</i>	<i>3752</i>
<i>Dhankuta</i>	<i>2862</i>	<i>254</i>	<i>3116</i>
<i>Dhanusha</i>	<i>22486</i>	<i>47</i>	<i>22533</i>
<i>Dolakha</i>	<i>1504</i>	<i>464</i>	<i>1968</i>
<i>Dolpa</i>	<i>42</i>	<i>3</i>	<i>45</i>
<i>Doti</i>	<i>474</i>	<i>4</i>	<i>478</i>
<i>Gorkha</i>	<i>3194</i>	<i>277</i>	<i>3471</i>
<i>Gulmi</i>	<i>3263</i>	<i>76</i>	<i>3339</i>
<i>Humla</i>	<i>52</i>	<i>3</i>	<i>55</i>
<i>Ilam</i>	<i>4776</i>	<i>768</i>	<i>5544</i>
<i>Jajarkot</i>	<i>1147</i>	<i>23</i>	<i>1170</i>
<i>Jhapa</i>	<i>13691</i>	<i>1820</i>	<i>15511</i>
<i>Jumla</i>	<i>297</i>	<i>2</i>	<i>299</i>
<i>Kailali</i>	<i>2270</i>	<i>103</i>	<i>2373</i>
<i>Kalikot</i>	<i>407</i>	<i>7</i>	<i>414</i>
<i>Kanchanpur</i>	<i>2447</i>	<i>72</i>	<i>2519</i>
<i>Kapilvastu</i>	<i>6312</i>	<i>58</i>	<i>6370</i>
<i>Kaski</i>	<i>3561</i>	<i>285</i>	<i>3846</i>
<i>Kathmandu</i>	<i>1894</i>	<i>800</i>	<i>2694</i>
<i>Kavrepalanchowk</i>	<i>3499</i>	<i>967</i>	<i>4466</i>
<i>Khotang</i>	<i>4927</i>	<i>293</i>	<i>5220</i>
<i>Lalitpur</i>	<i>1011</i>	<i>338</i>	<i>1349</i>
<i>Lamjung</i>	<i>2949</i>	<i>150</i>	<i>3099</i>
<i>Mahottari</i>	<i>15703</i>	<i>60</i>	<i>15763</i>

District	Men	Women	Total
Makwanpur	4223	1183	5406
Manang	30	4	34
Morang	12837	1056	13893
Mugu	168	0	168
Mustang	22	15	37
Myagdi	2264	131	2395
Nawalparasi	8600	303	8903
Nuwakot	2663	706	3369
Okhaldhunga	1650	213	1863
Palpa	3621	92	3713
Panchthar	4130	334	4464
Parbat	2342	85	2427
Parsa	3936	67	4003
Pyuthan	2962	64	3026
Ramechhap	1868	531	2399
Rasuwa	227	113	340
Rautahat	7034	108	7142
Rolpa	4992	120	5112
Rukum	2942	99	3041
Rupandehi	7676	202	7878
Salyan	4238	108	4346
Sankhuwasabha	2811	152	2963
Saptari	11164	51	11215
Sarlahi	11885	355	12240
Sindhuli	3763	475	4238
Sindhupalchowk	2772	1245	4017
Siraha	17140	31	17171
Solukhumbu	894	361	1255
Sunsari	9612	622	10234
Surkhet	2302	66	2368
Syangja	4688	139	4827
Tanahu	5345	165	5510
Taplejung	2543	178	2721
Tehrathum	2110	98	2208
Udaypur	4585	453	5038

Source: DOFE

TABLE XII : LABOUR APPROVAL VIA INDIVIDUAL MODE OF RECRUITMENT (NEW, RENEW & REGULARIZATION) (2017/2018)

<i>District</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>Acham</i>	198	2	200
<i>Argakhanchi</i>	3548	64	3612
<i>Baglung</i>	5892	102	5994
<i>Baitadi</i>	538	4	542
<i>Bajhang</i>	128	1	129
<i>Bajura</i>	117	0	117
<i>Banke</i>	2909	108	3017
<i>Bara</i>	4452	123	4575
<i>Bardiya</i>	2314	109	2423
<i>Bhaktapur</i>	999	152	1151
<i>Bhojpur</i>	2511	133	2644
<i>Chitwan</i>	7724	523	8247
<i>Dadeldhuda</i>	319	7	326
<i>Dailekh</i>	714	13	727
<i>Dang</i>	4449	165	4614
<i>Darchula</i>	306	3	309
<i>Dhading</i>	3761	292	4053
<i>Dhankuta</i>	2482	117	2599
<i>Dhanusha</i>	17188	54	17242
<i>Dolakha</i>	1709	290	1999
<i>Dolpa</i>	11	3	14
<i>Doti</i>	270	2	272
<i>Gorkha</i>	4774	237	5011
<i>Gulmi</i>	6326	133	6459
<i>Humla</i>	15	2	17
<i>Ilam</i>	2882	289	3171
<i>Jajarkot</i>	263	3	266
<i>Jhapa</i>	13308	1267	14575
<i>Jumla</i>	77	3	80
<i>Kailali</i>	1501	71	1572
<i>Kalikot</i>	115	3	118
<i>Kanchanpur</i>	1730	39	1769
<i>Kapilvastu</i>	6770	81	6851
<i>Kaski</i>	6682	344	7026
<i>Kathmandu</i>	3895	1199	5094
<i>Kavrepalanchowk</i>	3466	535	4001
<i>Khotang</i>	3560	120	3680
<i>Lalitpur</i>	1549	370	1919
<i>Lamjung</i>	4141	140	4281

District	Men	Women	Total
<i>Mahottari</i>	11614	40	11654
<i>Makwanpur</i>	3721	537	4258
<i>Manang</i>	15	9	24
<i>Morang</i>	11198	799	11997
<i>Mugu</i>	25	0	25
<i>Mustang</i>	40	4	44
<i>Myagdi</i>	2665	90	2755
<i>Nawalparasi</i>	10691	349	11040
<i>Nuwakot</i>	2900	439	3339
<i>Okhaldhunga</i>	1602	108	1710
<i>Palpa</i>	5316	144	5460
<i>Panchthar</i>	2705	125	2830
<i>Parbat</i>	3567	80	3647
<i>Parsa</i>	2632	62	2694
<i>Pyuthan</i>	1937	27	1964
<i>Ramechhap</i>	2193	295	2488
<i>Rasuwa</i>	260	64	324
<i>Rautahat</i>	3714	50	3764
<i>Rolpa</i>	2843	45	2888
<i>Rukum</i>	1228	24	1252
<i>Rupandehi</i>	10400	384	10784
<i>Salyan</i>	1591	31	1622
<i>Sankhuwasabha</i>	1832	81	1913
<i>Saptari</i>	7069	40	7109
<i>Sarlahi</i>	6234	174	6408
<i>Sindhuli</i>	2518	185	2703
<i>Sindhupalchowk</i>	2470	824	3294
<i>Siraha</i>	12820	20	12840
<i>Solukhumbu</i>	903	168	1071
<i>Sunsari</i>	9072	524	9596
<i>Surkhet</i>	1270	61	1331
<i>Syangja</i>	9213	210	9423
<i>Tanahu</i>	8735	232	8967
<i>Taplejung</i>	1467	75	1542
<i>Tehrathum</i>	1636	54	1690
<i>Udaypur</i>	3464	199	3663

Source: DOFE

TABLE XIII : LABOUR APPROVAL VIA RECRUITING AGENCY (2018/2019)

<i>District</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>Achham</i>	4	270	274
<i>Arghakhanchi</i>	43	1759	1802
<i>Baglung</i>	76	2999	3075
<i>Baitadi</i>	9	600	609
<i>Bajhang</i>	6	211	217
<i>Bajura</i>	9	197	206
<i>Banke</i>	136	2874	3010
<i>Bara</i>	196	2275	2471
<i>Bardiya</i>	138	2117	2255
<i>Bhaktapur</i>	143	393	536
<i>Bhojpur</i>	204	2356	2560
<i>Chitwan</i>	495	3695	4190
<i>Dadeldhura</i>	5	364	369
<i>Dailekh</i>	26	746	772
<i>Dang</i>	260	4659	4919
<i>Darchula</i>	4	357	361
<i>Dhading</i>	395	2209	2604
<i>Dhankuta</i>	259	1958	2217
<i>Dhanusha</i>	65	13658	13723
<i>Dolakha</i>	426	1234	1660
<i>Dolpa</i>	9	28	37
<i>Doti</i>	9	313	322
<i>Gorkha</i>	261	2677	2938
<i>Gulmi</i>	75	2304	2379
<i>Humla</i>	3	39	42
<i>Ilam</i>	699	2689	3388
<i>Jajarkot</i>	10	616	626
<i>Jhapa</i>	1786	9142	10928
<i>Jumla</i>	6	185	191
<i>Kailali</i>	75	1480	1555
<i>Kalikot</i>	5	238	243
<i>Kanchanpur</i>	43	1430	1473
<i>Kapilvastu</i>	51	3596	3647
<i>Kaski</i>	265	2973	3238
<i>Kathmandu</i>	682	1377	2059
<i>Kavrepalanchok</i>	770	2169	2939
<i>Khotang</i>	224	3054	3278
<i>Lalitpur</i>	319	693	1012
<i>Lamjung</i>	155	2355	2510
<i>Mahottari</i>	65	8738	8803

<i>District</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>Makawanpur</i>	982	2683	3665
<i>Manang</i>	7	8	15
<i>Morang</i>	1027	8200	9227
<i>Mugu</i>	3	137	140
<i>Mustang</i>	14	20	34
<i>Myagdi</i>	101	1714	1815
<i>Nawalparasi</i>	315	5921	6236
<i>Nuwakot</i>	726	2210	2936
<i>Okhaldhunga</i>	164	1419	1583
<i>Palpa</i>	68	2524	2592
<i>Panchthar</i>	344	2482	2826
<i>Parbat</i>	63	1781	1844
<i>Parsa</i>	68	1364	1432
<i>Pyuthan</i>	41	2069	2110
<i>Ramechhap</i>	432	1439	1871
<i>Rasuwa</i>	118	193	311
<i>Rautahat</i>	80	2716	2796
<i>Rolpa</i>	91	3211	3302
<i>Rukum</i>	78	1683	1761
<i>Rupandehi</i>	180	4403	4583
<i>Salyan</i>	105	2135	2240
<i>Sankhuwasabha</i>	176	1852	2028
<i>Saptari</i>	37	5315	5352
<i>Sarlahi</i>	275	6170	6445
<i>Sindhuli</i>	410	2544	2954
<i>Sindhupalchok</i>	1193	2075	3268
<i>Siraha</i>	20	11536	11556
<i>Solukhumbu</i>	281	553	834
<i>Sunsari</i>	542	6150	6692
<i>Surkhet</i>	68	1551	1619
<i>Syangja</i>	120	3620	3740
<i>Tanahun</i>	189	4366	4555
<i>Taplejung</i>	161	1682	1843
<i>Tehrathum</i>	101	1348	1449
<i>Udayapur</i>	334	2923	3257

Source: DOFE

TABLE XIV : LABOUR APPROVAL VIA INDIVIDUAL MODE OF RECRUITMENT (NEW, RENEW & REGULARIZATION) (2018/2019)

<i>District</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>Achham</i>	<i>1</i>	<i>228</i>	<i>229</i>
<i>Arghakhanchi</i>	<i>62</i>	<i>3314</i>	<i>3376</i>
<i>Baglung</i>	<i>90</i>	<i>5565</i>	<i>5655</i>
<i>Baitadi</i>	<i>2</i>	<i>614</i>	<i>616</i>
<i>Bajhang</i>	<i>0</i>	<i>131</i>	<i>131</i>
<i>Bajura</i>	<i>4</i>	<i>130</i>	<i>134</i>
<i>Banke</i>	<i>106</i>	<i>2868</i>	<i>2974</i>
<i>Bara</i>	<i>136</i>	<i>4021</i>	<i>4157</i>
<i>Bardiya</i>	<i>87</i>	<i>2360</i>	<i>2447</i>
<i>Bhaktapur</i>	<i>148</i>	<i>925</i>	<i>1073</i>
<i>Bhojpur</i>	<i>116</i>	<i>2608</i>	<i>2724</i>
<i>Chitwan</i>	<i>491</i>	<i>6908</i>	<i>7399</i>
<i>Dadeldhura</i>	<i>5</i>	<i>399</i>	<i>404</i>
<i>Dailekh</i>	<i>12</i>	<i>727</i>	<i>739</i>
<i>Dang</i>	<i>187</i>	<i>4454</i>	<i>4641</i>
<i>Darchula</i>	<i>4</i>	<i>359</i>	<i>363</i>
<i>Dhading</i>	<i>326</i>	<i>3329</i>	<i>3655</i>
<i>Dhankuta</i>	<i>140</i>	<i>2380</i>	<i>2520</i>
<i>Dhanusha</i>	<i>39</i>	<i>18488</i>	<i>18527</i>
<i>Dolakha</i>	<i>335</i>	<i>1515</i>	<i>1850</i>
<i>Dolpa</i>	<i>6</i>	<i>14</i>	<i>20</i>
<i>Doti</i>	<i>4</i>	<i>265</i>	<i>269</i>
<i>Gorkha</i>	<i>216</i>	<i>4324</i>	<i>4540</i>
<i>Gulmi</i>	<i>142</i>	<i>5808</i>	<i>5950</i>
<i>Humla</i>	<i>2</i>	<i>16</i>	<i>18</i>
<i>Ilam</i>	<i>354</i>	<i>2857</i>	<i>3211</i>
<i>Jajarkot</i>	<i>6</i>	<i>343</i>	<i>349</i>
<i>Jhapa</i>	<i>1233</i>	<i>13021</i>	<i>14254</i>
<i>Jumla</i>	<i>2</i>	<i>82</i>	<i>84</i>
<i>Kailali</i>	<i>67</i>	<i>1593</i>	<i>1660</i>
<i>Kalikot</i>	<i>2</i>	<i>137</i>	<i>139</i>
<i>Kanchanpur</i>	<i>48</i>	<i>1816</i>	<i>1864</i>
<i>Kapilvastu</i>	<i>86</i>	<i>6274</i>	<i>6360</i>
<i>Kaski</i>	<i>332</i>	<i>6028</i>	<i>6360</i>
<i>Kathmandu</i>	<i>1036</i>	<i>3259</i>	<i>4295</i>
<i>Kavrepalanchok</i>	<i>581</i>	<i>3088</i>	<i>3669</i>
<i>Khotang</i>	<i>129</i>	<i>3578</i>	<i>3707</i>
<i>Lalitpur</i>	<i>323</i>	<i>1421</i>	<i>1744</i>
<i>Lamjung</i>	<i>126</i>	<i>3899</i>	<i>4025</i>

<i>District</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>Mahottari</i>	38	12344	12382
<i>Makawanpur</i>	535	3347	3882
<i>Manang</i>	6	14	20
<i>Morang</i>	764	11298	12062
<i>Mugu</i>	2	38	40
<i>Mustang</i>	28	52	80
<i>Myagdi</i>	102	2439	2541
<i>Nawalparasi</i>	329	9804	10133
<i>Nuwakot</i>	462	2725	3187
<i>Okhaldhunga</i>	118	1594	1712
<i>Palpa</i>	104	5136	5240
<i>Panchthar</i>	151	2794	2945
<i>Parbat</i>	77	3318	3395
<i>Parsa</i>	55	2507	2562
<i>Pyuthan</i>	25	1956	1981
<i>Ramechhap</i>	306	1986	2292
<i>Rasuwa</i>	57	240	297
<i>Rautahat</i>	64	3665	3729
<i>Rolpa</i>	48	2990	3038
<i>Rukum</i>	23	1270	1293
<i>Rupandehi</i>	324	9158	9482
<i>Salyan</i>	39	1643	1682
<i>Sankhuwasabha</i>	94	1886	1980
<i>Saptari</i>	32	7389	7421
<i>Sarlahi</i>	159	6772	6931
<i>Sindhuli</i>	222	2559	2781
<i>Sindhupalchok</i>	777	2268	3045
<i>Siraha</i>	22	13840	13862
<i>Solukhumbu</i>	180	749	929
<i>Sunsari</i>	507	8823	9330
<i>Surkhet</i>	28	1367	1395
<i>Syangja</i>	190	8559	8749
<i>Tanahun</i>	181	8181	8362
<i>Taplejung</i>	72	1530	1602
<i>Tehrathum</i>	61	1586	1647
<i>Udayapur</i>	187	3439	3626

Source: DOFE

महानगर सरकार
वैदेशिक रोजगार विभाग
अन कक्षा (Labour Desk)

Choice of Consumer Transportation					
Company	Weight	mpg	Seating	Check it	MPG
Toyota	2,000 lb.	24	5	100-110	100-110
Subaru	2,000 lb.	24	5	100-110	100-110
Volvo	2,000 lb.	24	5	100-110	100-110
BMW	2,000 lb.	24	5	100-110	100-110
Mercedes	2,000 lb.	24	5	100-110	100-110
Lincoln	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110
Oldsmobile	2,000 lb.	24	5	100-110	100-110
Cadillac	2,000 lb.	24	5	100-110	100-110
Chrysler	2,000 lb.	24	5	100-110	100-110
Jeep	2,000 lb.	24	5	100-110	100-110
Ford	2,000 lb.	24	5	100-110	100-110

References

- Asian Development Bank Institute (ADB), Organisation for Economic Co-operation and Development (OECD), and International Labour Organization (ILO). 2019. Building Partnerships for Effectively Managing Labor Migration Lessons from Asian Countries.
- Atong, K., E. Mayah, and A. Odigie. 2018. Africa Labour Migration to the GCC States: The case of Ghana, Kenya, Nigeria and Uganda. African Regional Organisation of the International Trade Union Confederation.
- Central Bureau of Statistics. 2012. National Population and Housing Census 2011. Government of Nepal: National Planning Commission Secretariat.
- Central Bureau of Statistics. 2014. National Population and Housing Census: Housing Characteristics, Dead and Absentee Population 2011. Government of Nepal: National Planning Commission Secretariat: p. 71. http://cbs.gov.np/wp-content/uploads/2014/03/Household_Tables.pdf [accessed May 1, 2014].
- Central Bureau of Statistics. 2011. Nepal Living Standards Survey 2010/11: Statistical Report: Volume 1. Kathmandu: Government of Nepal.
- Clemens, M. A. 2015. "Global Skill Partnerships: A proposal for technical training in a mobile world". IZA Journal of Labor Policy, 4(1), 2.
- Hertog, Steffen. 2014. 'Arab Gulf States: An Assessment of Nationalization Policies'. Geneva: Gulf Labour Markets and Migration.
- ILO. 2018. ILO Global Estimates on International Migrant Workers: Results and Methodology. Geneva: International Labour Organization.
- IOM. 2019a. World Migration Report 2020 (M. McAuliffe and B. Khadria, eds.). IOM, Geneva. Available at <https://www.iom.int/wmr/>
- IOM. 2019b. Migration in Nepal: A Country Profile 2019. IOM, Nepal. Available at <https://nepal.iom.int/>
- IOM. 2017. World Migration Report 2018 (M. McAuliffe and M. Ruhs, eds.). IOM, Geneva. Available at www.iom.int/wmr/world-migration-report-2018
- International Monetary Fund (IMF). 2016. Diversifying government revenue in the GCC: Next Steps. Available at: <https://www.imf.org/external/np/pp/eng/2016/102616.pdf>
- Lokshin, Michael, and Elena Glinskaya. 2009. "The Effect of Male Migration on Employment Patterns of Women in Nepal." World Bank Economic Review 23 (3) 481–507.
- Ministry of Finance (MoF). Economic Survey: FY 2013/14. Kathmandu: Ministry of Finance, 2014. Ministry of Foreign Affairs (MoFA). 'Nepalese Missions Abroad', Accessed August 11, 2014. http://www.mofa.gov.np/en/mission_consuls/index/1.
- Ministry of Finance. 2016. Economic Survey 2015/16, Ministry of Finance, Government of Nepal, Kathmandu, Nepal
- Ministry of Labour, Employment and Social Security (MOLESS). 2018a. Taskforce Report on Foreign Employment Reform 2017/18, Government of Nepal, Kathmandu.
- Ministry of Labour, Employment and Social Security (MOLESS). 2018b. Taskforce Report on Increasing Formal Remittance to Nepal and Maximizing its Productive Use 2017/18, Government of Nepal, Kathmandu.

- Ministry of Labour, Employment and Social Security (MOLESS). 2018c. Taskforce on Potential Destination Countries, Mobilization of Migrant Workers by the Government and Review of Worker Paid Recruitment Costs, Government of Nepal, Kathmandu.
- Ministry of Labour, Employment and Social Security (MOLESS). 2018d. Labour Migration for Employment: A Status Report for Nepal: 2015/2016-2016/2017, Government of Nepal, Kathmandu.
- National Planning Commission (NPC). 2015. Sustainable Development Goals for Nepal 2016-30, National Report, Government of Nepal, Kathmandu.
- Moyce SC and Schenker M. Migrant workers and their occupational health and safety. *Annu 43 Rev Public Health* 2018; 39: 351-365. DOI: 10.1146/annurev-publhealth-040617-013714.
- National Planning Commission. 1985. The Seventh Periodic Plan (1985-1990). Kathmandu: His Majesty's Government.
- National Planning Commission. 1992. The Eighth Periodic Plan (1992-1997). Kathmandu: His Majesty's Government.
- National Commission. 1997. The Ninth Periodic Plan (1997-2002). Kathmandu: His Majesty's Government.
- National Planning Commission. 2002. The Tenth Periodic Plan (2002-2007). Kathmandu: His Majesty's Government.
- National Planning Commission. 2008. The Eleventh Periodic Plan (2007/08-2009/10). Kathmandu: Government of Nepal
- National Planning Commission. 2010. The Twelfth Periodic Plan (2010/11-2012/13). Kathmandu: Government of Nepal
- National Planning Commission. 2012. The Thirteenth Periodic Plan (2012/13-2015/16). Kathmandu: Government of Nepal
- National Planning Commission. 2016. The Fourteenth Periodic Plan (2016/17-2018/19). Kathmandu: Government of Nepal
- National Planning Commission. 2019. The Fifteenth Periodic Plan Approach Paper (2019/20-2021/22). Kathmandu: Government of Nepal
- Shrestha, Maheshwor. 2017. The Impact of Large-Scale Migration on Poverty, Expenditures, and Labor Market Outcomes in Nepal. Policy Research Working Paper 8232, World Bank, Washington, DC.
- Sijapati, Bandita and Amrita Limbu. 2017. Governing Labour Migration in Nepal: An Analysis of Existing Policies and Institutional Mechanisms. Kathmandu: Center for the Study of Labour and Mobility (CESLAM).
- Stark, O. and D. Levhari 1982 On Migration and Risk in LDCs. *Economic Development and Cultural Change* 31(1):191–196
- United Nations, Department of Economic and Social Affairs, Population Division. 2019. International Migrant Stock 2019.
- World Bank Group. 2016. Moving Up the Ladder : Poverty Reduction and Social Mobility in Nepal. World Bank, Kathmandu. World Bank.
- World Bank. 2019. Migration and Development Brief 31. April. Washington, DC: World Bank.

सूचना तथा सहायता कक्ष Information & Help Desk



नेपाल सरकार

श्रम, रोजगार तथा सामाजिक सुरक्षा मन्त्रालय

वैदेशिक रोजगार बोर्डको सचिवालय

बबरमहल, काठमाडौं

Secretariat of Foreign Employment Board

Babarmahal, Kathmandu





Government of Nepal
Ministry of Labour, Employment and Social Security
Kathmandu, Nepal