

Foreign Employment Policy Implementation in Nepal: Does it Helpful to Socio-Economic Development of Female Migrant Workers Working in Abroad?

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Abstract

The foreign employment has become a global phenomenon as it helps to solve unemployment problem and contributes to the national income. Around 4.3 million Nepali youths – both male and female have been working as migrant workers in abroad of which around in the Gulf countries and in Malaysia. This article focuses on socio-economic aspects of Nepalese female migrant workers working in these countries. Due to lack of enough employment opportunities in developing countries like Nepal, foreign employment has become an alternative and attractive solution among the job seeking youths. The scope of foreign employment has increased mainly due to unemployment. The economic difficulty of the female worker for going to abroad could not economically much beneficial as they lack skills which enhance earning capacity. In addition, they had to face several social problems both at working place - primarily working as household workers and family problems. Due to the weak implementation of existing foreign employment related legal instruments the both social and economic issues are not properly addressed.

Keywords: *Foreign Employment, Migrant worker, Female, Policy Implementation, Socio-economic Development*

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1. Introduction

After the political change in 1990, the government adopted economic liberalization policy expecting faster economic growth, reduction of poverty and unemployment, and addressing the rising expectations of the people. But lack of industrial development, adoption of traditional mode of agricultural practices, and the political instability along with Maoist insurgency, fluidity; the country was trapped in economic sluggishness mainly after mid-1990s. Such situation caused un-employment in the country. In this context, foreign employment has become a forced choice among the Nepali youths – both male and female.

The census survey in 2011 shows Nepal's total population was 26,494,504 with a growth rate of 1.35 per annum (CBS, 2011:5). The Survey also shows that total number of individual households in the country was 5,427,302, which is around 99 percent. Every year 500 thousand economically active persons enter the labor market (GoN/MoF, 2018). Of this, fully unemployment rate was 2.3 percent, semi-unemployment rate 30 percent and the youth underemployment rate was 35.8 percent (labor force survey conducted in 2018/19). This shows that the gainful employment is lacking in the country. Due to lack of employment opportunities in the country, attraction of foreign employment has still been high. About 4.3 million youths have gone for foreign employment in different 116 countries primarily in the Gulf countries and in Malaysia. Out of total foreign employment, skilled workers were 1.5 percent; semi-skilled workers 24 percent and the non-skilled workers were 74.5 percent (GoN, MoF, 2019). Institutionally, 110 countries have been opened for foreign employment. however, more than 167 countries have been opened for the purpose of foreign employment by personal initiatives (MoF,2018). The Government has been trying to make agreements with migrant workers recipient countries. In FY2018/19, the GoN was able to make agreement on immigrant labor with Jordon and few other countries (MoF: Economic Survey 2017/18).

Due to globalization effects, demonstration effects and rising literacy of women, and changing mindset of women from limiting within household chores to non-agricultural activities the women section particularly the downtrodden masses have also been increasing to go abroad for employment. Despite the women are vulnerable by nature for the misuse or abuse in foreign countries, the number of female workers has been increasing in the past years. In this context this paper focuses how policy promote foreign migrant workers particularly the women workers to make their foreign employment socially and economically beneficial.

Concept of policy implementation

The essence of successful policy formulation depends on its effective implementation. Fullan (2007: 14) pointed out that policy change goes hand in hand with policy implementation. Policy implementation is taken as ‘the carrying out of a basic policy decision (Mazmanian and Sabatier, 1983: 20). Sabatier and Mazmanian (1980: 540) say that policy decision ‘identifies the problem(s), stipulates the objective(s), and structures the implementation process’. Thus, implementation highly influenced policy outcomes. However, several factors – policy content, implementation mechanism and the capacity of target citizens highly affect the proper implementation of policy. There should be coherence between influential factors such as coherence, stability, peer support, training and engagement, and resources and clear policy goals which affect policy implementation (Payne, 2008, (McLaughlin 1987). Successful implementation implies that agencies comply with the directives of the statutes, agencies are held accountable for reaching specific indicators of success, goals of the statute are achieved, local goals are achieved or there is an improvement in the political climate around the program (Ingram and Schneider 1990, Fullan 2009). Even if policy implementation appears to be successful, Fullan (2000) points out that there is no guarantee that success will last.

A widely used concept in the policy implementation could be based on both top-down and bottom-up approaches. The two approaches vary in a number of areas, such as the role of actors and their relationships and the type of policies they can be applied to. In this approach policy designers work as the central actors and concentrate their attention on factors and variables (Matland 1995) Sabatier and Mazmanian (1979) identified a number of variables such as clear objectives, causal theory, legal structure of the implementation process, committed officials, supportive interest groups to no undermining of changing socioeconomic conditions needed for effective implementation. On the other hand, the bottom-up approach emphasizes target groups and service deliverers, arguing that policy is made at the local level (Matland 1995: 146). It promotes networks among the different actors identifying local, regional and national actors involved in the planning, financing and execution of relevant governmental and non-governmental programs (Sabatier 2005).

Combined approach in implementation of policy in order to benefit from the strengths of both approaches has been more practical (Elmore 1985, Fullan 2007, Goggin et al. 1990, Matland 1995, O’Toole 2000, Sabatier and Jenkins-Smith 1999). Policy implementation often takes place because a wide range of stake-

holders interacts between different levels – thus both central policy-makers and local actors on the ground are important for successful implementation.

In policy implementation, rational-choice approaches are also used as such approach is based on the assumptions that actors have a fixed set of preferences and act rationally in order to maximize the attainment of these preferences. Game theory as a rational choice approach can be used to achieve their preferred objectives' (Firestone 1989: 18). O'Toole (1995) examines the use of rational choice theories (in particular game theory) in implementation research. There are several challenges in rational-choice approaches to implementation, such as uncertainty across different areas and the lack of institutionalization in the implementation setting (since many implementation networks are not highly institutionalized).

A different application of rational choice is agency theory - how principals delegate implementation to state agents - which has been applied in political science, economics and sociology (Kiser 1999). Different political science scholars (e.g. Bendor and Moe 1985, Kiewiet and McCubbins 1991, Weingast and Moran 1983, Wood 1988) have focused on the monitoring of agents by principals in order to reduce drift in implementation.

2. Statement of the problem

In this global era, migration is a regular phenomenon in the contemporary societies. Nepal is not exception in this process. Cross-border movements of migrants including women have been remarkable in the current situation of Nepal. The main cause of migration is for finding out better livelihood opportunities, i.e., searching employment, solving economic problem of the house, demonstrative effects of such employment and so on (<http://www.nafea.org.np>, 4 May 2019). Generally, skilled and the professional people migrate from developed countries to least developing countries (LDC) while labor migration takes place mostly from LDC to developed and/or developing countries (Adhikari, 2011:74). The population census 2011 shows that 7.2% of total Nepali population was in abroad (CBS, 2011). The Gulf countries along with Malaysia remain the main destination for Nepali workers.

Foreign employment from developing countries such as Nepal could have both positive and negative effects. It is also argued that foreign employment could not benefit the country for a long period of time as the question arise 'How long the country has to sustain from foreign employment'? Some people also think that working as migrant workers is risky jobs as the features of the job is 3D, i. e., dirty,

difficult and danger.

The government of Nepal has created a slogan of ‘no discrimination among male and female for providing opportunity in foreign employment opportunity in abroad’. But issue often arises in real practice when female worker has to face a number of problems in foreign land. However, the available source reveals that there is also rising trend of female migrant workers working in foreign countries mostly in Malaysia and Gulf Countries. It is obviously important for respecting ‘women’s right to work’ and ‘safeguarding the female migrant workers’ making the employment a safe and beneficial job to them. To address such problem, the GoN has also issued foreign employment policy in 2012 and necessary legal frameworks for promoting Nepali female foreign employment. But question arises does it helpful for socio-economic beneficial to the female migrant workers. In addition, this article raises two research questions: first,

- i. Does the type of work provided to female workers helpful to Nepalese female migrant workers working in foreign countries for their socio-economic benefit?
- ii. ii) To what extent the professionalism of female migrant workers contributes to implement foreign employment policy for their socio-economic benefit?

3. Analytical framework

Independent variables

- Foreign Employment Policy of the Government
- Institutional support
- Female workers’ professional capacity

Dependent variable

- Socio economic development of female migrant workers

4. Objectives

Generally, the Nepalese people are less entrepreneurs. In addition, the job opportunities in Nepal are limited due to low investment in industrial sector. Nepal initiated liberalized economic policies onward 1990s focusing on taking benefit of global labor market. As a result, the outflow of Nepalese migrant workers to Gulf countries and Malaysia has increased. The political instability and also a decade-long Maoist insurgency onward mid 1990s pushed to go in the foreign land for their alternative and beneficial jobs. pursued to send workers in foreign land as

creation of alternative job to the people. Due to unstable and violent political situation the foreign employment has come as alternative means for employment. As a result, the flow of migrant workers both male and female has increased over the years. Many migrant workers both male and female go to Malaysia and Gulf countries. Despite there is a growing awareness about employment among prospective female workers even in abroad, the vulnerability of female workers also created several social and economic issues. Government of Nepal has formulated policies, rule, regulation and directives to govern and regulate the trade regarding migrant workers. However, it is challenging especially to female migrant workers to work in abroad. This study focuses on scenario of female employment in abroad. The specific objectives of the article are set as follows:

- To examine the role of policy and institutional support for implementing foreign employment policy for the socio-economic benefit of female migrant workers.
- To find out the level of female migrant workers' capacity for implementing foreign Employment policy for their socio-economic benefit.

Foreign employment has been considered as an important contributing sector in the economy of Nepal. During the period of Maoist insurgency, which was started in 1996 in Nepal, the economy has a huge pressure to sustain which increased unemployment and poverty in the country. The economic situation was down-trodden due to political crisis, turbulence and fluidity. The remittance, in this context, from the Nepalese migrant workers has contributed to the economy and family income to cope up with this adverse situation. In this context, importance of the foreign employment was found quite helpful. On the other hand, foreign employment has also become one of the important sources for creating job to Nepali youths – both males and females. It was realized that employment opportunity in abroad for economically active youths, despite a force choice, has become an alternative and attractive avenue for Nepali youths. As a result, the growing number of employees those working in abroad have been contributing to the economy as well as contributing to reduce unemployment and poverty problems in Nepal. It is evident that the per capita household remittance earning in Nepal is NPR 80,436 (equivalent to USD 1072) which contributed 23% in an average to the GDP (World Bank 2011:6). So, it can be said that foreign employment has contributed in Nepal's economy at the individual level, household level and at the national level. To streamline foreign employment to make it safe and beneficial the government enacted the 'Foreign Employment Act, 2007' and its subsequent regulations. Despite foreign employment has been contributing employment problem, national income, and some sort of social benefits, there are

several issues associated with this business. The issues with female migrant workers could be even more. This article mainly covers socio-economic benefits generated from the foreign employment particularly to the female migrant workers.

5. Methodology

This research article employs mixed methodology, combining both quantitative and qualitative research methods. The total population of Nepalese migrant workers is 4.3 million whereas around 200 thousand are female migrant workers. From among the total population of female workers 51 respondents were selected employing convenience-sampling method. These respondents are selected from those female migrant workers who return from abroad. In addition, snowball sampling method was also adopted to find out the appropriate respondents. Apart of the female migrant workers, officials working at Embassy, department of foreign labor employment, Manpower Company, are also interviewed.

Secondary sources refer to those for already gathered by others. In this study secondary data is collected from Internet, labor and employment ministry, Nepal Rastra Bank journals, foreign employment department, foreign employment promotion board, books, World Bank report etc.

6. Data presentation and analysis

6.1 Flow of Nepali female migrant workers

Female migrants are increasing in foreign land., The last 20 months (2017/18 to 2018/19) Showed UAE is the first destination for Nepali female migrant workers which covers 26.51 percentage of the total foreign employment of the female. Kuwait stands as the second destination of Nepali female migrant workers with 20.82 percentages of the total female workers. Malaysia stands third destination of Nepali female migrant workers with 15.1 percentages of the total female MWs. Qatar stands fourth destination of Nepali female migrant workers with 7.93 percentages of the total female MWs. Lebanon stands fifth destination of Nepali female migrant workers with 5.826 percentages of the total female MWs. But NLM report 2020 Showed UAE is the first destination for Nepali female migrant workers which covers 55.6 percentage of the total foreign employment of the female. Qatar stands as the second destination of Nepali female migrant workers with 18 percentages of the total female workers. Saudi Arabia and Kuwait stand third destination of Nepali female migrant workers with 7.7 percentages of the total female workers. Cyprus stand forth destination of Nepali female migrant

workers with 7.5 percentages of the total female workers (NLMS, 2020 :14). The NLMS Report 2020 shows that province wise training provided to the FE are: 24.4 percent in province one, 24.2 percent in two, 15 percent in province three and four. Similarly training provided in province five, six and seven were 13.8 percent, 16.5 percent and 3.2 percent respectively. During the last two years the flow of Nepali migrant workers in Malaysia and in the Gulf countries are as follows (See Table 1).

Table 1: Flow of Nepali migrant workers

Country	2017/018			2018/019 (March)		
	Male	Female	Total	Male	Female	Total
Qatar	99313	3863	103176	1180465	15703	1196168
Malaysia	101168	3036	104204	1283743	29915	1313658
Saudi Arabia	39936	1024	40960	874128	6823	880951
UAE	53674	6567	60241	519947	52523	572470
Kuwait	15928	1626	17554	100520	41244	141764
Bahrain	4530	332	4862	47839	4058	51897
Oman	2692	367	3059	29750	5421	35171
South Korea	7565	384	7949	40726	2175	42901
Lebanon	18	4	22	1222	11541	12763
Israel	35	83	118	2310	4449	6759
Afghanistan	1441	1	1442	11799	47	12024
Japan	716	45	761	17480	921	18401
Other	12122	5471	17593	57203	23285	80488
Total	339138	22803	361941	4167310	198105	4365415

Source: Ministry of labor, employment and social Security, 2019, MoF 2018; 2019

The above table shows that total number of Nepali migrant workers in abroad were 43,65,415. Of this total number 95 percent i.e., 41,67,310 migrant workers were male and only around 5 percent were among female workers. Malaysia stands as the first destination for Nepali migrant workers with 1313658 and seconded by Qatar with 1196168 Nepali workers. But in case of female migrant workers United Arab Emirates and Kuwait employ highest number of Nepali female migrant workers.

6.2 Duration of working in abroad

Recruitment use and retention of human resources are the important aspects of human resource management of every organization. As recruitment is costly, the recruiting agencies give emphasis to retain the productive workers as long as possible and as per requirement of the employer. The efficiency of retention takes place when workers are able to satisfy the employer, and also as long as he/she is satisfied for working in the particular organization. Thus, how long a worker works in an organization depends upon, at least, having a safe and beneficial job, which also applies in foreign employment. In this context, a question was asked with the female migrant workers “how long (years) have you been working in abroad as a migrant worker?”.

Of the total respondents, 57 percent female migrant workers stay for working in abroad for one to three years. Those respondents stay for four to six years were 34 percent. Only 9 percent of female workers work seven or more years in foreign employment. Agreement between employer and employee for Malaysia is generally covers three years whereas other Gulf countries agreement between employer and employee is two years. Malaysia and Gulf countries have their own labour law as Malaysia accepts the worker when he or she becomes 18 years or above, but in case of Gulf countries, worker should be 21 years of age or above. The average years of work by the respondents working in these countries was 3.65 years.

6.3 Reasons for going foreign employment

It is curious that why Nepali workers even the female workers go to foreign employment mostly in Malaysia and the Gulf countries. In this context, the respondents, i.e. the female migrant workers were requested to disclose the reasons or compulsion for them for working in Malaysia and/or Gulf countries.

Table 2: Reasons for going to foreign employment

Reasons of foreign employment	Number	Percentage
Lack of opportunity in Nepal	24	49
Household conflict, divorce	12	23
Job opportunity	10	20
Earning	3	6
Better life	1	2
Total	51	100

Source: Field survey 2020

The data presented in Table 2 shows that 49 percentage of female choosing FE due to lack of opportunity in Nepal.

6.4 Decision taken to foreign employment

Nepal Labor Migrant Report (2020:12) presents 8.5 percent of female migrant worker were in foreign employment. In addition, it is estimated that quite a large number of female migrant workers have also been gone to foreign countries informally in the same year. Looking into the vulnerability of female workers for being abused and forced to work in difficult situation, the government has imposed some restrictions of age bar, and type and place of work, etc. In this context, how the female migrant workers were lured and who decides the female workers to go abroad for having the safe migration has been given in following table.

Table 3: Decision to go abroad

Decision	Number	Percentage
The worker herself	27	53
Local agent	13	25
Seniors/friends, etc.	8	16
Family	3	6
Total	51	100

Source: Field survey 2020

Above Table 3 shows that 53 percentage of female migrant workers were decided to choose foreign employment by themselves. Similarly, 26 percentages of female migrant workers were lured with consultation of local agent for choosing foreign employment. Total 16 percentages of female migrant workers are choosing foreign employment through the suggestion of seniors, friends, neighbors and only just 5 percent were decided with family members' consent. This shows that the Nepali female workers were found able to make self-decision to choose their job like foreign employment. However, still more than a quarter of these migrant workers rely on local agent.

6.5 Management of recruitment process cost

Around 1,500 manpower agencies are registered for recruitment process. These agencies make business through facilitating the migrant workers for sending in foreign employment. One of the issues often raised regarding the recruitment process high charges. However, the government was also found for fixing such

charges some time NPR 10,000/, ‘visa free’, and ‘zero investment’, etc. whatever these schemes were introduced the migrant workers including female workers have to pay certain amount to the agents for going abroad. A question was asked “how do you manage the cost for going abroad?”. The answers of the respondents are given in Table 4 as follows.

Table 4: Management of recruitment process cost

Manage cost	Number	Percentage
Loan borrowed from local person	27	53
Free visa	15	29
Household income	6	12
Loan from financial institutions	1	2
Others	2	4
Total	51	100

Source: Field survey 2020

As given in Table 4, the majority 53percent of female migrant workers managed their employment processing charges by borrowing loan from local people. But on the other hand, 29 percent of them were offered ‘free visa’ to go abroad. Around 12 percent were successful to manage their cost from their own household income and just 2 percent of these workers were funded by the financial institutions.

6.6 Status of trained female migrant workers

Training helps to develop productive capacity of the workers. So trained working force is beneficial for employees also to the employers. Nepal’s policy documents state that the migrant workers both male/female should be given training before they are sent to foreign employment. In this context the sample respondents were asked whether they got training or not.

The response given by the respondents shows that 33 percent of female migrant workers have got training before they leave for foreign employment. Usually such training was only for orientation training. Only the skill training helps to earn better income/salary, which was grossly lacking among female migrant workers working in these countries.

6.7 Application of agreement

Agreement is a ‘letter of contract’ between worker and the employers. In foreign employment recruitment, the worker and employer should sign on an agreement

paper. Normally the manpower company prepares such agreement paper on behalf of employer and sign by both parties. The migrant worker should present such signed agreement paper at the point of departure and submit to the management before starting their job in the working country. So, agreement is taken as the valid document that specify nature of job, type of occupation, level of salary and benefits including the compensations, etc. The responses of the respondents show that 65 percent of female migrant workers had signed on an agreement paper before they leave to abroad. There is also a practice of not signing on any agreement in case go to abroad illegally. Question comes whether the female migrant workers were able to get the nature and type of the work as specified in agreement, and compensated accordingly as per the agreement, i.e., to what extent the service conditions were applied as per the agreement. only 58 percent-age of female migrant workers found the proper application of agreement with regard to their service condition.

6.8 Type of occupation

A question was asked to the migrant female workers “What kind of occupations have you been engaged while working in foreign country?”. The responses from the respondents are given in the following Table 5.

Table 5: Type of occupation

Type of work	Number	Percentage
Company/office/cleaner	23	45
Household helper	20	39
Other	6	12
Restaurant	1	2
Beauty parlor	1	2
Total	51	100

Source: Field survey 2020

The above table shows that 45 percent of female migrant workers were found working in company/office as cleaner. Nearly like that number, i.e., 39 percent of them were engaged as household work. Some of the respondents were found working in restaurants and beauty parlor with 2 percent each. The job for working in the private houses are informal sector job. As the GoN does not provide approval for working in informal sector job such as working in private houses, the manpower companies manage them send from India or other countries.

6.9 Facilities provided to the female migrant workers

Generally, employers introduce different facilities like accommodation to motivate and attract workers at their work. The Malaysian and Gulf countries' employers also arrange accommodation facilities to the migrant workers however, some employers do not have such facilities or, if they have such facilities, those facilities are not in good condition for decent (safe and healthy) living. Those who have been working as household workers, are normally provided accommodation. As many of the Nepali migrant workers are low level wage earners paying the accommodation charges to be borne by themselves could be costly. In this context, a question was asked whether the migrant female workers were provided decent (safe and healthy) accommodation during their stay in abroad or not. The responses from the sample respondents show that 58 percent of them were provided livable accommodation while the rest 42 percent responded with their dissatisfaction for not providing livable accommodation. Those who were not satisfied with the provision of accommodation disclosed that the room was dark without ventilation, didn't having a private toilet, and unsafe.

Medical facility is one of the important components of the bundle of employees' fringe benefits in organized companies. In case of foreign employment, provision is also made as the migrant workers should be covered such medical facilities. In factory, usually there is a provision of medical facilities and/or the medical insurance to cover specified medical treatment of the workers and should also be reflected in agreement before the migrant workers fly to working country. But in case of working at private houses such provision of medical facilities depends upon employers' individual discretion. Of the total sampled 51 female migrant workers 75 percent among the female migrant workers were provided medical treatment benefit. This shows still one-fourth of them were out of such benefits.

6.10 Availability of other fringe benefits

Generally, the employing companies adopt employees' attraction policy to recruit, retain and motivate the work force in their companies. In addition to monthly salaries, the employers develop different fringe benefit schemes and make arrangements for attracting the labor force. Fringe benefits are the benefits or facilities other than monthly basic salary. Such fringe benefit is also important and necessary for the working staffs as they spend their major active life in the organization. These fringe benefits include weekly leave (one day off from the duty), home leave or annual leave, free return ticket, bonus payment, sick leave,

over time working opportunity, and gratuity, etc. The agents in developing countries like in Nepal also adopt a practice of motivating the migrant workers particularly the female workers to make them ready and pay higher rate for employment processing charges specifying the provision of such fringe benefit schemes in abroad. In this context, a question was asked “what kind of fringe benefits have you got during your employment in abroad?”. The responses of the sampled female migrant workers are given in Table 5 as:

Table 6: Availability of fringe benefits

Benefit	Number	Percent
Weekly or annual leave	63	31
Paid home leave	34	17
Free return ticket	157	77
Bonus	13	6
Over- time	52	26
Gratuity benefit	25	12
Other	2	1

Source: Field survey 2020

The above table shows that 77 percent of female migrant workers get free ticket whereas 31 percent of them were provided weekly leave. Similarly, 26 percentage of female migrant workers got over time benefit, 17 percent for paid home leave and, and 12 percent of the gratuity benefit.

6.11 Implementation of payment schedule

It is obvious that every employee should get payment on time when he/she works in any organization. There is a system of monthly, or fortnightly, and/or weekly payment schedule adopted in different countries and in different organizations. Whichever system would be applied, that should be specified in the agreement paper and signed by both employee and the employer. As said earlier, agreement is made between employee and employer before they go to foreign employment from Nepal. On the basis the agreement it should be implemented accordingly. About the implementation of maintaining the payment schedules in the working factory/company or at houses the respondents were asked “does the payment is made on time as per the agreement?”. The answers of the respondents show that only two-third respondents (68 percent) were provided salary on time.

It is irony that the payment of salary and the arrangement of other different types of benefits especially to the female migrant workers were not fully applied. However, the GoN has adopted two strategies to control female migrant workers for working at private houses as foreign migrant workers. Firstly, GoN does not

provide approval to go abroad for working as household workers, and secondly, free investment for female migrant workers are also initiated. Despite such efforts of GoN, the manpower agencies somehow manage to send the female workers by manipulating the existing governmental decision/rules by creating ‘setting’ (using government employees to approve false documents, etc.), or sending from other countries in the name of ‘visit visa’, etc. using informal channels.

6.12 Socio-economic implications of foreign employment of the female migrant workers

With the spirit of Foreign Employment Policy, 2012, National Planning Commission aims to develop a competitive workforce by increasing skills and training opportunities for employment and make foreign employment more productive, safe, dignified and systematic (GoN NPC, 2016: 249). The benefit of foreign employment should also be discussed about the use of remittances in productive sectors, specifically in entrepreneurship development to create employment opportunities within the country. To achieve this objective several policies and programs are envisioned including financial literacy training to prospective migrant workers as well as families of migrant workers to utilize formal banking channels and to encourage investment in productive sectors by developing special schemes. In addition, the policy also prioritizes study and research on the productive use of remittances (NLMR 2020;114). But Nepalese workers are generally lack of entrepreneurial capacity as well as are unskilled. Similarly, Nepali workers have the lack of culture of investment in productive sector as 96 percent of their earning is used for consumption sector whereas just 4 percent goes to the business and other productive sectors (Shahi, 2013). Most of the female migrant workers found the earning from the foreign employment was helpful for their economic improvement. However, the data given is shown as:

Table 7: Usage of remittance/earning

Use of earning	Number	Percent
Education and health of family	24	48
Food and other household expenses	18	35
Purchase of fixed property like house and land	9	17
Total	51	100

Source: Field survey 2020

As stated in the above table, it shows that the earning of female migrant workers does not spent on productive sector. This is mainly that most of the female mi-

grant workers those go to Malaysia and the Gulf countries were not educated and skilled and most of them had poor economic background. This, obviously due to their low-level earning. However, 54 percent of FMWs told that they somehow improve their economic condition. Despite this there were number of cases that the many female workers those working at private homes were even not paid agreed salary. Thus, the opportunity cost of foreign employment is high for sending unskilled labor to the foreign employment.

Conditions in host countries can entrench poverty of migrants, including poor living conditions and limited access to services. In Malaysia and Gulf country, they choose to go for the work because of low cost of flight (sometime free air ticket). in the recent days, government focus on the policy of free visa and zero investment to go these countries. Therefore, Nepali female, specially from the rural areas have been increasing to Malaysia and Gulf countries for domestic houseworker. From the interview with them, their economic status is not well improved because of the low salary. On the other hand, their sustainability in the foreign land is highly challenging, female workers face so many problems, specially to those domestic house helpers face challenges such as torture, harassment, too much workload, sexual abuse, etc.

A case of social implication of female migrant worker working in abroad:

Kanchhi Tamang (changed name) is a 20 years old female worker of Nuwakot district went to Saudi Arabia as a household worker soon after her marriage as some people in her village motivated to go abroad to earn a lot of money. In the meantime, a local agent motivated her to work as a factory worker in Dubai. She paid NPR 40,000 to the local agent and later the agent took her to fly to Dubai via Mumbai, India. When she landed a person came to receive and took her in a house which was in Saudi Arab. She was very much surprised that she had to work at an individual house in Saudi Arab instead of working at factory in Dubai. She was helpless to change the job or back to home country and forced to work as a household worker. The monthly salary was much less than as said before leaving Nepal and had to work for up to 16 hours daily, no permission to go out of the home or communicate other than the house owner's family and often scolding and sometime even physical beating to her. She made humble requests to the owner for coming back to Nepal, but the owner didn't allow stating that they had paid a lot of money (around NPR 800 thousand) to the agent to buy her for working as a house worker. After three years of working as household worker she managed to inform her parents in Nepal. Somehow her father managed to complain at Foreign Employment Department to take action to the local agent and bring her in Nepal. It took 8 years to settle the case and finally managed to come to Nepal. In the meantime, her husband abandoned her, i.e., break up the family life. Com-

ing back in Nepal she married with another guy however, an imagination of having a decent life from the earning of foreign employment is still beyond her imagination. The economic difficulty before going to abroad as a female migrant worker has still not changed in my case” Her experience is that working in Saudi Arab was neither economically beneficial or socially viable.”

The study also shows that 57 percent did not complain about their economic and/or social dissatisfactions. Those who complained were mostly among the female workers who used to work as domestic helpers. Usually there is maximum chance of being abused in private house, however, due to lack of language understanding and lack of skills of the female workers they hesitate to complain about their dissatisfaction and also the factory workers were also generally do not complain as they somehow manage themselves in abroad. Generally, the migrant workers first complain to the foreign company or owner and, they complain to government organizations such as diplomatic office, DoFE, MoLESS, etc. There is also the tendency of complaint against the manpower agencies and local agents as the female workers normally know the local agent and/or the owner of the manpower company.

Complaining in the concerned authority is not the final solution as it is a starting point of legal process. Complain is initiated when the person feels injustice to him or her. As given above quite many female workers complained to the concerned office. But question is whether they realize justice or not. Obtaining justice to female migrant worker is not easy due to various reasons such as unethical recruitment as such women used illegal route to go to abroad.

6.13 discussion on foreign employment policy implementation

Foreign Employment Act, 2007 and the Foreign Employment Regulation, 2008, and also the Foreign Employment Policy 2012 have specified the role of different actors to give adequate considerations to manage foreign employment efficiently. More specifically, the employment should be economically beneficial and should be safe to the migrant workers. Female migrant workers being vulnerable categories of workers and even working in informal sector/private houses, need more care for their protection in the foreign employment. As Nepali migrant workers, particularly the female workers were mostly literate only without necessary training skills; their income patterns in the foreign employment were also low. In addition, they often exploited particularly those who work at private homes or in the informal sector. Individuals who either migrate through informal channels, or who ultimately find themselves in an irregular status, regardless of whether they are at fault, are particularly vulnerable to exploitation and abuse (Sarah etal,

2014:82-83). Foreign employment cannot be controlled by state rules as it is influenced by the employer company and employer company's home rules. So the management of foreign employment should be discussed from different perspectives. As the legal base is weak for working at private houses, it is also difficult to provide services by the oversight agencies.

The foreign employment is a networking business among the multiple stakeholders between supplying countries and demanding countries. For sending the migrant workers, Nepal adopted two processes, one, Government process where government plays active role through GtoG MoUs, Agreements between two countries, and also adopting certain policy, etc. Second one is the private sector activities process through marketing, documentation, selection of workers, and so on. So multiple institutions involve at their different capacities to manage foreign employment. However, for female migrant workers mostly contact Manpower agencies and the local agents before they go to abroad for employment. For taking approval to go to foreign employment they have to contact DoFE, and in case to complain about the justice, or request for the compensation, the migrant workers should contact MoLESS, DoFE, FEB, also with concerned Embassies, etc. In addition, they must contact for taking training with training institutions, for health check up with health centers, and for financial support with financial institutions like banks and insurance companies etc.

There are both positive and negative sides of foreign employment. Job opportunities, engagement, life improvement, to micro and macro economy are bright side of foreign employment. Social discrimination, torcher, diversity of culture, difference in legal aspect, language, cheating, and illegal sending of female migrant workers or as a new form of human trafficking are dark side of foreign employment. In the present globalized context, the movement of people for job, business and other social/economic activities cannot control. It has also been flourishing this business due to both push and pull factors of the sending and receiving countries. So, foreign employment should be handled amicably creating and obeying agreeable terms of conditions of employees and the employers of both manpower sending and receiving countries.

7. Conclusion

The GoN has brought foreign employment policies including legal provisions and created several institutional mechanisms. These provisions are expected to promote foreign employment safe and beneficial. As with these provisions there is an increasing trend of both male and female workers to work in foreign countries. It

is widely accepted that the skill development helps every person more productive. So, working labor force should be given proper training to broaden their employable scope and earning capacity. National Planning Commission (NPC) has focused training of Nepali migrant workers before sending abroad since the fifth plan. In line with this, GoN focuses on the training need in foreign employment. As per Millennium Development Goals (MDGs) it was specified firstly to provide skill training and other information for overseas workers, and secondly, special employment programs should be implemented particularly for unemployed youths. Generally, the Nepalese youths and particularly the female migrant workers who go for foreign country for employment are unskilled. The foreign employment policy and the legal provision also specify the skilled workers to be sent to foreign employment, but in practice it has not made compulsory. One practical issue for providing training is that training is provided mostly in Kathmandu and female workers are almost all from countryside. Staying in Kathmandu for training is costly for them which has become the problem of implementing the training policy. There is also a problem of not matching the training curriculum designed to provide training to migrant workers and nature of work to be done at employers' place. Though Foreign Employment Board is responsible to approve the training curriculum, the practicality of the use of training is not assessed. Such phenomena do not attract the workers for training and thus create the problem of training implementation.

The foreign employment is the global phenomena, which is important for solving unemployment problem on one hand and on the other, contributes to the national income. Due to lack of enough employment opportunities in developing countries like Nepal, foreign employment has become an alternative and attractive solution among the job seeking youths. The scope of foreign employment has increased not only due to problem of unemployment for a country like Nepal, but also for fulfilling the gap of the demand in the labor recipient countries. However, the Nepali workers are still low wage earner, and in many ways, the migrant workers particularly the female workers are not paid judiciously, or even victimized at workplace.

The legal instruments and also the foreign employment policy specify the role of concerned institutions and devises appropriate strategies to address the heterogeneity across migration corridors in terms of the volume of migrants, sectors of employment, the modality of recruitment, etc. In addition, the government has been trying to promote the foreign employment by initiating MoUs and bi-lateral agreements within G2G agreements, sector-specific agreements, and skills partnerships including social security agreements for achieving the goals of foreign

employment. However, the present policy is not enough to promote foreign employment individually to the migrant workers and largely to the nation.

Despite job opportunities, engagement, life improvement, to micro and macro economy are bright side of foreign employment, social discrimination, torcher, diversity of culture, difference in legal aspect, language, cheating, and illegal sending of female migrant workers or as a new form of human trafficking are weak side of foreign employment. In the present globalized context, the movement of people for job, business and other social/economic activities cannot be controlled. It has also been flourishing this business due to both push and pull factors of the sending and receiving countries.

The female migrant workers asses and put local agent and manpower companies in the 1st and 2nd ranking for their facilitation and grievance handling. This happens due to the recognition of female migrant worker to the local agent. That means female migrant workers believe or trust local agent and then the manpower company. local agent and manpower agency are direct and field level policy implementation organizations. So, their role and function are highly significant in foreign employment. Government policies are unable to manage local agents. Similarly, the activities of manpower agencies are not managed. After 2007 GoN has also promoted female migrant workers for foreign employment through reservation policy. But the female migrant workers are not satisfied on government role as the issues related to foreign employment and particularly to the female workers are not properly addressed. However, creation of job opportunity, earning remittance, promoting economic activities, skill development by working experiences etc. are some of the positive sides of foreign employment even to the female workers. But exploitation, torcher, abuse, low salary, no human rights, family breakdown, etc. are some of the major social issues of foreign employment and particularly among female migrant workers working in abroad. One off the greatest problem for handling foreign employment is lack of coordination among concern institutions.

Thus, it can be said that the scope of foreign employment even among the female workers has helped to solve the problem of unemployment and contributing household income. However, the economic difficulty before going to abroad as a female migrant worker has still not changed much as working such as in the Malaysia and Gulf countries could be neither economically beneficial or socially viable without enhancing their enhancing the workers' capacity and implementing the existing legal instruments honestly.

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