

# TRAFFICKING IN PERSONS IN NEPAL

(NATIONAL REPORT 2026)



**National Human Rights Commission**

Harihar Bhawan, Lalitpur, Nepal



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## Acronyms and Abbreviations

AATWIN	Alliance against Trafficking in Women and Children in Nepal
AHTB	Anti-Human Trafficking Bureau
APF, Nepal	Armed Police Force, Nepal
BOP	Border Operation Post
BSD	Border Surveillance Desk
BSF	Border Security Force, India
CBS	Central Bureau of Statistics
CDO	Chief District Officer
CIAA	Commission for Investigation of Abuse of Authority
CPN-UML	Communist Party of Nepal- United Marxist Leninist
DCCHT	District Committee on Combating Human Trafficking
DAO	District Administrative Office
DCC	District Coordination Committee
DIG	Deputy Inspector General
DoMLI	Department of Money Laundering Investigation
DSP	Deputy Superintendent of Police
FGD	Focus Group Discussion
FWLD	Forum for Women, Law and Development
FY	Fiscal Year
GBV	Gender-based Violence
GoN	Government of Nepal
I/NGO	International/Non-Governmental Organization
ICT	Information and Communication Technology
ILO	International Labour Organization
INAF	Indo-Nepal Joint Forum
INSEC	Informal Sector Service Center
IOM	International Organization for Migration
IT	Information Technology
LGBTIQ	Lesbian, gay, bisexual, transgender, intersex and queer
MoFA	Ministry of Foreign Affairs
MoHA	Ministry of Home Affairs
MoLESS	Ministry of Labour, Employment and Social Security
MoLJPA	Ministry of Law, Justice and Parliamentary Affairs
MoU	Memorandum of Understanding
MoWCSC	Ministry of Women, Children and Senior Citizens
NATO	North Atlantic Treaty Organization
NCCHT	National Committee on Combating Human Trafficking
NHRC	National Human Rights Commission

## Acronyms and Abbreviations

NMICS	Nepal Multi Indicator Cluster Survey
NOC	No Objection Certificate
NPA	National Planning Commission
NSO	National Statistical Office
OCMC	One-Stop Crisis Management Center
PNCC	Prawasi Nepali Coordination Committee
PRC	Peace Rehabilitation Center
RM	Rural Municipality
SADC	Swish Agency for Development Cooperation
SaMi Project	Safe Migration Project
SDG	Sustainable Development Goals
SOP	Standard Operating Procedure
SSP	Senior Superintendent of Police
STI/HIV	Sexually Transmitted Infection/Human Immunodeficiency Virus
TIA	Tribhuvan International Airport
TIP	Trafficking in Persons
TOR	Terms of Reference
TVPA	Trafficking Victim Protection Act
UAE	United Arab Emirates
UK	United Kingdom
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office of the Drugs and Crime
USA	United States of America
USAID	United States Agency for International Development
USD	United States Dollar
VIP	Very Important Person
WL	Watch List

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# राष्ट्रिय मानव अधिकार आयोग

National Human Rights Commission of Nepal

केन्द्रीय कार्यालय (Central Office)

पुल्चोक, ललितपुर, नेपाल Puchowk, Lalitpur, Nepal



## Foreword

National Human Rights Commission of Nepal is the constitutionally mandated to monitor, investigate, and promote human rights. Despite many other areas, the Commission has been working on the human trafficking issues since its inception. In line with this responsibility, the Commission has prepared this Trafficking in Persons report to present an evidence-based overview of the trends, patterns, root causes, and institutional responses related to human trafficking in Nepal.

Trafficking in persons remains one of the most serious human rights violations of our time. It is a crime that strips individuals of their dignity, freedom, and fundamental rights, while thriving on poverty, inequality, discrimination, and weak protection systems. In Nepal, human trafficking continues to pose a persistent challenge, affecting women, children, and increasingly men, both within the country and across borders. This report is not merely a compilation of data; it is a reflection of lived realities faced by thousands of Nepali citizens who remain vulnerable to exploitation. This report also analyzes the role played by the government, diplomatic missions abroad, civil society organizations reviewing the government plans and policies in combatting trafficking in person.

Nepal is a party to various regional and international conventions on human rights along with the Protocol to Prevent, Suppress and Punish Trafficking in Persons (Palermo Protocol) on June 16, 2020. But still the data shows that Nepal continues to be a country of origin, transit, and destination for trafficking in persons. Women and girls are disproportionately affected, particularly for purposes of sexual exploitation, forced labor, domestic servitude, and harmful practices disguised as marriage or foreign employment. In recent years, the nature of trafficking has evolved, with traffickers increasingly using digital platforms, social media, informal recruitment agents, and false promises of overseas employment.

This report highlights that trafficking is not only a criminal justice issue but a structural human rights concern. Poverty, gender inequality, caste-based discrimination, lack of education, unemployment, displacement, conflict legacy, and climate-induced vulnerabilities continue to push people into unsafe migration and exploitative situations. Women from marginalized communities, single women, widows, survivors of violence, persons with disabilities, and children from impoverished families face compounded risks.

*Handwritten signature*

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Despite legal and policy frameworks, including the Human Trafficking and Transportation (Control) Act and various national plans of action, implementation gaps remain significant. Challenges persist in victim identification, survivor-centred rehabilitation, effective prosecution, inter-agency coordination, and access to compensation and long-term reintegration. Provincial and local governments, though constitutionally empowered, still require stronger capacity, resources, and clarity of roles to respond effectively to trafficking cases.

According to the US State Department's Human Trafficking report 2025, Nepal has been placed in Tier 2 watch list for the second consecutive year. This status signals that, despite efforts made by the State, minimum standards for the elimination of trafficking are not yet fully met. It serves as a warning that stronger political commitment, effective enforcement, and measurable outcomes are urgently required.

This report underscores the importance of prevention through awareness, safe migration governance, economic empowerment, and education, especially at the community level. The National Human Rights Commission emphasizes that addressing trafficking in persons requires a whole-of-government and whole-of-society approach. Strong coordination among federal, provincial, and local governments, law-enforcement agencies, judiciary, civil society organizations, and the private sector is essential. The National Human Rights Commission remains committed to monitoring the situation of trafficking in persons, advocating for policy reforms, and supporting survivor-centred justice.

I would like to thank Hon. Chairperson, Fellow Commissioners and Secretary and all team of the Promotion Department, Collective Rights Division for their overall collaboration and support. The expert Dr. Govind Subedi deserves special thanks for his contribution in preparing the report. I truly appreciate UNODC and European Union for their technical support. The insights, time and effort provided by UNODC has been a driving force in finalizing the report I thank all the NHRCN provincial and branch offices team for their effective coordination in the field work. Finally, I am thankful to the government of Nepal and all the stakeholders who provided valuable information, feedback and suggestions to prepare this report.

I sincerely hope that this report will contribute to informed dialogue, effective interventions, and stronger protection mechanisms, ultimately leading Nepal towards a society where every individual can live free from exploitation, fear, and abuse.

Dr. Lily Thapa  
Member

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### Acknowledgement

Trafficking in persons is a grievous violation of human rights that continues to affect millions of people globally. According to the Global Report on Trafficking in Persons 2024 the number of trafficking victims has seen a troubling rise since the COVID-19 pandemic, between 2019 and 2022. Particularly the vulnerable population—including women, children, and migrants—who are disproportionately affected by the organized criminal networks. In fact, trafficking and offences such as slavery, sexual exploitation, child labour, forced labour, debt bondage and forced marriage, are the violations of basic human rights and are prohibited under domestic and international human rights law.

Migration, illiteracy, lack of awareness, poverty, unemployment, landlessness, and a lack of means of subsistence are pushing factors that fall upon human trafficking. Nepal also ratified various international conventions including 7 core multilateral human rights conventions. Nepal is a State Party to the Convention on the Elimination of All Forms of Discrimination against Women. Similarly, the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (also known as the "Palermo Protocol") is ratified by Nepal in 2020. The Palermo Protocol creates obligation to take all necessary action to prevent human trafficking. Nepal government has taken initiatives for the amendments of the Anti-Human Trafficking Law but is still pending due to the dissolution of House of Representatives in September, 2025.

Though Nepal is a state party to the various international instruments, human trafficking is still a pressing issue of human rights in Nepal. It calls for immediate action for the cross-border collaboration, and more stringent border controls. A human rights-based strategy may be a milestone to achieve the Sustainable Development Goals 2030, and to upgrades Nepal's present status. It is necessary to coordinate between government agencies, local, provincial and federal governments, non-governmental organizations, development agencies, and the media for effective intervention on human trafficking. Local governments need to play a crucial role in carrying out policies and programs for combating human trafficking in Nepal.

This National Report generally aims to identify the situation of trafficking in persons, monitor the initiatives carried out by different organizations including NHRCN and evaluate the status of law enforcement and judicial responses to trafficking. The rise of Information Technology (IT) and digital platforms, including social media and online gaming, has fundamentally transformed human mobility. While these technological advances have created significant opportunities for those with digital literacy and access, they have simultaneously exposed vulnerable populations to new forms of exploitation.

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Individuals facing poverty, unemployment, lack of awareness, and resource scarcity are particularly susceptible to trafficking in this digital age. This evolving pattern necessitates fresh approaches to understanding trafficking dynamics: its scope and scale, the methods traffickers employ, their motivations, the routes and transit point they utilize, the diverse victim profiles (children, women, men, and gender and sexual minorities), destination locations, and the structure of criminal networks. Moreover, there is a critical need to examine how these trafficking operations intersect with various actors across public and private sectors, both domestically and internationally. I am confident that the findings of this report will support policymakers and planners to formulate the anti-human trafficking strategies for a more secure and sustainable future for vulnerable children, women, and all people.

Specially, I thank Mr. Nava Raj Sapkota Joint Secretary, Mr. Loknath Bastola Under Secretary and Kumari Mahara, Human Rights Officer for their efforts to draft and publish this report. Special thanks to expert Prof. Dr. Govinda Subedi for his tireless efforts to write this report by analyzing crucial data and presenting important findings received from concerned agencies, both governmental and non-governmental agencies.

Finally, I also appreciate the United Nations Office on Drugs and Crime (UNODC) for providing technical support. This support has made a significant contribution for producing the report and I express my thank to Reena Pathak, National Program coordinator and Krishna Prasad Sedhain, Admin and Finance Associate for your continued support. Additionally, I extend my gratitude to the Government of Nepal, including various ministries of Federal Government, Provincial and Local levels, Nepali Embassies and Missions abroad and other concerned non-governmental organizations for their support and contribution providing facts and data for this report.

Murari Pd. Kharel  
Secretary

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## Executive Summary

This National Report continues the series of reports published by Nepal's National Human Rights Commission on trafficking in persons. It analyses the current trafficking in persons situation in Nepal and evaluates the country's anti-trafficking response. The Report uses the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children as its framework. Based on primary and secondary sources, it covers three fiscal years: 2022/23, 2023/24, and 2024/25. To provide a baseline for the trafficking situation in the country, the Study explores trafficking trends, characteristics and routes, as well as examining risk factors and the modus operandi of traffickers, and setting out national responses to the crime.

Economic need is the most significant risk factor making people vulnerable to trafficking in persons in Nepal. An overwhelming majority of trafficking survivors (99%) are Nepali citizens and survivors come from 70 of Nepal's 77 districts. On average, 351 offenders registered annually and almost all are adults, and two-thirds are men and rest are women. 9% offenders are foreign nationals. Survivors were trafficked mainly for prostitution (41%), sexual exploitation via transportation (33%), labour exploitation via transportation (12%), and sexual exploitation via trafficking (7%). Overall, 61% were trafficked to the Middle East, 24% to South Asia, 11% to Southeast Asia/China, 3% to Africa, and 1% to Europe/Russia/Central Asia. India has also emerged as both the destination and a major transit route.

Nepal has been experiencing different emerging forms of trafficking. Dysfunctional family situations and severe deprivation in the family are the key vulnerability situation including phenomenon of missing women and children and the vulnerability of sexual minority individuals. Traffickers apply deceptive strategies for convincing Nepalese to travel abroad under false pretenses or taking advantage of their lack of information and/or lack of access to regular migration channels.

Nepal lacks a separate law to deal on smuggling of migrant's cases. About 136,000 Nepalis are smuggled abroad annually (2022–Q1 2025) and over 5,000 Indian nationals flew to third countries from TIA without obtaining the mandatory NOC during just eight months of FY 2024/25. People may initially embark from Nepal on irregular journeys facilitated by smugglers and later be exploited, either during the journey or at the destination. Traffickers occasionally present themselves as smugglers, offering safe passage in situations where there are limited or no regular travel options. The intersection of the two crimes (Trafficking in Persons and Smuggling of Migrants) presents challenges for protection and investigation and leads to confusion in devising appropriate responses. The Human Trafficking and Transportation (Control) Act, 2007 provides the main framework for dealing with the crime of trafficking in persons. Anti-Human Trafficking Bureau, a specialized bureau has been playing an active role in responding to the crime. Nevertheless, there are several challenges in finalizing cases and securing convictions due to the delay in different phases of criminal justice system.

Nepal lacks a comprehensive policy and action plan to combat trafficking in persons. The institutional arrangements are also not in alignment with the federalized structure of the country. The rehabilitation fund has steadily decreased—from Rs. 17.3 million in FY 2022/23 to only Rs. 5.9 million in FY 2024/25. There is no formal SOP for victim rescue and repatriation. Rehabilitation services in Nepal are largely provided by NGOs with minimal government-run rehabilitation centres. An estimated 2,000 survivors receive support annually. Nepal has no safe houses for male survivors although there has been rising cases of men being trafficked for labour exploitation. NGOs report that over 2,000 survivors are reintegrated yearly.

On an average, around 7,400 individuals annually attempting to be trafficked have been intercepted by different NGOs in Nepal. Women and girls make up the vast majority of cases. NGOs operate border surveillance desks (BSDs) at major Nepal–India border points, two Nepal–China points. Several cross-border cooperation efforts with India were initiated but not all sustained. Public and private transport operators on both sides of the border are poorly monitored and sometimes collude with traffickers. Use of fraudulent travel documents is on rise while crossing the border.

There is a need to amend the Human Trafficking and Transportation (control) Act, in alignment with the UN Trafficking in Persons Protocol of which Nepal is a party. There remain substantial legal gaps and the Supreme Court order for enacting a separate law to criminalize the acts of human smuggling. It is the high time for the government of Nepal to ratify the UN Smuggling of Migrants Protocol.

In terms of law enforcement, there are several challenges for the effective investigation and prosecution of trafficking cases. In terms of judicial responses, conviction rates are lower while the pending rates are much higher in all tiers of attorney offices and courts in the reference period. The findings show the weak law enforcement while dealing with trafficking cases and several barriers to justice including threats and delays in compensation.

The study concludes that size, forms, types of trafficking in persons in Nepal is on rise along with the migrant smuggling. Efforts to combat it remain grossly insufficient.

# Chapter 1

## ◆ Introduction

National Human Rights Commission of Nepal (NHRCN), established in 2000 under the *Human Rights Commission Act 1997*, is a constitutional body as envisioned in Constitution of Nepal. NHRC's main duty is to 'respect, protect and promote the human rights and ensure their effective implementation thereof (Article 249). The Commission has placed the elimination of trafficking as one of the key strategies in the past including in the current Sixth Strategic Plan (2021-26). The Plan sets the program 'to monitor the situation of the rights against human trafficking and modern day slavery' (NHRC, 2021). To achieve its strategy, the Commission has been investigating and studying the situation of trafficking in persons in Nepal and monitoring the efforts to eliminate it. The Commission has been publishing the evidence-based annual or biannual National Report on Trafficking in Persons since 2005 after the establishment of Office of the Special Rapporteur on Trafficking in Women and Children under the Commission. After the withdrawal of the Special Rapporteur in the Commission in 2012, the Promotion Department has the main responsibility for carrying out the study on trafficking, monitoring and publishing the Annual Report.

Each National Report generally aims to identify the situation of trafficking in persons, monitor the initiatives carried out by different organizations and evaluate the status of law enforcement and judicial responses to trafficking. In addition, each National Report focuses on specific theme. The first National Report 2005, for example, focused on the linkage between conflict and trafficking in persons. The 2011 National Report focused on the Status of 4 R's (rescue, repatriation, rehabilitation and reintegration) policies. The 2018 National Report analysed the nexus of foreign employment and human trafficking. The immediate past National Report, published in 2022, focused on COVID-19 and human trafficking. The NHRC has also shifted from naming the National Report from *Trafficking in Persons Especially Women and Children in Nepal* to *Trafficking in Persons in Nepal* since 2011 National

Report. Thus, it recognizes that any person can be a victim of trafficking and slavery, and it believes that offence of human

trafficking violates the human rights.

### 1.1 The Context of this National Report (2022/23-2024/25)

Nepal faces momentous challenges in preventing and combating trafficking in persons, smuggling of migrants. There is an open border between Nepal and India, allowing free movement of people for purposes of labour, study, business and health treatment. Despite the Nepal-India open border policy, numerous unofficial and unmonitored routes remain active, especially in the Terai and the hilly regions. These routes create vulnerabilities to human trafficking and irregular migration, especially in areas with limited government oversight. In addition, the Government of Nepal (GoN) has authorized citizens to seek employment in 111 countries across the world, both individually and through institutional arrangements (Ministry of Labour, Employment and Social Security, MoLESS, 2022). At the same time, international migration for higher education is rising, and the youth exodus has become a political agenda in Nepal (Subedi, 2025). These phenomena have led to the growth of a range of visible and invisible private and governmental actors involved in foreign employment and study abroad (National Human Rights Commission, NHRC, 2022). Identifying and understanding the activities of these actors, specifically in relation to foreign employment business, study abroad or international migration, is important for the effectively monitoring the trafficking situation in the country.

At the national and sub-national level, internal migration, especially from rural to urban areas/highway heads, from the hills to the Terai and from small urban areas to the metropolitan cities, has been rapid (National Statistics Office, NSO, 2023). The emergence of different informal labour sectors, such as brick kilns, carpet and garment factories, the entertainment industry, guesthouses, cross-border involvement of children in illicit activities, highway alcohol and other shops, all require effective monitoring to combat internal trafficking of children and women.

Furthermore, the human mobility has been greatly affected by the development of Information Technology (IT) and rapid growth of digital social platforms as well as cyber games (Jones, 2014). On one hand, development of IT has brought multiple opportunities to people who are well-versed in using IT and related platforms. On the other hand, it has had adverse consequences especially to

disadvantaged, marginalized and vulnerable population at risk of trafficking—those affected by poverty, unemployment, ignorance and scarcity. It has led to an increase in phenomena of deep-fake, fraud, cheating, crime and trafficking. All these emerging trends demand new ways of understanding the scale, modus operandi and purpose of trafficking, transit points and routes used by traffickers, types of trafficking victims (including children, men, women and LGBTQ), destination place/country of trafficking, nature of criminal groups/traffickers and their nexus with various private and government actors at the national and transnational levels.

## 1.2 Objectives

The overall objective of the study is to understand the current situation of trafficking in Nepal and efforts made to eliminate it in the three fiscal years (2022/23, 2023/24 and 2024/25). The specific objectives are the following:

- To examine the situation and emerging trends in Trafficking in Persons (TIP) in Nepal
- To assess the efforts taken to eliminate trafficking
- To provide appropriate and evidence-based recommendations to the Government on prevention and combating trafficking in persons.

## 1.3 Conceptual Framework for the Preparation of National Report

**Definition of Trafficking in Persons** – This Report utilizes the definition of trafficking in persons from the United Nations *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime* in 2000. (Hereafter called United Nations Trafficking in Persons Protocol) Article 3 of the Protocol reads as:

(a) "Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;

(b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;

(c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph (a) of this article;

(d) "Child" shall mean any person under eighteen years of age.

Different scholars like Roy (2017) have critically examined the features of the Protocol and argued that it presented the clarity on these:

- It recognized that any human can be trafficked, not just women and children.
- Human trafficking is not just for sexual exploitation, it is for labour and other areas also.
- It categorically mentioned that force, coercion or deception must be present.
- The intent to exploit and control another human being is central to the crime of trafficking.

In addition, this Report adopts definition of trafficking embodied in Nepal's anti-trafficking law: *Human Trafficking and Transportation (Control) Act 2007 (First Amendment)*. Section 4 of the Act reads as:

(1) Any person who commits the following act shall be deemed to have committed trafficking in person:

1. selling or buying a person with any purpose,
2. causing to be engaged in prostitution by receiving or not receiving benefit of any kind,
3. removing, save as per prevailing law, human organs,
4. having sexual intercourse with a prostitute.

(2) Any person who commits the following act shall be deemed to have committed transportation of person:

(a) taking a person to a foreign country with the purpose of selling or buying,

(b) taking by separating from the house, place or person of abode or having control over or keeping with him/her or harbouring or taking from one place to another place within Nepal or to a foreign country or handing over to somebody a person by enticement, allurements, misrepresentation, fraud, deception, force, coercion,

abduction, taking hostage, taking benefit of vulnerability, making unconscious, abusing post or power or alluring, causing fear, giving threat or coercing the parent or guardian, with the propose of causing to be engaged in prostitution or exploitation.

(c) In order to obtain unlawful profit or other benefit, directly or indirectly, and of deceiving any Nepali citizen, foreigner or immigrant individual by making of duplicate or false documents and sending the person abroad or a country other than the person's country of residence or place and of the illegal entry of the person into the country of which the person is not a national or permanent resident.

(d) For the purpose of buying or selling, the acts of sending of someone to another country using Nepal as transit point or acts of brining someone to Nepal aiming to send any country.

*This National Report has been developed through the lens of Human Rights Based-Approach responding to trafficking. This approach calls for supremacy of human rights of all individuals, including the survivors, as well as the arrested, accused or convicted persons. It also focuses on empowering both survivors and duty bearers. Unlike the traditional approach, that exclusively focuses on criminalization and law enforcement to address trafficking in persons, this approach incorporates both protection of survivors and the prosecution of perpetrators (Demeke, 2024). Key components of this approach are to examine criminalization and law enforcement of human trafficking; ensure the non-criminalization of trafficked survivors; provide survivor-assistance, compensation, and witness protection; conduct investigation and prosecution with due diligence; guarantee access to remedy to the survivors; protect rights to suspect, accused, and convicted person; ensure proportionality in punishment; address human trafficking related corruption, and foster cooperation. Furthermore, there is a need to examine human trafficking related corruption in both public and private sectors (UNODC, 2011 and 2021). At least nine 'context' have been identified in which corruption is most likely to occur in the process of smuggling of migrants and trafficking in persons: i) the recruitment process; ii) the production and use of the fraudulent documents; iii) border crossing; iv) transportation; v) movement from airports; vi) accommodation; vii) law enforcement and investigation; viii) prosecution and trails and ix) service providers (UNODC, 2021).*

## 1.4 Methodology

### 1.4.1 An Overview of Current Database System and Gaps

There are several challenges regarding the availability of high-

quality data on trafficking in persons in Nepal. First, there is no uniform database system of maintaining data on trafficking in persons. Different agencies collect and maintain data at different levels, resulting in overlaps and inconsistencies. This challenge is not only limited to Nepal. According to Ali (2010), there is no uniformity in data collection of the victims of human trafficking even among the major international organizations such as UNODC, International Labour Organization (ILO), and International Organization for Migration (IOM) and United States (US) Government. Second, it is not possible to estimate the magnitude of trafficking and related phenomena, such as migrant smuggling, at the national or sub-national levels because of the absence of periodic, representative household survey for identifying cases of trafficking for labour exploitation. Third, there is no formal mechanism to exchange the data/information between and among Governmental Organizations (GOs) and Non-Governmental Organizations (NGOs).

**Administrative Data of Trafficking in Persons** - There is a lack of adequate, disaggregated data to examine the law enforcement and the criminal justice responses on trafficking. Anti-Human Trafficking Investigation Bureau (AHTIB) of Nepal Police maintains data on trafficking cases has maintained some disaggregated data of trafficking victims and offenders. However, there is a gap in maintaining database that follows indicators based on International Classification for Administrative Data on Trafficking in Persons (IC-TIP) developed jointly by UNODC and IOM. For judicial responses, there are two sources of data: one from the Annual Report of Attorney General and another from the Annual Report of the Supreme Court. While the Office of the Attorney General (OAG) publishes an Annual Report that includes some disaggregated data of trafficking cases, it is not adequate. It provides the following nature of data:

- Number of trafficking cases registered (disaggregated by the offences of human trafficking as defined by *Human Trafficking and Transportation (Control) Act 2007* in each level of the Attorney's Offices (OAG, High and District)
- Number of trafficking cases in which the organized crime has been claimed
- Number of trafficking cases disposed in each level of Attorney's Office
- Number of trafficking cases resulting in conviction or acquittal in each level of the Attorney Office
- Number of trafficking cases pending in each level of Attorney's Office

The following nature of data are not available in OAG's Annual Report:

- Description of trafficking cases decided according to the fine imposed and/or number of years imprisonment
- Disaggregated data on any prosecutions and convictions of government employees complicit in human trafficking
- Status of victims-assistance, compensation, and witness protection

The Supreme Court's Annual Report provides the following types of data on trafficking:

- Number of trafficking cases registered in each level of the courts of Nepal (The Supreme Court, High Court and District Courts)
- Number of trafficking cases disposed and pending at each level of courts
- Number of accused individuals in trafficking in the Supreme Court under imprisonment (*thunuwa mudda shankha*)

Data gaps in the Supreme Court's Annual Report

- Description of trafficking cases according to the status of judgement – acquittal or conviction
- Description of the trafficking cases' orders, according to the fine imposed and/or number of years imprisonment
- Disaggregated data on any prosecutions and convictions of government employees complicit in human trafficking

The study utilizes the administrative data from the Nepal Police mainly in analysing the situation of trafficking in persons in Chapter 2 and data of OAG and Supreme Court in judicial responses in Chapter 6 as the secondary sources of data. In addition, the primary data has been collected following the methods mentioned below.

#### 1.4.2 Primary Data Collection Procedure

*Research Design and Sources of Data*– The study involves cross-sectional, descriptive, and interpretative research design. The study used both primary and secondary data. Primary data was collected through consultation meetings, victim case stories, and the compilation of data from different GOs, Foreign Mission to Nepal and NGOs. Secondary data sources comprised of research reports, surveys, censuses, articles from peer-reviewed journals (especially those published within the last five years), and administrative data on trafficking in persons.

**Research Sites and Types of Survey/Information** – Following the outline of TOR, the National Report comprises of data collected from the different sources, which represent the national scenario of trafficking situation. Therefore, a range of research sites/study sites and visits have been conducted.

#### **Collection of data from GOs, NGOs and Diplomatic Missions at abroad through administering the questionnaire**

– Data were collected from relevant GOs, NGOs, and Nepal's Foreign Diplomatic Missions abroad through the administration of a semi-structured questionnaire. The questionnaire was designed based on the role of a particular organization and covered their activities during the reference period of this Report (that is, the three fiscal years of 2022/23, 2023/24 and 2024/25) related to addressing the trafficking in persons. More specifically, the questionnaire focused on five broad priority areas of trafficking interventions: Prevention, Protection, Prosecution, Capacity Building, and Coordination, Collaboration and Cooperation. It also covered information on the size, processes, and emerging scenarios related to trafficking in persons in Nepal. The majority of organizations to which the questionnaires were administered responded to the NHRC in a timely manner. In total, 12 GOs, 18 Nepal's Foreign Diplomatic Missions and 17 NGOs submitted their completed questionnaire to the NHRC and the data were analysed. The name list of these organizations is presented in Annex 1.1.

#### **National Level Consultation Meeting**

– A total of three National Level Consultations were held in Kathmandu with the different key stakeholders. Among them, two were held at the preparation phase of the Report and the last was held to validate and share the findings of the study. The first consultation was held on 20 March 2025 with NGO personnel in Kathmandu valley in the premise of NHRC. The second consultation meeting was conducted with the Government officials in 25 May 2025. There were 40 to 45 participants in each consultation meeting. These two consultation meetings facilitated understanding about the key thematic areas to be focused by the National Report, organizations to be visited for the collection of data. The final consultation was held in 3 November 2025 for sharing the preliminary findings of the Report and also validate the findings. In this consultation meeting, participants were from Governmental Organizations including Ministry of Women, Children and Senior Citizens, Office of the Attorney General, Department of Counsellor, Nepal Police, Non-Government Organizations and media. Suggestions of the consultation meeting were incorporated in the Report.

**Province Level Consultation Meeting and Focus Group Discussion (FGD)** –

Four Province level consultation meetings were held with the key stakeholders and survivors of trafficking and/or returnee migrant workers residing in Rehabilitation homes. In addition, one FGD was conducted with the NGOs personnel in each Province. The consultation meetings and FGDs were conducted in different locations within each provinces aiming to ensure wider participation from diverse administrative and geographical areas. These consultation meetings and FGDs were held in Provinces where there are high inflows and outflows of people to and from India and overseas. It is important to note that the difference between the consultation meetings and FGDs lies in the composition of participants and the format of the sessions. In the former, participants came from diverse groups, such as GOs, NGOs, media, and civil society, and the consultation was a half-day meeting-cum-workshop. Each consultation meeting consisted of two sessions. In the first session, the program was officially opened, with distinguished guests and invitees providing remarks on the human trafficking situation in the province and the efforts being made to prevent and control it. In the second session, an expert presented a technical paper on the situation of trafficking in Nepal and invited participants to contribute to the report writing process by sharing their experiences and opinions. The participants were divided into five groups, with each group assigned with specific topic.

- Group A. Assessing the situation of trafficking in persons in the district/province (magnitude, processes, and types, purposes, and emerging forms of trafficking).
- Group B. Prevention related activities, their implementation status and challenges
- Group C. Protection related activities, their implementation status and challenges
- Group D. Prosecution related activities, their implementation status and challenges
- Group E. Capacity development, coordination, collaboration and cooperation related activities, implementation status and challenges

Each group discussed the issue and presented the findings during the plenary session. On the other hand, the FGDs involved only limited number of participants from NGOs, media and civil society and it lasted for maximum two hours.

Koshi Province – Consultation meeting was held in Biratnagar, the Province Capital of Koshi Province on July 20, 2025. And, FGD was held in Birtamod, Jhapa in July 18, 2025 with different NGOs and civil society personnel.

- **Madesh Province** – Consultation meeting was held in Janakpur, the Province Capital of Madesh Province on July 29, 2025 with more than 50 participants.
- **Lumbini Province** – Consultation meeting was held in Butwal, Rupandehi in August 12, 2025 and one FGD was conducted in Nepalgunj in August 13, 2025.
- **Sudurpaschim Province** – Consultation meeting was held in Dhangadhi in September 3, 2025.

In addition to these FGDs, other four FGDs were conducted with special groups: three among single women (widows) and one among gender and sexual minorities. To obtain information about widows' vulnerability to trafficking, the research participants included from Women for Human Rights, Single Women Group (WHR). FGDs with them were conducted in Butwal, Nepalgunj and Dhangadhi. In each group, there were 6 to 8 participants. With respect to FGD conduction with gender and sexual minorities, the research participants included representatives of two NGOs working for the rights of sexual minority groups: Blue Diamond Society and Mitini Nepal. There were six research participants who shared vulnerability to trafficking specially among the transgender individuals.

**Nepal-India Border observation** – Border observation was conducted in Nepal-India border areas, specifically those with high annual inflows and outflows. The aim was to assess the status of security measures adopted and victims' friendly border governance on place. In each border point, the Report Writing Team conducted interviews with staff of Border Surveillance Desks (BSDs) and Border Police. The aim of the border monitoring was to understand the prevention measures adopted by BSDs and Nepal border Police and evaluate the risk of trafficking from the private sectors such as from the commercial transport sectors, hotels.

- **Koshi Province** – Three border points: Galgaliya-Bhadrapur, Kakrvitta and Biratnagar were observed and in addition to the Nepal Police in border, the following NGOs' personnel were interviewed: Tiny Hands, Armed Police Force (APF) Nepal, Maiti Nepal, Nava Aviyan Nepal and Sahashi Mahila Samuha.
- **Madesh Province** – Border points in Birgunj and Railway station in Janakpur were observed and interviews with the NGOs and Police in border conducted (Afanta Nepal, Maiti Nepal, Tiny Hands and Peace Rehabilitation Center - PRC).
- **Lumbini Province** – Border points in Bhairahawa, Rupandehi and Nepalgunj, Banke were visited. And in Bhairahawa, in addition to Border Police Personnel, the following NGOs'

personnel were interviewed: Afanta Nepal, Maiti Nepal, and PRC. In Nepalgunj, the following organizations personnel were interviewed: Afanta Nepal, Maiti Nepal and PRC.

- **Sudurpaschim Province** – Two border points - Gauribhanta, Dhangadhi and Gaddachauki, Mahendranagar were observed. And in the former, the following NGOs' personnel were interviewed: Ashis Samajik Sewa Nepal, Maiti Nepal, PRC and Three Angles Nepal. In latter, in addition to the border police, the following NGOs' personnel were interviewed: Afanta Nepal, Asis Samajik Sastha Nepal, Maiti Nepal, PRC and Three Angles Nepal.

**Monitoring of Temporary Safe House/Rehab Centres** – In each Province, selected temporary Safe House operated by NGOs were observed and monitored. A total of 13 Safe Houses across the four Provinces were visited. The main aim of the observation was to examine whether the minimum standards of the operation of the Safe House were being met. During the observation, the physical infrastructure including building, security provisions, rooms, beds, toilets, kitchen and compounds were examined. Interactions were also held with the staff of the Safe Houses (Coordinator, Warden, Counsellor, Kitchen Staff, and Security Guard) and the survivors residing in the Safe Houses.

- **Koshi Province** - Maiti Nepal in Kakarvitta, Shakti Samuha, WOREC and Purwanchal Baal Sewa Ashram in Biratnagar (4)
- **Madesh Province** – Safe Houses of PRC and WOREC in Dhanusa (2)
- **Lumbini Province** – Safe Houses of Maiti Nepal and PRC in Bhairahawa, Safe Houses of Shakti Samuha and Maiti Nepal in Nepalgunj (4)
- **Sudurpaschim Province** – Safe House joint operated by Dhangadhi Sub-Metropolitan city and Saathi Sastha in Dhangadhi and Safe House of PRC and Afanta Nepal in Mahendranagar (3).

**Victims/Survivors/Returnee Migrant Workers** – Case studies were developed and collected to provide an understanding of the process and modes of trafficking, and rescue and repatriation process from the victim's perspective. The victims were interviewed with the support of NGO working in the sector. The Report Writing Team directly interviewed a total of 10 trafficking victims and another 17 cases studies documented by NGOs and Nepal Police are also analysed in this Report.

**Report Writing Team Directly Interviewed Cases (10)** - three trafficking victims for orchestra dance (one in Afanta Nepal Safe House, another in PRC Safe House) and four cases of victim of labour trafficking to India. The Research Team visited the Musahar settlement in Bardebash, Mahottari district to interview the victims who were trafficked to Kasmishar India. A focus group discussion was conducted with the victims and family members with the support of a local NGO, named ROYAM Nepal. In Lumbini Province, a case study of a minor girl aged 17/18 was conducted with the support of Shakti Samuha. She was a victim trafficked internally for 'prostitution' in Kohalpur, Banke. In Sudurpaschim Province, two cases were developed with the support of Afanta Nepal and PRC. They were victims trafficked to India and were intercepted in the border areas.

**NGOs/Nepal Police reported cases (17)** - 8 cases developed by PRC in Dhanusa; 2 cases of Indian girls trafficked to Birgunj reported by District Police Office; 2 cases of trafficking to India for non-brothel-based 'prostitution' reported by Shakti Samuha Nepalgunj and 1 case of victim to labour trafficking in Kuwait reported by Shakti Samuha; 2 cases of fake marriage victims reported by Saathi Sastha in Dhangadhi; and 2 adolescent girls transported for egg donation to New Delhi reported by the DCCHT member Kailali. Altogether, more than 137 individuals (70 males and 67 females) from the four Province participated in the consultation meeting-workshop. Similarly, three FGDs were conducted in Koshi, Madesh and Lumbini Province with altogether 42 participants. In the survey, key informants comprising of representatives from NGOs, GOs, media and civil society organizations were also interviewed during the field work. A total of 65 key informants' interviews were conducted in four Provinces (Table 1.1).

**Table 1.1 An overview of summary of the number of research participants**

Province	Consultation Meetings *			FDGs			Key Informant Interviews		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Koshi Province	21	19	40	6	8	14	5	4	9
Madesh Province	12	18	30	5	7	12	7	11	18
Lumbini	17	20	37	8	8	16	4	7	11
Sudurpaschim Province	20	10	30				9	18	27
Total	70	67	137	19	23	42	25	40	65

*\*Note that only the participants in consultation meetings who participated in group work have been included in the sample here, those who only participated in the first session, and not attended in the second session for group work has not been included here. Please refer to the name list of research participants in Annex 1.2.*

**1.4.3 Validity**

To minimize the validity of qualitative data collected from the consultation meetings and FGDs, both note-taking and audio-recording of interviews were conducted simultaneously. Note-taking was later matched with the audio-recording transcription, and it was transcribed into English without changing the initial meaning of the research participants. During the consultation meeting and FGDs, the participants were given opportunity to share their perspectives and no leading questions were imposed. The data were further triangulated by asking the same questions to the different participant across different locations.

*For quantitative data – Data verification was conducted from information obtained from AHTIB, Nepal Police and Women, Children and Senior Citizens Directorate. For other GOs, NGOs and Diplomatic Missions, formal verifications were not carried out due to lack of time. However, these offices provided data/information through formal letter to the National Human Rights Commission, and data were carefully tabulated without altering the original number or meaning of data. In Bureau, data verification was done twice and the Research Team also visited the Bureau Office for verification of data.*

**1.4.4 Research Ethics**

Ethical issues were the primary concerns in our study because of the sensitivity of the issue. Primary data were collected from the research participants after informing them about the purpose of the study. For interviews with victims/survivors, oral consent was first obtained from the Safe House/Rehab Center from which the victims were interviewed. Then, again the oral consent was

also obtained from the victim before recording her narrative about trafficking and exploitation. During the interviews, the participants were informed that their participation was voluntary, and they were also informed that they could stop giving responses if they feel to do so at any point of time. Interview of the female victims was conducted by the female Team member of Report writing, as many studies showed that sameness (in terms of demographic features) is the effective way of communicating between people (Wharton, 2004). In the analysis, actual name, address of the victims has been anonymised. A few photographs of victims and NGOs personnel were taken with their permissions, but not included in the Report for maintaining the confidentiality of the victims.

**1.4.5 Data Analysis**

*For the quantitative data obtained especially from Anti-Human Trafficking Investigation Bureau, Nepal Police, cross-tabulations were done and for qualitative data, a thematic analysis was done. For qualitative data, they were transcribed first into Nepali and translated into English. Then, they were read and reread for coming to the thematic issue and contextualized in the text.*

**1.5 Limitation of the Study**

The study has the following limitations:

- ➔ Since there is no nationally representative survey of migration and similar movements in Nepal, the estimates provided in this Report regarding smuggling of migrants are based on the reasonable assumptions, rather than probability sampling procedure.
- ➔ There may be overlap in data, especially regarding the

number of rescues. Multiple organizations may have been involved in the rescue operation, and each may report the rescue separately. However, this overlap could not be identified or verified in this Report.

- Data obtained from GOs, NGOs and Nepal's Foreign Diplomatic Missions were used at the face value and only in few cases they were verified.
- In analysing judicial responses to trafficking, only the quantitative data provided by the Office of the Attorney General and Supreme Courts were analysed and the analysis of court cases, that is, decisions on trafficking cases, has not been conducted in this report.

## 1.6 Organization of the Study

This study is organized into Seven Chapters. Chapter 1, including this section, sets the context of the study, outlines the objectives, and presents the conceptual framework and research methods applied in this study. Chapter 2 analyses the situation of trafficking in persons in Nepal drawing mainly on administrative data maintained by Anti-Human Trafficking Investigation Bureau (AHTIB), Nepal Police, as well as data from other sources and field surveys. It discusses emerging forms of trafficking in Nepal and maps the vulnerabilities to trafficking. Chapter 3 offers an analysis of increasingly prevalent but often overlooked issue of smuggling of migrants, illustrating mainly data from the different media sources. It also provides estimates of smuggling of migrants annually in recent years in Nepal. Chapter 4 assesses the state of protection and assistance of victims of trafficking, including vulnerable populations. It critically evaluates the current state of rescue, repatriation, rehabilitation, sustainable reintegration of trafficking victims and affected persons in Nepal. Additionally, it reviews the Government of Nepal's policies and the role of Nepalese Foreign Diplomatic Missions for the protection of migrant workers abroad from trafficking and exploitation. Chapter 5 critically reviews the current state of anti-trafficking polices, efforts and the impact of migration policies. It further examines prevention and coordination activities carried out by different organizations, and scrutinizes the state of border governance in relation to combating cross-border trafficking. Chapter 6 critically reviews how trafficking in persons and its components have been criminalized, analysing the current legal framework/amendment and law enforcement practices. It also evaluates the judicial responses in trafficking offences based on limited quantitative indicators such as conviction rates and the number of pending cases. Due to unavailability of administrative data on victim redress, there is limited analysis on this area. The Final Chapter summarizes the major findings, provides discussion and draws the conclusions and recommendations. The recommendations focus on four priority areas for controlling human trafficking: prevention, protection, prosecution and the maintenance and production of high quality data on trafficking and similar movements.

## Chapter 2

# ◆ Situation of Trafficking in Person in Nepal

The central aim of this Chapter is to analyse the trends, patterns and flows of trafficking in persons in Nepal. All six core set of indicators of Trafficking in Persons based on International Classification for Administrative Data on Trafficking in Persons (IC-TIP) developed jointly by UNODC and IOM and submitted for endorsement to United Nations Statistical Commission in 2025, have been analysed. Thus, this allows for the use of internationally comparable indicators used in this Chapter. These indicators include: i) offences/cases, ii) victims (sex, age and citizenship), iii) offenders (sex, age, and citizenship), iv) forms of exploitation, v) origin of victims and vi) destination of victims. Data on trafficking in persons have been obtained from Anti-Human Trafficking Bureau (AHTB) of Nepal Police. It is the Special Unit under the Nepal Police responsible for maintaining data on trafficking in persons including investigation, prosecution and rescue and repatriation of the trafficked survivors. The Bureau compiles data from all other 225 competent Police Units across the country responsible for filing and investigation of human trafficking cases in Nepal. Further, this Chapter provides an analysis of the situation of trafficking in persons based on field work – Province level consultations. The final section explores the elements of vulnerability of trafficking.

This Report uses the term 'survivor' to refer to the trafficked person or victim, as the term survivor connotes with the active agents that can be empowered, and their agency can be enhanced. It is also the Human-rights friendly term. However, the terms 'victim' or 'trafficked person' have also been interchangeably used in some contexts. Note that some other reputed reports on Trafficking in Persons also use term 'victim' (UNODC, 2024) or 'victim' or 'survivor' (Department of State, 2024) and 'trafficked person' (United Nations High Commissioner for Refugee, UNHCR, no date). In Nepal's legal system, trafficked person is generally referred to as 'victim' where victim refers to 'a person who is sold, transported or put into prostitution', according to Human Trafficking and Transportation (Control) Act, 2007.

### 2.1 Number of Trafficking Offences/Cases

In Nepal, the number of trafficking offences/cases filed in Nepal Police is comparatively much lower than that of the estimated number of the actual cases, and not all filed cases are prosecuted. Furthermore, data reveals a fluctuating trend in number of trafficking cases registered and prosecuted. For example, there were 163 trafficking cases registered in FY 2022/23, which increased to 170 in FY 2023/24, but decreased to 125 in FY 2024/25 (Table 2.1). A similar pattern is observed in the number of cases prosecuted. Trafficking cases are registered in AHTIB of Nepal Police and other competent Police Units across the country. It was found that 26% of cases in FY 2022/23, 39% of cases in FY 2023/24 and 30% of cases in FY 2024/25 were registered in AHTIB – indicating that at least one-fourth to four-fifth of the trafficking cases are filed in the Special Unit of Nepal Police, a trained entity for effective investigation of crime of human trafficking, while the rest of the cases are registered in other Police Units across the country. It should be noted that these other Police Units may not be as specialized as the AHTIB for investigating human trafficking crimes, although the data do not show a consistent pattern of variation. For example, prosecution rates were much higher for cases registered in Bureau than in other competent Police Units in FY 2024/25 (88% v 60%) and in FY 2023/24 (82% v 34%). However, in FY 2024/25, 82% cases were prosecuted in other Police Units compared to 70% cases registered with the Bureau.

**Table 2.1. Number of trafficking cases registered and prosecuted, Nepal, FY 2022/23 – 2024/25**

Description	FY 2022/23			FY 2023/24			FY 2024/25		
	Bureau	Other	Total	Bureau	Other	Total	Bureau	Other	Total
No. FIR and Police Investigation	43 (26.4)	120 (73.6)	163	67 (39.4)	103 (60.6)	170	37 (29.6)	88 (10.4)	125
No. Prosecuted	38	72	110	54	35	138	26	72	98
% prosecution	88.4	60.0	67.5	80.6	34.0	81.2	70.3	81.8	78.4

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025(received through correspondence).

The reasons for lower number of trafficking cases registered for legal processing were explored while gathering the qualitative data, including Provincial consultations, key informant interviews with stakeholders like Nepal Police and NGO personnel, and questionnaire responses from Nepal Police and NGOs. Analysis of their responses indicate that there is no single reason for low number of cases filed. Instead, a complex set of factors operates at the individual level (victim themselves), at the family/community of the victims and at the state level (the responding agencies).

**Individual level:** It has been gathered that survivors are often unwilling to file cases mainly due to the fear of re-victimization, shame, fear, embarrassment or concerns about social reputation and lack of awareness. In some instances, survivors themselves are unaware that they have been trafficked. Several NGOs also reported that the survivors often believe that they will not receive justice from the police or the courts, perceiving that the authorities do not treat their cases with utter importance. They would rather trend to blame the survivor. Additionally, due to the past victimization, survivors' physical and mental health conditions can make it difficult for them to initiate legal proceedings or to pursue justice. Finally, survivors often lack assurance regarding their safety and protection after filing the case. The Police Officials at AHTB reported a case how survivors not willing to file the case:

A 29 year old woman was repatriated from Kuwait in 2020. She was the victim of sexual violence and physical torture. There were several cuts in her lower abdomen. The perpetrators inserted several sharp nails on her lower abdomen, and cuts were badly visible and not healed yet. Actually, we found that she suffered a lot, yet she did not wish to file the case. Furthermore, one of the key reasons for not filing the case is, according to Maiti Nepal, is the victim's economic dependency on

the offender, which results in the development of trauma bonding towards the criminal'.

**Family or community level –** It is reported that victims often fear to file a case against the offender(s) thinking that victim's family will be excluded from the society or will become stigmatized in the society, and sometimes families also pressure victims not to file the case to preserve the family's dignity. In many cases, the offenders are close relatives, making it more difficult to file the case against them. In addition, poor economic condition of the family, inadequate family support and lack of awareness are the other barriers to filing a case against the offenders.

**State level –** At this level, several themes emerged related to police awkward behaviour, offenders' influences, lack of adequate collection of proofs and witnesses, lack of trust in legal system, complex legal process. Informants reported that there is grey line between trafficking and foreign employment cases, and with the hope of recovering the money from the brokers, victims often file the case under cheating or fraud instead of trafficking. Furthermore, the process is complicated because many trafficking crimes have been committed abroad, and it is difficult to gather sufficient evidence to register a case under trafficking framework. NGOs like Afanta Nepal reported that the money offered to victims coerce them into becoming hostile witnesses is far greater than the amount received through the legal process of compensation. The similar opinion was found among the Police officials of Anti-Human Trafficking Investigation Bureau. Furthermore, the state has little to no support to the overall life of the survivor and her family. Finally, the stakeholders noted that there is a growing challenge to track the crime committed through the use of social media and digital means.

## 2.2 Survivors (Age-Sex, Caste/Ethnic Group and Citizenship)

Age-sex of Survivors: The number of trafficked survivors recorded in trafficking cases shows a declining trend over the last three years. It decreased from 231 in FY 2022/23, to 216 in FY 2023/24, and further to 151 in FY 2024/25 – a decline by 7 and 21 percentage points by FY 2023/24 and by FY 2024/25, respectively, compared to the base year (FY 2022/23). The three-yearly (FY 2022/23 - 2024/25) average number of trafficked survivors is 210 (Table 2.2).

**Table 2.2. Distribution of survivors in trafficking cases registered in Nepal Police, by age group and sex, Nepal, FY 2022/23 – 2024/25**

Age/Sex	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Adults	150	65.1	140	64.8	89164	56.5	131	62.4
Women	133	57.3	123	56.9	90	48.9	115	54.8
Men	18	7.8	17	7.9	14	7.6	16	7.6
Children	81	34.9	76	35.2	80	43.5	79	37.6
Girls	80	34.5	76	35.2	79	42.9	78	37.1
Boys	1	0.4	0.0	0.0	1	0.5	1	0.5
Total	232	100.0	216	100.0	184	100.0	210	100.0

Note: The numbers of trafficked survivors have included both from Bureau and other competent police offices.

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025(received through correspondence).

Child survivors in the detected cases of trafficking accounted for 38% of the total survivors. At the same time, the proportion increased from 35% in FY 2022/23 to 43.5% in FY 2024/25 – suggesting an increasing share of children among the total number of trafficked survivors. It is interesting to note, however, that the phenomenon of child trafficking in Nepal can be labelled girl's trafficking as reflected by only one boy as the trafficked survivor in FY 2022/23 and in FY 2024/25 each. In terms of gender, the share of women (54.8%) and girls (37%) far exceeds than that of men (7%) and boys (0.3%). This pattern holds consistently across all three FYs were considered. Thus, data implies that although men and boys are also the trafficked survivors in Nepal, girls and women constitute the majority of victims.

Caste/ethnic Groups of Survivors: Table 2.3 shows the distribution of trafficked survivors in trafficking cases registered in Nepal Police, by caste/ethnic groups of Nepal. The caste/ethnic groups here represent the broad prevailing sociological categories, which include so called non-marginalized group such as Brahman/Chhetri and marginalized groups such as Janjati, Dalit and

Muslims.

Data demonstrate that trafficking traverses the criteria of marginalized and non-marginalized groups classified by the Government of Nepal. It implies that trafficking phenomena go beyond the caste/ethnic status of an individuals. For example, considering the three-year (FY 2022/23-2024/25) data, more than one-fourth (26%) comprises Brahman/Chhetri – the so called non-marginalized populace of Nepal. This figure is also corroborated with qualitative finding in this study. For example, in Kakarvitta, the border staff of Nava Aviyan NGO argue

*Before it was often the Janjati and Dalit who were most hard hit by trafficking, now a days, the number of Chhetri/Brahman as trafficked survivors has also considerably increased.*

Among the trafficked survivors, Janjati accounted for 39%, Dalit 21%, Madeshi 11% and Muslims 1%. Comparing the proportion of trafficked survivors to their total share of population in Nepal, it is the Dalit that far exceeds their share of population of around 13%.

In Nepal, Dalits are extremely marginalized and disadvantaged group in terms of all social, cultural, political and economic spheres. Among the trafficked survivors, Janjati slightly over represents (39% v 37% share of population) while Madeshi (11% v 17% share of population) and Muslims (1% v 5.5% share of population) are underrepresented as the trafficked survivors vis-à-vis their share of total population in Nepal. Among the survivors, there are also a few foreigners.

**Table 2.3 Distribution of trafficked survivors in trafficking cases registered in Nepal Police, by citizenship, Nepal, FY 2022/23, 2023/24 and 2024/25**

Cast/ethnic groups	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Brahman/Chhetri*	59	25.4	68	31.5	36	19.6	54	25.8
Janjati	79	34.1	81	37.5	87	47.3	82	39.1
Dalit	62	26.7	40	18.5	30	16.3	44	20.9
Madeshi	27	11.6	15	6.9	25	13.6	22	10.6
Muslims	2	0.9	2	0.9	2	1.1	2	0.9
Others (not stated)	1	0.4	7	3.2	2	1.1	3	1.6
Indian	1	0.4	3	1.4	2	1.1	2	0.9
Uganda	1	0.4	0	0.0	0	0.0	0	0.2
<b>Total</b>	<b>232</b>	<b>100.0</b>	<b>216</b>	<b>100.0</b>	<b>184</b>	<b>100.0</b>	<b>211</b>	<b>100.0</b>

Note: \* this also includes Thakuri and Dasnami caste groups.

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025(received through correspondence).

**Citizenship of Survivors** - Trafficked survivors were of Nepali, Indian and an African country's citizen (Table 2.4). Yet an overwhelmingly majority (99%) were Nepali citizens. In all three FYs considered here, there were at least one Indian citizen as a trafficked survivor, that is, in FY 2022/23, there was one, in FY 2023/24, there were three and in FY 2024/25, there were two Indian citizens as trafficked survivors. One trafficked survivor was a citizen from an African country. According to Police personnel of AHB, Nepal was the destination place of trafficking for these foreign nationals.

**Table 2.4 Distribution of trafficked survivors in trafficking cases registered in Nepal Police, by citizenship, Nepal, FY 2022/23, 2023/24 and 2024/25**

Citizenship of the Survivors	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Nepali	230	99.1	213	98.6	182	98.9	208	98.9
Indian	1	0.4	3	1.4	2	1.1	2	0.9
An African Country*	1	0.4	0	0.0	0	0.0	0	0.2
<b>Total</b>	<b>232</b>	<b>100.0</b>	<b>216</b>	<b>100.0</b>	<b>184</b>	<b>100.0</b>	<b>211</b>	<b>100.0</b>

Note: \* As there is only one victim from a country of Africa, name of the country is anonymized ensuring the privacy of the victim.  
 Source: Anti-Human Trafficking Bureau, Nepal Police, 2025 (received through correspondence).

### 2.3 Offenders (Age-Sex, Caste/Ethnic Group, Citizenships)

Age-Sex of Offenders: Table 2.5 summarizes the distribution of offenders in trafficking cases registered in Nepal Police, categorized by age group and sex for the three FYs (2022/23 – 2024/25). Across all fiscal years, there is a pattern where the vast majority of offenders were adults, while a few were child offender. The three-year (FY 2022/23 - 2024/25) average number of offenders is 351 out of which 98% are adults and 2% are children. By sex of the offenders, two-third (67%) of the offenders were men, followed by women (31%), girls (1%) and boys (less than 1%). Thus, these data suggest that although offenders in trafficking cases are predominantly male, but women's involvement as traffickers is also significant, with approximately three out of every 10 offenders are women.

**Table 2.5 Distribution of offenders among trafficking cases registered in Nepal Police, by age-sex, Nepal, FY 2022/23, 2023/24 and 2024/25**

Age sex of offenders	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Adults	364	98.6	341	98.6	326	96.4	344	97.9
Women	126	34.1	96	27.7	105	31.1	109	31.1
Men	238	64.5	245	70.8	221	65.4	235	66.9
Children	5	1.4	5	1.4	12	3.6	7	2.1
Girls	3	0.8	2	0.6	7	2.1	4	1.1
Boys	2	0.5	3	0.9	5	1.5	3	0.9
<b>Total</b>	<b>369</b>	<b>100.0</b>	<b>346</b>	<b>100.0</b>	<b>338</b>	<b>100.0</b>	<b>351</b>	<b>100.0</b>

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

Caste/Ethnic Groups of Offenders: Table 2.6 shows the distribution of offenders in trafficking cases registered by the Nepal Police, categorized by caste/ethnic groups. Data demonstrate that offenders come from all major social groups in Nepal, including foreigners. Among them, the highest proportion of offenders belongs to the Janjati (35%), followed by Brahman/Chhetri (26.5%), Dalit (14%), Madeshi (9%) and Muslims (4%). Nearly 9% offenders are the foreigner nationals. Among the caste/ethnic groups, it is the Janjati in which the proportionate share of offenders increased from 32% in FY 2022/23 to 40% in FY 2024/25, while the proportions for other caste/ethnic groups either remained the same or rather decline. In case of offenders from the foreigners, their share slightly decreased from 10% in FY 2022/23 to 8% in FY 2024/25.

**Table 2.6 Distribution of offenders in trafficking cases registered in Nepal Police, by caste/ethnic groups, Nepal, FY 2022/23, 2023/24 and 2024/25**

Caste/ethnic groups/Nationality	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Brahman/Chhetri	89	24.1	109	31.5	81	24.0	93	26.5
Janjati	119	32.2	111	32.1	136	40.2	122	34.8
Dalit	60	16.3	46	13.3	46	13.6	51	14.4
Madeshi	43	11.7	23	6.6	33	9.8	33	9.4
Muslims	15	4.1	18	5.2	11	3.3	15	4.2
Others (not stated)	7	1.9	10	2.9	4	1.2	7	2.0
Foreigners	36	9.8	29	8.4	27	8.0	31	8.8
<b>Total</b>	<b>369</b>	<b>100.0</b>	<b>346</b>	<b>100.0</b>	<b>338</b>	<b>100.0</b>	<b>351</b>	<b>100.0</b>

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

Citizenship of Offenders: The trafficking crime's offenders were found from different nationals including Nepali, Indian, Bangladeshi, Pakistani, Chinese, American, Ugandan and Mauritius. Nine out of 10 offenders are Nepali, and 7% of them being Indian nationals being the second and 1.4% Chinese being the third largest number of human trafficking crime offenders. For other nationals, there were one or two number of offenders (Table 2.7).

**Table 2.7 Distribution of offenders among trafficking cases registered in Nepal Police, by citizenship, Nepal, FY 2022/23, 2023/24 and 2024/25**

Citizenship of Offenders	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Nepali	333	90.2	317	91.6	311	92.0	961	91.3
Indian	24	6.5	24	6.9	21	6.2	69	6.6
Bangladeshi	1	0.3	0	0.0	0	0.0	1	0.1
Pakistani	1	0.3	1	0.3	0	0.0	2	0.2
Chinese	7	1.9	4	1.2	4	1.2	15	1.4
American	1	0.3	0	0.0	0	0.0	1	0.1
Ugandan	2	0.5	0	0.0	0	0.0	2	0.2
Mauritius	0	0.0	0	0.0	2	0.6	2	0.2
<b>Total</b>	<b>369</b>	<b>100.0</b>	<b>346</b>	<b>100.0</b>	<b>338</b>	<b>100.0</b>	<b>1053</b>	<b>100.0</b>

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

**Province of Origin of Offenders:** Table 2.8 shows the distribution of offenders in trafficking cases registered in Nepal Police, by Province of origin. Considering the three-year average (FY 2022/23-2024/25), nearly one-fourth (24%) of the offenders come from the Bagmati Province. This is followed by Koshi and Lumbini Province (14% each), Madesh Province (11%), Gandaki Province and Sudurpaschim Province (9% each) and least from Karnali Province (6%).

**Table 2.8 Distribution of offenders in trafficking cases registered in Nepal Police, by Province of origin, Nepal, FY 2022/23, 2023/24 and 2024/25**

Province	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Koshi Province	57	15.4	36	10.4	51	15.1	48	13.7
Madesh Province	46	12.5	37	10.7	35	10.4	39	11.2
Bagmati Province	83	22.5	73	21.1	96	28.4	84	23.9
Gandaki Province	29	7.9	35	10.1	33	9.8	32	9.2
Lumbini Province	55	14.9	55	15.9	36	10.7	49	13.9
Karnali Province	22	6.0	28	8.1	11	3.3	20	5.8
Sudurpaschim Province	24	6.5	29	8.4	40	11.8	31	8.8
Not stated	17	4.6	24	6.9	9	2.7	17	4.7
Other countries	36	9.8	29	8.4	27	8.0	31	8.7
<b>Total</b>	<b>369</b>	<b>100.0</b>	<b>346</b>	<b>100.0</b>	<b>338</b>	<b>100.0</b>	<b>351</b>	<b>100.0</b>

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

**Districts of Origins of Offenders:** The offenders in human trafficking crime come from 71 out of 77 districts of Nepal including the foreign countries. Based on the three year average (FY 2022/23-2024/25), 10 districts recorded between 25 to 56 offenders; 13 districts with 15-24 offenders; 13 districts having 10-14 offenders; 16 districts 5-9 offenders and 21 districts having 1-4 offenders (Annex 2.1).

The top ten districts of origin of offenders of human trafficking offenders, in descending order, are: Banke, Nuwakot, Dhading, Sindhupalchok, Udayapur, Kavre, Kanchanpur, Morang, Sarlahi and Tanahu. Together, these 10 districts account for one-third of the all offenders (Table 2.9). Notably, these are also the districts with a high number of trafficked survivors.

**Table 2.9 Number of offenders in trafficking cases registered in Nepal Police, by top-10 districts of origin, Nepal, FY 2022/23, 2023/24 and 2024/25**

District	FY 2022/23	FY 2023/24	FY 2024/25	Three Yearly Average	% for three year total
Banke	24	13	19	56	5.3
Nuwakot	22	13	15	50	4.7
Dhading	15	10	9	34	3.2
Sindhupalchok	10	5	19	34	3.2
Udayapur	8	8	16	32	3.0
Kavre	11	7	11	29	2.8
Kanchanpur	8	14	7	29	2.8
Morang	19	4	4	27	2.6
Sarlahi	9	13	3	25	2.4
Tanahu	6	9	10	25	2.4
Total	132	96	113	341	32.4
% of total	35.8	27.7	33.4	32.4	
Total number of districts	62	58	61		
N	369	346	338	1053	

Source: Anti-Human Trafficking Bureau, Nepal Police, 2025 (received through correspondence).

Table 2.10 shows the frequency distribution of survivors and offenders drawing on the three-year average (2022/23-2024/25) data. Examining it, three broad patterns emerge. First, there is a close correspondence between trafficked survivors and offenders among the Brahman/Chhetri caste group – implying that there are the almost same proportions of offenders and trafficked survivors in this caste group. Second, the proportion of trafficked survivors is higher than the proportion of offenders among Janjati, Dalit and Madeshi groups. Finally, among the Muslims and foreigners, the proportion of offenders are far higher than that of the proportion of trafficked survivors.

**Table 2.10 Interface between survivors and offenders by caste ethnic groups: three-yearly average percentage (FY 2022/23-2024/25), Nepal**

Caste/ethnic groups	Survivors	Offenders
Brahman/Chhetri	25.8	26.5
Janjati	39.1	34.8
Dalit	20.9	14.4
Madeshi	10.6	9.4
Muslims	0.9	4.2
Others (not stated)	1.6	2.0
Foreigners	1.1	8.8
<b>Total</b>	<b>100.0</b>	<b>100.0</b>

Source: Table 2.3 and Table 2.6.

#### 2.4 Forms of Exploitation

A range of forms of exploitation against trafficked persons has been reported (Table 2.11). On an average of three-year data, 41% of the survivors were trafficked for involvement in 'prostitution', one-third for sexual exploitation – human transportation, 12% for labour exploitation-human transportation, 7% for sexual exploitation-human trafficking, and 5% for labour exploitation-human transportation. Also, a small proportion were trafficked for removal of human organs (0.5%) and human smuggling (1.5%). Data reveal that there is an increase trend of the share of survivors trafficked for 'prostitution'. For example, of the total survivors, 38% were trafficked for "prostitution" in 2022/23, which increased to 42% in FY 2023/24 and reached to 44% in FY 2024/25. On the other hand, the share of survivors trafficked for sexual exploitation-human transportation has slightly declined to 31% in FY 2024/25 compared to 34% in FY 2022/23. No distinct pattern of increase or decrease is observed regarding sexual exploitation and labour exploitation.

Although in the field survey, some emerging forms of trafficking were reported such as trafficked for forced involvement into criminal activities - cyber scams and fraudulent network schemes, and trafficked for religious performances ("Orchestra" dance) and forced marriage, the quantitative data obtained from AHTB Nepal's Police does not show these forms of exploitations.

**Table 2.11 Distribution of trafficked survivors, by forms of exploitation, Nepal, FY 2022/23, 2023/24 and 2024/25**

Forms of exploitation	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Sexual exploitation-human trafficking	20	8.6	12	5.6	15	8.2	47	7.4
Labour exploitation-human trafficking	28	12.1	28	13.0	18	9.8	74	11.7
Removal of human organ, sale	1	0.4	0	0.0	2	1.1	3	0.5
Forced marriage	0	0.0	0	0.0	0	0.0	0	0.0

Forms of exploitation	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Average	
	N	%	N	%	N	%	N	%
Forced involvement in criminal activities	0	0.0	0	0.0	0	0.0	0	0.0
Forced begging	0	0.0	0	0.0	0	0.0	0	0.0
Prostitution	88	37.9	91	42.1	81	44.0	260	41.1
Visit to prostitutes	0	0.0	0	0.0	0	0.0	0	0.0
Human smuggling	0	0.0	0	0.0	7	3.8	7	1.1
Sexual exploitation-Human transportation	79	34.1	71	32.9	57	31.0	207	32.8
Labour exploitation-Human transportation	16	6.9	14	6.5	4	2.2	34	5.4
<b>Total</b>	<b>232</b>	<b>100.0</b>	<b>216</b>	<b>100.0</b>	<b>184</b>	<b>100.0</b>	<b>632</b>	<b>100.0</b>

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

Although only three trafficked survivors of kidney removal were officially reported during the FY 2022/23-2024/25, the Anti-Human Trafficking Bureau (AHTB), Nepal Police got successful in taking control of a big criminal racket involved in trafficking in persons for kidney removal and selling in August 2025. Evidence suggests that more than 100 persons might have been trafficked for kidney removal and selling to different cities in India for the last six or seven years by a single racket. On 1 September 2025, the Nepali National Daily newspaper *Naya Patrika* reported on smuggling of Nepali citizens to India by citing the communications with the Bureau's In-Charge – SSP and other Police Officials therein. The news reads as:

*The leader of the criminal racket was a Nepali national but has been residing in New Delhi for the last seven year. He has already confessed to Nepal Police that he has sold 25 Nepali citizens for kidney removal. ...He had obtained the Indian Adhaar Card to facilitate his criminal activities in India. ...He used to lure the victim by promising an attractive employment in India. ...When the victim transported to New Delhi, the racket leader used to provide accommodation in a hotel for about one month. During this period, he used to persuade the victim for selling his the kidney in exchange of about Rs. 600,000. If the victim refused it, he used to threats the victim to kill him. Once the victim was ready to sell his kidney, he was taken to a hospital in a taxi by closing his both eyes using the black clothes by round making of the city so that the victim would not identify the location and direction of the hospital from the hotel. At the hospital, by anesthetizing the victim, his kidney got removed and hospitalized for 5 days or more days for recovery. Then, he was brought back to the hotel again by closing his eyes (quotation from Nepal Police, Naya Patrika, p. 3).*

Unfortunately, police investigations revealed that one of the racket members was the victim of kidney removal. He became the racket member to receive his money from the racket's leader. The racket leader forced him to search other clients for selling the kidney. According to AHTIB, by the end of August 2025, five victims had registered the complaints in the Bureau. The AHTIB conducted a 25-day special operation to bring control of the criminals.

## 2.5 Origin of Survivors

Table 2.12 shows the number of trafficked survivors in trafficking cases registered in Nepal Police, by Province of origin. Data reveal that trafficked survivors come from all the seven Provinces of Nepal. However, the highest proportion is from Bagmati Province (28%), followed by Koshi Province (16%), Lumbini Province (14%), Gandaki Province (10%), Sudurpaschim Province (9.5%) and the least in Karnali Province (9%). While there is fluctuation trend of the share of trafficked survivors in Koshi Province and Bagmati Province considering three FYs for comparison, all the rest five Provinces show an increase in the share of trafficked survivors. This pattern is particularly noticeable the Sudurpaschim Province and Lumbini Province. For example, in Sudurpaschim Province, the share of trafficked survivors increased from 7% in FY 2022/23 to 9% in FY 2023/24 and to 13% in FY 2024/25 and in Lumbini Province, it increased to 17% in FY 2024/25 from 13% in FY 2022/23.

**Table 2.12 Number of trafficked survivors in trafficking cases registered in Nepal Police, by Province of origin, Nepal, FY 2022/23, 2023/24 and 2024/25**

Province	FY 2022/23		FY 2023/24		FY 2024/25		Three Yearly Total	
	N	%	N	%	N	%	N	%
Koshi Province	45	19.4	28	13.0	26	14.1	99	15.7
Madesh Province	24	10.3	24	11.1	22	12.0	70	11.1
Bagmati Province	67	28.9	64	29.6	47	25.5	178	28.2
Gandaki Province	21	9.1	23	10.6	20	10.9	64	10.1
Lumbini Province	31	13.4	28	13.0	32	17.4	91	14.4
Karnali Province	22	9.5	24	11.1	10	5.4	56	8.9
Sudurpaschim Province	17	7.3	19	8.8	24	13.0	60	9.5
Not stated	3	1.3	3	1.4	1	0.5	7	1.1
India	1	0.4	3	1.4	2	1.1	6	0.9
Africa	1	0.4	0	0.0	0	0.0	1	0.2
<b>Total</b>	<b>232</b>	<b>100.0</b>	<b>216</b>	<b>100.0</b>	<b>184</b>	<b>100.0</b>	<b>632</b>	<b>100.0</b>

Source: Anti-Human Trafficking Bureau, Nepal Police, 2025 (received through correspondence).

**District of Origin of Survivors** – Trafficked survivors come from 70 out of 77 districts of Nepal. However, there is large variation by districts (Annex 2.2). Based on the total of three-year (FY 2022/23-2024/25) data, there are six districts having 20 to 39 number of trafficked survivors; 17 districts with 10 to 19 number of survivors; 21 districts with 6-9 number of survivors; and 26 districts having 1 to 4 number of trafficked survivors.

The top ten districts of origin of trafficked survivors include the following in descending order: Nuwakot, Sindhupalchok, Udayapur, Banke, Gorkha, Kailali, Kavre, Makwanpur, Morang and Dhading (Table 2.13). These districts altogether accounted for, on the average, 36% of the total survivors. Note that in FY 2022/23, these 10 districts alone accounted for 42%, while these figures were 30% and 34% in the FY 2023/24 and FY 2024/25. It is interesting to note that except Gorkha district, these districts were identified as the most trafficking prone districts long back around the late 1990s by then Ministry of Women, Children and Social Welfare (now MoWCSC) (ONRT-NHRC, 2008 and Subedi, 2009).

**Table 2.13 Number of trafficked survivors in trafficking cases registered in Nepal Police, by top-10 districts of origin, Nepal, FY 2022/23, 2023/24 and 2024/25**

S.N.	Forms of exploitation	FY 2022/23	FY 2023/24	FY 2024/25	Three Yearly Total	% for three year total
1	Nuwakot	18	9	12	39	6.2
2	Sindhupalchok	9	10	9	28	4.4
3	Udayapur	8	10	9	27	4.3
4	Banke	9	5	6	20	3.2
5	Gorkha	13	5	2	20	3.2
6	Kailali	6	4	10	20	3.2
7	Kavre	9	8	2	19	3.0
8	Makwanpur	6	5	7	18	2.8
9	Morang	13	3	2	18	2.8
10	Dhading	7	6	4	17	2.7
	Total	98	65	63	226	35.8
	% of total	42.2	30.1	34.2	35.8	
	Districts	53	55	61		
	Survivors	232	216	184	632	

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

## 2. 6 Countries of Destination of Trafficked Survivors

Comparing three FYs data, it is found that there has been an increase in diffusion of trafficking destination countries – making it more complex to rescue and repatriate survivors and bringing the offenders to justice. The number of destination countries, for example, increased from 12 in FY 2022/23 to 28 in FY 2023/24 and decreased to 23 countries in FY 2024/25 (Table 2.14). Taking the three-year total figures of trafficked survivors into account, the top-10 countries of destination include the following: Kuwait (45.9%), India (12.9%), Oman (10.1%), Dubai (7.8%), Iraq (6.2%), Myanmar (4.5%), Cambodia (2.1%), Laos (1.5%), South Africa (0.9%) and Ethiopia (0.7%).

**Table 2.14 Distribution of trafficked survivors by countries of destination, Nepal, FY 2022/23-2024/25**

	Country of Destination	FY 2022/23		FY 2023/24		FY 2024/25		Three yearly total	
		N	%	N	%	N	%	N	%
1	Kuwait	51	32.3	110	36.4	286	55.6	447	45.9
2	India	35	22.2	6	2.0	83	16.1	124	12.7
3	Oman	22	13.9	24	7.9	52	10.1	98	10.1
4	Dubai	13	8.2	48	15.9	15	2.9	76	7.8
5	Iraq	12	7.6	33	10.9	15	2.9	60	6.2
6	Myanmar	7	4.4	22	7.3	15	2.9	44	4.5
7	Cambodia	7	4.4	2	0.7	11	2.1	20	2.1
8	Laos	5	3.2	8	2.6	2	0.4	15	1.5
9	South Africa	1	0.6	9	3.0	5	1.0	15	1.5
10	Ethiopia	-		3	1.0	4	0.8	7	0.7
11	China	2	1.3	2	0.7	2	0.4	6	0.6
12	Thailand	-		6	2.0	-	0.0	6	0.6
13	Bhutan	-		2	0.7	2	0.4	4	0.4
14	Maldives	-		2	0.7	2	0.4	4	0.4
15	Mauritius	-		1	0.3	3	0.6	4	0.4
16	Greece	-		4	1.3	-	0.0	4	0.4
17	Jordan	-		2	0.7	2	0.4	4	0.4
18	Vietnam	-		-	0.0	4	0.8	4	0.4
19	Indonesia	-		3	1.0	-	0.0	3	0.3
20	Malaysia	-		2	0.7	1	0.2	3	0.3
21	Brunei	-		3	1.0	-	0.0	3	0.3
22	Turkey	-		-	0.0	3	0.6	3	0.3
23	Syria	2	1.3	-	0.0	-	0.0	2	0.2
24	Hong Kong	-		1	0.3	1	0.2	2	0.2
25	Saudi Arabia	-		2	0.7	-	0.0	2	0.2
26	Tanzania	-		2	0.7	-	0.0	2	0.2
27	Russia	-		1	0.3	1	0.2	2	0.2
28	Uzbekistan	-		-	0.0	2	0.4	2	0.2
29	Sri Lanka	-		-	0.0	2	0.4	2	0.2
30	Other African countries and a GCC country*	1		4	0.0	1	0.2	6	0.6
	Total survivors	158		302	100.0	514		974	100.0
	No. of Countries	12		28		23			

Note: \* destination countries from which only one survivor was rescued during the three-year have been put together to maintain the privacy of the survivors.

Source: Anti-Human Trafficking Bureau, Nepal Police, 2025 (received through correspondence).

Five distinct geographical regions of trafficking of Nepali citizens emerges when one considers the three-year total number of trafficked persons (FY 2022/23-2024/25) and regroup the countries of destination into the regions. Of the three-year 974 total number of trafficked persons, the highest proportion has been trafficked to Middle East Asia (61%), followed by South Asia (24%), Southeast Asia and China (11%), African countries (3%) and Europe/Russia and Central Asia (1%) (Table 2.15). Middle-East Asian countries have emerged as the key designation countries of trafficking for women for domestic work. It is found that they are sent through i) using visit visa from Tribhuvan International Airport (TIA) or through ii) using visit visa from India. It has been widely reported that they use fake travel documents, labour permit and bank statement, and that the key promises would be good earning, easy work, free visa and free tickets. The AHTIB Police officials were asked about the reasons for such a high number of survivors being repatriated, they responded that there are over 50-60 thousand Nepalese women domestic workers in Kuwait. As the Government of Nepal has banned for domestic work in

Gulf Cooperation Council (GCC) countries including in Kuwait, majority of them went through visit visa through illegal channel. These women ended up in exploitative work in Kuwaiti households since they were paid low, had to work very long hours, and also experienced physical and sexual violence.

Dubai city has emerged as the major hub from where the survivors/affected persons have been transferred to Kuwait, Iraq, Syria and Oman through air route. The survivors are transferred directly to Dubai from Nepal via air route or indirectly from Nepal to India using road and railway and in turn, from India to Dubai. Many women who are recruited for domestic work in the Middle East Asian Countries are sent through India as the Government of Nepal has banned women going for GCC countries for domestic work.

In case of Europe, the trafficked persons are lured by promising them better employment opportunities and Schengen countries visa. Schengen Area is a zone of 27 European countries with no internal border controls. The migrants are smuggled using different tactics like sending them to participate in seminar, workshops, sports, cultural programs and business.

**Table 2.15 Distribution of trafficked survivors by regions, Nepal, three-yearly (2022/23-2024/25) total number**

Regions	N	%
Middle East Asia	592	60.8
South Asia	232	23.8
Southeast Asia and China	106	10.9
African Countries	33	3.4
Europe/Russia/Central Asia	11	1.1
Total	974	100.0

Source: based on Table 2.14.

India has also emerged as both the destination and transit route of human trafficking.

In the Province Consultation in Madesh Province, the Deputy Inspector General (DIG) of Madesh Province Police Office who worked for six months in Nepali Embassy in New Delhi, shared his experiences like:

*In Nepali Embassy, New Delhi, the Embassy used to receive 60-70 complaints daily and 90% of such complaints are related to trafficking cases. Monitoring of land-transport has also become challenges because of multiple public bus links between Nepal and India.*

Women and children are transported through these public buses pretending as health check-up, visits to relatives and others. Brokers have a big chain of network. There are different layers of brokers: from looking for a victim from the village/town, to transport the victim from one place to another within the district/Nepal, to make the victim cross the border point, to receive the victim in another side of the border, to transport from one place to another in India, to receive and harbour in the transit points or to the destination places.

As the destination, there are adequate evidence of minor girls being trafficked for sex work in India city in recent years. The case of Rima, which is cited from the Shakti Samuha from Banke district resembles the scenarios.

**Case 2.1 A minor girl trafficked to sex work in a city of India**

Rima (name changed) was just 16 years old when she was victim of trafficking. Her family was poor and depended upon casual labour. Meanwhile her father also died and because of this, there was only her mother as the breadwinner.

Rima was looking for a job to support the mother and siblings. One day, her boy-friend told Rima that he would search job for her in India. He brought her to Rupaidiha, the border town of India with Nepalgunj, and sold her on Indian Rupees 20,000. From there, she was transported to Indian city of Bahraich – a 56 Kilometres far from Nepalgunj. The broker made in captivity and forced her to involve in sex work in his non-brothel-based 'prostitution' business. After one month, when a customer was in the state of drunkenness, Rima took his mobile phone and called to her mother in Nepal and said that she was in trouble situation there. Then, her mother filed the complaint in Police and with the efforts of Police and NGOs, she was rescued from there. Now, the survivor is in the protection of Shakti Samuha and is now studying.

Source: The story was taken from Shakti Samuha, Banke, 2025.

**2.7 New Modus of Operandi of Trafficking**

In the study, the NGOs were asked whether they had observed any emerging modus operandi of trafficking in persons. The NGOs uniformly responded that there has been widespread misuse of information and communication technology (ICT) and social media to lure the vulnerable persons into trafficking. Box 2.1 presents the responses of selected NGOs to illustrate how new modus operandi of trafficking and migrant smuggling are being emerged, and how it requires effective cyber surveillance system, digital literacy and public awareness on the safe use of social media to prevent trafficking in persons.

**Box 2.1 NGOs responses on how new modus operandi of trafficking emerging**

NGOs	Responses
Maiti Nepal	<ul style="list-style-type: none"> <li>◆ Making of promises of foreign employment, marriage or modelling to the young women through the social media and online platform</li> <li>◆ Win the trust to the victim by using the fake ID and digital means</li> <li>◆ Increase in tendencies of online blackmailing and digital trafficking</li> <li>◆ Misuse of documents of the victims by foreign employment recruiting agencies and agents.</li> </ul>
Nepal Investigative Multimedia Journalist Network (NIMJN)	<ul style="list-style-type: none"> <li>◆ Misuse of social media like Facebook, Instagram, Viber, Tiktok, Twitter</li> <li>◆ Use of mobile apps like Imo, WhatsApp, WeChat making of groups, sending the message about attractive employment opportunities or higher education opportunity, attract the youth, adolescents and children</li> <li>◆ Misuse of Internet and online platforms – posting of fake, good promises, opportunities in different line adds, websites and platforms.</li> </ul>

NGOs	Responses
Aawaj Surkhet	<ul style="list-style-type: none"> <li>◆ Human smugglers offer attractive jobs, study at abroad, modelling, marriage to the youth though using the social media like Facebook, Instagram, Tiktok, WeChat</li> <li>◆ Win the trust through posting of fake profile</li> <li>◆ Through the filing of online form for foreign employment</li> <li>◆ Posting of fake advertisements of companies and their websites</li> <li>◆ Blackmailing of survivors through using survivor's photos or making pornographic materials.</li> </ul>
Asha Nepal	<ul style="list-style-type: none"> <li>◆ Making false claims about jobs/opportunities through social media sites like Facebook, Instagram, Tiktok</li> <li>◆ Using online dating services to gain victims' trust before tricking them into trafficking</li> <li>◆ Posting fictitious job advertisements for modelling, dancing, or domestic work</li> <li>◆ Running a fake travel agency while pretending to offer overseas employment</li> </ul>

Source: Compiled from different NGOs responses.

One of the key informants, the coordinator of a safe house operated jointly by the Dhangadhi Sub-Metropolitan and Saathi Sastha, shared how an adolescent girl was lured by the trafficker though using of Tiktok.

*Tika (name changed) is from Bhajani Municipality of Kailali district. She was studying in grade 8 in the village; she is now 14 or 15 year old. She comes from a Tharu community. While Tika was watching Tiktok, she happened to come into contact with a woman, about 42 years old, from Kanchanpur district. And the woman lured the girl showing the photograph of her son who was reported to be working in Bangalore, India, asking if she would like to marry the girl with her son. After few days of contact though the Tiktok, the woman reached to the school where the girl was studying, and she brought her to the woman's house in Kanchanpur and they stayed three days there. After that, they moved for Indian city of Bangalore where her son was reported to be working there. At Gauriphanta border, the border personnel intercepted the victim, and the woman was taken control in charge of transportation of minor aiming to sell her in India.*

### Trick of Crossing the Border

The key informants who are working in border areas as the counsellors reported several deceits that the brokers use to make cross the border to the affected persons/survivors. For example, in Jhapa district, a Maiti Nepal's border staff reported how the brokers use different tactics for crossing border of vulnerable women and children. She says,

*Women are sent through the river pretending as the wood collectors. Last year, the BSF (Border Security Force) India intercepted such women. In the bank of Mechi River, there is a funeral site which is common for both sides of the people. The brokers also take advantage of funeral rite. They send the vulnerable women and children as mourners and make them cross the border. Sometimes, women are also transferred pretending them as goats' herders.*

Maiti Nepal Jhapa Coordinator shared his long term working experience in border area of Kakarvitta on how brokers also misuse the religious conferences and functions which is held in India. He argues:

*Now a days, there has been large scale mobility of people across Nepal-India border in the name of participation in religious conferences and functions in India. There is a danger of trafficking of young women pretending as the participants of religious ceremonies in India. The traffickers can easily misuse such religious functionaries. Evidence suggests that people from India come to Nepal and stay taking big and costly apartments. Many of these people are young ones; they can also speak good Nepali language but having Indian tongue. They can easily lure the Nepali women and girls.*

In the same way, in the far-west of Nepal, in Gaddachauki, the Police personnel reported that brokers also use the tactics of crossing the girl border by riding on the bicycle. As if somebody rides the bicycle and crosses the border, it is believed that he/she is a local and he/she is a commuter.

## 2. 8 Emerging Forms of Trafficking in Persons

### **Trafficking for cyber slavery to Southeast Asian countries -**

Trafficking of Nepalese youths to Southeast Asia for the purpose of involvement in cyber slavery has been reported by Nepal Police Officials as well as other stakeholders. The young, educated having good knowledge in computer and English language are the common target. According to AHTIB's personnel, Nepali youths are being transferred to Myanmar, Cambodia and Laos to the illegally opened Chinese cyber companies. Once they reached there, they are made on trap, servitude and forced them to engage in online scam targeting mainly to American citizens. Thailand has emerged as the main corridor for trafficking to Southeast Asian countries like Myanmar, Cambodia and Laos. It is reported that the survivors are transported from Nepal to Dubai and from Dubai to Thailand. Another route is from Nepal-India and Thailand.

### **Trafficking into fraudulent network schemes to India –**

Victims are trafficked to network schemes which sounds like business but it is actually fraud and victims are actually deceived on it. This is reported in Koshi Province, Madesh Province and Lumbini Province by the NGOs personnel working in border surveillance desks. For example, in Parsa district, the border staff of Maiti Nepal reported that fraudulent network scheme is an emerging area in which increasing number of young men and women are being transported to Indian cities like Patna, Bodh Gaya. The victims are given a week training on scamming the people into such fraudulent network schemes. Their mobile phones are withheld, and after completing such training, the victims are forced and threatened to recruit additional members, creating a cycle of exploitation. Given this high outflow for “network business”, it is reported that DCCHT Parsa decided to stop people going for network business in 2024 but this decision could not be effectively implemented. It is known that in certain districts (for instance, Parsa district), a single family

consists of more than five members who involved in such fraud network schemes.

### **Trafficking of adolescent girls and young women for egg**

**donation** – In Kailali, in the FGD with the NGOs personnel (PRC, Maiti Nepal and members of DCCHT), there has been growth of transportation of adolescent girls to New Delhi for illegal extraction and sale of ova (egg cells). They reported the following case:

*A woman from the village lured to two adolescent girls of Ghodaghodi Municipality and transported them to New Delhi for donation of eggs. These girls were from Tharu community and they were 17 or 18 years of age. It is said that eggs can be withdrawn within the 7 to 11 days of menstruation period of a woman. The girls were reported to have been paid Indian Rs. 30,000 per case of eggs donation.*

Testimonies of trafficking of girls for egg donation have also been reported by the medical staff at OCMC in Seti Hospital, Dhangadhi and at OCMC in Lumbini Province Hospital in Butwal.

### **Trafficking of Indian girls to Nepal and growth of internal**

**trafficking** – In the field work, it is reported that there is not only trafficking of women and children from Nepal to India but a reverse trend has also emerged especially after the growth of adult entertainment sectors like dance bars, cabin restaurants, spa and massage parlours, casinos in bordering towns of Nepal. For example, in Birgunj, the Senior Superintendent of Police (SSP) of Parsa District Office reported that

*Two Indian minor girls were rescued from a hotel in Birgunj last year. They were forced to involve in 'prostitution'. The perpetrators – the hotel owner man and his wife were taken into control and they are charged against trafficking of girls for the purpose of prostitution. Four hotels that were found harbouring these girls in prostitution were also shut down. There has been growth the message parlours and cabin and dance restaurants around in Birgunj city and the customers are both Nepali and Indian men.*

In Nepalgunj, during the FGD, a Human Rights Activist reported how Nepalgunj city has grown as an entertainment city mainly

for Indian clients and how the risk of trafficking of girls in these sectors has increased. He said:

*There has been growth of hotels, restaurants, Dohari Sanj, massage parlours in Nepalgunj and around the city since the conflict period [1996-2006]. Besides, there are nine Casinos. Of them, seven are currently in operation. The customers in these Casinos are mostly Indians. But, we do not really know the working conditions of women and girls in this sector.*

In the field study, adequate testimonies of internal trafficking of minor girls and involving them into forced prostitution were found. One example is the case of Nina (name changed) who was interviewed with the support of an NGO in Banke district (Case 2.2).

### **Case 2.2 A minor girl forced to 'prostitution' in a hotel in a town of Banke district**

*Nina (name changed), 17, is a remote and mountainous district and from a poor family. For survival of the family, she decided to leave the house and look for work. She came to settle in a town of Banke district where her relatives were also working. Here, she reached in a hotel and asked to the hotel owner woman whether the work is available. The owner woman responded yes. Look, girl, you need to wash the dishes, clean the tables and rooms. I was very much happy of getting the job. For 3 or 4 days, it was Ok. After that the owner woman started forcing me to offer sexual pleasure to the customers who come to the hotel. I denied it for one or two days. But she kept on forcing me, saying that where I am, giving threats that she would kill me, abduct me. By this time, my uncle and aunty had already returned to home and I did not have any one acquaintance there. I was bound to do. The owner woman withdrew my mobile phone, necklaces made of copper before I was forced to engage in sex work. I had to serve 5 to 15/16 customers every day in that hotel. In most of the time, the customers used to be in the state of drunkenness, and they would beat you, rub your body part by a burning cigarette for their greater sexual pleasure. If I was unable to serve the customer, the hotel owner would force me to drink the alcohol, take the smoking. The owner used to force me to visit to other hotels for giving services to the customers.*

*One day, the owner woman ordered me to go another hotel for giving service to customers. In that hotel, at that night, three customers visited me and hotel bill was Rs. 15,000 for three customers plus Rs. 6,000 for alcohol and meat. Sometimes, the*

*owner woman used to give me Rs. 500 per night if there was good earning. In that day, I had felt very much abdomen pain; I could not bear the pain. When I became almost unconscious, they carried me out from the hotel and thrown in the side of the road. It was mid-night. I was weeping; laying on the road. One man of aged about 25 to 30 came riding on a motorbike and he stopped near to me. He asked me what happened. Why I was laying on the road? Why I was weeping? First, I had a panic looking him. I thought that he would also bring me again in the hotel and do the same thing as did by other customers in that night. But, he told me not to become frightened with him; he would not do her anything; he told me going with him. He would bring me to a hospital for treatment. As I was feeling terrible pain, I decided to go with him on riding the back sheet to his motorbike. He brought me to a hospital. In the hospital, I was given saline-water-injection; I was treated. In the next morning, he asked me where I would go, who were my relatives. I had known only that hotel where I was working, and I told him about the hotel address. The man brought me to the hotel and dropped me there.*

*Looking me, the hotel owner woman became furious to me. She even did not talk to me. I slept that whole day. She did not ask whether I was hungry or I was sick. In the next morning, I shared the incident to one of my friends who also working in that hotel like me. The hotel owner blamed me that I was pretending as a sick. Then, I again joined with customer for his pleasure even if I was feeling sick.*

*Currently I am staying in this Safe House. I wish the woman who had ended my life as the hell shall be punished severely. Once I get better I want to go to back to house and support my parents.*

### **Trafficking of girls under the pretext of cultural performances (orchestra dance) to India**

- Key informants in Madhesh Pradesh - Dhanusha district, reported that adolescent and young girls are transported to Bhagalpur, Champara, Rajnagar and other places in Bihar for the purpose of involving them in the orchestra dance. These performances (orchestra dance) can be observed for rituals and celebration of a marriage ceremony, births and a gathering. It has been reported that parents are often misled or pressured into agreements under false promises to send their daughters to perform such dances in exchange for money as advance. Girls are generally engaged for six months in a year. Inhabitants residing near to Indian's border areas in Dhanusha and Mahottari districts are affected by this phenomenon. Communities of Das, Paswan and Thakur are the most affected groups. From a religious perspective, informants noted a recent shift: whereas Muslim girls

were previously not involved in orchestra dance due to cultural and religious norms, they are now also being transported for such performances, often after their names are changed to Hindu names to conceal their religious identity.

When enquired about the working and living arrangements in such orchestra dance performance places, the NGO personnel (PRC/Dhanusa) reported that, following discussions with the returnees from the orchestra, when the women/girls are harboured to such places, they eventually end up being exploited. They had to dance throughout the nights with their half-naked body. The audience of the dance performance would only be men who would often get drunk, harass, abuse and scold to the girls as if they were a sexual commodity. They are also not offered safe places for accommodation and nutrient food. Their living arrangement is under the control of their "master". Girls are forced to perform the dance even during their monthly menstruation period or during in sickness. The case of Sunita reflects the elements of trafficking in recruitment in orchestra dance.

#### **Case study 2.3 A trafficked survivor of orchestra dance**

A young woman has been residing in Afanta Nepal's Safe House in Janakpur. She was trafficked to orchestra dance in India last year. She says,

*I was married at my early age with a boy in the village. Unfortunately, after sometimes of marriage, my husband committed suicide. After that we faced much trouble to manage the family. Because of this, I started working in a hotel as a cleaner in Janakpur city. In that hotel, a young man, used to come as a customer. He promised me that he would look for a good job to me in India with salary of Indian Rs. 12000-15000 monthly. I trusted him. But when we reached in India, he sold me in an orchestra dance performer's owner house. In Orchestra, I had to dance throughout the night and also customers used to scold and abuse me. I find it was very difficult work and requested the owner for return to Nepal. But he said that he has bought me in Rs. 20,000 and I would have to work. Instead, the owner used to force me to drink alcohol and dance. In this way, I spent more than three months there. Then, one day, luckily I was rescued by an NGO and Indian Police and repatriated to Nepal and currently I am living in this shelter, and I've filed the case against the offender.*

**Trafficking of men for labour exploitation to India** - Trafficking for labour exploitation to India has been widely reported in the province level consultation in Madesh Province. Here is the case

of 45 men of Mahottari, Sarlahi and Saptari districts who were trafficked for labour exploitation to Kashmir, India in September 2023. The report writing team also visited one of the settlements of the victims in Mahottari district and interacted with them including local NGO called ROYA Nepal that supported the rescue of victims.

#### **Case study 2.4 Trafficking of men from Madesh Province for labour exploitation in India**

*Four men of Bihar state of India came to Bandipur, Mahottari district. They established a contact to a Musahar settlement in Bandipur. By taking advantages of enduring and persistent poverty and unemployment of Musahar people, the brokers established the trust to them. They promised to good job in road construction in Kashmir, India where they will be paid India Rs 1000/daily in eight working hours. They will also be provided good accommodation facility as well. They also provided advance of Rs. 6000-7000 who were willing to go to with them. Using this trick, the brokers trapped 14 men from this settlement. They also established contact to other men of Sarlahi and Saptari districts through the relatives these people. Altogether, 45 men were transported to Bhagalpur border of Saptari district and reached to Bihar India. From there they were transported on a public bus to Kashmir, India.*

*One of the victims reported that they were not recruited in the job promised in Nepal. They had to work very long hours for construction of a seven storey house. Their accommodation was as bad as the sheds of goats or cattle where 12 to 13 men had to take shelter. Another victim, 27, described the working and living conditions there as:*

*When we were brought to work in the morning; our eyes were closed with clothes so that we could not see the road where we were going. They forced us to work throughout the day without rest time. At night, they used to choose us from the room and making us separate, they forced us to massage their body. They also hit with a rod; the rod got pressured in the body. We had given the rotten, thrown food. We were locked in the room from outside. Sometimes, we were allowed to pick up the phone calls from our families in Nepal but they did not allow to share the working and living condition. We were threatened to cut our legs or hands off and made us as a beggar if we communicated about working condition in Nepal. We were also threatened not to go outside.*

*In this way, the victims were involved in forced labour for about*

three-months. One day, one of the victims was able to run away from the room, and approached anyway to village in Nepal, and he informed about the situation to the family and the community. During this time - ROYAM Nepal - Mahottari-based NGO - was conducting a baseline survey in the Musahar settlement. The District Coordinator of ROYAM Nepal reported that she took a lead role to inform about this situation to the Parliamentarian of the constituency, and local Government officials - including other social activists. It was known that seven or eight workers did not have the Nepali Identity Certificates. For them, the identity certificates were made from the Ward Office of Bandipur Municipality. Finally, Biptu Sada, of about 45/46 years old Musahar man, led the rescue team of 8 men. They reached to New Delhi in Nepal Embassy. The Embassy had already been informed about the incident. The rescue team, composed of Musahar men, KIN India - an India based NGO and Embassy Staff - reached to Kashmir, India. The rescue team informed about the incident to the concerned Police station of Kashmir. The team decided not to rescue at night in order to avoid any harm to the labourers who may run away chaotically with fear and would be wounded. The rescue operation was conducted in the early morning of Monday. The rescue team broke-out the locked rooms in which the labourers were kept, and they all were rescued and repatriated to Nepal.

Trafficking of young women as fake marriage in China: Media reported by citing the Government authorities of Department of Immigration and AHTB, on 15 November 2025, the Department of Immigration (DoI) team arrested four Chinese nationals on charge of running a illegal marriage Bureau in Kathmandu. Among accused, three are men and one is woman and they were living in Nepal in different visa status for a long period. The Police also arrested other 14 Nepali along with these four Chinese nationals. The accused were involved in luring the young women from the poor and remote area by good promises in China. The victims are reportedly involved in 'prostitution' in China. During the six years from 2019, the AHTB rescued six Nepali distress women from China in coordination with Nepali Embassy of Beijing China. However, much research is needed to examine how marriage racket is being operated in Kathmandu, its modus operandi of luring the young women, its nexus of with other private and Government sectors and marriage trafficking financial benefits.

Trafficking of children in the name of religious study to India - It has been found that children are being transported to engage them in guise of "Lama study" - a study in which disciples are practised and trained in Buddhist spirituality.

In the FGD conducted in Birtamod Jhapa among the NGOs personnel and civil society organizations, one of the staffs of Afanta Nepal reported that:

*There is an increased trend of transportation of children of very tender aged (below 10 years) from the hills of Nepal to India for engaging them in 'Lama Study'. These children are being transported to India's Sikkim, Kalimpong, and Bangalore city of South India. The brokers also bring the recommendation letters from the Local Governments so that these children are easily transported to India. It is found that children of marginalized groups of Ramechhap, Dolakha and Okhaldhunga were brought in normal dress up to near the border of Kakarvitta. And, in order to make it easy to cross the border, their dresses were changed to Lama.*

Similarly, exploitation of children under the guise of such religious education has been reported in western Nepal. Maiti Nepal Nepalgunj Branch intercepted 12 children in FY 2023/24. They were brought from Mugu district and they were said to be sending to India. Brokers reportedly carried the parents' consent letter, raising concerns about coercion or misinformation. Similar cases were noted at another border point, where authorities intercepted children being taken toward Himachal Pradesh. These incidents suggest a broader pattern of cross-border child movement, indicating that other cases may have already occurred through different routes.

## 2.9 Situation of Trafficking in Persons: Findings from Provincial Consultations

In the Province consultations, the participants were asked to judge the situation of trafficking to their district/Province or their working areas. A check-list was provided to them to so that they could prepare for the presentation in the plenary session. The check-list included open-ended questions about the magnitude of trafficking, processes, types, purpose, profile of victims, profile of the offenders, agencies involved in recruitment of labour, and about the internal trafficking situation. Box 2.2 shows the findings from the all the four Province consultations.

**On Magnitude of Trafficking** - During all consultations conducted in the four Provinces, the participants shared that they did not have estimates of trafficking in persons from their district/Province since none of the Government agencies or NGOs have provided such estimates. However, they reported that it is too high and they identified the most vulnerable populations of trafficking

as the poor, Dalit and marginalized communities and others.

**On Process of Trafficking** – All the participants had the opinion that it is the use of social media, promises, fake marriage, love marriage, economic promises and even coercive measures that are the chief processes of trafficking.

**Types of Trafficking** – In all consultations conducted in the four Provinces, broadly three types of trafficking of persons have been reported: internal trafficking, cross-border trafficking to India and cross-border trafficking to overseas (excluding India).

**Purpose of Trafficking** – The participants reported that trafficking takes place not only for the sexual exploitation but also for labour exploitation, network business, marriage and illegal removal of kidney.

**Profile of Victims** – Victims are mostly girls and women, but men and boys are also reported to be trafficked for the purposes of labour exploitation. The most risk age group reported differ from one province to another. Yet majority believe that it is 12-25 age group that is most risk group of trafficking.

**Profile of the Offenders** – In Koshi Province, the participants reported that offenders come from all the caste/ethnic groups, include both men and women, and are generally between 20 and 60 years of age. Similar patterns were noted during consultations in other provinces.

**On Organization Involved in Recruitment of Foreign Employment** – Field consultations revealed the presence of extensive networks with multiple layers of brokers. Most labour recruitment occurs through informal channels, primarily via agents rather than formal recruitment mechanisms.

**On Internal Trafficking Situation** – Provincial consultations indicated a rising trend in the internal trafficking of adolescent girls and young women for commercial sexual exploitation, particularly in hotels, restaurants, dance bars, *khaja ghars*, spas, and parlours. This trend is especially prominent along major highways, in newly emerging towns, and in cities near the Indian border.

Box 2.2 An overview of situation of trafficking in persons by Provinces

	Questions	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
1	Magnitude of trafficking	In FY 2024/25, 497 women and children were intercepted from Rani, Biratnagar	Most affected districts: Mahottari and Dhanusa Municipality: Janakpur Sub-Metropolitan Community: Dalit and marginalized groups, poor	Most affected districts: Gulmi, Rupandehi, Dang, Rolpa, Nawalparasi West, Kapilbastu and Palpa	For cross-border trafficking, most affected Municipalities in Kailali district: Bhajani Municipality, Tikapur Municipality, Godavari Municipality, Ghodaghodi Municipality and Kailari Rural Municipality  For internal trafficking: Dhangadhi Sub-Metropolitan
2	Process of trafficking	Social media Facebook WhatsApp Through contact phone Through relatives Through friends Face to face	Fake promises Internet Social media Luring Coercive	Increased use of social media, Love marriage Promises of job	Marriage Economic promises Social media
3	Types of trafficking	Cross-border Trafficking for foreign employment	Internal – 60% Hotel, rented room, and even own house – commercial sex work Cross border – 40% Jaynagar Women are trafficked though the different unofficial border points due to the open border	Cross-border, Internal	Internal – hotel, restaurants, Massage parlours Cross border – to India Cross border – to overseas for foreign employment
4	Purpose of trafficking	For forced labour Sexual exploitation Marriage trafficking	Sexual exploitation Labour exploitation Network business Marriage trafficking	Sexual exploitation Labour exploitation Marriage Adoption	Sexual exploitation Labour exploitation Forced marriage Illegal removal of kidney For donation of adolescent girls' ovum – to New Delhi
5	Profile of the victims	Young groups (15-22 years)  Madeshi girls for marriage trafficking Indigenous women (25-40 years)	Women, Girls, Boys Many from adolescent girls (14-18 years) Most affected caste/ethnic groups: Dalit, marginalized, Muslims, poor and uneducated	Women and children Age group 12 to 25 years	Women, adolescent girls, sexual minority groups Age: 15-40 years Poverty stricken families and disadvantaged groups
6	Profile of offenders	BData unavailable; however there are cut-off relations among the offenders	Acquainted persons	Women, men Dalit, Brahman, Chhetri	Men, women Age: 20-60 years

7	Organizations involved in recruitment of foreign employment	Data unavailable	–	There is a big network of traffickers.	There are a few organizations but most of the recruitment process takes place informally through agents in the districts.
8	Internal trafficking situation	Hotel, informal sectors –trafficking for forced labour (22, 25 and 30 years old women were rescued from hotel – according to an NGO, Biratnagar)  Causes: Searching for employment Demonstration effect Promises	Dance bar Restaurants Massage centres At home At the lodge	Hotel, restaurants, dance bar, khaja ghar Spa, Parlours, dohori sajha along the road heads and city area	Dance bar, restaurants and Massage Parlours, Khaja house, Beauty parlours The young women and children are promised in involving in these entertainment sector; Demonstration effect Peer influence There are evidences that the girls are rescued from such sectors in Dhangadhi Municipality and also charge against those offenders

Source: Provincial level Consultations, 2025.

## 2.10 Mapping of Vulnerability of Trafficking

One of the ways to examine the vulnerability of trafficking is to examine the background characteristics of the intercepted persons by border security forces and NGOs.

### 2.10.1. Vulnerable persons intercepted by Armed Police Force (APF) Nepal

The APF Nepal operates Border Operation Posts (BOP) across Nepal. One of its key roles is to maintain the border security and during the border surveillance, it also intercepts persons deemed vulnerable to trafficking or exploitation. It is important to note that APF interception figures represent only a portion of the total number of vulnerable persons intercepted at the border areas of Nepal, as many NGOs also conducts interceptions nationwide. There may be overlap between the data maintained by APF and NGOs, since interceptions are carried out jointly or separately depending on the presence of NGOs at specific border points.

APF Nepal data indicate an increasing trend in number of intercepted persons. It increased from 85 in FY 2022/23 to 152 in FY in 2024/25, and the three-yearly average (FY 2022/23, 2024/25) stands at approximately 130 persons. Considering the figure, the larger proportion of intercepted person accounted were girls (49%), followed by women (46%), and a few men (3.8%) and a few boys (1.5%). Thus, data suggest that the most vulnerable groups to trafficking are girls and women, however the vulnerability of men and boys cannot be overlooked.

**Table 2.16 Distribution of number of persons vulnerable for trafficking intercepted in different border points between Nepal and India by APF, according to age and sex, Nepal, FY 2022/23-2024/25.**

FY	Total numbers	Children (<18 years)			Adults (>= 18 years)		
		Girls	Boys	Total	Women	Men	Total
2022/23	85	32	1	33	52	1	53
2023/24	152	75	2	77	63	12	75
2024/25	152	84	2	86	64	1	65
Three yearly averages	130	64	2	66	60	4	64
%	100.0	49.2	1.6	50.8	46.2	3.8	49.2

Note: FY 2022/23, 2023/24 and 2024/25 refers to Nepali calendar FY of 2079/80, 2080/81 and 2081/82 respectively.

Source: Armed Police Force, Nepal, 2025 (received through correspondence)

Note that the APF Nepal informed that none of the vulnerable persons for trafficking has been intercepted in border points between Nepal and Tibet-China in the three Fiscal Years (2022/23-2024/25). Thus, data here refers to all the interceptions conducted in border points between Nepal and India, which is summarized in Box 2.3 by top-border points having at least five vulnerable persons intercepted. Looking at the data on interception, it appears that vulnerability to human trafficking is spread across all border points between Nepal and India - whether they are small or big ones, official or unofficial. These border points spread from east to west.

In FY 2022/23, there were 27 border points across 15 districts where persons vulnerable to trafficking were intercepted. Among these, Bhadrapur (Koshi Province), Birgunj, Jaleshwar and Haripur (Madhesh Province), Duduwa Banke (Lumbini Province) and Gaddachauki (Sudurpaschim Province) were the major border points from which more than five persons vulnerable to trafficking were intercepted. In FY 2023/24, the APF Nepal intercepted the persons vulnerable to trafficking from 41 border points between Nepal and India across 19 districts mostly they spread from eastern Terai to western Terai of Nepal.

Similarly, in FY 2024/25, the APF Nepal intercepted persons vulnerable to trafficking from 34 border points in 18 districts (Please refer to Annex 2.3 for individual border points name and number of persons vulnerable to trafficking intercepted).

**Box 2.3 Number of border points, affected districts and top-border points between Nepal and India from where APF Nepal conducted at least five interceptions of victims of cross-border trafficking, Nepal, FY 2022/23-2024/25**

FY	Number of border points	Total affected districts	Border points in which at least five interceptions conducted
2022/23	27	15	Bhadrapur (9), Birgunj (16), Jaleshwar (15), Saripur (7), Duduwa Banke (6), Gaddachauki (6)
2023/24	41	19	Gaurigunj-Jhapa (6), Mechi Nagar Jhapa (9), Koshi (7), Gaur Rautahat (7), Malngawa (50), Siraha Binaya Tribeni (14), Gulariya (7), Bhimdutta (11), Punarwas *10) and Kailari (7)
2024/25	34	18	Nagarain-Dhanusa (8), Gaur (42), Malngawa (12), Madi (9), Nepalgunj (8), Bhimdutta (12), Dodhara Chandani (5) and Bhajani (10)

Source: Armed Police Force, Nepal, 2025 (received through correspondence).

Analyzing both the persons vulnerable to trafficking intercepted, many of the border points between Nepal and India appear as sensitive and porous ones. The open-border between Nepal and India possesses a greater challenge to combat cross-border trafficking to India and India as route to overseas countries.

#### 2.10.2. Vulnerable persons intercepted by Maiti Nepal, Nepalgunj Data, 2022-24

Maiti Nepal, Nepalgunj intercepted 539 persons in 2022, 509 in 2023 and 533 persons in 2024 in border Nepalgunj-Rupaidiha (Table 2.18). The three yearly (2022-2024) average number comes out as 545. The intercepted persons varied by age-sex. Of the total, 40% were children, while the remaining 60% were adults. By sex, only 3% were boys while women and girls accounted for 60% and 37%. Data demonstrate that there is no longer one-to-one association between vulnerability of trafficking and caste-ethnic disadvantaged status. For example, the highest proportion (40%) of intercepted persons comprised of Brahman/Chhetri - the so called non-disadvantaged groups, while Dalit accounted for 35%. Dalit is the most disadvantaged group in Nepal, and they are overrepresented compared to their total population share of about 13% at the national level. Janjati and indigenous groups accounted for 24% in 2%, respectively, that is, their share is underrepresented against their share of more than 37% population at the national level.

**Table 2.17 Selected characteristics of intercepted persons, intercepted in Nepaljung-Rupandhiya border by Maiti Nepal, 2022-2024 (in number)**

	Year			Three-yearly average	
	2022	2023	2024	N	%
Age, Sex					
Children	225	198	238	220	40.4
Girls	210	182	216	203	37.4
Boys	15	16	22	17	3.1
Adults	304	311	360	325	59.6
Women	304	311	360	325	59.6
Men	0	0	0	0	0.0
Caste/ethnic groups					
Brahman/Chhetri	207	205	237	216	39.6
Janjati	130	130	126	129	23.7
Dalit	184	162	224	190	34.9
Indigenous group	8	12	11	10	1.8
Total	529	509	598	545	100.0

Source: Maiti Nepal, Nepalgunj, 2025.

The vulnerable persons intercepted by Maiti Nepal, Nepalgunj during the three years (2022-2024) originated from 61 districts of Nepal (Annex 2.4). In the three-year period, a total of 15,157 women and children were intercepted. Among the total, the top-ten origin districts include: Banke (16.8%), Surkhet (12.5%), Dang (11.6%), Bardiya (11.0%), Jajarkot (8.0%), Dailekha (7.0%), Salyan (6.1%), Rukum (4.8%), Rolpa

(3.0%) and Kailali (2.8%). These 10 districts altogether accounted for 84% of the total intercepted person during the three-year period.

The disaggregated data of persons intercepted by Municipalities are also available for Banke, Surkhet and Bardiya districts (Annex 2.5). Accordingly, for Banke district, the intercepted persons originated from eight municipalities: Kohalpur, Baijanath, Ratphisonari, Dhangadhi, Nepalgunj, Duduwa, Janaki and Narayanapur (arranged in descending order of the number of intercepted persons). In Bardiya district, the intercepted persons originated from eight municipalities: Badhaiyatal, Bangadhi, Madhuwan, Barbardiya, Gulariya, Geruwa, Rajpur and Thakurbaba. In Surkhet district, the intercepted persons originated from nine Municipalities. They include the following: Bheriganga, Lekhabeshi, Gurabakot, Birendranagar, Simta, Chingar, Chawkune, Panchpokhari and Badhatal.

### 2.10.3. Vulnerable persons intercepted by PRC, Rupandehi district

Table 2.18 shows the number of persons intercepted by PRC in border points of Rupandehi and Kanchanpur districts. A total of 279 women and children were intercepted in FY 2023/24 from Belahiya border and Butwal bus-park and 246 from Kanchanpur district. In Rupandehi district, of them, nearly one-fourth comprised of children below 18 years having 2.5% below 10 years. Yet by age group, the highest proportion was from the young women aged 18-25 years (45.5%), followed by women aged 26-30 years (18%) and 13 % for women 30 years and above. The age composition of the intercepted persons shows somewhat differences between Kanchanpur and Rupandehi districts - relatively more proportion of adolescent girls and young women were intercepted in Kanchanpur district compared to in Rupandehi district. Conversely, a relatively higher number of adult women were intercepted in Rupandehi district compared to Kanchanpur district.

**Table 2.18 Distribution of women and children intercepted by PRC in Rupandehi (Belahiya border point and Butwal bus-park) and Kanchanpur district by (Gaddachauki, Bramhadev and others), by age group, 2023/24**

Age group	PRC Rupandehi district		PRC Kanchanpur district	
	N	%	N	%
<10 years	7	2.5	16	6.5
11-15	22	7.9	40	16.3
16-17	37	13.3	40	16.3
18-25	127	45.5	115	46.7
26-30	50	17.9	19	7.7
30 above	36	12.9	16	6.5
Total	279	100.0	246	100.0

Source: Peace Rehabilitation Center, PRC, *Animal Report, FY 2023/24 (2081/82) Rupandehi district* and *Animal Report, FY 2023/24 (2081/82) Kanchanpur district*.

Data exemplify how traffickers can use a longer route to cross the border to avoid any interception. For instance, the women and children intercepted at Belahiya border and Butwal bus-park in the year of 2023/24 were from at least 42 out of 77 districts of Nepal (Annex 2.6). Another case can be taken as an example when the women and children from eastern Terai region and hills such as Morang, Panchathar, Jhapa, Sunsari and Khotang had travelled to Belahiya border avoiding their nearer border points. Despite this, the most common or the

top five districts of origin of the intercepted persons are the ones they are nearby the border such as Rupandehi (n=49), Nawalparasi (n=33), Gulmi (n=16) Palpa (n=16) and the Chitawan (n=15).

PRC's data also shows the fact that the persons deemed vulnerable are also the ones who do not have both their parents. Out of 7,715 persons to whom PRC Rupandehi provided safe mobility/migration counselling in Belahiya and Butwal bus-park in FY 2022/23, 11.4% did not have father alive, 2.7% children and youths had lost their mothers and 2.8% did not have both father and mother alive.

#### 2.10.4. Vulnerability Mapping of Adolescent Girls Intercepted by PRC in Janakpur

Case studies of intercepted girls/women from the PRC in Dhanusa, have been analysed to understand the vulnerability of the situation. These girls/women were being trafficked to India for the purpose of labour and sexual exploitation by involving them in orchestra dance performance. Data also facilitate to understand questions as to the push factors, the fake promises and how are they lured.

Box 2.4 recaps the profile of eight adolescent girls/women intercepted by the PRC in Dhanusa. Among them, four were intercepted in August 2021 and another four on 27 April 2023. By caste/ethnic group, seven were Janjati and one was Dalit. By age group, six were at the stage of adolescence (16, 17 years) and two were adults (aged 20 and 20) when they were being trafficked. By marital status, only two women were married while others were not.

By analysing the data, two major conclusions can be drawn regarding the vulnerability situations: one relates to their dysfunctional family status and another to their poverty and deprived conditions. These are the key push factors, that is, causing them to leave their home. The dysfunctional family is characterized as multifaceted one such as having no parents (case 1), parents got divorced (case 6), quarrelling between mother and father (case 2); mother eloped with another man and left the child alone (case 4). Another push factor is the complex states of deprivation in which these girls/women grown up. Another push factor is the complex states of deprivation in which these girls/women grown up such as no adult members to work in the family (case 1), large family but only one adult member to earn a living (case 2, 3), very low earning as a vendor (case 5), dependent children and husband long-term sickness (case 7).

#### Box 2.4 An overview of profile of adolescent girls/women intercepted, PRC Dhanusa

Case	Caste/ Ethnicity	Age	Family's status	Origin place	Suspected trafficker	Said destination place
Case 1	Indigenous	18	Both father and mother died	Letang, Morang	A boyfriend	Darbhanga, Bihar to work in a hotel
Case 2	Indigenous	24	Both father and mother died	Nijagadha, Bara	A distinct relative man and a Indian citizen	Basopatti, Bihar for orchestra dancer
Case 3	Indigenous	18	Both parents are alive	Nijagadha Bara	A distinct relative man (elder sister's husband) and a Indian citizen	Basopatti, Bihar for orchestra dancer
Case 4	Indigenous	18	Both parents are alive	Morang	A man of Siraha district, currently working together in a hotel in Janakpur	Darbhanga, Bihar to work in a hotel

Case	Caste/ Ethnicity	Age	Family's status	Origin place	Suspected trafficker	Said destination place
Case 5	Indigenous	19	Both parents are alive	Bhaktapur	A man of Siraha district	Jaynagar, Bihar Orchestra dancer
Case 6	Indigenous	18	Father-mother got divorced two years ago	Baglung	A man who was contacted in Kathmandu whose home is in Saptari	Jaynagar, Bihar Orchestra dancer
Case 7	Indigenous	30	Married women	Sindhupalchok	A man who was contacted in Kathmandu whose home is in Saptari	Jaynagar, Bihar Orchestra dancer
Case 8	Dalit	19	Bought up to step-father	Sindhuli	Husband one year ago married	Jaynagar, Bihar Orchestra dancer

Source: developed based on case stories of PRC, Dhanusa, 2025.

How are these girls/women lured by brokers? At least three layers of brokers were found in these cases. At the first layer (in the initial phase), the affected person come into contact through their own relatives or friends; and through the first layer 'middle person', the affected persons are linked to the second layer of brokers who are often Nepali citizens themselves. And in the third layer, it is often an Indian citizen who offers an attractive job to the affected person (Box 2.5).

**Box 2.5 An overview of trick of luring the girls/women and involvement of brokers**

Case	Description
Case 1.	A young woman who visits her father's sister's house – neighbor of the affected girl, stays there about one month, so develops a friendship, later tells the story of good job available in Janakpur and transport her to Janakpur
Case 2	"Being established phone contact for a year to a stranger whose house is in Basopati India through a neighborhood's sister"
Case 3	"Lured the affected girl by the daughter of father's sister saying that she is going to Jaynagar India to perform dance where she would earn Rs 2.000/daily"
Case 4	"Promised a good wage available in a hotel in Darbhanga India by a co-worker man in the hotel who was 7–8 years older than the affected person"
Case 5	"Being acquainted for a year to a man of another district who was involved in as a music video maker"
Case 6	"A man of Saptari district come into contact for about four months through a non-relative woman to whom the affected girl was sharing the room and staying together for four months"
Case 7	"A man who had come into contact for three months ago"
Case 8	"Another case of a man of another district but married one year ago, the husband"

Source: developed based on case stories of PRC, Dhanusa, 2025.

**The case story of how one's husband became involved as the middle person is extracted here:**

*A young woman grew up with her step-father and mother. Here, sad life story began when she was 12 years old when her mother again eloped to another. This resulted to her dropping out from school and engaging in household work. Later, her step-father got married to another woman. Now, the young woman did not bear the physical violence and emotional violence by her step-mother and she decided to leave her house. She went to her father's sister's house in another district. Here in the village, she came with contact to a boy. The boy pretended her that he loved her very much; he could not survive with her. Later, they got married although they were from different caste.*

*Her husband started involving her in different dance performances in public gatherings as well as marriage ceremonies. He used to force her to show her naked body to clients intending to get more money in the shows. She had to dance throughout the night. One day her husband was contacted by a broker who used to operate dance training center in Siraha. Her husband promised her a very good job and wages in an orchestra dance performer in Bihar, India. Then, they left the house and reached to Janakpur Railway Station. At the station, they were enquired by Armed Police Force (APF) Nepal about their destination but they could not response well. So, the APF suspected that she might be being trafficked by the man accompanying with her, so the APF handed over case to the PRC Desk in the Station. The PRC staff asked them their relations; they first responded that they were brother and sister; their family member's mobile number to verify their relations but they responded that their family did not have it. Asking in this way, it is suspected that she may be at risk of trafficking and she was intercepted there in 27 April 2025, and currently she has been residing in the PRC Home.*

Source: PRC Dhanusha, 2025

The Government employees such as CDO of Parsa district also viewed that the vulnerability to trafficking is very high in the society because of the poverty in the family. He gave two examples of girls being rescued:

*Someone sold a girl of 18 years in Orchestra in India. The victim has already a four year child and her husband committed suicide last year. A girl of 17/18 year old allegedly forced to involve in 'prostitution' was rescued three times from a hotel in the same allegation in Birgunj.*

In Madesh Province, the vulnerability to child trafficking has been reported to be very high especially among the marginalized Dalit families. This is because of their extreme misery, ignorance as well as large family size. The coordinator of Safe Migration Project (SaMi) in Dhanusha shared his interaction with the parents of Dalit community as:

*In Madesh Pradesh, many people belonging to Dalit community, such as Musahar and Dom families, prefer to send their children to labour in India rather than sending them in school. When they are asked reasons for not sending to school but to labour, the parents respond that they have large number of children; they are poor and no alternative means to support. With the hope of making better life, they send their children at the hands of the brokers for brick kilns in India. But many children end up in trafficking regime in route or when they are recruited in the workplace.*

This has also been confirmed by a representative of an NGO working in border surveillance desk during an interview. For example, the Nava Aviyan border staff reported that they intercepted four children in Kakarvitta border last year. 11-14 years old children were being transported to recruit in a brick kiln in Haryana state of India. They were from Uraun community – one of the marginalized but indigenous group of eastern Terai of Nepal. When the border staff enquired to their parents through the phone call, the parents contended that they had sent their children with their consent to work in India. They also said that they had many children at home, and that they could not send children to school because of their poverty.

#### 2.10.5. Vulnerability of Trafficking among LGBTIQ + Individuals

National Census of Nepal 2021 shows that there are 2,928 sexual minority individuals in Nepal. However, this number is far too low given the fact that many family members do not want to report the Lesbian, Gay, Bisexual, Transgender, Intersex and Queer (LGBTIQ+) in the

family.

During the report writing process, one FGD was conducted with representatives of Blue Diamond Society and Mitini Nepal – NGOs working for the protection of rights of LGBTIQ+ individuals to understand the aspect of vulnerability of trafficking. In the discussion, participants raised how LGBTIQ+ individuals are at high risk of trafficking, sexual and labour exploitation because of their sexual orientation and identity crisis. They felt that they are socially excluded, discriminated in the service delivery and are also rejected from family. In Government offices, they felt that their identity is not recognized and even they cannot open the bank account on their own identity. As they are abandoned from family and community, they are compelled to move far from community without any resources and hence they have heightened risk of sexual exploitation and trafficking.

Mitini Nepal, working for the right of LGBTIQ+ individuals – reported three cases of such blames and how Mitini has facilitated to protect the transgender individuals:

*Case 1: A young woman from Rupandehi district who wants to identify herself as gay woman fell into love with a transgender man (Chandra) from Kanchanpur district. They ran away to Kathmandu. The woman's family filed the case against Chandra blaming him as human trafficker. The NGO facilitated to settle this case by returning the young woman to the family.*

*Case 2. Two young women – Maya and Mita (name changed) - from Kavre district were gay individuals. They ran away from their homes and not return after two days. Maya family knew that she had relations with Mita – a 'hijada' (neither male nor female) individual and became furious with her. She was physically beaten. Maya's family also filed the case against Mita charging as trafficker in Kathmandu Police.*

*Case 3. Samjhana and Jesika are gay individuals and they have been living together for two years in Kathmandu. When Samjhana's family knew their relations, she was beaten and she was taken back to home in Sarlahi district. Even in the village, Samjhana faced physical torture and scolding from the family and she decided to leave the house. She came to Hetauda where she met Jesika and from there they came together to Kathmandu. In the village, Samjhana's family filed the case against Jesika charging her as a trafficker in a Ward Police Office of Sarlahi district.*

Source: Mitini (received through correspondence), 2025.

## **2. 11 Trafficking Nexus: The Missing Children and Women in Nepal**

The phenomenon of 'missing children' has often been understood as 'missing children only' but studies outside of Nepal show most of the missing children fall under trafficking (Nair and Sen, 2004). According to Nair and Sen (ibid.), in India, if a missing children continue

to remain missing for three months, the case is filed under the child trafficking. In Nepal, the previous National Reports of Trafficking in Persons in Nepal published by NHRC also consider missing children and women as the population that is vulnerable to trafficking (NHRC, 2008; 2012; and 2019). Thus, we have here attempted to examine the number of missing children and women in Nepal drawing data from the Women, Children and Senior Citizens Directorate, Nepal Police.

Table 2.19 summarizes the number of children and women missing, along with untraced rate for the three FYs (2022/23-2024/25). The data demonstrate that the three-year average number of missing children and women recorded by the Nepal Police is 11,748, of whom 2,683 (738 children and 1945 women) remain missing. The overall untraced rate for children and women is 23%, meaning that nearly one-fourth of the total missing women and children reported in the Nepal Police remain untraced. The untraced rate is comparatively highly among women than among children (36% v 12%). The data also show that there is an increase trend of untraced rate. For example, it increased from 22% in FY 2022/23 to 24% in 2024/25. The increase is particularly noticeable in case of women untraced rate– which increased from 33% in FY 2022/23 to nearly 40% in FY 2024/25.

**Table 2.19 Distribution of children and women missing and untraced rate, Nepal, FY 2022/23, 2023/24 and 2024/25**

Year	Number of children and women missing			Number of children and women continue to remain missing			Untraced rate (in %)		
	Children	Women	Total	Children	Women	Total	Children	Women	Total
2022/23	5826	5425	11251	676	1770	2446	11.6	32.6	21.7
2023/24	6591	5864	12455	760	2069	2829	11.5	35.3	22.7
2024/25	6493	5045	11538	779	1995	2774	12.0	39.5	24.0
Three-yearly average	6303	5445	11748	738	1945	2683	11.7	35.8	22.8

Source: Women, Children and Senior Citizens Directorate, Nepal Police (received through correspondence).

The data demonstrate that based on the three-year (2022/23-2024/25) average of missing children and women's applications recorded in Nepal Police, the highest proportion of the cases was from Madesh Province (20%), followed by Lumbini Province (16.5%), Kathmandu valley (16%), Koshi Province (15%), Gandaki Province (9%), Sudurpaschim and Bagmati Province (8% each). This distribution pattern is largely consistent for both children and women. Furthermore, the overall untraced rate is very high in Madesh Province – indicating that nearly four in 10 children and women reported to be missing remain continue to be missing. The untraced rates are also noticeable in Lumbini Province (22%), Kathmandu valley (16%) and Karnali Province (8%). While the untraced rates are less than 5% in Sudurpaschim Province, Bagmati and Gandaki Province. This pattern also holds for both children and women (Table 2.20).

**Table 2.20. Percentage distribution of missing children and women and untraced rates, Nepal, (three-yearly average of FY 2022/23, 2023/24 and 2024/25), according to Province**

Province	Missing			Untraced		
	Children	Women	Total	Children	Women	Total
Kath Valley	14.9	18.2	16.4	11.5	17.5	15.8
Koshi Province	13.7	16.7	15.1	12.6	2.6	5.3
Madesh Province	22.2	18.4	20.4	41.1	36.8	38.0
Bagmati Province	7.2	8.6	7.8	3.2	1.7	2.1
Gandaki Province	7.7	11.2	9.3	4.6	3.8	4.0
Lumbini Province	18.8	13.8	16.5	17.2	23.9	22.0
Karnali Province	6.0	7.7	6.8	4.2	10.1	8.4
Sudurpaschim Province	9.7	5.4	7.7	5.6	3.9	4.3
Total	100.0	100.0	100.0	100.0	100.0	100.0
N	6303	5445	11748	738	1945	2683

Source: Women, Children and Senior Citizens Directorate, Nepal Police (received through correspondence).

The data on the districts of origin of missing children show that the phenomenon of missing children is widespread across the country, although the number vary significantly by districts. Based on the three-year total (FY 2022/23-2024/25), children were reported to be missing from 70 out of 77 districts of Nepal (Annex 2.8). Three districts recorded between 50 and 138 missing children; 18 districts recorded 10-49 missing children; nine districts recorded 5 to 9 missing children; and 40 districts recorded 1-4 missing child reports in the Nepal Police. The top-10 districts with the highest number of missing children continue to who remain missing (untraced) include: Kathmandu (n=138), Parsa (n=80), Rupandehi (n=50), Siraha (n=49), Dhanusa (n=38), Saptari (n=37), Bara (n=37), Morang (n=36), Sarlahi (n=31) and Jhapa (n=28). In these districts, the untraced rate ranges from 14% in Morang to 28.5% in Saptari and 43% in Parsa district. The untraced rates of other districts fall in between the lowest and the highest range.

## Chapter 3

### ◆ Smuggling of Migrants

United Nations' *Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime 2000* defines smuggling of migrants as 'the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident' (Article 3.a). It further defines illegal entry as an act of 'crossing borders without complying with the necessary requirements for legal entry into the receiving State' (Article 3.b). In the context of Nepal, there is no specific law that establishes smuggling of migrants as a criminal offence. However, Section 2(c) of the *Human Trafficking and Transportation (Control) Act 2007 (First Amendment)* deems the following acts of human smuggling as human transportation offences:

*In order to take illegal benefit or make profit, directly or indirectly, and with the bad intention and making fraudulent documents or deceiving if any Nepali citizen, foreigner or immigrant person is brought to any foreign country or making illegal entry of the person to the country other than the person residing the country.*

The increasing magnitude of offences of smuggling of migrants in Nepal requires to be understood from a wider perspective, such as the overall situation of the rule of law in the country, as perceived by the civil society. During the celebration of the National Day of Law on May 9, 2025, the Forum of Former Justice warned how all the state mechanisms of Nepal have failed to uphold the principle of Balance of Power, and how the intermediaries have become able to control the state mechanisms. Their statement reads as:

*The Executive (Government) is increasingly showing support to an autocratic regime; the Legislative (Parliament) is becoming indifferent and is not holding the Government accountable; and the judiciary (Courts) has often failed to ensure the principle of fair judicial hearing. ...Many criminal investigations, arrests and prosecutions are held without standard legal procedure ...and ... the history shows how the practical aspects of the rule of law has been weakened in Nepal.*

Smuggling of migrants in Nepal has become a major concern, specifically after the exposure of the fake Bhutanese refugee scam in early 2023, the visit visa scam of April-May 2025, and a large scale deportation of Nepali citizens from the United States of America (USA) after January 2025. In addition, migrant smuggling via India as a transit point has emerged as the primary corridor for irregular movement across the globe.

#### 3.1 Fake Bhutanese Refugees Scam 2023

The fake Bhutanese refugee scam refers to a case in which Nepali citizens were illicitly prepared for smuggling to the USA by fraudulently establishing their identities as fake Bhutanese refugees, in exchange for a huge amount of money. The scam was operated by a network of intermediaries, including politicians and bureaucrats. It came to light on 8 May 2023, when the Daily Newspaper *Republic Watch* reported that 60 people from Dang district had been deceived into believing they would be sent to the USA under the guise of Bhutanese refugee status; however, identity, but the intermediaries failed to do so for a long time. The Bhutanese refugees have been taking asylum in Nepal since early 1990s, and in the scheme of third country resettlement, they were being resettled in USA from 2007.

On the basis of the Police Investigation, the Kathmandu District Government Attorney Office filed the case against 30 accused persons in the Kathmandu District Court on 24 May 2025. They were charged with five offences: cheating, organized crime, fraudulent/ use of forged government documents, offences against the state, and integrated offences. The accused ranged from Very Important Person (VIP) to the racket chief, supporters, and intermediaries (Box 3.1).

**Box 3.1 Accused of fake Bhutanese refugee scam: from VIP to intermediaries**

S.N.	Accused	S.N.	Accused
1	Deputy Prime Minister and Energy Minister (Top Bahadur Rayamajhi)	7	Leader of Bhutanese Refugee (Tek Natha Rijal)
2	Home Minister (Bal Krishna Khand)	8	Personal Secretary of the Former Ministry of Foreign Affairs Sujata Koirala (Keshav Duwal)
3	Home Secretary (Tek Narayan Pandey)	9	The racket chief of Sanu Bhandari
4	Security Advisor of the Former Home Minister of Ram Bahadur Thapa (Indrajit Rai)	10	The gang's chief, Tanka Kumar Gurung
5	Chief Personal Secretary of the Home Minister Bal Krishna Khand (Narendra KC)	10	The main helper of chief of the racket Keshav Duwal (Sagar Rai)
6	The son of the Former Deputy Prime Minister and Energy Minister (Sandip Raymajhi)		Other 20 intermediaries

Source: Annapurna Post (May 25, 2023). '30 accused, 5 offences: in the scam of fake refugee, the case filed against VIP to the intermediaries', p. 1-2.

Eight hundred and seventy five Nepali citizens' names have been reported in the Schedule for giving them the fake Identity of the Bhutanese refugees. The Schedule was prepared by the Ministry of Home Affairs intending to permanently solve the Bhutanese refugee case. Sources reported that the racket has collected minimum of Rs. 2 million to maximum of Rs. 5 million per person for sending Nepali citizens under the guise of Bhutanese refugee status to the USA. Before exposing such scam, the number of Nepali citizens smuggled under the guise of Bhutanese refugee status is, however, unknown. Following the disclosure of the scam and the arrest of the accused, a significant legal debate emerged within the jurisprudence circles. The central question was whether the individuals who had already paid the money to fraudulently sent to the USA by being cast as Bhutanese refugees should be classified as the 'victims' or as abettors of the crime. Some argue that by preparing to revoke the Nepali citizenship and adopt the Bhutanese refugee status, they have committed a crime and therefore cannot be considered victims in the case. Others argue it needs to be investigated on a case-by-case basis – whether the persons acted willingly or whether they were deceived, tricked by the smugglers' false promises. Under the latter argument, those who were tricked would be considered victims, and should not be charge with the offences of committing the crime. Thus, only the accused are arrested and prosecuted. By mid-2025, several key accused, including the former Deputy Prime Minister and a former

Home Secretary, have been imprisoned. However, the then Home Minister and several intermediaries have been acquitted.

### 3.2 The Visit Visa Scam 2025

The scam involves Nepali citizens as well as Indian nationals being smuggled to Gulf countries, Europe and other countries using fake travel documents and visit visa status by making of nodes of intermediaries-politicians-bureaucrats. The bribe taken has been reported to be a minimum of Rs. 30,000 to maximum of Rs. 300,000 for each smuggled person, depending upon the countries of destination. Comparatively, a higher bribe was taken for smuggling to European countries than to Gulf countries, and larger bribe was paid for smuggling women into domestic work in Gulf countries compared to men with visit visas.

The Ministry of Home Affairs issued a six point Working Procedure related to visit visa on 24 January 2024. The procedure has some mandatory provisions to travel though the visit visa such as requirement of minimum of USD 500, two-way air tickets, confirmation of By taking benefits of such mandatory provisions, migrant smugglers, making of nexuses with the travel agencies, recruitment agencies, Immigration Department at TIA, and Secretariat of Home Minister, started sending migrant workers in 'setting'. The term 'setting', often used in Nepali context, refers to the making of connections among the Government employees, Police, private sectors and intermediaries for carrying out an illegal act of smuggling migrants from Nepal and India. The record of the Department of Immigration indicates that those individuals who come under the 'setting' to the TIA, Kathmandu got immigration

clearance while those who are not in such a 'setting' were forced to return from the airport blaming their fake travel documents or not having adequate proofs of requirements to travel in visit visa status.

This scam came into light when the Commission on Investigation of Abuse of Authority (CIAA) raided the TIA Immigration Office on 22 May 2025. The CIAA team arrested the Chief of TIA Immigration Office, and the scam was linked to former Home Ministry and his Secretariat. After that, the opposition political parties in the House of Representative started obstructing the parliamentary sessions demanding the resignation of the Home Ministry and formation of the separate Parliamentary Committee for the inquiry of the scam. However, the ruling parties – Communist Party of Nepal, United Marxist Leninist (CPN-UML) and Nepali Congress – flouted the demand of the opposition political parties arguing that the case is being investigated by the CIAA – a constitutional entity - and it was not necessary to form a separate Parliamentary Committee, and the demand of Home Minister's resignation was rejected arguing that Home Minister is not legally liable of any faults committed by a Government employee under his delegation.

Additionally, it appears that the nexus of human smuggling has extended to the courts of Nepal. On February 1, 2024, the District Government Attorney's Office in Kathmandu filed the case against 22 individuals, including nine Immigration Officials in charge of deception and organized crime related to illegal sending of Nepali citizens abroad. After 10 months, on November 29, 2024, the Kathmandu District Court issued its verdict, convicting only three intermediaries while all nine accused, mostly Immigration Officials, were acquitted. The court explained that 'in this case, there is no victim party and no evidence that the officials took bribes in connection with sending of persons abroad on visit visa'. The Kantipur Daily June 3, 2025 commented on this verdict. The news reads:

*The court has overlooked the proof that one of the immigration officials was arrested raid-handed when he was receiving the bribe from a Manager of a travel agency. During the Police Investigation, the Immigration Official had confessed how the line is opened in 'setting' and how money is taken from the Travel Agency Manager. He had also confessed that he used to receive the bribe of Rs. 10,000 -15,000 for per man and Rs. 40,000-50,000 per woman from the Travel Agency Manager. By clutching that sum of bribe, they used to permit 10 to 20 persons in a group or sometimes 100 to 150 persons to fly from the TIA, Kathmandu. The other eight accused had also admitted the same as the*

*statement given by the accused Immigration Official. In the Police investigation, it was also confessed that an individual Immigration Official at TIA would receive up to Rs. 50,000 daily as the share of a bribe, which was distributed through the 'Immigration Desk Visit Visa Facilitation Committee' (Kantipur Daily).*

### 3.3 Estimates of Migrant Smuggling

Since there is no nationally representative household survey, census data or Government service statistics available to estimate the magnitude of migrant smuggling in Nepal, the research team has attempted to provide estimates using an indirect method, taking into account the number of Nepali travellers on visit visas and reported likelihood of being sent through 'setting' by criminal networks. The annual number of Nepali citizens travelling on visit visas was obtained from the Department of Immigration, which was published in Kantipur Daily (May 26, 2025). The probability of visit visa holders being smuggled through the 'setting' of criminal network was estimated based on the opinions of CIAA's authorities, who were involved in the investigation of the visit visa scam as well as experts of foreign employment, security and foreign affairs. While the CIAA authorities claimed that more than 70% of visit visa holders might have been smuggled out of Nepal through TIA during the past three and a half year (2022- May 2025). Other foreign employment and security experts believe that more than half of the visit visa holders might have been smuggled within the first six months of 2025 (January – May). Given this range of 50% to 70%, we have used the middle point of them, that is, 60% as the estimated probability of visit visa holders being smuggled abroad over the past three and a half years.

**Table 3.1 Estimated number of Nepali citizens smuggled through 'setting' of visit visa from TIA, Kathmandu, Nepal, 2022 to May 2025**

Year	Number of Nepali citizens travelling through the visit visa	Annual estimated number travelling through the smugglers' network			
		Lower range (50%)	Higher range (70%)	Average (60%)	Daily flow
2022	177,310	88,655	124,117	106,386	291
2023	204,535	102,268	143,175	122,722	336
2024	276,624	138,312	193,637	165,975	455
2025 (till 1ST May)	96,538	48,269	67,577	57,923	159
Three-yearly average (2022-25)	226,504	113,252	158,553	135,903	372

Source: based on Kantipur Daily (May 26, 2025). 'While not in 'setting', 20 thousands travellers returned from the Immigration within 41 months' and Naya Patrika Daily (26 May 2025). 'Protection of sending of more than half in setting'.

Data reveal that approximately 136,000 Nepali citizens have been smuggled abroad annually from TIA, Kathmandu between the period of 2022 to first quarter of 2025. Moreover, the number of persons being smuggled increased each year, rising from 106,000 in 2022 to 123,000 in 2023, and reaching as high as 166,000 in 2024. The estimated daily out-flow has been 770 individuals with the highest daily number in 2024 (455) and nearly 160 persons in the first quarter of 2025.

### Smuggling of Indian Citizens

Commission for Investigation of Abuse of Authority (CIAA), after its first phase of investigation (from June to August 2025), stated that Indian citizens were also smuggled. It is important to note that for Indian citizens flying from Nepal to a third country, it is mandatory to receive the No Objection Certificate (NOC) from the Indian Embassy in Kathmandu. During the investigation process, the CIAA tallied i) the data stored by the Department of Immigration relating to Indian citizens flying from TIA, Kathmandu to third countries and ii) the data of Indian Embassy in Kathmandu about the number of NOC obtained. It was found that more than 5,000 Indian nationals flew from TIA, Kathmandu without taking the NOC from the Indian Embassy in Kathmandu during eight months of 2024/25. The investigation showed that they were sent by taking of ration as equivalent to United States Dollar (USD) 1,000 to 3,000 per person. Experts believe that those Indian citizens who had used the Nepal's airport to fly abroad may be the absconding criminals in India. It is also reported that it is relatively easy to claim for asylum status in America and Canada if one flies from using the third country's Airport instead of the airport of their native lands.

### 3. 4 Deportation of Nepalese Citizens from USA

The number of Nepali citizens deported from USA to Nepal during the last three years has been presented in Table 3.2. The data reveal that the number of Nepali citizens being deported from USA has significantly increased over the last four years – from merely 6 in 2022 to 139 in 2024 and to 396 in between January and June 2025. Note that when Donald J Trump became the second time term President of USA in January 2025, he has adopted strict immigration policy in USA and illegal immigrants living in USA have been deported to the origin country of the immigrants. Among the total 396 deported for four years, 22 are women and rest 368 are men.

**Table 3.2 Distribution of number of Nepalese citizens deported from USA, Nepal, FY 2022/23, 2023/24 and 2024/25,**

FY	Men	Women	Total
2022	6	0	6
2023	19	0	19
2024	129	10	139
2025 (January to Sept.)	368	22	396

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

Table 3.3 shows the top-ten origin districts of the individuals who were deported from USA from January to September 2025. In descending order, these districts are: Dang, Rukum (West), Rukum (East), Parbat, Sindhupalchok, Myagdi, Baglung, Kathmandu, Rolpa and Salyan. Almost 78% of the deportees were from these 10 districts alone. Among these districts, 52% of the deportees were originally from the first three districts, namely, Dang, Rukum (West) and Rukum (East). These three districts as well as Rolpa and Salyan in western Nepal were deeply affected during the Maoist Insurgency (1996-2005).

**Table 3.3 Top ten-districts of origin of deportees who were deported from USA in between January and September 2025**

S.N.	Districts	N	%	Cum%
1	Dang	104	26.3	-
2	Rukum (West)	67	16.9	43.2
3	Rukum (East)	36	9.1	52.3
4	Parbat	21	5.3	57.6
5	Sindhupalchok	16	4.0	61.6
6	Myagdi	15	3.8	65.4
7	Baglung	14	3.5	68.9
8	Kathmandu	14	3.5	72.4
9	Rolpa	11	2.8	75.2
10	Salyan	10	3.5	77.7
	Other districts	88	22.2	99.9
	Total	396	100.0	

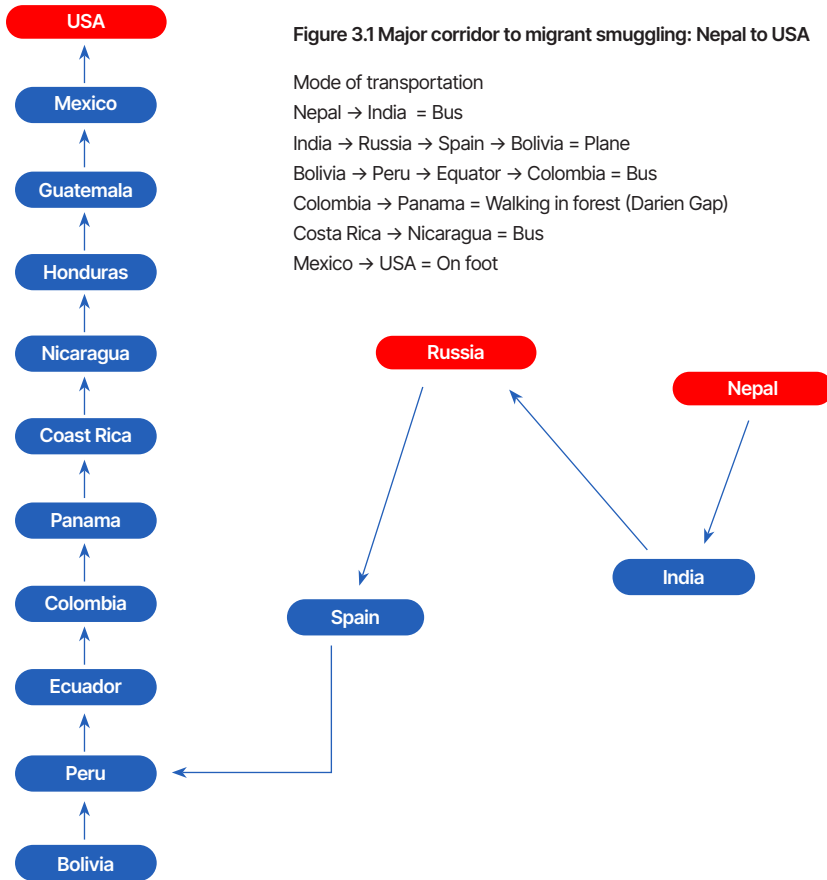
Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

Figure 3.1 shows the common illegal routes taken from Nepal to USA. The route neither direct, short nor safe, it is rather indirect, long, winding and dangerous. In each country along the route, one must spend days or even weeks crossing to the next country. Different modes of transport are used to cross a country, ranging from buses/trucks to airplane and boats. It has been reported that travellers sometimes walk tens of kilometres in a dense forests between Colombia and Panama. This route is infamously called 'donkey route' in Nepal. A well-known Al Jazeera Opinion Columnist, Belen Fernandez, in her book '*The Darien Gap: A Reporter's Journey through the Deadly Cross Roads of Americans*' (2025), portrays how deadly and dangerous route which stretches through steep mountains, dense rainforests, swamps and flood prone areas. The *Darien Gap* lies in between Panama and Colombia. The route is controlled by armed

gangs and crossing it takes more than 10 days.

The journalist brings the stories of bodies found on steep hills and in rivers, of people separated from their spouses, abandoned child due to the death of both parents, murder, rape, and looting by the armed groups along the way.

The AHTIB of Nepal Police was asked about available data on Nepali citizens who have died or gone missing on the smuggling route to the USA. Although quantitative data was not available, they confirmed that many have died, and gone missing



Source: Developed based on discussion with AHTIB, Nepal Police, 2025

Having dealt with the situation of trafficking in Chapter 2 and smuggling of migrant in Chapter 3, we now in the following Chapters turn to assess the efforts made to protect the victims of trafficking.

### 3. 5 Nepali Youths Smuggling for the Recruitment in Russian Army

Russia has emerged as one of the destination countries for smuggling of Nepalese citizens., Recruits were reportedly promised: i) a monthly salary of 300,000 rubles, ii) Russian citizenship and a passport after one-year of service in the Russian Army, iii) exemption from further deployment in the war after one-year of service, and iv) a grant of three million rubles after completion of one-year contract period. These incentives appealed Nepali men who were either unemployed or employed in poorly paid work in Nepal or abroad. Exploiting this demand and supply dynamics, intermediaries increasingly smuggled young Nepali men to Russia for military recruitment in Russian Army, charging NPR 700,000 per person by taking of up to as fee to the intermediaries. According to sources most of the recruitment took place between August and September 2023. Data reveal that Nepali citizens were smuggled directly from Nepal as well as from foreign lands such as from Malaysia, Dubai and Qatar – indicating the involvement of transnational organized smuggling network. The smuggled migrants included former army, former police personnel as well as civilians. Nepali citizens' recruitment process into the Russian Army contains not only the elements of smuggling but also the elements of trafficking when examining the nature of work and working conditions. Although many were promised employment as a cleaner in an army barracks, in reality they were deployed to the frontline combat zones without adequate combatant training. They were sent into unfamiliar terrain without any geographical knowledge and were required to dig and hide in the bunkers for extended periods. Many of them were killed, injured or taken as hostage by the Ukraine security forces.

There is no official data on the number of Nepali citizens smuggled to Russia for recruitment into the Russian Army. Yet various diplomatic experts expressed their opinion in media reporting more than 1,500 Nepali citizens had been smuggled for recruitment into the Russian Army by the end of 2023.

On 18 November 2023, the Government of Nepal formally requested the Russian Government through a diplomatic note 'not to recruit the Nepali citizens on the Russian Army and if they had already been recruited, let them return to Nepal'. It appears that the Russian Government accepted the Nepal's request and did not renew the one-year contract of the Nepali citizens. Consequently, there was fear that these individuals would not be paid the promised grant amount of 3 million rubles or the promised Russian citizenship. One of the smuggled Nepali youths complained that

*'We did not involve in the Russian Army by looking only the salary. We jumped into the War thinking that if we survive for one-year, our future will be bright. Now contract has not been renewed. There is also complexity in making of passport. The fighters are being sent empty hands'* (Kantipur Daily, 6 January 2025: p. 9).

## Chapter 4

# ◆ Protection and Assistance of Victims of Trafficking in Persons

This Chapter analyses the status of protection and assistance of the victims of trafficking or vulnerable populations at risk. The Chapter builds on three types of information sources of information: Government sources, including Foreign Diplomatic Missions of Nepal, NGOs, and findings from field survey (consultation meetings, FGDs, key informant interviews, and chronicles of victims). The TIP Protocol obliges the state to provide assistance and protection to the victims in countries of origin, transit, and destination, and to facilitate their repatriation.

### 4.1 Rescue and Repatriation

Currently in Nepal, there is no Standard Operating Procedure (SOP) for the rescue and repatriation of victims of trafficking. The NCCHT has reported that an SOP has been drafted and is awaiting approval by the Cabinet. This gap is one of the main reasons why the U.S. *Trafficking in Persons* Report for 2024 and 2025 have placed Nepal in Tire 2 Watch List (see Chapter 5 for details).

NGOs personnel were asked how they conduct rescue operations for trafficked persons in the absence of an SOP. They reported that they follow the measures of *Human Trafficking and Transportation (Control) Act 2007*, the *Foreign Employment Act 2007*, and other relevant measures, and that they establish close coordination with the concerned agencies during rescue operations. In practice, they coordinate with the Child Welfare Committee of India and the National Child Rights Council of Nepal for the rescue of children. For rescue of the adults, they coordinate with the AHTB of Nepal Police.

According to the data obtained from the MoWCSC, a small number of trafficked persons were rescued under the leadership of the NCCHT during the reference period of this report (FY 2022/23-2024/25). For example, in FY 2022/23, a woman with her twin babies was rescued from Oman. The victim, who had been residing illegally and working as a domestic worker, had experienced sexual or labour exploitation. In FY 2024/25, a total of 28 men were rescued and repatriated from Kashmir, India. They had been trafficked for labour exploitation (these cases are likely the same victims of labour trafficking discussed in Chapter 2).

An examination of data from the AHTIB of the Nepal Police also shows that a relatively small number of trafficked victims were rescued and repatriated during the reference period (see Table 4.1). For example, the Bureau rescued and repatriated 152 survivors from abroad in FY 2022/23, while the comparable figures were 374 in FY 2023/24 and 556 in FY 2024/25. These survivors included women, men, girls and boys. Considering the three-year average (FY 2022/23-2024/25), the majority of rescued and repatriated survivors were women (71%), followed by men (15%), girls (11.5%) and, to the lowest extent, boys (2.6%). These figures suggest that although the majority of survivors are females, trafficking of males has also been significant. Furthermore, of the total survivors rescued and repatriated, adults accounted for 86%, while the remaining 14% were children. At first glance, this may appear to suggest that child trafficking is far less prevalent than adult trafficking. However, this is not necessarily the case, as these data include only rescues and repatriations from abroad and do not capture rescues related to internal trafficking. The majority of survivors of internal trafficking are children, particularly adolescent girls.

Table 4.1. Distribution of trafficking survivors rescued and repatriated by age, group, and sex, Nepal, 2022/23-2024/25

Age/sex	FY 2022/23		FY 2023/24		FY 2024/25		Three-year average	
	N	%	N	%	N	%	N	%
Adults	118	77.6	299	92.3	478	86.0	298	85.9
Women	107	70.4	226	69.8	403	72.5	245	70.6
Men	11	7.2	73	22.5	75	13.5	53	15.3
Children	34	22.4	25	7.7	88	15.8	49	14.1
Girls	17	11.2	21	6.5	82	14.7	40	11.5
Boys	17	11.2	4	1.2	6	1.1	9	2.6
Total	152	100.0	324	100.0	556	100.0	347	100.0

Source: Anti-Human Trafficking Bureau, Nepal Police, 2025(received through correspondence).

Note: For FY 2024/25 data, it refers to 11 months.

During the administration of the questionnaire, NGOs involved in anti-trafficking activities were asked about the number of rescues of trafficked or affected persons they had carried out either in coordination with the Nepal Police or other relevant organizations or independently. A total of 17 NGOs returned the completed questionnaire to NHRC by end of September 2025. Among them, only seven NGOs in Nepal and KIN India in New Delhi were found involving in rescue of trafficked persons/affected persons in the reference period. Table 4.2 summarizes the combined number of trafficked survivors rescued by these NGOs, disaggregated by age and sex. Based on the three-year average (FY 2022/23-2024/25), the annual number of rescues of trafficked survivors or affected persons is 1,875. However, the annual figures increased over time: from 1,673 in FY 2022/23, to 1,778 in FY 2023/24 and to 2,171 in FY 2024/25. Among those rescued, the largest proportion were adult women (50%), followed by girls under 18 years of age (39%), while boys accounted for 2% and men for 1%.

Table 4.2 Distribution of trafficked survivors/affected persons rescued by NGOs according to age-sex, Nepal, FY 2022/23, 2023/24 and 2024/25

Age/sex	FY 2022/23		FY 2023/24		FY 2024/25		Three-year average	
	N	%	N	%	N	%	N	%
Girls	797	47.6	656	36.9	719	33.1	724	38.6
Women	751	44.9	878	49.4	1175	54.1	935	49.9
Boys	24	1.4	68	3.8	33	1.5	42	2.2
Men	3	0.2	31	1.7	28	1.3	21	1.1
Missing*	98	5.9	145	8.2	216	9.9	152	8.1
Total	1673	100.0	1778	100.0	2171	100.0	1874	100.0

Note that the data of rescue refers to both rescued from abroad and internal, as Biswas Nepal and Shakti Samuha reported rescue from both abroad and internal while other NGOs reported only from abroad. \* There is missing cases because there was not availability of disaggregated data from KIN India by age-sex of trafficked survivors rescued.

Source: compilation of data from different NGOs, 2025 (see Annex 4.1).

## 4.2 Rehabilitation Services

NGOs have played a significant role in providing safe and adequate shelter for trafficked survivors and affected persons. They have established rehabilitation centers and temporary safe houses that offer food, accommodation, and primary health care and psychosocial counselling services for the victims. These centers and safe houses operate in accordance with the *Shelter Home Operating Procedure (SOP) for Care and Protection of Trafficking Survivors 2068* (2011). The MoWCSC has also provided annual financial grants to several NGOs during the reference period of this study. These include:

- Three Angles Nepal, Kaski;
- Saathi Sastha, Banke;
- Aawaj, Surkhet;
- Shakti Samuha, Sindhupalchok; and
- ABC Nepal, Kathmandu.

It was found that these centers and safe houses are primarily operated along the border areas between Nepal and India, as well as in major cities and other trafficking-prone districts and locations. Some NGOs reported extensive coverage: for instance, Afanta Nepal reported that it has been operating 11 safe houses along the Nepal-India border, while Maiti Nepal operates three Rehab Centers and 15 temporary safe houses across various cities/locations. Shakti Samuha operates five safe houses; Suva Aawasar Gram Nepal operates three; and Saathi Sastha, Chhori, Aawaj Surkhet, and the Women Protection Center each operate one safe house (see Annex 4.2).

Despite these efforts, there are very few long-term safe houses available for survivors. Although OCMCs exist in each district or province-level hospital, they are not designed to provide long-term protection services for trafficked persons. Local Governments have also not allocated funding for establishing the safe houses. Only a few Municipalities, such as Chandraghadi Municipality in Jhapa and Dhangadhi Sub-Metropolitan in Dhangadhi, were reported to have financed the establishment and operation of safe houses in partnership with NGOs. Notably, there is no long-term safe house in the Birgunj metropolitan area.

### 4.2.1 Number of Persons Residing in Rehabilitation Centers and Safe Houses

Drawing on data from 12 leading NGOs operating rehabilitation centers and safe houses, an estimated 2,000 trafficked survivors or affected persons receive rehabilitation services annually in Nepal (see Table 4.3 and Annex 4.3). The number of survivors or affected persons residing in these centers has increased over time, from a total of 1574 in FY 2022/23 to 1767 in FY 2023/24 and to 2041 in FY 2024/25. Based on the three-year average, girls under 18 years of age account for the largest proportion of residents (51 per cent), followed by adult women (47.5 per cent). Dependent children constitute around 1% of the total residents in the rehabilitation centers and safe houses. These data indicate that the centers not only provide protection services to the trafficked survivors or affected persons, but also to their dependent children. This implies a need for additional basic facilities and care tailored to children which may differ from the services required by survivors themselves as illustrated in the case of the Safe House jointly operated in Dhangadhi by Dhangadhi Sub-Metropolis and Saathi Sastha.

**Table 4.3 Distribution of trafficked survivors/affected persons provided with rehabilitation services by NGOs, by age and sex, Nepal, FY 2022/23, 2023/24 and 2024/25**

Age/sex	FY 2022/23		FY 2023/24		FY 2024/25		Three-year average	
	N	%	N	%	N	%	N	%
Girls	837	52.34	749	41.5	1215	59	934	46
Women	715	44.7	1029	57.1	812	39.7	852	47.5
Boys	16	1.0	0	0.0	15	0.72	1	0.05
Dependent children of the survivors	31	2.0	23	1.3	14	0.7	23	1.3
Total	1599	100.0	1801	100.0	2056	100.0	1810	100.0

Source: Data compiled from the 11 NGOs that responded to NHRC (please refer to Annex 4.3 for details).

**According to the Safe House's Coordinator,**

*Dhangadhi Sub-Metropolitan city has established a Safe House for GBV survivors which includes trafficked persons. The Safe House has been running in collaboration with Saathi Sashta – an NGO. The NGO is funded by UNFPA Nepal. While the Sub-Metropolitan provides the salary for three staff members, overall management is carried out by Saathi Sashta. The agreement between the Municipality and Saathi Sashta is valid until June 2026.*

*The Safe House is intended to provide protection services to survivors for 30-45 days. However, the Coordinator of the Safe House reported that, in some cases, survivors require shelter and protection services for more than 10 months. One of the key challenges raised by the Coordinator is caring for the babies of the survivors. At the time of this study, there were only four babies of GBV survivors residing in the safe house. This situation is particularly problematic because the survivors themselves are minors and are often unable to take care of their babies properly.*

**4.2.2 Assessing Health Conditions**

NGOs were asked about the health conditions of survivors or affected persons who had been residing in rehabilitation centres or safe houses during the last 12 months. The survey found that all 12 NGOs reported various health problems among the survivors in their care.

In Afanta Nepal's safe house, more than two-fifths of residents were reported to have at least one physical health problem, 5% had mental health issues and another 3% had transmittable diseases like STI or HIV. Saathi Sashta Banke reported that almost all survivors residing in its rehabilitation center for the last 12 months had experienced at least one type of health problem – whether physical, mental or infectious diseases. Suva Aawasara Gram Nepal reported cases of STIs, HIV and tuberculosis among survivors in its shelter. The Women Protection Center in Hetauda also reported physical and mental health problems among the survivors residing in its shelter. Drawing on data from five NGOs reporting to the MoWCSC, among a total of 216 survivors residing in their facilities during the past 12 months, 6.5% had physical health problems, 11% had mental health problems and at least 1% were suffering from infectious diseases such as STIs, HIV or tuberculosis.

**4.2.3 Physical or Sexual Violence**

Further data were available to evaluate the extent to which trafficked survivors or affected persons had experienced physical or sexual violence, or both, prior to receiving protection in the rehabilitation centers.

**Table 4.4 Distribution of survivors or affected persons in rehabilitation centers who were victims of sexual or physical violence, or both, prior to receiving protection in the rehabilitation centers, Nepal,**

	Description	FY 2022/23	FY 2023/24	FY 2024/25	Three-year Total
1	Total number in rehabilitation centers	154	168	216	538
2	Victims of physical violence (N)	17	19	31	67
	%	11.0	11.3	14.4	12.5
3	Victims of sexual violence (N)	54	44	51	149
	%	35.1	26.2	23.6	27.7
4	Victims of both physical and sexual violence (N)	16	19	14	49
	%	10.4	11.3	6.5	9.1

Source: MoWCSC, 2025 (received through correspondence)

Drawing on the data obtained from the MoWCSC from five NGOs supported by the Ministry, a considerable number of survivors/affected persons reported having experienced physical violence, sexual violence, or both while they were trafficked or trapped (Table 4.4). Over the past three years, among all survivors/affected persons accommodated in the rehabilitation centers, 12.5% experienced physical violence, 28% experienced sexual violence, and 9% experienced both forms of violence.

Notably, some NGOs reported very high proportions of survivors/affected persons who had experienced sexual violence prior to being sheltered. For example, Shakti Samuha indicated that at least three out of four survivors/affected persons currently residing in the Safe House had experienced sexual violence. In contrast, Afanta Nepal reported comparatively lower proportion of survivors/affected persons experiencing the sexual violence. Of 158 survivors/affected persons supported in FY 2022/23, 21 (13%) had experienced sexual violence; in FY 2023/23, 25 out of 163 (15%), and in FY 2024/25, 25 out of 210 (12%) (Annex 4.4).

These finding suggests that a comprehensive protection package is required to support the recovery of survivors/affected persons who have also experienced physical, and/or sexual violence. Such a package should include long-term psychological counselling, access to appropriate compensation, and timely access to justice in order to address the deep trauma, depression and anxiety resulting from their experiences.

#### 4.2.4 Assessing Basic Services at the Rehabilitation Centers/Safe Houses

Box 4.1 summarizes the implementation status of the basic protection packages/services offered in rehabilitation centers. According to the MoWCSC, the five NGOs receiving financial grants from the ministry have implemented a range of protection measures for survivors/affected persons. Drawing on the NGOs’ responses and observations, the satisfaction level of each of the packages/service was evaluated based on the absence or presence of three elements provided by NGOs in rehabilitation centers: (i) availability, (ii) regular and timely access or all survivors/affected persons, and (iii) quality of services. A high satisfaction level is defined as a situation in which all NGOs provide the service, all survivors/affected persons receive it, and the service meets the minimum required standard. A medium satisfaction level is defined as a situation in which not all NGOs are able to meet at least two of the three elements (availability, access, or quality).

**Box 4.1 Implementation status of different basic packages/services at rehab centers.**

S.N.	Types of services /packages	Yes	Satisfaction level
1	Maintain the record of the survivors/affected persons	✓	High
2	Ensure the security to the survivors/affected persons	✓	High
3	Ensure the individual privacy to the survivors/affected persons	✓	High
4	Ensure the adequate quantity of food and accommodation facility to the survivors/affected persons	✓	Medium
5	Delivery of regular health check-up services to the survivors/ affected persons	✓	Medium
6	Manage the psychological Counselling services to the survivors/ affected persons	✓	Medium
7	Provide the education/training to the survivors/affected persons	✓	Low
8	Supply of daily needy goods to the survivors/affected persons	✓	Medium
9	Provide the employment oriented training to the survivors/affected persons	✓	Low

Source: developed based on the response from MoWCSC, concerned NGOs and Observation of rehabilitation centers/safe houses.

A low satisfaction level is defined as a situation in which none of the NGOs under consideration are able to deliver the required elements of the package/service.

**Maintaining records** – The rehabilitation centers/safe houses maintain the personal information of the survivors/affected persons, including name, age, and sex, education, and health status, in an Admission Form. They also keep records of psychosocial counselling and develop case stories for each affected persons. All NGOs have maintained such records for the survivors/affected persons.

**Ensuring security** – rehabilitation centers/safe houses ensure security through several measures, including have separate housing facilities, the presence of security guards, perimeters wall around the premises of the building, wardens, and - in some NGOs - CCTV cameras. In certain centers, precautions such as not installing wall fans and the absence of locks inside rooms are also in place. If necessary, the centers can also coordinate with the local police and DCCHT. If a survivor/affected person needs to leave the center for any reason, she is escorted by a staff member, and the relevant authorities are informed. As none of

the key informants (NGO personnel or security staff) interviewed reported any cases of serious accidents, injuries, deaths, or escape incidents among survivors/affected persons, the overall security level in the rehabilitation centers can be considered highly satisfactory.

**Maintaining personal confidentiality** – To ensure confidentiality, all NGOs reported that they do not disclose personal identities. Personal records are kept under a code number; names are anonymized in case stories, and files are managed only by designated staff and stored securely. Some rehabilitation centers/safe houses also have require the signing of a Code of Conduct and provide orientations to survivors/affected persons, staff, and visitors on the organization’s confidentiality standards.

**Ensuring adequate food and accommodation** – It was reported that survivors/affected persons are provided with nutritious food, a balanced diet, clothing, and a bed for accommodation, as per the Rehabilitation Centre’s Operation Guideline 2068 (2011).

**Ensuring regular health check-ups** – The Rehabilitation Center have provisions for regular health check-ups, sometimes in coordination with government health facilities. They have also prioritized psychosocial care for survivors/affected persons; some Centers have recruited psychosocial counsellors for this purpose. When necessary, survivors/affected persons with more

severe mental health conditions have been referred to specialized psychosocial service providers.

Ensuring education and employment – Regarding the provision of education and employment oriented training, the centers provide these services based on individual needs and subject to available budget. Consequently, the implementation level in these areas can be considered low and weak.

In addition to these services, the Rehabilitation Centers/Safe Houses also offer additional services and capacity development programs for the survivors/affected persons. For example, Ahasa Nepal reported that it offers access to a library, a reading room, a play-ground, and a room for yoga.

#### Monitoring of Rehabilitation Centers/Safe Houses

According to the MoWCSC, the Ministry regularly monitors the operation of the Rehabilitation Centers/Safe Houses, especially those receiving the government, to ensure that they maintain the minimum standards required to operate the Centers/House in accordance with the Guideline of Minimum Standards (2008). The ministry reported that it has identified several issues and provided the following recommendations to address them:

- Strengthen collaboration and cooperation with the District Committee on Combating Human Trafficking (DCCHT) and Local Committees.
- Carry out anti-human trafficking and transportation activities on a regular basis, in close coordination with DCCHT and local committees.
- Conduct awareness programs on human trafficking and provide counselling to families of survivors/affected persons to support effective reintegration.
- Provide survivors/affected persons with employment-oriented skill development training and involve them in employment or self-employment activities.
- Promote the self-reliance of survivors/affected persons in the centers by regularly engaging them in trainings, orientations, and various programs.

Strengthen coordination with relevant stakeholders to facilitate survivors/affected persons' access to legal processes and justice.

#### Rehabilitation Centers for Men and Boys

In view of the fact that men and boys are victims of trafficking in persons, both the NGOs and the MoWCSC were asked whether they had considered establishing centers specifically for men.

The Ministry reported that Rehabilitation Centers for boys have already been established in the country, but Rehab Centers for adult men have yet to be created. A total of 17 NGOs responded to NHRC on this question, and many indicated that although Safe Houses for men are needed, they are able to establish them, as their work has primarily focused on operating centers for women and children. According to Suva Aawasar Gram Nepal, there is a need to operate a male-focused rehabilitation center in Rupandehi district, as well as in other districts.

#### 4.3 Sustainable Reintegration Process

Sustainable reintegration of survivors/affected persons into their families and communities, or supporting them to become self-reliant, is a key component of a comprehensive protection package. Sustainable reintegration is achieved when the victim attains economic stability, psychosocial well-being, and faces no risk of re-trafficking. However, sustainable this process is often challenging for service providers, and the survey with NGOs highlighted several such difficulties.

Unwillingness of victims - In many cases, the victim is not willing to return to her family or reunite with the community. This happens typically when the perpetrator is a neighbour or a relative. Once the victim comes back home, the family may feel shocked and remain in a traumatic state. Because both the victim and the family have experienced deep psychosocial trauma, rebuilding trust can take a long time.

- **Non-acceptance/hesitation from family**– Out of fear of social dignity and prestige, the family may hesitate to accept the victim or may avoid contact with NGOs. In some cases, if the victim has developed the mental health issues, she may be unable to provide her family's address or contact information, further complicating reunification.
- **Lack of security and privacy** – Even after reintegration, there is a risk of re-victimization or violence against the survivor. Ensuring her safety, privacy, and confidentiality therefore becomes a major concern during the reintegration process.
- **Cultural and social discrimination** - Due to the victimization, communities may blame the victim herself and resist her reintegration into the family or community. According to Saathi Sastha Banke, reintegration becomes even more difficult in cases involving inter-caste marriage or multiple marriages.

- **Lengthy administrative and legal processes** – Reintegration can take significantly longer when the victim does not have legal identity documents, such as citizenship papers, or when the victim is a foreign national and documentation needs to be issued or verified.

NGOs such as Maiti Nepal reported that they continue to work toward sustainable reintegration despite the challenges, adopting different strategies such as psychosocial counselling for survivors, family counselling, legal assistance, and community awareness programmes.

In the NGO, all organizations were asked to provide their annual reintegration figures for the reference period. Nine NGOs reported that they had carried out reintegration activities during this period (see Table 4.5 and Annex 4.5) Based on the three-year average, more than 2000 survivors (approximately 2,008) received reintegration services annually. The proportions were almost equal between girls under 18 and adult women. Looking at the reintegration data, it appears that nearly all survivors were reintegrated with their families, while a very small number became self-employed or joined NGOs as staff or volunteers. For example, an overwhelmingly majority (98%) were reintegrated with their families, while less than 1% were self-employed and about 1% were engaged as staff or volunteers within the organizations.

**Table 4.5. Number of trafficked survivors/affected persons to whom NGOs provided reintegration services, Nepal, FY 2022/23 – 2024/25.**

Description	FY 2022/23	FY 2023/24	FY 2024/25	Three year-average	
				N	%
Total number reintegrated	1755	2016	2253	2008	100.0
Girls	961	874	1122	986	49.1
Women	794	1142	1127	1021	50.8
Types of reintegration					
With the family	1694	2014	2208	1972	98.2
With the community	1	0	0	0	0.0
Self-employed	25	0	0	8	0.4
In-organization	35	2	45	27	1.3
Not reported	35	2	45	27	1.3

Source: Compiled from NGOs responses in the questionnaire survey, please also refer to Annex 4.5 for details by NGOs. 4.4 Role of OCMC in the Protection of Trafficked Persons

#### 4.4 Role of OCMC in the Protection of Trafficked Person

**Under the Ministry of Population and Health, the Hospital-Based One-stop Crisis Management Center (OCMC)** was established in 2010 to respond to cases of gender-based violence (GBV) against women and girls in the country (Joshi et al., 2023). Their mandate is to provide comprehensive services to victims of violence, including survivors of trafficking.

For this study, the role of OCMCs in the protection of trafficked survivors was examined through observations conducted in selected OCMC facilities located in Province and district hospitals located across Jhapa, Morang, Dhanusa, Parsa, Rupandehi, Banke, Kailali and Kanchanpur districts.

Findings show that while some OCMCs maintain disaggregated data on GBV victims by type of victim, others do not. The OCMC unit at the District Hospital in Jhapa does keep disaggregated data on victims by the type of violence they suffered. An examination of its five-year data shows a decline in the number of trafficked survivors receiving services. In 2019/20, there were 172 GBV victims, of whom nine were trafficked survivors. In 2020/21, there were 165 victims, including 4 trafficked survivors. In 2021/22, out of 166 victims, three were trafficked survivors, and in 2022/23, out of 182 victim, only one was a trafficked survivor. In 2023/24, 147 GBV victims received services from the OCMC and none of them were trafficked survivors.

At Narayani Hospital in Birjung, OCMC staff reported that, annually 5-7 of the victims referred to the OCMC are trafficking survivors. Most of the cases received are related to rape. The majority of are minor girls, and the perpetrators are usually relatives or acquaintances. Because of this, even the mothers of victims are often unwilling to file complaints. As a result, many cases of violence do not enter the formal justice system, victims are denied justice, and many develop depression. The OCMC also lacks adequate infrastructure and human resources to care for babies born as a result of rape.

**In Lumbini Province Hospital in Butwal, OCMC staff reported that the center receives a large number of GBV victims** – both women and men -- for psychosocial counselling and health check-ups. In FY 2022/23, for instance, it provided services to 608 GBV victims (559 women and 49 men). A review of the OCMC data register indicated that there is no separate category for survivors of trafficking; instead, they are recorded under headings such as sexual or emotional violence. Nevertheless, staff members

recalled a few trafficking survivors who received services in FY 2023/24. In one case, the survivor had a positive outcome after receiving OCMC support, while in the second case, the survivor tragically committed suicide despite having received OCMC services – revealing that the existing OCMC interventions may not be sufficient to protect the lives of the victims of trafficking.

*Case 1. A woman who had been rescued from Malta sought psychosocial counselling service at the OCMC. She was a survivor of sexual violence and had returned to Nepal after spending 5 months there. She was in a severe state of depression upon arrival. She visited the OCMC twice and was hospitalized for seven days during the first visit and for five days during the second. Later follow-up indicated that her health had significantly improved.*

*Case 2. In =FY 2023/24, the OCMC provided services to 3 or 4 trafficking survivors. One of them was a woman in her early thirties who had travelled to Kuwait for domestic work and was reported to have been trafficked there. She was rescued and came to the OCMC for medical treatment, where she stayed for four to five days. However, after her return home, staff learned that she had died by suicide in her village.*

At Seti Province Hospital in Dhangadhi, OCMC medical staff reported that the center provided counselling services to two adolescent girls who were being transported for egg donation to New Delhi. Girls and women aged 18-30 years are typically targeted for this purpose. However, the OCMC has not maintained GBV data under a separate sub-heading for human trafficking,

It was found that many OCMCs lack dedicated beds or rooms for the GBV victims, making it difficult to ensure their privacy.

#### 4.5 Protection Measures of Nepali Workers Abroad

The Government of Nepal has signed Memoranda of Understandings (MoUs) and Labour Agreements with several major destination countries for Nepali migrant workers. In addition to guaranteeing basic labour rights, these instruments are also aimed at protecting workers from trafficking and exploitation. According to MoLESS, Nepal has signed MoUs for the protection of Nepali workers with United Kingdom in August 2022, with Romania on 6 October 2023, and with Germany on 10 October 2023. These MoUs and Labour Agreements, along with previously concluded with other destination countries, aim to ensure that foreign employment is safe, well-regulated, and respectful of

workers' rights. They are designed to protect the human rights of migrant workers and to align labour migration practices with international labour standards set by the ILO.

The major provisions include:

1. **Ensuring legal protection** – To support this, employment contracts are mandatory. These contracts specify the type of work, salary, working hours, leave entitlements, insurance, and other conditions... If any provision is violated, workers are entitled to seek access to justice. For instance, the 2018 G2G plus MoU with Malaysia's Government sets out minimum salaries, accommodation standards, and other services and benefits for Nepali workers.
2. **Equitable treatment and protection against discrimination** – The provisions explicitly state that workers shall not face discrimination on the basis of their caste, sex, religion or nationality. They also include specific measures to ensure the protection of women workers, such as safeguarding against sexual exploitation, providing safe accommodation, and ensuring the emergency helplines.
3. **Making recruitment transparent and free from exploitation** – Workers may only be recruited through approved and licensed recruitment agencies. Financial exploitation is prohibited, and many MoUs include a "No Recruitment Fee" policy to prevent workers from bearing recruitment-related costs
4. **Social security and insurance** – The provisions require employers to provide insurance coverage, including accident and life insurance, along with other protection measures. Some MoUs also include compensation provisions in the event of worker's death.
5. **Mechanism for complaint handling** – Provisions of complaint registration, mediation, and rescue processes are facilitated through the UK Embassy and/or Labour Officer. The MoUs also establish monitoring mechanisms through Joint Committees/Joint Working Group of both countries. For example, 2021 MoU with the United Arab Emirates (UAE) contains a provision for the formation of a Joint Committee responsible for addressing and resolving worker complaints.
6. **Special provisions against human trafficking** – These measures include regulating the travel of workers, facilitating information exchange between countries, and monitoring

regions or agencies identified as being at risk of migrant smuggling. The MoUs also include provisions for the safe rescue and repatriation of workers where necessary.

Labour Attaché - According to MoLESS, Nepal has appointed Labour Attaché in eight countries: These countries include: i) United Arab Emirates ii) Saudi Arabia; iii) Kuwait; iv) Bahrain; v) Qatar, vi) Malaysia; vii) South Korea and viii) Oman. Labour Attaché provide facilitation and support to Nepali migrant workers, including assistance in cases of distress or disappearance, rescue coordination, repatriation of remains, and the implementation of awareness-raising programmes for workers.

#### 4.6 Role of Nepal's Diplomatic Missions Abroad in the Protection of Nepali Workers

The National Human Rights Commission (NHRC) administered a semi-structured questionnaire to Nepal's diplomatic missions abroad through the Ministry of Foreign Affairs. The questionnaire consisted of eight key areas of inquiry:

- the estimated number of Nepali citizens/workers living with illegal status in the destination country;
- whether temporary resident permits are provided to Nepali victims of trafficking;
- whether visas are revoked for individual accused or convicted of trafficking;
- the extent access to justice for Nepali workers/victims of trafficking;
- the number of Nepali workers who are in prisons or detention centers, or who face torture, due to their illegal entry into or residence in the destination country after their visas expired;
- any extradition treaties concluded between the Government of Nepal and the country of destination during the reference period,
- any monitoring of private business sectors for possible involvement in migrant smuggling and trafficking; and
- any evidences of legal action taken against natural persons or legal entities involved in trafficking.

As discussed below, only a few diplomatic missions abroad provided responses to all of the questions. Even when they did respond to every question, they often reported that no relevant data or information was available. As a result, our ability to understand how Nepali workers abroad are protected against trafficking and exploitation is limited.

**Embassy of Nepal, London, U.K.** – The Embassy reported that

it does not hold data on Nepali people living illegally in the U.K. with irregular status or those who have overstated their visas. The Government of the United Kingdom does not provide such information due to the privacy of the individuals. The Embassy also indicated that it has no data on whether trafficking victims are granted temporary residence permits, or whether the visas of suspected traffickers are revoked. Regarding legal remedies for trafficking victims, it is reported that UK provides effective access to the justice system.

**Permanent Mission of Nepal to the United Nations, Geneva**

– The Mission reported that within its jurisdiction, an estimated 1,000 and 2,500 Nepali people reside in Switzerland and Italy, respectively. However, the Mission stated that it has no data on the number of Nepali nationals living with irregular status, although it believes that only a few may be in such a situation. There is no evidence of trafficking of Nepali citizens during the reference period in these countries.

**Embassy of Nepal, Washington D. C.**

– The Embassy reported that it has no verified data on the number of Nepali people residing in the U.S. with irregular status. However, citing the Nepali Diaspora in the U.S., the Embassy estimated that around 5000 Nepali nationals were living illegally in FY 2022/23, and that these numbers increased to 7000 in FY 2023/24 and 9000 in FY 2024/25. Many of these individuals are reported to have been smuggled through the 'donkey road' of Mexico into the U.S. The Embassy also reported that Nepali nationals convicted of illicit activities by U.S. courts and subsequently deported to Nepal numbered 35 in 2023, 68 in 2024, and 220 in 2025. Further, the Embassy reported that it has no data on Nepali trafficked victims in U.S., nor on persons of Nepali origin convicted as traffickers in the country. Although there is no extradition treaty between the Government of Nepal and the Government of the U.S., the embassy emphasized that the U.S. has a strict legal framework to address human trafficking offences, and the individuals convicted of, or suspected in, such offences are deported to their countries of origin.

**Embassy of Nepal, Tokyo Japan**

– The Embassy reported that an estimated 270,000 Nepali nationals are currently residing in Japan. However, it does not have verified data on the number of those living with illegal status. In FY 2024/25, the Embassy reported that six Nepali nationals were deported. According to the Embassy, Nepali citizens can travel to Japan under various visa categories, including student visas, work visas, dependent visas for students and workers, and temporary visas issued while a

refugee-status application is under review. In Japan, a person can apply for a refugee status up to three times, and if the application is rejected for a third time, the person may be deported, otherwise they are allowed to remain in the country. The Embassy further reported that many of the complaints it receives are related to fraud or deception committed by Nepali individuals themselves.

The Embassy also noted that there has been an increase in Nepali nationals arriving in Japan on skilled work visas and bachelor-level visa categories in recent years, after obtaining labour permits from the Department of Foreign Employment in Kathmandu. However, many of these migrants reportedly become victims of fraud and are not provided the jobs they were promised in Nepal. The Embassy therefore emphasized the need of closer monitoring of recruitment companies and agents involved in sending workers under these visa categories, as well as stronger oversight by the Department of Foreign Employment, which issues labour permits.

**Embassy of Nepal, New Delhi**

– The Embassy did not provide any data on Nepali citizens who have been trafficked to India during the reference period of this report. The Embassy reported that it has given the highest priority to the elimination of human trafficking and that it is working in close coordination with relevant stakeholders in both Nepal and India to address the issue.

**Embassy of Nepal, Moscow**

– The Embassy provides estimates of Nepali citizens living in Russia illegally. However, it noted that these number are far lower than the actual number because many Nepali youths have been smuggled into Russia for involvement in the Russian Military, particularly after the War began between Ukraine and Russia in February 2022 (as discussed in Chapter 3). According to Embassy, an estimated 350 Nepali nationals were living illegally in Russia in FY 2022/23, 300 in FY 2023/24, and 120 in FY 2024/25. Of the total estimated 770 individuals across these three FYs, 610 (79%) were males and 160 (21%) were females. The Embassy further reported that it had no data on the other questions asked in the survey.

**Embassy of Nepal, Manama, and Kingdom of Bahrain**

– The Embassy provided estimates of Nepali citizens living illegally in the Kingdom of Bahrain. Citing figures from Labour Market Regulatory Authority (LMRA), it reported that an estimated 474 Nepali nationals were in irregular status in FY 2022/23, 150 in FY 2023/24, and 150 in FY 2024/25. According to the Ministry, the Bahrain Government has established effective institutional mechanisms such as LMRA - the National Committee for Combating Trafficking in Persons, and the National Human Trafficking Hotline (995) - to

provide legal remedies to the victims of trafficking. These mechanisms are also accessible to any Nepali workers/citizens in Bahrain who may be affected by trafficking

**Embassy of Nepal, State of Kuwait** – The Embassy reported an increasing trend of Nepali women travelling to Kuwait for domestic work without obtaining a labour permit from the Government of Nepal. Over the three fiscal years FY 2022/23–FY 2024/25, the Embassy rescued 1,607 women—217 in FY 2022/23, 369 in FY 2023/24, and 1,021 in FY 2024/25—and provided them with Safe House services.

The Embassy also noted that many women arrive in Kuwait as domestic workers without labour permits from the Government of Nepal. If a worker in this situation leaves the sponsor's house, she may be arrested and deported, and may remain in police custody for up to one month before deportation. The Embassy reported that at least one case in which a Nepali woman who was working in Kuwait as a domestic worker without a labour permit was imprisoned. Furthermore, it reported that there are complaints from the domestic workers that they are being tortured or abused by sponsors. However, no precise data on such cases were available.

The Embassy provided information on the budget available for rescuing women domestic workers in distress and for operating Safe House services. The data reveal that, given the scale of problems faced by Nepali women domestic workers in Kuwait, the budget allocated to the Embassy appears to be extremely low (Table 4.6). On average over the three fiscal years, the annual budget was about Rs. 2.2 million, which is equivalent to approximately USD 15,600 (at an exchange rate of 1 USD = Rs. 140.84 as of 22 October 2025). On average over the three fiscal years, the annual budget was about Rs. 2.2 million, which is equivalent to approximately USD 15,600 (at an exchange rate of 1 USD = Rs. 140.84 as of 22 October 2025). The data further indicate that almost the entire budget was spent in each fiscal year, and that all expenditures fell under the heading of 'operation of the safe house'. Note that no spending was reported under the headings of rescue, repatriation, or legal aid.

**Table 4.6 An overview of budget for rescue and relief package of women domestic workers in distress, in Kuwait (in Nepali Rupees)**

FY	Total budget	Total expenditure	% spent
2022/23	1,450,000	1,410,879.77	97.3
2023/24	2,440,000	2,411,148.29	98.8
2024/25	2,700,000	2,732,252.00	101.2
Three-year average	2,196,667	2,184,760	99.5

Source: Embassy of Nepal, State of Kuwait (received through correspondence), 2025.

The Embassy provides rescue services to Nepali citizens in distress in coordination with relevant agencies of the Government of Kuwait. It reported that neither NGOs nor the private sector are involved in the rescue process. During the reference period of this report, no labour agreement or Memorandum of Understanding (MoU) between the Government of Nepal and the Governments of Kuwait or Iraq was reported. According to the Embassy, the main challenges are as follows:

- There has been an increasing tendency of woman domestic workers travelling to Kuwait without labour permit. This trend is even much pronounced in Iraq.
- It is extremely difficult to rescue domestic workers from private houses in Kuwait. Under Kuwaiti law, none of the agencies, such as the Embassy or the police can raid or enter private houses without a court order.
- As Nepal has no diplomatic mission or government representative in Iraq, and because of legal and logistical complexities in transporting individuals between Kuwait and Iraq, it is difficult to rescue Nepali citizens who have reached Iraq without labour permits from Government of Nepal, or those who have been smuggled or trafficked there.
- Rescued victims are often unwilling to file complaints against agents – whether individuals or companies. As a result, it is difficult to bring perpetrators into the legal process.

The Embassy, however, reported that the Governments of Kuwait and Iraq have legal frameworks and institutional mechanisms for the prevention of, and for combating trafficking in persons. Kuwait is a State Party to the UN Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others. It has established a Permanent National Committee for

Combating Trafficking in Persons and Migrant Smuggling under the Ministry of Justice, and is also a member of the Government Forum on Combating in Trafficking in Persons in the Middle East. The Embassy further reported that Iraq has Anti-trafficking Law (2012) and, institutionally, a Central Committee to Combat Human Trafficking (CCCHT). The presence of these human-rights and anti-trafficking institutions, especially in Kuwait, creates the opportunity to collaborate to strengthen the protection of Nepali workers in those countries.

**Embassy of Nepal, Kuala Lumpur, Malaysia** – The Embassy reported a large number of Nepali workers living with illegal status in Malaysia (Table 4.7). Workers who enter Malaysia through a company visa (calling visa) and then change employers on their own initiative become undocumented. Because many workers are not provided with the jobs promised in Nepal, they often change companies and lose their legal status. Based on the three-year average, approximately 33,700 Nepali workers per year were estimated to be in irregular status in Malaysia. The number was highest in FY 2022/23 (40,000), declining to 35,000 in FY 2023/24 and further to 26,000 in FY 2024/25. Among those in irregular status, almost all were reported to be males; the Embassy estimated that only around 500 women workers were in such a situation. The Embassy also reported that under the Malaysian Government's "Migrants Repatriation Program", a total of 8,973 Nepali nationals living illegally returned to Nepal between March 2024 and December 2025 after paying a penalty of Malaysian Ringgit (MYR) 500 each. Of these, 795 individuals (379 in FY 2022/23 and 416 in FY 2023/24) returned in coordination with the Embassy.

**Table 4.7 Number of Nepali workers with an illegal status, returns, and amnesties provisions, Malaysia**

FY	Estimated number illegal stay	Number who have returned to Nepal by paying of penalty	Number of Nepali workers offered amnesty and returned to Nepal
2022/23	40,000		1,478
2023/24	35,000		679
2024/25	26,000	8,973	916
Three-year average	33,667		1,024

Note that almost all Nepali workers were males, and only a few were females.

Source: Embassy of Nepal, Kuala Lumpur, Malaysia (received through correspondence), 2025.

The Malaysia Government granted amnesty to 1,478 Nepali workers illegally residing in Malaysia in FY 2022/23. The corresponding figures were 679 in FY 2023/24 and 916 in FY 2024/25. Of the 679 Nepali workers who received amnesty in FY 2023/24 379 returned to Nepal in coordination with the Embassy, while the remaining 300 returned through their own arrangements. Similarly, In FY 2024/25, out of the total 916 Nepali workers granted amnesty, 416 returned with the Embassy's support and the remaining 500 returned on their own.

The Malaysian Government has established a formal complaint-handling mechanism through the Department of Labour. Workers who enter Malaysia with a labour permit and through the official recruitment system can file complaints if they are not provided with employment in accordance with their contract— including agreed salary, daily working hours, and accommodation. However, the Embassy reported that workers who arrive without a labour permit, including potential trafficking victims, have little opportunity to use this complaint mechanism.

The Embassy also reported that one Nepali citizen was arrested in Indonesia on charges of migrant smuggling, and is currently under Police investigation. Furthermore, it is reported that there is no extradition treaty between Malaysia, Indonesia, the Philippines and Brunei, and that there have been no extradition cases from these countries to date.

**Embassy of Nepal, Islamabad** – The Embassy reported that there are some Nepali workers in countries under its jurisdiction, such as Turkiye (Turkey) and Uzbekistan. In Turkey, the Embassy estimated that there may be several thousand Nepali workers. It also stated that there is evidence of Nepali workers being brought to Pakistan after being promised employment in shipping companies in Iran and other countries; however, many of them are stranded in Pakistan.

The Embassy further reported that there is no formal mechanism to collect data of Nepali workers in countries of central Asia such as Uzbekistan, Tajikistan, Turkmenistan and the Kyrgyz Republic. Thus, it is not possible to estimate the number of Nepali workers who may have been smuggled or trafficked in these countries. However, the Embassy provided data on travel documents it issued during the reference period of this study (Table 4.8). The Embassy receives the request of travel documents through the online system of the Department of Consular Services in Kathmandu. Accordingly, the Embassy issued travel documents to 20 persons (16 males and 4 females) in FY 2024/25; 35 persons (21 males and 14 females) in FY 2023/24, and 15 persons (10 males and 5 females) in FY 2022/23. The Embassy reported that most requests came from Turkey, often involving Nepali nationals who attempted to travel illegally via Turkey to Greece or the United States and were subsequently arrested and detained.

The Embassy also reported that it issued travel documents in coordination with the Non-Residence Nepali Association. The Embassy has recommended to the Ministry of Foreign Affairs that unpaid Consulate General of Nepal be established in Turkey, Uzbekistan and the Kyrgyz Republic.

**Table 4.8 Number of travel documents issued by Embassy of Nepal, Islamabad**

FY	Male	Female	Total
2022/23	10	5	15
2023/24	21	14	35
2024/25	16	4	20

Source: Embassy of Nepal, Islamabad (received through the correspondence), 2025.

**Embassy of Nepal, Cairo** – The Embassy reported that there were no data available for Nepali citizens/workers illegally residing in countries under its jurisdiction. Also, there were no data available to assess the scale of Nepali citizens smuggled or trafficked in these countries, and no records of Nepali citizens being charged as traffickers or smugglers during the reference period of this report.

**Embassy of Nepal, Brussels, Belgium** – The Embassy stated that there may be no Nepali citizens/workers living illegally in Belgium, as the Government does not provide jobs for those who reside illegally. It further reported that there are no cases of migrant smuggling or related punishments during the reference period of this study.

Consulate General of Nepal, Jeddah, and Kingdom of Saudi Arabia-The Consulate General covers seven Provinces in West Saudi Arabia. It reported that no data are available on the number of Nepali workers living with irregular status in these provinces. However, it stated that the Saudi Government deported a total of 439 Nepali citizens in FY 2022/23 for involvement in illegal activities or for being undocumented. The corresponding figure was 385 in FY 2023/24. The Consulate General further reported that there is no provision in Saudi Arabia for granting temporary resident permits to Nepali victims of trafficking. However, the eight Nepali citizens who were arrested on charges related to illegal activities received amnesty in FY 2023/24. It also noted that access to justice for the victims of trafficking/affected persons remains limited due to the complex and costly legal system in Saudi Arabia, language barriers, and the low levels of education and awareness among many Nepali workers.

**Consulate General of Nepal, Kolkata, India** – The Consulate General reported that it has no data on legal actions taken against individuals or legal entities involved in trafficking in India. It noted that such information may be available from the Nepali Embassy in New Delhi.

**Consulate General of Nepal, Lhasa, Tibet, China** – It reported that it has no data on the number of Nepali citizens residing illegally in China, and that it has no information regarding Nepali citizens being victims of trafficking.

**Embassy of Nepal, Brasilia, Brazil** – The Embassy reported that four Nepali citizens were living illegally in Brazil during the reference period of this Report (one in FY 2022/23, two in FY 2023/24, and one in FY 2024/25). All of them were granted amnesty and returned to Nepal. The Embassy noted that human trafficking is treated as a serious crime in Brazil and Chile, and that both countries have effective legal frameworks. There were no complaints filed against business enterprises or private-sector actors for involvement in trafficking.-

**Consulate General of Nepal, Guangzhou, and People's Republic of China** – The Consulate General has no data on Nepali citizens residing illegally in China, nor any data on Nepali citizens being victims of trafficking. Although NGO personnel and Police interviewed during the field survey indicated increasing cases of trafficking of young women for marriage, the Consulate General noted that no administrative data on this issue were available from the Embassy.

**Consulate General of Nepal, Hong Kong** – The Consulate General quoted an NGO called ISS according to which there are approximately 300 Nepali citizens residing in Hong Kong with irregular status. However, it reported no data on the number of victims of trafficking.

#### 4.7 Protection-Related Activities: Findings from Provincial-Level Consultations

Box 4.2 summarizes the findings from provincial-level consultations on the implementation status of protection-related activities.

**On Identification of Victims** - According to the UNOHCHR's *Recommended Guidelines on Human Rights and Human Trafficking*, rapid and accurate identification of trafficked persons is a prerequisite for effective prevention. To achieve this, the guidelines recommend appropriate training for police, border guards, immigration officials, and other relevant actors, as well as strengthened cooperation among institutions.

In this context, participants in the provincial-level consultations were asked how victims in need of rescue and repatriation are identified. In Koshi Province, participants noted that “there is legal complexity, lengthy process, no clarity, no uniformity in legal process and understanding between the two countries and no effective coordination – the problem of victim identification and repatriation”. Interestingly, the participants in Madesh Province reported that survivors are often identified through family members and, at times, through the social media. Participants in Lumbini Province observed that survivors may hesitate to expose themselves due to low awareness of risk situations. Participants in Sudurpaschim Province emphasized that it is very difficult without self-reporting or reporting by parents, and that there is no effective mechanism in place to identify victims.

**On Government Support to Rescue and Repatriate the Victims from Abroad** – Across all Provincial consultations, participants reported that while structural and legal mechanisms have been established for the rescue and repatriation of trafficking victims, implementation remains weak and problematic. In Madesh Pradesh, participants noted that the family of the victims’ often have to bear the costs of repatriation themselves, which places an additional economic burden on already vulnerable households.

**On Safely Return to the Country and Reunion with the Family/Community** – Participants from all the four Provinces reported that only a few survivors return to their communities openly. Reintegration is particularly difficult for women trafficking survivors due to family mistrust, uncertainty about the future and mental stress. Participants of Sudurpaschim Province noted that safe return is often unsatisfactory, as social acceptance is low and families may not support the survivor.

#### On the Status of the Rights-based Reintegration and Protection

– In response to this question, participants reported that the role of the Government in ensuring rights-based reintegration and protection for victims is very limited, while the contribution of NGOs is commendable. The role of OCMC, SaMi project and other NGOs have been highlighted in the discussion. Participants from Sudurpaschim Province shared a good practice from Safe Houses, noting evidence of survivors being successfully reintegrated, including cases in which victims later married after staying in the Safe House.

#### On Availability of Rehab Services to Male Transnational Trafficked Victims

– Participants in all Province consultations stated that there are no rehabilitation services specifically targeting male trafficking victims. In Koshi Province, participants highlighted that men are increasingly being trafficked into high-risk and dangerous sectors, such as recruitment into war-related roles and employment in chemical production companies. They emphasized the urgent need to establish rehabilitation services for male victims. In Lumbini Province, participants observed that “men are generally less inclined to report themselves as trafficking survivors”. Similar concerns were raised in other provinces, where participants also stressed the need to establish Safe Houses for trafficked men.

#### On the Challenges for the Protection of the Victims/Affected Persons

– Participants in each province highlighted a range of challenges, including problems of identification of the victim, the complexity of rescuing victims from abroad, the migration of unskilled labour through unsafe channels; the limited and ineffective role of the state in protecting trafficking survivors; delays in compensation payments; victims’ reluctance or hostility toward reporting; challenges in maintaining survivors’ privacy; and the lack of long-term Safe House facilities. In Koshi Province, participants also noted that the modus operandi of human trafficking continues to evolve, the state has not been able to develop or apply appropriate mechanisms to address these changing patterns.

Box 4.2 An overview of protection related activities and implementation status in the district/Province

S.N.	Questions	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
1	What about the identification of persons who require rescue and repatriation to Nepal?	Problem of identification of the victims Lengthy process and no clarity in legal process of repatriation Lack of uniformity in the legal process and understanding between the two countries, combined with weak coordination, creates serious obstacles o repatriation.	Survivors are identified through their family members Sometimes, they are also identified through social media	Survivors do not want to expose themselves Low level of awareness to identify the risk situation among the affected persons themselves Legal process and mechanism for repatriation is problematic	Identification is not easy – When there is no self-reporting or parents reporting, they are not easily identifiable There is no mechanism to identify the victims
2	What is the status of government support for rescuing and repatriating survivors from abroad?	Strengthen the Nepali diplomatic missions abroad by making them more active and ensuring coordination and collaboration Enhanced coordination with civil society for the identification of survivors, rescue, relief, and repatriation	For rescue and repatriation, the PNCC, the Foreign Employment Board, and the Consular Services Department were found to be involved. In many cases, families had to send money to repatriate their relatives from abroad. Repatriation was also carried out through the SaMI Programme.	For immediate rescue, relevant agencies (District Administration, Police, and local governments) coordinate and cooperate, but planned programmes have not been implemented as expected.	Rescue through the Embassy, MoLESS
3	What is the status of safe returns to the country of origin, returns to the community, and reunions with the family?	Survivors often cannot return openly because society still views survivors and affected persons negatively. Only a few survivors return to their communities, as many communities do not openly to accept them	Problem of reintegration with the family, especially for women Trafficked survivors face serious difficulties in meeting their daily needs	Lack of Government long-term plan Social discrimination, family mistrust Uncertainty about future (economic dependency, mental stress)	Repatriation is often unsatisfactory, as social acceptance is low and families do not support the victim.

S.N.	Questions	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
4	What is the status of rights-based reintegration and protection mechanism?	There are provisions on the reintegration of survivors that ensure the dignity and privacy of the survivors. However, these services could not be provided to all the survivors. These services are being provided by GOs, OCMC, NGOs	In the district, rights-based reintegration and protection services to the survivors is being achieved through the involvement of SaMi project, CMC Nepal, OCMC. In addition, there are provisions on psychosocial counsellors at the Local Level, and financial literacy program	There is no effective government mechanism in place. NGOs have assumed a major responsibility for protection and reintegration. Some awareness programmes were conducted through OCMC and the SaMi Project; however, due to limited resources within OCMC, these initiatives have not been implemented effectively.	Poor satisfactory of the Safe House/Counselling Skill based training, education, employment and evidence of marriage done from the Safe House are available
5	Are rehabilitation services available for male survivors of transnational trafficking?	Men are increasingly being trafficked into high-risk sectors, such as recruitment into war-related roles and work in chemical production factories and companies; however, rescue and rehabilitation services for these victims remain inadequate.		Men do not generally report themselves willingly as trafficking survivors. No Government mechanism is established (rehab centre, social structure and skills and employment)	People living with irregular status are rescued through the Embassy and the Ministry of Foreign Affairs. Those in irregular status are rescued with support from the Embassy and the Ministry of Foreign Affairs.

S.N.	Questions	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
6	What are the main challenges in protecting survivor?	<p>Complex and lengthy procedures</p> <p>Limited rescue capacity</p> <p>Difficult victim identification</p> <p>Lack of long-term protection</p> <p>Homes</p> <p>Lack of decent employment opportunities in the country, and lack of relevant job at abroad</p> <p>Survivors not aware themselves</p> <p>No effective implementation of the law</p> <p>As the process of human trafficking has been changing, the state could not identify the appropriate mechanism to tackle it (evolving trafficking methods)</p>	<p>No adequate evidence of effective law enforcement</p> <p>Human resources for information dissemination are insufficient.</p> <p>Resources are inadequate to extend programmes down to the ward level.</p> <p>Awareness programmes are not conducted in a timely or regular manner.</p> <p>The state plays a limited and ineffective role in protecting survivors, including in providing basic support (food, shelter, and clothing) and creating employment opportunities.</p> <p>The state continues to send workers abroad without ensuring that they have the necessary skills.</p>	<p>Political protection for traffickers</p> <p>Social and family discrimination</p> <p>Delay in the identification process of survivors</p> <p>Problems in ensuring timely compensation payments.</p>	<p>Inadequate access to shelter and food for survivors.</p> <p>Limited employment placement and livelihood support.</p> <p>Difficulties in reintegration with the family</p> <p>Survivors may become hostile or reluctant to cooperate due to political pressure, threats, or false promises from perpetrators.</p> <p>Suicide attempts and severe psychological distress among some survivors.</p> <p>Challenge in maintaining survivors' privacy</p> <p>Insufficient or inappropriate counselling services</p>

## Chapter 5

### ◆ Prevention, Cooperation and Border Measures

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The central aim of this Chapter is to assess the Government policy, institutional arrangement, border measures adopted to prevent trafficking in persons. The Chapter also critically evaluates the NGOs responses to trafficking and assesses the impact of the ban on women's migration for domestic work in GCC countries.

#### 5.1 Comparing of Nepal's Progress with Neighbouring Countries

Nepal's progress in prevention and combating trafficking in persons appears to be unsatisfactory compared to other South Asian countries like Bangladesh, India, Pakistan and Sri Lanka. The US Government's *Trafficking in Persons Reports* ranked Nepal in Tire 2 Watch List (WL) in both 2024 and 2025 years while other South Asian countries have been ranked as Tire 2 in the comparable years (Box 5.1). In Nepal's Country Narrative, US Government's *2025 Trafficking in Persons Report* states that:

*The Government of Nepal does not fully meet the minimum standards for the elimination of trafficking....the government did not adopt draft amendments to criminalize all forms of labour and sex trafficking. Serious concerns of official complicity in trafficking crimes remained. The government did not finalize pending SOPs for victim identification ... Officials did not consistently refer victims to care, and identification of and protection for male victims and victims of transnational labour trafficking and bonded labour remained inadequate. Government efforts to oversee recruitment agencies, hold fraudulent labour recruiters accountable, and protect Nepali migrant workers abroad remained insufficient (p. 1).*

According to the US Government's *Victims of Trafficking and Violence Protection Act 2000 (TVPA)*, a country cannot remain in Tire 2 WL for more than two consecutive years. The country has to uplift its ranking to Tire 2 in the third year or it may be downgraded to Tire 3. Countries ranked in Tire 3 would be subject to the US Government non-humanitarian and non-trade funding, and to restrictions for Government employees participating in educational and cultural exchange programs. Looking at the trends of US TIP Reports ranking by county over the years, it is evident that a country that has been ranked Tire 2 WL for two consecutive years can be lifted to Tire 2 in the third year. For example, South Asia, Pakistan and Sri Lanka were ranked as Tire 2 WL in 2020 and 2021, but all were uplifted as Tire 2 countries in the following years, given their adequate progress in meeting the standards for the elimination of trafficking.

**Box 5.1 Comparing Nepal's efforts to combat trafficking in persons with other selected countries in South Asia countries**

Country	2020	2021	2022	2023	2024	2025
Nepal	Tire 2	Tire 2	Tire 2	Tire 2	Tire 2 WL	Tire 2 WL
Bangladesh	Tire 2	Tire 2	Tire 2	Tire 2	Tire 2	Tire 2
India	Tire 2	Tire 2	Tire 2	Tire 2	Tire 2	Tire 2
Pakistan	Tire 2 WL	Tire 2 WL	Tire 2	Tire 2	Tire 2	Tire 2
Sri Lanka	Tire 2 WL	Tire 2 WL	Tire 2	Tire 2	Tire 2	Tire 2

Source: US Department of State, 2020, 2021, 2022, 2023, 2024 and 2025.

**5. 2 Void in Comprehensive Policy and Action Plan**

Currently, Nepal has no comprehensive policy and action plan being implemented to prevent and combat trafficking in persons and to protect victims of trafficking from re-victimization as per the TIP Protocol Section III.

The current periodic Plan, the Sixteenth Plan (FY 2024/25-2028/29) in its Chapter of 'Gender Equality, Social Justice and Inclusive Society' briefly hints about the elimination of trafficking in persons, especially women and children. Notably, it provides only one quantitative target related for addressing trafficking in persons: the number of 'districts operating rehabilitation centers for victims of human trafficking' to be increased from 10 in the base year 2024/25 to 15 in 2028/29 (National Planning Commission, 2024: p.149). The Plan has not incorporated targets for elimination of trafficking and neither has it quoted the targets from the Sustainable Development Goals. The Plan fails to recognize 'the factors that increase the vulnerability to trafficking, including inequality, poverty, and all forms of discrimination and prejudice' as envisioned in Recommended Principles on Human Rights and Human Trafficking (Office of the High Commissioner for Human Rights, no date: p. 9). Furthermore, the Recommended Principle suggests adopting strategies for the prevention of trafficking that target root causes while also supporting other development interventions. These include livelihood programs, education for children and youth, safe migration information (especially for women), public awareness programs, information campaigns, maintaining legal documentation such as birth, marriage and citizenship records, and reviewing policies that may inadvertently push people into risky situation.

In the past, Nepal adopted the first National Action Plan (NPA) against Trafficking in Children and Women for Sexual and Labour Exploitation 1998 (revised in 2001). It identified eight areas of action and four cross-cutting issues, namely, sustainability, gender, human rights-based approach and child participation (National Human Rights Commission, NHRC, 2008). In 2012, the Government of Nepal adopted a 10-year National Plan of Action against Human Trafficking especially Women and Children 2068 (2012) (Ministry of Women, Children, and Social Welfare, 2012). The main objectives of the NPA were to i) strengthen institutional mechanisms and structures to effectively combat human trafficking ; ii) enhance the professional capacity of agencies working to address human trafficking; iii) promote social care and protection for high-risk vulnerable communities and families; iv) promote coordination, collaboration, and cooperation among stakeholders in line with regional and international commitments; vi) effectively increase access to justice end impunity; vii) foster good governance by addressing the issue of human trafficking.

The NPA focused on five internationally identified priority areas, namely, prevention, protection, prosecution, capacity development, and coordination, collaboration and cooperation.

The 10-year tenure of the NPA ended in 2021. The Ministry of Women, Children and Senior Citizen – a nodal agency - has yet to conduct the final evaluation of the NPA to identify good practices and areas for improvements. Additionally, the new NPA still has to be drafted, incorporating emerging trends in trafficking in persons and migrant smuggling, and taking into consideration of the Federal structure of the country.

**5. 3 Institutional Arrangement**

The institutional arrangements for preventing and combating trafficking in persons have remained the unchanged from the

version in place prior to the promulgation of the Federal structure of the country 2015. The Bill of Amendment of the *Human Trafficking and Transportation (Control) Act 2007* has, however, proposed to establish institutional mechanisms that assign responsibilities to all levels of the government of Nepal: The Federal, Province and Local. The Bill is awaiting approval in the Federal Parliament. To date, the Ministry of Women, Children and Senior Citizens (MoWCSC) is the nodal agency for the coordination, supervisions and monitoring of anti-trafficking programs implemented by different GOs, I/NGOs and civil society organizations in the country.

Under the Ministry, the National Committee on Combating Human Trafficking (NCCHT) has been established as the supreme body responsible for the formulation, implementation, coordination, monitoring and evaluation of counter-trafficking initiatives nationwide. The Committee is Inter-Ministerial and Inter-Organization. The National Committee provides for the creation of District Committees, with Local Committees subsequently established in Municipalities or Rural Municipalities. However, this institutional arrangement has not been fully functioning due to the changes in the Governance system in the country. According to the NCCHT Secretariat, District Committee on Combating Human Trafficking (DCCHT) have been formed in 11 out of 77 districts of the country as per the Regulation. These districts include: Kathmandu, Sindhupalchok, Kaski, Banke, Surkhet, Rupandehi, Ramechhap, Parsa, Jhapa, Kailali, and Chitwan. However, it is unclear to what extent these committees are active and functional, particularly regarding their ability to keep records of survivors and persons vulnerable to trafficking, carry out district-level rescues, and support survivors as required by the Regulation. Persons vulnerable to trafficking. There is no reliable data how many Local Committees have been established and are actually operating at the Municipality or Ward Levels.

### Meetings and Important Decisions of the National Committee

The MoWCSC was enquired about the regularity of National Committee meetings and decision-making during the study period (FY 2022/23-2024/25). The responses indicated that NCCHT meetings have been conducted regularly in accordance with the requirements of the Regulation. The Regulation mandates that Committee meetings shall be held every three months, and may be convened earlier if necessary. Analysing the key minutes of the NCCHT in these FYs, the NCCHT made some important decisions related to the rescue and repatriation of human trafficking survivors. It recommended taking legal action against perpetrators, allocating budget to the NGOs running Rehabilitation

Centers, delivering court-ordered compensation to survivors and covering the Centres' expenditures. Example of decision of the National Committee (FY 2023/24):

*Send to advance of Rs. 701,431 to Nepali Embassy in New Delhi from the Rehabilitation Fund to rescue and repatriate 28 Nepali citizens (men) made captive in Kashmir area of India. The money can be spent for expenditure of transport, food, local transport, buying of clothes required for survivors and their well-being and health check-up.* (Translation from Nepali language to English imply only meaning of minutes).

The following paragraphs presents another excerpt from FY 2022/23:

*1) Make available the money for rescue of a Nepali woman and her twin babies being born unnaturally from Oman to the Nepali Embassy, Muscat through the Foreign Ministry. The victim woman originated from Sindhupalchok district who reached to Oman illegally and was working as a domestic worker.* (Translation from Nepali language to English imply only meaning of minutes).

*2) Make a request to the Ministry of Home Affairs to bring the perpetrator of survivor Urmila Nepali into justice.*

*Pay the compensation Rs. 300,000 to the survivor of trafficking as decided by the district court on February 6, 2018 and according to the letter of Secretary of the Victim Rehabilitation Fund of the Supreme Court on September 3, 2023 case no: 077-cc-0396'.*

Although NCCHT decided to provide compensation to the survivor, more than five years had already passed between the court order and NCCHT decision. This indicates a severe delay in delivering redress to the victims.

### 5.4 Assessing the Performance of District Committees and Local Committees

#### 5.4.1 District Committees

In the study, a total of 19 District Administration Offices (DAOs) have been asked to provide the status of formation of the District Committee on Combating Human Trafficking (DCCHT) according to the Section 6 of the *Human Trafficking and Transportation (Control) Regulation 2007*, along with information on programs/activities against trafficking in persons conducted during the reference period of this study. The DAOs were contacted in line with the Regulation, which appoints the Chair of the DCCHT as the CDO and a DAO officer as its Member Secretary. The following

DCCHT have responded to the NHRC.

### DCCHT Kanchanpur

It is reported that DCCHT was formed according to Section 6 of the Human Trafficking and Transportation (Control) 2007 Regulation meeting are being conducted. Regularly During the reference period, no request for issuing identity certificates for trafficking survivors (such as birth registration or citizenship certificates,) were received by the DCCHT. In Kanchanpur district, two Local Committees at the Municipality Level were established in Bhimdutta Municipality and Dodhara Chadani Municipality. The DCCHT reported that there are no Rehab Homes in Kanchanpur but there are some Shelter Houses operated by Maiti Nepal and Afanta Nepal. DCCHT regularly monitored these Shelter Houses.

DCCHT reported that during the reference period, it conducted awareness programs in schools, house-to-house campaigns and in 2024/25 it also reached to transport workers and adolescent girls. With respect to number of rescue, in FY 2023/24, 197 persons (73 girls, 9 boys and 115 women) and in FY 2024/25, 276 persons (115 girls, 14 boys and 147 women) were rescued. Note that it is not clear whether these all persons were trafficked vulnerable populations or they were victims of other forms GBV such as rape, domestic violence.

Examining the meeting minutes of the DCCHT held on September 1, 2024, it appears that there is good coordination and collaboration between the Government, NGOs and private sectors in Kanchanpur district in combating human trafficking. The Committee is comprised of eight members including Chair of the DCCHT. The meeting minute shows that all the Committee members including the 18 other invited members attended the meeting with participation from the District Attorney Office, District Police Office and District Administration Office (member secretary), and the Chief of Kanchanpur District Coordination Committee. The following NGOs working for safe migration and anti-trafficking issues in Kanchanpur district also attended the meeting: NEEDS Nepal, WHRD, Sahasi Mahila Nepal, Ashis Samajik Sewa Sastha, INSEC, Afanta Nepal, WHR, PRC, Three Angles Nepal, Tiny Hands, NGO Federation and NNSWA. In addition representatives from the private sector (such as hotel professional organization, the transport sector and the media) were present at the Committee meeting. One of the key decisions of the Committee was the need for NGOs working against trafficking in the district to provide updated records and activity reports to the DCCHT on a quarterly basis.

### DCCHT Surkhet

The DCCHT was formed according to Section 6 of the Human Trafficking and Transportation (Control) 2007 Regulation and the meetings are being conducted as required. In FY 2023/24, the DCCHT in coordination with Aawaj Sastha – a local NGO – supported in issuing an identity certificate for a trafficked person whose identity was unknown. The Committee monitored the Safe House of the Aawaj Sastha regularly and reported that the following anti-trafficking awareness programs were held in the reference period:

- In FY 2022/23, the DCCHT in coordination with NGOs in the district conducted public awareness programs against human trafficking at the school and community levels through organizations of different street dramas, discussions and interactions. A total of 519 persons (336 women and 183 men) participated in the program. Another 1400 people benefited from Radio Jingle and dissemination of posters. Furthermore, the District Police Office Surkhet conducted eight public awareness events in this FY.
- In FY 2023/24, the DCCHT celebrated the National Anti-Trafficking Day with the participation of stakeholders, groups of mothers, youth groups, and adolescent groups, conducting various interactive sessions and street dramas.

A total of 675 people (545 women and 130 men) participated in the program.

- Additionally, the District Police Office Surkhet carried out 82 awareness events
- In FY 2024/25, the DCCHT carried out the following: i) communicated with stakeholders regarding the prevention of human trafficking; ii) provided information on safe labour migration to individuals applying for passports at the District Administration Office; iii) requested all the Local Levels to organize awareness programs; and iv) requested the Ministry of Social Development of Karnali Province to include anti-trafficking messages during the *Teej* song competition and v) distributed and displayed pamphlets and leaflets in public and private transport vehicles in the bordering Municipalities of Surkhet district – Bheriganga Municipality and Panchapuri Municipality. Also, the DCCHT reported organizing an interaction program aimed at enhancing knowledge on legal aids and human trafficking prevention among groups of mothers, youth

groups, adolescent groups and other stakeholders. A total of 205 persons (127 women and 78 men) participated in this program. Furthermore, the District Police Office Surkhet conducted 39 public awareness events in the district.

According to DCCHT Surkhet, it also sent the Annual Progress Report to the NCCHT. The Annual Report includes the number of women and children rescued and provided with rehabilitation and reintegration services.

The DCCHT identified three main challenges to effectively preventing and combating trafficking in the district: i) difficulties in collecting evidence of internal trafficking; ii) challenges in reintegrating trafficking survivors as they generally experience psychosocial trauma and iii) difficulties in identifying the underlying issues faced by trafficked persons.

#### DCCHT Sindhupalchok

The DCCHT was formed according to Section 6 of the *Human Trafficking and Transportation (Control) 2007 Regulation* and the meetings are being conducted as required. In FY 2024/25, the DCCHT supported a victim of gender-based violence in obtaining Nepali citizen certificate. It was noted that no trafficked persons requested Nepali citizenship or other legal documents in Sindhupalchok district. In response to the question regarding the number of Local Committees established through the initiative of DCCHT, it was reported that the following four Municipality level Local Committees have been formed:

- Chautara Sangachokgadhi Municipality
- Melamchi Municipality
- Panchpokhari Thangpal Rural Municipality
- Bhotekoshi Rural Municipality

The Committees in the Municipalities are not active and functional, however.

It is reported that DCCHT regularly monitored the following Safe Houses in the district:

- Women Rehabilitation Center, Sindhupalchok Chautara (operated by Shakti Samuha)
- Mahila Atmanirbhar Kendra Melamchi, Sindhupalchok
- Gramin Mahila Srijanshil Pariwar, Pangretar, Sindhupalchok

DCCHT reported several awareness programs launched in the reference period. In coordination with different NGOs, the DCCHT

celebrated the National Anti-Trafficking Day and 16-Days of Activisms against Gender Based Violence by carrying out different activities such as rallies, processions, interactions, and street dramas in the fiscal years under review. Furthermore, the DCCHT organized interactive programs among stakeholders about harmful practices and their impact on girl children and women.

In addition, the DCCHT in collaboration with Shakti Samuha rescued the following number of women and children in the reference period:

- In FY 2022/23, a total of 10 trafficked survivors (5 girls and 5 women) were rescued. In addition, 29 persons (13 girls, 3 boys and 13 women) of GBV were rescued.
- In FY 2023/24, 9 trafficked survivors (4 girls and 5 women) were rescued. In addition, 32 (16 girls, 3 boys, 13 women) GBV victims were rescued.
- In FY 2024/25, only 5 trafficked survivor women were rescued and 30 other (14 girls, 3 boys, 13 women) of GBV victims were rescued.

#### DCCHT Jhapa

Although detailed information on the activities of the DCCHT Jhapa is not available, the CDO of Jhapa district reported that the District Committee has regularly conducted meetings attended by attending of all of its members He stated:

*We are very much committed to combat the crime of human trafficking in all border points, security forces are being deployed and actively working and NGOs have also been actively engaged. We all are committed to combat the human trafficking.*

#### DCCHT Kailali

In the FGD with DCCHT members and NGO personnel in Dhangadhi, Kailali district, participants were asked whether the DCCHT is active what significant decisions it has made.

The FGD participants reported that *It is relatively more active in Kailali district. In the Committee, the NGO representation is also encouraging. NGOs like Maiti Nepal, PRC, and WOREC are there. The Committee was re-organized in 2024. Generally, its meeting is held three times in a year. The Committee has decided to form a Local Committee at the Municipality Level and has been lobbying for the establishment of Safe Houses with the support Province Government and Local Government.*

However, our field visit and discussions with NGO personnel and other stakeholders suggests that there is no institutional memory of the functions conducted by the DCCHT in many districts. Although the DCCHT chairperson is the Chief District Officer (CDO) and member secretary is the Section Officer in the District Administration Office, they rely on NGO members for documenting activities and even for proposing anti-trafficking activities in the district. Some participants also raised this issue. For example, the staff of the District Coordination Committee (DCC), Kailali complained that:

*There is vacuum in Government agencies when it comes to dealing with the issue of trafficking in persons. I suppose they have to learn from NGOs. If you are not aware of the issue yourself, how can you become the monitoring authority? The CDO in the district is very busy and he/she is also keep on changing. There is no institutional memory of anti-trafficking initiatives even conducted by DCCHT. I suggest establishing a special unit under the CDO office as the secretariat of DCCHT.*

#### Low Level of Involvement of Local Governments

In almost all the FGDs and consultation meetings with the NGO personnel, and other stakeholders, the Local Governments' involvement in anti-trafficking activities is rather discouraging and, at times, there is a total lack of awareness.

For example, the NHRC Sudurpaschim Province Dhangadhi circulated a letter to all the 88 Municipalities/Rural Municipalities of the Province to provide information on whether i) they have conducted any anti-trafficking activities during the FY 2024/25 and ii) whether they have initiated maintaining records of out-migration . According to the Joint Secretary, the NHRC office received responses from 73 Rural/Municipalities. Of them, 13 reported that they did not have any interventions; 26 initiated the process of maintaining records individuals migrating abroad for employment; another 15 reported that they started documenting migration to India and nine reported that they also operate reintegration schemes for returnee migrant workers.

#### Celebration of National and World Anti-Trafficking Day

During the field work, it was evident that in some districts, key stakeholders like Nepal Police, the education sector and NGOs participated actively in celebrating the World Anti-Trafficking Day and the National Anti-Trafficking Day. In Dhanusa, the Police Inspector of District Police Office reported that all the Women,

Children and Senior Citizens Service Centers in the district are set to organize World Anti-Trafficking Day (July 29).

In Dhangadhi, it was also found that District Education Coordination Committee, Kailali has circulated letters to all community schools and private schools in the district to observe the National Anti-Trafficking Day of *Bhadau 20, 2082* (September 5, 2025).

#### 5.4.2 Local Committees

It is found that some Local Committees have been formed in Rupandehi and Kapilbastu districts of Lumbini Province. According to the Coordinator of Maiti Nepal Bhairahawa who is also a member of the DCCHT of Rupandehi, the following Municipalities have adopted the Working Procedures for combating trafficking in persons:

- i. Sainamaina Municipality, Rupandehi district
- ii. Siddhartha Municipality, Rupandehi district
- iii. Buddhabhumi Municipality, Kapilbastu district
- iv. Krishna Nagar Municipality, Kapilbastu district
- v. Kapilbastu Municipality, Kapilbastu district

The Working Procedures were drafted with the support of United States Agency for International Development (USAID) and local NGOs including Maiti Nepal. Buddhabhumi Municipality has also established the Ward Committee according to the Working Procedure. The Mayor and Deputy Mayor also attended the Local Committee meetings. NGOs like Maiti Nepal has been urging the Municipality to allocate budget for carrying out anti-trafficking programs in the Municipality. In FY 2022/23, the MoWCSC conferred the national-award to the Buddhabhumi Municipality and its Mayor (Mr. Istiyak Ahamad Khan) for their commitment to combat trafficking in persons in the Municipality.

However, the implementation of the Guidelines stalled when the NGOs lost funding from external development partners such as USAID, as in the case of the Kapilbastu Municipality and Siddhartha Municipality. They issued the *Guideline for Combating of Human Trafficking and Transportation (Formation and Mobilization) Committee 2077 (2021)*.

In this section, we examine good practices in donor-NGO-Local Government collaboration that supported the drafting and adoption of the Guideline in both municipalities.

According to the Guideline of Kapilbastu Municipality, the composition of the Committee is inclusive, representing the public sector, the civil society and the private sector. In case of

Siddhartha Nagar Municipality, the Committee appears to be less inclusive as in the case of Kapilbastu Municipality. For example, in the Committee of Siddhartha Nagar Municipality, there are no representatives from schools, agriculture and private sector.

A number of relevant functions, duties and rights of the Committees have been incorporated in the Guideline, and these Guidelines can be replicated for other Local Governments. Key functions include i) organize local campaigns, ii) maintain and update records, iii) carry out the necessary discussions and inter-Local Level coordination and cooperation; iv) establish and mobilize a Fund, v) provide training and capacity-building guidelines for Municipality's Assembly members and other stakeholders; vii) coordinate and collaborate with other Local Government agencies, NGOs and the private sector viii) form and mobilize a Ward Level Committee, and ix) reorient municipal development or community-based intervention to better reach to vulnerable population in the Municipality.

Thus, many Local Governments have not established Local Committees on Combating Trafficking in Persons as required by the Regulation. In cases where Committees have been formed, they faced several problems. First, they are not active and functional. If they are supported by NGOs they are found generally active otherwise not. One of the key informants (Maiti Nepal Official) in Nepalgunj reported that in Banke district, the Local Committees in Nepalgunj Sub-Metropolitan and Khajura Municipality are active while the Committees in Narenapur and Duduwa Rural Municipalities are not. Second, the budget allocated by the MoWCSC has not reached on time to Local Committees. This is because the Ministry requires a separate account to release funds to the Municipality. On the other hand, the Municipality is not persuaded to open the dedicated account for Local Committees operations. The Municipality claims separate accounts cannot be opened for each of the funds it administers. Third, currently, there is no National Plan of Action on combating trafficking in persons in Nepal. It is argued that, had it been in place, the Local Governments would have been able to develop the Working Procedure on prevention of trafficking in persons accordingly.

## 5.5 Rehabilitation Fund, Balance and Expenditure Patterns

The *Human Trafficking and Transportation (Control) Act 2007* has made provisions to create a National Rehabilitation Fund for the rescue, repatriation, and rehabilitation of the trafficking survivors, as well as for the payment of compensation as mandated by the court. The Rehabilitation Fund is mobilized by NCCHT.

Box 5.2 presents the budget allocated to the Fund and expenditure patterns for the three FYs (2022/23 – 2024/25). The data demonstrate that, on the one hand, the amount allocated to the fund has been shrinking. On the other hand, the share of expenditure within the total budget allocated for FY 2022/23 to FY 2023/24 appears to be far too low to meet the needs for the protection and assistance of trafficking victims. For instance, the amount in the fund for FY 2022/23 was about Rs. 17.3 million which declined to Rs. 13 million and Rs. 5.9 million in the following fiscal years. On the other hand, only 62% and 47% of the allocated amount were spent in FY 2022/23 and FY 2023/24, respectively. In FY 2024/25 the expenditure rose to 103% of the remaining balance in the fund.

**Box 5.2 Budget allocation and expenditure of the rehabilitation fund, Nepal, FY 2022/23 – 2024/25 (in Rs.)**

Description	FY 2022/23	FY 2023/24	FY 2024/25
Total budget allocated to the fund	17,279,579	13094911	8914523
Expenditure patterns			
Spent through the Diplomatic Mission/Embassies abroad?	2500000 (23.3)	-	701431 (7.6)
Spent in Rehabilitation centers	8250310 (76.7)	5,884,688 (95.1)	8368472 (91.2)
Compensation paid pursuant to the court's order	-	300,000 (4.9)	-
Family reunion after repatriation from abroad	-	-	110485 (1.2)
Total	10,750,310	6,184,668	9,180,388
% expenditure against the allocated budget	62.2	47.2	103.0

Note: Figures in parenthesis indicate the percentage.

Source: MoWCSC, 2025 (received through correspondence).

Looking at the spending sub-headings of the National Rehabilitation Fund across these three FYs (2022/23 – 2024/25), the expenditure has generally been distributed across five headings. However, in some years it was limited to only two headings, while in others it covered a maximum of three heading. In FY 2022/23, Rs. 10.1 million was spent. Of which, the largest share (77%) went to Rehab Centers, and 23% was spent through Diplomatic Missions abroad. In FY 2023/24, only Rs. 6.85 million were spent. Of which, the largest amount was spent by Rehabilitation Centers (95%) and only 5% were allocated to pay the survivor compensation as ordered by the court. In FY 2024/25, of the total spending of Rs. 9.2 million, 91%, 9% and 1% were spent by Rehabilitation Centers, Diplomatic Missions abroad and rescue and repatriation of survivors, respectively.

From the data, two main conclusions can be drawn. First, most of the fund is spent on operating Rehabilitation Centers, while little to no spending in some important areas such as rescue, repatriation, reintegration, and compensation of the survivors. Second, the spending capacity of the NCCHT appears to be low.

## 5.6 Other Relevant Government Agencies Responses

### 5.6.1 Safe Labour Migration Initiatives: The Role of MoLESS

The Ministry of Labour, Employment and Social Security (MoLESS) is the nodal Ministry for the formulation, implementation, coordination and monitoring of safe labour migration initiatives, and protection of migrant workers abroad. The Ministry reports that it has been carrying out a range of safe migration programs in the country in partnership with the International Labour Organization (ILO), the International Organization for Migration (IOM), the Swiss Agency for Development Cooperation (SADC), the Province and the Local Government. The Ministry claims that more than 1.1 million people in FY 2022/23, 1.2 million in FY 2023/24 and 750 hundred thousand people in FY 2024/25 have benefited from safe migration awareness programs in the country (Table 5.1). Among the beneficiaries, the number of males is significantly higher than that of females all the FYs. However, the share of female beneficiaries shows an increase trend: from 31% in FY 2022/23 to 33% in FY 2023/24 and to 38% in FY 2024/25.

**Table 5.1 Breakdown of potential labour migrants who received awareness on safe labour migration through the MoLESS, Nepal, FY 2022/23, 2023/24 and 2024/25**

Beneficiaries	FY 2022/23	FY 2023/24	FY 2024/25*
Total	1,108,203	1,236,938	748,954
Male	761,784	829,679	466,266
Female	346,419	407,259	282,688
Percentage			
Male	68.7	67.1	62.3
Female	31.3	32.9	37.7

Note: \* For FY 2024/25, it refers to 11 months (Srawan to Jestha, 2081 BS). This figure may be high, as when the MoLESS reported to NHRC it noted that the Foreign Employment Board has yet to report data.

Source: MoLESS, 2025 (received through correspondence).

Table 5.2 provides an overview of the geographical coverage of safe labour migration initiatives led by the MoLESS for the FY 2024/25. The MoLESS reported that safe migration initiatives like awareness raising, assistance for the victims and counselling have been implemented in all 77 districts but covering only 267 out of total 753 Municipalities/Rural Municipalities across the country. Thus, in terms of geographical coverage it covered 35.5% of all 753 Municipalities/Rural Municipalities in the country. In terms of distribution of beneficiaries, of the total 748,954 beneficiaries, the highest proportion was from Lumbini Province (23%), followed by Koshi (22%), Gandaki (18%), Bagmati (16.5%) and Madesh (15%) while the share of beneficiaries from Karnali (3%) and Sudurpaschim (2%) Provinces were very low. Furthermore, the share of beneficiaries does not correspond to the scale of foreign labour migrants from these Provinces. For example, during the three FYs (2019/20-2021/22), the Department of Foreign Employment issued 611,650 new labour approvals (MoLESS, 2022). Of them, the highest share of labour migrants was from Madesh Province (27%) while the number of safe migration programs beneficiaries was far lower in this Province (15%). Conversely, the share of beneficiaries of safe labour migration initiatives far exceeds the share of labour migrants in Gandaki Province (18% v 12.5%) and Lumbini Province (22.7% v 16.7%). In the case of Koshi, Karnali and Sudurpaschim Province, the share of safe migration initiatives and share of labour migrants are almost the same.

**Table 5.2. An overview of geographical coverage of safe labour migration initiatives (awareness raising, assistance for the victims and counselling etc.) led by the MoLESS, Nepal, FY 2024/25**

Province	Number of districts	Number of Municipalities	Total Beneficiaries	%	% of foreign labour migrants*
Koshi	14	48	164,345	21.9	21.5
Madesh	8	41	113,319	15.1	27.0
Bagmati	13	52	123,357	16.5	15.8
Gandaki	11	48	138,177	18.4	12.5
Lumbini	12	48	169,766	22.7	16.7
Karnali	10	15	23,154	3.1	3.8
Sudurpaschim	9	15	16,836	2.2	2.7
Total	77	267	748,954	100.0	100.0

Note: Municipalities here refer to both 'Municipality' and 'Rural Municipality' as designed by the Government of Nepal. Data refers to 11 months for FY 2024/25(July –May). \* Department of Foreign Employment issued 611,650 new labour approvals during the three FYs 2019/20, 2020/21 and 2021/2 (MoLESS, 2022: p. 66).

Source: MoLESS, 2025 (received through correspondence).

Furthermore, despite MoLESS implementing safe migration interventions, reports indicate that these interventions have not been informed by any mapping and identification of geographical areas, communities, groups or business sectors at high risk of human trafficking.

#### 5. 6.2 Responses of Office of the Prime Minister and Council of Minister

The Office of the Prime Minister and Council of Ministers reported that, during the study’s reference period, it issued several decisions that contributed to prevent and combat trafficking in persons in Nepal. It reported that in the Fifth National Human Rights Action Plan (2019/20-2024/25), there is a provision for the establishment of a mechanism/structure in partnership with Federal, Province and Local Governments to rescue, rehabilitate and reintegrate human trafficking survivors. This provision has also been incorporated in the Draft of the sixth National Human Rights Action Plan (2025/26-2030/31). In addition, the Prime Minister Office issued the following decisions:

- **Decision of the Cabinet of Government of Nepal (2079/1/23 or May 6, 2022)** - Approved the United Nations Resolution 1325 Women, Peace and Security, and

the Implementation of Resolution 1820 Second National Action Plan.

- **Decision of the Cabinet of Government of Nepal (2081/9/9 or April 21, 2024)** - Section 2 of the Asset (Money) Laundering Prevention Act, 2008 lists human smuggling, hundi, the use of digital or virtual currency, illicit transactions, illegal gambling, operating a casino without permission as offences of money laundering.
- **Decision of the Cabinet of Government of Nepal (2081/11/6 or February 21, 2025)** - Granted approval to submit the Bill 2081 (2025) of Human Trafficking and Transportation (Control) Act (First Amendment) to the Federal Parliament.
- **Decision of the Cabinet of Government of Nepal (2082/1/31 or May 14, 2025)** - For the purpose of approval of the Implementation of Action Plan for the Ending the Child Marriage 2082 (2025), the agenda shall be discussed at the Social Council and submitted to the Cabinet.

#### 5.6.3 National Statistical Office

According to the National Statistical Office (NSO), there is no special unit established under the office responsible to collect, compile and publish data related to human trafficking. The NSO has not yet developed any methods, indicators or criteria to estimate the scale of trafficking in persons in Nepal. However, it reported that the Nepal Multiple Indicator Cluster Survey (NMICS) 2019 included two questions assessing public awareness of human trafficking. These questions are as follows (Central Bureau of Statistics, CBS, 2020).

1. Now I would like to ask you about human sale [selling of human being] and trafficking. Have you ever heard about taking boys, girls, adolescents, men and women from one location to another (within the country, India or abroad) for work with or without their consent?

2. In your opinion, which of the following are human sale [selling of human being]? and trafficking?

- ◆ Buying and selling human beings for any motive
- ◆ Engaging others in prostitution with or without deriving any benefit
- ◆ Removing human organs except in accordance with law
- ◆ Engaging adolescent boys and girls in domestic work and entertainment work with their consent
- ◆ Engaging adolescent boys and girls in domestic work and entertainment work without their consent
- ◆ Engaging adolescent boys and girls in hazardous work with their consent
- ◆ Engaging adolescent boys and girls in hazardous work without their consent
- ◆ Taking boys and girls from one place to another in the name of education or adoption with their parent's consent

Unfortunately, the NSO did not incorporate these questions in the NMICS 2024.

## 5.7 NGOs Responses on Prevention Related Activities

### 5.7.1 Coverage, Targeted Interventions and Awareness Programs

In an NGO survey conducted for this study, a total of 17 NGOs responded to the NHRC about their program interventions. Among them, some exclusively focus on internal trafficking (Biswas Nepal and Chhori), other focuses on internal trafficking and safe migration (Aawaj Surkhet, CAN Nepal), and some are active in both cross-border and internal trafficking areas (Asha Nepal, Kumudini, Shakti Samuha, Shanti Milan Samaj, Subha Aawasar Gram Nepal, Sunita Foundation). Furthermore, others reported that they have intervention programs in all three areas, internal trafficking, cross border trafficking and safe migration (Nepal Investigative Multimedia Journalisms Network, Maiti Nepal, Saathi Sastha Banke, and Women Protection Center Hetauda). Afanta Nepal reported that it exclusively focuses on cross-border trafficking areas (Annex 5.1).

The NGOs were enquired about their main intervention areas. The majority reported that they work across all recommended components of anti-trafficking efforts, including prevention, protection, prosecution (legal aid), capacity building, coordination

and collaboration.

Annex 5.2 condenses the details of NGOs interventions: geographical coverage, number of beneficiaries, intervention areas, modality of interventions, and their key achievements in the reference period of this Report (FY 2022/23-2024/25). Findings reveal that a few NGOs have targeted interventions such as poverty alleviation, employment-oriented programs, health and education initiatives, and programs related to social and cultural rights. NGOs like Maiti Nepal, Afanta Nepal, Aawaj Surkhet, Asha Nepal, Biswas Nepal, CAN Nepal, Chhori and Kumudini reported some such targeted interventions. On the other hand, almost all 17 NGOs reported that they have awareness raising programs, capacity development programs and media mobilization interventions. Through awareness raising programs, these NGOs have reached communities, women's groups, mothers' groups, adolescent groups, child clubs, schools, and the wider community through social media, FM radio, and televisions.

NGOs like Aawaj Surkhet have also mobilized religious leaders to help end harmful practices such as child marriage, *Chhaupadi*, and violence against women and girls. Another NGO, Afanta Nepal, claimed that it has contributed to empowering trafficked persons and vulnerable populations by engaging them in self-employment initiatives and enhancing their dignity in society. Similarly, the NGO Biswas Nepal claimed that it has reached the most vulnerable age group of trafficking-adolescent girls and young women aged 18-24 years- in its program areas.

Maiti Nepal, the oldest and leading NGO in Nepal, has wide-ranging prevention programs, covering the district most prone to trafficking (Annex 5.2) during the reference period of this Report. Orientation programs for adolescent girls on human trafficking, orientation sessions for law enforcement agencies, and interactions with Local Governments, schools, and Police are some examples of prevention-related initiatives conducted by Maiti Nepal across its working districts. It also provided entrepreneurial and life-skills development training to the trafficked persons. Furthermore, it also provided safe labour migration counselling through the Offices of the Chief District as well as within communities and schools. It organized the annual conference of journalists, for example in Rupandehi district, to disseminate information about human trafficking as well as efforts undertaken to prevent and combat it. In addition, anti-trafficking messages and safe labour migration-related jingles have been broadcasted from FM Radio and Television at the local level. Maiti Nepal also reported its active involvement in celebrating National and World Anti-Trafficking

Days in collaboration with the concerned DCCHT and other NGOs in the districts.

NIMJN reported that it has been regularly publishing evidence-based stories of trafficked persons from across the seven Provinces of Nepal and also critically writing news articles opinion pieces on the implementation status of laws and policies in the country. Shakti Samuha, which is the first NGO for trafficking survivors in Nepal, reported that it has been reaching out across the length and breadth of the country, encompassing more than 21 trafficking-prone districts, and providing education support, income-generation support, life-skills development training to affected women and children. Subha Aawasar Gram Nepal implemented its programs in Kathmandu, Kaski and Rupandehi districts and claimed that it has contributed to supporting the livelihoods of many survivors and affected persons. In addition to awareness, employment and education support programs, Sunita Foundation has been reaching out to Provincial and Local Government stakeholders, making them aware of their role in preventing and combating trafficking in persons.

It should be cautioned that with the few exceptions of NGOs discussed above and in Annex 5.2, the majority of NGOs have limited geographical coverage and serve a limited number of beneficiaries.

In addition, some of these NGOs have also established the Border Surveillance Desks across the border between Nepal and India and other vital locations for counselling on safe migration and interception of persons vulnerable to trafficking without compromising the rights of migrants.

#### 5.7.2 Number of Persons vulnerable to trafficking Intercepted

On average, annually 7,400 vulnerable persons to trafficking have been intercepted by different NGOs in Nepal. Data reveal a fluctuating trend of persons intercepted, it increased from 5,920 in FY 2022/23 to 8,562 in FY 2023/24, but declined again to 7,671 in FY 2024/25. Disaggregated by sex, the majority were women (52%) and girls (42%) while boys and men combined comprised of 1.6 % and for rest were not reported (Table 5.3).

**Table 5.3 Distribution of persons intercepted by different NGOs at border points/routes/bus parks, Nepal, FY 2022/23, 2023/24 and 2024/25**

Age-Sex	FY 2022/23		FY 2023/24		FY 2024/25		Three-yearly average	
	N	%	N	%	N	%	N	%
Girls	1719	36.8	2637	39.9	2751	47.3	2372	41.6
Boys	78	1.3	81	0.9	122	1.6	94	1.3
Women	2203	47.8	3739	56.1	3320	50.8	2987	52.1
Men	30	0.5	25	0.3	19	0.2	25	0.3
Not reported	800	13.5	239	2.8	0	0.0	346	4.7
Total	4840	100.0	6721	100.0	5912	100.0	5824	100.0

Source: compiled from different NGOs, Please refer to annex 5.3a for disaggregated data NGOs.

The share of interceptions of vulnerable populations shows a marked variation across NGOs. More than half (53%) has been contributed by Maiti Nepal alone. This is followed by Tiny Hands Nepal (21%), Afanta Nepal (17%), PRC (7%) and the share of other NGOs are considerably lower compared to these four NGOs. According to Maiti Nepal's data, it operates surveillance desks at 17 border points, routes and bus parks across the country. The number of interceptions also varies considerably by location. The five sites with the highest interceptions reported by Maiti Nepal were Pasupatinagar border point (19%), Dhulekhel highway route (15%), Nepalgunj border point (14%), Gulariya border point (8%) and Bharatapur bus-park (5%) (Annex 5.3b).

## 5.8 Border Measures

### 5.8.1 Mapping the Border Surveillance Desks Operated by NGOs

Box 5.3 presents the operation of Border Surveillance Desks (BSD) established by different NGOs along the border between Nepal and India, and Nepal and China. The data show that BSDs have been established in major official border points between Nepal and India, stretching from the west to east: Gaddachauki, Gauribhanta, Nepalgunj, Madi Chitawan, Krishnanagar, Sunauli, Birgunj, and Dhanusa Railway stations, Biratnagar, Kakarvitta and Pasupatinagar. As described above, Maiti Nepal operates 17 BSDs, and Afanta Nepal manages 12. PRC maintains more than five BSDs, while other NGOs generally operate one or two.

Looking at the dates of establishment of the BSDs by NGOs, it appears that there has been a notable expansion of BSDs across the borders, especially within the last five years. However, in some locations, the BSDs have been in operation as long as 25-30 years. For example, among the 12 BSDs operated by Afanta Nepal across the country, two have been in place since 2006 in Kapilbastu and Sunauli, while new BSDs were recently established in Butwal Bus Park (2024), Jaleshowar (2024) and Jogmuni (2022). Maiti Nepal began establishing the BSDs as early as late 1990s in Bhairahawa-Sunauli, Birjung, Biratnagar and Nepalgunj. In addition, it has also operated surveillance desk since the early 2000s along major highways connecting Kathmandu valley to other cities of Nepal, such as Nagdhunga, Kathmandu and in Dhulekhel for the past 10 years. The newly established BSDs of Maiti Nepal are at Tikapur, Kailali (2021) and Gulariya, Bardiya (2016). PRC, Subha Awasar Nepal, Three Angles and Tiny Hands did not provide the dates of establishment for their BSDs. Shakti Samuha has operated a BSD in Nepalgunj since 2016 and another at the Sindhupalchok-China border since 2010. Subha Awasar Gram Nepal has operated BSD in Rupandehi-Kailidaha since 2022.

Our border observations reveals that at several major border points like Kakarvitta, Jogmuni, Birgunj, Sunauli, Nepalgunj, Gauribhanta and Gaddachauki, between three to five NGOs have established BSDs. In contrast, many smaller but porous border points have no BSDs operated by NGOs.

**Box 5.3 Overview of the operation of border surveillance desks between Nepal-India and Nepal-China, by border areas and NGO operations, FY 2024/25, Nepal**

S.N.	Name of border areas/ bus parks	Afanta Nepal	Maiti Nepal	PRC	Saathi Sastha, Banke	Shakti Samuha	Subha Awasar Gram Nepal	Subha Awasar Nepal	Three Angles	Tiny Hands
1	Mahendranagar-Gaddachauki	X (2076)	X (2059)	X				X	X	
2	Kailali-Gauriphanta		X (2057)	X					X	
3	Kailali-Tikapur		X (2079)							
4	Gulariya, Bardiya		X (2073)							
5	Nepalgunj-Rupaidiha	X (2066)	X (2056)	X		X (AD 2016)				

S.N.	Name of border areas/ bus parks	Afanta Nepal	Maiti Nepal	PRC	Saathi Sastha, Banke	Shakti Samuha	Subha Awasar Gram Nepal	Subha Awasar Nepal	Three Angles	Tiny Hands
6	Banke-Jayaspur custom				X (2076)					
7	Kapilbastu- Krishnanagar	X (2064)								
8	Rupandehi-Sunauli	X (2064)	X (2053)							
9	Rupandehi - Butwal Bus Park	X (2081)								
10	Rupandehi-Kalidaha						X (2079)			
11	Nawalparasi- Mahesapur	X (2074)								
12	Chitawan-Madi-Bagai bus park	X (2075)								
13	Chitwan-Bharatpur		X (2054)							
14	Nagdhunga, Kathmandu		X (2057)							
15	Dhulikhel, Kavre		X (2072)							
16	Dhunche, Rasuwa		X (2071)							
17	Birgunja-Raxaul	X (2068)	X (2053)							
18	Dhanusa-Zero mile bus park	X (2079)		X						
19	Dhanusa-Railway stations			X						
20	Jaleshowar-Mahottari	X (2081)								
21	Biratnagar-Jogmuni	X (2079)	X (2054)							
22	Jhapa-Kakarbhitta	X (2074)	X (2055)							
23	Jhapa-Bhadrapur									X
24	Illam-Pasupatinagar		X (2057)							
25	Sindhupalchok-China border point					X (AD 2010)				

Note: X refers to the operation of a border surveillance desk by an NGO. Figures in parentheses show the date of establishment of the surveillance desk. All dates are provided in the Nepali calendar of Bikram Sambat, which is 57 years ahead of AD. In two cases, the date is given in AD.

Galgaliya, Bhadrapur border – Only one NGO, Tiny Hands, has operated the BSD in Galgaliya. At this border point, it provides counselling services to approximately 20-25 women and children daily who are crossing the border. Staff from Tiny Hands claimed that:

*We have had good coordination with the Border Security Force (BSF) of India. If the BSF finds some Nepali women and children vulnerable of trafficking while crossing the border, they communicate with us and send them back to us for further enquiry.*

In Kakarbhitta border, there are five NGOs operating the BSDs. They include: i) Maiti Nepal; ii) Tiny Hands; iii) Sahashi Mahila Samuha Nepal; iv) Nava Aviyan Nepal and v) Afanta Nepal. These NGOs share one facility but maintain separate rooms for each organization. Typically, each NGO deploys two staff members per shift. The BDS generally opens at 6 am and closes at 6 pm. In addition, Nepal Police and APF Nepal are also involved in surveillance. These NGOs work in coordination with both the Nepal Police and APF Nepal. NGOs personnel also reported strong collaboration with the BSF India in detecting trafficked persons and intercepting individuals identified as vulnerable to trafficking.

**Birgunj border** – At this border point, four NGOs -Afanta Nepal, Maiti Nepal, PRC and Tiny Hands- operate BSDs. A staff member from Afanta Nepal, Birgunj (Manu) shared her experiences:

*People even from far districts of Nepal also use this border point. Brokers change the tactics from where they have to cross the border. Brokers use sometimes promises while sometimes coercive measures to transfer the victims. The victims are made semi-conscious by being forced to drink water mixed with drugs. In some cases, it is also found that brokers make victims addicted to drugs before them transporting them to India.*

In Birgunj, another staff member from Tiny Hands, who has worked as a counsellor for the past 16 years, shared her experiences:

*The trick of crossing the border has changed over time. Before perpetrators and victims usually used to cross the border together using the same vehicle, now they go separately. The perpetrator usually goes first, followed by the victim. Before, girls and women were trafficked mainly for the purpose of brothel-based prostitution. Now they are also trafficked for non-brothel based prostitution and also for performance of orchestra dance.*

In Birgunj, staff from Tiny Hands and Afanta Nepal reported several challenges in their work in border areas. First, due to the open border between Nepal and India, brokers can use different unofficial border points, making trafficking difficult to control. Second, the intercepted victims often resent NGOs and Police, thinking they are being prevented from earning opportunities.

This perception arises because perpetrators repeatedly assures them of good jobs and earning opportunities. Because of this, the victims do not like to complain against the brokers. Third, traffickers and victims are frequently connect through social media, making it difficult to apprehend traffickers. Finally, Police officials stationed at border often act inconsistently. At times, they say that it is not essential to intercept adult women, and that only vulnerable children should be intercepted at the border.

In Banke, the BSD of Shakti Samuha was able to intercept two girls even in Indian city of Lucknow. The case goes like

*Two adolescent girls from Bardiya district made a secret plan to run away from home to escape family problems and earn money for six months. A broker who was known via Facebook assured them that he would provide jobs in Jhansi, India, called them to come there.*

*Both adolescent girls ran away from their homes, crossed the Rupaidiha border, -and reached the Indian city of Lucknow. Meanwhile, the family in Nepal filed missing complains with the Nepal Police. The Police informed Shakti Samuha Banke about this incident. With the support of Indian Police and NGOs, Shakti Samuha staff travelled to Lucknow, where the two girls were intercepted on a bus going to Jhansi, and prevented from being trafficked.*

Source: The story was taken from Shakti Samuha, Banke

At Sunauli border, PRC staff were interviewed about the challenges they face working in border surveillance. They said:

*Victims often show anger toward organizations. They say, 'Why don't you let us earn a living? Why don't you let us travel? We have rights. We have also human rights'. When they come to the Safe House, they steadily began to realize their vulnerability to trafficking.*

These findings demonstrate how challenging it is, on the one hand, to ensure the human rights of migrants to cross the border freely, and on the other hand, to protect vulnerable persons from being trafficked.

#### 5.8.2 Porous Border Points: Coordination Mechanisms, Obligations of Transport Sectors

Our field study reveals that, due to the open-border between Nepal and India, there are several border points in which neither

NGOs nor the APF Nepal maintain surveillance. Additionally effective surveillance is often difficult to carry out in Rupandehi, PRC staff provided an example of how a marketplace in the border area can become porous for trafficking of persons:

*In addition to the Sunauli border, there are also other porous border points in Rupandehi district. The risk is particularly high on market days. For example, Phareni market, located close to Sunauli border, operates every Wednesday and Saturday. On these days, large crowds gather from both sites of India and Nepal to exchange goods and services. And, amid this crowd, women and children are at heightened risk of being transferred to the Indian side. There are no permanent Surveillance Desks in this area, instead, PRC operates mobile surveillance twice a week.*

The same situation of several porous border points in Banke and Bardiya districts has been reported by NGOs personnel. In Nepalgunj, the Coordinator of Maiti Nepal noted that, in addition to the BSD in Rupaidiha border point, Maiti Nepal also monitors Madhuwan, Balegaun, Surajpur, and Taratal in Bardiya district, as well as Harmeniya in Banke district. These are also considered sensitive border points. In Banke, Narananapur is another sensitive border point, but no NGO operates a surveillance desk there because it is one of the more remote areas in the district. He argued that surveillance in these border points becomes even more difficult during religious functions or marriage ceremonies held on both sides of the border. He argues:

*People living along the border sites of India and Nepal in Banke and Bardiya districts maintain close cross-border family ties, including marriage relations. During wedding ceremonies, large groups of people frequently travel from one side of the border to the other. Traffickers often exploit this movement and the crowded environment to transport victims across the border. It is considered ethically inappropriate to question or screen people when they are celebrating religious or marriage functions.*

In Kailali district, several border points are considered highly vulnerable: i) Khakraula; ii) Bhajani Municipality – Gulariya Ghat and Tikapur; iii) Khunpur and iv) Gauriphanta. Although four municipalities (Palika) share a border with India, reports indicate that effective surveillance is only in place at Guariphanta, while the other border points remain inadequately monitored.

#### **Cooperation Mechanism between Nepal and Indian Border Sites**

To strengthen coordinated efforts against trafficking in persons along the border areas, several good initiatives to detect and prevent trafficking in person have been introduced but in some cases they could not be sustained. For example, in Nepalgunj, the Coordinator of Maiti Nepal, Keshav Koirala, reported that the Indo-Nepal Joint Forum (INAF) was established in 2015 to enhance shared responsibility between Nepalese and Indian organizations in combating cross-border human trafficking. The Forum initially outlined a range of collaborative activities, including: i) cross-border interaction program; ii) joint monitoring at border points; iii) joint campaign at border, such as human chains; iv) orientations for local stakeholders, including participants from India; v) community visit at border area; vi) E-Networking between Indian and Nepal sides, vii) establishing a transit home on the Indian side of the border, and viii) rescue and reparation efforts. However, the initiative could not be continued due to the lack of funding.

At the Bhairahawa-Sunauli border point, another notable practice of counter-trafficking is evident. The Coordinator of Maiti Nepal (Bhairahawa), who is also a member of the District Committee on Combating Human Trafficking (DCCHT) in Rupandehi district, reported that a Core Committee composed of Indian security forces and a local NGO has been established on the Indian side. The committee aims to strengthen the control of trafficking in persons along this border area. Nepalese NGOs and security personnel maintain close coordination with this Indian Core Committee. However, ET has been noted that while Indian stakeholders mainly focuses on child trafficking, Nepalese actors address both child and adult trafficking. In Kanchanpur district, the Senior Superintendent of Police (SSP) of the Armed Police Force (APF) Nepal reported that the counterpart meetings between Nepalese and Indian security forces are held periodically to support cross-border and cooperation.

*The Indian Border Security Force (BSF) has consistently supported the rescue and interception of Nepalese citizens at risk of trafficking. However, their efforts are primarily focused on minors. To facilitate timely coordination, a WhatsApp group has also been created among security forces on both sides of the border to share information.*

#### **Obligations of Commercial Carriers and Private Transport Operators**

Findings suggest that means both public and private transport operators along the Nepal-India border have not been adequately monitored and lack clearly enforced obligations to detect and

prevent trafficking in persons. In some cases, transport staff are reported to have colluded with traffickers. For example, NGOs personnel in Gauribhanta border complained and reported the following:

*There is an increasing risk of trafficking of girls and women linked to transport workers, including those operating bus ticket counters. Currently, more than half a dozen such counters exist in the area, and travellers typically approach these workers first to purchase long-distance bus tickets to various Indian cities. By accepting additional payments from brokers, some transport workers reportedly assist in moving vulnerable girls/women across the border, often by transporting them on their own motorbikes. When questioned by the Border Surveillance Desk's staff about the identity of these girls and women riding behind them, they frequently claim that the individuals are their sisters and may even present their sisters' identity cards as proof. NGO personnel also reported cases where girls were escorted through forested routes on the opposite side of the main road to avoid surveillance.*

At the Sunauli border, Personnel Recovery Center (PRC) staff reported a high volume of private vehicles with Indian license plates entering Nepal on a daily basis. When these vehicles go back to India, they often travel at a high, making it difficult for authorities to inspect the cars properly. This situation poses a significant risk of women and girls being transported across the border under the pretence of being relatives or ordinary passengers.

#### **Fraudulent Travel Documents and Use of Visit Visa**

Across almost all the border points that we have observed, from east Kakarvitta to the west Gaddachauki, NGO staff and police officials reported an increase in the use of fraudulent travel documents to facilitate crossing the border. It is also difficult to verify the authenticity of such documents, making it even more difficult to determine whether they are original or fake. In some cases, victims may even travel with authentic documents such as citizenship certificates or recommendation letters issued by local governments. Additionally, the use of forged Indian Adhaar cards to cross the border has reportedly been on the rise.

**In Kakarvitta, staff from Nava Aviyan Border Surveillance reported that:**

*Nepali workers cross the Kakarvitta border every day to travel to Qatar, Kuwait, and Dubai, and other Middle East Asian countries. People claim that the airfare to these destinations is much cheaper*

*from Indian airports than from Nepal. However, when they travel through this border, many migrants are found carrying fraudulent travel documents, and many do not even know what kind of travel documents they are carrying with them. In July 2025, when we questioned a woman traveling on a visit visa, we discovered that her passport was due to expire within one week.*

The DSP of Kakarvitta Illaka Police Office also reported that the number of persons crossing the Kakarvitta border using visit visas has increased after the visit visa scam at Kathmandu's TIA in June 2025. Another NGO staff member interviewed in Kakarvitta similarly reported that it is often difficult to verify whether the travel documents people carry are valid. But many travellers themselves do not know the types of documents they possess and they simply say that they have been prepared by brokers.

A participant in a FGD in Birtamod Jhapa (a staff member from Afanta Nepal) also stated that 'it is difficult to verify the travel documents. Travellers may even bring the Government's labour permit letter, but it is hard to determine whether it is genuine or not'.

#### **5.9. Findings from the Province Consultations: Implementation Status of Prevention-Related Efforts**

During the Province Consultations, participants were asked to reflect on the current situation of prevention-related activities taking place in their districts/Provinces or within their areas of work, and also assess the status of implementation. To facilitate the group discussions, participants were given a check-list containing six open-ended questions related to different aspects of prevention: mapping of high-risk areas and communities, factors contributing to risk, availability of prevention mechanisms at the sub-national level, targeted economic and social empowerment programs, risks of trafficking during disasters, and key challenges (Box 5.4).

#### **On Mapping of the Most Risk Municipalities and Communities**

– Across the Provincial consultations the participants identified areas, communities and groups most at risk. While participants from Koshi Province s pointed to densely populated districts-Jhapa, Morang and Sunsari-, participants from Madesh Province could only identify a few Municipalities in Dhanusa district. In Lumbini Province, participants highlighted three high-risk areas: i) municipalities bordering India; ii) emerging towns located along major highways and iii) squatter settlements. In Sudurpaschim, participants listed several densely populated municipalities from

Kanchanpur, Kailali, Baitadi and Darchula districts as being highly vulnerable to trafficking in persons. The age group considered most at risk is young women and girls aged 18–25.

**On Reasons for Risk** – Having analysed the reasons provided by the participants, both push and pull factors emerged as contributing to the risk of trafficking. Among the push factors, all the participants expressed concern about the poverty, unemployment among youth, dysfunctional families, gender-based violence and disaster. Some new factors – such as the increased tendency of fake marriage, love marriage, and the misuse of social media and technology – also appeared as push factors. On the other hand, high expectations, the growth of modern job markets such as the entertainment sector, the demonstration effect, aspirations for a luxurious lifestyle, and various promises all emerged as the pull factors.

**On Mechanism for Prevention at the Sub-National Levels**

– The participants in all four consultations reported that there is no mechanism at the sub-national level (Province or Local level) to address trafficking. Participants in Koshi Province listed only NGOs, media and Child Care Homes as being available at the local level, while they were not aware of any Local Governments forming or mobilizing committees for the prevention of trafficking in persons. In Madesh Province, participants complained that none of the Local Governments has initiated such efforts. For example, of the 18 Rural/Municipalities in Dhanusa district, none has established Local Committees as required by the Regulation aimed at carrying out prevention initiatives. However, they claim that

*Awareness raising programs through the use of audio/video jingles, banners, hoarding boards, street drama, and orientations in schools and communities are being carried out by different NGOs in the district.*

In Lumbini Province, the participants stated that although some Rural/Municipalities in Kapilbastu and Rupandehi districts had formed the Local Committees in the past, they are no longer functional. In Sudurpaschim Province, the participants reported that no formal sub-national mechanisms have been developed and no research on human trafficking has been conducted apart from a few awareness programs.

On Economic and Social Empowerment Programs – In all the Province consultations, the participants stated that they do not have much knowledge about the targeted socio-economic

empowerment interventions being implemented in the districts by the Local Government and Province Government. In Madesh Province, the participants reported that

*Many Rural/Municipalities have Labour and Employment Units in their offices to study employment and unemployment in their area. However, there are no effective economic and social programs implemented that target vulnerable populations such as Dalits.*

In Sudurpaschim Province, the participants reported that there has been no identification of the population vulnerable to trafficking, and there are no targeted development interventions either. They argue that:

*Local Government representatives perceive development only as infrastructure development – such as road construction or irrigation channels– and do not consider human development and anti-trafficking initiatives as part of development.*

**About the Risk During the Disaster Period**

– The participants were asked about whether they had observed an increased risk of trafficking during disaster such as floods, earthquakes, landslides, or other man-made disasters and the displacements that follows. Participants from all four Provinces unanimously stated that there is no specific policy to address trafficking during disaster periods. In Sudurpaschim Province, participants reported that they do not have updated data on whether disaster increases the risk of trafficking.

**On the Key Challenges for the Prevention of Trafficking in Persons**

– The participants identified several key challenges for the effective prevention of trafficking in persons, including as the following:

- Mobilizing Local Governments on social agenda;
- Establishing coordination and collaboration across all three tiers of Government;
- Establishing mechanisms to identify trafficking victims and vulnerable populations;
- Increasing employment opportunities for youths at the local levels;
- Managing the open-border and
- Collect data on trafficking in persons and safe labour migration, and maintain uniformity in data collection among the GOs and NGOs.

Box 5.4 An overview of prevention related activities and implementation status in the district/Province

	Sub-questions /Indicators	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
1	Mapping of high-risk municipalities, communities and groups	Jhapa - Kamal Rural Municipality (RM), Buddha Shanti RM Morang: Jihadi RM, Bhudhiganga RM, Dhanpal RM Sunsari – Barju RM, Duhawi Municipality, Harimagara RM, and hill and mountains location of Koshi Province Most risk communities – Ndigenous, Rai, Limbu, Dalit, Musahar Location – Settlement in the border areas, poverty-stricken areas	Nagarain Municipality of Dhanusa district Location: Jatahi border Age group: 12-28 years	The municipalities bordering India New emerging towns like Siddhartha Nagar, Krishna Nagar, Nepalgunj, Palhinandan and Municipalities along the highway Most risk communities/location: squatter settlements, areas with low literacy rates, poverty, unemployment, places with high levels of GBV	Kailali district: Dhangadhi, Kailari, Tikapur, Bhajani Kanchanpur: Punarbas, Belauri, Dodhara Chandani Baitadi: Dasharatha Chandra Municipality and Pancheshowar Rural Municipality Darchula: Mahakali Municipality Most risk age group: 18-25 years; individuals without parental support
2	Main reasons for risk	Poverty, unemployment, dysfunctional family environments, lack of awareness, social and cultural pressure and prestige; indignity, fake marriages, and the growing trends of having boyfriends/ girlfriends and living together Unregulated recruiting agencies	Poverty, unemployment, dysfunctional family environments, GBV, limited awareness Misuse of social media, High expectations, migration and growth of different modern job sectors Disaster	Technology, uncontrolled access to social media Demonstration effect, luxurious lifestyle aspirations, promises, and expectation of easy earning	Lack of awareness Unemployment Poverty/lack of education Dysfunctional family environments Gender-based violence The tendency to look for opportunities without being aware of the risks involved.

	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
<p><b>Sub-questions /Indicators</b></p> <p>3 Mechanism for prevention of trafficking at the sub-national level?</p>	<p>NGOs, Child Care Homes, Helpline, youth groups, Media</p>	<p>Province level Committee – No Local Committee – No</p> <p>There are 18 Municipalities in Dhanusa district, but none has established a Local Committee</p> <p>NGOs working in the area include WOREC Nepal, Maiti Nepal, Tiny Hands Nepal, Afanta Nepal, PRC</p> <p>Nepal Police, APF Nepal are also active</p> <p>Information and Communication efforts: Different Audio/Video Jingles, banners, hoarding boards, street dramas, and orientations in schools and community conducted by various NGOs</p>	<p>As per legal provisions, Local Committees have not been formed in all Municipalities, and where they were formed, they are not functional</p> <p>Municipalities with Local Committee: Siddhartha Nagar, Sainamaina and Thottama</p>	<p>No adequate mechanisms have been developed at the Province or Local Levels</p> <p>No research on human trafficking, except for a few awareness programs</p> <p>Lack of resources for research</p> <p>Inadequate information broadcasting by Province and Local Governments and other stakeholders</p> <p>Lack of managed Information Desks</p>
<p>4 Economic and social empowerment of vulnerable communities to trafficking</p>	<p>All three tiers of Governments should ensure the creation of employment opportunities.</p> <p>Manage skilled technical professionals</p> <p>Give priority to women and support them</p> <p>The Police takes GBV cases seriously when registered by women</p>	<p>Municipalities have established Labour Desks for the collection of information on unemployed persons, but there are no effective economic and social programs for empowering vulnerable communities</p>	<p>No effective empowerment programs implemented</p> <p>No effective implementation of budget</p> <p>Need to reach the target population through the Community responsibility budget</p> <p>Need to integrate labour in the private sector into the Social Security Fund</p>	<p>No identification of the vulnerable community by any GOs or NGOs</p> <p>No Province or Local level mechanism</p> <p>The State is not prioritizing human development issues and anti-trafficking activities</p>
<p>5 Who operates markets and labour-recruiting agencies? Monitoring and regulation</p>	<p>Local Governments</p> <p>Business community</p>	<p>o effective monitoring of markets</p>		<p>Political protection of crime</p> <p>Brokers</p> <p>Monitoring: Not effective</p>

	Sub-questions /Indicators	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
6	How is the risk of trafficking during disasters addressed?	Though identification of vulnerable groups Exchange of information Increase of boarder surveillance Integrate the relief and rehabilitation packages	No specific provisions seen	With the support from UN Agencies and other organizations, assistance in provided to vulnerable communities for rescue, shelter, protection, relief and dignity kit Local Government is active	No studies related to the risk of trafficking during disasters, and no updated data available
7	What are the main challenges for the prevention of human t rafficking?	Economic conditions Political interference Problem in law enforcement Complexity in administration Lack of coordination among the three tiers of the Government Family-related problems Influence of cultural and traditional beliefs Open border Lack of economic resource and materials	Complexity of implementing laws Open border, low number of security forces, and inadequate resources Indifference of elected representatives Political pressure No consistency between INGOs and NGOs data	Lack of coordination among the three tiers of the Government Political instability, poverty, deprivation, Open border, No concert initiatives from the Government site Lack of awareness of legal aspects, Misunderstandings Social agenda not prioritized by the government	Problems in identifying survivors Lack of skilled human resources Easy border crossing points Lack of awareness Lack of employment opportunities Lack of coordination and cooperation No joint campaign being conducted Lack of budget and lack of mechanism for budget mobilization High expectations

Source: summarized from Province level consultations, 2025.

### 5.10 Adverse Impact of Counter-Trafficking Measures

Several media reports, expert analyses, and even the government authorities have acknowledged that some counter-trafficking measures adopted by the Government of Nepal have unintentionally contributed to an increase in the trafficking and smuggling of women, particularly to Gulf countries. For example, the Government of Nepal imposed a ban on women migrating for domestic work in the countries of the Gulf Cooperation Council (GCC) about 10 years back.

For example, on June 4 2025, Kantipur Daily published a news report titled “Money being taken by restricting women’s feet for foreign employment.” The article cited a statement from Nepal’s former Ambassador of Kuwait, originally communicated through a diplomatic memo to the Ministry of Foreign Affairs MoFA and the Ministry of Labour, Employment and Social Security (MoLESS) on 22 May 2010. In the memo, he requested that the ban on Nepali woman migrating for domestic workers to Gulf countries be removed, arguing that the ban was “impracticable, passive and discriminatory”. He further stressed that the restrictions had not stopped women from traveling to Kuwait via India and had instead “become the source of additional income for some people” (p. 1). Moreover, in an exclusive interview with Kantipur Daily on June 8, 2025, the same former Nepali Ambassador stated that the

smuggling of women domestic workers has expanded beyond informal recruitment agents to include networks involving Non-Resident Nepali organizations abroad, with alleged links t to high-profile political elites in Nepal. He argued that:

All political party-affiliated organizations are active and maintain direct links to state institutions and senior political leaders in Nepal. Individuals accused of involvement in human smuggling – against whom the Embassy had recommended legal action – are often seen accompanying ministers and political leaders during their visits to foreign countries. . I’ve seen only a few Ministers who have fully followed the Protocol of the Embassy. Otherwise, they contravene the Protocol and conduct the meetings, visits, walks with those we have identified as the accused for human smuggling. No investigation have been initiated against the agents for whom we have recommended legal action (Kantipur Daily, 8 June 2025, p. 5).

The ban on women migrating for domestic work has remained in place for years, during which time it is reported that more than 150,000 women have been smuggled to GCC countries. The Government lacks reliable information on the working and living conditions of these women once they are employed in private households. Due to their illegal migrant status, there are no full records of domestic workers maintained either by Nepali

embassies or by the Department of Foreign Employment. As a result, these women remain largely outside the scope of established labour welfare and protection measures.

The Ministry of Foreign Affairs has also acknowledged that the ban has increased the vulnerability of women to smuggling and trafficking. On May 8, 2025, the Parliamentary Committee on Industry and Commerce and Labour and Consumer Interest summoned MoFA Secretary Mr. Amit Rai to provide a briefing on the impacts of the ban on women migrating for domestic work. The Secretary admitted that women continue to travel to Gulf countries despite the government's restrictions, and that the policy has failed to end illegal migration of women. He further reported that the government of Nepal has been unable to implement the conditions set by the Parliamentary Committee in 2017 regarding the safe deployment of women domestic workers to Gulf countries. One major reason is that the demand for domestic workers continues to be met through smuggling networks. Additionally, destination-country governments have shown limited interest in negotiating new bilateral labour agreements that would effectively protect women domestic workers from violence, exploitation, and trafficking situation.

### 5.11. Capacity Development and Cooperation

Armed Police Force (APF) Nepal: According to APF, Nepal, there are 1372 personnel deployed in 305 units across the border points between Nepal and India, and Nepal and China. However, only a very small number of these graduate and non-graduate APF personnel posted at the border have received capacity-building training on human trafficking. It is known that the APF Nepal did not have such capacity-building training in all the FYs covered in this study. The first capacity training was conducted only in FY 2023/24. In that FY, a total of 50 APF personnel (40 men and 10 women) received capacity-building trainings/orientations on human trafficking awareness raising. This represents less than 0.4% of all APF personnel posted at the border points.

The APF Nepal data reveal that it conducted awareness-raising programs on human trafficking in FY 2023/24 and 2024/25. In FY 2023/24 a total of 16 awareness -arising programs were held, benefiting 806 people. Similarly, in FY 2024/25, a total of 27 programs were conducted, benefiting 697 persons. According to APF Nepal, one of the major challenges for effective border governance is the inadequate number of human resources deployed across the border.

### NGOs in Capacity Development and Coordination

#### Maiti Nepal

2022/23

- Conducted a national -level workshop on the 'Role of My Political Party against Trafficking in Persons' on the occasion of 16th National Anti-Trafficking Day. Participants included carders and leaders from all political party and their sister organizations.
- Conducted inter-Palika (Municipality) coordination workshop in Kathmandu in coordination with the Government Attorney Office, Nepal Police, Local Government and civil society.
- Conducted a cross-border workshop on combating human trafficking.
- Conducted workshop on access to justice for victims of trafficking in coordination with the Office of the Attorney General. Participants included the District Attorney's Office, Nepal Police, Local Government, Kathmandu Metropolitan City, social organizations, and the Ministry of Women, Children and Senior Citizens.

### 5. 12 Knowledge of Human Trafficking: the NMICS 2019 data

Data from the Nepal Multiple Indicator Cluster Survey (NMICS)2019 provide an opportunity to evaluate the level of knowledge about human trafficking and the factors that influence such knowledge (Table 5.4). Overall, 72% women and 88% men reported that they had heard about human trafficking in the country.

Table 5.4 Percentage of women (aged 15-49 years) and men (aged 15-49 years) who have heard about human trafficking by selected characteristics, NMICS 2019, Nepal

Selected characteristics	Women	Men
Age group		
15-19	81.0	86.8
20-24	79.1	89.7
25-29	75.3	89.2
30-34	73.2	89.8
35-39	66.8	88.5
40-44	61.0	86.6
45-49	57.4	88.2
Province		
Koshi	80.5	85.1
Madesh	48.1	82.9
Bagmati	87.2	95.7
Gandaki	85.3	92.2
Lumbini	64.4	85.1
Karnali	55.1	83.4
Sudurpaschim	77.4	90.0
Education		
No education	41.2	64.4
Basic education (1-8 grade)	67.3	81.2
Secondary education (9-12 grade)	91.8	95.2
Higher education	98.3	99.3
Wealth index quintile		
Poorest	56.1	78.1
Second	65.4	83.7
Middle	68.1	85.9
Fourth	77.8	93.3
Richest	89.1	96.6
Total	72.2	88.4
Number	14805	5501

Source: Central Bureau of Statistics (CBS), 2020. Nepal Multiple Indicator Cluster Survey 2019, Survey Findings Report. Kathmandu, Nepal: Central Bureau of Statistics and UNICEF Nepal, pp. 409-14.

Awareness levels, however, vary by age, Province, education and wealth quintile. Among women, there is an inverse relationship between the age and knowledge of human trafficking – meaning younger women are more likely to have heard about human trafficking than older women. By Provinces, women in Madhesh show the lowest awareness, with fewer than half reporting that they had heard of human trafficking. This is followed by women from Karnali (55%), Lumbini (64%) and Sudurpaschim (77%). In comparison, more than 80% women in Gandaki, Bagmati and Koshi Provinces reported awareness. The proportion of women who have heard of human trafficking increases consistently with education level - from as low as 41% among women with no education, to 76% among those with basic education, 92% among those with secondary education, and up to 98% among women with higher education. This suggests that education plays an important role in increasing awareness of human trafficking. Interestingly, economic status as measured by wealth quintile also influences knowledge of human trafficking. For example, among women in the poorest quintile, 56% had heard of human trafficking. This percentage increased steadily across each higher wealth group, reaching as high as 89% among women in the richest quintile.

In the case of men, factors such as age and Province do not show much variation in whether they have heard of human trafficking. Only education and wealth quintile show a clear difference. For example, 64% men with no education had heard of human trafficking, with this figure increasing sharply with higher levels of education, reaching 99% among men in higher education. By wealth quintile, the share of men who had heard of human trafficking increased from 78% in the poorest quintile to 97% in the richest quintile.

## Chapter 6

# ◆ Criminalization, Punishment and Redress

This Chapter assesses the prevailing legal framework, law enforcement status and judicial responses to trafficking in persons. The Chapter further evaluates the efforts related to legal aid services drawing from the findings of province levels consultations and interactions.

### 6.1 Legal Framework and Amendments

As the international commitment, Nepal signed the UN Convention against Transnational Organized Crime on 12 December 2002, and ratified the Convention on 23 December 2011. It acceded to the *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime* in 2020. The acceptance of the Protocol represents a landmark event in Nepal's efforts to address trafficking in persons. The Convention provides a comprehensive international policy framework for countries of origin, transit, and destination to adopt measures to prevent trafficking, punish traffickers and protect victims and those vulnerable to trafficking. The Protocol's definition of trafficking in persons requires to examine not only sexual exploitation but also a range of mode of exploitative practices such as forced labour or services, slavery or slavery-like practices, and removal of organs, and movement or recruitment or harbouring or transportation of persons both within the country and outside the country. The scope of the Protocol applies to the prevention, investigation and prosecution of the trafficking offences when they involve transnational criminal groups or organized crime, as well as the protection of victims of such offences.

At the national level, Nepal's primary legal frameworks to address the trafficking in persons are the *Human Trafficking and Transportation (Control) Act 2007* and *Human Trafficking and Transportation (Control) Regulation 2007*. The aim of the Act is to control sale and trafficking in human being, protect and rehabilitate the trafficked victims and survivors. To harmonize national definitions, procedures, and measures with the international standards of TIP Protocol, the Government of Nepal is in the process of amending the Act. As discussed in Chapter Five, on 18 February 2025 the Cabinet approved the submission of the Bill 2081 (2024) to amend the HTTCA (First Amendment) to the

Federal Parliament, where it is still waiting for approval. According to the Ministry of Law, Justice and Parliamentary Affairs (MoLJPA), several revisions/amendments in the Act have been proposed to align the Act with the provisions of TIP Protocol.

**Definition** - The amendment proposes to broaden the definition of 'exploitation' to encompass all forms of forced labour or services and to criminalize such practices. The following acts are added as offences of human transportation under Section 4(2)(a) and 4(2)(b): 'taking a person not only foreign country but also within the country for the purpose of buying and selling or transportation from one place to another place' and 'different acts committed against the children with the intention of exploitation'.

**Scope of application** - The scope of the Act is expanded to include extra-territorial jurisdiction, stating that the "Act shall be applicable to Nepali citizens living in foreign territory who commit an offence against any persons under this Act" (Section 1).

#### **Protect the privacy and identity of victims and informants**

- To ensure the protection of victims' privacy and identity, as required under Article 6 of TIP Protocol, several additions to the Act have been proposed. In Section 5 (2) (Reporting) and Section 13 (Management of Rehabilitation Centres), it is proposed that authorities "maintain the confidentiality of the plaintiff and victim's name, caste, address and any details that cause to open the confidentiality". Section 20 further adds the obligation to "keep the confidentiality of all the details that expose the victim's identity and also keep confidential the identity details of the offenders or convicted persons provided the victim's family approves to do so." The amendment proposes to add in Section 25 "Without the consent of the victim, no one shall publish or broadcast, communicate through other communication means or public the real name, photograph or any information which is detrimental to the victim's character".

**Rescue, rehab fund and formation of committee** – The amendment proposes establishing the mechanism of rescue for the trafficked survivors from within the country or outside the country in coordination with National Committee, Province Committee and Local Committee (Section 12). It also proposes making the provision of the rehabilitation fund more manageable (Section 14), allowing it to be used for benefit of victims of trafficking. Furthermore, it recommends establishing separate committees at the province and local levels to control the crime and support the rehabilitation of victims (Section 23 (a) and (b)).

**Provision for confiscation of the instruments and proceeds** – The amendment proposes adding a provision to freeze the assets or passports of offenders involved in human trafficking and transportation offence in Section 8 (a). This increases the criminal liability of natural persons.

**Preventing trafficking persons from being prosecuted, detained** – In Section 16 (2), it is proposed that trafficked victims shall not be punished for the illegality of their entry into Nepal and shall be granted temporary residence<sup>1</sup>.

**Legal information and assistance** – Section 11 proposes to ensure access to dual language interpreters or experts in sign language for offenders, victims and witnesses. This provision broadens the entitlement of translators and interpreters not only for the victims but also for the offenders and witnesses, making the system more human rights friendly.

**Compensation to the victims** – The amendment proposes to providing compensation to victims based on the physical, mental and social harm experienced. For child victim, provide the compensation with the best interest of the child<sup>2</sup> (Section 17 (b)).

**Extension of surveillance** – The amendment proposes introducing arrangements for surveillance at international borders and international airports (Section 27 (b)). This provision reinforces the legal liability of the state for the surveillance in the border areas including in the international airports.

Comparing the proposed amendments to the Act, as tabled before the Federal Parliament as discussed above, with the gap analysis conducted by Forum for Women, Law and Development, FWLD (2020) in the Act, it is evident that while some recommendations have been incorporated, others are still missing in the amendment agendas. For example, in the preamble of the Act, there is a need to add the definition of the term "victim", and also redefine the

phrase 'protection of the victim person' to 'the protection of the rights of the victim person'. FWLD further recommends replacing the term "prostitution" in Section 15(1) with "sexual exploitation" to avoid the use of gendered and stigmatizing language. The study rightly proposes to establish and mobilize the temporary safe houses under the Nepal's foreign diplomatic missions for providing immediate rehabilitation services to trafficked victims rescued abroad, and obligating the state's responsibility for the repatriation of victims on their willingness (Section 12). Furthermore, it recommends to repeal the provision of punishment and imprisonment to the victim or the plaintiff who changes the initial statement in the subsequent statements in the court or who discards to cooperate with the court (Section 16.5). Among other recommendations, FWLD proposes to add a provision stating that a case filed under the HTTCA does not impede the case to be filed under the other Acts related to exploitation and cheating. It also suggests allowing a victim to file a separate civil case to claim for the economic compensation that she has suffered (Section 28).

#### Amendments in Other Relevant Laws

According to the MoLJPA, in the reference period of this Report, the following two acts have also been amended:

Human Trafficking and Human Smuggling Related - The Act to Amend Certain Laws Related to Prevention of Money Laundering and Promotion of Business Environment 2080 (2023) amended the Human Trafficking and Transportation (Control) Act 2006 by incorporating acts of human smuggling as offences related to trafficking. Specifically, human smuggling has been included under the category of human transportation offences, as provided in section 4 (2), sub-sections (c) and (d) of the Act.

*(c). Directly or indirectly, in order to obtain unlawful profit or other benefit, and of deceiving any Nepali citizen, foreigner or immigrant individual by making of duplicate or false documents and sending the person abroad or a country other than the person's country of residence or place and of the illegal entry of the person into the country of which the person is not a national or permanent resident.*

*(d). For the purpose of buying or selling, the acts of sending of someone to another country using Nepal as transit point or acts of brining someone to Nepal aiming to send any country.*

Related to foreign employment: Though the Foreign Employment (Sixth Amendment), Rule 28 of the Foreign Employment Regulation

2006 has been amended as follows:

*If a worker who has gone for foreign employment dies within the contract period or after one year of the termination of the contract period due to any causes, the close heir of the deceased shall be provided Rs. one million from the Fund as economic support provided that the attested documents of the death are submitted within one year of the death of the worker.*

While the Government of Nepal has amended some provisions of these Acts, and the Human Trafficking and Transportation (Control) Act is still awaiting revision in the Federal Parliament at the time of writing this report, studies conducted by NHRCN (2024) and civil society organizations such as by FWLD (no date), UNODC (2025) reveal that a number of laws still require amendment in order to fully comply with the provisions and measures embodied in the TIP Protocol. FWLD (ibid.) further argues that, as the majority of trafficked victims and vulnerable populations come from marginalized communities and women, the review of legal amendments of laws should be undertaken through a Gender Equity, Disability and Social Inclusion (GEDIS) lens. Accordingly, in addition to the Human Trafficking and Transportation (Control) Act 2006, the following prevailing laws of Nepal require amendments either in their preambles, in their definitions, or in other substantive provisions of the Acts:

- Child Labour (Prohibition and Regulation) Act, 2056 (2000)
- Labour Act, 2074 (2017)
- Foreign Employment Act, 2064 (2007)
- Organized Crime Prevention Act, 2070 (2013)
- Extradition Act, 2070 (2014)
- Legal Aid Act, 2054 (1997)
- Evidence Act, 2031 (1974)
- Nepal Citizenship Act, 2063 (2006)
- The Convicted Assets and Resource (Freezing, Seizing and Confiscation) Act, 2070 (2014)
- Mutual Legal Assistance Act 2070 (2014)
- Act Relating to the Rights of Persons with Disability, 2074 (2017).

The Department of Money Laundering Investigation (DoMLI) is responsible for the investigation of money laundering offences in Nepal. The Department also investigates whether such offences are linked to human trafficking and smuggling of migrants. During investigations, the Department may order the freezing of assets and resources used in the commission of offences. This measure helps deter offenders involved and prevents further use those assets for criminal activities. DoMLI has entered the MoU with

anti-human trafficking Government entities including with Nepal Police. The Department can share relevant information required for these entities if requested.

The Department has filed various types of cases, including offences related to banking, tax evasion, human trafficking, drug trafficking, smuggling of rare minerals, and fraud involving cooperative transactions. In the FY 2023/24, there was one case of money laundering linked to human trafficking, while no such cases were reported in FY 2022/23 and FY 2024/25.

The narrative of the case is as follow:

#### **Government of Nepal v. Alina Khatri including**

*The defendants, Apsara also known as Alina Khatri and Ajit Sha, were found to have acquired assets through the commission of the crime of human trafficking. They concealed the sources of their income and were found to have deposited the proceeds into fixed bank accounts and purchased real estate, including a house and land. These acts constitute offences under Section 3(1) (a), (b), and (c) of the Money Laundering Prevention Act, 2064, and the charges under Section 3 of the Act were proven.*

*The Department of Money Laundering Investigation prosecuted the defendants, requesting that the deposited amount of NPR 2,835,526.61 penalties (two million eight hundred thirty-five thousand five hundred twenty six Rupees and sixty one paisa) held in the names of Apsara, also known as Alina Khatri, and Ajit Sha be retained as security, that each defendant be fined an amount equal to twice the value of the illicit deposits, that they be sentenced to imprisonment, and that all property acquired through money laundering be confiscated.*

The Department reported that that there are no cases of money laundering registered against government officials or political appointees during the reference period of this study.

#### **6.2 Law Enforcement Response**

##### **6.2.1 Prevalence of Trafficking in Persons Cases Registered with Nepal Police**

What percentage of survivors of trafficking actually file a case against the offenders? In this context, an attempt has been made to estimate the prevalence of trafficking in persons cases registered with Nepal Police, drawing on data provided by Maiti Nepal, Nepalgunj (see Annex 6.1).

Over the past 22 years (2002-2024), Maiti Nepal, Nepalgunj

has intercepted 9,675 persons vulnerable to trafficking at the Nepalgunj-Rupaidiha border, rescued 390 persons from sexual and labour exploitation in India and abroad, and filed 98 cases with Nepal Police during this period.

Here, the prevalence rate of cases of trafficking in persons is defined as the total number of cases registered with Nepal Police (n=98) divided by the total number of survivors rescued from sexual and labour exploitation (n=390). Based on this calculation, the overall prevalence rate has been estimated to be at 25%. If the number of persons intercepted at the border is taken as the denominator, the prevalence rate of registration falls to only 1%. Since it is not known whose cases were filed— whether they concern only victims who were rescued from abroad or also those intercepted at the border – the prevalence of case registration should be interpreted as ranging from as low as 1% to as high as 25%.

#### 6.2.2 Reasons for Low Number of Trafficking Cases Registered, and Challenges to Effective Investigations

The AHTB, Nepal Police was asked about the challenges it has faced to effectively combat trafficking in persons, and also to provide the survivors with friendly services and investigations. The challenges are as follow:

Loss of evidence due to delays in case filing by survivors. This happens when brokers promise to return money to survivors or offer new foreign employment opportunities, causing survivors to delay filing a complaint until evidence is no longer available.

- Difficulty in collecting necessary evidence to file a case. At the recruitment of transportation stage, the employers/ agents seize passports, tickets, and other travel documents, or destroy them – or force survivors to destroy them – making it challenging to present proof required for prosecution.
- Challenges in bringing brokers and agents to legal action due to transnational criminal organization. Even when brokers or agents are identified abroad, they cannot easily be brought under the legal process because the offences are committed outside Nepal and there may be no extradition treaty or relevant international agreements with the concerned country.
- Evidence of financial transactions is often not available because most monetary exchanges between survivors and brokers occur through informal, non-banking channels.

Our findings also indicate a tendency to file human trafficking cases in situations where marriage disputes arise between the bride and the groom's families. One of the key informants, the Deputy Superintendent of Police (DSP) in Kailali district, reported the following example:

*In Kailali district, an underage boy and an underage girl fell in love and ran away to an Indian city. They lived together there for over 11 months. When the girl's parents learned that their daughter had married a boy from a Dalit family, they filed a human trafficking case against the boy. According to DSP, the underlying reason was the inter-caste marriage between a so-called 'lower caste' boy and a 'higher caste' girl.*

#### Time required to decide a case related to trafficking in persons

To understand the time required for different stages of trafficking in person's cases, the AHTB of Nepal Police was asked about the duration police investigation, prosecution, court hearings (*pesi*), and final adjudication. The Police provided the following information:

- For police investigation it takes 17-18 days for cases where the offender is under 18 years of age, and 20-21 days if the alleged offender is an adult. Submission to the District Government Attorney's Office for prosecution: 4-5 days.
- Filing of the case in court: 21 days for cases where the offender is under 18 years of age, and 26 days if the offender is an adult.
- First court hearing (*pesi*): 3-5 months after the case is filed.
- Final decision: 9 months to 2 years after the case is filed.

#### 6.2.3 Analysis of Trafficking Cases Field in the District Police

Here, we have analysed the nature of trafficking in person's cases drawing on data from Women, Children and Senior Citizens Service Center of the Kailali District Police. A total of six cases were registered in FY 2022/23, five cases in FY 2023/24 and eight cases in 2024/25.

In FY 2022/23, among the six registered cases, three included an additional charge of rape. Regarding the types of trafficking, two cases involved victims intercepted at the Nepal-India border; in three cases, the victims had already been trafficked to Indian cities; and one case involved internal trafficking for the purpose of sexual exploitation in a hotel in Kailali district. Each case involved a single offender and all of offenders were adult Nepali males. In terms of the means of trafficking, in one case the victim was promised marriage by the offender; in three cases, the victims were deceived using fraudulent tactics; and in one case, the victim

was promised employment as a cleaner in a hotel.

In FY 2023/24, among the five registered cases, three included an additional charge of rape. Regarding the types of trafficking, the victims were intercepted at the Nepal-India border (Gauriphanta, Trinagar Custom and Tikapur) in three cases. In two cases, the victims had been trafficked to Bangalore, India where they were forced to engage in sexual exploitation. In terms of the number of offenders, four cases involved a single offender, while one case involved six offenders (three women and three men). All offenders were adults and Nepali citizens. In one case (Case No. 711) the victim was sold to an Indian citizen who was suffering from Rheumatoid Arthritis for the purpose of marriage; however, the case was not filed against the buyer. Regarding the means of trafficking, in two cases the victims were promised marriage, while in the remaining cases they were lured with promises of employment.

In FY 2024/25, of the eight registered cases, in two cases, two included an additional charge of rape. With respect to the types of trafficking, in four cases the victims were intercepted in border areas between Nepal and India; in two cases, the victims had already been trafficked to Bangalore, India, where they were forced into sexual exploitation; and in one case the victim was transported to India for the purpose of being sold. Regarding the means of trafficking, in four cases the victims were is married to, or promised marriage by, the offenders, while in the remaining cases they were lured using deceitful tactics. The offenders included women and men, and one case involved a child offender. . In four cases, there was a single offender, while in the remaining cases there were more than two offenders.

Across all 19 cases of trafficking in persons filed with Kailali District Police during these reference FYs, none included an additional charge of organized crime, even though four cases involved more than two offenders.

In Kanchanpur district, a total of 14 trafficking cases were registered in the three FYs (2022/23-2024/25), and in 3 cases, rape was also reported.

#### 6.2.4 Arrest and Absconding of Accused of Trafficking

Over the seven-year average from 2020 to 2024, approximately 60% of persons accused of trafficking in Nepal were arrested, while the remaining 40% absconded (Table 6.1). However, the proportion of arrests and absconding varies somewhat by year. For example, the absconding rate increased to 55.5% in 2020, compared lows of 32% in both 2021 and 2024. Conversely, the arrest rate ranged from a low of 44.5% in 2020 to a high of 65% in 2024 over the same period. Notably the data do not show any variation in arrest or absconding when disaggregated by sex of the accused persons.

**Table 6.1. Percentage of offenders of trafficking arrested and absconding, Nepal, 2019-2025**

Year	Total number of offenders (arrest + absconding)	% arrest	% absconding
2020	443	44.5	55.5
2021	367	67.8	32.2
2022	279	65.9	34.1
2023	390	61.3	38.7
2024	377	67.9	32.1
Five-yearly average	371	59.4	40.4

Source: PowerPoint presentation by Police Inspector, Birendra Kumar Sha in a training held in July 10, 2025, and Nagarkot (based on bureau data).

### 6.3 NGOs Responses on Legal Aids to Trafficked Survivors

In the survey of the NGOs, they were asked about whether they provide the legal aid/support to the trafficked survivors/affected persons, and if so, the number of cases and survivors they have assisted. Legal aid refers to the providing legal assistance to the victims, including helping victims draft a complaint to file the case in Nepal Police, filing cases, attending court proceedings and following up on the cases in the court.

In the survey, out of the 17 total NGOs that responded to the questionnaire, ten NGOs reported that they have provided some form of legal support to the victims/affected persons in the reference period. These NGOs included Afanta Nepal, Aawaj Surkhet, Maiti Nepal, Saathi Sastha, Banke, Shakti Samuha, Subha Aawasar Gram Nepal, Kumudini and Sunita Foundation, Tiny Hands Nepal and KIN India (Annex 6.2).

Based on the three-year average (FY 2022/23-2024/25), these 10 NGOs provided legal support to 158 trafficking cases annually. Note that KIN India filed the FIR in India while other NGOs field the

FIR in Nepal. KIN India reported that during the eight-year period (2018- October 2025), it field a total of 88 cases of trafficking in India. Tiny Hands Nepal also provides disaggregated information on the number of cases in which decisions were in favour of the victims and number of accused arrested in the reference period of this Report. During the three-year period (2022/23-2024/25), it field 137 cases in which 32 cases' decisions were in favour of the victims (it comes out to be 23.5%). During the same period, 142 accused were arrested with the support of Tiny Hands Nepal.

Among the survivors to whom the NGOs provided legal aid, there were slightly higher number of children (52%) than that of women (48%). Data reveal that there is downsize of number of trafficking cases in which these NGOs provided legal support. For example, there were 125 cases in FY 2022/23, while the comparable figures were 104 and 51 in the following years.

Table 6.2 NGOs providing legal support (number of cases, trafficked survivors), Nepal, FY 2022/23, 2023/24 and 2024/25

Description	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly average
Total cases	168	178	129	158
Number of survivors	209	173	123	168
Women	97	96	47	80
Children	112	77	76	88
% of survivors				
Women	46.4	55.5	38.2	47.6
Children	53.6	44.5	61.8	52.4

Note: Tiny Hands Nepal and KIN India only provides the number of cases field. Here, thus, total number of survivors does not include the number of survivors from these NGOs.

#### 6.4 Judicial Response to Trafficking

For assessing the judicial response to trafficking quantitatively, there are two administrative sources of data available: the Office of the Attorney's Annual Report and the Supreme Court's Annual Report. Examining the annual reports, the data recording system is different for these two agencies since the Attorney General Office provides disaggregated data of trafficking in persons by the type of offences, while the Supreme Court data shows the number of cases decided by the courts, convicted or acquitted and pending.

##### 6.4.1 Data from the Attorney Offices

###### The Attorney General Office

Table 6.3 shows the number of trafficking cases registered and status of decision in the Attorney General Office, High Attorney and District Attorney Offices of Nepal in the two FYs (2022/23 and 2023/24). Data is available on the basis of offence categorized by the *Human Trafficking and Transportation (Control) Act 2007* (Annex 6.3a, Annex 6.3b and Annex 6.3c). It is important to note that the gravity of offence and punishment depends on the nature of offences and whether the victim is a child or an adult. Here, the conviction rate and pending rate have been used as proxy indicators to examine the judicial response on trafficking cases quantitatively. The conviction rate is calculated as the total number of cases convicted in a year to the total number of cases decided in that year. Similarly, the pending rate is calculated as the total number of cases pending in a year divided by the total number of cases registered in that year.

In the Attorney General Office, a total of 194 cases were registered in FY 2022/23. Among the total cases filed, the highest number was accounted for offence of "human transportation" (185) while five cases were filed under the offences of "selling or buying a person" and "insisting or forcing a person to engage in prostitution" (12). The conviction rate was 55% and pending rate was 78%. In FY 2023/24, there were 211 cases registered out of which 202 were filed under "human transportation" offence and remaining 8 were related to offence of "buying and selling of a person". In this year, the conviction rate was only 44% and pending rate was 76%.

**Table 6.3. An overview of trafficking cases in Office of the Attorney General, High Attorney Offices and the District Attorney Offices, Nepal, 2022/23 and 2023/24**

Description	Office of the Attorney General		High Attorney Offices		District Attorney Offices	
	FY 2022/23	FY 2023/24	FY 2022/23	FY 2023/24	FY 2022/23	FY 2023/24
Number of cases:						
Registered	194	211	266	266	366	373
Convicted	21	22	73	101	109	82
Acquitted	15	28	62	60	77	149
Decided	38	50	135	161	191	239
Pending	152	161	131	105	175	134
% convicted	55.3	44.0	54.1	62.7	57.1	34.3
% pending	78.4	76.0	49.2	36.5	47.8	35.9

Note: During the writing phase of this Report the Annual Report of Attorney General of FY 2024/25 was not published; and hence data of that year was not available.

Source: Office of the Attorney General (2023) and Office of the Attorney General (2024).

### High Government Attorney’s Office

The High Government Attorney’s Offices operate where High Courts and their branches of the High Courts are established. There are 18 such offices in Nepal.

A total of 266 cases of trafficking were registered in FY 2022/23 and FY 2024/25. However, conviction and pending rates varied: the conviction rate rose from 54% to 63% in FY 2023/24, while the pending rate declined from 49% in FY 2022/23 to 36.5% in FY 2023/24.

By the types of the offence, out of the 266 cases filed in FY 2022/23, 57% involved the offence of “human transportation”, 42.5% involved the offence of “buying and selling” () and only one case involved “forcing other person to involve in prostitution”. Conviction rates were consistently lower for “buying and selling of a person” (48% in 2022/23 and 31% in 2023/24) compared to “human transportation” (58% in 2022/23 and 59% in 2023/24). This reflects the harsher penalties in “buying and selling of a person” than that of the “human transportation” offence.

### District Attorney Office

District attorney offices are established alongside district courts; Nepal has 76 district such offices.

Data show that most trafficking cases registered at district attorney offices relate to offence of “human transportation”. Out of the total 366 cases in FY 2023/24, 82% were the offence of “human transportation”, 13.4% “buying and selling of a person”, 2.7% “involve in prostitution”, 1.4% for “visit to prostitute” and one case of “removal and sell of human organ” offence. In FY 2023/24, of total 373 cases, 72% were related to offence of “human transportation”, 25% related to offence of “buying and selling of a person” and 2.4% were related to “involve in prostitution” offence. Conviction rates remained low, particularly in FY 2022/23, when only one-third of decided cases resulted in conviction. The pending rates were higher in FY 2022/23 with nearly half of the registered cases were pending in the district

attorney offices while comparable figure was relatively lower in FY 2023/24 (35%).

**Status of Decision of Prosecution of Cases** – Data show that almost 98% cases are prosecuted, with only 2% not prosecuted. For example, in FY 2022/23, out of 158 new cases involving 306 offenders, only 3 cases (2%) were decided “not to prosecute”. In FY 2023/24, among 271 cases with 308 offenders, only 6 cases (2.2%) were not prosecuted. Notably, FY 2022/23, all three non-prosecuted cases were registered as “human transportation” while in FY 2023/24, of 6 non-prosecuted cases, four cases were filed under “human trafficking” and two cases under “human transportation” offence (data not shown in Table).

**Additional Claim of Organized Crime** – In Nepal, only a few cases of trafficking in persons include an additional claim of organized crime (Table 6.4). For example, of the 158 newly registered cases in the district attorney offices in FY 2023/24, only 15 or 9.5% of the cases include an organized crime charge. Among these cases in which organized crime also claimed, there were 63 offenders, which comes out to be 20.6% of the total offenders (306 in 158 cases) in that year. In FY 2022/23, only 3 of total 271 new cases include an organized crime charge – having less than one percent of the cases in which organized crime was charged. In these cases, there were 15 offenders, which comes out to be 5% of the total 308 offenders in that year. Looking at the status of decision, in 2022/23, of the total 15 cases in which organized crime was also charged, only 3 cases were decided while 12 cases were pending. All these 3 cases were acquitted in which there were 27 offenders. In FY 2023/24, of the total 3 cases in which organized crime was charged, 1 case was decided and 2 cases were pending.

**Table 6.4. Number of trafficking in persons' cases registered in the district attorney offices in which an additional organized crime claimed, Nepal, FY 2022/23 and 2023/24**

	FY 2022/23	FY 2023/24
	N	N
Total new cases registered	158	271
Total number of offenders	306	308
Organized crime claimed		
Cases	15	3
Offenders	63	15
Decision: organized crime		
Convicted		
Cases	0	0
Offenders	0	0
Acquitted		
Cases	3	1
Offenders	27	3
Decision: to main case		
Convicted		
Cases	0	0
Offenders	0	0

	FY 2022/23	FY 2023/24
	N	N
Acquitted		
Cases	3	1
Offenders	27	3
Pending		
Cases	12	2
Offenders	36	2

Source: Office of the Attorney General (2023) and Office of the Attorney General (2024).

#### 6.4.2 Data from the Supreme Court, High Courts and District Courts

The Annual Report of the Supreme Court provides data on cases of trafficking in persons registered and decision status by three layers Courts of Nepal: the Supreme Court, the High Courts and the District Courts. Unlike the disaggregated data on trafficking cases by the types of offences maintained by the Attorney General Office, the Supreme Court provides only the total number of cases filed and decision status (decided or pending). It has not produced the disaggregated data of decision status – neither convicted nor acquitted. Yet the Supreme Court's Annual Report complies additional data of number of cases having *Thunuwa* (defendants in imprisonment to whom the trial is ongoing).

**Table 6.5. Distribution of trafficking in person cases registered and decision status, Supreme Court of Nepal, FY 2022/23 and FY 2023/24**

FY	Total number of registered cases	Total number decided	Total number pending	% decided	% pending
2021/22	408	56	352	13.7	86.3
2022/23	402	92	310	22.9	77.1
Thunuwa cases	129	40	89	31.1	69.0
2023/24	375	122	253	32.5	67.5
Thunuwa cases	144	48	96	33.0	66.7
Three yearly average	395	90	305	22.8	77.2

Note: during the writing phase of this Report, the Annual Report of the Supreme Court 2024/25 was not published, therefore, data of FY 2024/25 not included in this Table.

Source: the Supreme Court (2022) and the Supreme Court (2023).

The number of trafficking cases registered in the Supreme Court shows a decline trend for the last 3 or 4 years (Table 6.5). The registered cases, for example were 408 in FY 2021/22 which declined to 402 in FY 2022/23 and further to 375 in FY 2023/24, with a three-year (2021/22–2023/24) average number of 395 cases. Furthermore, data indicate that there is a high pending rate or conversely low decision rate for all three fiscal years considered here. On average, more than three-fourths of trafficking cases in the Supreme Court remained

pending in the reference period of this Report. The pending rate was very high in FY 2021/22 (86%) and in FY 2022/23 (77%) against in FY 2023/24 (69%). *Thunuwa* case data are available for FY 2022/23 and FY 2023/24. Accordingly, out of the total registered cases of 402 in FY 2022/23, 129 or 32% were *Thunuwa* cases, and the comparable figure in FY 2023/24 was 144 or 38% of the total cases of 375.

**High Courts: There are 18 High Courts/Benches in the country.**

Table 6.6 summarizes the number of trafficking in persons' cases registered with High Courts/Benches for the FY 2021/22 and 2024/25. Data reveal that the number of trafficking cases registered in the High Courts was 402 in 2021/22, which declined to 267 in FY 2024/25. However, the number of cases varies by High Courts with the highest number of cases being in High Court Patan (91). This is followed by Biratnagar (56), Nepalgunj Bench (42), Rajbiraj Bench (35) and Butwal Bench (32) while there was only one in Okhaldhunga Bench and Jumla Bench each, and none in Dhankuta and Baglung Benches. In FY 2024/25, the highest number of trafficking cases registered was in Birjung Bench (39), followed by High Tulsipur (34), High Surkhet (32), Dhankuta Bench (30) and High Court Patan (28).

Overall, more than two-thirds of the cases in FY 2021/22 and 57% in FY 2024/25 were decided by the High Courts/Benches. The proportion, however, varied by the courts, from as low as 28% or 29% in Ilam and Birgunj Bench to about two-thirds in Hetauda Bench and High Biratnagar to 100% in High Surkhet, Jumla Bench and High Dipayal. In FY 2024/25, the lowest decision rates was in Janakpur (25%), followed by Rajbiraj Bench (33%), Ilam Bench (39%), and High Pokhara (43%), and Birgunj Bench (46%). On the other hand, more than three-fourth cases were decided in Seven High Courts/ Benches.

**Table 6.5 Distribution of trafficking in person cases registered in the High Courts, Nepal, FY 2021/22 and FY 2023/24**

	High Courts	2021/22					2023/24				
		Total registered cases	Total decided	Total pending	% decided	% pending	Total registered cases	Total decided	Total pending	% decided	% pending
1	Biratnagar	56	38	18	67.9	32.1	28	15	13	53.6	46.4
2	Ilam Bench	25		18	28.0	72.0	23	9	14	39.1	60.9
3	Dhankuta Bench	0	0	0			2	2	0	100.0	0.0
4	Okhaldhunga Bench	1	1	0	100.0	0.0	4	4	0	100.0	0.0
5	Janakpur	29	17	12	58.6	41.4	12	3	9	25.0	75.0
6	Rajbiraj Bench	35	15	20	42.9	57.1	24	8	16	33.3	66.7
7	Birgunj Bench	21	6	15	28.6	71.4	11	5	6	45.5	54.5
8	Patan	91	68	23	74.7	25.3	39	34	5	87.2	12.8
9	Hetauda Bench	17	11	6	64.7	35.3	9	7	2	77.8	22.2
10	High Pokhara	18	13	5	72.2	27.8	7	3	4	42.9	57.1
11	Baglung Bench	0	0	0			1	1	0	100.0	0.0
12	Tulsipur	6	5	1	83.3	16.7	2	1	1	50.0	50.0
13	Butwal Bench	32	24	8	75.0	25.0	34	21	13	61.8	38.2
14	Nepalgunj Bench s	42	35	6	83.3	16.7	32	13	19	40.6	59.4
15	Surkhet	6	6	0	100.0	0.0	1	1	0	100.0	0.0

	High Courts	2021/22					2023/24				
		Total registered cases	Total decided	Total pending	% decided	% pending	Total registered cases	Total decided	Total pending	% decided	% pending
16	Jumla Bench	1	1	0	100.0	0.0	0	0	0		
17	Dipayal	13	13	0	100.0	0.0	30	19	11	63.3	36.7
18	Mahendranagar Bench	9	8	1	88.9	11.1	8	5	3	62.5	37.5
	Total	402	268	134	66.7	33.3	267	151	116	56.6	43.4

Note: The disaggregated data for the FY 2022/23 is not available.

Source: the Supreme Court (2022) and the Supreme Court (2023).

District Courts - District Courts are the initial court for filing the crime cases such as trafficking in persons. There are 77 district courts in the country. Table 6.6 shows the number of trafficking cases registered by district courts combined for the FY 2023/24 and 2024/25. Altogether, 773 cases related to trafficking in persons were registered in the district courts, but the number of cases registered varies by district courts of Nepal. It is found that in the reference years for this Report, there was not a single case registered in 25 districts. Only one case was registered in 14 district courts; 2 to 4 cases were registered in 9 district courts; 5 to 9 cases were registered 11 district courts; 10 to 24 cases were registered in 9 district courts and 25 to 36 cases were registered in seven district courts. There are two outliers: the Kathmandu district court and the Banke district court where 256 and 61 cases were registered, respectively. Thus, data disclose the fact that one-third of the trafficking cases were registered in Kathmandu district court alone and nearly 8% in Banke district court. Other district courts with relatively high number registered include Morang, Kailali, Jhapa, Rupandehi, Parsa, Kapilbastu and Sunsari (the number of cases ranged from 25 to 36).

**Table 6.6. Number of trafficking cases registered in district counts of Nepal, FY 2023/24 and 2024/25 (Two-years total cases)**

Range of cases registered	District courts	No. of districts	N	% of total
256	Kathmandu	1	256	33.1
61	Banke	1	61	7.9
25 to 36	Sunsari, Kapilbastu, Parsa, Rupandehi, Jhapa, Kailali, and Morang (arranged in ascending order)	7	212	27.4
10 to 24	Nawalparasi, Dang, Udayapur, Nuwakot, Dhanusa, Kanchanpur, Bardiya, Kaski, and Bhaktapur	9	92	12.6
5 to 9	Sindhupalchok, Nawalpur, Tanahu, Chitwan, Sarlahi, Saptari, Rautahat, Surkhet, Bara, Mahottari and Kavre	14	74	9.6
2 to 4	Dadeldhura, Bajhang, Humla, Baglung, Syanja, Arghakhanchi, Makwanpur, Dailekha, Lalitapur	9	24	3.1

Range of cases registered	District courts	No. of districts	N	% of total
One	Baitadi, Salyan, Lamjung, Siraha, Illam, Bajura, Kalikot, Rolpa, Gulmi, Parbat, Gorkha, Sindhuli, Solukhumbu, Terathum	14	14	1.9
None	Taplejung, Panchathar, Sankhuwasava, Dhankuta, Bhojapur, Khotang, Okhaldhunga, Rasuwa, Dhading, Dolakha, Ramechhap, Manang, Myagdi, Mustang, Palpa, Rukum, Pyuthan, Jajarkot, Jumla, Mugu, Dolpa, Achham, Doti, Darchula, Rukumkot	25	0	0.0
Total		77	773	100.0

Note: The name of the district court was arranged in ascending order of the TIP comes in each range category here.

Source: The Supreme Court (2022) and The Supreme Court 2023.

Generally, data show that district courts with a relatively high number of trafficking in persons cases are the mainly located the Terai regions, which has open border to India in the South. District courts having relatively low number of trafficking in persons' cases mainly come from hills or mountain districts across the Koshi, Bagmati, Gandaki, Lumbini, Karnali, and Sudurpaschim Province (Annex 6.4).

Data reveal that only about half of the cases registered has been decided by the district courts of Nepal and therefore nearly half of the cases remain pending. The overall decision rates were 53% and 49% in FY 2021/22 and FY 2024/25, respectively. Notably, the proportion of cases decided varies by district courts in both FYs. In FY 2021/22 among the top ten district courts registering trafficking in persons' cases, the decision rates range widely from as low as 22% for Kanchanpur district court to 46.5% for Kathmandu district court to as high as more than three-fourth of the cases by Kapilbastu district court. In FY 2023/24, the top ten district courts having TIP cases registered were Kathmandu, Banke, Kailali, Morang, Sunsari, Rupandehi, Jhapa, Bhaktapur, Kapilbastu and Kaski court. In these district courts, the decision rates range from as low as 35% in Kathmandu District Court to 53% in Jhapa District Court, with much higher rates of over 70% in the district courts of Rupandehi, Kapilbastu and Morang.

#### 6.4.3 Supreme Court's Decision on Criminalization of Migrant Smuggling

The Supreme Court in the case of human transportation - the Government of Nepal from the plaintiff (name changed) of 65 Dha 10 vs Khem Bahadur Negi (076-CR-0438) - has provided a landmark decision about the need of formulation of a separate law to criminalize the acts of human smuggling, need to determine the nature of the offence before filing or prosecution the case and need to ratify the UN Migrant Smuggling Protocol

In this case, the plaintiff claims' reads as

*The accused – Khem Bahadur Negi – has committed the crime of human transportation. Our economic condition was poor and we were working as the wage labourers in Kathmandu. By taking advantages of our situation, Maya Limbu told us to go to Kuwait to earn more money. Kamal Gurung prepared our passports. We were sent to Nepalgunj to cross the border from Rupaidiha. In Nepalgunj, the accused – Khem Bahadur received us in the bus-park, looked for a hotel for us at night and in the next day, he sent us to Rupaidiha by riding in a Rickshaw. He told us that we should tell that we were going for shopping in Rupaidiha if any organizations or Police asked us in the border...The accused did not come with us in the same Rickshaw but he took the separate one. Thus, we suspect that he attempted to sell us in India.*

The case was filed in the Banke district court and on 2075/02/09, the district court acquitted the accused. The Government of Nepal

from the victim side appealed the case against the accused in the High Court, Tulsipur. On 2075/06/14, the High Court approved the decision of the initial court. The Government of Nepal from the side of the victim appealed this case to the Supreme Court for conviction of the accused in charge of human transportation.

In the Supreme Court, the Division Bench of Hon. Justice Hari Prasad Phuyal and Hon. Justice Binod Sharma thoroughly analysed the case and came to the decision in the following two questions:

- whether the offence charged to the accused relates to offence of human trafficking and human transportation or it relates to human smuggling, and
- whether the decision by the High Court is lawful or not; and if the defendant Government of Nepal's appeal can be accepted or not.

In the decision of the court, it is said that at a glance, the terms of human trafficking, human transportation and human smuggling appear to be the same, but they are different. There is inherent difference in these offences, and these differences are clearly seen in three aspects: action, means and purpose. While these all three aspects are equally important elements in human trafficking, human transportation and human smuggling, but they are in different ways. In all three offences - human trafficking, human transportation and human smuggling, there involves people's transportation, money exchange and illegal crossing of border to affected persons. But, there is difference in the purpose of the offence. The end purpose of the human trafficking and human transportation is the exploitation – whether it be sexual exploitation, labour exploitation or removal of human organs, blood, skins, bones and involvement of women in Surrogacy. On the other hand, the end purpose of human smuggling is to gain the monetary benefits from the individual being sent to abroad illegally or from his/her family. The Court further says that another aspect of understanding difference between the concepts of human trafficking and human smuggling is the consent of the affected person. In offences of human trafficking and human transportation, consent is no longer counted while in case of human smuggling, the consent of the affected person or his/her family is involved.

The Supreme Court has critically analysed the different international practices in criminalization of the offences of human smuggling by quoting the different laws from Punjab, India, USA, UK and Italy including UN Protocol of Migrant Smuggling. And it

also clearly stated that the offences of human transportation and human smuggling are the different ones, and through the principle of criminal jurisprudence, one can be convicted in the same crime in which he/she is involved in otherwise not. In this ground, the Court validated the decision by the High Court to acquit the accused, as the case is not related to the offence of human transportation but it relates to human smuggling. Further, the Supreme Court came with the following Orders:

- Enact the appropriate, full and clear law to criminalize human smuggling, a separate law from the human transportation offence, and also establish the mechanism to prevent and combat the human smuggling offences in the country and to the sub-national level. For it, the Court orders to send the letter with the copy of this Decision to the Ministry of Home Affairs for implementation of the order.
- Investigate and prosecute the case only by determining the offence whether it relates to human trafficking, human transportation, and fraud related to foreign employment or human smuggling based on the nature of the case. For this, the Court ordered to send the copy of the Decision to the Nepal Police and Attorney General Office.
- Ratify the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime. For this, the Court order to send the Decision to the Ministry of Home Affairs for implementation.

### 6.5 Findings from the Province Consultations: Implementation Status of the Prosecution Related Efforts

In the Province Consultations, the participants were asked to describe the situation of prosecution related activities being in the districts or provinces and access the implementation status. To facilitate discussion, they were provided with a checklist of seven open-ended questions covering different aspects of prosecution, including the implementation status of the TIP Protocol, law enforcement, victim assistance, victim's access to justice, rights of offenders, link between corruption and trafficking, and challenges. Box 6.1 provides an overview of the findings from these consultations.

**Implementation Status of the TIP Protocol** – Most participants were not aware about the implementation status of TIP Protocol. Participants from Madesh Province did not response to this

question. However, those from Koshi Province wrongly reported that many provisions included in the Protocol, such as the issues of organized crime, privacy of the victims, protection of children and labour exploitation, were already incorporated in Nepal's laws, but noted weak government action when it comes to the border surveillance. Participants from Lumbini Province cited existing Nepalese laws including National Labour Migration Policy 2025 that also addresses the issues of trafficking and smuggling of migrants. Participants from Lumbini Province believed that there is no Government mechanism to effectively implement the provisions of the Protocol.

**Law Enforcement Status** – Participants across all Provinces express concerns about weak law enforcement in addressing trafficking. In Koshi Province, they reported that there is impunity since accused are not apprehended due to political influence and a few cases are filed in the Police. In Madesh Province, the participants reported that there is difficulty to file the case (FIR) because of political pressure and political power of the accused. Participants from Lumbini Province, the argued that:

*It is difficult to identify the main naeike (leader) of the racket or take into control, and it is only bhariya (the person who work in the lower ladder of the racket) can come under control. There is complexity of police investigation because much of the offences of trafficking in persons and migrant smuggling take place at abroad.*

Participants from Sudurpaschim Province raised the issue of low level of awareness and lack of adequate protection of the victims and the witnesses.

**Assistance to Victims** – Participants from Koshi Province reported several provisions, including legal support by NGOs, government lawyers provided by the courts, interim compensation, victim protection funds, 'Hello witness program' and victim friendly rooms in the Police Offices and in the courts. Madesh Province participants raised the issues such as "lack of guaranteed witness protection" and "long delays in providing compensation to the victims". In Lumbini Province, participants believed that victims are being well supported. The participants from the Sudurpaschim Province, on the other hand, complained that as there is no long-term Safe Houses in the Province and no fast track system for providing compensation to the victims, the state of victim redress cannot be labelled as satisfactory. This is also confirmed from a case testified by a staff of Three Angles Nepal, Dhangadhi. The case goes on:

*A girl was trafficked for sexual exploitation at her adolescent stage. After she was repatriated from India, she filed the case against the trafficker in support of Three Angels Nepal. Later, the victim got married when she grew up she has already two children. Last year, the Kailali district court decided to provide the victim redress for her suffering, but it has already elapsed 8 to 10 years since the filing the case. Now, she is not willing to receive it because it may bring stigma in her family and community.*

**Victim Access to Justice** – Multiple barriers to access to justice were reported. In Koshi Province, participants argue that:

*In laws, it is ensured but in practice it is not. At the first juncture, there is a problem to enter into the legal process due to fear, threats and lack of awareness... Another problem relates to the disbursement of interim compensation and compensation. Due to the difficulty in gathering the proofs, there are cases in which offenders are to be convicted but sadly they get acquitted, and victims are denied redress.*

*In Madesh Province, participants raised the issue of delays in access to justice due to the lack of special fast track court system. Lumbini Province, participants viewed the judicial response as fair, with close hearing system in place. In Sudurpaschim Province, the participants raised the interesting issue that "not all victims come under the legal system".*

**Rights of Offenders** – Participants from all the four provinces stated that there is no evidence of violations of offenders' rights of under the Nepalese laws, such as custodial physical or mental torture. They emphasized that punishment is proportionate to the offence and offenders have the right to hire the professional lawyers during legal proceedings.

**Linkage between Corruption and Trafficking** – Participants were reluctant to provide evidence linking corruption to trafficking but acknowledged its existence. In Lumbini Province, they cited scams over the past three to four years, including Fake Bhutanese refugees' scams, visit visa scams and others which linked to the corruption (discussed in Chapter 3: Smuggling of Migrants).

**Challenges in Effective Law Enforcement** – Participants listed several challenges in effective law enforcement, including lack of public awareness, open border between Nepal and India, lack of extradition treaty, abuse of political power to protect the accused and social acceptance to the accused, inability to gather the adequate and sufficient proofs for the prosecution, hostile victims

due either the fear, force or promises, victims not willing to file the case, no adequate social recovery of the victim.

**Box 6.1 An Overview of prosecution related activities and implementation status in the district/Province**

	Sub-questions/ Indicators	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
1	Implementation status of the TIP Protocol	<p>Many provisions in the Protocol have been incorporated in Nepal's laws:</p> <ul style="list-style-type: none"> <li>◆ provisions on organized crime</li> <li>◆ Protection of survivor's privacy child protection labour exploitation</li> </ul> <p>However, there are problems of implementation.</p> <p>Border surveillance by the Government is limited and coordination and collaboration among relevant organizations is poor, and protecting the privacy of survivors remains a challenge.</p>		<p>Muluki Criminal Code 2074 and its Procedure 2074 are in implementation</p> <p>National Labour Migration Policy 2082</p>	<p>There is no effective implementation of the Protocol's provisions. This due to the lack of an effective state mechanism and the State us not taking the issue seriously.</p>
2	What is the law enforcement status for bringing the trafficking into justice?	<p>Weak law enforcement</p> <p>Problems in implementing section 9 of the Act, particularly regarding the burden of proof needed to identify the offender</p> <p>There is impunity:</p> <p>Many cases are initially filed with the Police, but only a few reach the court.</p> <p>Reasons include: social fear, threats, family pressure, promises, complexity of law enforcement procedures</p>	<p>No adequate implementation of the law</p> <p>Problems in effective investigation</p> <p>Challenges in filing case due to political pressure and the political influence of offenders</p>	<p>It is difficult to identify or apprehend the main perpetrators, usually only bhariya (lower-level brokers) are arrested</p> <p>Investigation is complicated because crimes are carried out using modern technology.</p> <p>Survivors and witnesses may become hostile.</p> <p>The low rate of case registration is linked to political pressure, lack of knowledge about legal procedures, fear of social and cultural exclusion</p>	<p>Weak implementation of the laws due to interference from political, social and family influences</p> <p>Low awareness of legal provisions</p> <p>impunity exists because of offenders' political connections delays in judicial response, and inadequate protection of victims and witnesses</p>
3	What is the state of victim assistance?	<p>Various types of support by different Organizations:</p> <ul style="list-style-type: none"> <li>◆ Legal support</li> <li>◆ Paid lawyers</li> <li>◆ Rehabilitation centres</li> <li>◆ Interim compensation</li> <li>◆ Victim protection fund</li> <li>◆ Special support for victims</li> <li>◆ Witness protection (Hello witness program, witness allowances)</li> <li>◆ Victim-friendly room</li> </ul> <p>Implementation is weak across all areas</p>	<p>No guaranteed witness protection</p> <p>Decisions on victim compensation take too long</p>	<p>Psychosocial counselling for survivors Shelter and training Compensation is provided as required by the law</p>	<p>No long-term rehabilitation services No fast-track mechanism for providing compensation, the compensation provided is inadequate</p>

	Sub-questions/ Indicators	Koshi Province	Madesh Province	Lumbini Province	Sudurpaschim Province
4	How do assess victim access to justice?	<p>Legally, access to justice is ensured, but there are problems in implementation.</p> <p>Access to justice</p> <p>Problematic due to difficulties in providing information and entering the legal process (fear, threats, lack of awareness)</p> <p>The process is unnecessarily complex for informants.</p> <p>Judicial response is generally fair</p> <p>Compensation and implementation</p> <p>Problems in disbursement of interim compensation and final compensation</p> <p>Weak evidence collection often leads to offenders being acquitted, and victims not receiving compensation.</p>	<p>The absence of a fast-track court system causes delays in justice.</p>	<p>Courts make fair decisions</p> <p>Maintain the privacy of survivors according to age, hold closed hearing, and provide compensation on time</p>	<p>Not all victims enter the legal process</p> <p>No fast-track judicial response</p>
5	What are the rights of offenders? Proportionality in punishment	<p>Article 20 of the Constitution guarantees offenders' rights</p> <p>Limited rights implementation for offenders in Purpakchya and imprisonment</p> <p>No illegal imprisonment</p>		<p>No evidence of violation of offenders' rights punishment is provided according to the nature of crime</p> <p>Health services and allowance for food and shelter are available in prison</p>	<p>ring the legal process, offenders have the right to legal advice and meet with relatives</p> <p>No evidence of physical and mental torture in prison</p> <p>Offenders receive health services in jail</p>
6	What is the link between corruption and trafficking?	<p>Widely discussed, but with limited evidence.</p>		<p>Brokers may intimidate survivors and witness</p> <p>Example: the visit visa incident, the fake Bhutanese refugee scam, smuggling to America</p>	<p>According to social media reports , there is a perceived link between human trafficking and corruption in Nepal</p>
7	What are the key challenges for effective law enforcement?	<p>All problems stated above</p>	<p>Low level public awareness</p> <p>Open border</p> <p>Poverty and economic promises</p> <p>No extradition treaty</p>	<p>Political protection of offenders</p> <p>Open border</p> <p>Hostility from victims inadequate rehabilitation for survivors</p> <p>Easy social acceptance of the accused</p> <p>Visit visa</p> <p>Weak law enforcement Survivors unwilling to file cases or provide information about the accused</p>	<p>Political protection of offenders</p> <p>Social reintegration of the victim is weak</p> <p>No effective implementation of existing laws</p> <p>Judicial responses are not timely</p> <p>Witness protection and victim compensation are not effectively implemented</p>

## Chapter 7

# ◆ Summary, Discussions, Conclusions and Recommendations

This National Report is the continuation of the previous National Reports published by the National Human Rights Commission of Nepal on Trafficking in Persons in Nepal. It is about understanding the situation of trafficking in persons, and assessing the efforts to prevent and combat trafficking in persons. The Report mainly follows provisions of the TIP Protocol while assessing the Nepal's efforts to prevent and combat trafficking in persons. Drawing on the primary and secondary sources of information, the Report covers the period of three fiscal years -2079/80 (2021/22), 2080/81 (2022/23) and 2081/82 (2024/25) - while evaluating the measures taken for victim protection and assistance, prevention and coordination, as well as the current status of criminalization, punishment and redress.

### 7.1 Summary of Findings

#### Overview of Trafficking in Persons in Nepal

Number of trafficking cases - Nepal Police data shows a concerning trend in trafficking in persons cases. Only 163 cases were registered in FY 2022/23 and the comparable number are 170 and 125 in FY 2023/24 and FY 2024/25, respectively. Of the total trafficking cases registered in Nepal Police across the country, at least 33% to 40% of the cases have been registered in Anti-Human Trafficking Bureau (AHTB) – a special police unit. Different factors determine the reasons for low registration of trafficking cases in Nepal.

#### Trafficking Survivors: Demographic profile-

Date from Nepal Police show a declining trend in registered trafficking survivors, from 232 in FY 2022/23 to 216 in FY 2023/24 and 184 in FY 2024/25.

Gender and Age Distribution: Child survivors represent 38% of all cases. By gender, the breakdown is:

- Women: 54.8%
- Girls: 37%
- Men: 7%
- Boys: 0.3%

This data reveals that trafficking in persons disproportionately affects females (91.8%) and crosses demographic boundaries as defined by Nepal's government.

Ethnic Composition (FY 2022-25): Over one-quarter (26%) of survivors belong to the Brahmin/Chhetri community - traditionally non-marginalized groups. Marginalized communities comprise: Janajati (37%), Dalit (21%), Madeshi (11%), and Muslims (1%). An overwhelming majority of trafficking survivors (99%) are Nepali citizens, with Indian, and African citizens comprising the remaining 1%.

#### Trafficking Offenders: Profile Analysis

The three-year average (FY 2022/23 - 2024/25) shows 351 offenders registered annually. While almost all offenders are adults, a concerning minority are children: two-thirds account for men, followed by women (31%), girls (1%), and boys (<1%).

Ethnic Composition: Offenders represent diverse social groups in Nepal, including foreigners. By ethnicity:

- Indigenous: 35% (highest proportion)
- Brahmin/Chhetri: 26.5%
- Dalit: 14%
- Madeshi: 9%
- Muslims: 5%
- Foreign nationals: 9% (including Indian, Bangladeshi, Chinese, American, Ugandan, and Mauritian citizens)

Note: Nearly 9% of offenders are foreigners, while Indians (7%) and Chinese (1.4%) comprise the largest foreign groups.

Geographic Origin: By origin, nearly one-fourth (24%) of offenders come from Bagmati Province alone, followed by Koshi and Lumbini Provinces (14% each), Madesh Province (11%), Gandaki Province

and Sudurpaschim Province (9% each), and lowest from Karnali Province (6%). Foreign offenders account for 9% of the total.

**District Concentration:** The top ten districts of origin are: Banke, Nuwakot, Dhading, Sindhupalchok, Udayapur, Kavre, Kanchanpur, Morang, Sarlahi, and Tanahu.

**Forms of exploitation** - Survivors were trafficked mainly for prostitution (41%), sexual exploitation via transportation (33%), labour exploitation via transportation (12%), and sexual exploitation via trafficking (7%). Small numbers were trafficked for organ removal (0.5%) and human smuggling (1.5%). In August 2025, the AHTB uncovered a major kidney-trafficking racket suspected of exploiting over 100 people across six to seven years.

**Origin of survivors** - Most survivors originate from Bagmati Province (28%), followed by Koshi (16%), Lumbini (14%), Gandaki (10%), Sudurpaschim (9.5%), and Karnali (9%). Survivors come from 70 of Nepal's 77 districts, with the top originating districts including Nuwakot, Sindhupalchok, Udayapur, Banke, Gorkha, Kailali, Kavre, Makwanpur, Morang, and Dhading.

**Countries of destination of trafficked survivors** – Destination countries expanded from 12 (FY 2022/23) to 28 (FY 2023/24), then decreased to 23 (FY 2024/25), complicating rescue and repatriation efforts. Across three years, top destinations were Kuwait (45.9%), India (12.9%), Oman (10.1%), Dubai (7.8%), and Iraq (6.2%). Overall, 61% were trafficked to the Middle East, 24% to South Asia, 11% to Southeast Asia/China, 3% to Africa, and 1% to Europe/Russia/Central Asia.

India has also emerged as both the destination and a major transit route. The Nepali Embassy in New Delhi receives 60-70 trafficking-related complaints daily. Monitoring of land-transport is difficult due to numerous cross-border buses, with women and children moved under false pretences. Findings also show minors trafficked for non-brothel-based prostitution in Indian cities during the reference period.

**New modus operandi of trafficking** - Information and Communication Technology (ICT) and social media are heavily misused for luring victims through fake job offers and deceptive online ads. Brokers use creative tactics to bypass border checks, such as posing victims as wood collectors, mourners, goat herders, or local cyclists, and even exploit religious events to move girls across the border.

**Emerging forms of trafficking in persons** – Although it is hard to estimate the numerically, qualitative data demonstrate that Nepal has been experiencing different emerging forms of trafficking.

- According to the AHTB personnel, trafficking of youths for cyber slavery to Southeast Asian countries is on rise. Youths are being transferred to Myanmar, Cambodia and Laos to the illegally opened Chinese cyber companies. Once they get reached there, they are made on trap, servitude and forced them to engage in online scam targeting mainly to American citizens.
- Trafficking for network business to India is reported by research participants of Koshi and Madesh Pradesh. An increasingly more number of young men and women are being transported to Indian cities like Patna, Bodh Gaya and others. Victims are given a week training how to scam the people in the network business, then they are forced to make members in the network business and those who could not do so or who reject the order, they are physically beaten, and made servitude. There is element of trafficking in network business because the victims are enslaved and forced to scam other people and profit is seized by the masters.
- **Trafficking of adolescent girls and young women for egg donation** – Testimonies of young adolescent girls being transported to New Delhi for egg donation have been reported in Rupandehi and Kailali districts both by the NGOs staff and medical staff in One Stop Crisis Management Center (OCMC) units in Seti Hospital and Lumbini Province Hospital. It is said that eggs can be withdrawn within the 7 to 11 days of menstruation period of a woman. The girls were reported to have been paid Indian Rs. 30,000 per case of eggs donation. The element of trafficking is undoubtedly evident in this offence when the minor girls are increasingly involved in and when they less informed about the medical and social consequences of egg donation.
- **Trafficking of Indian girls to Nepal** - Two Indian girls were found victims of sex trafficking in Birgunj – suggesting the possibility of Indian nationals being trafficked to Nepal for sexual exploitation especially in the bordering towns and cities of Nepal.
- **Rise in internal trafficking** – Our findings show that internal trafficking of adolescent girls and young women for the purpose of commercial sexual exploitation is on rise especially in the hotels, restaurants, dance bar, *Khaja ghar*, Spa, Parlour especially in highway heads, newly emerging towns and cities bordering to India.
- **Trafficking of adolescent girls for orchestra dance to**

**India** – The research participants from Madhesh Pradesh reported that adolescent and young girls have been transported to Bhagalpur, Champara, Rajnagar and other places in Bihar for the purpose of involving them in the orchestra dance. When the women/girls are harboured to such places, they end as servitude. They have to dance throughout the nights; bad touches and abuses are common; they are not offered safe places for accommodation and nutrient food; their living arrangement is under the control of their masters.

- Trafficking of men for labour exploitation to India - Trafficking for labour exploitation to India has been widely reported in the province level consultation in Madhesh Province. The case of 45 men of Mahottari, Sarlahi and Saptari districts who were trafficked for labour exploitation to Kashmir, India in September 2023 is the recent evident how Nepalese men are the victims of labour trafficking to India.
- Trafficking of children in the guise of religious study to India – The evidences of attempt to traffic the children in the pretext of 'Lama Study' has been reported in Kakarvitta border, Nepalgunj border and Gaddachauki border in the west. These children are often brought from remote districts such as Mugu in the west, Makwanpur district in the central Nepal and in the east from Ramechhap, Dolakha, Sankhuwasava and Udayapur from the marginalized communities.

**Mapping of vulnerability of trafficking** - APF interception data (average 130 annually) shows that girls and women remain the most vulnerable, though men and boys are also at risk. Vulnerability spans most Nepal–India border points, rising from 27 points in 15 districts (FY 2022/23) to 41 points in 19 districts (FY 2023/24), before slightly decreasing to 34 points in 18 districts (FY 2024/25).

**Interception data (Maiti Nepal & PRC)** – Of the annual average 545 interceptions (2022–2024), 40% were children and 60% adults, with only 3% boys. Vulnerability is no longer limited to disadvantaged castes—Brahman/Chhetri form the majority, while Dalits account for 35%. Most intercepted individuals came from 10 districts (84% of cases). PRC data from Rupandehi shows 279 interceptions in FY 2023/24, mostly young women and children, many lacking parental care.

**Vulnerability factors (PRC Dhanusa)** – Intercepted girls typically face dysfunctional family situations (parental loss, divorce, and abandonment) and severe deprivation (indebtedness, unemployment, disability). Recruitment involves at least three

broker layers—relatives/friends, local brokers, and Indian recruiters. Vulnerability remains especially high among marginalized Dalit families. In addition, our study shows that LGBTIQ+ individuals especially transgender women are at high risk of sex trafficking, and at the same time, transgender individuals as being accused as traffickers.

**Nexus of trafficking and missing children and women** – Around 11,750 women and children are reported missing annually, with about 2,685 remaining untraced. The untraced rate is 23%, higher for women (36%) than children (12%), and particularly high in Madhesh Province. Missing cases are widespread across districts, indicating broad vulnerability to trafficking.

#### On Smuggling of Migrants

Nepal lacks research on migrant smuggling, but recent scams, including the fake Bhutanese refugee case (2023), visit visa scam (2025), and smuggling for Russian army recruitment, which are presented below, highlight its scale and complexity. This Report follows the definition of smuggling of migrants from the *Protocol against the Smuggling of Migrants by Land, Sea, and Air, supplementing the United Nations Convention against Transnational Organized Crime 2000*.

**Fake Bhutanese refugees scam 2023** – It involves scam, where a network involving intermediaries, politicians, and bureaucrats attempted to smuggle Nepali to the US by giving them fake Bhutanese refugee identities, collecting NPR 2-5 million per person. At least 875 names were fraudulently listed; several high-profile figures were arrested by mid-2025.

**The visit visa scam 2025** – The scam refers to the case where Nepali and Indian citizens were smuggled to Gulf, European, and other countries using fake documents and visit visas. The CIAA exposed the scheme in May 2025, arresting the TIA Immigration Chief. Bribes ranged from NPR 30,000 to 300,000 per person, higher for women and high-earning destinations.

**Magnitude of migrant smuggling** – Using visit-visa travel data and CIAA estimates, about 136,000 Nepalese are smuggled abroad annually (2022–Q1 2025), rising from 106,000 (2022) to 166,000 (2024). Estimates suggest 60% of visit-visa travellers use illegal “setting.”

**Indian citizens smuggled via TIA** – CIAA data shows over 5,000 Indian nationals flew to third countries from TIA without obtaining

the mandatory NOC during just eight months of FY 2024/25.

**Deportation of Nepalese citizens from USA** – Nearly 400 Nepalese were deported from the U.S. between January and June 2025, mainly from 10 districts comprising 78% of cases. Smuggling routes often involve long, dangerous “donkey routes” through South America, including the deadly *Darién Gap* controlled by armed groups, exposing migrants to violence and death.

#### **On Policy and Responses (Assistance of Victims of Trafficking in Persons)**

**Rescue and repatriation** – Currently, Nepal lacks a formal SOP for victim rescue and repatriation, though one is drafted and awaiting Cabinet approval. Rescue data comes from three sources—NCCHT, AHTIB (Nepal Police), and NGOs—but figures may overlap and require careful interpretation.

NCCHT’s rescue data shows a few in the reference period, while NGO-reported rescues are significantly higher, averaging 1,874 annually over three years. The majority of victims are women and girls, who together represent over 95% of those rescued.

**Rehabilitation services** – Rehabilitation services in Nepal are largely provided by NGOs, with minimal government-run long-term safe houses. Around 2,000 trafficked survivors receive rehabilitation services annually in Nepal, with most being girls and women; about 1% are dependent children, highlighting the need for child-specific care. Health issues are common since 6.5% have physical problems, 11% mental health issues, and at least 1% infectious diseases. Survivors also report high levels of past violence, with some NGOs noting that up to three-quarters experienced sexual violence.

NGOs provide a wide range of services in rehabilitation centers and safe houses. Record-keeping, security, and privacy are generally delivered well. Food, accommodation, health check-ups, and counselling are of medium quality. Education, skills training, and employment support remain limited due to budget constraints.

Nepal has no safe houses for male survivors. With rising cases of men being trafficked for labour exploitation in India and other overseas countries, stakeholders across provinces stressed the urgent need to establish dedicated facilities.

**Sustainable reintegration process** – Sustainable reintegration

remains difficult due to family rejection, safety concerns, social stigma, and slow administrative processes, especially for foreigners or those lacking identity documents. NGOs report that over 2,000 survivors are reintegrated yearly, with 98% returning to their families, while a small number become self-employed or join NGOs as staff or volunteers.

**Role of OCMC in protection of trafficked persons** – OCMCs provide health and psychosocial support, but their services vary widely. Record-keeping on GBV is inconsistent, and many centers lack basic infrastructure like separate rooms and adequate data systems. These gaps limit their ability to ensure comprehensive care and privacy for trafficking survivors.

**Protection measures of Nepali workers at abroad** – Nepal signed MoUs with the UK (2022), Romania (2023), and Germany (2023) to strengthen protection for migrant workers. These agreements promote safe recruitment, equal treatment, social security, complaint mechanisms, and safeguards against trafficking. Nepal has also deployed Labour Attachés in key destination countries to support workers’ rights and welfare.

**Role of Nepal’s diplomatic missions abroad for protection Nepali workers** – Only some missions provided data, but estimates show rising numbers of Nepalese staying illegally in countries like the USA (up to 9,000 by FY 2024/25) and Japan (270,000 Nepalese, many facing fraud and unmet job promises). Russia and Bahrain reported smaller illegal populations. In Kuwait, the Embassy rescued 1,607 Nepali domestic workers in three years, though rescue budgets remain very low.

In Malaysia, approximately 33,700 undocumented Nepali annually, with nearly 9,000 returning under the Repatriation Program after paying penalties. Amnesty was granted to hundreds each year, but only legally documented workers can file complaints. In Central Asia, data is scarce; most travel document requests come from Nepalese detained in Turkey while trying to reach Greece or the USA. Saudi Arabia deported hundreds of Nepalese yearly, with victims facing major barriers to justice. Brazil reported only four undocumented Nepalese, all granted amnesty.

#### **On Prevention, Cooperation and Border Measures**

Nepal’s progress in prevention and combating trafficking in persons appears to be unsatisfactory compared to other South Asian countries like Bangladesh, India, Pakistan and Sri Lanka. The US Government’s *Trafficking in Persons Reports* ranked Nepal in Tire 2

Watch List (WL) in both 2024 and 2025 years.

**Void of comprehensive policy and action plan** - Currently, Nepal lacks a comprehensive policy and action plan to combat trafficking and protect victims. The Sixteenth Plan briefly mentions eliminating trafficking and sets only one target—to increase rehabilitation centers from 10 to 15 by 2028/29. It fails to address core vulnerability factors like inequality and discrimination. The previous NPAs (1998/2001 and 2012–2021) expired, and the MoWCSC has yet to evaluate them or draft a new NPA reflecting emerging issues and federal restructuring.

**Obsolete institutional arrangements** - Nepal's institutional arrangements for combating trafficking in persons remains outdated, based on pre-federal structures. The Amendment Bill to the 2006 Act proposes federal, provincial and local mechanisms but is still pending in Parliament, further delayed by the House dissolution on 12 September 2025. The NCHT remains the main coordinating body, with provisions for district and local committees.

However, due to governance changes, institutional mechanisms have not been fully operational. Only 11 of 77 districts have formed District Committees on Combating Human Trafficking as required, including Kathmandu, Kaski, Banke, Jhapa, and others. Their level of activity and functionality remains unclear.

**District committees** – Most DCCHTs lack institutional memory and exist only on paper, though a few remain active. Five districts shared data showing activities such as quarterly meetings, Safe House monitoring, awareness programs, and issuing identity certificates. Districts like Kanchanpur, Surkhet, Sindhupalchok, Jhapa, and Kailali reported regular meetings, coordination with NGOs, and community-level campaigns.

**Local committees** - Many of the Local Governments have not formed the Local Committees for combating trafficking in persons as per the regulations, and existing ones face inactivity and delayed budget transfers. Some municipalities in Rupandehi and Kapilbastu have functional committees with drafted procedures supported by NGOs. Buddhahumi Municipality was recognized for strong anti-trafficking work, and Kapilbastu's model is considered replicable.

**Rehabilitation fund** - The rehabilitation fund has steadily decreased—from Rs. 17.3 million in FY 2022/23 to only Rs. 5.9 million in FY 2024/25. Spending levels were low (62% and 47%)

in the first two years but reached 103% in FY 2024/25, indicating rising needs despite shrinking allocations.

**Safe Labour migration initiatives** - Ministry of Labour, Employment and Social Security (MoLESS) leads safe labour migration efforts, partnering with development agencies and local governments. It reports reaching 1.1 million people in FY 2022/23, 1.2 million in FY 2023/24, and 750,000 in FY 2024/25, with female participation rising from 31% to 38%.

The geographical coverage of the safe migration initiatives remains limited, reaching only 267 of 753 municipalities despite programs in all districts. Beneficiary distribution does not align with actual migration trends. Madesh has the highest migrant share (27%) but far fewer program beneficiaries (15%), while Gandaki and Lumbini are overrepresented.

Furthermore, MoLESS interventions also lack proper mapping of high-risk areas and groups, limiting their effectiveness in preventing trafficking and unsafe migration.

**Responses of office of the Prime Minister and Council of Minister** - The Office of Prime Minister and Council of Minister introduced key decisions supporting anti-trafficking efforts, including integrating trafficking prevention into the Sixth National Human Rights Action Plan. It also advanced Nepal's commitments under UN Resolutions 1325 and 1820 and approved amendments to the Asset Money Laundering Prevention Act, expanding offences to include smuggling, hundi, digital money misuse, and illicit transactions.

**National Statistical Office** - The NSO has no dedicated unit or methodology to collect or estimate data on human trafficking for labour exploitation. Although NMICS 2019 included two trafficking-awareness questions, these were omitted in NMICS 2024.

#### NGO Responses

**Coverage, targeted interventions and awareness programs** – NGOs are active in awareness programs but have limited interventions addressing root causes like poverty or unemployment, often working in small geographic pockets. Of 19 NGOs including KIN India surveyed, some work on internal trafficking, some on cross-border issues, and some on safe migration. Only a few run targeted socio-economic programs, though almost all conduct awareness, capacity building, and media outreach.

**Number of persons vulnerable to trafficking intercepted -**

On average, around 7,400 individuals annually attempting to be trafficked have been intercepted by different NGOs in Nepal with fluctuations by fiscal years. Women and girls make up the vast majority of cases. More than half has been contributed by Maiti Nepal alone, which is followed by Tiny Hands Nepal (21%), Afanta Nepal (17%) and PRC (7%) and the share of other NGOs are considerably smaller.

**Border Measures and Cooperation**

**Mapping the border surveillance desks (BSDs) operated by NGOs -**

BSDs operate at major Nepal–India border points, two Nepal–China points, and key highway/bus stations. Maiti Nepal and Tiny Hands Nepal each run 17 BSDs, Afanta Nepal 12, and others fewer. Many BSDs were established in the last five years, though some date back decades. Several major border points host multiple NGOs, but many smaller porous points still lack BSD coverage and need expansion.

**Porous border points -** Due to the open Nepal–India border, many points lack regular NGO or APF surveillance, making monitoring difficult. NGOs in Rupandehi, Banke and Bardiya report highly porous areas, especially during festivals or marriages. Traffickers also exploit these points by disguising victims as woodcutters, goat herders, mourners, or religious followers.

**Cooperation mechanism between Nepal and Indian sites -**

Several cross-border cooperation efforts were initiated but not all sustained. The Indo–Nepal Joint Forum (2015) in Nepalgunj collapsed due to lack of funding, weakening shared responsibility. In contrast, in Bhairahawa–Sunauli, a Core Committee of Indian forces and NGOs works closely with Nepali counterparts. Security forces in Kanchanpur also hold periodic meetings and share information through WhatsApp groups.

**Obligations of commercial carriers and private transports -**

Public and private transport operators on both sides of the border are poorly monitored and sometimes collude with traffickers. NGOs report bus staff in Gauribhanta facilitating movement of girls and women. At Sunauli, frequent high-speed Indian vehicles make inspections difficult, increasing risks of victims being transported under the guise of relatives or passengers.

**Fraudulent travel documents and use of visit visa -**

In almost all the border points, the NGO staff and police note rising use of fraudulent travel documents, which are hard to verify. Victims often carry seemingly legitimate papers prepared by brokers,

including permits and local recommendations. Use of fake Indian Aadhaar cards is increasing, enabling travel into India and onward to third countries like those in the Middle East.

**Adverse impact of counter-trafficking measures -**

Media reports and experts' opinions, and even some Government authorities acknowledge that Nepal's counter trafficking measures, especially the ban on women migrating for domestic work in Gulf countries, have unintentionally fuelled trafficking and smuggling. Despite the decade-long ban, over 150,000 women have been smuggled to Gulf and Middle Eastern countries, where they remain undocumented and beyond the protection of embassies or labour authorities.

The Ministry of Foreign Affairs has also recognized that the ban has increased the vulnerability of women to smuggling and trafficking. On 8 May 2025, the Parliamentary Committee on Industry and Commerce and Labour and Consumer Interest called on the MoFA Secretary for briefing of impact of the ban of women domestic workers. The Secretary admitted that policy failed to curb illegal migration, and that Nepal could not meet the conditions set in 2017 to send the women safely to Gulf countries.

**Human trafficking awareness -**

Overall, 72% women and 88% men are aware of human trafficking in the country, with awareness varying by age, province, education, and wealth. In Madesh Province, fewer than half of women reported awareness. Knowledge rises sharply with the increase in education level from 41% for women with no education, to 98% women with higher education. This shows that education as well as economic status matter in enhancing knowledge on human trafficking awareness.

**On Criminalization, Punishment and Redress**

**Legal Framework and Amendments -**

Nepal acceded to the *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime* in 2020. The main national laws are the Human Trafficking and Transportation (Control) Act 2007 and Human Trafficking and Transportation (Control) Regulation 2007. The Cabinet of Government of Nepal approved the First Amendment Bill 2081 (2024) of Human Trafficking and Transportation (Control) Act in 18 February but it is still waiting for parliamentary approval.

The Ministry of Law, Justice and Parliamentary Affairs (MoLJPA) has proposed several amendments to align the Act with the TIP

Protocol, though gaps remain compared to FWLD's 2020 analysis. Needed changes include defining "victim," replacing "prostitution" with "sexual exploitation," ensuring temporary Safe Houses under foreign missions, and removing penalties for victims who change statements.

Despite some recent amendments to Prevention of Money Laundering and Promotion of Business Environment 2080 (2023), Foreign Employment Act 2007 and Human Trafficking and Transportation (Control) Act 2006, these key laws are waiting for revisions/amendments to fully comply with the Palermo Protocol. Civil society studies (FWLD, UNODC, and NHRC) continue to highlight substantial legal gaps that remain unaddressed. The Supreme Court in the case of Government of Nepal from the plaintiff (name changed) of 65 *Dha* 10 v Khem Bahadur Negi (076-CR-0438) ordered the Government of Nepal to enact a separate law to criminalize the acts of human smuggling and ratify the UN Migrant Smuggling Protocol. Furthermore, it ordered that there is a need to determine the nature of the offence before police investigation or prosecution whether the case relates clearly to the human trafficking, human transportation, for fraud related to foreign employment or human smuggling.

**Department of Money Laundering Investigation (DoMLI) -** DoMLI investigates money laundering linked to crimes such as banking offences, tax (revenue) evasion, human trafficking, drugs trafficking, smuggling of rare minerals, and fraud. In the FY 2023/24, only one case of money laundering linked to human trafficking was filed, with none in the following years. No cases were registered against government officials or political appointees.

#### Status of Law Enforcement

**Prevalence rate of cases of trafficking in persons registered in Nepal Police** - Using 22 years (2002-2024) of data of Maiti Nepal, Nepalgunj, and 9,675 persons were intercepted, 390 rescued, and 98 filed cases. The prevalence rate of registration of trafficking ranges from 1% (based on interceptions) to 25% (based on rescues), reflecting uncertainty about whose cases are actually filed.

**Challenges for effective investigations** – AHTB reports that there are several challenges that delayed reporting causing loss of evidence, difficulty to gather proof, inability to prosecute overseas brokers, and lack of financial-transaction evidence for case building.

#### Time required to decide a case related to trafficking in persons

– Police investigation takes up to three weeks, and another three weeks for filing of case to a court, and case's first *pesi* (hearing) will take place in 3-5 months after filing of the case in the court. Then, the court decisions generally takes nine months to two years.

#### Analysis of trafficking cases field in the District Police -

Reviewing 19 cases of trafficking in Kailali district Police in three FYs (2022/23-2024/25), none included organized-crime charges, though some involved multiple offenders. Nearly half cases are related to the victims being intercepted in Nepal-India border; in one-third of cases, the victims have already trafficked to Indian cities for non-brothel based 'prostitution' and rest one-third is related to internal trafficking. Most cases had a single (mostly male Nepali) offender, using promises of marriage or jobs to lure victims.

#### Arrest and absconding of accused of trafficking -

On average, 371 trafficking offenders are recorded yearly; about 60% are arrested while the rest 40% get absconded in Nepal. Police note that many crimes occur abroad, making timely apprehension difficult.

#### NGOs Responses on Legal Aid to Trafficked Survivors

Out of the 17 total NGOs surveyed, nine NGOs provided legal aid support to the victims/affected persons for filing complaints, court visits, and case follow-up. On average, they assisted with 158 cases yearly involving 168 survivors, more than half (52%) were children and 48% were women.

#### Judicial Response to Trafficking

Judicial assessment relies on two data sources: the Office of the Attorney General and the Supreme Court. Both publish annual reports, but their data systems differ, making direct comparison difficult.

#### Data from the Attorney Offices -

A total of 194 cases were registered in FY 2022/23, mostly for the offence of "human transportation" (185) while there were only five cases against the offences of "selling or buying a person" and "forced prostitution" (2). The conviction rate was 55% and pending rate was 78%. In FY 2023/24, there were 211 cases registered, with 202 for "human transportation" offence and rest 8 were related to offence of "buying and selling of a person". In this year, the conviction rate fell to 44% and pending rate to 76%.

Across 18 High Attorney Offices in Nepal, 266 trafficking cases were registered in FY 2022/23 and the same in FY 2024/25. Conviction rates increased from 54% in 2022/23 to 63% in FY 2023/24 while the pending rates dropped from 49% in FY 2022/23 to 36.5% in FY 2023/24. Conviction rates varied by offences of “human buying and selling” had lower rates (48% to 31%) compared to conviction rates for the offences of “human transportation” (58% to 59%).

Around 70% to 80% of district level cases involve “human transportation” while few cases (10%-15%) involve “buying and selling of a person”, and very few involve forced prostitution (3%), and one case of organ removal. Conviction rates remain low, with only one-third of decided cases convicted in 2022/23.

Pending were high in FY 2022/23 with nearly half of the registered cases were pending in the district attorney offices while comparable figure was relatively lower in FY 2023/24 (35%).

**Status of decision of prosecution of cases** – About 98% cases of trafficking in persons are prosecuted, while the rest 2% are not. In FY 2022/23, of 158 new cases registered with 306 offenders, only 3 cases (2%) were decided “not to prosecute”. In FY 2023/24, there were 271 cases with 308 offenders. Among these cases, only 6 cases (2.2%) were not decided to prosecute.

**Additional claim of organized crime** – Only a small share of trafficking cases include additional organized crime charges. In FY 2023/24, this applied to 9.5% of the 158 new cases; in FY 2022/23, only 3 of 271. All four cases decided with such added charges in both years resulted in acquittal.

**Data from the Supreme Court** - The Supreme Court data show a decline in trafficking cases, from 408 in FY 2021/22 which declined to 402 in FY 2022/23 and further to 375 in FY 2023/24, with over three-fourths pending each year. High Court registrations also declined from 402 in FY 2021/22 to 267 in FY 2024/25, with wide variation across courts. Overall, about two-thirds of cases were decided in 2021/22 and 57% in 2024/25, though rates differed by courts.

Across 77 district courts, 773 trafficking were filed in FY 2023/24 and FY 2024/25, but the number of cases registered varies by district courts of Nepal. One-third were registered in Kathmandu district court alone and nearly 8% in Banke district court. Other district courts with relatively sizable number of trafficking cases

registered include: Morang, Kailali, Jhapa, Rupandehi, Parsa, Kaili Bastu and Sunsari (the number of cases ranged from 25 to 36). Generally, data reveal that ill and mountain districts recorded far fewer cases. Only about half of registered cases are decided annually, leaving nearly half of the cases remain pending.

### Findings from the Province Consultations

**On Law Enforcement Status** – Participants from all provinces reported weak law enforcement on trafficking. Koshi noted impunity and political influence preventing arrests; Madesh cited pressure making FIRs difficult to file; and Lumbini highlighted challenges in identifying or apprehending key trafficking leaders.

**On the victim access to justice** – Province consultations revealed several barriers to justice. Although laws guarantee access, victims face fear, threats, and low awareness when entering the legal process. Delays in compensation and difficulty gathering evidence often lead to acquittals, leaving victims without redress.

**On the rights of offenders** – Participants from all the four provinces reported that there are no evidences of violation of the rights of offenders as enriched in the Nepalese laws, such as there is no evidence of custodial physical or mental torture to the offenders.

**On the challenges for effective law enforcement** – According to the participants, key challenges include lack of public awareness, open border between Nepal and India, absence of an extradition treaty, political protection to the accused and social acceptance to the accused, not able to gather the adequate and sufficient proofs for the prosecution, hostile victims due either the fear, threats or promises, victims not willing to file the case, and no adequate social recovery of the victim.

## 7.2 Discussions

### Trafficking in Persons

Drawing on the different indirect sources, this report estimates that the annual number of trafficked women and children in Nepal is 10,900 in the reference period (FY 2022/23-2024/25). They are either trafficked or subject to attempted trafficking. In addition, annually, 136,000 persons are smuggled from TIA, Kathmandu alone (Table 7.1). The majority of smuggled migrants are men; however, women are also considerable who are particularly smuggled to Middle East Asia and they largely end in labour trafficking situation when they reach to the destination country.

There are also evidences of labour trafficking of men from other regions of the world such as from the Greater Mekong Sub-region (Pocock, 2016) where increasingly men are trafficked in fishing, the dangerous work in under water.

**Table 7.1 Annual estimate of trafficking or attempt to be trafficking in women and children and migrant smuggling, Nepal, FY 2022/23-2024/25**

S.N.	Description	Number	Sources
1	Number of trafficked victims rescued (three-yearly average)	210	Table 2.2
2	Number of persons vulnerable to trafficking intercepted by APF Nepal (three-yearly average)	130	Table 2.16
3	Number of persons vulnerable to trafficking intercepted by PRC in Rupandehi and Kailali (FY 2023/24)	525	Table 2.18
4	Number of persons vulnerable to trafficking intercepted by other NGOs (three yearly average)	7384	Table 5.3
5	Total missing women and children untraced as recorded in Women, Children, Senior Citizens Directorate, Nepal Police (three-yearly average)	2683	Table 2.19
	Total	10,932 or 10,900	
	Number of migrant smuggled (three-yearly average)	136,000	Table 3.1

Note: Here, three-yearly average refers to FYs of 2022/23, 2023/24 and 2024/25.

In their analysis of the current discourse on human trafficking some back 15 years ago, Alvarez and Alessi (2012) argued for a need to formulation and implementation of labor trafficking laws, policies and victim services, instead on merely focusing on women and children as the victims of sex trafficking.

On the other hand, the number of trafficking cases filed with the Nepal Police is far lower than that of these estimates. Only 163 cases were registered in FY 2022/23 with comparable figures of 170 and 125 in FY 2023/24 and FY 2024/25, respectively. Trafficked victims are not only women and girls but they are also men and boys. The child victims account for 38%. Data demonstrate that the offenders come from across Nepal's social groups, including some foreign nationals.

Our findings reveal that of the three-yearly total of 632 trafficked victims, the majority were trafficked for the purpose of 'prostitution' (41%), followed by 'human trafficking for sexual exploitation' (33%) and trafficking for forced labour (12%). These findings differ from the global findings obtained from the Counter-Trafficking Data Collective (CTDC) data pool between 2010 and 2020 by Al-Tammemi et al. (2023). In their findings, out of 87,003 victims of human trafficking, nearly half were trafficked for sexual exploitation and 21% for forced labour. Among those who were trafficked for sexual exploitation, 15% were involved in prostitution, 2% in pornography, 0.6% in private sexual service and 0.1% in remote interactive sex service. In our study, among the trafficked victims whose cases were filed with the Police, 92% comprise of females (55% women and 37% girls under 18 years). The comparable figure from the global dataset is substantially lower, at 70% (ibid.). This divergence may be attributed to the significant underreporting of male victims of trafficking for forced labor in Nepal's data.

Findings of this study illustrate that survivors of trafficking originate from 70 out of Nepal's 77 districts, although the prevalence varies considerably across districts. The top 10 districts of origin of survivors of trafficking, in descending order, include: Nuwakot, Sindhupalchok, Udayapur, Banke, Gorkha, Kailali, Kavre, Makwanpur, Morang and Dhading. There has been an increase in the spread of destination countries in terms of trafficking – making the rescue and repatriation of survivors, as well as the conviction of the perpetrators, a complex issue. India has also emerged as both the destination and transit country for human trafficking. There has been widespread misuse of information and

communication technology (ICT) and social media for the purpose of trafficking in persons. Emerging forms of trafficking identified in this study include: i) trafficking of youth for cyber-slavery to Southeast Asian countries; ii) trafficking for fraudulent network-marketing schemes to India; iii) trafficking of adolescent girls and young women for egg donation; iv) trafficking of girls from India to Nepal; v) an increase in internal trafficking; vi) trafficking adolescent girls for orchestra dance to India; vii) trafficking of men for labour exploitation to India and viii) trafficking of children pretending to religious study like 'Lama Study' to India. Key means of trafficking is the deception and luring the victims by promises of fake marriage, employment and other misleading opportunities.

Findings of this study on the vulnerability of human trafficking confirm the findings from the South Asian context such as India, where it is argued that 'trafficking is deeply entrenched in socio-economic disparities' (Grover, 2025:58). In Nepal's case, data show that vulnerability of trafficking goes beyond caste-ethnic disadvantaged status. Two major vulnerability situations are found: one relates to dysfunctional family status and another to their poverty and deprivation conditions. These are the key push factors, that is, causing adolescents and youths to leave their home.

### Smuggling of Migrants

As stated above, approximately 136,000 Nepali citizens were smuggled abroad each year during the period from 2022 to the first quarter of 2025 based solely on departures recorded at Tribhuvan International Airport (TIA), Kathmandu. The magnitude has increased annually from 106,000 in 2022 to 123,000 in 2023, and rising sharply to 166,000 in 2024. In addition, more than 5,000 Indians departed during the first eight months of FY 2024/25 without obtaining the No Objection Certificate (NOC) from the Indian Embassy in Nepal.

Data on the deportation of Nepali citizens further indicate that migrant smuggling has been occurring in Nepal for an extended period. The US Government deported nearly 400 Nepali citizens between January and June 2025.

### Protection and Assistance of Victims of Trafficking in Persons

Currently in Nepal, there is no Standards Operating Procedure

(SOP) for rescue and repatriation of victims of trafficking. According to AHTIB, it rescued and repatriated 152 victims from abroad in FY 2022/23, 374 in FY 2023/24 and 556 in FY 2024/25. NGOs data on rescue comes out to be 1,720 on average for the same period (FY 2022/23-2024/25). Adult women constitute the majority of survivors (54%), followed by girls under 18 years (42%), while boys (2%) and men (1%) represent a small minority. Involvement of NGOs has been found to be substantial for providing safe and adequate shelter to the survivors of trafficking and affected persons in Nepal. The Ministry of Women, Children and Senior Citizens (MoWCSC) has also provided financial grants annually to five NGOs for rehabilitation services. However, the findings indicate that a considerable proportion of victims experience physical or mental health problems, including exposure to physical and sexual violence. Thus, human trafficking is not just a crime, it has also far reaching health consequences on the victims. Studies from outside of Nepal such as by Recknor and Chrisolm-Straker (2018) underscores the importance of addressing the public health needs of survivors through trained health-care providers and ensuring that safe houses are equipped with adequate sanitation, food and accommodation. They further argue that victims who experience anxiety, depression, suicidal ideation and post-traumatic stress symptoms may require long-term psychosocial support, and that child victims of trafficking require specialized care.

This study shows that, on the average, an estimated 2,000 survivors of trafficking/affected are provided rehab services annually in Nepal. While NGOs provide a wide range of services, the findings indicate that not all services are delivered at a consistently satisfactory level across organizations. In particular, access to education, vocational training, and employment opportunities for victims remains limited. Furthermore, providing long-term psychosocial counselling to the victims and caring of the dependent child of the victim is challenging for many NGOs due to inadequate funding and a shortage of trained health care providers. Although this study did not extensively assess the living conditions of victims in safe houses or rehabilitation centers, concerns have been noted. In some centers, victims have been forced to live for extended periods and experience a sense of confinement. Research from Malaysia has similarly highlighted that safe houses can resemble detention facilities rather than protective environments, with 'rescued' victims being held for long periods until repatriation (H B A. Hamid, 2023).

It is also notable that no safe houses dedicated to male survivors of trafficking exist in Nepal. Sustainable reintegration remains a

significant challenge, especially when it comes to avoid the re-victimization of the victims. Based on the three-year average reported by nine NGOs, more than 2,000 trafficked persons are provided reintegration services annually, with 98% reintegrated with the family, while 1% become self-employed and 1% engage as staff or volunteers within organizations.

Findings further indicate an absence of standardization in the way OCMC maintain GBV data. Many OCMCs also lack adequate physical infrastructure and trained human resources. Ensuring the privacy of the victims is an ongoing challenge, as many hospitals do not have separate wards for GBV survivors.

During the reported period, the Government of Nepal has signed three Memorandum of Understandings (MoUs) to protect Nepali workers abroad: with United Kingdom in August 2022, with Romania on 6 October 2023 and with Germany on 10 October 2023. These MoUs and Labour Agreements, along with the previously signed MoUs and Labour Agreements with different destination countries, are intended to promote safe, regulated, and rights-based foreign employment in line with ILO standards. However, implementation remains weak. Coordination with Nepal's diplomatic missions abroad appears insufficient. Findings demonstrate that many Missions do not adequately maintain records on the conditions of Nepali workers or undertake initiatives to protect them within their host countries or the jurisdictions they cover.

### Prevention, Cooperation and Border Measures

Prevention Efforts - The US Government's *Trafficking in Persons Reports* (US TIP Report) ranked Nepal in Tire 2 Watch List (WL) in both 2024 and 2025. Findings of this Report demonstrate that currently, Nepal lacks a comprehensive policy and action plan being implemented to prevent and combat trafficking in persons and protect the victims of trafficking from re-victimization. The institutional arrangements for prevention and combating trafficking in persons have remained the ones provisioned before the promulgation of the Federal structure of the country 2015 and are now outdated. Findings suggest that there is an absence of institutional memory of the functions conducted by the DCCHT, with many committees reportedly existing only on paper and maintained primarily by NGO personnel. Furthermore, many local governments have not established Local Committees on Combating Trafficking in Persons as required by regulations. Where Committees have been formed, they face significant operational challenges.

Ministry of Labour, Employment and Social Security (MoLESS) reports that more than 1.1 million people in FY 2022/23, 1.2 million in FY 2023/24 and 750 hundred thousand people in FY 2024/25 benefitted from safe migration awareness programs in the country. Among the beneficiaries, the share of females increased from 31% in FY 2022/23 to 33% in FY 2023/24 and to 38% in FY 2024/25. The geographical coverage of the safe migration initiatives is, however, inadequate: only one-third of municipalities and rural municipalities are reached by these programmes, despite high and increasing mobility across nearly all local government units. Furthermore, MoLESS interventions have not been carried out by systemic mapping or identification of high-risk geographical areas, communities, groups or business sectors vulnerable to trafficking.

While the NGO-led awareness initiatives are encouraging, their interventions to address the factors that increase the vulnerability of trafficking, such as poverty, unemployment, inequality, discrimination, are rather limited in scale and area coverage. On the other hand, the Government of Nepal has also not categorically brought the targeted interventions as reflected by the fact that the Sixteenth Plan (FY 2024/25-2028/29) document has included only one indicator related to trafficking (extension of districts operating rehabilitation centers from 10 to 15).

This study's finding shows that on the average, annually 7,400 number of persons attempted to be trafficking have been intercepted by different NGOs in Nepal. The majority are women (51%) and girls (41%) while the share of boys and men combined comprises of 2% and rest in 6% cases, gender was missing. The share of interceptions shows a marked variation by NGOs.

**Border Measures and Cooperation** - Data illustrate that BSDs have been established in major official border points between Nepal and India, including in the major highway heads and long-route bus parks, as well as at the Nepal-China border, in both Rasuwa and Sindhupalchok district. Despite these efforts, our field study reveals that owing to the open border between Nepal and India, several crossing points lack regular surveillance by either NGOs or by the APF Nepal. Sometimes, effective surveillance is also operationally difficult. Some good initiatives to identify the potential victims and prevent trafficking in persons were introduced for establishing coordinated efforts to counter trafficking in persons in border areas, but in some cases they were not sustainable. Our findings suggest that means of public and private transports operating on both sides of the border have not been adequately monitored and established their obligations to detect and prevent trafficking in persons. Across nearly all border

points observed, from Kakarvitta in the east to Gaddachauki in the far west, the NGO staff and Police officials viewed that there has been an increase in use of fraudulent travel documents to cross the border, and it is difficult to verify whether they are original or not. Nepalese people travelling in fake Indian Adhaar Cards have also increased.

In this context, the role of the border officials – Police, Immigration staff and NGOs staff – becomes much challenging. Scholars working in border governance such as McAdam (2013) argues that there is a need for a rights-based approach to identifying human trafficking at international borders. Such an approach recognizes the legitimate role of border authorities in maintaining the integrity of national frontiers, while underscoring the imperative to safeguard migrants' rights to mobility and ensure that potential victims of trafficking are not overlooked. However, it is essential to ensure that their role does not jeopardise the rights of mobility of migrants on the one hand, and on the other, border officials should not miss opportunity to intercept the trafficked persons or affected persons. In the observation of the border, we found that, at the beginning, the intercepted persons often feel that their human rights to mobility has been restrained due to the unnecessary inquiry and interception by NGOs and border police, and sometimes they vehemently oppose the border officials. It demands the requirement of a clear Guideline for the identification of victims of trafficking in the border from human rights perspective.

**Media reports, expert assessments, and statements from senior government officials have realized that the counter - trafficking measures adopted by the Government of Nepal may have inadvertently contributed to increased trafficking and smuggling of women, especially to Gulf countries. The ban on women's domestic work has remained for years and it is reported that more than 150,000 women have already been smuggled to the Middle East while our findings suggest that the responsible Ministry – MoLESS – has not yet formally examined the adverse impact of such policy, or taken steps toward its revision.**

### **Criminalization/Punishment and Redress**

#### **Criminalization**

Findings of this study suggest that criminalization of migrant smuggling is urgently needed given the scale of migrant smuggling and its nexus to intermediaries-politicians-bureaucrats. In 2018, the Supreme Court in the a case of the Government of Nepal v Khem Bahadur Negi (076-CR-0438) ordered the Ministry of

Home Affairs, the Government of Nepal to formulate a new law to criminalize the acts of human smuggling and ratify the Protocol on Migrant Smuggling. Further, it gave the verdict that the Police and Office of the Attorney General should investigate and prosecute the case by clearly determining the nature of the offence whether it relates to human trafficking, human transportation, for fraud related to foreign employment or human smuggling.

**Status of Law Enforcement** - According to AHTB, Nepal Police, there are several challenges for the effective investigations of the trafficking cases. These include delays in case reporting by victims, resulting in loss of evidence; difficulties in collecting the required proofs to file the case; challenges in bringing brokers and agents into legal action as they are transnationally organized and commit the crime from aboard, and not availability of evidence of economic transitions.

Analysis of trafficking cases field in District Police shows that only a limited number include additional charges related to organized crime, despite the increasingly transnational nature of trafficking networks involving both Nepali citizens and foreigners and operating the racket even living abroad. For example, in the District Police Office Kailali field altogether 19 cases of trafficking in three FYs (2022/23-2024/25). None included organized crime charges, even though four cases involved more than two perpetrators, including Nepali and Indian nationals. Studies from outside of Nepal, however, highlights the close links between human trafficking and organized criminal networks (Mahalingam, 2019).

Data further reveal low apprehension rates among traffickers in Nepal. For example, over the five-year period from 2020 to 2024 average number of offenders of trafficking were 371. However, only 60 percent were arrested, while 40 percent remained absconding.

**Judicial Response to Trafficking** - A total of 194 cases were registered in FY 2022/23 with the Attorney General Office. Generally, among the total cases registered, the highest number accounted for offence of 'human transportation' and only few cases related to offences of 'selling or buying a person' and 'insisting or forcing a person to engage in prostitution'. Similar patterns were observed in High Courts and District Courts. Findings demonstrate that the convention rates are relatively lower when the offences of 'selling or buying of a persons' compared to the convention rates on offences of 'human transportation'. In all layered courts, the pending rates are very high while the

conviction rates are low. Only a small proportion of trafficking cases include additional charges of organized crime. Of 158 new cases registered in district attorney offices in FY 2023/24, only 9.5 percent included such charges, dropping to less than 1 percent in FY 2024/25. This trend contradicts with various researchers' assertion that indicating a close association between trafficking and organized criminal groups (Mahalingam, op.cit.). It calls for deeper analysis into why there are few cases of trafficking in which organized crime is claimed, and why a few cases in which organized crime is claimed are convicted in Nepal.

The number of trafficking cases registered in the Supreme Court shows a decline trend over the last 3 to 4 years. The registered cases, for example, were 408 in FY 2021/22 which declined to 402 in FY 2022/23 and further to 375 in FY 2023/24. Data reveal that there is high pending rate. In the High Courts, the number of trafficking cases registered was 402 in 2021/22 and 267 in FY 2024/25. But the number varies by High Courts. Altogether, 773 cases related to trafficking in persons were registered in the district courts in FY 2023/24 and FY 2024/25. Case distribution is concentrated geographically: one-third of the trafficking cases are registered in Kathmandu district court alone and nearly 8% in Banke district court. Other district courts with relatively sizable number of trafficking cases registered were in descending order Morang, Kailali, Jhapa, Rupandehi, Parsa, Kapilbastu and Sunsari (the number of cases ranged from 25 to 36).

In all Provinces, the research participants show a concern about weak law enforcement, and view several challenges for the effective law enforcement. The challenges identified include: limited public awareness, the open Nepal-India border, the absence of an extradition treaty, political protection and social acceptance of alleged offenders, difficulties in gathering adequate evidence for prosecution, increasing rates of victims becoming hostile due to fear, coercion, or inducement, victims' reluctance to file cases, and inadequate social and economic support for victim recovery.

### 7.3 Conclusions

The study concludes that trafficking is pervasive in Nepal and can be characterized as an endemic problem. Other studies have similarly described human trafficking as "pandemic" or "epidemic" through the lens of an epidemiological perspective (Gallo, Konrad and Tinyane, 2020). In Nepal, despite ongoing efforts to eliminate it, as discussed especially Chapters 4 to 6, human trafficking has rather expanded in scale, types and forms. It has spread across

the country, affecting diverse social groups, and impacting children and adults, including men, women, girls, boys and sexual minority.

Likewise, smuggling of migrants is a growing phenomenon and smuggled migrants end up being in trafficked. Destination countries have expanded beyond India to include Middle East, Southeast Asia, Europe, African countries and the Americas. India has become both a major transit hub and destination country for sex trafficking and labour trafficking. Internal trafficking of young women for the purpose of "prostitution", which is highly invisible, has also increased especially in bordering cities between Nepal and India with the growth of adult entertainment sectors. Misuse of social media, the Internet and platforms, mobile applications is escalating, becoming a dominant modus operandi for luring the vulnerable youth. It requires a close, technical and highly sophisticated mechanisms for detection, identification potential victims, and control of fake and fraudulent practices.

Findings show notable progress during the reference period of this Report. The efforts to amend the *Human Trafficking and Transportation (Control) Act 2007* to align it with the TIP Protocol has been approved by the Cabinet but as the House has been dissolved, the fate of the Bill remain uncertain. The Special Investigation Unit – the Anti-Human Trafficking Bureau, Nepal Police has become more active, successfully investigating increasing numbers of trafficking and migrant smuggling cases and conducting rescue operations abroad. NCCHT has become to rescue the trafficked survivors from abroad and monitoring the action of the DCCHTs and NGOs. Safe migration initiatives have been expended due to the active role of MoLESS. NGOs have made significant contributions in border surveillance, awareness raising and victims protection. APF Nepal has also intercepted vulnerable persons and apprehend suspects at the borders. Safe migration initiatives have expanded widely. Some DCCHTs and Local Governments are also playing meaningful role to prevent trafficking.

However, Nepal's efforts to eliminate trafficking cannot be considered adequate. Although Nepal acceded to the TIP Protocol nearly five years ago, its domestication has progressed slowly. Criminalization of trafficking for forced labour, labour exploitation is still pending, and male victims of trafficking for labour exploitation remain outside legal framework of Nepal. The Supreme Court's verdict in 2018 (076-CR-0438) to bring the separate law for criminalization of the migrant smuggling is still pending. There is legal vacuum in clearly defining the human

transportation and human smuggling, foreign employment related fraud and human trafficking and human transportation. There is widespread concern over weak law enforcement, persistent impunity, and compromised access to justice. Concerns of politicians-bureaucrats complicity in smuggling of migrants and trafficking remain unaddressed.

Many Diplomatic Missions lack adequate labour diplomacy as soft power of Nepal and mechanisms to protect workers' rights. In the courts, the pending rates are high while the conviction rates for trafficking are rather low. Delays in verdicts discourage victims from claiming compensation. Nepal currently lacks the comprehensive policy and National Action Plan aligned with the federal structure of the country, resulting in fragmented efforts at federal, provincial and local Levels as well as abroad. There is also a lack of victim identification and trauma-informed care for the frontline workers, and frontline workers themselves face security risks. Government budgets remain insufficient relative to the scale of the problem. Nepal has also failed to adequately address the factors that increase vulnerabilities especially focusing on the marginalized populations. Evidence further suggests that there has been adverse impact of migration policy, such as the ban of women migration for domestic work to GCC countries, has not reduced trafficking, instead they have fuelled irregular migration of women mainly from India.

Given the human trafficking, coupled with migrant smuggling as emerging 'pandemic', and given the limited progress in combating trafficking, unless serious are efforts taken, Nepal may not achieve many of its international development commitments such as United Nations Sustainable Development Goals. It is essential to reiterate here that the Government of Nepal has set to end all forms of labour trafficking (Target 8.7); end exploitation, trafficking and all forms of violence against women and children (Target 16.2); eliminate all forms of violence against girls and women including trafficking and sexual exploitation and other types of exploitation by 20230 (Target 5.2) (National Planning Commission, 2017). To achieve these Targets along with compliance with the provisions of TIP Protocol, the trafficking response strategies must address all forms of trafficking – labour trafficking, sex trafficking and other forms of trafficking, and trafficking of men, women, girls, boys and LGBTIQ + individuals simultaneously, and also adopt strategies to protect the workers at abroad. Finally, this study concludes that Nepal should adopt a human rights-based approach to response of trafficking which incorporates both protection of victims and prosecution of criminals effectively.

### 7.4 Recommendations

Building on the findings and conclusions of this Report, fact-based recommendations have been formulated across all priority areas from a multidisciplinary perspective, including prevention, protection, and prosecution and strengthening high-quality, internationally comparable data. These recommendations are presented in a consolidated matrix that outlines the proposed areas for interventions, the lead agency responsible for implementation, associate agencies, whether the recommendation is new or reiteration of the previous findings of the National Reports and remarks and comments.

#### Prevention: Towards adopting the comprehensive policy, institutional set up, addressing vulnerability and border measures

Areas	Lead Ministry/ Department	Associate Ministries/ Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
Policy and action plan				
1.1 Adopt comprehensive policy and National Action Plan on Prevention and Combating Trafficking in Persons by learning from the good practices and areas for improvement from the past NPA's implementation and considering the emerging forms of trafficking and increasing phenomenon of smuggling of migrants	Ministry of Women, Children and Senior Citizens (MoWCSC)	NCCHT Development partners Province Governments Local Governments NGOs	Findings of this Report	Provision yet to be introduced
1.2 Ensure that Nepal shall not be down-ranked as Tire 3 country in 2026 by US TIP Report by addressing the recommendations of This Report and US TIP Reports 2024 and 2025	Office of the Prime Minister and Council of Minister	Ministry of Women, Children and Senior Citizens (MoWCSC) NCCHT NHRC	Finding of this Report	Provision yet to be implemented. Nepal has been ranked in Tire 2 (WL) consecutively in 2024 and 2025
Institutional set up				
1.3 Set up institutional arrangements aligned with the Federal structure of the country, and strengthen shared responsibilities across all levels of government.	Ministry of Women, Children and Senior Citizens (MoWCSC)	NCCHT Province Governments Local Governments	Findings of this Report	Provision yet to be introduced (this provision can be temporary until the new NPA is not implemented)

Areas	Lead Ministry/ Department	Associate Ministries/Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
1.4 Extend the establishment of DCCHT in districts with a high magnitude of foreign labour migrations and growing vulnerability of trafficking.	Ministry of Women, Children and Senior Citizens (MoWCSC)	NCCHT Province Governments Local Governments	Findings of this Report	Currently there are only 11 DCCHT, and more DCCHT needs to be extended until new NPA is implemented
1.5 Strengthen the capacity of DCCHT by providing more training and resources to its members and set up the Special Unit in the Chief District Office as the Secretariat so that institutional memory can be continued and DCCHT becomes functional and active	Ministry of Women, Children and Senior Citizens (MoWCSC)	Ministry of Home Affairs (MoHA) NGOs	Findings of this Report	Provision yet to be implemented
1.6 Orient local governments to include the establishment and mobilization of Local Committees for the prevention of trafficking in their annual budgets and periodic development plans within their jurisdictions.	Ministry of Federal Affairs and General Administration (MoFAGA)	Local Governments National Association of Rural Municipalities Municipal Association of Nepal Development partners NGOs	Findings of this Report	Only a few Local Govt. established the Committee and mobilized it
Rehabilitation Fund				
1.7 Increase the budget substantially in the Rehabilitation Fund under the NCCHT and also increase the spending capacity of the NCCHT	Ministry of Women, Children and Senior Citizens (MoWCSC)	Ministry of Finance (MoFA)	Findings of this Report	Funds to be mobilized for rescue and repatriation and also for the establishment of the safe houses abroad
Awareness and safe migration				
1.8 Introduce and strengthen the awareness related programs among women, children in school and in the community focusing on the major districts of origin of victims of trafficking	Ministry of Women, Children and Senior Citizens (MoWCSC)	Local Governments Development partners NGOs	Introduced in previous Reports	More awareness continues to be needed
1.9 Extend the coverage of safe labour migration initiatives (information, relief, compensation, counselling) in more Municipalities/Rural Municipalities especially with high magnitude of out-migrations (including India)	Ministry of Labour, Employment and Social Security (MoLESS)	Development Partners Foreign Employment Boards	Findings of this Report	The MoLESS's current intervention is limited only in 267 out of the 753 Municipalities in the country
Corporate social responsibility				
1.10 Ensure that private sectors involved in foreign employment business (recruiting agencies, training centers, orientation centers, travel agencies, airlines, insurance companies and health facilities etc.) have corporate social responsibility for safe, well-managed and decent foreign employment	Ministry of Labour, Employment and Social Security (MoLESS)	NHRC Development Partners Foreign Employment Boards	Findings of this Report	The provision yet to be implemented

Areas	Lead Ministry/ Department	Associate Ministries/Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
1.11 Integrate the trafficking priorities in areas that increase the vulnerability of trafficking such as poverty alleviation, employment generation, health and education, and cultural rights programmes	National Planning Commission (NPC)	Sectoral Ministries Province Governments Local Governments Micro-credit financial institutions Development partners NGOs	Introduced in previous reports	More focus and interventions are needed in vulnerable areas/ communities and families
Focus on special groups				
1.12 Ensure that special vulnerable groups of trafficking such as single women and their children, LGBTIQ+ individuals, Dalit and marginalized community are part of the prevention programs (awareness, economic and social and education and health programs)	National Planning Commission (NPC)	Sectoral Ministries Province Governments Local Governments Micro-credit financial institutions Development partners NGOs	Introduced in previous reports	These groups need special care and interventions
Border measures				
1.13 Draft and adopt a guideline for the identification of victims of trafficking during border surveillance, to ensure that the right to mobility is respected while enabling the timely interception of victims or potential victims	Ministry of Home Affairs (MoHA)	NCCHT Development partners NGOs	Findings of this Report	Provision yet to be implemented
1.14 Continue border surveillance in major border points between Nepal and India, and between Nepal and China, including at major highways and bus stations, for the counselling and interception of populations vulnerable to trafficking	Ministry of Home Affairs (MoHA)	NGOs	Introduced in previous Reports	Given the high flow of people, a continue effort is needed
1.15 Extend the border surveillance desks of NGOs in porous border points	Ministry of Home Affairs (MoHA)	APF Nepal NGOs	Findings of this Report	Many border points do not have NGOs surveillance
1.16 Monitor the Immigration Desk at TIA Kathmandu to prevent any irregularities associated with the facilitation of travellers on visit visa or other inappropriate migration channels	Commission for Investigation of Abuse of Authority (CIAA)	NHRC	Findings of this Report	Ensure good governance
Trans border cooperation				
1.17 Reenergize the Indo-Nepal Joint Forum established aimed at increasing shared responsibility of Indian organizations (security forces, NGOs, media) for combating cross-border human trafficking	Ministry of Home Affairs (MoHA)	Ministry of Women, Children and Senior Citizens (MoWCSC) APF Nepal Nepal Police DCCHT Development partners NGOs	Findings of this Report	In some places, the joint forum has not been workable

Areas	Lead Ministry/ Department	Associate Ministries/Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
1.18 Continue coordination with the Core Committee, BSF India for exchange of information about individuals crossing the border as suspect of traffickers, victims, and the types of travel documents they carry with them (Established a WhatsApp group, or other quick means of information exchange)	Ministry of Home Affairs (MoHA)	Ministry of Women, Children and Senior Citizens (MoWCSC) APF Nepal Nepal Police DCCHT NGOs	Findings of this Report	Need to establish relations
Obligation of commercial carriers and private transport				
1.19 Establish obligations for commercial carriers and private transport operators in border areas to refrain from collusion with traffickers and to support the identification of the victims of trafficking	Ministry of Home Affairs (MoHA)	NCCHT APF Nepal Nepal Police DCCHT NGOs	Findings of this Report	Provision yet to be implemented
1.20 Ensure that travel documents, Recommendation Letters, Labour Permit, Passport, and others are not false or unlawful.	Ministry of Home Affairs (MoHA)	Local Government Department of Foreign Employment	Findings of this Report	Provision yet to be implemented
1.21 Ensure that all growing social media, Internet platforms, mobile apps, cyber games, cyber-crimes, are efficiently monitored in order to detect the fraud offences, deception, exploitation, and trafficking while ensuring that the right to information is not violated	Ministry of Home Affairs (MoHA)	Nepal Police	Findings of this Report	Provision yet to be implemented

**Protection: Towards Adoption of Victims Friendly Services**

Areas	Lead Ministry/ Department	Associate Ministries/Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
MoU and Labour Agreements				
2.1 Review the implementation status of the MoUs and Bilateral Labour Agreements concluded with different countries, especially countries with large numbers of Nepali workers such as GCC and Malaysia, and ensure that the workers in both transit and destination sites are protected from exploitation, trafficking and discrimination	Ministry of Labour, Employment and Social Security (MoLESS)	Diplomatic Missions Abroad Labour Attaché Development partners Non-Nepali Residence Associations (NNRA)	Findings of this Report	Provision yet to be implemented
2.2 Redirect Nepal's Diplomatic Missions abroad to fulfil the need of understanding labour diplomacy as a soft power of Nepal that is critical for the protection of Nepali workers abroad	Ministry of Home Affairs (MoHA)	Diplomatic Missions Abroad Development Partners (IOM, ILO)	Findings of this Report	Provision yet to be introduced
Rescue and repatriation				
2.3 Adopt comprehensive human-rights based Standards of Operating Procedure (SOP) for rescue and repatriation	Ministry of Women, Children and Senior Citizens (MoWCSC)	NHRC NCCHT AHTIB NGOs	Findings of this Report	Currently, the absence of a standard operating procedure (SOP) has resulted in a lack of uniformity in rescue operations across agencies and has failed to ensure the best interests of victims.
2.4 Ensure that rescue and repatriation operate in coordination and one-door mechanism among Ministry of Foreign Affairs (MoFA), NCCHT, AHTIB, MoLESS, Diplomatic Missions, NGOs	Ministry of Foreign Affairs (MoFA)	NCCHT	Findings of this Report	A coordinated one-door mechanism is needed to ensure rapid rescue and repatriation and to clearly assign responsibility
2.5 Ensure that trafficked victims shall not be stranded in a country because of not being able to afford buying plane tickets or transportation costs, and provide financial support to the victims through the Rehabilitation Fund	Ministry of Women, Children and Senior Citizens (MoWCSC)	Ministry of Labour, Employment and Social Security (MoLESS)	Findings of this Report	There are complaints that the victims' family bear the burden of costs of their returns
2.6 Provide sensitization and capacity development training to border security personnel, Immigration Officials, custom officials, NGOs in border surveillance about timely identification of trafficking victims and human rights friendly border governance	Ministry of Home Affairs (MoHA)	Immigration Department	Findings of this Report	The APF Nepal has BOP, NGOs have border surveillance but they are not adequate
Rescue and repatriation				

Areas	Lead Ministry/ Department	Associate Ministries/Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
2.8 Encourage NGOs to expand rights-based rehabilitation services for victims by providing financial and technical support, and also ensure that rehab centers/safe houses are equipped to also that deliver the services for the dependent children of the trafficked victims	Ministry of Women, Children and Senior Citizens (MoWCSC)	NGOs	Findings of this Report	Provision yet to be implemented
2.9 Establish Temporary Safe Houses for male victims and victims of transnational labour trafficking in appropriate locations of Nepal	Ministry of Labour, Employment & Social Security (MoLESS)	Foreign Employment Board	Findings of this Report	Provision yet to be introduced
2.10 Extend and establish temporary Safe Houses under Nepal's Diplomatic Missions abroad in major destination countries of Nepali workers in problem	Ministry of Foreign Affairs (MoFA)	Nepal's Diplomatic Missions Abroad	Findings of this Report	More extension and more services are needed
2.11 Ensure that victims of trafficking have adequate access to trained health providers especially for treatment of their trauma, and post-traumatic syndrome developed as a result of trafficking	Ministry of Health and Population (MoHP)	Ministry of Women, Children and Senior Citizens (MoWCSC)	Findings of this Report	Provision yet to be implemented
2.12 Continue monitoring the Safe Houses/ Rehab Centers, including Child Care Homes to ensure that survivors/affected persons in the shelters have not been forcefully 'detained' and any contravention with the Minimum Standards	Ministry of Women, Children and Senior Citizens (MoWCSC)	NHRC National Child Rights Council	Findings of this Report	Continued monitoring is needed to ensure that the rights of survivors in the Shelter are protected
Sustainable Reintegration				
2.13 Ensure the sustainable reintegration of the victims of trafficking by ensuring their best interest	Ministry of Women, Children and Senior Citizens (MoWCSC)	NGOs Family and community Local Governments	Introduced in earlier Report	Continued efforts needed
2.14 Involve the reintegrated victims of trafficking in the existing Local Governments development interventions such as education, employment and health programs	Ministry of Women, Children and Senior Citizens (MoWCSC)	Local Governments NGOs Family and community	Introduced in earlier Report	Continued efforts needed
2.15 Ensure access to education and vocational training, and provide adequate livelihood options	Ministry of Women, Children and Senior Citizens (MoWCSC)	NGOs Family and community Local Governments	Introduced in earlier Report	Continued efforts needed
OCMC				
2.16 Strengthen the capacity of OCMC (physical space, human resources and equipment including computer facilities) and also maintain the uniformity in maintaining disaggregated data of GBV victims including of victims of trafficking	Ministry of Health and Population (MoHP)	Province Government Hospitals Development partners	Findings of this Report	Currently there is limited services

Areas	Lead Ministry/ Department	Associate Ministries/Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
Revise the migration and visit visa policy				
2.17 Lift the ban on women's migration for domestic work to GCC countries and ensure their safe labour migration	Ministry of Labour, Employment & Social Security (MoLESS)	Department of Foreign Employment	Previous Report also raise this issue	Ban has detrimental effects
2.18 Repeal and revise the Visit Visa Working Procedure	Ministry of Home Affairs (MoHA)	Department of Immigration	Findings of this Report	Provision yet to be implemented
Missing of Children				
2.19 Ensure that a missing child case is formally registered if the child has remained missing for a period exceeding three months.	National Child Rights Council (NCRC)	Ministry of Women, Children and Senior Citizens (MoWCSC) Bal Balika Khoj Talas Kendra	Findings of this Report	Missing cases to be taken as serious one
2.20 Strengthen the capacity of Women, Children and Senior Citizens Directorate and its sub-national offices by providing adequate human resources, training, and equipment to ensure effective search and response for missing women and children. Also strengthen the capacity of Bal Balika Khoj Talas Kendra (104) (human resources, training and resources)	Nepal Police National Child Rights Council (NCRC)	Ministry of Women, Children and Senior Citizens (MoWCSC) Development partners NGOs	Introduced in earlier report	Continue need
Special protection: LGBTIQ+ Individuals				
2.21 Protect the LGBTIQ+ individuals specially transgender individuals from trafficking because of their vulnerabilities of sexual orientation and identity by recognizing their identity in relevant laws	Ministry of Women, Children and Senior Citizens (MoWCSC)	NGOs Family and community Local Governments	Introduced in earlier Report	Need to protect the special vulnerable group
Redress				
2.22 Collect the data of victims recruited in the Russian Army who have already died or who have been critically injured, and ensure that families of the deceased get adequately and timely redressed	Ministry of Foreign Affairs (MoFA)	Department of Consular (DoC) Embassy of Nepal to México Non-Nepali Residence (NNRA) Russia	Findings of this Report	Department of Consular (DoC) has been working on it, but the actual number of victims is not known, and compensation has not been received
Regional and International Cooperation				
2.23 Establish and strengthen regional and international cooperation with major countries of destination, including India and organizations such as INTERPOLE, GCC, ASEAN, national human rights institutions (NHRIs) to facilitate to dismantle the organized transnational network and to protect migrant workers.	Ministry of Foreign Affairs (MoFA)	NHRC Nepal Police Development partners	Findings of this Report	Provision yet to be implemented

**Prosecution: Towards reorienting the criminalization of trafficking offences and law enforcement and judiciary system from human rights and gender perspectives**

Areas	Lead Ministry/ Department	Associate Ministries/Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
Compliance with TIP Protocol				
3.1 Amend the Human Trafficking and Transportation (Control) Act 2006 to ensure compatibility with the provisions of TIP Protocol.	Secretariat, Federal Parliament	Ministry of Women, Children and Senior Citizens (MoWCSC) Ministry of Law, Justice and Parliamentary Affairs (MoLJPA) NHRC NGOs and Civil Society	Continue from previous Reports	Need approvals from the Parliament
3.2 Amend other relevant laws to fully domesticate all the provisions of TIP Protocol	Ministry of Law, Justice and Parliamentary Affairs (MoLJPA)	NHRC Office of the Attorney General (OAG) NGOs and Civil society National Judicial Academy	Findings of this Report	Provision yet to be carried out
Addressing Smuggling of Migrants				
3.3 Ratify the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime 2000	National Child Rights Council (NCRC)	NHRC Ministry of Law, Justice and Parliamentary Affairs (MoLJPA) Ministry of Foreign Affairs Development Partners	Findings of this Report	Provision yet to be carried out
3.4 Enact the law on Smuggling of Migrants as per the provisions of UN Protocol against the Smuggling of Migrants.	Ministry of Home Affairs (MoHA)	Ministry of Law, Justice and Parliamentary Affairs (MoLJPA) NHRC Office of the Attorney General (OAG) Development partners NGOs and Civil society National Judicial Academy	Findings of this Report	Provision yet to be carried out
3.5 Establish the institutional mechanism to prevent and combat the migrant smuggling offences in the country.	Ministry of Home Affairs (MoHA)	Different relevant Sectoral Ministries NGOs and Civil society	Introduced in earlier Report	Provision yet to be carried out
Ending impunity and increase access to justice				
3.6 Strengthen the oversight of recruitment agencies, travel agencies, education consultancies and other private actors involved in sending workers abroad for employment or study, and hold fraudulent actors accountable	Ministry of Labour, Employment and Social Security (MoLESS)	Sectoral Ministries/Departments NHRC	Introduced in earlier Report	Increased supervision is needed especially to address smuggling of migrants

Areas	Lead Ministry/ Department	Associate Ministries/ Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
3.7 Apprehend the accused trafficking and migrant smugglers who are absconding abroad by strengthening transnational cooperation	Ministry of Home Affairs (MoHA)	Anti- Human Trafficking Investigation Bureau, Nepal Police	Findings of this Report	Provision yet to be implemented
3.8 Ensure that the competent units of Nepal Police responsible for filing trafficking cases are fully aware that trafficking is a serious offence and grave violation of human rights of the victims, and therefore, facilitate for quick First Information Report (FIR) in trafficking cases	Nepal Police	NHRC Bar Associations NGOs	Findings of this Report	There are complaints that the police is reluctant to file the cases on time
Capacity enhancement and extension of Special Units				
3.9 Strengthen the capacity of Anti-Trafficking Investigation Bureau of Nepal Police to ensure effective investigation of trafficking cases	Ministry of Home Affairs (MoHA)	Nepal Police	Findings of this Report	More efficiency needed
3.10 Extend Special Units for the effective investigation and prosecution of Trafficking Cases to at least all Province Police Offices	Ministry of Home Affairs (MoHA)	Nepal Police	Findings of this Report	Provision yet to be implemented
Strengthening the judicial system				
3.11 Handle trafficking cases as a priority through the establishment of fast-track courts.	Ministry of Law, Justice and Parliamentary Affairs (MoLJPA)		Continue from the previous report	Conviction rates in the courts are low, while the number of pending cases is high
3.12 Build the capacity of public prosecutors, court officials on anti-trafficking, gender and human rights issues	Ministry of Law, Justice and Parliamentary Affairs (MoLJPA)	National Judicial Academy NHRC Bar Associations NGOs	Continue from the previous report	Conviction rates need to be improved
Redress to the victims				
3.13 Ensure that court-ordered compensation is provided to victims on time.	Ministry of Law, Justice and Parliamentary Affairs (MoLJPA)	NHRC Bar Associations NGOs	Findings of this Report	Compensations is frequently delayed
3.14 Increase the amount of compensation—at least double the current amount—to reduce the likelihood of victims becoming hostile.	Ministry of Law, Justice and Parliamentary Affairs (MoLJPA)		Findings of this Report	The current compensation for victims is insufficient relative to the physical, psychological, and economic suffering they endure.

**Producing High Quality Data: Strategies for Acquiring Primary and Secondary Data**

Areas	Lead Ministry/ Department	Associate Ministries/ Partner organizations	Recommended in the earlier TIP Report	Remarks/ comments
4.1 Conduct a nationwide survey on migration to estimate the number of people subjected to human trafficking for labor exploitation and other purposes	National Statistical Office	National Planning Commission (NPC) Ministry of Finance (MoF) Universities Research Organizations Development partners	Findings of this Report	Provision yet to be implemented
4.2 Record data on out-migrants to India from border areas	Department of Immigration	APF Nepal Nepal Police NGOs Local Governments	Findings of this Report	Provision yet to be implemented
4.3 Develop a human trafficking database system to generate high-quality, comparable data following the International Classification for Administrative Data on Trafficking in Persons (IC-TIP) developed jointly by UNODC and IOM	Anti-Human Trafficking Bureau, Nepal Police	NHRC Development partners	Findings of this Report	Provision yet to be implemented
4.4 Develop more disaggregated quantitative data in Annual Reports of the OAC and the Supreme Court of Nepal	Office of the Attorney General The Supreme Court	NHRC	Findings of this Report	No data on complicity by Government employees; no information on fines and imprisonment imposed in each case

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**PowerPoint Presentation cited**

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## Annex

### Annex 1.1 GOs, NGOs and Diplomatic Missions abroad provided information/data as per the request

S.N.	Name	Remarks
1	Governmental Organizations	
1.1	Office of the Prime Minister and Council of Minister	
1.2	Ministry of Women, Children and Senior Citizens	
1.3	Ministry of Labour, Employment and Social Security	
1.4	Ministry of Law, Justice and Parliamentary Affairs	
1.5	Anti-Human Trafficking Investigation Bureau, Nepal Police	
1.6	Women, Children and Senior Citizens Service Directorate, Nepal Police	
1.7	Department of Money Laundering Investigation	
1.8	Foreign Employment Tribunal	
1.9	Nepal Police Armed Force	
1.10	Office of the National Statistics	
1.11	Nepal Rastra Bank (Nepal Central Bank)	
1.12	District Committee to Combat Human Trafficking (DCCHT) (Kanchanpur, Surkhet, Sindhupalchok, and Kailali)	
2	Nepali Embassies and Diplomatic Missions Abroad	
2.1	Embassy of Nepal, London, U.K	
2.2	Permanent Mission of Nepal to the UNs Geneva	
2.3	Embassy of Nepal, Washington, D.C.	
2.4	Embassy of Nepal, Tokyo, Japan	
2.5	Embassy of Nepal, New Delhi	
2.6	Embassy of Nepal, Moscow	
2.7	Embassy of Nepal, Manama, Kingdom of Bahrain	
2.8	Embassy of Nepal, State of Kuwait	
2.9	Embassy of Nepal, Malaysia	
2.10	Embassy of Nepal, Islamabad	
2.11	Embassy of Nepal, Cairo	
2.12	Embassy of Nepal, Brussels, Belgium	
2.13	Embassy of Nepal, Jeddah, Kingdom of Saudi Arabia	
2.14	Consulate General of Nepal, Kolkata	
2.15	Consulate General of Nepal, Lhasa, Tibet, China	
2.16	Embassy of Nepal, Brussels, Belgium	

S.N.	Name	Remarks
2.17	Consulate General of Nepal, Guangzhou, China	
2.18	Consulate General of Nepal, Hong Kong	
3	NGOs	
3.1	AATWIN (Alliance against Trafficking in Women and Children in Nepal)	
3.2	Afanta Nepal	
3.3	Aawaj, Surkhet	
3.4	Biswas Nepal	
3.5	Ahasa Nepal	
3.6	Paribartan Kalagi Sahakarya Nepal (CAN)	
3.7	Chhori Nepal	
3.8	Kumudini	
3.9	Nepal Investigative Multimedia Journalism Network (NIMJN)	
3.10	Maiti Nepal	
3.11	Peace Rehabilitation Center (Province Offices- Janakpur, Bhairahawa and Kanchanpur)	
3.12	Saathi Sastha, Banke	
3.13	Shakti Samuha	
3.14	Shakti Milan Samaj	
3.15	Subha Aawasar Gram Nepal	
3.16	Sunita Foundation	
3.17	Women Groups Working for Change (WATCH)	
3.18	Women Skill Creation Center	
3.19	Women Protection Center	

## Chapter 2

**Annex 2.1 Number of human trafficking crime offenders in the trafficking cases by districts, Nepal, FY 2022/23, 2023/24 and FY 2024/25 (districts are arranged in descending order of the offenders)**

S.N.	Districts	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly total
1	Banke	24	13	19	56
2	Nuwakot	22	13	15	50
3	Dhading	15	10	9	34
4	Sindhupalchok	10	5	19	34
5	Udayapur	8	8	16	32
6	Kavre	11	7	11	29

S.N.	Districts	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly total
7	Kanchanpur	8	14	7	29
8	Morang	19	4	4	27
9	Sarlahi	9	13	3	25
10	Tanahu	6	9	10	25
11	Makwanpur	4	6	14	24
12	Dang	12	8	4	24
13	Gorkha	6	9	8	23
14	Bardiya	3	13	7	23
15	Kailali	4	3	15	22
16	Sunsari	6	5	9	20
17	Dhanusa	7	4	9	20
18	Jhapa	4	9	6	19
19	Sindhuli	2	8	8	18
20	Kathmandu	5	4	7	16
21	Dailekha	9	5	2	16
22	Parsa	5	2	8	15
23	Saptari	7	4	4	15
24	Lalitapur	2	8	4	14
25	Bara	3	4	6	13
26	Rautahat	6	6	1	13
27	Mahottari	8	1	3	12
28	Kaski	4	5	3	12
29	Nawalparasi West	4	6	2	12
30	Rupandehi	3	9	0	12
31	Okhaldhunga	4	2	4	10
32	Chitawan	5	2	3	10
33	Lamjung	4	4	2	10
34	Nawalparasi East	2	4	4	10
35	Surkhet	2	7	1	10
36	Achham	1	0	9	10
37	Bhojapur	5	1	3	9
38	Baitadi	0	4	5	9
39	Dadeldhura	8	0	1	9
40	Dolakha	2	5	1	8

41	Darchula	0	7	1	8
42	Ramechhap	2	2	3	7
43	Kalikot	3	0	4	7
44	Rukum West	0	7	0	7
45	Khotang	1	3	2	6
46	Rasuwa	1	3	2	6
47	Baglung	2	2	2	6
48	Humla	2	3	1	6
49	Ilam	3	0	2	5
50	Siraha	1	3	1	5
51	Salyan	1	4	0	5
52	Doti	3	0	2	5
53	Panchathar	2	0	2	4
54	Sankhuwasava	1	2	1	4
55	Solukhumbu	2	1	1	4
56	Syanja	2	0	2	4
57	Kapilbastu	2	2	0	4
58	Jajarkot	3	1	0	4
59	Jumla	2	1	1	4
60	Dhankuta	2	0	1	3
61	Myagdi	3	0	0	3
62	Parbat	0	2	1	3
63	Gulmi	3	0	0	3
64	Palpa	2	1	0	3
65	Rukum East	0	2	1	3
66	Bhaktapur	2	0	0	2
67	Arghakhanchi	0	0	2	2
68	Pyuthan	2	0	0	2
69	Rolpa	0	1	1	2
70	Mugu	0	0	2	2
71	Terathum	0	1	0	1
72	Manang	0	0	1	1
73	Bajura	0	1	0	1
	Not stated	17	24	9	50
	Foreigners	36	29	27	92
	Total	369	346	338	1053

Annex 2.2 Number of trafficked survivors involved in the trafficking cases by districts, Nepal, FY 2022/23, 2023/24 and FY 2024/25 (districts are arranged in descending order of number of trafficked survivors)

S.N.	Districts	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly total
1	Nuwakot	18	9	12	39
2	Sindhupalchok	9	10	9	28
3	Udayapur	8	10	9	27
4	Banke	9	5	6	20
5	Gorkha	13	5	2	20
6	Kailali	6	4	10	20
7	Kavre	9	8	2	19
8	Makwanpur	6	5	7	18
9	Morang	13	3	2	18
10	Dhading	7	6	4	17
11	Chitawan	7	7	2	16
12	Dang	7	6	3	16
13	Kanchanpur	2	8	5	15
14	Surkhet	4	7	4	15
15	Jhapa	9	4	1	14
16	Rupandehi	3	4	7	14
17	Sindhuli	5	6	2	13
18	Bardiya	3	3	6	12
19	Mahottari	9	1	2	12
20	Sarlahi	4	5	3	12
21	Kaski	3	4	3	10
22	Ramechhap	2	4	4	10
23	Saptari	1	7	2	10
24	Bara	3	3	3	9
25	Dailekha	3	5	1	9
26	Jajarkot	6	1	2	9
27	Kathmandu	3	3	3	9
28	Parsa	3	0	6	9
29	Dhanusa	2	4	2	8
30	Kapilbastu	1	6	1	8
31	Khotang	4	2	2	8

32	Salyan	4	4	0	8
33	Tanahu	2	2	4	8
34	Baitadi	0	3	4	7
35	Nawalparasi (East)	2	3	2	7
36	Rautahat	2	2	3	7
37	Sunsari	2	3	2	7
38	Baglung	0	4	2	6
39	Dadeldhura	5	0	1	6
40	Pyuthan	4	0	2	6
41	Sankhuwasava	2	3	1	6
42	Lalitapur	0	4	1	5
43	Rukum (East)	2	1	2	5
44	Syanja	0	3	2	5
45	Doti	4	0	0	4
46	Jumla	0	4	0	4
47	Lamjung	0	2	2	4
48	Rolpa	1	2	1	4
49	Solukhumbu	0	1	3	4
50	Achham	0	1	2	3
51	Bajura	0	3	0	3
52	Bhaktapur	1	1	1	3
53	Bhojapur	2	0	1	3
54	Dhankuta	2	0	1	3
55	Humla	2	1	0	3
56	Ilam	2	0	1	3
57	Nawalparasi (West)	0	0	3	3
58	Okhaldhunga	0	2	1	3
59	Panchathar	1	0	2	3
60	Siraha	0	2	1	3
61	Darchula	0	0	2	2
62	Dolpa	1	0	1	2
63	Gulmi	1	0	1	2
64	Kailikot	1	1	0	2
65	Mugu	0	0	2	2
66	Myagdi	1	0	1	2
67	Parbat	0	0	2	2

68	Rukum (West)	1	1	0	2
69	Arghakhanchi	0	1	0	1
70	Dolakha	0	1	0	1
	Not stated	3	3	1	7
	India	1	3	2	6
	Uganda	1	0	0	1
	Total	232	216	184	632

Annex 2.3 Number of vulnerable persons to cross-border trafficking intercepted by APF, Nepal

S.N.	Border Points	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly total
1	Mechinagar, Jhapa	1	9	0	10
2	Bhadrapur, Jhapa	9	0	0	9
3	Gaurgunj, Jhapa	0	6	0	6
4	Jhapa Rural Municipality, Jhapa	0	1	1	2
5	Kanchankawal Rural Municipality, Jhapa	0	1	0	1
6	Suryadaya Municipality, Illam	0	0	1	1
7	Biratnagar, Morang	2	1	1	4
8	Rangeli, Morang	0	1	0	1
9	Koshi Rural Municipality, Chakune, Sunsari	1	7	2	10
10	Barahchhetra Municipality	0	1	0	1
11	Jaleshwar Municipality, Mahottari	5	2	3	10
12	Matihani, Mahottari	0	1	0	1
13	Samsi Rural Municipality, Mahottari	0	3	1	4
14	Manrasisawa Municipality, Mahottari	1	0	0	1
15	Dhanushadham Sub-Metropolis, Dhanusha	0	4	1	5
16	Jankpurdham, Dhanusha	0	3	2	5
17	Bidehi Municipality, Dhanusha	1	2	1	4
18	Aaurahi Rural Municipality, Dhanusha	1	0	0	1
19	Nagarain, Dhanusha	3	0	8	11
20	Haripur, Saptari	7	0	0	7
21	Bhagwanpur, Saptari	1	0	0	1
22	Tilathi, Saptari	1	0	2	3
23	Rajgadh, Saptari	1	0	0	1
24	Chinnamasta Rural Municipality, Saptari	0	0	1	1
25	Bramhapur Rural Municipality, Sarlahi	4	1	1	6
26	Malangwa, Sarlahi	1	5	12	18

27	Sitamadhi, Sarlahi	0	1	0	1
28	Gaur Municipality, Rautahat	0	7	42	47
29	Siraha Municipality, Siraha	0	7	3	10
30	Bhagwanpur Rural Municipality, Siraha	0	0	3	3
31	Bishrampur, Bara	2	0	1	3
32	Devtal Rural Municipality, Bara	0	2	0	2
33	Shreemaungadh Municipality, Bara	0	0	1	1
34	Thori, Parsa	3	1	1	5
35	Birgunj, Parsa	16	3	3	22
36	Madi Municipality, Chitwan	0	3	9	12
37	Binchi Tribeni Rural Municipality, Nawalparasi East	0	14	2	16
38	Buddhanagar, Rupandehi	2	0	0	2
39	Lumbini Saskritik Municipality, Rupandehi	0	3	0	3
40	Yoshodhara Rural Municipality, Maryadapur, Kapilbastu	3	0	0	3
40	Krishna Nagar, Kapilbastu	1	0	0	1
42	Duduwa, Banke	6	2	0	8
43	Nepalgunj, Banke	0	1	8	9
44	Mayadevi Rural Municipality, Banke	0	0	3	3
45	Badaiyatal Rural Municipality, Futaha, Bardiya	2	1	1	4
46	Madhuwan Municipality, Bardiya	0	3	3	6
47	Gulariya Municipality, Bardiya	0	7	3	10
48	Tikapur, Kailali	2	1	0	3
49	Bhajani Municipality, Halaunawat, Kailali	1	0	10	11
50	Kailali Rural Municipality	0	7	2	9
51	Dodhara Chandani, Kanchanpur	2	9	5	16
52	Gaddachauki, Kanchanpur	6	11	12	23
53	Punarwas Municipality, Kanchanpur	0	10	4	14
54	Belauri, Kanchanpur	0	2	0	2
55	Dhangadhi Sub-Metropolis, Baitadi	0	4	0	4
56	Madani Municipality, Baitadi	0	1	0	1
57	Lakhimpur Khiri, Baitadi	0	2	0	2
58	Dashrath Municipality, Baitadi	0	1	0	1
59	Mahakali Municipality, Darchula	0	1	0	1
	Total	85	149	153	387

Source: Armed Police Force, Nepal, 2025 (received through correspondence).

Annex 2.4 Number of persons intercepted by Maiti Nepal, Nepalgunj by district of origin of vulnerable population 2022-2024

S.N.	District	2022	2023	2024	Three-yearly total N	Three-yearly total %
1	Banke	82	82	97	261	16.8
2	Surkhet	56	60	78	194	12.5
3	Dang	62	55	63	180	11.6
4	Bardiya	58	53	61	172	11.0
5	Jajarkot	40	27	57	124	8.0
6	Dailekha	34	30	45	109	7.0
7	Salyan	32	36	27	95	6.1
8	Rukum	21	20	33	74	4.8
9	Rolpa	12	19	16	47	3.0
10	Kailali	11	16	18	45	2.9
11	Jumla	11	14	12	37	2.4
12	Chitwan	5	7	7	19	1.2
13	Sindhupalchok	8	3	6	17	1.1
14	Kailikot	6	7	0	13	0.8
15	Rupandehi	6	2	3	11	0.7
16	Mugu	5	6	0	11	0.7
17	Makwanpur	2	5	3	10	0.6
18	Nawalparasi	6	3	0	9	0.6
19	Dhading	1	8	0	9	0.6
20	Pyuthan	5	3	0	8	0.5
21	Kavre	2	5	0	7	0.4
22	Gorkha	1	4	1	6	0.4
23	Baglung	3	2	1	6	0.4
24	Sunsari	0	1	5	6	0.4
25	Kanchanpur	2	3	0	5	0.3
26	Khotang	1	0	4	5	0.3
27	Sindhuli	1	2	2	5	0.3
28	Udayapur	3	1	0	4	0.3
29	Nuwakot	1	1	2	4	0.3
30	Jhapa	1	3	0	4	0.3
31	Kapilbastu	0	0	4	4	0.3

32	Morang	2	1	0	3	0.2
33	Tanahu	1	1	1	3	0.2
34	Achham	1	2	0	3	0.2
35	Arghakhanchi	2	1	0	3	0.2
36	Dadeldhura	2	1	0	3	0.2
37	Bara	3	0	0	3	0.2
38	Kathmandu	0	3	0	3	0.2
39	Humla	0	1	2	3	0.2
40	Dolpa	0	3	0	3	0.2
41	Bajhang	0	1	2	3	0.2
42	Rasuwa	2	0	0	2	0.1
43	Dhankuta	0	2	0	2	0.1
44	Bajura	0	2	0	2	0.1
45	Taplejung	0	2	0	2	0.1
46	Doti	0	1	1	2	0.1
47	Bhaktapur	0	0	2	2	0.1
48	Ramechhap	1	0	0	1	0.1
49	Sankhuwasava	1	0	0	1	0.1
50	Palpa	1	0	0	1	0.1
51	Gulmi	1	0	0	1	0.1
52	Parbat	1	0	0	1	0.1
53	Kaski	1	0	0	1	0.1
54	Rautahat	1	0	0	1	0.1
55	Darchula	1	0	0	1	0.1
56	Panchathar	0	1	0	1	0.1
57	Sarlahi	0	1	0	1	0.1
58	Ilam	0	1	0	1	0.1
59	Syanja	0	0	1	1	0.1
60	Lalitapur	0	1	0	1	0.1
61	Myagdi	0	1	0	1	0.1
	Total	529	509	554		

Note: For 2024, 44 cases are not included in the table

Source: Maiti Nepal, Nepalgunj datasheet, 2025.

Annex 2.5 Number of intercepted persons by Maiti Nepal in Nepalgunj-Rupaidiha border point

S.N.		2022	2023	2024	Three-year total	
					N	%
	Banke/Municipality					
1	Khajura	12	14	11	36	13.8
2	Raptisonari	13	9	15	37	14.2
3	Baijanth	20	28	24	72	27.7
4	Kohalpur	21	19	33	73	28.1
5	Nepalgunj	14	9	9	32	12.3
6	Duduwa	1	1	2	4	1.5
7	Janaki	1	2	2	5	1.9
8	Narainapur	0	0	1	1	0.4
9	Total					
	Bardiya/Municipality					
1	Bansgadhi	18	14	17	49	28.5
2	Madhuwan	8	5	11	24	14.0
3	Barbaridiya	9	9	5	23	13.4
4	Geruwa	3	3	2	8	4.7
5	Badhaital	6	11	15	32	18.6
6	Rajapur	4	3	2	9	5.2
7	Thakurbaba	5	2	2	9	5.2
8	Gulariya	5	6	7	18	10.5
9	Total	81	82	61	172	100.0
	Surkhet/Municipality					
1	Bheriganga			19		24.4
2	Lekhabeshi			10		12.8
3	Badhatal			6		7.7
4	Panchpokhari			4		5.1
5	Birendranagar			15		19.2
6	Gurbhakot			11		14.1
7	Simta			7		9.0
8	Chingar			4		5.1
9	Chawkune			2		2.6
	Total			78		100.0

Source: Maiti Nepal, Nepalgunj, datasheet, 2025.

Annex 2.6 Number of women and children intercepted by PRC in Belahiya border point and Butwal bus- park, by district of origin of intercepted person, 2023/24

S.N.	District	N	S.N.	District	N
1	Rupandehi	49	25	Sankhuwasava	2
2	Nawalparasi	33	26	Kavre	2
3	Gulmi	18	27	Rolpa	2
4	Palpa	18	28	Sarlahi	2
5	Chitwan	15	29	Sunsari	2
6	Tanahu	13	30	Ramechhap	2
7	Kapilbastu	10	31	Salyan	2
8	Baglung	9	32	Siraha	2
9	Syanja	7	33	Rautahat	2
10	Kaski	7	34	Panchathar	2
11	Jhapa	6	35	Lalitapur	2
12	Dang	5	36	Dhankuta	2
13	Mugu	5	37	Mahottari	1
14	Gorkha	5	38	Dhanusa	1
15	Udayapur	5	39	Bhojapur	1
16	Makwanpur	7	40	Myagdi	1
17	Nuwakot	5	41	Sindhupalchok	1
18	Argkhanchi	4	42	Morang	1
19	Pyuthan	4	43	Kailali	1
20	Dhading	4	44	Parsa	1
21	Parbat	4	45	Banke	1
22	Khotang	3	46	Kathmandu	1
23	Bardiya	3	47	Dadeldhura	1
24	Rukum	3	48	Other	1
	Total		279		

Source: Peace Rehabilitation center (PRC, Animal Report, FY 2023/24 (2081/82).

Annex 2.7 Number of children and women missing and untraced, Nepal, FY 2022/23, 2023/24 and 2024/25, according to Province

Province	2022/23			2023/24			2024/25		
	Children	Women	Total	Children	Women	Total	Children	Women	Total
Missing									
Kath Valley	772	837	1609	968	1141	2109	1069	990	2059
Koshi	796	1226	2022	869	947	1816	919	559	1478
Madesh	1301	1075	2376	1450	900	2350	1438	1037	2475
Bagmati	416	465	881	496	505	1001	442	429	871
Gandaki	544	650	1194	492	591	1083	422	586	1008
Lumbini	1090	658	1748	1264	1027	2291	1195	569	1764
Karnali	313	322	635	406	469	875	408	464	872
Sudur Paschim	594	192	786	646	284	930	600	411	1011
Total	5826	5425	11251	6591	5864	12455	6493	5045	11538
Untraced									
Kath Valley	73	149	222	93	457	550	89	414	503
Koshi	84	227	311	92	22	114	102	-100	2
Madesh	296	754	1050	298	567	865	317	823	1140
Bagmati	20	-21	-1	35	28	63	16	90	106
Gandaki	32	90	122	27	26	53	42	104	146
Lumbini	107	409	516	151	676	827	124	307	431
Karnali	28	155	183	35	242	277	29	190	219
Sudur Paschim	36	7	43	29	51	80	60	167	227
Total	676	1770	2446	760	2069	2829	779	1995	2774

Source: Women, Children and Senior Citizens Directorate, Nepal Police (received through correspondence).

Annex 2.8 Number of missing, found and untraced children by district (three-yearly total of FY 2022/23, 2023/24 and 2024/25)

S.N.	District	Number of children missing	Number of missing children found	Number of children continue to remain missing	Untraced %
1	Kathmandu	605	467	138	22.9
2	Parsa	184	104	80	43.4
3	Rupandehi	266	216	50	18.8
4	Siraha	217	167	49	22.8
5	Dhanusa	213	174	38	18.0
6	Saptari	131	94	37	28.5
7	Bara	162	125	37	22.9
8	Morang	263	227	36	13.7
9	Sarlahi	194	163	31	16.0
10	Jhapa	173	145	28	16.4
11	Mahottari	168	141	27	16.1
12	Banke	162	136	26	16.0
13	Rautahat	128	103	25	19.7
14	Dang	316	297	19	6.1
15	Sunsari	197	180	17	8.5
16	Surkhet	165	151	14	8.3
17	Kailali	250	238	11	4.5
18	Kanchanpur	130	120	11	8.2
19	Lalitapur	131	121	10	7.6
20	Kaski	190	180	10	5.3
21	Bardiya	108	99	10	8.9
22	Nawalparasi-West	76	67	9	11.8
23	Kapilbastu	86	78	8	9.3
24	Nawalparasi-East	82	74	7	9.0
25	Chitawan	135	128	7	4.9
26	Dailekha	63	56	7	10.6
27	Baitadi	38	31	6	16.8
28	Tanahu	54	48	6	11.2
29	Bhaktapur	91	85	5	5.9
30	Jumla	43	38	5	11.6
31	Dadeldhura	40	36	4	9.9

32	Makwanpur	77	73	4	4.8
33	Taplejung	13	10	3	25.6
34	Illam	23	19	3	14.7
35	Palpa	39	36	3	8.5
36	Darchula	30	27	3	11.1
37	Baglung	28	25	3	10.7
38	Kavre	48	45	3	5.6
39	Dhading	35	33	3	7.5
40	Gorkha	41	38	3	6.6
41	Rukum-W	13	10	2	18.4
42	Kalikot	32	30	2	7.3
43	Doti	22	20	2	10.6
44	Sankhuwasava	22	20	2	9.0
45	Solukhumbu	25	23	2	8.0
46	Dolakha	29	27	2	7.0
47	Nuwakot	34	32	2	5.9
48	Syanja	32	30	2	6.2
49	Rolpa	20	18	2	10.2
50	Dhankuta	14	12	2	12.2
51	Udayapur	48	46	2	3.5
52	Parbat	18	16	2	9.4
53	Humla	9	7	2	18.5
54	Bajura	28	27	2	5.9
55	Sindhuli	49	47	1	2.7
56	Jajarkot	19	18	1	7.0
57	Bajhang	32	31	1	4.2
58	Panchathar	21	20	1	1.6
59	Terathum	10	9	1	3.3
60	Bhojapur	14	13	1	2.3
61	Sindhupalchok	27	26	1	3.7
62	Lamjung	26	25	1	3.8
63	Arghakhanchi	32	30	1	1.1
64	Gulmi	36	35	1	2.8
65	Mugu	10	9	1	3.3
66	Ramechhap	12	12	1	5.4
67	Rasuwa	5	5	1	12.5
68	Myagdi	12	11	1	5.7

69	Salyan	17	16	1	4.0
70	Achham	43	42	1	1.6
71	Okhaldhunga	15	15	0	0.0
72	Manang	0	0	0	0.0
73	Mustang	4	4	0	0.0
74	Rukum –East	16	16	0	0.0
75	Pyuthan	24	24	0	0.0
76	Dolpa	5	5	0	0.0
77	Khotang	24	25	-1	-5.6
	Total	6192	5357	836	13.5

Source: Women, Children and Senior Citizens Directorate, Nepal Police (received through correspondence).

## Chapter 3

Annex 3.1 Distribution of number of Nepalese citizens deported from USA, Nepal, FY 2022/23, 2023/24 and 2024/25,

S.N.	District	FY 2022/23	FY 2024/25	FY 2024/25			Three-year total
				Women	Men	Total	
1	Dang	1	2	9	59	68	71
2	Rukum West	2	2	1	40	41	45
3	Rukum East	0	5	0	13	13	18
4	Salyan	0	1	1	10	11	12
5	Baglung	0	1	0	7	7	8
6	Rolpa	0	1	0	7	7	8
7	Banke	0	0	0	7	7	7
8	Myagdi	0	0	1	6	7	7
9	Parbat	0	0	0	7	7	7
10	Sindhupalchok	0	1	1	5	6	7
11	Dolakha	0	2	1	2	3	5
12	Kathmandu	0	1	0	3	3	4
13	Jajarkot	0	0	0	3	3	3
14	Kaski	0	1	0	2	2	3
15	Kailali	0	0	0	2	2	2
16	Kanchanpur	0	0	0	2	2	2
17	Lamjung	0	1	0	1	1	2
18	Makwanpur	0	1	0	1	1	2

19	Pyuthan	0	0	1	1	2	2
20	Solukhumbu	1	1	0	0	0	2
21	Chitawan	0	1	0	0	0	1
22	Dhankuta	0	0	0	1	1	1
23	Dhanusa	0	0	0	1	1	1
24	Dolpa	0	0	1	0	1	1
25	Doti	0	0	1	0	1	1
26	Gorkha	0	0	0	1	1	1
27	Jhapa	0	0	0	1	1	1
28	Jumla	0	0	1	0	1	1
29	Kapilbastu	0	0	0	1	1	1
30	Morang	0	0	0	1	1	1
31	Mustang	0	0	0	1	1	1
32	Nawalparasi East	1	0	0	0	0	1
33	Parsa	0	0	0	1	1	1
34	Ramechhap	1	0	0	0	0	1
35	Rupandehi	0	0	0	1	1	1
36	Sindhuli	0	0	0	1	1	1
37	Sunsari	0	0	1	0	1	1
38	Taplejung	1	0	0	0	0	1
	Total	6	19	10	129	139	164

Source: Anti-Human Trafficking Investigation Bureau, Nepal Police, 2025 (received through correspondence).

## Chapter 4

Annex 4.1 Number of trafficked survivors/affected persons rescued in coordination with Government agencies and Nepal Police, by NGOs, Nepal, FY 2022/23, 2023/24 and 2024/25 (q201)

S.N.	NGOs	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly total
1	Afanta Nepal				
	Girls	456	425	516	1397
	Women	475	452	550	1477
2	Aawaj Surkhet				
	Girls	22	31	13	66
	Boys	9	27	3	39
3	Biswash Nepal*				
	Girls	139			139
	Women	12			12
4	Shakti Samuha*				
	Women			325	325
5	Saathi Sastha, Banke				
	Girls	36	43	35	114
	Women	34	73	52	159
6	Subha Awasar Gram Nepal				
	Girls	68	72	67	207
	Boys	8	34	64	106
	Women	134	151	89	374
	Men	3	31	28	62
7	Maiti Nepal**				
	Girls	76	85	88	249
	Women	7	7	2	16
	Boys	87	191	151	429
	Men	00	0	0	
8	KIN INDIA (women and children)***	98	145	216	459
	For all seven NGOs listed here				three-yearly average
	Girls	797	656	719	724
	Women	751	878	1175	935
	Boys	24	68	33	42
	Men	3	31	28	21
	Total	1673	1778	2171	1874

Note: Among the 17 NGOs that responded to NHRC about their activities/program in the reference period, only eight NGOs listed in this Table reported that they rescued the trafficked survivors in the reference period.

\* In Biswash Nepal, among the 139 girls, 3 were rescued from aboard, while others within Nepal and among 12 women, 3 were rescued from aboard and rest within the country and in Shakti Samuha, among the 325 rescued in FY 2024/25, one survivor was rescued from Jordan, 62 from India and 262 rescued from Nepal as the victims of internal trafficking in labour exploitation.

\*\* Data of Maiti Nepal were compiled from its all 17 Branch Offices. \*\*\* There is no disaggregated data from KIN India.

#### Annex 4.2 An overview of Rehab Center/temporary Safe House for the trafficked survivors/affected persons operated by different NGOs

	Place of Safe Houses	Afanta Nepal	Aawaj Surkhet	Chhori	Saathi Sastha, Banke	Shakti Samuha	Suva Aawasar Gram Nepal	Women Protection Center	Maiti Nepal	PRC
1	Pasupatinagar, Illam								√	
2	Kakarbhitta, Jhapa	√							√	
3	Biratnagar, Morang	√							√	
4	Janakpur, Dhanusa	√								√
5	Birgunj, Parsa	√							√	
6	Chautara, Sindhupalchok					√				
7	Dhulikhel, Kavre								√	
8	Dhunche, Rasuwa								√	
9	Hetauda, Makwanpur							√	√	
10	Kathmandu					√	√		√	
11	Nagdhunga, Kathmandu								√	
12	Lalitapur			√						√
13	Bharatpur, Chitwan	√							√	
14	Madi, Chitwan	√								
15	Pokhara, Kaski					√	√			
16	Bhairahawa, Rupandehi	√					√		√	√
17	Krishna Nagar, Kapilbastu	√								
18	Birendranagar, Surkhet		√							
19	Nepalgunj, Banke	√			√	√			√	
20	Gulariya, Bardiya								√	
21	Tikapur, Kailali								√	
22	Dhangadhi, Kailali								√	
23	Mahendranagar, Kanchanpur	√							√	√

Note: √ indicates the presence of a Rehabilitation Center/temporary safe house, while a blank indicates none. Only NGOs that operate rehabilitation centers or safe houses are listed in the table.

Annex 4.3 Number of survivors in Rehab Center/Safe Houses, by NGO, FY 2022/23, 2023/24 and 2024/25

S.N.	NGOs	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly total
1	Afanta Nepal	158	163	210	531
	Girls	82	64	109	255
	Women	76	99	101	276
2	Aawaj, Surkhet				
	Girls	1	0	0	1
	Women	0	1	1	2
3	Chhori				0
	Girls	-	22		22
	Women	-	3		3
4	Saathi Sastha, Banke				
	Girls	11	63	34	108
	Women	17	78	46	141
5	Dependent children of the survivors	-	-	2	2
	Suva Aawasar Gram Nepal				
	Girls	47	47	41	135
6	Women	102	123	65	290
	Dependent children of the survivors	1	16	8	25
	Shakti Samuha				
7	Girls	212	17	441	670
	Boys	12	0	14	26
	Women	101	308	237	646
8	Sunita Foundation				
	Girls	0	2	0	2
	Boys	0	0	0	0
9	Kumudini				0
	Girls	12	11	0	23
	Boys	1	0	0	1
10	Women Protection Center, Hetauda				
	Girls	20	21	17	58
	Boys	3	0	0	3
11	Women	4	0	0	4

10	Asha, Nepal				0
	Girls	3	4	4	11
	Boys	0	0	0	0
11	Maiti Nepal				
	Girls	449	498	569	1516
	Boys	0	0	1	1
	Women	415	417	362	1194
	Dependent children of the survivors	30	4	4	38
	For all 11 NGOs				(three-yearly average)
	Girls	837	749	1215	939
	Boys	16	0	15	10.33
	Women	715	1029	812	852
	Dependent children of the survivors	31	23	14	23

Annex 4.4 Number of survivors/affected persons reporting experience of physical or sexual or both violence, by NGO, FY 2022/23, 2023/24 and 2024/25

S.N.	NGOs	FY 2022/23	FY 2023/24	FY 2024/25
1	Afanta Nepal			
	Total number in the rehab center	158	163	210
	Physical violence	25	23	19
	Sexual violence	21	25	25
	Physical and sexual violence both	15	23	12
2	Aawaj, Surkhet			
	Total number in the rehab center	1	1	1
	Physical violence	0	0	0
	Sexual violence	1	1	1
	Physical and sexual violence both	0	0	0
3	Saathi Sastha, Banke			
	Total number in the rehab center	0	0	97
	Physical violence	0	0	5
	Sexual violence	0	0	7
	Physical and sexual violence both	0	0	0
4	Shakti Samuha			
	Total number in the rehab center	325	583	692
	Physical violence	9	19	26

	Sexual violence	222	482	512
	Physical and sexual violence both	94	82	154
5	Subha Aawasar Gram Nepal			
	Total number in the rehab center	150	186	114
	Physical violence	0	1	0
	Sexual violence	0	0	0
	Physical and sexual violence both	4	3	7
6	Women Protection Center, Hetauda			
	Total number in the rehab center	27	21	17
	Physical violence	0	0	8
	Sexual violence	0	0	0
	Physical and sexual violence both	0	0	0
7	Kumudini			
	Total number in the rehab center	13	11	0
	Physical violence	0	0	0
	Sexual violence			
	Physical and sexual violence both	13	11	0
8	Asha Nepal			
	Total number in the rehab center	3	4	3
	Physical violence	0	0	0
	Sexual violence	0	0	0
	Physical and sexual violence both	0	3	2
	Total for all 8 NGOs			
	Total number in the rehab center	677	969	1134
	Physical violence	34	43	58
	Sexual violence	244	508	545
	Physical and sexual violence both	126	122	175
	% in violence			
	Physical violence	5.0	4.4	5.1
	Sexual violence	36.0	52.4	48.1
	Physical and sexual violence both	18.6	12.6	15.4

Annex 4.5 Number of trafficked survivors/affected persons provided reintegration services, by NGOs, FY 2022/23, 2023/24 and 2024/25 (q209)

S.N.	NGOs	FY 2022/23	FY 2023/24	FY 2024/25	Three-yearly total
1	Afanta Nepal				
	Total	158	163	210	531
	Girls	82	64	109	255
	Women	76	99	101	276
	Types of reintegration				0
	With the family	133	145	198	476
	With the community	-	-	-	
	Self-employed	25	18	12	55
	2	Aawaj, Surkhet			
Total	1	1	1	3	
Girls	1	0	0	1	
Women	0	1	1	2	
Types of reintegration				0	
With the family	1	1	1	3	
With the community	0	0	0	0	
Self-employed	0	0	0	0	
3	Saathi Sashta, Banke				
	Total	28	141	80	249
	Girls	11	63	34	108
	Women	17	78	46	141
	Types of reintegration				
	With the family	28	139	97	264
	With the community	0	2	0	2
	Self-employed	0	0	0	0
	4	Shakti Samuha			
Total	322	582	668	1572	
Girls	216	339	437	992	
Women	106	243	231	580	
Types of reintegration					
With the family	332	582	668	1582	
With the community	0	0	0	0	
Self-employed	0	0	0	0	

5	Subha Aawasar Gram Nepal				
	Total	122	138	97	357
	Girls	41	46	44	131
	Women	81	92	53	226
	Types of reintegration				
	With the family	122	138	89	349
	With the community	0	0	1	1
	Self-employed	0	0	3	3
6	Women Protection Center, Hetauda				0
	Total	11	6	1	18
	Girls	8	6	1	15
	Women	3	0	0	3
	Types of reintegration				0
	With the family	11	6	1	18
	With the community	0	0	0	0
	Self-employed	0	0	0	0
7	Kumudini				0
	Total	13	11	0	24
	Girls	13	11	0	24
	Women	0	0	0	0
	Types of reintegration				
	With the family	9	10	0	19
	With the community	0	0	0	0
	Self-employed	0	0	0	0
	In-organization	4	1	0	5
8	Asha Nepal				0
	Total	2	1	2	5
	Girls	2	1	0	3
	Women	0	0	0	0
	Types of reintegration				0
	With the family	1	1	2	4
	With the community	1	0	0	1
	Self-employed	0	0	0	0
9	Maiti Nepal				
	Total	1098	973	1194	3265

	Girls	587	344	497	1428
	Women	511	629	697	1837
	Types of reintegration				
	With the family	1098	973	1194	3265
	With the community	0	0	0	0
	Self-employed	0	0	0	0
	In-organization	0	0	0	0
	Not reported				
	For all NGOs listed here				(three-yearly average)
	Total	1755	2016	2253	2008
	Girls	961	874	1122	986
	Women	794	1142	1127	1021
	Types of reintegration				
	With the family	1694	2014	2208	1972
	With the community	1	0	0	0
	Self-employed	25	0	0	8
	In-organization	35	2	45	27
	Not reported	35	2	45	27

## Chapter 5

Annex 5.1 NGOs working on anti-trafficking activities by their main working area and main program intervention areas

S.N.	Name of NGOs	Main working areas			Main intervention areas				
		Internal trafficking	Cross-border trafficking	Safe migration	Prevention	Protection	Prosecution	Capacity Development	Coordination, collaboration
1	Afanta Nepal		X		X	X	X	X	X
2	Aawaj, Surkhet	X		X	X	X	X	X	X
3	Ahasa Nepal	X	X		X	X	X	X	X
4	Biswas Nepal	X				X	X	X	X
5	Paribartan Kalagi Sahakarya Nepal (CAN)	X		X	X				X
6	Chhori Nepal	X			X	X			
7	Kumudini	X	X		X	X	X	X	X
8	Nepal Investigative Multimedia Journalism Network (NIMJN)	X	X	X	X				
9	Maiti Nepal	X	X	X	X	X	X	X	X
10	Saathi Sastha, Banke	X	X	X	X	X	X	X	X
11	Shakti Samuha	X	X		X	X	X	X	X
12	Shakti Milan Samaj	X	X		X	X		X	X
13	Subha Aawasar Gram Nepal	X	X		X	X	X	X	X
14	Sunita Foundation	X	X		X	X	X	X	X
15	Women Groups Working for Change (WATCH)			X	X				
16	Women Skill Creation Center			X	X			X	
17	Women Protection Center	X	X	X	X	X		X	X

Note: X indicates the availability of programs/intervention, otherwise none.

### Annex 5.2 NGOs' Targeted interventions, awareness raising, capacity development and use of media

Targeted programs launched to the vulnerable communities/groups of trafficking in persons, by NGO, FY 2022/23, 2023/24 and 2024/25

	Targeted programs	Afanta Nepal	Aawaj, Surkhet	Asha Nepal	Biswas Nepal	CAN	Chhori Nepal	Kumudini	Maiti Nepal	NIMJN
1	Programs related to poverty alleviation		X						X	
2	Programs related to employment oriented	X	X		X				X	
3	Programs related to health and education	X	X			X		X	X	
4	Programs related to social and cultural rights		X				X		X	
5	Other programs		X	X	X	X	X		X	X

Note: X refers to targeted programs launched by the NGOs, otherwise none. Note that the only the NGOs reported targeted programs being implemented have been included in the Table.

NGOs reporting awareness raising, capacity development and media use and mobilization activities against trafficking in persons, FY 2022/23, 2023/24 and 2024/25

	NGOs	Awareness raising programs	Capacity development programs	Use of media and expansion
1	Afanta Nepal	X		
2	Aawaj, Surkhet	X		X
3	Asha Nepal	X		
4	Biswas Nepal	X	X	X
5	Paribartan Kalagi Sahakarya Nepal (CAN)	X	X	X
6	Chhori Nepal	X		X
7	Kumudini	X	X	
8	Maiti Nepal	X	X	X
9	Nepal Investigative Multimedia Journalism Network (NIMJN)		X	X
10	Saathi Sastha, Banke			
11	Shakti Samuha	X	X	X
12	Shakti Milan Samaj	X	X	

13	Subha Aawasar Gram Nepal	X	X	X
14	Sunita Foundation	X	X	X
15	Women Groups Working for Change (WATCH)	X		
16	Women Skill Creation Center	X		
17	Women Protection Center	X		

Note: X refers to conduction of anti-trafficking activities such awareness raising, capacity development and use of media and mobilization by NGOs, otherwise not reported.

Alliance against Trafficking in Women and Children in Nepal (AATWIN) – Established in 1997 with the aim of strengthening the campaign against trafficking in persons, AATWIN is a national level network of non-governmental organizations. It had 45 member organizations in 2022 (<https://www.aatwin.org.np/member-organization>). One of the key contributions of AATWIN in the reference period of this Report is that it has campaigned for amendment of the Human Trafficking and Transportation (Control) Act 2006 as per the provisions of the TIP Protocol.

Afanta Nepal – It has been implementing employment-oriented and health related programs to the vulnerable/affected women in Chitawan and Rupandehi districts. During the three FY (2022/23-2024), it has provided hairdressers and beauty parlour training to 75 women in Rupandehi and 443 women in Chitawan. According to Afanta Nepal, the targeted employment oriented programs have contributed to engage the vulnerable/affected women in business, reunion with the family and increase the dignity in the society. Similarly, 443 vulnerable/affected women were benefited from health services in Chitawan district during the three fiscal year period.

This NGO has informed that it has established 11 Border Surveillance Desk across the country and providing information and counselling services about trafficking in persons. Similarly, it has also been implementing community empowerment programs for combating human trafficking and transportation and ending of gender-based violence.

Aawaj, Surkhet – It has mobilized the vulnerable/affected women and girls through formation of women groups and adolescent groups in a few Wards of Birendra Nagar Municipality, Surkhet. However, only a few were benefited from such intervention during the reference period of the study (FY 2022/23-2024/25). More than 500 women and girls were benefited from reproductive

health and HIV/AIDS awareness programs. Moreover, it has carried out dialogue to the religious leaders for ending the harmful practices like child marriage, *Chaupadi*, violence against women and girls. It conducted awareness programs against the harmful practices to all 10 districts of Karnali Province where more than 500 women were benefited.

Aawaj, Surkhet has provided anti-trafficking information and education to 5000 to 7000 annually among the women groups, youth groups, adolescent group, village groups and schools. In addition, in coordination with the District Committee on Combating Trafficking in Persons of Surkhet, it organized the interaction program about the trafficking in persons with hotels' owners and public transport operators and making them aware on the trafficking of women and children. In addition, Aawaj reported that it has used the newspapers, broadcasted different jingles through local FMs, utilized social media for awareness raising against trafficking in persons.

Asha Nepal – It is one of the active member of AATWIN. It has conducted the awareness programs against trafficking in persons focusing on the laws, ways to be safe, and risk of trafficking.

Biswas Nepal – It is mainly working in combating internal trafficking area, and for which it has formed networks of women and girls in Kathmandu, Sunsari, Birgunj, Chitwan, Pokhara, Butwal, Surkhet and Dhangadhi. It provides the orientation training to the adolescent girls and women aged 18-24 years old about the risk of internal trafficking in entertainment sectors. During the FY 2022/23 and 2023/24,

- ➔ a total of 22 adolescent girls and women were benefited from the awareness program;
- ➔ a total of 154 women, men and single women were benefited from the employment oriented program;
- ➔ a total of 11 women and single women benefited from the

- income generating program;
- a total of 462 women, men, single women and children in the community and in schools were provided para legal education;
- a total of 113 local media persons provided awareness programs;
- a total of 22 to Kathmandu Metropolis personnel provided about the management of the cases of trafficking

In addition, this NGO reported that it has involved in capacity development of civil society; conducted interaction programs with the media personnel; conducted lobbying with the Local Government and also produced and disseminated Information, Education and Communication (IEC) materials. It also reported that capacity development training to the Local Government Officials and elected persons of Kathmandu Metropolitan city aiming to facilitate strengthening the Local Government's mechanism for prevention of trafficking in persons.

CAN – According to CAN, it has been working with most vulnerable communities and groups of trafficking in persons in different Municipalities of Kathmandu, Lalitapur, Sindhupalchok, Bhaktapur, Nuwakot districts. It has conducted the orientation and awareness programs. According to CAN, such intervention has contributed to reduce the risk of trafficking and also increase the positive attitudes towards the trafficked survivors/affected persons in the family and society.

Further, this NGO informed that a total of 32 awareness raising programs, 22 capacity development programs and 12 programs related to use and mobilization of media for anti-trafficking activities were carried out during the three FYs (2022/23-2024/25).

Chhori – It has, been working in Kathmandu and Lalitapur districts in areas of discrimination based on women's menstruation, risk of trafficking of girls and women during the disaster period. According to Chhori, a total of 1,040 women and girls were benefited in FY 2022/23. This NGO campaigned movement to amend the Human Trafficking and Transportation (Control) Act 2006 in line with the provisions of TIP Protocol though Facebook page.

Kumudini – It has been working in Bhaktapur, Bardiya and Kathmandu and during the three FY (2022/23-2024/25), it has provided education support to children vulnerable for trafficking and also provided health treatments related to sexually transmitted diseases, mental illness and cancer to mothers of the vulnerable

children. However, its beneficiaries were 17 children in education program and 23 mothers in health treatment and few families receiving emergency support.

In addition, this NGO reported that it has organized a range of programs such as awareness raising, provided basic psychosocial training to teachers, police and social workers. In addition, it organized one-day close session with the trafficked survivors for their capacity development.

Maiti Nepal – It is the oldest and leading NGO working in anti-trafficking issues in Nepal.

It was established in 1963. It works in all three areas: internal trafficking, cross-border trafficking and safe migration issues. Its interventions include in all five priority areas, namely, prevention, protection, prosecution, capacity development and coordination and collaboration. It works in all five Provinces except Karnali and Gandaki Provinces. It has program interventions in the following districts: Ilam, Jhapa, Sunsari, Morang, Parsa, Rupandehi, Makwanpur, Banke, Bardiya, Chitwan, Kailali, Kavre, Kanchanpur, Kathmandu, Rasuwa and Sindhupalchok.

Nepal Investigative Multi-media Journalist Network (NIMJN) – According to the NIMJN, it has been reporting the news related to human trafficking and human rights using different multimedia. Its network has been established in all seven Provinces of Nepal. Altogether, there are 120 network members having 20 in Province. They are engaged in developing the investigative-based stories of human trafficking. Some title of stories developed by the network journalists are the following:

- ◆ Story 1 - Behind the Locked Doors: Dark Secrets of Spas in Pokhara
- ◆ Story 3 - Trafficking in Persons: How Nepali Women and Girls Are Trafficked to India to Perform in Orchestras
- ◆ Story 4- Use of Social Media in Human Trafficking
- ◆ Story 5 – Duped by Indian Procurers: How Nepali Workers Are Subjected to Forced Labour across the Border
- ◆ Story 6 - Disaster Victims at High Risk of Trafficking
- ◆ Story 7 - Teenage Girls Trafficked Through Social Media Acquaintance
- ◆ Story 11 - Girls From the Freed *Haliya-Kamaiya* Community in Peril of Exploitation and Trafficking
- ◆ Story 12 - Laws Do Exist to Rescue Trafficking Victims, But Implementation is lacking
- ◆ Story 13 - Betrayed by Blood: How Relatives Lure Teens into Trafficking
- ◆ Story 14 – How Poverty Becomes a Pathway to Trafficking

Further, in relation to capacity development program, in FY 2023/24, it provided training to 120 journalists across the seven Province for reporting about human trafficking and human rights by using different multimedia. Of the total training participants, 75 were men and 65 were women. Among these training participants, 15 were further provided scholarship for production and publication of investigative-based stories on human trafficking in Nepal.

Shakti Samuha – It is the first trafficked survivors' NGO in Nepal. It has been reaching out to the vulnerable communities/groups of trafficking in Sindhupalchok, Nuwakot, Makwanpur, Kaski, Bhaktapur, Kavre, Kathmandu, Chitwan, Rasuwa, Dhading, Ilam, Jhapa, Banke, Bardiya, Kanchanpur, Kapilbastu, Nawalparasi, Rupandehi, Kailali, Rautahat and Dang districts. Its program interventions include: education support, support for income generation, care taker and life skill development training, and cash support to the affected women and children. In addition, it has also been facilitating the Local Governments to establish the Local Committee on Combating Trafficking in Persons in these districts.

This NGO reported that during the three FYs (2022/23-2024/25), it organized 267 awareness raising programs, 351 training and capacity development programs, 22 programs related to use and mobilization of media for ending trafficking in persons.

Shakti Milan Samaj – This NGO reported that in FY 2024/25, it organized awareness raising program related to trafficking in persons and gender-based violence in its program area. A total of 60 students from Panchakanya Secondary School of Budanilkantha Municipality of Kathmandu district were provided awareness program about HIV/AIDS, online security and human trafficking. In FY 2022/23, it also provided orientation programs to 16 youths about human trafficking, HIV/AIDS and safe foreign employment.

Subha Aawasar Gram Nepal (hereafter - Gram Nepal) –has been implementing prevention related programs of trafficking in persons in Kathmandu, Kaski and Rupandehi districts. During the reference period (FY 2022/23, 2023/24 and 2024/25), a total of 54 trafficked survivors/affected persons were provided skill development training and another 31 received seed money for self-entrepreneurship development. These schemes, according to the Gram Nepal, have contributed to support livelihoods of the survivors/affected persons and among those who have established the business, they started earning from Rs. 10,000 to Rs. 50,000 monthly. For the children of the targeted communities, the Gram Nepal has provided education materials and school fee

(13 children) in order to increase the school participation rate of children.

Gram Nepal has established the Border Surveillance Desk in Kalidaha of Rupandehi district. The Desk provides the counselling and interception services to the vulnerable women and children who are crossing the border. Data reveal that it has provided counselling services to 10,916 vulnerable women and children in FY 2022/23; 11,012 in 2023/24 and 7,458 in FY 2024/25 and during these three FYs, 177 women and children were intercepted from the border. When enquired about any differences made by operation of the Border Surveillance Desk, the NGO responded that many women and children at the age of risk have become aware on trafficking and the cases of trafficking have been identified timely.

This NGO reported that it organized awareness program in the communities, schools, among the child clubs and youth clubs. It provided capacity development training targeting to different NGOs and GOs and media persons were mobilized in the rescue process of survivors for information dissemination and exchange.

Sunita Foundation – This NGO has informed that it has been implementing prevention related programs in Kathmandu, Nuwakot, Makwanpur districts. According to the Foundation:

- A total of 52 trafficked survivors/affected persons were provided economic reintegration programs like poultry farming, goat raising, fast-food center, retail shops, pigs raising.
- A total of 11 trafficked survivors/affected persons provided psychosocial counselling services including employment-oriented trainings like barista, graphic design, and photography and driving.
- A total of 63 children of the trafficked survivors/affected persons provided education support – resulting to regularity in schooling and reduction in drop-outs from school among these children.
- A total of 35 trafficked survivors/affected persons were supported for their health check-up

In addition, it is reported that Sunita Foundation has conducted workshops on *Our Role: Combating the Trafficking in Persons*. The participants in the workshops were the relevant stakeholders of Province and Local Governments – thus making them aware on their role to engage to combat trafficking in persons.

Further, as the awareness raising program, this NGO reported that

it reached out to schools, mother groups, and adolescent groups bringing different anti-trafficking awareness programs. In addition, it organized awareness programs in different schools in Nuwakot district and also organized leadership development programs for trafficked survivors. It also campaigned against trafficking in persons on the occasion of World Anti-Trafficking Day through social media.

WATCH – This NGO has informed that it has provided scholarship to 146 children of the vulnerable families in the three year reference period of this study. It has been running the education support programs focusing on the vulnerable communities of trafficking in some Municipalities of Palpa, Rupandehi, Nawalparasi and Okhaldhunga districts. Further, it mobilized more than 250 community people for the celebration of National and World Anti-Trafficking Days in its program areas.

Women Skill Creation Center, Nepal, Hetauda – This NGO has informed the NHRC that it has been implementing employment oriented program to targeted communities of vulnerable to trafficking in Raksirang Rural Municipality of Makwanpur district. Accordingly, in FY 2022/23 and 2023/24, a total of 52 youths were provided skilled development training based on CTEVT curriculum and among these beneficiaries, some are self-employed in Nepal and others in abroad. Similarly, it has provided livelihoods related training to 450 potential migrant workers and returnees from foreign employment in the FY 2022/23 and 2023/24. Among the beneficiaries, more than 35% have already started earning profits. During the reference period of this study, it reached to more than 420 community people in its program areas through organization of 12 community programs on the occasion of World and National Anti-Trafficking Days.

Women Protection Center, Hetauda – This NGO has informed the NHRC that it has been implementing the employment-oriented programs and education support programs targeting to the vulnerable communities/groups of trafficking in persons in Makwanpur and Dhading districts. It has provided training on tailoring and cutting of clothes to 48 women in Makwanpur district and provided required materials to 12 women groups for tailoring and cutting business. The beneficiaries have started earning from this enterprise. Similarly, the NGO provided education support to 67 children of the affected families. The effectiveness of the support was to reduce the trends of drop-outs from schools and increase the quality of education in the community. Further, it has reported that during the reference period of this study, it has actively involved in 16 days campaign against gender-based violence, also provided safe foreign employment and anti-trafficking counselling services in its intervention areas.

Annex 5.3a Number of persons vulnerable to trafficking intercepted by different NGOs, Nepal, FY 2022/23, 2023/24 and 2024/25

	NGOs	FY 2022/23	FY 2023/24	FY 2024/25	Three-Yearly average	Number of Surveillance Desks Operated
1	Afanta Nepal	1189	1293	1287	1256	12
	Girls	399	547	673	540	
	Women	790	746	614	717	
2	Saathi Sastha, Banke	165	201	160	175	1
	Girls	38	67	66	57	
	Boys	6	9	3	6	
	Women	91	100	72	88	
	Men	30	25	19	25	
3	Shakti Samuha	198	121	234	185	2

	Girls	126	114	158	133	
	Women	72	7	76	52	
4	Subha Awasar Gram Nepal	64	64	49	59	2
	Girls	28	29	17	25	
	Women	36	35	32	34	
5	Aawaj Surkhet	41	70	24	45	
	Girls	23	31	13	22	
	Women	9	12	8	10	
	Boys	9	27	3	13	
6	Maiti Nepal	3183	4437	4156	3925	
	Girls	1115	1687	1824	1542	
	Women	1205	2464	2220	1963	
	Boys	63	45	116	75	
	Not reported/Missing	800	241	0	347	
7	PRC*					
	Girls		162			
	Women		373			
	All above NGOs					
	Girls	1729	2637	2751	2372	
	Boys	78	81	122	94	
	Women	2203	3739	3020	2987	
	Men	30	25	19	25	
	Not reported	800	239	0	346	
	Total	4,840	6721	5,912	5824	

Note: Some branch offices of Maiti Nepal only provided data of the total vulnerable persons intercepted but not disaggregated information by sex, thus, the total in Maiti Nepal does not match with the total. \* PRC data represents from its two Branch Offices (Rupandehi and Kanchanpur districts), which have been obtained by its Annual Reports. In Rupandehi, 66 girls and 213 adult women and in Kanchanpur, 96 girls and 160 women were intercepted by PRC in FY 2023/24. For other Branch offices, data were not available.

Annex 5.3b Number of women and children vulnerable of trafficking intercepted by Maiti Nepal in different border points, FY 2022/23-2024/25

	Border areas/ Routes	2022/23				2023/24				2024/25				Total
		Total	Girls	Boys	Women	Total	Girls	Boys	Women	Total	Girls	Boys	Women	
1	Safe House, Nepalgunj	503	193	21	289	526	206	0	320	572	200	50	322	1601 (13.6)
2	Safe House, Gulariya	335	247	0	88	340	230	11	110	282	210	2	72	957 (8.1)
3	Safe House, Bharatpur	337	337	0	0	171	103	0	68	114	36	0	78	622 (5.3)
4	Safe House, Janakpur	83	0	0	0	72	37	0	35	0	0	0	0	155 (1.3)
5	Safe House, Pashupatinagar	320	70	9	241	901	355	0	546	965	377	0	588	2186 (18.6)
6	Safe House, Kakarvitta	141	54	4	83	193	55	29	109	204	67	25	112	538 (4.6)
7	Safe House, Dhangadhi	141	45	0	96	146	42	0	104	140	44	0	96	427 (3.6)
8	Safe House, Tikapur	28	0	0	0	96	13	0	83	62	30	0	32	186 (1.6)
9	Safe House, Mahendranagar	107	49	7	51	169	61	5	103	287	115	14	158	563 (4.8)
10	Safe House, Nagdhunga	116	23	15	78	199	52	0	147	249	58	0	191	564 (4.8)
11	Safe House, Dhulikhel	528	0	0	0	666	366	0	300	603	395	0	208	1797 (15.3)
12	Safe House, Biratnagar	144	50	0	94	217	53	0	164	157	39	0	118	518 (4.3)

13	Safe House, Birjung	30	0	0	0	162	41	0	121	192	130	0	62	384 (3.3)
14	Safe House, Bhairahawa	217	31	7	179	175	27	0	148	221	57	25	139	613 (5.2)
15	Safe House, Dhunche	23	0	0	0	127	34	0	93	93	56	0	37	243 (2.1)
16	Safe House, Makwanpur	22	16	0	6	277	12	0	15	15	10	0	5	314 (2.7)
17	Safe House, Kathmandu	108	0	0	0	0	0	0	0	0	0	0	0	108 (0.9)
	Total	3183	1115	63	1205	4437	1687	45	2466	4156	1824	116	2218	11776

Note: Figures in parentheses shows the percentage of the total figure. The total shows the three FYs total.

Source: Maiti Nepal, 2025 (data received through correspondence).

## Chapter 6

Annex 6.1 Trends of persons intercepted, rescued and number of cases filed by Maiti Nepal, Nepalgunj, 2002-2024

Year	Number of persons intercepted from the border	Number of persons rescued from sexual & labour exploitation	Number of cases filed	% of cases filed to the number of rescued persons
2002	134	6	6	100.0
2003	95	4	8	200.0
2004	71	2	3	150.0
2005	156	4	4	100.0
2006	220	6	3	50.0
2007	236	5	3	60.0
2008	138	10	1	10.0
2009	277	14	4	28.6
2010	173	6	5	83.3
2011	241	8	7	87.5
2012	263	23	4	17.4
2013	342	20	6	30.0
2014	447	26	6	23.1
2015	566	16	6	37.5
2016	1002	26	4	15.4
2017	1071	67	4	6.0
2018	920	82	7	8.5
2019	896	7	2	28.6
2020	267	12	1	8.3
2021	434	11	4	36.4
2022	529	10	5	50.0
2023	509	12	2	16.7
2024	598	13	3	23.1
Total	9585	390	98	25.1

Source: Maiti Nepal, Nepalgunj, 2025 (Unpublished data file).

Annex 6.2 Distribution of number of trafficked survivors/affected women and children provided legal aid, by NGO, Nepal, FY 2022/23, 2023/24 and 2024/25

	NGOs	FY 2022/23	FY 2023/24	FY 2024/25	Three-Yearly average
1	Afanta Nepal				
	Total cases	30	31	17	26
	Number of survivors	33	38	19	30
	Women	22	25	12	20
	Children	11	13	7	10
2	Aawaj Surkhet				0
	Total cases	0	0	0	0
	Number of survivors	0	2	0	1
	Women	0	1	0	0
	Children	0	1	0	0
3	Saathi Sashta, Banke				0
	Total cases	40	5	4	16
	Number of survivors	40	5	4	16
	Women	35	3	4	14
	Children	5	2	0	2
4	Shakti Samuha				0
	Total cases	18	9	8	12
	Number of survivors	95	67	78	80
	Women	13	13	19	15
	Children	82	54	59	65
5	Subha Aawasar Gram Nepal				0
	Total cases	8	12	1	7
	Number of survivors	8	12	1	7
	Women	7	10	0	6
	Children	1	2	1	1
6	Kumudini				0
	Total cases	0	0	0	0
	Number of survivors	3	1	0	1
	Women	1	0	0	0
	Children	2	1	0	1
7	Sunita Foundation				0
	Total cases	1	3	0	1

	Number of survivors	2	4	0	2
	Women	2	4	0	2
	Children	0	0	0	0
8	Maiti Nepal				
	Total cases	28	44	21	31
	Number of survivors	28	44	21	31
	Women	17	40	12	23
	Children	11	4	9	8
9.	Tiny Hands Nepal				
	Total cases	30	48	59	46
10.	KIN India				
	Total cases	13	26	19	19
	For all NGOs listed above				
	Total cases	168	178	129	158
	Number of survivors	209	173	123	168
	Women	97	96	47	80
	Children	112	77	76	88

Source: data compiled from the corresponding NGOs response. Note that the number of survivors by sex is missing from Tiny Hands Nepal and KIN India data.

#### Annex 6.3a Number and percentage distribution of trafficking in persons' cases registered and decision status, Attorney General Office, Nepal, 2022/23 and 2023/24

S.N.	Nature of case	Registered	Convicted	Acquitted	Decision	% Convicted	Pending cases no.	% pending
	FY 2023/24							
1	Buying or selling a person	8	2	6	8	25.0	0	0.0
2	Human transportation	203	20	22	42	47.6	161	79.0
3	Removal and sell of human organ	0	0	0	0	0	0	0
4	Visit to prostitute	0	0	0	0	0	0	0
5	Involve in prostitution	0	0	0	0	0	0	0
6	Total	211	22	28	50	44.0	161	76.0
	FY 2022/23							
1	Buying or selling a person	5	1	2	4	25.0	1	20.0
2	Human transportation	185	20	13	34	58.8	151	81.0

► **National Human Rights Commission of Nepal**

3	Removal and sell of human organ	0	0	0	0	0	0	0
4	Visit to prostitute	0	0	0	0	0	0	0
5	Involve in prostitution	04	0	0	0	0	0	0
	<b>Total</b>	<b>194</b>	<b>21</b>	<b>15</b>	<b>38</b>	<b>55.3</b>	<b>152</b>	<b>101.0</b>

Source: Office of the Attorney General (2023) and Office of the Attorney General (2024).

**Annex 6.3b. Number and percentage distribution of trafficking in persons' cases registered and decision status, High Attorney Office, Nepal, FY 2022/23 and 2023/24**

S.N.	Nature of case	Registered	Convicted	Acquitted	Decision	% Convicted	Pending cases no.	% pending
	<b>FY 2022/24</b>							
1	Buying or selling a person	113	23	25	48	47.9	65	57.5
2	Human transportation	152	50	36	86	58.1	66	43.4
3	Removal and sell of human organ	0	0	0	0	0	0	0
4	Visit to prostitute	0	0	0	0	0	0	0
5	Involve in prostitution	1	0	0	0	0	0	0
6	<b>Total</b>	<b>266</b>	<b>73</b>	<b>62</b>	<b>135</b>		<b>131</b>	<b>49.2</b>
	<b>FY 2023/24</b>							
1	Buying or selling a person	88	35	16	51	31.4	37	42.0
2	Human transportation	174	65	44	110	59.1	64	36.0
3	Removal and sell of human organ	2	0	0	0	00	2	100.0
4	Visit to prostitute	0	0	0	0	0	0	
5	Involve in prostitution	2	0	0	0	0	2	100.0
	<b>Total</b>	<b>266</b>	<b>101</b>	<b>60</b>	<b>161</b>	<b>62.1</b>	<b>105</b>	<b>36.5</b>

Source: Office of the Attorney General (2023) and Office of the Attorney General (2024).

**Annex 6.3c Number and percentage distribution of trafficking in persons' cases registered and decision status the district attorney office of Nepal, FY 2022/23 and 2023/24**

S.N.	Nature of case	Registered	Convicted	Acquitted	Decision	% Convicted	Pending cases no.	% pending
	<b>FY 2022/24</b>							
1	Buying or selling a person	49	8	14	23	60.9	26	53.1
2	Human transportation	301	93	60	157	59.2	144	47.8

3	Removal and sell of human organ	1	1	00	1	100.0	0	0.0
4	Visit to prostitute	5	4	0	4	100.0	1	20.0
5	Involve in prostitution	10	3	3	6	50.0	4	40.0
	Total	366	109	77	191	57.1	175	47.8
	FY 2023/24							
1	Buying or selling a person	94	18	31	52	34.6	42	44.7
2	Human transportation	270	62	113	180	34.4	90	33.3
3	Removal and sell of human organ	0	0	0	0	0	0	0
4	Visit to prostitute	0	0	0	0	0	0	0
5	Involve in prostitution	9	2	5	7	71.4	2	22.2
	Total	373	82	149	239	34.3	134	35.9

Note: In FY 2022/23, one case of human trafficking and four cases of human transportation were posted as others (return, *multabi - suspended*). In FY 2023/24 three cases of human trafficking and five cases of human transportation were registered as return *multabi* and another category.

Source: Office of the Attorney General (2023) and Office of the Attorney General (2024).

#### Annex 6.4 Distribution of trafficking in person cases registered in the District Courts, Nepal, FY 2021/22 and FY 2023/24

	District Courts	2021/22				2023/24			
		Total registered cases	Total decided	Total pending	% decide	Total registered cases	Total decided	Total pending	% decide
1	Taplejung	0	0	0	0	0	0	0	0.0
2	Panchathar	0	0	0		0	0	0	
3	Ilam	1	0	1	0.0	0	0	0	
4	Jhapa	15	8	7	53.3	15	8	7	53.3
5	Sankhuwasava	0	0	0		0	0	0	
6	Terathum	0	0	0		1	1	0	100.0
7	Dhankuta	0	0	0		0	0	0	
8	Bhojapur	0	0	0		0	0	0	
9	Morang	13	8	5	61.5	23	19	4	82.6
10	Sunsari	4	2	2	50.0	21	10	11	47.6
11	Solukhumbu	0	0	0		1	0	1	0.0
12	Khotang	0	0	0		0	0	0	
13	Okhaldhunga	0	0	0		0	0	0	
14	Udayapur	8	5	3	62.5	3	3	0	100.0

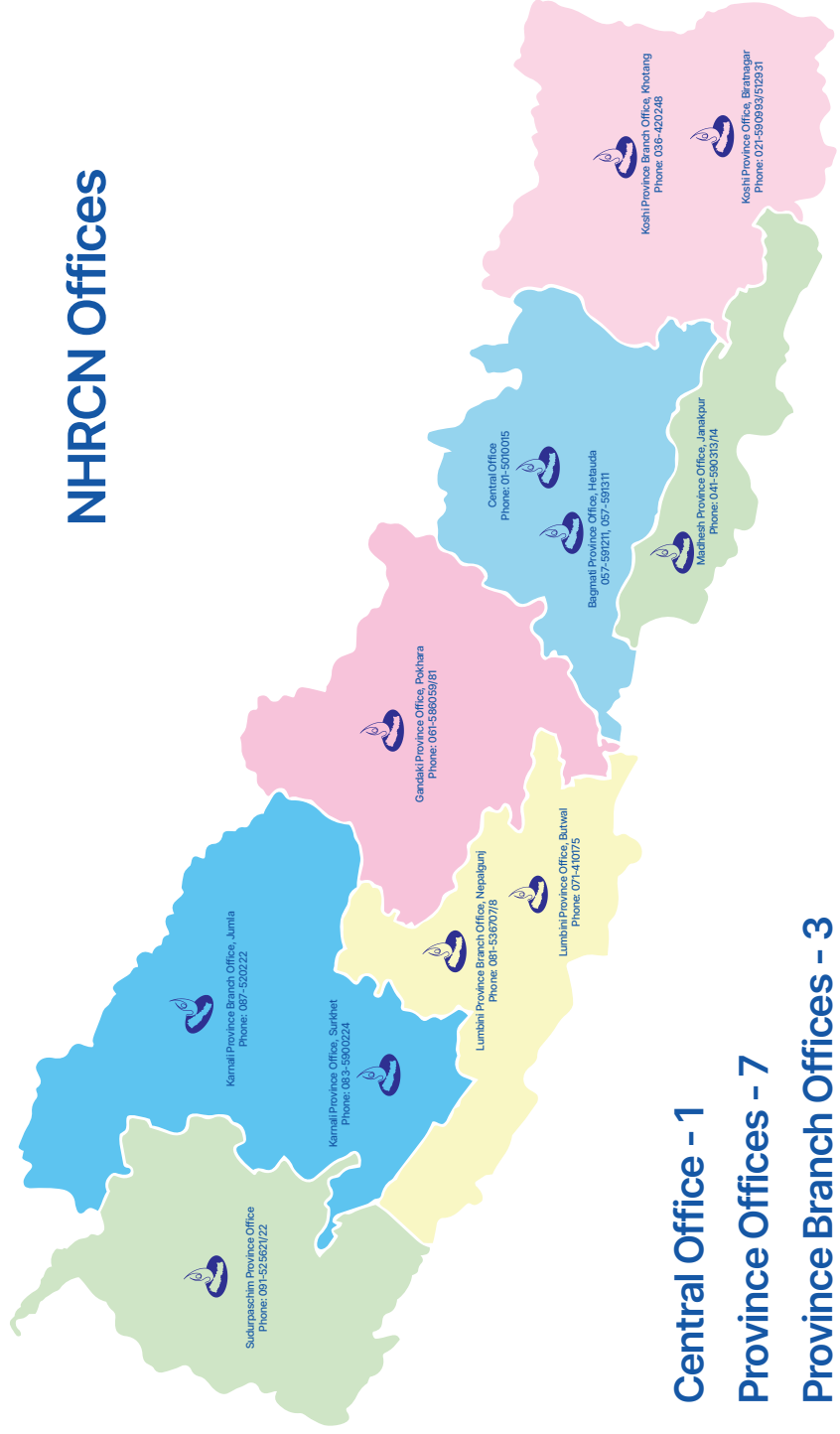
15	Saptari	2	1	1	50.0	4	1	3	25.0
16	Siraha	1	1	0	100.0	0	0	0	
17	Sarlahi	2	1	1	50.0	4	2	2	50.0
18	Mahottari	4	3	1	75.0	4	1	3	25.0
19	Dhanusa	6	4	2	66.7	8	3	5	37.5
20	Chitawan	0	0	0		6	2	4	33.3
21	Makwanpur	0	0	0		3	3	0	100.0
22	Parsa	17	13	4	76.5	11	5	6	45.5
23	Bara	4	1	3	25.0	4	2	2	50.0
24	Rautahat	3	1	0	33.3	4	1	3	25.0
25	Rasuwa	0	0	0		0	0	0	
26	Nuwakot	4	2	2	50.0	9	5	4	55.6
27	Dhading	0	0	0		0	0	0	
28	Sindhupalchok	2	0	2	0.0	3	3	0	100.0
29	Kavrepalchok	6	5	1	83.3	3	3	0	100.0
30	Lalitapur	2	2	0	100.0	2	1	1	50.0
31	Kathmandu	155	72	83	46.5	101	35	66	34.7
32	Bhaktapur	5	5	0	100.0	14	8	6	57.1
33	Dolakha	0	0	0		0	0	0	
34	Sindhuli	1	0	1	0.0	0	0	0	
35	Ramechhap	0	0	0		0	0	0	
36	Gorkha	1	1	0	100.0	0	0	0	
37	Tanahu	4	1	3	25.0	2	1	1	50.0
38	Manang	0	0	0		0	0	0	
39	Lamjung	0	1	1		1	0	1	0.0
40	Kaski	6	3	3	50.0	13	9	4	69.2
41	Syanja	0	0	0		2	1	1	50.0
42	Parbat	0	0	0		1	0	1	0.0
43	Myagdi	0	0	0		0	0	0	
44	Mustang	0	0	0		0	0	0	
45	Baglung	1	0	1	0.0	1	0	1	0.0
46	Gulmi	1	0	1	0.0	0	0	0	
47	Argkhanchi	2	2	0	100.0	1	0	1	0.0
48	Palpa	0	0	0		0	0	0	
49	Nawalparasi	2	1	1	50.0	8	7	1	87.5

50	Rupandehi	13	9	4	69.2	16	12	4	75.0
51	Kapilbastu	14	11	3	78.6	14	10	4	71.4
52	Rukum	0	0	0		0	0	0	
53	Rolpa	1	1	0	100.0	0	0	0	
54	Pyuthan	0	0	0		0	0	0	
55	Dang	5	4	1	80.0	6	3	3	50.0
56	Banke	29	15	14	51.7	32	14	18	43.8
57	Bardiya	7	3	4	42.9	12	4	8	33.3
58	Surkhet	4	0	4	0.0	4	2	2	50.0
59	Jajarkot	0	0	0		0	0	0	
60	Dailekha	2	1	1	50.0	2	0	2	0.0
61	Salyan	0	0	0		1	0	1	0.0
62	Jumla	0	0	0		0	0	0	
63	Mugu	0	0	0		0	0	0	
64	Kailkot	1	0	1	0.0	0	0	0	
65	Humla	2	1	1	50.0	0	0	0	
66	Dolpa	0	1	0		0	0	0	
67	Achham	0	0	0		0	0	0	
68	Doti	0	0	0		0	0	0	
69	Bajura	0	0	0		1	0	1	0.0
70	Bajhang	1	1	0	100.0	1	0	1	0.0
71	Kailali	9	6	3	66.7	27	14	13	51.9
72	Darchula	0	0	0		0	0	0	
73	Baitadi	0	0	0		1	0	1	0.0
74	Dadeldhura	2	0	2	0.0	0	0	0	
75	Kanchanpur	9	2	7	22.2	7	2	5	28.6
76	Nawalpur	0	0	0		6	4	2	66.7
77	Rukumkot	0	0	0		0	0	0	
	Grand Total	370	197	173	53.2	403	199	204	49.4

Source: The Supreme Court, Annual Report 2021/22 and 2023/24.



# NHRCN Offices



Central Office - 1

Province Offices - 7

Province Branch Offices - 3