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Nepali Expats Evacuation during Crises: Lessons Learnt and Way Forward

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Abstract

The study explores the evacuation operation for Nepali expats and draws insights into successful operation plans. It examines migration trends of Nepali nationals and assesses their vulnerability. The severity and complexity of migrants have greatly increased due to the unprecedented global milieu. The study suggests robust expat evacuation plans and mechanisms by analyzing the past evacuation operations that Nepal tackled. The research is based on a multidisciplinary approach, particularly quantitative content analysis, with few case studies and successful models from other countries being reviewed. The findings range from developing a crisis manual to proper coordination and institutionalization of legal and policy framework, and logistical arrangements. A draft framework model for effective evacuation operation is suggested for the safety and security of Nepali expatriates during a global crisis.

Keywords: expats, crisis, evacuation, diaspora, national security, coordination

Introduction

Over the past three decades, Nepal has witnessed unprecedented mobility of its citizens in diverse and remote geographical locations. Natural calamities, political upheavals, violent conflicts and pandemics are bound to occur in a complex and interdependent world. These uncertainties demand informed policy decisions and swift rescue plans for its expats. Navigating a complex and challenging global landscape requires a special set of skills. Conventional approaches and business as usual will only tarnish the national image in the global arena. Diaspora is a national asset and has a vital role in national development initiatives. The role of remittance in the Nepali economy cannot be underestimated.

Policy capacity has a strong correlation with state and administrative capacity. “Administrative capacity refers to the ability to manage efficiently the human and physical resources required for delivering the outputs of government, while state capacity is a measure of the state’s ability to mobilize social and economic support and consent for the achievement of public goals” (Painter & Pierre, 2005, p.2).

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Labor migration is the backbone of the Nepali economy covering nearly one-third of its economy (MOLESS, 2020). Policy capacity, administrative capacity and state capacity are closely related. Reports reveal that migrant workers of Nepal are compelled to do “3D” jobs which are Dirty, Dangerous, and Degrading. The majority of Nepali migrant workers are general laborers without any skills which makes them vulnerable.

Expat evacuation is a complex and multidimensional task. Thus, this research will help policymakers and practitioners involved in evacuation operations as well as Nepali diaspora. The research addresses two critical questions: what are the major challenges that Nepal faced during the previous evacuation plans and what lessons can be drawn from those experiences? Additionally, how can Nepal smoothly conduct future evacuation operation plans? By analyzing past operations and drawing on successful models from other countries, this study provides actionable recommendations for enhancing Nepal’s evacuation capabilities.

Literature Review

Existing literature on expatriate evacuation operations highlights the importance of preparedness, coordination and a robust institutional framework. For example, Xavier (2016), in a report by Carnegie India entitled “India’s Expatriate Evacuation Operations: Bringing the Diaspora Home”, highlights India’s extensive experience conducting evacuation operations and provides policy recommendations for future challenges. Similarly, in 2013, the North Atlantic Treaty Organization (NATO) adopted a joint NEO doctrine regulating such operations among its allied member states (NATO, 2007). It is found that the United States mostly uses military strength to evacuate its citizens from global crises. The primary elements of human security are individuals, families, and local communities, in large, it is people-centric and faces a wide number of threats, which include natural disasters, poverty, civil war, and environmental collapse (Lizee, 2002). The objective of human security itself is to safeguard the vital core of all human lives from pervasive threats (Alkire, 2002) or in other words, to protect the vital core of all human freedoms and human fulfillment (Commission on Human Security, 2003). However, there is limited research that covers the rescuing Nepali expats during difficulties and global crisis.

Conceptual Framework

In this study, the outcomes that are influenced by evacuation operations like operational/ logistical challenges, the effectiveness of evacuation policies in terms of time and number, public trust in government and reintegration of evacuees are

dependent variables. In the same way, factors influencing evacuation operations like policy frameworks, institutional capacity, resource availability, demographic factors, the intensity of crisis, and communication channels are independent variables. International response operations entail working with other cultures and place substantial demands on coordination and cooperation. It also concerns working together with others (often under unfamiliar circumstances), representing one's country and contributing to the assistance that the country in need requested. Issues such as understanding, looking at the big picture, responsibility, ethics and morals are important in this context, as are their practical realizations (Sweden, 2010). Language, cultural and geographic distances can combine to make discerning and verifying threats more difficult than in familiar domestic contexts (Fee, 2017). Effective crisis management strategies will help to navigate the complex global environment of a country like Nepal.

Methodology

This research is based on a multidisciplinary approach with a focus on mixed methods. Descriptive and analytical studies, mainly focusing on empirical data, facts, and historical anecdotes have been used. This research is also grounded on qualitative research tools, such as content analysis and case studies like the Covid-19 and the Russia-Ukraine conflict. Comparative case studies have been considered to explore the major evacuation operations in the past. The study reflects both the primary and secondary data for analysis. Primary source is based on Government documents, foreign policy statements, foreign ministry reports and reports of international organizations dealing with migration. Secondary sources include academic journals, books, magazines, theses, digital publications, websites, news reports, newspaper articles, and bulletins among others. The research designs are descriptive and exploratory. Further, qualitative data obtained from secondary sources have been interpreted and analyzed. Media sources were also reviewed to understand various issues of Nepali migrants.

Nepal's Evacuation Operations

The past evacuation operation was mostly based on individual motivation, great sacrifice of diplomatic staff and a sense of patriotism which is clear from the chaotic situation that Nepali missions in the Middle East had to face during the Covid pandemic. A brief outline of major evacuation operations that Nepal has to face is mentioned below:

a) Covid-19 pandemic

The Covid-19 pandemic was a major event that taught the urgency of rescuing the migrant workers both for destination and sending countries. Nearly half a million Nepalis who were stranded abroad due to the Covid-19 pandemic were rescued, according to the Covid-19 Crisis Management Centre. (The Kathmandu Post, 2021). It exposed the vulnerability of Nepali migrants and the need for robust labor diplomacy. Internally, Nepal's security forces have been an essential part of the pandemic response (The Rising Nepal, 2020a). It requires redefining the whole concept and approaches of ensuring the security of migrant workers and making Nepal's foreign policy itself believe in the "safeguarding of the rights of the Nepali people" inside and outside of the country (The Himalayan Times, 2020). Clear capacity gaps emerged in several key areas: management of quarantine facilities (Poudel, 2020b); coordination with neighboring countries over the repatriation of citizens; ability to quickly construct Covid field hospitals; procurement of essential supplies; ability to mobilize and leverage the expertise of NGOs and the private sector (Parajuli, 2021).

The highest number of Nepalis were rescued from the United Arab Emirates with 146,624 people repatriated from the country, followed by Qatar (117,408), Malaysia (51,459), Saudi Arabia (45,186), and India (39,541). Although labor diplomacy involves the relations between sending and receiving states (Adamson & Tsourapas 2018), it is not necessarily confined to that, as labor diplomacy also links international organizations (Hamilton & Langhorne 2011) including ILO and IoM. Amid the sealed border and lockdown in both India and Nepal, thousands of Nepali migrant workers, including daily wage laborers, were left stranded in India and at the border (Kansakar et al., 2021). Despite many challenges, Nepal successfully handled repatriation during the global crisis.

b) Russia -Ukraine conflict

As many as 585 rescued Nepalis have moved to different European countries such as Poland, Slovakia, Hungary, Spain, Germany, Romania and Moldova. As many Nepalis swiftly migrated to safe places, there was less burden on the government. Similarly, India's Operation Ganga, which is involved in the life-saving mission of thousands of Indians, has rescued four Nepalis stranded in Ukraine (The Himalayan Times, 2022). The evacuation operation was led by the Nepali Ambassador to Germany. The Ministry of Foreign Affairs, through its mission in Europe, regularly directed the operations.

c) Nepali hostages killed in Iraq

Nepal was deeply shocked and immensely grieved when twelve Nepali hostages were mercilessly killed in November 2004 by a terrorist group patrolling the highway from Amman to Baghdad. Sincere efforts of the Nepali government and earnest requests from all quarters failed to release the innocent captives. The militants said the twelve Nepalis had been killed because they “came from their country to fight the Muslims and to serve the Jews and the Christians.” The group, Army of Ansar al-Sunna, said the men were being punished for helping the US, and it had “carried out the sentence of God” against them (BBC, 2004).

d) Nepali security guards killed in Kabul

In June 2016, a suicide bomber attack killed at least fourteen Nepali security contractors working for the Canadian Embassy in Kabul (Gady, 2016). A suicide bomber on foot struck a minivan filled with Nepali security guards en route to the Canadian Embassy right after it exited a compound housing the security contractors. The Nepal Airlines chartered flight brought back the human remains and evacuated more than two dozen Nepalis (Aljazeera, 2016).

e) Rescuing Nepalis from Kabul

The Taliban’s capture of power in Afghanistan in 2021 triggered a mass exodus of Afghans and people of other nationalities from the country. There is no exact count of how many Nepali workers are there in the war-torn country, but figures range from 2,000 to 15,000 (Nepali Times, 2021). Two Nepali nationals were evacuated in an Indian Air Force (IAF) aircraft from Afghanistan. The government, asking for help in the rescue of stranded Nepalis, formally wrote to the United States, the United Kingdom, Canada, Germany, the European Union, Japan and the United Nations (Republica, 2021). The Nepali government’s dependence on other countries to rescue its citizens independently is a stark reminder that the country’s capacities overseas are limited.

f) Nepali students killed in Israel

In October 2023, during an attack on Israeli territory, Hamas killed ten Nepali youths. Many got injured who were studying at an agriculture university under the learn and earn program. Persistent efforts were made by the Government of Nepal concerning the release of Bipin Joshi, a Nepali youth held captive by the Hamas group since October 2023. Nepal intensified its diplomatic efforts for his release at all levels with the Governments of Israel, Egypt, Qatar and many others but his whereabouts are still unknown (Sharma, 2023).

g) Rescuing Nepalis during the Yemen crisis

In early 2015, a major conflict broke out in Yemen that brought difficulties to many Nepali workers. Ten Nepali migrant workers stranded in Yemen were repatriated with help from the Indian Embassy. Many of them migrated to safe neighboring countries. Nepal had requested the Indian Ministry of Foreign Affairs, India's embassies in Saudi Arabia and Yemen for support after migrant workers caught in the war zone appealed for help as Nepal does not have its embassy in Yemen (The Kathmandu Post, 2015).

h) Rescuing Nepalis from Iraq

In early 2014, the security situation deteriorated in Iraq. Coordinated efforts were essential to facilitate the relocation of an estimated 20,000 Nepalis working there. Most of them had reached via illegal routes. The Foreign Ministry appointed one of its joint-secretaries, as the "special representative of the foreign minister for the welfare of Nepalis living in Iraq", tasking him with coordinating with all relevant stakeholders to ensure measures to pull Nepalis out of the troubled country (The Kathmandu Post, 2014).

i) Rescuing Nepalis stranded in Libya

Nepal rescued some 3,200 Nepali workers from Libya following the political upheaval in North Africa and the Middle East in 2011 (Himalayan News Service, 2014). At least 126 Nepalis were evacuated from Libya to neighboring Tunisia with the help of the Embassy of India in Tripoli. A spokesperson for the Ministry of External Affairs of India, said on Twitter, "Good neighborliness in action! India helps evacuate 126 Nepali nations from strife-torn Libya to the safety of Tunisia." The International Organization for Migration, based in Tunisia, also assisted Nepal in its evacuation efforts.

Successful Operation Models from Other Countries

Japan: The Japan Self-Defense Forces (SDF) is an example of another security organization that excels in disaster management and response in the Asia-Pacific region (Kato, 2019). The SDF has implemented key strategies, including preparedness, partnership, and military-civilian cooperation, to effectively respond to natural disasters.

India: The MEA has developed an aggressive public diplomacy to brand these operations via social media. The diaspora's security has become an Indian national interest, given that expatriates endow the country with new economic wealth and

strategic influence. When natural catastrophes or conflicts erupt abroad, New Delhi has conducted complex evacuation operations to safely bring its people back home (Xavier, 2016). The government of India has been kind in rescuing Nepalis in addition to its citizens in situations where Nepal lacked diplomatic presence and adequate resources.

Philippines: The country has a robust migration management system that combines all the government department efforts in tandem. It has also a strong bilateral labor agreement with many countries. First, institutional and legislative policies configure repatriation in the Philippines' migration system as a process of facilitated return and assistance. Second, past crisis events show how the government's large-scale repatriation efforts adapted to specific situations but also faced challenges with operational and resource capacities. Third, repatriation in the Covid-19 crisis suggests that a critical post-arrival phase of assistance remains underdeveloped (Liao, 2022).

Bangladesh: The Bangladesh Crisis Operational Framework aims to strengthen mechanisms for assisting nationals affected by crises abroad. To strengthen the mechanisms for assisting its nationals during disasters, the Government of Bangladesh initiated the preparation of the Bangladesh Migration Crisis Operational Framework and five-country migration emergency response plans for countries in regions with the highest numbers of migrants from Bangladesh (IOM, 2020).

Discussion

Nepal needs robust legal mechanisms and an institutional setup for successful evacuation during major crises. There is a need for better vertical and horizontal coherence among government institutions on matters dealing with labor migration. While Nepali citizens migrated to 150 countries between 2019/20 and 2021/22 for employment, the six GCC countries and Malaysia remain the preferred destinations for most Nepali migrant workers (MOLESS, 2022). Pre-evacuation emergency assessment, evacuation planning, evacuation operation and post-evacuation are the four major stages of successful evacuation operations (Xavier, 2016). Adequate preparation and sufficient homework are required in all stages of the evacuation process. Nepal should be active in international migration management initiatives through different platforms. It should also spend well on logistical arrangements including its airline capabilities. A few areas of improvement are listed below:

Human security as a constitutional mandate: The Constitution has included the concept of human security as a guiding principle of Nepal's national security policy, according to which the role of the state is not only limited to the traditional

notion of security, but also to ensure freedom, human rights, peace, prosperity, and security of its citizens, including those working abroad. The Constitution also states that the sector of foreign employment should be managed and regulated as well as encourage the mobilization of capital, skills, technology and experience gained from foreign employment within Nepal. Human security in its fullest sense, including relative security from extreme natural events, needs to be understood as a variable condition of the human - what the 1994 Human Development Report called the “universalism of life claims” or “human life for itself” (UNDP, 1994). With the spirit of the Constitution, the major objective of both foreign and security policy should be to protect Nepali citizens wherever they are.

Institutionalize the best practices: Institutionalization of efficient, well-coordinated and effective rescue operations will be of great asset in times of crisis. Overcoming the weakness of the previous operations plans and garnering strength for future evacuations. Emergency Standard Operating Procedures should be operated. Simple and easier procurement plans should be set up. Quick-fix solutions should be avoided. Learning from past failures, developing a culture of institutional memory, adequate documentation, knowledge sharing, spending on research and developments, and regular interaction and collaboration with the Nepali diaspora will enhance the country’s rescue capabilities.

Improve coordination nightmare: Coordination is a major problem in all spheres of Nepali life. For this, Nepal needs a special working procedure with a clear job description and role delineation. Command centers and secretariat should be fixed in advance by the law rather than creating new organizations at every crisis. The National Security Council Secretariat (NSCS) could be one of them. The government established the Covid-19 Coordination Management Center (CCMC) when there was already NSCS. Flight approval, transit, landing approval, passports and identifying documents and immigration procedures should be planned in advance. Coordination with all entities involved at home and abroad and an effective information-sharing system will reduce cost and energy.

Strengthen diplomatic capacity: Strengthening coordination skills with foreign entities and harnessing better negotiation capabilities with foreign governments and other entities is essential. The diplomatic corps should be well-trained and regular feedback should be provided by the headquarters to deal with such emergencies. A pool of negotiators and technical and subject-matter experts can be created at the foreign ministry to regularly practice and cope with these kinds of situations. Frequent contact, cooperation and coordination with UN agencies and international organizations such as IOM, ILO, UNHCR, and WHO is vital.

Combine civil-military strength: The Nepali Army (NA) has expertise and experience in dealing with crises and hostile environments. Field experience in peacekeeping and regular disaster management training keeps the army fit for these kinds of operations. Regular experience sharing and permanent communication channels between the NA and foreign ministry are lacking. Policy mechanisms and regular institutional contacts in this regard would be useful. The capabilities of the Nepal Police and Armed Police Force need to be greatly enhanced. Who should lead the evacuation operations – the military or diplomatic corps, is always a major challenge. Generally, the diplomatic corps should lead these kinds of missions and the NA should be used as the last resort. Adopting comprehensive evacuation plans, including pre-departure training, real-time intelligence monitoring, and rehearsals for the employees ensures preparedness for emergencies.

Use of latest technology: The use of technology makes the work easier and smoother. Different techniques can be used like Artificial Intelligence-driven crisis mapping, real-time threat analysis and proper use of diaspora. Intelligence gathering through the use of technology is needed. Proper data collection, regular updates, vulnerable zones and real-time geographical locations of our citizens should be in our knowledge and system. During the Covid-19 pandemic, it was very difficult for Nepali missions in the Middle East to process large numbers of data and prioritize the rescue operations. For these purposes, special training at regular intervals is needed.

Preemptive legal/ policy framework: Most of the policy frameworks and laws are old and require timely revision. Some of them are the Foreign Employment Act 2007; Foreign Employment Rules 2008; Human Trafficking and Transportation (Control) Act 2007; Foreign Employment Policy 2012, among others (Thapa and et al, 2022). Special mechanisms for procurement laws, logistical costs, sharing of airfare and other costs should be planned in advance. Bilateral labor agreements with the labor-sending countries and active regional and global migration regimes will keep updated and informed about the policy choices.

Conclusion

Regional and international crises are complex and multiple. Many such conflicts are frequent in the areas where Nepali expats are concentrated. Managing crisis diplomacy will be the major task that future policymakers must address. The state's capacity to rescue migrants should be increased and enhanced as the country cannot depend upon the goodwill of others for a long time. A better understanding of the destination countries and context-based flexible approaches based on ground

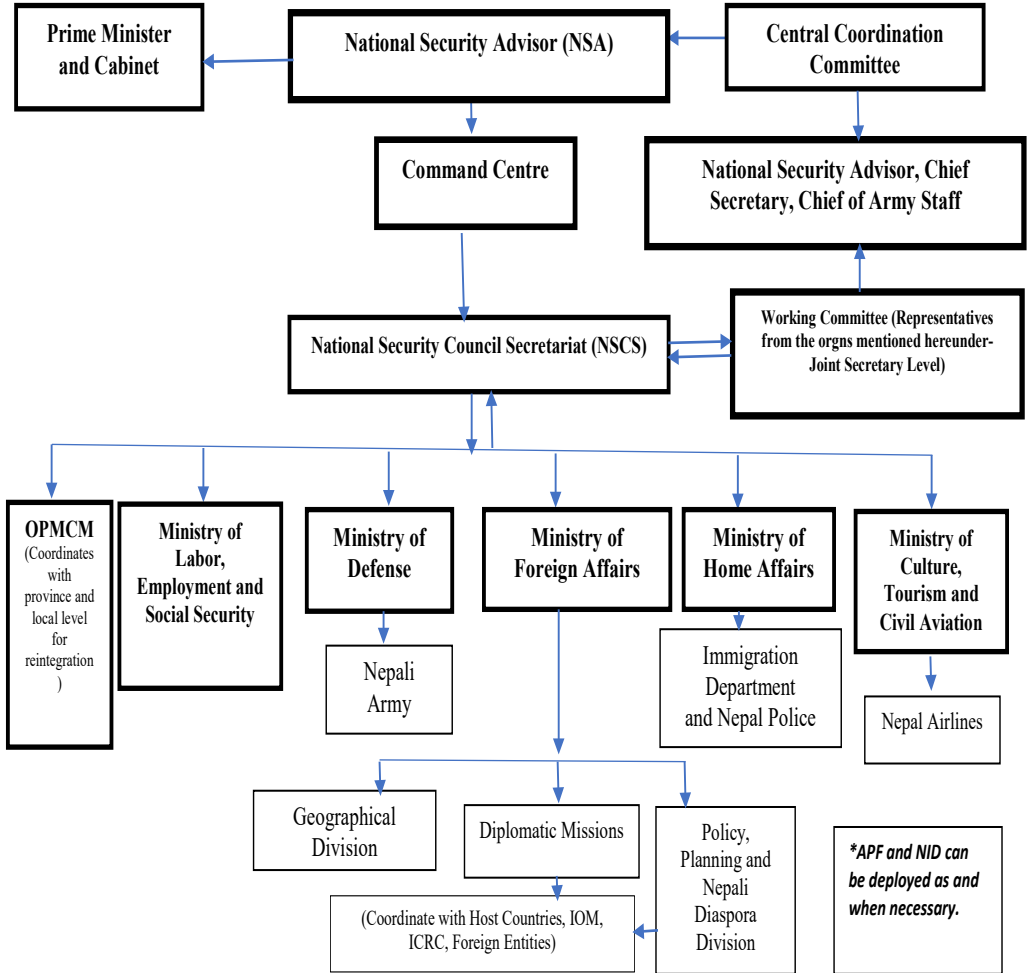
realities are useful. Adequate resource allocation, expertise and dynamic leadership are essential to face disasters. Nepal had to undergo difficulties in handling the evacuation process for its workers from strife-torn countries in the past. These problems were myriad - ranging from lack of resources, insufficient knowledge of evacuation operations, and logistical constraints, inadequate policy backup, misuse of social media and lack of effective training for Nepali missions abroad.

Nepali evacuation operations in crisis can be better managed through intelligence outfits that have advanced analytical skills to foresee any unfortunate situation in a volatile world. Frequent and early travel advisory through assessment of hostile environments and awareness to citizens before granting labor approval regarding the host country's situation is very useful. As far as practicable, citizens should be encouraged to travel via their own international airport and should carry only authentic travel documents. National consensus, political understanding, unanimity and broader consultation with a wide range of stakeholders are essential to effectively tackle mega crises. In the same way, overcoming logistical barriers, political hurdles, enhancing diplomatic capacity, mobilizing NRN, epistemic communities, proper use of funds from the Foreign Employment Board, feedback from civil society and media, emergency medical/insurance schemes, reformed legal permits in conflict zones and aware its citizens wherever they are and integrated emergency management capabilities will address the future challenges.

A draft model for the Nepali expats' evacuation framework has been presented in annex one. Established institutions like the National Security Council Secretariat could act as a command center for dealing with future mega crises. Although there is no provision for a National Security Advisor (NSA) at present, mega-evacuation crises need the NSA to bring together civilian and military outfits and coordinate better with all government agencies. At the center, the NSA, along with the Chief Secretary and Chief of Army Staff, could lead a steering committee to regularly brief the Prime Minister and through him the cabinet. At the working level, Joint Secretaries from the Ministry of Foreign Affairs, Ministry of Home Affairs, Ministry of Defense, Office of the Prime Minister and Council of Ministers, Ministry of Labor, Employment and Social Security and Ministry of Culture, Tourism and Civil Aviation could regularly update and plan the situation. Nepal Police and Armed Police Force could act in the internal management of evacuees and the National Investigation Department could gather intelligence information. This framework will be useful for researchers, policy makers and academicians through which several future research can be canvassed.

Annex-One

A Draft Model for Nepali Expats Evacuation Framework



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