



人权理事会
普遍定期审议工作组
第五十一届会议
2026年1月19日至30日，日内瓦

根据人权理事会第 5/1 号和第 16/21 号决议提交的国家报告*

尼泊尔

* 本文件印发前未经正式编辑。



一. 报告编写过程

1. 总理及部长理事会办公室下属的人权和国际条约处成立了由秘书长领导的委员会，¹ 与相关部委、国家人权机构、宪法机构和议会委员会协调联络。该委员会作为主要的协调机构，统筹安排履行人权义务、为相关报告汇编信息及人权条约落实情况的评估工作。
2. 本报告根据联合国人权理事会第 17/119 号决定编写，重点介绍尼泊尔在上一轮审议后接受的 196 项建议的落实情况。报告按照国际上普遍采用的专题类别，依次介绍了为在本国实现人权所采取的措施、取得的进展和面临的挑战。
3. 在本报告定稿前，与联邦职能部委、相关议会委员会、省级和地方政府机构、² 国家人权机构³ 和民间社会组织举行了几次磋商。

二. 上一轮审议建议的落实情况

4. 关于第三轮普遍定期审议⁴ (2021 年)期间提出的建议，尼泊尔作出以下陈述。

A. 国际文书

1. 接受国际规范的情况

5. 尼泊尔在 2021 年接受第三轮普遍定期审议期间，共收到建议 233 项，接受了 196 项，注意到 37 项。大部分建议集中于加强国家人权委员会、建立过渡期正义机制以及改善与条约机构的合作这几项内容。
6. 尼泊尔是 24 项人权条约、11 项劳工组织公约、4 项国际人道法公约和 2 项区域公约的缔约国。⁵
7. 虽然尼泊尔不是《保护所有人免遭强迫失踪国际公约》缔约国，但已加强国家法律，将强迫失踪列为一种应予惩处的行为。《国家刑法典》第 206 条载有关于强迫失踪相关罪行的规定。
8. 尼泊尔不是 1998 年《国际刑事法院罗马规约》缔约国。然而，《国家刑法典》⁶ 依照国际法和国际标准纳入了惩治危害人类罪的条款。
9. 在难民署和核心国家小组的支持下，约 113,000 名不丹难民在第三国重新安置方案下得到重新安置。内政部应难民的要求发放前往第三国的旅行证件。⁷ 迄今已发放旅行证件 4,000 余份(2024 年发放了 42 份)。⁸
10. 国家计划委员会于 2024 年 6 月发布了《可持续发展目标执行情况和成就自愿国别评估报告》。报告中指出，全国实现中期目标(2022 年)和长期目标(2030 年)的平均进展幅度分别达到 58.6%和 41.7%。报告强调了尼泊尔加速落实可持续发展目标的国家战略愿景相关领域，这些内容已体现在尼泊尔“十六五”(2024/25-2028/29 财年)规划中。截至 2022 年，在已评估的指标中有 41%的指标超额完成，35%实现了积极进展，20%出现倒退趋势，3%保持不变。
11. 尼泊尔继续强调应尽早完成有利于全球南方国家的发展权谈判⁹，以便使这一关键议程得到普遍承认和进一步推进。

12. 尼泊尔已加入《联合国打击跨国有组织犯罪公约》及《巴勒莫议定书》。尼泊尔定期参加“孟加拉湾多部门技术和经济合作倡议”人口贩运问题分组会议。

13. 尼泊尔政府在所有利益攸关方的支持下，有效实施了第五个《国家人权行动计划》和《落实第三轮普遍定期审议建议行动计划》，并为下一阶段启动了第六个《国家人权行动计划》。¹⁰

14. 目前正在执行 2020 年《人权维护者保护指令》并对执行情况加以监测。¹¹

2. 与国际机制和机构的合作

15. 尼泊尔积极担任人权理事会成员(2020 年 1 月至 2023 年 12 月)，而且是经济及社会理事会成员(自 2024 年 1 月起)和现任主席(2025-2027 年)。尼泊尔还担任最不发达国家的协调员和建设和平委员会成员，并发挥主导作用。尼泊尔已提交申请，参选以下机构成员：人权理事会(2027-2029 年)、经济及社会理事会(2029-2031 年)、联合国儿童基金会(2027-2029 年)和麻醉药品委员会(2028-2031 年)。¹² 尼泊尔目前担任南亚区域合作联盟主席国。

16. 2024 年，尼泊尔当选世贸组织贸易与发展委员会主席，任期一年，并当选国际劳工组织理事会成员，任期三年。2024 年，尼泊尔的班达娜·拉纳女士第三次当选消除对妇女歧视委员会委员。

17. 尼泊尔一直与粮食及农业组织合作，促进尼泊尔农业部门的发展。

18. 尼泊尔继续与国际人权机制密切合作，以减轻 2019 冠状病毒病(COVID-19)的影响。¹³ 本报告所述期间，共与发展伙伴缔结 28 项协议，金额达 1,019,423,926 美元。联合国秘书长安东尼奥·古特雷斯阁下于 2023 年 10 月 29 日至 11 月 1 日访问了尼泊尔。亚洲合作对话秘书长蓬猜·达尼瓦塔纳博士也于 2024 年 7 月 31 日至 8 月 2 日访问了尼泊尔。尼泊尔政府分别邀请联合国少数群体问题特别报告员尼古拉·勒夫拉先生和寻求真相、正义、赔偿和保证不再发生问题特别报告员伯纳德·杜海姆先生于 2025 年 10 月 6 日至 17 日和 2026 年 3 月 10 日至 20 日进行了国别访问。¹⁴

19. 尼泊尔与 183 个联合国会员国建立了外交关系。本国还与 12 个主要劳务目的地国¹⁵ 缔结了双边劳务协议，以促进安全、有保障、有序和有尊严的国外就业。¹⁶

B. 国家文书

体制安排

20. 总理及部长理事会办公室是主要牵头机构，负责协调并跟进尼泊尔国家和国际层面人权承诺的落实情况。国家人权委员会¹⁷ 符合 1993 年《巴黎原则》并持续获得国家人权机构全球联盟的“A”类认证。为与宪法条款保持一致并确保符合《巴黎原则》，已经起草新的法案来取代 2012 年《国家人权委员会法》。¹⁸

21. 为推动落实国家人权委员会的各项建议，成立了由国家人权委员会、内政部、外交部、国家警察和武装警察部队的代表组成的委员会。¹⁹

22. 国家妇女委员会²⁰ 的任务是保护和促进妇女权利。²¹ 同样，国家达利特委员会²²、国家包容性委员会²³、土著民族委员会²⁴、马德西委员会²⁵、塔鲁委员会²⁶和穆斯林委员会²⁷ 各自负有专题任务。²⁸

23. 联邦议会颁布了各种法律，以落实《尼泊尔宪法》(《宪法》)所载的基本权利，履行尼泊尔所作的国际承诺。²⁹ 议会还颁布了《2025 年立法法案》，以确保所有由议会颁布的法律在实施后五年内接受立法后审查，³⁰ 此外，一些专项法律³¹ 也包含类似规定。

24. 1964 年《土地法》已获修订，³² 以确保公平的土地分配，并解决无地达利特群体、擅自占地者和非正规住区的问题。土地问题解决委员会的成立是保障公民基本权利的又一重要里程碑。

25. 根据《宪法》赋予的特别管辖权，³³ 最高法院可以酌情发布命令和令状。³⁴ 所有部委均设有单独部门负责执行法院的命令和裁决。³⁵

三. 贯穿各领域的问题

A. 平等和不歧视

26. 《宪法》通过消除歧视确保经济平等、繁荣和社会正义。³⁶ 国家不得以任何理由歧视公民。³⁷

27. 已经作出法律安排，禁止并惩罚针对任何人的一切形式歧视。歧视行为属于刑事犯罪，由警方负责调查，并由政府检察官予以起诉。本报告所述期间，共登记并调查了 312 起与基于种姓的歧视有关的案件。³⁸ 地区警察局设立了专门的达利特服务台，处理与达利特社区有关的问题。包括相关宪法机构、内政部及国家警察在内的各种机构通过多种宣传手段开展提高认识活动。³⁹

28. 已经采取各种预防、保护和补救措施，消除对妇女一切形式的暴力、歧视和有害做法。⁴⁰ 已设立业务基金，⁴¹ 为性别暴力受害者提供支助。⁴² 还设立了单身妇女保护基金，为其提供救援、救济和生计支持。《促进性别平等预算法》已获得批准并开始实施。关于性别平等和增强妇女权能的战略工作政策正在实施之中。⁴³ 所有三级政府均设有的消除性别暴力基金、根据《人口贩运和转运(管控)法》设立的康复基金和根据《家庭暴力(犯罪与处罚)法》设立的服务基金均在运作中。

29. 多项法律⁴⁴ 禁止对被控施行巫术和“经期隔离”(chhaupadi)的人⁴⁵ 实施酷刑、虐待和有辱人格的待遇，并规定向受害者提供支持和赔偿。尼泊尔政府一直在推动《工作场所反性骚扰行为守则》得到主管机构的批准和执行，从而使国家妇女委员会能够对管理者的执行情况进行检查。⁴⁶

30. 为实现可持续发展目标 5 通过了具体的行动战略，此项目标共包括关于实现性别平等和增强妇女和女童权能的 36 项指标。⁴⁷ 警方将调查侵害妇女的案件列为优先事项，并依法对施害者提起诉讼。各警察局设立了妇女儿童和老年人服务处(妇女工作小组)，以便为受害者提供快速支持。报告所述期间，妇女儿童和老年人服务处共受理并调查了近 6,000 起针对妇女的暴力案件。⁴⁸

31. 从 2018/19 财年到 2022/23 财年，全国各地警察局共登记针对妇女的暴力案件 95,694 起，其中家庭暴力占 77.6%，强奸占 12.2%，重婚占 4.3%，强奸未遂占 3.53%，儿童性虐待占 1.44%，童婚占 0.35%，巫术指控占 0.24%，种姓歧视和堕胎案件占 0.16%。妇女儿童与老年人事务部为地方一级运作的 21 个短期康复中心提供支持，并在马德西省、远西省和蓝毗尼省为遭受性别暴力的妇女修建三个长期康复中心。登记案件中，已有 96% 得到解决，其余 4% 的案件正在处理中。除家庭暴力案件外，其他所有案件均已依照《国家刑法典》对施害者提出起诉，要求处以监禁、罚款并向受害者作出赔偿。

32. 国家妇女委员会设有专门部门受理投诉，⁴⁹ 负责登记和处理 1145 免费热线收到的投诉。

33. 国家警察持续与其他机构合作，打击跨境贩运妇女和女童行为。大多数地区中心都为遭受暴力侵害的妇女和女童设立了安全之家。为性暴力受害者提供全面的康复服务，包括紧急救助、医疗、法律援助和咨询服务，受害者还有机会获得紧急临时救济基金。此外，已启动男性领导人网络倡议，以预防性别暴力。已设立创业发展基金，为有潜力的女企业家提供无抵押生产贷款。《总统妇女提升方案》为贫困和边缘化妇女提供技能培训和创业发展，使其能够获得工作和就业机会。⁵⁰

34. 作为尼泊尔政府的国家重点项目，正在实施《省级和地方治理支助方案》，以加强省级和地方治理体系，推动性别平等和妇女赋权的主流化和制度化。⁵¹ 《学校发展方案(2016/2023 年)》同样注重公平、质量、效率和韧性，以实现教育中的性别平等。国际和国内非政府组织通过教育、宣传及与全球类似团体合作，支持并促进尼泊尔妇女建立互助网络和自力更生。

35. 最高法院在多项关于人权的宪法诉讼案件中作出了具有里程碑意义的裁决。其中包括：

- 婚姻中男女平等，并享有配偶和父母财产的平等继承权；⁵²
- 取缔嫁妆制度；
- 将婚内强奸定为刑事犯罪；
- 从更实质的层面消除类似“Kamlari”的债役劳工制度和童工现象；
- 承认妇女的生殖健康权是一项不可剥夺的权利。⁵³

36. 国家警察已开展多项面向妇女和儿童的方案。本报告所述期间共举办：9,349 个禁止童婚的宣传项目，惠及 304,388 名儿童；847 个反对经期隔离习俗的项目，惠及 26,074 人；1,479 个反对嫁妆项目，惠及 48,385 人；2,149 个反对一夫多妻项目，惠及 56,981 人；1,095 个反对巫术项目，惠及 35,024 人；14,610 个与性别暴力有关的项目，惠及 798,278 人。⁵⁴

B. 发展权

37. 已经通过各方参与的模式，将立足于人权的发展方针纳入发展规划。⁵⁵ 在各部门的计划、政策和法律中纳入下列内容：尊重人权的发展模式、环境保护、在基础设施规划与执行中采取参与式方法、企业社会责任等等。⁵⁶ 截至 2024/25 财年，共有 886,801 户家庭获得贫困家庭认定卡。

C. 环境问题

38. 《2019 年气候变化政策》、《2019 年国家适应计划》、《地方适应行动计划》和《国家适应行动计划》均通过广泛协商制定完成，并为国家适应举措提供了指导。在这些框架的基础上又批准了《2021-2050 年国家适应计划》。在当地社区的参与下制定并实施了地方适应行动计划框架，以管理气候变化风险。省级气候变化战略计划也已编制完成，用以指导省级气候行动和适应举措。在全球气候基金、全球环境基金、适应基金、包括最不发达国家基金的财政支持下，通过国际金融机制实施相关项目。正在努力获取和利用农村生计多样化相关资源，以便改善农村生计。

39. 关于《气候变化所致损失和损害国家框架》、《第二个国家自主贡献执行计划》、《尼泊尔 2022-2023 年气候资金战略和行动计划》以及《净零排放长期战略》均处于执行阶段。在中期支出框架和年度预算/方案中已经开始执行气候变化预算法。⁵⁷

40. 尼泊尔于 2025 年 5 月主办了第一届萨加玛塔论坛，⁵⁸ 主题为“气候变化、山区和人类的未来”。尼泊尔还借此机会提交了第三次国家自主贡献(NDC3.0)，承诺通过采取以山区为重点的适应和缓解措施，到 2045 年实现净零排放。

四. 公民权利和政治权利

A. 生命权、人身自由和安全权

41. 《宪法》保障有尊严的生命权这一基本权利，并禁止颁布允许死刑的法律。⁵⁹ 《宪法》还保障免受预防性拘留的权利⁶⁰ 和免受酷刑的权利。⁶¹ 《2024 年自杀预防与管理行动计划》已经获得批准并投入实施。

42. 至今已向 65,542 名国家警察和 17,143 名武装警察提供了关于《联合国使用武力原则》的培训和人群管理培训。⁶² 通过各类培训中心和机构向 5,401 名武装警察提供了关于国际人道法、人权法和执法规范的培训。

43. 《宪法》保障通信权。⁶³ 尼泊尔政府的“信息技术十年”⁶⁴ 愿景旨在实现现代化数字环境，同时也提出了《社交媒体法案》和《媒体委员会法案》等立法建议。2023 年《国家网络安全政策》、2023 年《社交媒体系统使用指南》、2023 年《社交媒体管理指南》和 2023 年《YouTube 监管指南》均已获批准并投入实施。在 2024/25 财年，共登记投诉 340 起、公众申诉 10 起，其中 202 起(占 59.19%)已裁决，同时有 363 条媒体内容由发布方自行审查。同样，在 2023/24 财年的 120 起未结投诉中，有 118 起在 2024/25 财年得到裁决。⁶⁵

B. 司法(包括有罪不罚问题)和法治

44. 《宪法》在司法权⁶⁶ 项下保障在刑事诉讼中由主管法院或司法机构进行公正审判的权利。《国家刑事诉讼法》附表 1 和附表 2 所列案件，作为政府案件在法院起诉。警方必须在逮捕后 24 小时内⁶⁷ 将被捕人员提交裁判机关处理。⁶⁸

45. 总检察长办公室在调查、起诉和诉讼过程中及这些程序结束后保护犯罪受害者及证人方面始终发挥主要作用。《国家刑事诉讼法》规定了保护证人和犯罪受害者的措施，还规定为其在法律诉讼期间出庭提供旅费和生活补助。⁶⁹

46. 在国家警察内部，在调查局之下设立了妇女儿童和老年人服务处，并在监察长秘书处下设立了一个侵犯人权行为监测股。全国共设有 260 个警务站、253 个达利特服务处和 408 个妇女服务台，专门处理涉及妇女、儿童和老年人的问题。⁷⁰

47. 尼泊尔通过了 2019 年《综合法律援助政策》⁷¹，以确保所有贫困人员都有机会诉诸司法。地区法律援助官在 77 个区中的 74 个区开展工作，与中央法律援助委员会协调提供免费法律援助。⁷²《法律援助法案》处于起草阶段，该法案将更新现行的 1997 年《法律援助法》。法律、司法与议会事务部通过地区法律援助委员会提供免费法律援助服务。2018 至 2022 年向 13,000 名诉讼当事人提供了免费法律援助服务。2019 至 2022 年，上述部门共为 115,438 名诉讼当事人提供了免费法律援助服务。

48. 随着综合法律援助报告系统的建立，共登记案件 1,829 起，其中 873 起已获裁决，956 起正在审理中。关于法律咨询服务，2024/25 财年已登记咨询服务 1,170 例，正在进行 1,432 例，已完成咨询 1,170 例。

49. 位于 Nuwakot 的中央监狱已经建成并投入使用，可容纳 1,370 名囚犯，目前实际关押了 732 人。班克地区的 Naubasta 监狱于 2024 年投入使用，核定容量为 1,500 人。本报告所述期间，该设施共关押囚犯 731 人，包括 708 名男子和 23 名儿童；该设施目前无女性在押人员。同样，Nepalgunj 监狱的标准容量为 350 名囚犯，而目前在押人数为 759 人。Morang 地区还有一个可容纳 120 人的儿童感化院，另有 8 个监狱办公室正在建设中。⁷³ 共有 7,869 名被拘留者和囚犯接受了创收技能培训。2,857 名囚犯被纳入健康保险计划，其中 277 人关押在加德满都谷地内的监狱，2,580 人关押在谷地外的监狱。

50. 正在为所有在押人员制做并分发国民身份证。在 2022 财年举行的上一次选举中，在押人员获准享有临时投票权。⁷⁴ 关于假释，共有 2,075 名在押人员获得推荐(监狱 2,046 人、儿童感化院 29 人)。获推荐者中，1,739 人被批准假释(监狱 1,718 人、儿童感化院 21 人)。

51. 2024/2025 财年，已通过国家司法学院制定的少年司法培训课程为 163 名首席地区行政官、35 名科级官员、37 名副秘书级政府检察官，以及司法服务部门 59 名官员和 61 名副秘书级官员提供了在职培训。⁷⁵

52. 最高法院通过多项判决发展了“加害者支付原则”的相关判例法。⁷⁶ 最高法院还发布命令，要求通过在 120 天内结案来确保儿童保护和福利，并建立社会保障委员会及其地方分支机构。

C. 基本自由以及参与公共和政治生活

53. 《宪法》⁷⁷ 确保联邦议会和省议会三分之一的席位及地方议会 40% 的席位用于保障妇女参与。⁷⁸ 这一原则已在 2022 年举行的选举中成功实施，联邦和省级议会至少实现了 33% 的女性代表比例，地方议会的比例达到 40%。达利特群体在省议会和联邦议会中的代表比例平均为 6% 和 8%。

54. 1993 年《公务员法》确保在公务员系统中采取平权措施，规定在公开竞聘岗位中保留 45% 的席位给妇女及其他历来受到边缘化的群体。各类弱势群体近年在公共部门就业的人数逐渐增加。例如，在 2008/09 财年，妇女仅占公务员总数的 11%，而这一比例在 2022 年和 2024 年分别上升至 27% 和 29.2%。⁷⁹ 自 2011 年以来，国家警察和武装警察部队也引入了预留和配额制等包容性政策。在 45% 的包容性配额之外，另有 2% 的职位保留给烈士子女和残障人员，以鼓励并支持受冲突影响的家庭。

D. 信息和通信权

55. 以所有方式通信且不受审查的权利⁸⁰ 和获得信息的权利是《宪法》确立的基本权利。⁸¹ 通信与信息技术部正在为通信部门制定一项信通技术综合政策，同时规范和管理社交网络。⁸²

56. 2006 年《电子交易法》确保电子交易的可靠性和安全性，包括管控未经授权使用或篡改电子记录的做法。⁸³

57. 2023 年《YouTube 管理、登记与备案程序》和 2023 年《社交媒体准则》已颁布实施。⁸⁴ 议会目前正在审议 2025 年《信息技术和网络安全法案》⁸⁵。2023 年《国家网络安全政策》、2025 年《国家人工智能政策》和其他相关政策也在实施中。⁸⁶

58. 尼泊尔政府有效落实了《宪法》相关规定以及意见表达权和隐私权相关法律。⁸⁷ 在 2019 冠状病毒病疫情封锁期间通过广播电视提供在线学校教育，并以补贴价格向学生发放了闭合用户群(CUG)SIM 卡。⁸⁸

59. 通过相关部委实施了性别暴力零容忍政策，⁸⁹ 并通过国家媒体定期开展宣传，以遏制仇恨言论和网络欺凌。⁹⁰

E. 免受酷刑和其他残忍、不人道的待遇或处罚的权利

60. 尼泊尔已采取立法措施，依照其宪法义务和国际义务将酷刑定为犯罪。⁹¹ 数据反映了针对酷刑和法外处决投诉的调查情况，截至 2025 年，共有 25 人被起诉。尼泊尔警方在 2024/25 财年记录了涉及杀人、死亡、强奸及其他犯罪的案件 58,472 起；2023/24 财年为 59,204 起；2022/23 财年为 56,323 起；2021/22 财年为 46,902 起。

F. 禁止一切形式的奴役

61. 《国家刑法典》⁹²、2017 年《劳动法》⁹³、《人口贩运和转运(管控)法》和 2002 年《抵押劳工(禁止)法》是禁止一切形式奴役和劳役的重要授权立法。违法者将面临罚款与监禁的处罚，同时需向受害者支付赔偿。

62. 2020 年《国家性别平等政策》、《性别平等与社会包容政策》和 2023 年《性别平等政策实施行动计划》正在实施中。⁹⁴ 为使《人口贩运和转运(管控)法》与《巴勒莫议定书》保持一致，其修正案已修改完毕并于 2025 年 3 月 24 日在众议院⁹⁵ 登记。⁹⁶ 政府还加紧修订多部法律，使其符合该《议定书》。⁹⁷

2024 年 8 月 15 日,《烧伤侵害控制与惩治法案》作为一项个人法案在众议院登记。⁹⁸

63. 联合国毒罪办发布的《2024 年全球人口贩运报告》强调,2020 至 2023 年,尼泊尔的受害者识别率下降了 7%,⁹⁹ 对受害者保护措施造成影响。

G. 隐私权和家庭生活权

64. 2018 年《隐私法》及其 2020 年条例已经颁布。2018 年《记者行为守则投诉和行动程序》¹⁰⁰ 也已生效,以保护隐私权。《国家民法典》和《国家刑法典》也载有关于保护个人数据的一般规定。

五. 经济、社会及文化权利

A. 工作权和公正良好工作条件权

65. 就业权¹⁰¹ 和公平劳动权是一项基本权利¹⁰²。2015 年《国家就业政策》¹⁰³ 确保人人享有充分的生产性就业和体面工作。¹⁰⁴ 尼泊尔政府已批准 11 项劳工组织公约,¹⁰⁵ 并颁布多项法律¹⁰⁶ 予以落实。

66. 2002 年《抵押劳工(禁止)法》特别规定,农业工人的最低工资由政府确定。

67. 尼泊尔颁布了 2017 年《缴费型社会保障法》,允许非正规部门劳动者¹⁰⁷ 和自营职业者参加社会保障计划,本财年(2024/25 财年)有 23,80,180 人受益。2018 年《劳动审计标准》以及《综合劳动监察手册和框架》也在实施中。

68. 2018 年《国家职业安全与健康政策》正在实施,以推动工作场所的规范管理。《国家减少童工总计划(2017-2027)》正在落实中,由跨机构童工工作组定期开展关于减少童工的讨论。同样,《企业与人权国家行动计划(2024-2028)》已投入实施。政府已将 37 种与职业健康与安全相关的疾病纳入登记。¹⁰⁸

69. 2023 年《外国就业欺诈投诉调解和建议程序》、2023 年《外国就业服务机构培训指南》和在线劳动审批系统已开始应用。最少可由 50 个工会或来自同类企业的 5,000 名工人组建一个工会协会,最少可由 10 个工会协会组成一个工会联合会。¹⁰⁹

70. 本国制定了应对失业问题的国家方案。¹¹⁰ 753 个地方政府均已设立就业服务中心,并已开始运作。本报告所述期间,国家就业促进方案为 53,416 人创造了就业机会,并为 2,484 人提供了技能发展培训。

71. “十三五”规划确保通过优惠贷款和技能培训推动自雇创业。¹¹¹ 截至目前,已有 8.26%的人口享有基本社会保障。¹¹²

72. 尼泊尔政府已批准 110 个国家作为国外就业目的地,尼泊尔工人以个人身份前往 178 个国家务工。据估计,本报告所述期间,微型、小型和家庭手工业、中型和大型产业为尼泊尔工人创造了 3,042,000 个就业机会。

73. 根据《保护所有移徙工人及其家庭成员权利国际公约》,向工人的家庭成员提供人寿保险、救济和奖学金。

74. 尼泊尔工商会联合会组建的雇主委员会通过了一份有关工作场所骚扰问题的行为准则，该准则与《2019 年暴力和骚扰公约》(第 190 号)相关。已成立三方行动小组，在该领域开展合作。

B. 社会保障权

75. 《宪法》赋予社会保障权。¹¹³ 目前共有 87 种社会保障计划。3,829,473 人已领取社会保障津贴。¹¹⁴

76. 2018 年《雇主和雇员登记操作规程》已发布实施。2023 年《出国务工人员 and 海外自营职业者社会保障计划》已获通过，将社会保障计划扩展至在外国就业的移民工人。

77. 贫困家庭管理信息系统已经开发并投入使用。已有 886,801 户贫困家庭领取了贫困家庭认定卡，另有 94,572 户家庭正在办理认定卡。

C. 适当生活水准权

78. 《宪法》¹¹⁵、2018 年《食物权和食物主权法》¹¹⁶ 和 2023 年《食物权和食物主权条例》规定，每名公民都享有食物权¹¹⁷ 和粮食安全¹¹⁸。

79. 尼泊尔实施了《国家农业现代化项目》、《中小农户增收项目》、《农业保险方案》和《最低支持价格方案》，以确保粮食和营养安全。¹¹⁹

80. 共有 93,298 户家庭受益于农业生产自给自足方案，当地粮食储存系统已在偏远地区运作。¹²⁰ 尼泊尔政府已经开始起草《国家粮食规划》。¹²¹ 多个政府方案正在实施。¹²²

81. 《宪法》确保每位公民享有适当住房权。¹²³ 政府采取政策¹²⁴，力求为无土地者提供住房、土地或就业机会等各种支持。

82. 尼泊尔政府颁布了多项政策¹²⁵ 落实住房权。¹²⁶ 尼泊尔实施了《人民之家计划》(Janata Awas)和《安全公民住房方案》，通过为边缘化社区建造数千套住房取得了显著进展。¹²⁷ 2011 年《国家住房政策》和 2014 年《国家住房规划》已经出台。¹²⁸ 根据《人民之家计划》已建成 38,931 套住房(目标为 55,970 套)。根据《安全住房方案》下的《综合现代安全住区方案》，¹²⁹ 已在灾害易发地区修建了应急避难所。¹³⁰ 尼泊尔政府已完成为期十年的《2014-2024 年国家住房规划》。¹³¹

83. 尼泊尔已采取各种政策¹³² 保护水源。尼泊尔政府的政策和方案目标包括到 2026 年实现基本饮用水设施 100% 的覆盖率。2019 年，尼泊尔宣布实现 100% 无露天排泄¹³³。¹³⁴ 基本饮用水覆盖率达到 96.85%，高、中级饮用水服务的覆盖率达到 28.5%，基本卫生设施覆盖率达到 95.5%。¹³⁵

84. 1977 年《土地征用法》对土地征用、损失补偿、征收公告及利益相关方协商作出了特别规定。政府已批准 2016 年《土地征用、重新安置和恢复政策》，用于基础设施发展项目。2023/24 财年，土地问题解决委员会从无土地的达利特、贫民窟居民和分散居住者处收集了 1,140,659 份申请，并分发了 7,829 份土地所有权证书。通过土地管理、地籍测绘和土地使用规划方面的培训方案，12,820

名受训人员的能力得到了提高。¹³⁶ 在 2024/25 财年共为妇女、达利特、少数民族、烈属、残疾人及其他群体减免登记费用 4,315,688,844 尼泊尔卢比。¹³⁷

D. 健康权

85. 《宪法》¹³⁸ 和主要法律文件¹³⁹ 保障与健康相关的各项权利。¹⁴⁰ 尼泊尔政府致力于实现全民健康覆盖，并在医疗服务可及性方面取得了显著进展。¹⁴¹ 全面的产科和新生儿护理点已扩展至所有地区。¹⁴² 公立医疗机构免费提供产前、产后及分娩保健服务。健康保险是实现全国全民健康覆盖的关键所在。目前正努力实现母婴人群免疫覆盖率达到 100%。全国共有 215 所医院、201 个初级保健中心、3,820 个保健站、426 个传统医学药房和 3,196 个次级保健站。此外，还有 6,138 名医生、27,683 名护士、674 名高级传统医师(Kaviraj)、693 名传统医师(Baidya)、15,896 名卫生工作者和 51,423 名妇女健康志愿者。

86. 《贫困公民医疗救助方案》为贫困公民提供八种重大疾病的免费医疗服务。¹⁴³ 自 2015/16 财年起，开始实施《新生儿免费护理计划》。产妇出院后 24 小时内的产后保健服务覆盖率有所提高，这得益于 2025/26 财年以来护理人员开展的上门随访。专业助产护理覆盖率已达到 80%，儿童免疫接种和维生素补充覆盖率也均约为 80%。已设立“紧急与灾害管理股”，其中包括心理社会辅导服务。为监测尼泊尔在可持续发展目标 3 这一领域的进展，共采用了 36 项与健康相关的指标。

87. 尼泊尔最高法院做出了一项具有里程碑意义的裁决¹⁴⁴，以保护精神病患者并改善精神卫生保健。¹⁴⁵

E. 受教育权

88. 《宪法》¹⁴⁶ 和其他法律¹⁴⁷ 保障每位公民享有受教育的权利。¹⁴⁸ 关于学校教育的新法案正处于众议院审议的最后阶段。

89. 尼泊尔实施了《学校部门发展方案(2016-2022)》，以促进普及基础教育和中等教育。¹⁴⁹

90. 截至 2023 年，全国已有 62 个区宣布已扫除文盲。定向奖学金¹⁵⁰ 在扩大教育机会方面发挥了重要作用，惠及达利特学生、女童、烈士子女、冲突受害者以及濒临消失的边缘化社区的儿童。政府还为所有公立小学的学生提供餐食，并为残疾儿童开办了 33 所特殊学校、23 所融合学校以及 380 个源班。根据可持续发展目标的目标 4 和目标 5，通过《学校教育专项计划 2022-2030》¹⁵¹ 等举措为 250 万学生提供奖学金，并为 422 所示范学校提供支持。全国识字率已达到 76.3%(男性 83.6%、女性 69.4%)。正在实施《总统教育改善计划》，同时还提供在线学习平台、额外教师津贴及职业培训扩展。盲文书籍、手语设施及母语教育，包括印度教传统学校(Gurukul)、伊斯兰教学校(Madrassa)和寺院教育(Gumba)，也得到推广。高等教育奖学金资助了 7,090 名弱势学生，包括残疾学生、获得自由的债役劳工、穆斯林妇女和受冲突影响人员。已向 7,194 名教师提供了教学津贴。在学校一级向 1,143,631 名学生发放了奖学金。共有 10 个新的教育机构获准开展职业培训，开发了 28 套模块课程，培训了 254 名职业教育培训师。

91. 在所有学生中，49.4%就读于基础教育阶段 1-5 年级，25.8%就读于基础教育阶段 6-8 年级，13.9%就读于中等教育阶段 9-10 年级，9.5%就读于中等教育阶段 11-12 年级。2024/25 学年，所有在校学生中，女生占 48.1%，男生占 51.9%。¹⁵² 2024/25 学年，全国学校总数为 35,447 所。¹⁵³

92. 各类学校中女教师的比例为：基础教育低段 46.6%(上一学年为 44.6%)，基础教育高段 29.1%(上一学年为 30.5%)，中等教育低段 19.1%(上一学年为 19.2%)，中等教育高段 18.6%。¹⁵⁴ “电子教学(E-Shikshya)”和“快乐学习”套餐以优惠费率为学生提供互联网接入，用于在线学习。

93. 技术教育与职业培训委员会已将《性别平等与社会包容政策》纳入其技术教育和职业培训体系。教育与科技部批准了《学校部门十年规划¹⁵⁵ (2022/23-2031/32)》。¹⁵⁶

六. 特定个人和群体的权利

A. 妇女

94. 尼泊尔切实执行《宪法》¹⁵⁷ 和多项立法¹⁵⁸，保障妇女权利。《执行安理会关于妇女、和平与安全的第 1325 号和第 1820 号决议的第二个国家行动计划¹⁵⁹ (2022/23-2023/24 财年)》正在落实中。

95. 为促进包容，《宪法》规定，众议院和各省议会的议长或副议长必须至少有一名女性，国民议会主席或副主席也必须至少有一名女性。《宪法》第 215 条第 4 款要求乡村自治市至少选举四名女性成员，第 216 条第 4 款要求城市自治市至少选举五名女性成员。“十六五”规划(2024/25-2028/29)提出了促进性别平等、社会正义和包容性社会的战略政策。此外，2003 年《奖学金条例》规定为妇女、达利特、土著人民和边远落后地区的居民设立了保留名额。

96. 《国家刑法典》将强奸、性侵、家庭暴力和其他形式的性别暴力列为刑事犯罪。《性别平等与社会包容政策》提出了促进妇女权利和确保平等参与的综合框架。2022 年《酸性和其他有害化学物质(管制)法》已经颁布，用于预防和处理因酸袭击造成的性别暴力。

97. 全国 77 个地区共设有 94 所依托于医院的“一站式危机管理中心”，为受害者提供实质性支持。在 10 个贩运人口高发地区与非政府组织合作建立了安全庇护所。¹⁶⁰ 尼泊尔还采取综合措施，应对性别暴力、人口贩运和妇女赋权问题。¹⁶¹

98. 促进性别平等预算的比例由 2007/08 财年总预算的 11.03%，逐步提高到 2019/20 财年的 38% 以上，2023/24 财年达 42%，2024/25 财年进一步提高至 44.28%。对 10 个联邦部委进行了性别审计，各省和地方政府的性别平等与社会包容审计正在进行中。

99. 过去十年中，女性识字率、¹⁶² 女性财产所有权¹⁶³ 和女户主家庭¹⁶⁴ 的数量均有所增加。目前，妇女在公务员中的比例为 29.2%，¹⁶⁵ 在银行和金融部门为 39.78%，¹⁶⁶ 在司法部门为 23.22%，¹⁶⁷ 在地方议会为 23%，在联邦议会为 33.83%，在省议会为 36.36%(2022 年选举数据)。¹⁶⁸

100. 2022 年《公民身份法(第一修正案)》规定,即便无法确认父亲身份,尼泊尔母亲的子女也可取得公民身份,此规定与《消除对妇女歧视公约》相一致。目前已有 2,498 人通过母亲获得尼泊尔公民身份,而未追溯父亲身份。¹⁶⁹ 2025 年《公民身份法(第二修正案)》已提交联邦议会审议。¹⁷⁰

101. 2021-2023 年,共有 7,000 名被告因强奸、贩运人口、虐待和绑架案件被逮捕。国家警察于 2020 年启动了“社区警务项目”。¹⁷¹ 全国各地警局根据“社区警务项目”业务程序,与社区机制、学校、非政府组织以及地方机构保持联系。目前已启动面向警务人员的培训方案,培养其在调查与沟通过程中注重性别平等的的能力。

102. 多项法律将有害传统习俗¹⁷² 认定为应予惩处的行为。已对这些有害习俗实施零容忍政策。¹⁷³ 所有案件均得到及时调查和裁决。本报告所述期间,共登记童婚相关案件 114 起,逮捕 241 人。作为预防手段,在国家电视台播出 Samata Sambaad 和 Soch 等系列宣传项目,还在各地上演街头戏剧。¹⁷⁴

103. 国家警察总部设有“妇女儿童和老年人事务司”。在其监督和指导下,全国共设立 232 个妇女儿童和老年人服务中心。¹⁷⁵ 与其他利益攸关方合作成立了 6,000 余个性别暴力防控网络委员会,由地方警局负责人担任主席。

104. 地方司法委员会由副市长或副主席主持,其中女性占比超过 72%,确保性别暴力受害者更易获得司法支持。

105. 免费妇女服务站、康复中心和帮助热线已投入使用,发放尊严包并在所有媒体平台开展宣传教育活动,同时为儿童提供保密的举报渠道。同样,国家妇女委员会开通了 24 小时服务热线“Khabar Garau 1145”,这是通过单一平台提供综合服务的性别暴力热线。¹⁷⁶

106. 已设立专门委员会,负责消除对妇女一切形式的歧视和性别暴力。¹⁷⁷ 涉及妇女儿童的案件在处理过程中严格保护隐私。¹⁷⁸ 2024/25 财年共调查相关案件 2,312 起,惩处 3,096 人。

107. 已制定国家行动计划草案,指导巴格马蒂省和柯西省已建长期康复中心的运行,马德西省、蓝毗尼省和远西省的康复中心也在建设中。目前有 10 个地区的康复中心已开始运作,其余四省的中心建设也在推进中。¹⁷⁹

108. 2017 年《男性领导者网络程序》已投入使用。¹⁸⁰ 2023 年《性别审计程序》正在实施,相关操作手册已起草完成。¹⁸¹ 2023 年《〈北京行动纲要〉计划》正在落实,以促进妇女赋权。此外,还开展宣传教育项目、生活技能与生计发展培训、创收培训,并提供启动资金¹⁸² 及技术支持。¹⁸³

B. 儿童

109. 《宪法》保障儿童权利,并制定了配套法律。¹⁸⁴ 所有 77 个地区法院均设有少年法庭。巴克塔普尔区还设有专门的少年法院。此外,还建立了 9 所儿童感化院,用于管理触法儿童。

110. 1976 年《人口动态登记法》已被 2020 年《国民身份证和民事登记法》取代,这样男性和女性家庭成员均可为新生儿进行出生登记,还划拨预算改善贫困

和高度边缘化家庭的育儿状况。国家警察局为有风险的儿童开通全天候 104 热线。

111. 2018 年《儿童相关法》第 37 条规定，涉及儿童的案件通常应在 120 天内裁决。¹⁸⁵ 2025 年《儿童法》第一修正案已提交众议院审议。¹⁸⁶

112. 目前正在所有三级政府中推行儿童响应型预算编码系统。为帮助有特殊需要的儿童，已设立儿童基金。

113. 政府最近通过了 2024 年《消除童婚国家战略》，以终止童婚行为。2023 年《国家儿童政策》已出台，相关国家行动计划正在制定中。

114. 目前，全国已有 422 个地方单位设有儿童福利官员，计划扩展至全部 753 个地方单位，各省及地方均设有儿童权利委员会，已颁布儿童友好型地方治理指南，支持地方政府宣示为儿童友好型政府。

115. 尼泊尔采取多项制度措施和法律措施打击童工、奴役和贩运行为，包括国家儿童权利委员会、“无童工市镇”倡议，以及执行 2000 年《童工(禁止和监管)法》及其 2006 年细则。为强化保护并便利获得司法救济，已开通以下专用热线，用于登记投诉并做出快速反应：1145(国家妇女委员会)、100(尼泊尔警察)、104(国家儿童权利委员会失踪儿童警报热线)和 1098(儿童帮助热线)。¹⁸⁷

116. 为在 2030 年前消除童婚现象，正在执行《宪法》、《国家刑法典》、《国家民法典》、2023 年《国家儿童政策》、2016 年《反对童婚战略》和《国家消除童工总计划(2018-2028)》。¹⁸⁸ 已在社区层面部署社会心理咨询顾问。此外，已开通 24 小时免费妇女服务站、康复中心，并通过所有媒体平台开展宣传活动，同时为儿童提供保密的举报渠道。

117. 12,171 名儿童被登记为性别暴力受害者，1,720 起案件正在调查中。81,529 人被登记为家庭暴力受害者，96,194 名施暴者受到惩处。¹⁸⁹ 报告所述期间，5,708 名儿童被羁押，另有 1,357 名儿童被安置在儿童感化院。¹⁹⁰

C. 残疾人

118. 《宪法》确保残疾人权利是一项基本权利。允许采取非歧视措施¹⁹¹ 和平权行动¹⁹² 来确保这些权利。2023 年《残疾人权利政策》和 2023 年《性别平等政策》已投入实施。

119. 尼泊尔已批准《残疾人权利公约》及其《任择议定书》。《宪法》保障残疾人的代表权。¹⁹³ 正在开展《残疾控制和康复伙伴关系方案》。已完成对 17 个联邦部委的无障碍审计，并在落实相关建议。

120. 在政府支持下已组建 150 余个自助小组，¹⁹⁴ 这些小组始终获得政府的积极支助。卫生与人口部卫生服务司下设的麻风病防治与残疾事务管理处确保受麻风病影响者参与麻风病和残疾相关计划、政策及活动的设计、实施和评估并分享自身经验。

121. 国家计划委员会已就 2021 年《残疾人国家工作计划》和 2021 年的相关国家政策提供了咨询服务。已向残疾人提供多种康复服务。地方政府为残疾人提供辅助器具，如轮椅、义肢、助听器、白手杖和盲文书籍。共有 10,607 名残疾人获得辅助器具，36,865 人获得了国家残疾基金提供的理疗服务。¹⁹⁵

122. 政府向残疾人提供种子资金并开展创收技能培训。为残疾学生提供奖学金，并向残疾人提供免费教育。视力障碍者可获得盲文学习材料，听力障碍者可获得手语材料。¹⁹⁶

123. 77 个地区共有 86 家政府医院为残疾人提供免费医疗服务，部分医疗机构根据残疾程度提供优惠服务。在 4 个省份开展残疾预防和康复项目，在 7 个省生产和分发辅助器具，残疾津贴计划也在持续落实。政府已向残疾妇女和女童提供多项医疗服务和福利。¹⁹⁷

D. 土著人民、达利特和少数民族

124. 土著民族委员会和国家达利特委员会已作为宪法机构设立。¹⁹⁸

125. 国家土著民族发展基金会是负责增强土著人民权能的法定机构。

126. 公务员系统中分别为土著民族和达利特保留 27% 和 9% 的空缺职位。¹⁹⁹ 2017 年《众议院选举法》要求各政党在众议院比例代表制候选人名单中为土著民族保留 28.7% 的席位，为达利特保留 13.8% 的席位。多部法律保障妇女、残疾人、土著民族、达利特和少数群体的代表权。²⁰⁰ 此外，若干法律中还规定了保障妇女、残疾人、土著民族、达利特和少数群体代表性的条款。²⁰¹

127. 《宪法》、2011 年《种姓与其他“不可接触”社会行为及歧视(罪行与处罚)法》及其细则，对任何“不可接触”行为和歧视均予以限制。《宪法》通过比例代表制原则确保达利特在所有国家机构中的代表性，并对其参与公共服务和其他就业领域做出特别规定。²⁰² 2017 年《地方选举法》第 6 条第 2 款规定，每个基层选区必须预留两个女性席位，其中一名须为达利特妇女。因此，2022 年地方选举中，共有 6,620 名达利特妇女当选地方代表。

128. 已拨付预算，用于制定消除种姓歧视的行动计划并开展提高认识活动。²⁰³ 对种姓歧视实施零容忍政策，²⁰⁴ 并建立了完善的制度安排以确保政策的有效执行。²⁰⁵ 共登记并调查此类案件 312 起，体现了对歧视行为的认识和所采取的行动。

129. 尼泊尔在男女同性恋、双性恋、跨性别者、性别奇异者和间性者等(LGBTIQA++)的权利方面展现出进步的法律立场，《宪法》保障和最高法院具有里程碑意义的裁决巩固了这一立场。²⁰⁶ 妇女儿童与老年人事务部、省级部门和地方各级机构每年拨出预算用于开展相关活动，确保性别平等和妇女赋权，以及改善残疾人和性少数群体等其他弱势群体的总体状况，推进包容性发展。LGBTIQA++群体已通过身份文件得到正式认可，其有尊严生活的权利得到保障。共登记并调查了 6 起少数群体权利受到侵犯的投诉和 788 起与 LGBTIQA++ 群体有关的案件。²⁰⁷

E. 移民

130. 尼泊尔政府推出了《工商企业与人权国家行动计划(2024-2028)》²⁰⁸ 和在线服务²⁰⁹ 等多项措施，为移民工人提供便利。尼泊尔的“免签、免票”政策²¹⁰ 将移民工人出境成本正式限制在 75 美元左右。

131. 保护移民工人权益的若干法律文书已经生效。²¹¹ 国外就业委员会和国外就业法庭有效促进了劳务输出治理。用于记录移民工人信息的国外就业信息管理系统已投入使用，劳务许可流程也已实现数字化。

132. 尼泊尔已与 12 个劳务目的地国缔结了双边劳务安排，目的是实现安全、合乎道德、受管理和体面的劳务输出和国外就业。尼泊尔政府通过与更多的劳务目的地国谈判谅解备忘录，努力扩大双边合作。

133. 在加德满都设立了 Mangala Shahana 康复中心，为曾在国外就业的获救返乡妇女提供康复支助。

F. 无国籍状态

134. 《宪法》保障每一位尼泊尔人享有公民身份的基本权利。《2006 年尼泊尔公民身份法》修正案生效后，将确保男女在将公民身份赋予子女及配偶方面完全平等。尼泊尔致力于完善公民身份办理流程，推动对公民身份法律的包容性解释，并保障母亲赋予子女公民身份的权利。为确保公平和效率，内政部向各地区主管机关发出通知，以加快办理程序。已有 2,000 余人通过母姓取得公民身份。

135. 现行法律框架承认三种性别类别：女性、男性及其他，以确保对多元性别者的包容性。迄今共有 1,637 人获得“其他”类别的公民身份。

七. 过渡期正义

136. 强迫失踪人员调查委员会和真相与和解委员会分别被授权调查强迫失踪案件和其他严重侵犯人权事件。²¹² 两委员会的主席及委员均已任命。²¹³

137. 《强迫失踪人员调查委员会和真相与和解委员会法》第三修正案将武装冲突期间发生的事件分类为侵犯人权事件和严重侵犯人权事件。该法第 29 条(a)项规定，尼泊尔政府应通过《尼泊尔公报》发布通知，并与司法委员会协商设立三人特别法庭，审理并解决根据该法起诉的案件。尼泊尔政府最近根据 2025 年 8 月 29 日对第 3 条的修正，重组了强迫失踪调查委员会和真相与和解委员会的领导层。新领导层的组建标志着尼泊尔长期滞后的过渡期正义进程迈出了重要一步，体现了政府致力于通过可信、负责任的机构处理冲突时期的侵权行为。根据《强迫失踪人员调查委员会和真相与和解委员会法》第 13 条第 6 款(a)项和(b)项，委员会开展了为期三个月的全国性公开征集活动，请公众提交投诉并完成登记。

138. 该修正案将严重侵犯人权界定为强奸或严重性暴力，以及其他系统性的任意杀戮、强迫失踪、不人道或残忍的酷刑行为。修正案规定，禁止对严重侵犯人权的肇事者免于起诉。修正案还纳入了寻求真相、查明冲突根源以及侵犯人权行为根源的规定。此外，修正案还设立了一项基金，用于支持实施相关程序并向受害者提供赔偿。

139. 地方调查小组所需的手册已进入最终编制阶段，《失踪人员调查、核实真相及和解基金运作条例》正在制定中。此外，正在开展工作，确保对强奸和其他形式的性暴力事件做到保密，进行登记和存档，并向受害者提供必要的心理咨询

服务。其他工作包括就《真相与和解委员会规章、组织和管理条例》草案进行磋商，为确保委员会有效运作，所需人力资源的配置工作也在推进。

八. 反腐败

140. 尼泊尔是《联合国反腐败公约》缔约国，并于2013年推出了实施该公约的国家战略和行动计划。尼泊尔已向联合国毒罪办提交了第一和第二轮同行审评的自我评估报告。此外，尼泊尔还制定了预防腐败的《第二项反腐战略与行动计划》。根据“十六五”规划，治理是提升尼泊尔人民幸福感的关键指标之一，预计到2028/2029财年，腐败控制指数将提高至0.4，腐败减少感知指数将提高至43。

141. 《宪法》确保善治，并要求公共行政做到公平、称职、公正、透明、无腐败、负责任且具有参与性。²¹⁴ 司法委员会可依法对相关事项进行调查并起诉。²¹⁵ 反腐委员会作为独立自主的宪法机构，具有调查任何公职人员滥用职权、实施腐败行为的授权。²¹⁶ 审计长则有权审查所有联邦和政府机构的账目。²¹⁷

142. 多项遏制腐败的法律正在实施中。²¹⁸ 《防止腐败(第一修正案)法》(2024年)扩大了“公共机构”和“公职人员”的定义，并将涉及公共采购中的违规行为——如受贿、滥用职权或地位、因未能及时作出决定而导致损失等——纳入腐败的范围，并规定了打击此类行为的措施。同样，为了使腐败调查更加有效，修订后的法案引入了使用特殊调查方法和现代技术的规定。

143. 迄今为止，公共采购监督办公室、洗钱调查部、收入调查部和总检察长办公室已经获得能力提升，尼泊尔政府计划加强其余机构的能力，包括最高法院、特别法院、反腐委员会、国家监察中心、总检察长办公室和审计长办公室。

九. 新出现的问题

144. 尽管尼泊尔仅占全球温室气体排放量的0.1%，却在遭受由外部驱动的不断加剧的气候危害，喜马拉雅冰冻圈的急速消融、更具危险性的降水模式，以及由此引发的冰湖溃决洪水和洪灾都威胁到生命权、健康权、住房权、饮水权和生计权。²¹⁹ 政府间气候变化专门委员会《第六次评估报告》第一工作组部分以及最新的喜马拉雅—兴都库什评估均记录到该区域积雪减少、冰川持续退缩，下游社区和基础设施面临的多重灾害风险不断上升。²²⁰ 2024年8月16日索卢坤布地区Thame冰湖溃决洪水和2025年7月8日Rasuwagadhi洪灾摧毁了桥梁、公路和水电设施，凸显出尼泊尔脆弱性高、应对能力低的状况。²²¹ 基于公平原则以及共同但有区别的责任，尼泊尔寻求获得规模化、可预期的适应资金及应对损失和损害资金，这些支持与《联合国气候变化框架公约》缔约方会议第二十八届会议关于应对损失和损害基金的制度化安排保持一致。²²² 圣母大学全球适应指数排名也进一步证明尼泊尔迫切需要获得紧急支助。不稳定的季风模式导致洪水、山体滑坡和持续干旱，直接影响到农业和粮食安全。农民正面临主粮作物减产，而伴随气温升高又出现了新发病虫害。气候变化还破坏了尼泊尔丰富的生物多样性，雪豹、红熊猫等物种受到威胁。

145. 尼泊尔日益面临的另一项重大挑战是水资源短缺，许多泉水和河流正在干涸，尤其是在中部山地。长期干旱的发生频率上升，森林火灾也愈加频繁。人类健康同样受到威胁，媒介传播的疾病在城乡地区均呈上升趋势。此外，气候变化正在加剧生计不安全和迁移压力。同时，水电项目、公路和灌溉系统极易受到气候诱发灾害的影响，令人担忧尼泊尔的长期发展前景和经济繁荣。

十. 主要成就

146. 法律、司法和人权委员会已向总理及部长理事会办公室提供了意见、建议和指示，协助其起草《第六个国家人权行动计划》并将草案提交委员会。

147. 尼泊尔在包容且参与广泛的政治代表机制、社会包容、社会保障、环境与生物多样性保护等领域取得了显著进展。尼泊尔 46% 以上的国土被森林覆盖，社区林业计划因其参与式管理模式而被国际社会视为典范。保护区面积超过国土面积的 23.4%，保护了老虎、犀牛、红熊猫和雪豹等濒危物种。

148. 实施《国家适应行动计划(2021-2025)》和涉及当地社区的《地方适应行动计划》是另一项重要成就。参与减少毁林和森林退化所致排放量(REDD+)方案和推广可再生能源，有助于支持尼泊尔的低排放发展路径。

十一. 挑战

149. 各会员国在第三轮审议期间提出的大部分建议已得到落实；然而，由于缺乏统一的数据化机制，基于数据的报告工作仍面临挑战。

150. 为保障和促进尼泊尔的社会、经济及文化权利，并按照民众的期望，有效获取和利用内部和外部资源以实现国家的整体发展，有必要采纳良政、财政审慎、法治、加强收入动员以及强化国内外合作、协调与协作等原则。同样重要的还包括建立有效的单一窗口信息系统、回应民众需求的政府，以及独立且称职的司法机构。

151. 信息技术的最新发展带来挑战，包括人工智能日益广泛应用造成的潜在风险、数据重复的风险，以及地理条件对有效提供公共服务造成的影响。

152. 青年为寻求更好的机会而向国外迁移，国内人口从乡村向城镇迁移，也给国内劳动力供给和生产力造成问题，增加了城市中心公共服务和设施的压力。

153. 落实经济、社会及文化权利需要大量资源。由于世界其他地区的动荡局势，发展伙伴通过双边和多边渠道提供的国际支持正在缩减。

154. 此外，发展伙伴优先从赠款转向贷款的趋势，也对发展筹资造成额外压力。因此，按照国际承诺，增强用于扩大投资规模的国际支持，至关重要。

155. 2025 年 9 月初，在本报告定稿之际，尼泊尔爆发了一场声势浩大的反腐败运动。运动主要由 Z 世代青年发起，网络抗议迅速转化为街头暴力示威。虽然此次运动的直接导火索是政府封禁未按规定完成注册的社交媒体平台，但长期以来对据称的腐败现象、裙带关系、失业和治理不力的深层次不满最终爆发。抗议者要求确保问责和透明度，并终结有罪不罚现象。

156. 同时解决 Z 世代群体提出的所有关切也许具有挑战性。然而，在这场动荡之后，2025 年 9 月 12 日组建了临时政府，其主要任务是在 2026 年 3 月举行新的议会选举。新政府将发挥关键作用，更好地保护和促进人权、遏制腐败，并实现包括 Z 世代群体在内所有民众所期望的善治。

注

- ¹ UPR Fourth Cycle National Report Preparation Committee.
- ² To facilitate the preparation of Nepal's national report under the Fourth Cycle of the Universal Periodic Review (UPR), the Human Rights and International Treaty Division (HRITD) of the Office of the Prime Minister and Council of Ministers (OPMCM) constituted a Committee chaired by the OPMCM Secretary with joint secretaries from MoLJPA, OPMCM, MoHA, MoFA, MoWCSC, and an under-secretary from OPMCM's International Law and Treaties Section, supported by an expert consultant, and carried out nationwide multi-tier consultations involving federal ministries, Parliament, judiciary, justice- and security-sector institutions, provincial and local governments, constitutional commissions, and civil society organizations, pursuant to Human Rights Council Decision 17/119.8.
- ³ The Constitution adopted eight human rights commissions as Constitutional Bodies, including the National Human Rights Commission (Related to Part 25 of the Constitution), the National Women Commission, the National Dalit Commission, the National Inclusion Commission, the Indigenous Ethnic Commission, the Madhesi Commission, the Tharu Commission and the Muslim Commission (Related to Part 27 of the Constitution).
- ⁴ Related to report of the Working Group on the Universal Periodic Review – Nepal, A/HRC/31/9.
- ⁵ Related to recommendation 159.1.
- ⁶ Section 38 of the NPC aims to ensure that those responsible for such crimes are held accountable, which is in line with international law and standards.
- ⁷ Total 42 travel documents issued in 2024.
- ⁸ Related to recommendations 159.129, 159.130, 159.131, 159.132 and 159.133.
- ⁹ It was first mooted in 1986.
- ¹⁰ Related to recommendations 159.22, 129.26, 159.28 and 159.29.
- ¹¹ Related to recommendations 159.30, 159.77 and 159.83.
- ¹² Related to recommendation 159.10.
- ¹³ Related to recommendations 159.5 and 159.53.
- ¹⁴ Related to recommendation 159.10 (UN Special Rapporteur on Minority, Nicolas Levrat, Rights of Indigenous People, Albert K. Barume, Promotion of Truth, Justice, Reparation and Guarantees of non-recurrence and Extreme Poverty and human rights, Oliver De Schutter).
- ¹⁵ With Governments of the United Kingdom (2022), Israel (2020), UAE (2007/2019), Mauritius (2019), Japan (2019), Malaysia (2018), Jordan (2017), Japan (2009), Bahrain (2008), the Republic of Korea (2007), Qatar (2005).
- ¹⁶ Related to recommendation 159.10.
- ¹⁷ Related to Articles 248 and 249 of the Constitution.
- ¹⁸ Related to recommendations 159.23, 159.25.
- ¹⁹ Under the initiative of the Head of Human Rights and International Treaty Agreement Division, OPMCM, the decision dated July 20, 2022.
- ²⁰ Articles 252, 253 and 254 of the Constitution.
- ²¹ NWC reviews existing laws, monitors institutions, conducts research and awareness on issues affecting women and makes recommendations to the government and monitors and integrates gender equality norms into mainstream development.
- ²² Related to Article 255-257 of the Constitution (NDC is mandated for protecting and promoting Dalit rights, and for facilitating the government in ending CBD and empowering the Dalit community).
- ²³ Article 258-260 of the Constitution.
- ²⁴ Article 261 of the Constitution.
- ²⁵ Article 262 of the Constitution.
- ²⁶ Article 263 of the Constitution.
- ²⁷ Article 264 of the Constitution.
- ²⁸ National Human Rights Commission Act, 2012; National Women Commission Act, 2017; National Dalit Commission Act, 2017; National Inclusion Commission Act, 2017; Indigenous Nationalities Commission Act, 2017; Madhesi Commission Act, 2017; Tharu Commission Act, 2017; Muslim Commission Act, 2017.

- ²⁹ Key legislations enacted during the reporting period are: Public Service Broadcasting Act, 2024; Food Cleanliness and Quality Act, 2024, Drinking Water and Sanitation Act, 2022; Town Area Integrated Public Transportation (Management) Authority Act, 2022; Radioactive Material (Utility and Regulation) Act, 2020, Environment Protection Act 2019, Forest Act, 2019, Pesticides Management Act, 2019, National Medical Education Act, 2018, Consumer Protection Act 2018; Safe Motherhood and Reproduction Health Rights Act, 2018, Crime Victim Protection Act 2018; Children Act, 2018, Public Health Service Act, 2018, Right to Housing Act, 2018, Food Rights and Food Sovereignty Act, 2018, Individual Privacy Act, 2018, Compulsory and Free Education Act, 2018, Social Security Act, 2018, Right to Employment Act, 2018, Amendment on the Enforced Disappearance Enquiry, Truth and Reconciliation Commission Act, 2014.
- ³⁰ Section 36 of the Legislative Management Act, 2024.
- ³¹ Section 46 of the Security Printing Act, 2024 and Section 31 of the Public Service Broadcasting Act, 2024, provide for the measurement of their implementation.
- ³² The Land Act, 1964, has been amended through “An Act to Amend Some Nepal Acts Related to Investment Facilitation, 2024”.
- ³³ Article 133 of the Constitution.
- ³⁴ It includes Habeas Corpus, Mandamus, Certiorari, Prohibition, and Quo Warranto.
- ³⁵ Adv. Meera Dhungana Vs. OPMCM et. al, NKP 2064, Decision no. 1074.
- ³⁶ Paragraph of the Preamble of the Constitution.
- ³⁷ Article 18(3) of the Constitution.
- ³⁸ Related to recommendations 159.32, 159.33, 159.34, 159.35.
- ³⁹ Related to recommendations 159.132, 159.39, 159.40, 159.41, 159.42, 159.43 and 159.44.
- ⁴⁰ Article 133 of the Constitution.
- ⁴¹ The operational fund provides legal aid, health services, psychosocial counselling, emergency support, and income-generation.
- ⁴² Related to recommendations 159.162, 159.163, 159.165.
- ⁴³ Related to recommendation 159.168.
- ⁴⁴ Constitution; NPC; Witchcraft-Related Accusation (Offence and Punishment) Act, 2015.
- ⁴⁵ Keeping women in isolation during menstruation (Refer Section 168 of NPC).
- ⁴⁶ Related to recommendations 159.94, 159.95 and 159.96.
- ⁴⁷ Related to recommendations 159.51 and 159.141.
- ⁴⁸ Related to recommendations 159.162, 159.165 and 159.171.
- ⁴⁹ The service structure of the NWC's Complaint Handling Section allows the victims of GBV from all over the country to report their problem by telephone or any other medium of communication. The section also provides legal counselling, free legal aid, psychosocial counselling and maintains a record of violence against women.
- ⁵⁰ Related to recommendation 159.164.
- ⁵¹ Related to recommendation 159.63.
- ⁵² *Narayan Sapkota Vs. Pramisha Dawadi*, Supreme Court of Nepal, June 14–16, 2025. Legal update summarizing the holding: spouse’s partition claim over marital property can proceed even if a foreign divorce case is pending or concluded; claims under Civil Code; *Full Bench “Mudbhari family partition case”*, Supreme Court of Nepal (five-judge bench), decision of 17 July 2025. The Court held that only daughters married on or after 14 Ashoj 2072 (1 October 2015) enjoy full constitutional coparcenary and ancestral property rights, while marriages before that date remain governed by prior law; *Adheep Pokhrel & Tobias Volz Vs. Ministry of Home Affairs, Department of Immigration*, Supreme Court of Nepal, Writ No. 079-WO-0198. The Court held that restrictive immigration practices discriminating against foreign spouses of Nepali citizens violated constitutional equality (Articles 18 and 38) and the right to family life and directed the State to revise visa regulations in line with international HR obligations.
- ⁵³ *Adv. Roshani Paudyal & Adv. Saroj Raj Ghimire Vs. Government of Nepal (Office of the Prime Minister and Council of Ministers & others)*, Supreme Court of Nepal, Writ No. 076-WO-0962, decision of 5 August 2020. The Court held that women’s safe motherhood and reproductive health are fundamental rights under the Constitution Articles 35 and 38(2), and issued mandamus requiring uninterrupted access to ANC, lawful abortion, delivery care, PMTCT, neonatal vaccination, and inclusion of SRH services in the essential health package.
- ⁵⁴ Related to recommendations 159.195, 159.196, 159.163, 159.200, 159.204 and 159.206.
- ⁵⁵ *Case concerning violations by Upper Solu Hydroelectric Co. Pvt. Ltd.*, Supreme Court of Nepal, Writ No. 074-WO-1031. The Court issued mandamus requiring the Government to implement ILO Convention No. 169, the UN Declaration on the Rights of Indigenous Peoples (2007), the UN Guiding Principles on Business and Human Rights (2011), and the UN Declaration on the Right to Development (1986) in relation to the hydropower project. It directed the State to center free, prior, and informed consent (FPIC), provide effective remedies, and ensure Indigenous safeguards in hydropower development.

- ⁵⁶ *Sailendra Ambedkar et al. Vs. Office of the Prime Minister & others*, Supreme Court of Nepal (Constitutional Bench), Case No. 077-WC-099. The petition challenged budget provisions for FY 2021/22 permitting large-scale extraction of stone, gravel, and sand in the Chure range. The Court upheld the petition, holding that such excavation amounted to “ecocide” and violated Article 30 of the Constitution (right to clean and healthy environment) and the Directive Principles, and ordered a halt to export of aggregates until legislation consistent with constitutional environmental protection is enacted; *Amarnath Jha Vs. Office of the Prime Minister*, Supreme Court of Nepal, NKP 2022 (2078), Decision No. 10743, The Court connected disaster risks to climate change and environmental degradation, invoking constitutional rights to life with dignity (Article 16), health (Article 35), food (Article 36), and shelter (Article 37), as well as principles of sustainable development, precaution, and basin planning. The Court ordered the Government to adopt both immediate relief measures and long-term structural solutions such as embankments and flood-resilient infrastructure; *Explore Nepal Vs. Government of Nepal & others*, Supreme Court of Nepal, Case No. 075-WO-0072, decision of 2 May 2022. The NGO petitioner challenged the policy shift reducing the plastic bag ban from less than 40 microns to less than 30 microns in the Kathmandu Valley. The Court upheld the petition, reinstating the stricter 40-micron ban. It highlighted the environmental and human health risks of plastic waste, including impacts on soil, drainage, marine ecosystems, and vulnerable communities such as farmers, women, and children. The Court invoked environmental justice, HR, and the principle of *in dubio pro natura* when in doubt, decisions must strongly favour environmental protection, affirming the constitutional duty to protect a clean and healthy environment (Related to recommendation 159.122).
- ⁵⁷ Related to recommendation 159.54.
- ⁵⁸ The Dialogue, designed as a biennial global forum, convened Heads of State and Government, experts, civil society, youth, and indigenous representatives to discuss the vulnerabilities of mountainous regions and least developed countries. It concluded with the adoption of the ‘Sagarmatha Call for Action,’ which includes 25 commitments to strengthen climate ambition, protect fragile ecosystems, promote equitable climate finance, and enhance international cooperation. The next edition of the Sagarmatha Sambaad is scheduled for 2027.
- ⁵⁹ Article 16 of the Constitution.
- ⁶⁰ Article 23 of the Constitution.
- ⁶¹ Related to Article 22 of the Constitution and Recommendations 159.57, 159.58 and 159.59.
- ⁶² Related to recommendations 159.22, 159.60.
- ⁶³ Article 19 of the Constitution.
- ⁶⁴ A committee has been formed to prepare a strategic road map for the attainment of the objectives of the “IT Decade,” and the committee is currently in the initial phase of commencing its work.
- ⁶⁵ Related to Recommendations 159.173, 159.174, 159.175, 159.177, 159.178, 159.179, 159.181, 159.182 and 159.184.
- ⁶⁶ Article 20 of the Constitution.
- ⁶⁷ Section 14 of the of NPCrC.
- ⁶⁸ Article 20 of the Constitution.
- ⁶⁹ Section 113 of the NCrPC.
- ⁷⁰ Related to recommendation 159.188.
- ⁷¹ The policy aims to provide free legal assistance to those who cannot afford it, and to promote legal awareness and education among deprived and marginalized communities.
- ⁷² Related to recommendation 159.61.
- ⁷³ Related to recommendation 159.55.
- ⁷⁴ The SC has, through *Nishant Pokhrel Vs. Office of the Prime Minister & others*, Supreme Court of Nepal, Writ No. 078-WO-1488, and *Pradikshya Kc Vs. Office of the Prime Minister & others*, Supreme Court of Nepal, Writ No. 078-WO-1595. Both petitions challenged provisions of the Act on the Voters’ Register, 2016, which excluded temporary voters such as army personnel in barracks, prisoners, and residents of old-age homes. The Court examined whether such exclusions were consistent with constitutional guarantees of equality and the right to vote, directing the State to ensure broader inclusion of marginalized and institutionalized groups in the electoral roll.
- ⁷⁵ Related to recommendations 159.60, 150.69, and 159.208.
- ⁷⁶ Related to recommendations 159.95, 159.96, 159-97, 159.100, 159.102 and 159.91(7) (Decision No. 9868, 10025 and 10697).
- ⁷⁷ The Constitution also ensures proportional inclusion in the state organs, including constitutional bodies. It allows special provisions to be made by law for the protection, empowerment, and development of disadvantaged and marginalized groups, with a long list of beneficiaries including women and persons with disabilities.
- ⁷⁸ Paragraph 4 of the Preamble and Article 38(4) of the Constitution.
- ⁷⁹ Economic Survey 2081/82, MoF.
- ⁸⁰ Article 19 of the Constitution.
- ⁸¹ Article 27 of the Constitution.

- ⁸² Related to recommendation 159.73.
- ⁸³ Related to recommendation 159.89.
- ⁸⁴ Related to recommendation 159.77.
- ⁸⁵ Registration date 10 June 2025, registration no. 8.
- ⁸⁶ Related to recommendation 159.74.
- ⁸⁷ Related to recommendations 159.81, 159.82 and 159.88.
- ⁸⁸ Related to recommendation 159.181.
- ⁸⁹ Related to recommendations 159.169, 159.187, 159.216.
- ⁹⁰ Related to recommendations 159.32, 39, 40, 41, 42, 43, 44, 47, and 48.
- ⁹¹ Related to Section 167(2) of NPC and recommendations 159.14, 159.57, 159.58, and 159.59.
- ⁹² Sections 162, 163, 164 of NPC.
- ⁹³ Related to Section 4 of the Labour Act, 2017.
- ⁹⁴ Related to recommendation 159.179.
- ⁹⁵ The Bill to amend the HTTCA's general deliberations has been concluded. The Bill has been further tabled and transmitted by the HoR to the Women and Social Affairs Committee for consideration.
- ⁹⁶ Related to recommendations 159.90, 159.92, 159.93, 159.196, 159.101, 159.189, 159.198, and 159.103.
- ⁹⁷ GoN has formulated an Action Plan for the implementation of the additional obligation created by the protocol. Regarding the implementation of Goals 5, 8, and 16 of SDGs, MOWCSC has a Human Trafficking and Transportation Control Division under the department designated for Women's Empowerment. GoN has also prepared a draft amendment to revise the National Policy against Trafficking in Women and Children and Sexual Exploitation, 1995, along with the revised draft of the National Plan of Action against Human Trafficking and Transportation, 2011. Additionally, a bill to amend various Nepali laws related to anti-money laundering and business environment promotion is under consideration. A draft law is being developed to address forced labour, including traditional bonded labour systems such as *Haruwa* and *Charuwa*.
- ⁹⁸ Related to recommendation 159.199.
- ⁹⁹ UNODC Global Report on Trafficking in Persons 2024; Available at: https://www.unodc.org/documents/data-and-analysis/glotip/2024/GLOTIP2024_BOOK.pdf.
- ¹⁰⁰ Related to recommendation 159.73.
- ¹⁰¹ Article 33 of the Constitution.
- ¹⁰² Article 34 of the Constitution.
- ¹⁰³ Sub Section 1.1 and 1.2 of Section 1 of the Policy; Available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@asia/@ro-bangkok/@ilo-kathmandu/documents/policy/wcms_539895.pdf.
- ¹⁰⁴ Related to SDG Goal 8.
- ¹⁰⁵ Available at: https://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103197.
- ¹⁰⁶ Right to Employment Act, 2018, Right to Employment Regulation, 2018, Sexual Harassment at Workplace Prevention Act, 2015, Labour Act 2017 (It ensures equal pay for equal work, recognition of informal sectors to receive benefits from adequate wages and just and favourable working conditions, including working hours and health and safety measures. Under this Act, MoLESS fixes the minimum wage for workers in every two years, based on the recommendation of the minimum wage fixation committee. Social Security Act 2017, Labour Regulation 2018, The Act Relating to Children, 2017; Trade Union Act, 1992; Child Labour (Prohibition and Regulation) Act, 2000; and Foreign Employment Act, 2007. Labour Audits Criteria 2018, Prime Minister Employment Program Manual 2075, Skill Development Procedure 2075.
- ¹⁰⁷ As per GoN, the formal implementation of including informal sectors in the parameter of the contribution-based social security system was planned from April 14, 2023. Efforts are underway to integrate all the informal sectors into the contribution-based social security system.
- ¹⁰⁸ It was published in the Nepal Gazette on 11 August 2025.
- ¹⁰⁹ Related to recommendation 159.121.
- ¹¹⁰ The Prime Minister Employment Program achieved 75.76% physical and 67.32% financial progress, with 6,21,137 individuals (17.6%) out of 35,31,555 registered beneficiaries receiving employment. 5% interest discount is available on loans in priority sectors. PMEP Operational Guideline-2018 was amended in January 2022.
- ¹¹¹ The 16th Periodic Plan (Fiscal Year 2024/25–2028/29) Chapter 10 Section 10.5. (State facility identity card distribution program, Production and employment-focused program, Empowerment and capacity development program).
- ¹¹² The 16th periodic plan.

- ¹¹³ Article 43 of the Constitution guarantees social security to indigent citizens, incapacitated and helpless citizens, helpless single women, citizens with disabilities, children, citizens who cannot care for themselves, and citizens belonging to tribes on the verge of extinction, in accordance with the law. Further Article 42(2) stipulates those indigent citizens and citizens from communities on the verge of extinction have the right to special opportunities and benefits in education, health, housing, employment, food, and social security for their protection, upliftment, empowerment, and development. Similarly, Article 34 (2) provides that every labourer has the right to an appropriate salary, benefits, and contribution-based social security.
- ¹¹⁴ It includes 1,689,196 senior citizens (above 68 years) and 156,161 Dalit senior citizens (above 60 years), 181,863 single women senior citizens above (60 years) and 16,840 senior citizens (as per segregated area), 389,210 single women (all ages) and 38,306 people with disabilities (all ages), 145,517 extremely incapable disabled individuals and 800,036 children as per segregated area (child protection grant), 360,311 Dalit children (below 5 years) and 22,393 endangered ethnic community members.
- ¹¹⁵ Article 36 of the Constitution.
- ¹¹⁶ Section 3 of the Right to Food and Food Sovereignty Act, 2018 (The law incorporates provisions for identifying targeted households in terms of food security; provision of food assistance cards; maintenance of food supply during emergencies; protection of farmers' rights; prevention and control of famine; sustainable use of agricultural land; food supply at free or concessional prices; and promotion of local food systems, including climate change adaptation; implementation of targeted agricultural development programmes; preparation of National food plan.)
- ¹¹⁷ SDGs Goal 2 focuses on protecting the right to food for all persons, including those living in poverty and rural areas.
- ¹¹⁸ *Advocate Bishnu Luitel Vs. Office of the Prime Minister & others*, Supreme Court of Nepal, Writ No. 076-WO-0933 (6 April 2020), and *Advocate Pushpa Raj Poudel Vs. Office of the Prime Minister & others*, Supreme Court of Nepal, Writ No. 076-WO-0934 (6 April 2020); In both cases, the Supreme issued an interim order directing the Government to identify vulnerable groups and guarantee their right to food during the COVID-19 lockdown, affirming the enforceability of the constitutional right to food in emergencies; Related to recommendations 159.114, 159.115, 159.125, 159.128 and 159.129.
- ¹¹⁹ Related to recommendation 159.118.
- ¹²⁰ Food godowns are being operated at the local level of remote areas in FY 2022/23, with 50% conditional grant benefiting 100 families in Sarlahi and 900 families in Jhapa.
- ¹²¹ In accordance with Rule 21 of the Regulations on the Food Right and Food Sovereignty Regulation 2024.
- ¹²² Targeted food security and assistance programs have been implemented by setting nutritional and hygiene standards. Nutrition promotion programs and nutritious vegetable farming are being carried out.
- ¹²³ Article 37 of the Constitution (This Article stipulates that no citizen shall be evicted from their owned residence, nor shall their residence be infringed upon, except in accordance with law).
- ¹²⁴ The 16th Periodic Plan (FY 2024/25- 2028/29) Chapter 7, Section 7.5 (5). Landless and squatter settlements management program.
- ¹²⁵ Town Development Act, 1988; Right to Housing Act 2018, Kathmandu Valley Development Authority Act, 1988; Building Act, 1998; and National Housing Policy, 2012 and National Urban Policy 2025. (These laws prioritize appropriate, safe, adequate, and affordable housing for all citizens.)
- ¹²⁶ Related to recommendations 159.110, 159.112 and 159.121.
- ¹²⁷ GoN data: Over 7,100 for Dalits and Muslims in Koshi Province, also developing disaster-resilient settlements in Karnali.
- ¹²⁸ This policy aims to increase the production of appropriate, safe, and environmentally friendly housing for all income groups and to upgrade existing housing.
- ¹²⁹ The programme includes the upgrading of houses and the replacement of thatched roofs (till now 92,988 houses).
- ¹³⁰ 11 emergency shelters have been constructed across different parts of the country to provide immediate temporary housing to those displaced by natural disasters. In the current fiscal year, emergency shelters have been constructed in Jaleswar Municipality of Mahottari, Tilathi Koiladi of Saptari, Tilagufa Municipality of Kalikot, and Chandan Nath Municipality of Jumla. The Safe Housing Program has upgraded 6,982 houses and replaced over 88,000 thatched roofs. Out of 1,136 health facilities damaged in the 2015 earthquake, 1,011 have been reconstructed.
- ¹³¹ Related to Recommendations 159.108 and 159.109.

- ¹³² These measures include: the National Conservation Strategy, 1987; WR Development Policy, 1992; WR Act, 1992, Water Supply Corporation Act, 2007; Water Supply and Sanitation Act, 2022; Nepal Environmental Policy and Action Plan, 1993, Environment Protection Act, 2018, National Water Supply and Sanitation Policy, 2014; Kathmandu Valley Strategy on Water Supply and Sanitation Policy, 2000; WR Strategy, 2002; National Irrigation Policy, 2016; Sustainable Development Agenda, 2003; National Water Plan 2005; National Drinking Water Quality Standard, 2006 and Implementation Directives, 2006.
- ¹³³ Following the ODF declaration, a sanitation programme has been proposed for sustained sanitation, aligning with SDG Goal 6.
- ¹³⁴ Related to Recommendations 159.108 and 159.109.
- ¹³⁵ Economic Survey 2023/24, p. xviii, MoF.
- ¹³⁶ Related to recommendations 159.108, 159.109, 159.113, 159.116, 159.119 and 159.120.
- ¹³⁷ Related to recommendation 159.131.
- ¹³⁸ Article 35 of the Constitution. (This Article incorporates free basic health services, emergency health services, information about one's medical treatment, access to health services, and access to clean drinking water and sanitation).
- ¹³⁹ The Public Health Service Act, 2018; the Right to Safe Motherhood and Reproductive Health Act, 2018; the National Health Policy 2019; the Health Insurance Act 2016; and the Immunization Act, 2016 and SDGs Goal 3.
- ¹⁴⁰ *Habeas Corpus Petition concerning Juvenile Reform Home*, Supreme Court of Nepal, Writ No. 076-WH-0364, decision of 8 June 2020. The petition challenged the health and security risks to children in juvenile reform homes during the COVID-19 pandemic due to overcrowding and lack of safe distancing. The Court held that the State bears responsibility to protect the right to health of detainees, including juveniles, and must take measures to safeguard them in line with constitutional guarantees; *Keshar Jung KC & Lokendra Bahadur Oli Vs. Government of Nepal, Ministry of Health and Population*, Supreme Court of Nepal, Writ No. 077-WO-0130, decision of 1 October 2020. The Court affirmed that access to free emergency services and basic health care during the COVID-19 pandemic is a constitutional guarantee under Article 35, and directed the State to ensure such services are available without obstruction; Related to recommendations 159.110, 159.112 and 159.127.
- ¹⁴¹ Related to recommendation 159.144; Government data of FY 2022/23: 21% of the population is enrolled in health insurance, and 77% of households have health facilities within a 30-minute reach. 91.2% of children received 14 essential vaccines, 79% of children aged 12–23 months are universally immunized, and 80% of births were attended by skilled personnel. Over 622,000 pregnant women completed five rounds of vaccinations, and nearly 885,000 women accessed nutrition programs.
- ¹⁴² It provides family planning information and services and offers Short-Acting Reversible Contraceptive Methods through all Primary Health Care Centers, Health Posts, and primary healthcare outreach clinics nationwide.
- ¹⁴³ The eight diseases include cancer, heart disease, kidney disease, seropositivity, Parkinson's, Alzheimer's, head injury, spinal injury, and sickle cell anaemia. As of March 2032, a total of 1,247 individuals benefited from this programme compared to 35,965 individuals in the previous year.
- ¹⁴⁴ *Matrika Devkota Vs. the Government of Nepal*, 077-wo-0035. In the writ petition No. 077-WO-0035, the Supreme Court, by its judgment dated December 2, 2024, issued a twelve-point directive order in the name of the Government of Nepal, holding that mental health must be treated as a matter of serious concern and accorded the same level of importance as physical health. The Court directed that necessary human resources, physical infrastructure, and budgetary arrangements be ensured, and that legislation guaranteeing these provisions be enacted. The decision has ordered the GoN to make a law, allocate a reasonable budget and treat it as a physical health issue. The substance of this directive has also been reflected in a Resolution of the United Nations General Assembly. The implementation of the said order squarely falls within the responsibility of the Government of Nepal, and recommendations 159.29 and 159.30.
- ¹⁴⁵ The SC interpreted mental health as per the UN General Assembly resolution No. 46/119 principles.
- ¹⁴⁶ Article 31 of the Constitution.
- ¹⁴⁷ Supreme Court of Nepal, Decision No. 10652 (2021). The Court held that denying admission solely because a student lacked a citizenship certificate violated the constitutional guarantee of the right to education. It emphasized that when education is recognized as a fundamental right, administrative hurdles such as pending citizenship cannot arbitrarily bar access to study; the Free and Compulsory Education Act, 2018, and Free and Compulsory Education Regulations, 2021.
- ¹⁴⁸ Related to recommendations 159.147 to 159.156.
- ¹⁴⁹ The programme involves Informal and lifelong learning programmes have complement formal education, with community-based learning centres across the country.
- ¹⁵⁰ The Scholarship includes 100 % Girls' Scholarship, Scholarship for Ex-Kamlari Girls, Himali Hostel Scholarships, Dalit Scholarships, and Karnali Zone Scholarships.

- ¹⁵¹ The SESP 2022–2030 has been under implementation, including provisions for mother-tongue education, gender- and disability-friendly infrastructure, cash and non-cash scholarships, sanitary pad distribution, and daily meals. These interventions have contributed to improving enrolment and retention, particularly for girls from disadvantaged and marginalized groups.
- ¹⁵² Ministry of Finance, Economic Survey 2024/25, p. 169.
- ¹⁵³ *Id.*
- ¹⁵⁴ In all types of community schools, female teachers comprised 43.9% of teachers at the lower basic level (up from 41.0% in the previous year), 22.0% at the upper basic level (down from 25.4%), 15.8% at the secondary level (down from 15.9%), and 19.6% of all higher secondary teachers.
- ¹⁵⁵ It prioritizes female education and gender equality in school curricula as key intervention areas.
- ¹⁵⁶ Related to recommendations 159.150, 159.150 and 159.152.
- ¹⁵⁷ Article 38 of the Constitution (It includes: equal lineage rights without gender-based discrimination; proportional inclusion in all state bodies; special opportunities in education, health, employment, and social security through affirmative measures; and equal rights to property and family affairs for spouses).
- ¹⁵⁸ Civil Code, 2017; Civil Procedure Code, 2017; Crime Victim Protection Act, 2018; Social Security Act, 2018; Civil Service Act, 1993; The Labour Act, 2017, and the Right to Employment Act, 2018; Right to Safe Motherhood and Reproductive Health Rights Act, 2018.
- ¹⁵⁹ The Action Plan identifies four priority areas: (i) participation, (ii) protection and prevention, (iii) relief and recovery, and (iv) capacity development, resource management, monitoring and evaluation.
- ¹⁶⁰ Over 6,000 Gender Violence Control Committees have been formed locally, with expanded services including 94 OCMCs aiding 11,000+ GBV victims. Helpline 1145 and Center 104 support rescue efforts, while 42 police offices and 232 local units offer dedicated services for women, children, and seniors.
- ¹⁶¹ GoN has advanced gender equality through gender-friendly infrastructure, women’s shelters, rehabilitation centers, and support for women entrepreneurs. Local governments have women’s rights units with budgets, and inclusive laws and gender-responsive budgeting are in place. GBV response has improved with the Sexual Crime Investigation Manual 2020, UN resolution committees, and active Gender Violence Prevention Funds in all provinces and local levels. However, livelihood programs for GBV survivors show limited success, and some municipalities remain dissatisfied with gender data systems.
- ¹⁶² Female literacy rate was 57.4% in the 2011 census. However, the National Census 2021 showed a female literacy rate of 69.4%.
- ¹⁶³ Ownership of real estate by females is at 39.3% (45,23,7692) of the total owners listed in the Land Record Information Management System (LRIMS). The percentage of households with female ownership of both land and housing units is 11.8%, which is an increase of 1.1% points compared to that in 2011. 23.8% of the total households have ownership of land or a housing unit or both (land & housing unit) in the name of female household members.
- ¹⁶⁴ National Census 2021 showed 31.55% of the total households (6,666,937) are headed by females, which is an increase of 5.82% points since 2011.
- ¹⁶⁵ Department of National Personnel Records (Civil); available at <https://nijamati.pis.gov.np/pages/downloads>.
- ¹⁶⁶ Women in Data: Nepal; available at <https://nepaloutlook.com/women-nepal-gender-data/>.
- ¹⁶⁷ The Annual Report of the Supreme Court for the fiscal year 2080/081 (pp. 3–4).
- ¹⁶⁸ Election Commission, available at <https://result.election.gov.np/>.
- ¹⁶⁹ The Citizenship (First Amendment) Act, authenticated in Nepal in September 2025, amended the 2006 Citizenship Act to address citizenship by descent (including children of single mothers and parents with birth-based citizenship), grant dual citizenship to most Non-Resident Nepalis, ease citizenship for women married to Nepali men, and allow applicants to omit their father’s details. Related to recommendations 159.193, 159.176, 159.174 and 159.166.
- ¹⁷⁰ The copy of the Bill is available at <https://hr.parliament.gov.np/uploads/attachments/t80owmwr4bblwb6s.pdf>.
- ¹⁷¹ The programme addresses cases related to violence against women.
- ¹⁷² Harmful traditional practices include child marriage, polygamy, forced marriage of sexual and gender minorities, *Chhaupadi* (seclusion during menstrual cycle), dowry, untouchability, and witchcraft accusations.
- ¹⁷³ Related to recommendations 159.169, 159.184, 159.187, 159.201 and 159.202.
- ¹⁷⁴ Related to recommendations 159.177, 159.187, 159.187 and 159.198.
- ¹⁷⁵ The centers provide effective access to GBV response services based on victims’ needs, in coordination with field-level stakeholders.
- ¹⁷⁶ The platform includes shelter, psychological services, child-related services, and legal aid.; Related to recommendations 159.185 and 159.191.
- ¹⁷⁷ Related to recommendation 159.199.

- ¹⁷⁸ Related to recommendations 159.94 and 159.95.
- ¹⁷⁹ Related to recommendations 159.90, 159.91, 159.93, 159.95, 159.96, 159.97, 159.100, 159.101, 159.102, and 159.169.
- ¹⁸⁰ Related to recommendation 159.202.
- ¹⁸¹ Related to recommendation 159.167.
- ¹⁸² Related to recommendations 159.190 and 159.196.
- ¹⁸³ Related to recommendation 159.160.
- ¹⁸⁴ Nepal has adopted a range of legislative and policy measures to strengthen child rights and protection. These include the Child Labour (Regulation and Prohibition) Act, 2000, the Juvenile Justice Procedure Rules, 2006, and the Child Labour (Regulation and Prohibition) Rules, 2006. Further mechanisms were introduced with the Emergency Child Rescue Fund Operating Regulations, 2010, and the Act Relating to Children, 2018. In 2019, Nepal enacted the Juvenile Justice Administration (Procedure) Rules, the Child Helpline Number 1098 Nepal Operating Procedures, the Child Protection Financial Relief Assistance Procedure, and the Integrated Procedures for the Rescue, Protection and Management of Street Children. Additional frameworks include the National Gender Equality Policy, 2020, the Regulations on the Rights of Persons with Disabilities, 2020, the Regulation on Children, 2021, and the Standards for the Operation and Management of Children's Homes, 2022. More recently, Nepal adopted the National Children Policy, 2023, and the Street Children Special Protection Directive, 2025, further strengthening the protection architecture for children.
- ¹⁸⁵ In a case of habeas corpus 185 079-WF-0005, decided by the SC on 23 March 2023, the court issued a mandamus directing that cases involving children must be adjudicated within 120 days. However, in exceptional circumstances where it is not possible to adjudicate a case within 120 days, the reasons and grounds thereof must be expressly set out in the order, recorded in the case file, and the decision rendered accordingly.
- ¹⁸⁶ The bill aims to create a more responsive and supportive legal environment for children, address contemporary challenges, and ensure the best interests of children are at the forefront of legal proceedings.
- ¹⁸⁷ NCRC as the apex agency works on child protection, childcare, monitoring, policy advocacy, and policy implementation related to children.
- ¹⁸⁸ Related to recommendations 159.155.
- ¹⁸⁹ Related to recommendation 159.58.
- ¹⁹⁰ Related to recommendation 159.208.
- ¹⁹¹ Article 18 of the Constitution.
- ¹⁹² Right to special education, health, social security and social justice.
- ¹⁹³ Article 84 (3), Article 86 (2) and Article 176(7) of Constitution ensure right to representation for PWD in the HoR, National Assembly and Provincial Assembly.
- ¹⁹⁴ These groups work with persons affected by leprosy to identify and change negative attitudes, beliefs, and practices, advocate for the rights of persons with leprosy, and streamline their voices in accessing services and ensuring HR.
- ¹⁹⁵ Related to recommendations 159.224, 159.222.
- ¹⁹⁶ Policy of constructing disability accessible infrastructures has been adopted; reservation has been made in public transportation.
- ¹⁹⁷ A dedicated Mental and Disability Section has been established in the Department of Health Services (DoHS) to manage medicines and assistive equipment for persons with disabilities (PWDs), while under the Social Service Unit Programme free health services have been ensured for 12 targeted groups including women and girls with disabilities; in addition, youth-friendly sexual and reproductive health services are being provided such as prevention of sexually transmitted infections, cervical cancer and HPV screening programmes, comprehensive sexual education on cervical cancer, breast cancer and uterine prolapse, free vaccines to protect girls from cervical cancer with a plan to vaccinate all girls by 2024, free cervical cancer screening for mothers, free treatment for complex diseases up to NRs 100,000, support for free health check-ups by some provinces and local governments, and free air rescue operations in critical situations.
- ¹⁹⁸ The structure, functions, duties, and rights of the INC and NDC are determined by the INC Act, 2017 and NDC Act, 2017 respectively.
- ¹⁹⁹ Civil Service Act, 1993, Section 7(7).
- ²⁰⁰ Local Level Election Act, 2017, Section 6(1)(6) Sections 28(5) and (6) of the Provincial Assembly Elections Act, 2017, Section 28(5) and (6); House of Representatives Election Act, 2017, Schedule-1, and National Assembly Election Act, 2018, Sections 3(1) (a), (b), (c) and 66(2).
- ²⁰¹ Sections 6(1)-(6) of the Local Level Election Act, 2017; Sections 28(5) and (6) of the Provincial Assembly Elections Act, 2017; Sections 28(5), (6), and Schedule-1 of the House of Representatives Election Act, 2017; and Sections 3(1) (a), (b), (c), and 66(2) of the National Assembly Election Act, 2018.

- ²⁰² Constitution, Articles 38, 40, 252, 253, 255, 256, 258, 259, and 261.
- ²⁰³ Related to recommendations 159.33, 159.34, 159.35, 159.32, 159.39, 159.40, 159.41, 159.42, 159.43, 159.44, 159.47 and 159.48.
- ²⁰⁴ Related to recommendation 159.35.
- ²⁰⁵ Related to recommendation 159.133.
- ²⁰⁶ In 2023 Supreme Court of Nepal endorsed an interim order to temporarily register same-sex marriages; *Adheep Pokhrel & Tobias Volz v. Ministry of Home Affairs, Department of Immigration*, Supreme Court of Nepal, Writ No. 079-WO-0198. The Court held that restrictive immigration practices discriminating against foreign spouses of Nepali citizens violated constitutional equality (Articles 18 and 38) and the right to family life, and directed the State to revise visa regulations in line with international HR obligations.
- ²⁰⁷ Related to recommendation 159.80.
- ²⁰⁸ The action plan promotes fair and ethical recruitment and business accountability along the migrant worker supply chain.
- ²⁰⁹ The Foreign Employment Department introduced an online platform featuring the FEIMS, a digital network designed to streamline foreign labour migration. FEIMS enables electronic tracking of labour permits, facilitates better reintegration support for returnee migrant workers, and strengthens digital migration governance mechanisms.
- ²¹⁰ Implemented in July 2015, Nepal’s “Free Visa, Free Ticket” policy mandates that employers in designated countries bear the costs of visa processing and airfare for Nepali migrant workers, aiming to reduce their financial burden and curb recruitment fraud.
- ²¹¹ Foreign Employment Act, 2007, and its Rules, 2007; the Guidelines on the Process Related to Obtain Personal Approval for Foreign Employment, 2012; the Foreign Employment Policy, 2012; the Procedures on Registration and Renewal of Orientation Training Institutions for Foreign Employment, 2014; and the Guidelines for Sending Domestic Workers in Foreign Employment, 2015.
- ²¹² Related to recommendations 159.21, 159.162, 159.65, 159.67, 159.61, 59.68; 159.69; 159.70 and 159.71.
- ²¹³ Related to recommendations 159.63, 159.64, 159.67, 159.72.
- ²¹⁴ Article 51 (b) (4) of the Constitution.
- ²¹⁵ Related to Article 153 (6) of the Constitution.
- ²¹⁶ Related to Article 239 (1) of the Constitution.
- ²¹⁷ Related to Article 241 (1) of the Constitution.
- ²¹⁸ Commission of the Investigation of Abuse of Authority Act, 1991; Prevention of Corruption Act, 2002; Special Court Act 2002; The National Criminal Procedure Code, 2017; National Panel Code 2017; Civil Service Act, 1993; Revenue Leakage (Investigation and Control) Act 1995; Good Governance (Management and Operations) Act, 2008; Collective Crime Prevention Act, 2010; Financial Procedure and Fiscal Liability Act, 2018; The National Civil Code 2017; Extradition Act 2014; and Money Laundering Prevention Act, 2008; Proceeds and Instrumentalities of Crime (Freezing, Seizing and Confiscation) Act, 2014; Judicial Council Act, 2016.
- ²¹⁹ World Bank, *Integrating Climate Change into Nepal’s Development Strategy* (15 Sept 2022) (“negligible contributor...0.1% of global GHG”).
- ²²⁰ IPCC, *AR6 WGI Regional Fact Sheet: Asia* (2021) (“reduced snow cover; glacier retreat”) p.2; ICIMOD, *Hindu Kush Himalaya Assessment Update* press release (20 Jun 2023) (“glaciers disappeared 65% faster in 2011–2020”).
- ²²¹ ICIMOD, “GLOF from Thyanbo glacial lake sweeps away Thame Village” (17 Aug 2024); Climate Home News, “Nepal and China agree to cooperate on glacial lake flooding...” (27 Aug 2025) (Rasuwadhi July 2025 damages).
- ²²² UNFCCC, “Operationalization of the new funding arrangements... (Loss & Damage Fund)” Doc. FCCC/CP/2023/* (28 Nov 2023); Related to also UNFCCC “COP28: 5 key takeaways.”; ND-GAIN Country Index, Nepal profile (2023), rank 126; vulnerability/readiness metrics.