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Office

IPEC Evaluation

Sustainable Elimination of Child Bonded Labour in Nepal Phase II

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Project Midterm Review with external facilitation

April 2009

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by an external consultant¹. The field mission took place in February 2009. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

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Acronyms and abbreviations

AP	Action Programme
APC	Action Programme Coordinator
BBTF	Broad-Based Task Force
CBO	Community-based organisation
CDW	Child domestic worker
CLMS	Child labour monitoring system
DDC	District Development Committee
DEO	District Education Office
DLRO	District Land Reform Office
EmPLED	Employment and Local Economic Development project
GoN	Government of Nepal
HMG/N	His Majesty's Government of Nepal
IGA	Income generating activity
ILO	International Labour Organisation
IP	Implementing partner
IPEC	International Programme on the Elimination of Child Labour
MoLRM	Ministry of Land Reform and Management
MoLTM	Ministry of Labour and Transport Management
MoV	Means of verification
NCTA	National Chief Technical Adviser
NFE	Non-formal education
NGO	Non-government organisation
OSP	Out of school programme
PLA	Participatory learning and action (adult NFE)
PMT	Project management team
SEBL	Sustainable Elimination of Bonded Labour (Project)
SECBL	Sustainable Elimination of Child bonded Labour
SPIF	Strategic Programme Impact Framework
SR	Status report
ToR	Terms of reference
TPR	Technical progress report
TU	Trade union
USDOL	United States Department of Labor
VDC	Village Development Committee

Executive summary

In February 2009 an external project review was carried out of the USDOL-funded \$2,000,000 Sustainable Elimination of Child Bonded Labour-phase II project that is being implemented by ILO/IPEC in Nepal from September 2006 to September 2010. The review of progress and experiences was carried out by project implementers and decision makers and was facilitated by an external independent consultant. The main findings and recommendations of the review are as follows:

Original design and current strategy

The project design was based on the experience of the first phase and the lessons learnt from the earlier project had been utilised. The assumptions that the achievement of the objectives are based on are generally sound. There has been a greater degree of political change and localised unrest than anticipated. This, along with other factors, has resulted in considerable delays to implementation.

Good indicators for the assessment of achievement of the objectives by the end of the project have been identified but there is an almost complete lack of indicators to assess progress towards the achievement of the objectives². It is therefore difficult to assess progress from a review of the project reports. It is recommended that indicators are added to the project monitoring plan that are able to assess progress towards the achievement of the immediate objectives.

The project strategy has been well prepared and is endorsed by the review. Due to social and economic changes the expected numbers of children in bonded labour have not been identified within the target group and area. A re-assessment of the potential target numbers is being carried out and changes will be made to the targets for certain services.

Institutional set up and implementation capacity

The project has a predicted budget shortfall of US\$110,000 due mainly to large exchange rate fluctuations. USDOL and IPEC will assess if other funds are available, otherwise a decision will be made in April on what activities or services will be cut back. There are supportive working relationships between the project office and supporting institutions. It is suggested by stakeholders that more communication with USDOL would improve the level of understanding and support.

Project management

Project management tools are well utilised by the project. Information on child beneficiaries is collected by the implementing partners and is passed to the project in a coordinated way. The quantity and frequency of information collection is high and it is recommended that this is reviewed in order to reduce the time spent on information management. The frequency of field monitoring by the project team is less than planned and needs to be made more regular.

Implementation progress to date

Delays were experienced at the beginning of the project in obtaining formal approval for the project from the government of the Nepal and in the development of the first eight action

² DED Note: The ILO-IPEC design and project management methodology calls for indicators of achievement at the immediate objective level and for targets or milestones for the value of these indicators at various points as the way to measure progress. Separate sub-indicators for process are not normally used so as to not complicate the process. Outputs and activities should be formulated in the log frame so that delivery and completion can be clearly verified without the need for indicators. The Project Monitoring Plan (PMP) should contain the targets. It would be important to ascertain whether the issue is one of the inadequacy of the indicators of achievement to measure progress or whether it is an issue of targets not being developed for various points in project implementation or if targets have been set, whether these were adequate or not.

programmes. The most significant factors contributing to these delays were: the political environment due to the elections for the Constituent Assembly that were postponed twice; frequent changes in the personnel in the MoLRM; regular strikes and other political disturbances in the Terai region; the decision to collect baseline information by the implementing partners as part of their action programme (AP); and using a competitive bidding process for the award of action programmes.

Activities for objective 1 for education and social mobilisation of bonded labourers were delayed by about nine months. Services are being provided and the main challenge is the lower than expected numbers of child bonded labourers to provide services to. With this exception, targets and the objective are expected to be achieved. These APs are also working on awareness raising among community organisations, an output of objective 4, and this is progressing well.

The APs for the activities for objective 2, promoting the gainful employment of (ex)bonded labourers are about to start. Implementation has been delayed by seven months from the planned date. The project management expects to achieve the objective by the end of the project. The limited time between closing the APs and the end of the project may negatively affect the sustainability of the outcomes as there will be limited time available to support the skill-training graduates.

APs to achieve objective 3, relating to unionisation and minimum/equal wages were approved in January 2008, 11 months behind the planned date. Although no work has begun in the field, the trade unions are already active there and it is expected that the objectives will be achieved.

The AP for legislative reform (objective 4) was signed in January 2009 and it is important the work starts on this as soon as possible. There may be opportunities to support the government to implement the Kamaiya Act more widely and this should be encouraged. The project team is providing effective support and training to implementing partners and their capacity is being developed.

It is not clear from the planning documents when APs were planned to start and their intended duration. It is recommended that more detail is provided in the timeline for project management functions in the future. It is recommended that a realistic timeframe is established for the preparation period for projects of this kind.

The project management is confident that all expected objectives will be achieved. Other stakeholders are concerned about the quality and sustainability of the outcomes of objective 2 and of the feasibility of the legislative reform in objective 4.

Other implementation challenges identified by the review meeting were the sustainability of impact on children, the lack of a project activity to support schools with a high additional intake and the high turnover of AP staff.

The project has a variety of strategies to sustain its impact within communities and IPs are well aware of them. Community child labour monitoring systems are an important and potentially effective process for this.

Lessons learnt, potential good practices and recommendations

This report concludes by identifying the lessons learnt, the potential good practices and makes recommendations to different stakeholders. The most important recommendations have been included in the text above.

1 Background (description of the project and review methodology)

1.1 Description of the project

1.1.1 Background of the project

In July 2000 His Majesty's Government of Nepal (HMG/N) abolished bonded labour and declared the accumulated debts illegal. HMG/N classified Kamaiyas (a specific kind of agricultural bonded labour) living in five districts into four categories. The two most needy categories comprising 14,000 households were identified for assistance in terms of land and housing and the first phase of the project assisted the government in providing assistance to them. Since then another 12,000 Kamaiya households have been identified as requiring rehabilitation. This project assists the Government of Nepal (GoN) in doing this and also starts to work with some of the other forms of bonded labourers, Haruwa and Charuwa. Although the Kamaiya Prohibition Act 2001 covers all forms of bonded labour in its definition, the Government of Nepal has not yet come up with any specific programmes for the rehabilitation of these other forms of bonded labour.

Sustainable Elimination of Child Bonded Labour - Phase II (SECBL-II) is being implemented by the International Labour Organisation's International Programme for the Elimination of Child Labour (ILO/IPEC). The project started on 15th September 2006 and will run for four years until 15th September 2010. The United States Department of Labor (USDOL) provides the project budget of US\$ 2,000,000. The project follows on from an earlier project that ran from September 2000 until August 2005.

The project is active in selected areas of 5 districts in west Nepal where the former Kamaiyas were identified (Kailali, Kanchanpur, Bardia, Banke and Dang) and in three VDCs each of three districts in east Nepal (Saptari, Siraha and Dhanusa).

To foster the broad based partnerships at the national level, the project has been implemented under the direction of a Broad-Based Task Force (BBTF) chaired by the Secretary to the Ministry of Land Reform and Management (MoLRM).

1.1.2 Project objectives

The **development objective** of the programme is elimination of child bonded labour in Nepal. The programme has the following four **immediate objectives**:

- “**Immediate Objective 1:** By the end of the project, boys and girls and adult members from the targeted families receive appropriate formal and non-formal education.”
- “**Immediate Objective 2:** By the end of the project, targeted families are gainfully employed.”
- “**Immediate Objective 3:** By the end of the project, agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates.”
- “**Immediate Objective 4:** By the end of the project, enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act-2001 and Child Labour Prohibition Act-1999

1.1.3 Project implementation partners

The project is being implemented with the participation of a number of partners carrying out Action Programmes (APs).

- Eight Non-government organisations (NGOs) are implementing APs on education and social mobilisation
- The MoLRM is implementing an AP for employment creation and for the revision of child labour-related legislation

- Two Trade Unions are implementing APs promoting fundamental principles and rights at work and for strengthening agricultural workers organisations
- Two NGOs will shortly start APs for employment and skill development
- The Ministry of Labour and Transport Management (MoLTM) will implement an AP to update the Master Plan on child labour

1.1.4 Project reporting

The project provides a detailed technical progress report (TPR) at six-monthly intervals in September and March each year. As well as reporting on the fulfilment of indicators for each of the project outputs they also contain information on the country context and try and identify lessons learnt and good practices. A simpler status report may be requested and submitted in June and December each year.

1.2 Objectives of the mid-term project review

The project review will focus on project management, institutional set up and implementation. The purpose of the review is:

- To review the implementation of the IPEC project so far and consider any changes in strategy on the basis of emerging experiences.
- To examine current proposed activities and make an assessment of their potential contribution to the implementation of the strategy
- To review the existing institutional set up and implementation capacity
- To propose adjustments in the project where necessary

A terms of reference (ToR) was prepared by ILO/IPEC (attached in annex 1) in consultation with the main decision-making stakeholders which suggested a number of specific issues to be reviewed. In particular the project needs to make a decision soon concerning a predicted budget shortfall and the review is expected to contribute to the decision on this. Annex 2 contains an evaluation matrix that shows where in this report each of the identified issues have been addressed.

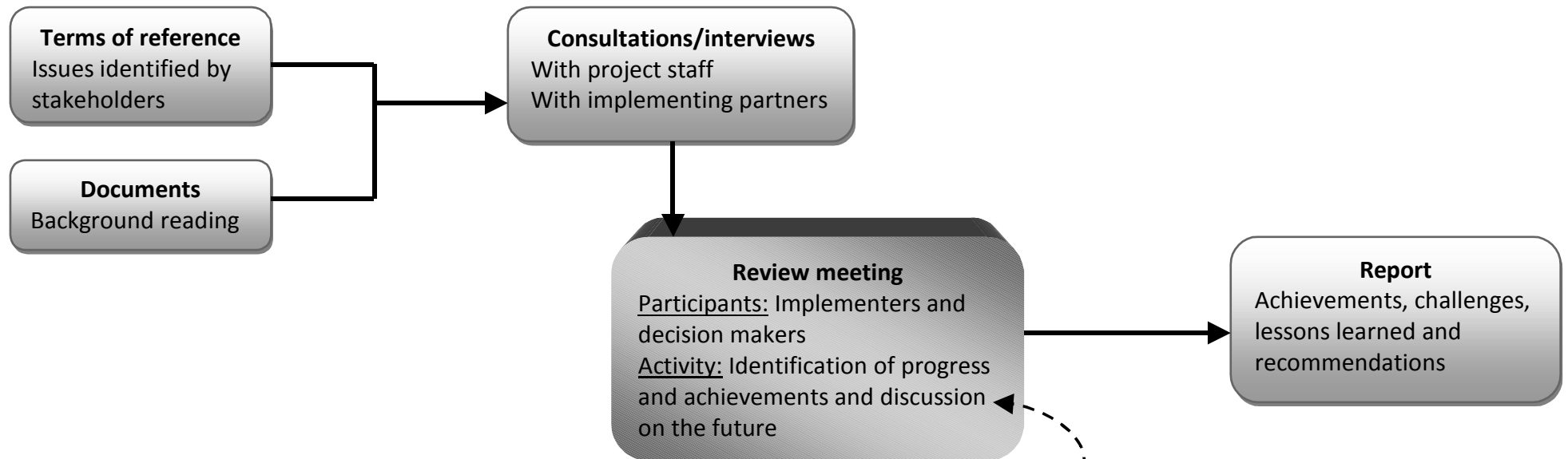
The specific issues have been grouped under the following headings:

- Original design and current strategy
- Institutional set up and implementation capacity
- Project management
- Implementation so far

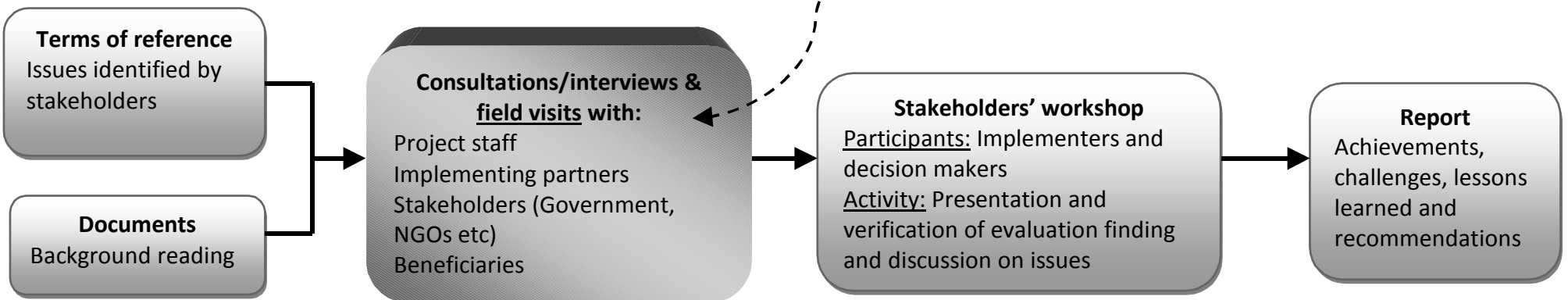
1.3 Methodology of the mid-term project review

A short desk review of documents was carried out prior the main review and a list of the documents reviewed is in annex 3. The participants in the project review were all implementers and decision makers in relation to this specific project. They do not include other stakeholders such as potential beneficiaries or independent observers. An external consultant served as facilitator to guide the project review participants through a discussion of their experiences. It is therefore a project review facilitated by an independent consultant. The diagram on the following page helps to illustrate the methodology of the ‘project review’ in comparison to a ‘project evaluation’.

Process for the external project review of “Sustainable elimination of child bonded labour in Nepal – Phase II”



For comparison the usual evaluation process is more like the following:



The review was carried out from the 16th to the 20th February 2009. There were two main days for the review, one an interaction with the project staff and existing IPs on the 18th February, and the other on the 19th, an interaction with representatives from the MoLRM, TUs as well as those present on the 18th. A list of the participants of each meeting is in annex 4, along with a list of those interviewed by the facilitator during the review. A local consultant prepared a record of the discussions and conclusions from both meetings and this is in annex 5.

The review meeting was the main tool for the collection and sharing of information and experiences between the participants of the review. In addition the external facilitator carried out a document review and received a detailed briefing from the project staff. The review facilitator did not visit or observe any of the field implementation areas, nor did he meet with any beneficiaries or independent observers of the project. The information collected, conclusions drawn and recommendations made are based on the information provided by the project staff and the partners that are involved in the project implementation.

2 Findings from discussions on key issues

2.1 Original design and current strategy

2.1.1 Use of previous IPEC experience in Nepal in design and implementation

The objectives and the strategies of the second phase are very similar to the first phase, the main difference being the inclusion of the other forms of bonded labour in districts in the central and eastern Terai. Many of the relevant lessons learned and recommendations from the SEBL phase I have been included in the design of phase II and these are:

- An increased level of training to implementing partners in order to develop their understanding and capacity to carry out the required activities. This has become a specific output under objective 4.
- The use of using existing local committees and structures rather than establishing new ones.
- The monitoring of certain important indicators by an organisation independent from the organisation expected to bring about the desired change. (However in practice this has not yet been implemented and the project is currently considering it).
- A strong linkage with the Education For All programme was developed in order to seek to address the needs of schools with a large additional enrolment.
- The omission of attempting to provide revolving fund and micro finance support within a short-period project. Instead referral to specialist institutions has been proposed.
- The need for social mobilisation of the (ex)bonded labourers has been recognised as a need and included in the APs. However the process is not clear.
- Greater attention has been given to the utility and income earning potential of the skill training programme.

Lessons learnt that do not appear to have been recognised in the project design are as follows:

- The process of AP preparation and approval still takes a long time and reduces the time available for project implementation. Adequate provision for the time that is needed is not provided in the implementation timeline.
- The provision of limited support to schools that have a significantly increased intake as a consequence of the projects activities has not been continued. It has recently been recognised by the partners that the potential positive impact on motivation and interest in child labour issues among teachers and school

management is important and the project is considering re-introducing this provision.

- The management of the vocational skills training by the District Land Reform Offices (DLRO) in phase I was not successful. The DLRO have again been given this responsibility.

The identified good practices from phase I are being utilised in phase II. These are:

- Training for implementing partners
- Combination of intensive motivation and limited financial support leading to the enrolment of children from poor communities into school.
- Out of school programmes (OSP) to enable children to catch up on missed years at school.
- Withdrawal of child labourers through the provision of assistance to help the family increase their income and substitute for the lost income. (The amount that is available in this phase is less and there are suggestions that it should be increased).

2.1.2 Assessment of the project's original assumptions

The assumptions for each of the objectives are presented here together with the responses made at the review meeting.

Objective 1: By the end of the project, children and adults from the targeted families receive appropriate formal and non-formal education

Assumptions:

1. EFA programme adequately addresses the issues of overcrowding and lack of class rooms, teachers in the Project districts
2. There are sufficient schools and physical facilities to support additional students, particularly in Bardia and Kailali districts

What is the situation?

- Regular contact is kept with the EFA programme but additional facilities cannot be provided immediately
- There are a few schools with large class numbers but generally the situation is satisfactory.
- Additional education resources can be obtained if requested to the District Education Office (DEO).
- Kamaiya organizations are asking the Department of Education directly for additional school facilities
- The drop out rate of project motivated children is only 1%

Objective 2: By the end of the project, targeted families are gainfully employed

Assumptions:

1. Sufficient land for agriculture is available around the vicinity where the targeted families are settled
2. Sufficient off-farm employment opportunities are available
3. Agencies for providing quality vocational/skills training with ability to link training to employment are available

What is the situation?

- The GoN's land bank programme has not been taken up by the Kamaiyas
- The Kamaiyas involved in the second phase mainly have land although much of it is has been grabbed and is not registered
- In Kailali, there is lots of government land that has been deforested, but it has been captured by landless people

- Land could be available if government can develop appropriate policy and implement it.
- The Haruwa, Charuwas generally still have land through their working relationship with their landlord/master
- Leasehold land is often available from the government
- Off-farm employment opportunities have increased since the insurgency stopped. The government also has a focus on this
- Friends of Dhanusa and the MoLRM are currently doing an assessment of skill training facilities

Objective 3: By the end of the project, agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates

Assumption

1. Local bodies are able to enforce the minimum and equal wage rates

What is the situation?

- In Siraha, DDC has fixed the minimum wages rate for agriculture labour, but the problem is that the landlords are unable to pay the minimum wages giving different reasons like they are in loss.
- Yes, in some places landlords have given wages more than the minimum wages rates
- Where the trade unions are working effectively, minimum wages have been fixed and implemented. For example, it is effective in Udayapur and Makawanpur district (out side the project area). Similarly, it is in process in Siraha and Saptari district.
- In Kailali, minimum wages has been fixed. Some ex-Kamaiyas are taking more than the minimum wages as they have been empowered and are used to claim more than the rate fixed.

Objective 4. By the end of the project, enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act-2001 and Child Labour Prohibition Act-1999

Assumption:

1. Government of Nepal able to maintain the level of commitment required for improving the bonded labour related provisions and plan

What is the situation?

- The current provisions for rehabilitation only relate to Kamaiyas and the government is actively trying to fulfil their commitment with them
- Senior government representatives have different interpretations on whether the current legislation applies to all forms of bonded labour or not.

Conclusion:

The assumptions for the first three objectives are generally valid across most of the working area. The assumption for the fourth objective has not yet been clearly tested in practice and it is not yet clear whether it is valid or not.

Other risks

Two significant events have occurred in Nepal during the project implementation period that were not foreseen in the project design. These are the very significant changes in the political context within last two years and the on-going conflict in Terai/Madesh Region of the country. Both of these have had an impact on the implementation timetable and this is discussed in more detail later.

2.1.3 The appropriateness of the project's Indicators and MoV

Indicators and their means of verification (MoV) are presented in the project document. These are good indicators and appropriate means of verification for the assessment of the expected impact to be achieved in relation to each objective. There are few process indicators that show the progress towards achieving the project objectives (see the illustration in the table).³

Example of process and indicators of achievement:

Objective	Outputs	Process indicators	Indicators of achievement
By the end of the project, children and adults from the targeted families receive appropriate formal and non-formal education	<ul style="list-style-type: none"> • Out of school programme for children • Mainstreaming children to school • PLA classes for adults 	<ul style="list-style-type: none"> • Numbers of participants (male and female) • Drop out rates 	<ul style="list-style-type: none"> • Changes in literacy rate among the targeted families'

Virtually all of the 16 indicators assess the medium to long-term impact of the project. For example 'Changes in literacy rate among the targeted families' This is quite acceptable if they are recognised as 'indicators of achievement' and that other measures are used to report the more immediate project progress. However, the main reporting format used in the TPRs, the 'Measurement against project objectives' uses the identified indicators. It is for this reason that USDOL requested the addition of two additional indicators in order to be able to follow the progress towards the withdrawal and prevention targets.

From a quick review of the objectives and the indicators only the following objectives have indicators to assess their progress rather than their final impact:

- Objective 1: Withdrawal and prevention from child labour – indicators 1.1 and 1.2
- Objective 3: Creation of a favourable environment for minimum and equal wages – indicators 3.1, 3.2 and 3.3
- Objective 4: Ministries bring in legislative changes – indicators 4.2, 4.3 and 4.4

The majority of objectives do not have process indicators and it is difficult to assess from the project reports what the project progress is. Usually process indicators are relatively easy to identify and the project is probably already keeping records on most of them. The presentation on project progress at the Review Meeting mainly used such indicators.

Process indicators should be selected to ensure that progress on each of the project strategies are reported on in some way. For example, at the moment all five of the indicators for objective 4 assess the changes in the enabling environment in terms of government budget allocation and legislative change. There are no indicators on other aspects of the enabling environment that the project is aiming to improve; the awareness of community organisations on child bonded labour and the provisions of the Kamaiya act, the strengthened capacity of implementing agencies and knowledge generation on child bonded labour. It is strongly

³ DED Note: The ILO-IPEC design and project management methodology calls for indicators of achievement at the immediate objective level and for targets or milestones for the value of these indicators at various points as the way to measure progress. Separate sub-indicators for process are not normally used so as to not complicate the process. Outputs and activities should be formulated in the log frame so that delivery and completion can be clearly verified without the need for indicators. The Project Monitoring Plan (PMP) should contain the targets. It would be important to ascertain whether the issue is one of the inadequacy of the indicators of achievement to measure progress or whether it is an issue of targets not being developed for various points in project implementation or if targets have been set, whether these were adequate or not.

recommended that process indicators are identified and that these are reported on in the regular reports.

2.1.4 Current relevancy of the strategy and approach

Overall strategy

In addition to trying to positively influence the overall institutional and legislative environment the project uses a strategy of aiming to directly draw children into education and at the same time to economically empower families through skills training and to involve communities through awareness raising and empowerment. It follows a targeted approach selecting those who are amongst the most marginalised. An alternative to this would be to have a similar strategy but with a blanket approach over an area. Within the same budget constraints the area would have to be significantly reduced and there would be a reduced focus on the specific target group of bonded child labourers. Another approach would be to stimulate economic activity within an area so that incomes and employment prospects would be increased but with no guarantee that the specific target group would benefit. In Dhanusha, one of the project implementation districts, ILO has in place a Local Economic Development project and it will be interesting to see how the combination of the two strategies works.

A Strategic Programme Impact Framework (SPIF) was prepared and endorsed by stakeholders at the National Consultative Workshop and this was used to develop the design of the project. This locates the four immediate objectives in the wider context of actions towards the reduction of incidences of child bonded labour. The overall approach is still relevant.

Withdrawal target

One possible reason for questioning the strategy is the ‘problem’ that the IPs are facing in identifying sufficient child bonded labourers in order to achieve the project’s targets for withdrawal from work. The target for the withdrawal of child bonded labour was 3,000 from the identified geographical areas in the eight districts. The baseline survey at the beginning of the project could only identify about 2,500 child bonded labourers that could potentially be withdrawn. The current level of achievement of this target is 18%.

The final evaluation (August 2005) of the first phase of the project noted that ‘There are still a very large number of children in domestic work, many from ex-Kamaiya families’ in the main urban areas of the region. During 2005 and 2006 the GoN identified over 13,000 Kamaiya families that had not previously received targeted support. The project was expected to assist some of the estimated 42,000 children of these families. A study was carried out by ILO in early 2006 on the Haruwa/Charuwa bonded labour system which provided an estimate on the number of households involved. From the project document it is not apparent that the numbers of children subject to child bonded labour in the sample village development committees (VDCs) were identified. At the time of designing the project there was reasonable grounds for setting the targets for withdrawal of children from bonded labour.

The project was designed in 2005, approved in Sept 2006 and field implementation commenced in early 2008. During this period there appears to have been a significant change in the number of child bonded labourers. The review meeting identified the following reasons for this change:

- School enrolment has increased without the intervention of a project
- Since 2008 no fees are requested until 8 class
- EFA has contributed to prevent child labour
- Increased awareness among the community towards bonded labour
- Families have developed economically/socially

- Fragmentation of land means a reduction in the land holding of landlords and therefore a reduction in the demand for agricultural labour.
- Some reluctance of families to give true information on child labourers
- The budget allocation for the economic empowerment of families that withdraw their children from labour is Rs. 2,400 in this project. In the first phase it was 4,800.

Almost all of the IPs reported that they would not be able to achieve the target set, and most did not think that they would be able to meet the target even if other forms of bonded labourer were included within the same geographical area.

It was concluded in the review meeting that within four weeks all implementing partners would re-assess the number of children that they can realistically withdraw from bonded labour within their target area. One estimate should be the number within the existing category and another should be the number in other forms of bonded labour. The project, in consultation with USDOL, should then decide on revised categories of bonded labourers and revised target numbers for withdrawal.

Despite this significant and positive change in the situation the overall strategy remains valid.

2.2 Institutional set up and implementation capacity

2.2.1 Assessment of the capacity in the project; financial and human

Human resources

The project has a central Kathmandu office with the National Chief Technical Advisor (NCTA) and support staff, and regional offices in the two field areas that are staffed by Senior Project Assistants. The capacity for managing the project appears to be sufficient although the discussions on the implementation schedule (section 2.4.2) and the level of field monitoring (section 2.3.3) show that there are areas for improvement in the implementation of management activities. Within the framework of this review it is not possible to draw any more specific conclusions or to make recommendations on this.

Financial resources

A project revision form with a request for an additional budget of \$268,877 was submitted to ILO/IPEC headquarters in July 2008. No formal project revision request was forwarded to USDOL at the time although the issue was discussed with them during a conference call.

During the review mission the budget revision was recalculated using the latest expenditure figures and the current exchange rate. The revised predicted budget shortfall is about \$110,000. Although this is still a significant shortfall, this revised figure is less than half of what was being discussed at the beginning of the review and the potential negative impact on the project is considerably reduced. The main reasons given for this shortfall are:

- There have been unusually large fluctuations in the exchange rate between the dollar and the Nepali Rupee. In 2006 when the project budget was finalised the average rate was 72.68 NRs. to 1.00 US\$. This dropped to a low of 62.95 in November 2007. Local currency expenditure at this time would have cost an additional 13% in dollar terms. The dollar returned to higher than the design rate in November 2008, and is now at 78.45. Currently local currency expenditure will have a saving of 8% in dollar terms.
- The level (the incremental step within a grade) of staff recruited as experienced ILO staff were recruited into higher than budgeted levels

- The rent of the Kathmandu office is significantly higher than its allocation. The possibility to move the Kathmandu office to one of the field offices in order to save money and to improve the monitoring was thoroughly reviewed by the sub-regional CL specialist in November 2007. It was concluded that although this would result in significant savings in rent there would be additional costs in other budgets particularly transportation as Kathmandu is the hub for the two field areas. The need to supervise the planned APs with the MoLRM and trade unions, the unstable security situation in the field areas and the need for IPEC staff to support the preparation of any new initiatives in Kathmandu were also considered and no change was made. The current situation was discussed with the sub-regional CL specialist during the Review and the situation remains the same as in November 2007.
- Increases in transportation costs due to significant increases in fuel prices. These have now fallen back from their peak.

The situation was discussed by ILO and USDOL representatives. Due to the considerable delays experienced in project implementation the USDOL representative expressed informally that it was unlikely that a request for additional funds would be accepted. It also seemed unlikely that IPEC would be able to transfer other 2006 USDOL funds to this project. If no additional funds are available it is likely that targets will have to be reduced for the withdrawal of children from bonded labour (this is likely anyway due to the changed reality in the field) and to the provision of skill training for gainful employment. As there is some urgency to make changes to the project activities if there are no additional funds available, the following plan of action was agreed.

The USDOL representative will make a request through DOL Washington for information from ILO/IPEC on the availability of any surplus funds for 2006 projects. It is expected that this information will be received by the end of March.

At the same time the project will work out what changes are needed to the activities and targets if the project has to be implemented within the existing budget. This is to be prepared by the NCTA by 1st April and submitted to USDOL for informal review. A decision will be made on the course of action in April.

2.2.2 Administrative and technical support provided to the Project

The ILO office in Nepal provides close support to the project. The ILO Director is involved closely and has made an extended field mission. The target for making payments to IPs is within 1 month of receiving their financial report. The overall time is usually two months but can be longer when clarification is required from the IP. The training provided to the finance officers of the IPs has helped this rigorous process. The time taken is affected by a combination of the quality of the financial report and the speed of working in the project and country office. The country office has provided very good support to the regional CL specialist.

The process for obtaining technical approval of APs has been clarified and this is now supplied by the CL specialist in Delhi and there is no need for technical backstopping from Geneva. Although technical clearance should be provided within 15 days of submission it often takes 1 to 2 months.

Current ILO/IPEC communication protocol requires that all communication between the project and USDOL has to be routed through ILO/IPEC headquarters. The project has no control over which communications are passed on to the donor and on occasions this has been a source of frustration to the project staff. Both the regional office representative and the

donor representative felt that the system had become unnecessarily rigid and that there would be advantages to have a more direct flow of information on some issues.

2.2.3 How has the Project linked with other ILO projects in the districts?

There is only one district where there is another ILO project active. This is the Employment and Local Economic Development Project working in Dhanusa. There is potential here to demonstrate the mainstreaming of child labour prevention/ withdrawal work into decent work and productive employment programmes. If an impact assessment is carried out at the end of the project it will be an opportunity to compare the impact in this district with the impact in the other districts.

It is important that the project does link with other projects as an integrated and coherent approach is needed to address the rehabilitation of Kamaiyas. As the project only provides education, social mobilisation and vocational training to (ex)bonded labourers it needs to build/maintain linkages with other service providers in the area.

The project, with the support of the Regional CL specialist, has participated in meetings of the EFA programme. This has resulted in the EFA review mission *aide memoire* (2007) including the recognition that the 11% hard-to- reach children are a specific target group for EFA programming and allocation. A large proportion of this group are recognised as involved in or at risk of child labour.

2.3 Project management

2.3.1 Utilisation of project management tools

The use of the SPIF as an overall planning tool was described in section 2.1.4 on the strategy of the project. It was used to put the specific objectives and interventions of the project into the wider development context.

The project management has maintained the project work plan which shows planned and actual start and finish dates for every activity. The actual implementation period for APs for certain activities or objectives are not shown. The work plan only covers project implementation activities; management activities such as preparing APs are not included and therefore there is little information on the planned timeline for these.

The PMP format and data is used in the section of the TPR that reports achievements in detail for each of the indicators. The expected target for each 6 month period clearly shows the timeline for planned outputs. It is useful for activities where there is a phased achievement or with clear milestones (i.e. withdrawal of children from work) and it shows clearly the state of progress for each indicator against the planned progress. For indicators with a single endpoint (i.e. updated Master Plan on..) the format is more detailed than it needs to be. The project has used the PMP to set milestones for each of the indicators.

2.3.2 The management of information on child beneficiaries

A detailed DBMR is being used by the implementing partners and this information is being passed to the project office. Through this system current and detailed information is available on both the education and the working status of the children is available. The project has recognised that the workload for the partners and for the project is large and is reviewing the level of detail that is necessary. As discussed in the next section the frequency of collecting information on some indicators may be more frequent than is required or than is realistic to expect measurable changes to have occurred.

A participant at the review meeting informed everyone that the Education Management Information System collects a lot of the same information on child beneficiaries on a regular basis through surveys of children at school. They do not collect information on work status or apparently drop out. Nor would they have information on children who were not at school. There is potential for the collection of DBMR data on a basis that will continue beyond the life of the project and the project staff will follow this up.

2.3.3 Development and use of monitoring and evaluation tools

The project has a comprehensive system for monitoring and there is a good link between the monitoring systems of the partners and of the project as a whole.

The project management team produced a draft document (January 2008) describing the 'Monitoring and evaluation system for SEBCL II'. The process and strategy are not clearly presented in this document. The IPs and the project staff are, however, clear on the process and the main elements. Some suggestion for the improvement of the system were made by stakeholders as follows:

- Reduce reporting formats and information. AP staff are overloaded – AP staff and the project management team (PMT) need to work out what is needed. However much of the information is mandatory for the quarterly technical progress reports (TPR) and status reports (SR),
- Have independent monitoring information once a year to support the PMT to verify the outputs and achievements. (Independent monitoring is included in the project document but was apparently removed from the budget during the final revisions),
- Focus on impact monitoring (rather than output monitoring) by providing training to partners. However, as many of the indicators in the PMP are already indicators of achievement this suggestion applies more to the monitoring of the implementing partners.

The project review supports these suggestions. The frequency of data collection, analysis and reporting for different indicators needs to be reviewed. For example the PMP suggests that literacy rates will be assessed through a sample survey every 6 months. The PMP also suggests that there will be a mid-project household survey. Given the late start to the implementation this should be skipped and attention focussed on ensuring that there is a good end-of-project survey and analysis. There are no immediate plans to carry out the mid-project survey.

Project field staff aims to visit the field of each implementing partner on a monthly basis in order to verify the partners monitoring reports. This is not always possible every month due to other commitments such as providing training to the IPs. The project monitors their visits to the partners and an analysis of the record from February to August 2008 (the more recent records have been requested) shows that the three partners in the eastern Terai have all been visited at least monthly during that period. In the western Terai only two of the partners have had sufficient field visits and three have had very limited field monitoring.

2.4 Implementation progress to date

2.4.1 Project progress to date towards the immediate objectives

This section will report on the progress to date. The following section will review the delays and their causes.

Immediate Objective 1: By the end of the project, children and adult members from the targeted families receive appropriate formal and non-formal education.

Eight APs (one in each district) with NGOs were approved in January 2008 and are working towards this objective until January 2010. They started nine months behind the schedule. Some of the targets set in the APs are lower than the project target due to the lower number of working children found in the baseline than expected. Children were mainstreamed into formal schools at the beginning of the school year in April 2008 and the ‘out of school programme’ (OSP) for children and the ‘participatory learning and action’ (PLA) for adults started in September 2008. Achievements to date are shown in the table below.

Outputs	Target in APs	Achieved at January 2009		
		Female	Male	Total
3000 working boys and girls withdrawn and 6600 children prevented from child labour	2,400	330	211	541
4000 boys and girls and 2000 adults provided appropriate non-formal education	6,300	2,639	2,375	5,014
8000 boys and girls mainstreamed into formal education	1,148	686	339	1,025
	3,581	3,005	328	3,333
	5,152	1,953	2,036	3,989

Drop out rates are very low; less than 1% of those mainstreamed and 7% of children’s NFE and 1% of adult NFE.

Comment

18% of the withdrawal target has been achieved and this specific issue is discussed in section 2.1.4. The target and/or the target group needs revising.

76% of the prevention target has been achieved and the project is likely to fulfil this target during the year.

The overall achievement for NFE is likely to be achieved. The breakdown needs to be revised based on the number of children and adults who want to participate.

50% of the target for school mainstreaming has been achieved and the project is expected to complete the target next school year.

An important process for the identification and selection of participants was the baseline data collection that was started as the first activity of the partners in January 2008. Data collection and analysis was completed in July/August by each partner. The baseline information from all of the partners is in the process of compilation.

Immediate Objective 2: By the end of the project, targeted families are gainfully employed.

An AP with MoLRM was signed in January 2009 for the provision of skill training until June 2010. Two further APs will be signed with NGOs for skill training for a period of 14 months soon. These APs are approximately seven months behind schedule. There has been no progress in the field towards this objective.

The eight NGO action programmes already operational do have a social mobilisation component, forming and strengthening local community organisations and this will improve the environment for the introduction of the skill training.

The project management expects to achieve the objective by the end of the project. The limited time between closing the APs and the end of the project may negatively affect the sustainability of the outcomes as there will be limited time available to support the skill-training graduates. It is recommended that the project management and the IPs review what can be done to improve the sustainability of these interventions at the end of the project.

Immediate Objective 3: By the end of the project, agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates.

Two APs have been signed with trade unions in January 2009 and they will run until February 2010. This is 11 months behind the planned programme. There have not yet been any field activities by these APs although the trade unions have already been active in the project areas promoting their membership and organising workers regarding minimum wages equal wages. It is likely that there has been progress towards the objective and the indicators. The project management expects to achieve the objective by April 2010 and this should be possible.

Immediate Objective 4: By the end of the project, an enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act – 2001 and Child Labour Prohibition Act – 1999.

There are four quite different outputs under this objective and they need to be discussed separately.

Output 4.1: *MOLR&M and MOL&TM supported to bring in necessary appropriate legislative measures and national plan of action for elimination of child bonded labour.*

An AP was signed with the MoLRM to work on the legislation output in January 2009 and this will last until June 2010. An AP is required with the Ministry of Labour and Transport Management (MoLTM) and this has not yet been prepared. The workplan in the MoLRM AP programmes the start of the legislative reform in November 2009. It is important that this is started as soon as possible so that as much progress is made as possible within the project. A number of stakeholders think it unlikely that this output will be completed within the project timeframe.

The Under Secretary of the MoLRM, at the Review Meeting, stated that the existing law on bonded labour covered all forms of bonded labour and that the issue was not the need to change the law but to implement it. If this is the GoN's interpretation (and it is not clearly held by all senior representatives) then the project should consider ways of reinforcing and extending this interpretation and ways to promote the implementation of the law. It could provide training and awareness on the provisions of the existing act at the central level. This kind of training is already included in the NGOs and the TUs APs at the village and at the district level.

As the provision of land may not be such an important issue for the rehabilitation of other forms of bonded labour it may be necessary to begin approaches to the MoLTM concerning this as the MoLRM is unlikely to have such a significant role.

Output 4.2: *Awareness raised among bonded labour and local organizations on (i) issues of child bonded labour, trafficking in children and child labour, (ii) provisions under the Kamaiya Labour Prohibition Act-2001 and Child Labour Prohibition & Regulation Act-1999*

This is being carried out by the eight NGO APs and will also be implemented by the two TU APs. The project reports that the project has been involved with the following local organisations:

Women groups	51
Youth groups	30
Children group	54
Haruwa/Charuwa concern committee	3
Kamaiya users groups	107
Child rights protection committee	9
CLMS committee	8
Badghar/Gururwa	(40 Badghar hhs, 60 Guruwa hhs)

This output is likely to be achieved by the project.

Output 4.3: *The capacity of Implementing Agencies (government, employers' and workers' unions), and NGOs/CBOs' network working on child bonded labour and bonded labour issues strengthened.*

This is being carried out by the project team with a significant impact and this is described in section 2.4.4.

Output 4.4: *Experiences on child bonded labour researched, documented and disseminated*

This will be the project team's responsibility and will be started near the end of the project.

2.4.2 Factors contributing to implementation delays

Timeline of critical events

The dates of critical events in the implementation of the project are as follows:

September 2006	Approval of the project by the donor, USDOL
February 2007	Approval of the project by Government of Nepal
March 2007	Regional planning workshops (decided on specific locations for the project implementation in the west)
May 2007	Approval from BBTF (needed prior to inviting AP proposals)
May 2007	Invitation for the submission of AP proposals
August 2007	Selection of eight partner organisations and workshop to refine proposals
August 2007	Revised proposal submitted by NGOs
September 2007	AP proposals submitted to BBTF
October 2007	AP proposals submitted to IPEC HQ
November 2007	APs approved by BBTF
January 2008	Eight APs for education and social mobilisation approved by IPEC HQ
July 2008	Baseline studies by IPs completed

Delays were experienced at the beginning of the project in obtaining formal approval for the project from the government of the Nepal and in the development of the first eight action programmes. The project implementation timeline planned for a six month preparatory period but in practice it took 14 months before the first APs were signed and activities in the field started. The most significant factors contributing to these delays were:

1. The political environment due to the elections for the Constituent Assembly that was planned for November 2007 and postponed to January 2008 and again to April 2008
2. Frequent changes in the personnel in the MoLRM
3. Regular strikes and other political disturbances in the Terai region. Extended strikes lasting up to 22 days at a time
4. The decision taken by the project that baseline information would be collected by the implementing partners as part of their AP rather than as a separate exercise while the APs were under preparation.
5. The request from the auditors to have a competitive bidding process for the award of action programmes.

The project management reports that these delays resulted in an overall delay in the commencement of the first APs of about nine months. As many of the other activities and action programmes were dependent on the results of the baseline survey for the identification of potential beneficiaries, the project management report that all the other activities have also been put back by nine months. However it looks as if the other activities have been delayed

by more than nine months as the baseline survey was carried out as an initial activity by the first APs rather than as a preparatory activity while the first APs were being developed. This discussion on the timeline of critical events raises some important points that lessons can be learnt from:

1. The presentation of the timing of APs in planning documents. The project implementation timeline in the project document does not clearly show the expected start dates and implementation periods of the APs working towards various activities and objectives. The information is shown for each activity but it is not clear where the division is between the responsibilities of the project staff team and the IPs. The project staff team clearly have preparatory and concluding responsibilities for many of the activities. It is therefore not possible from a review of the documents to know exactly how much delay there has been in the commencement of the APs and if there has been a change in the duration of the APs. Annex 6 presents a comparative analysis of the information available on this. With a project such as this one, with a clearly defined strategy and sequence of interventions, the project implementation timeline should show management activities for the preparation of APs and the expected start dates and durations of the APs.
2. The process used to collect the participants intake information or baseline data. The intake information was collected by the IPs for the education activities. The benefit of this was that relationships and an understanding of the communities could be developed during this process and that identified children could be enrolled in school while the process was still ongoing. It probably also resulted in better and more realistic identification of potential participants than if it was carried out by a separate organisation. The main disadvantage was that the baseline survey could not be started as an immediate activity at the beginning of the project and carried out while the main intervention APs were being prepared. Carrying out the baseline survey in this way probably delayed the implementation of most of the APs by about five months but provided for a better flow of interventions from the education APs.
3. The use of a competitive selection for implementing partners. It took eight months from calling for proposals to signing the agreements for them. It is reported that the competitive process for implementing partners (IP) selection extended the time required by about four months. The process appears to have been systematic and well organised and to have involved the ILO country office. Visits to the 12 short-listed organisations were made prior to the final selection of the eight successful NGOs. Some advantages and disadvantages of using a competitive process were identified.

Advantages of competitive bidding	Disadvantages of competitive bidding
<ul style="list-style-type: none"> • Transparent process • Other NGOs are not regularly approaching field offices for contracts • New implementing partners selected 	<ul style="list-style-type: none"> • Had to re-negotiate the costs • Harder to negotiate realistic costs than when developed through negotiation • Can be prepared by a consultant and does not reflect the organisations real ability • 40 proposals received and had to be appraised • Much time taken by staff for appraisal and selection process • Difficult to make changes in response to BBTF comments • Some partners with a good understanding of IPEC dropped

Advantages and disadvantages of using a competitive bidding process

4. The time taken to prepare and approve APs. This does not appear to be considered sufficiently in the project implementation timeline. Negotiations on the 2nd wave of APs started when the first ones were completed. These APs were negotiated with the MoLRM and the TUs and took from February 2008 to January 2009, (11 months) to prepare. The baseline survey was completed by partners in August 2008 and details on numbers of participants in these other APs could not be finalised until this was complete. The skill training and trade union APs commenced 28 months after project commencement.
5. The need for a realistic timeframe for starting these kinds of projects in Nepal. A simple analysis of the time taken to start three ILO/IPEC projects in the child labour sector in Nepal shows that it is unrealistic to expect field implementation to start in less than a year. This project allowed for a six month preparation period.

	TBP support project	SEBL-I	SECBL-II
Government approval	11 months	11 months	5 months
Completion of baseline survey	-	7 months	-
First APs approved	12 months	4 months	11 months
Total time to AP approval from start	23 months	22 months	16 months

Table showing the start-up time of three recent ILO/IPEC child labour projects.

Realistic project preparation periods need to be acknowledged in project planning so that implementation time is not regularly reduced to less than planned or optimum.

Implications of the delays

The project management is confident that all of the expected project outputs can be achieved in the revised timeframe. However some of those involved in the implementation and other important stakeholders are concerned that it is quite likely that achievement of some of these objectives will not be achieved fully or that there will be compromises to the quality and/or sustainability of the impacts. The main reasons for these concerns are:

- The project has suffered delays due to local and national political agitations and strikes and due to localised lawlessness. It is almost certain that these will continue during the remaining period of the project.
- Although it is dependent on how the information from the work plans are interpreted, the table in annex 6 makes it appear as if the planned duration of some of the activities to be implemented by the APs partners will have to be reduced to fit within the remaining timeframe.
- There will be a reduced phase out period between the end of the AP and the end of the project for some APs

Of greatest concern are the activities to achieve objective 2, skills training and gainful employment and the output on legislative reform in objective 4. The APs on legislation with government ministries could have been started much earlier as there was no need to wait for the baseline results, nor was a competitive bidding process required. The AP with the MoLRM contains two significant components; one on skill training and the other on legislative reform. IPEC guidelines state that the same IP should not normally have more than one AP current at any one time and therefore both parts of this AP were held up until the baseline information was available. It would have been helpful if a waiver had been requested in this situation.

2.4.3 Progress achieved to date in the target sectors and the target districts;

Achievements by outputs and objectives have been reported in section 2.4.1. The project has records of the main activities and outputs by district, disaggregated by gender, and these are included in annex 7.

2.4.4 Training and guidance provided to IPs by IPEC;

The project has provided the following training to the eight implementing organisations that started in January 2008:

- Four day initial briefing on child labour issues, withdrawal and prevention, baseline survey, database management, book keeping and technical and financial reporting
- Three day refresher on above
- Three days on child labour monitoring systems

These training have involved either two or three staff/members from each organisation and have had a very positive effect on the quality of implementation and reporting. The training has been supported by follow up visits. Further training is planned based on needs identified and is likely to include training on social mobilisation. With five new partners starting at this time there is an opportunity for further training and capacity building.

2.4.5 The current implementation challenges

The project review meeting identified challenges and discussed the reasons for them and what action is needed to address them. Two of the main challenges identified are discussed separately in this review report. They are the revision/implementation of the Kamaiya Prohibition Act and the difficulty of identifying and withdrawing the targeted number of children from bonded child labour. In addition the following challenges were also prioritised and discussed:

The sustainability of impact on children; what happens when the project is completed? The following suggestions were made in order to improve the sustainability of the impact on the children.

- Link with local government (DDC, VDC, Municipality...) for accessing resources
- Provision of seed money to institutionalise co-operatives in the settlements (Note: if this suggestion is implemented it would probably require funds from a donor other than USDOL)
- Media campaign to raise awareness
- Amendment of current laws (Kamaiya Labour Prohibition Act 2059) and its effective execution.
- Revise and re-define the role of the Labour Office

The lack of any support programme from the project for schools with a high intake of child bonded labourers. The discussion on the assumption relating to objective 1 in section 2.1.2 is also relevant here. Suggestions were made as follows:

- Revise the school improvement plan
- Quick impact programmes should be initiated by AP (ILO/IPEC)
- Mobilise government resources by improving co-ordination in the district level by AP and central level ILO/IPEC
- Project support could either be a contribution of materials towards small infrastructure development (toilet construction) or for activities with teachers to improve their awareness and motivation towards children either in CL or at risk of entering CL.

AP staff turnover.

There is quite a high turnover of staff in the APs, including the AP Coordinators. With the end of the insurgency many new development projects have started and there are many alternative employment prospects for capable staff.

2.4.6 Sustainability measures and processes

The project strategy for sustainability was discussed at the meeting between the project staff and the IPs. This demonstrated that there is an integrated strategy and that it is well understood by the implementers. A presentation based on this discussion was presented to the Review Meeting and the main points of this presentation and the ensuing suggestions were:

The strategies to sustain the benefits of the APs:

- Closely working with government agencies especially the DLRO and trade unions from the beginning of the project at local and national level
- All baseline information and other documents are being/will be shared with line agency of the Government to enhance the capacity of ex Kamaiya
- Capacity building of various social support structures
- Introduction of CLMS including child referral system
- Vocational skill and gainful employment as part of the project
- Linkage of project beneficiaries with other projects of IPs and other organisations for support in micro finance, income generation activities, membership in cooperatives, etc.
- Linking participants with service providers through stakeholders meetings
- Formation of cooperative are ongoing and provision of training to them for linkage with other projects of IPs
- Local NGOs are selected to carry out the project activities and all AP staff hired from local communities
- Stakeholders are aware of project activities from initial phase of the project and the process to make them aware of the exit strategy will be continued

Suggestions

- Make concerted efforts from the beginning of AP to incorporate the issue in development plans such as DDC periodic plan, village education plan, VDC plan etc.
- Lobbying and advocacy at local level and national level to address the bonded labour issue.
- Prepare and promote codes of conduct on child labour and bonded labour issues for businesses, NGOs and local government.
- Create local and national level pressure to include the issues of the bonded labour in up coming Constitution.

Discussion

The project has prepared a sustainability matrix and these concepts must have been well communicated in the partner training. One specific strategy that should be highlighted is the CLMS.

Community-based child labour monitoring systems (CLMS)

A significant tool that has been used by the project is the child labour monitoring system (CLMS) that equips and empowers local community groups to identify child labour in their community and to refer them and their family to an organisation that can provide assistance. The CLMS was not discussed under the section on project monitoring as it is primarily a system to enable local communities to identify children in work and refer them to appropriate services. It can then monitor the absence of child labour. The system does not try and

aggregate data and is not linked to the project DBMR and this separation increases its sustainability beyond the life of the project.

The Review Meeting identified CLMS as a potential good practice. The number and coverage of CLMS or other similar community-based CL monitoring systems are not included in the indicators and it is suggested that an additional indicator is added. It would also be useful to know the number of communities covered by CLMSs as a percentage of the working areas.

3 Lessons learned and potential good practices identified

3.1 Lessons learned

Realistic preparation period for projects

A realistic estimate for the time required to start field implementation for a child labour project in Nepal is at least 12 months. This allows for the time taken to obtain approval from the government and to prepare and obtain approval for APs. If this is included in the project timeline then it is less likely that this time is not taken out of the time planned for implementation. (see section 2.4.2)

Preparation of the baseline/intake information by the selected APs

There are clear benefits from using the education implementing partners to collect the baseline and intake information rather than carrying it out as a separate exercise. However this is likely to result in a delay in the implementation of field activities of about five months. If the baseline information is collected by the education IPs as part of their AP, then this is likely to delay the finalisation of other APs that are dependent on the survey findings. (see section 2.4.2)

Competitive selection process for IPs

Selection of the IPs through a competitive selection process probably took about four months longer in comparison with direct negotiation with selected organisations. The main advantages were the transparency of the process and the selection of effective partners that were new to ILO/IPEC. The main disadvantages were the time taken and the loss of partners who were familiar with ILO/IPEC objectives and processes. (see section 2.4.2)

Action Programmes on legislative reform

As legislative reform activities are not dependent on field-level start-up activities such as baseline studies, they can be scheduled to start early on in a project. This will increase the likelihood of success and if completed quickly are likely to provide an improved legislative environment for the remainder of project implementation.

3.2 Potential good practices identified

1. Baseline survey undertaken by the AP NGOs. (see section 2.4.2)
2. Data and beneficiary tracking system established and managed by each IP. (see section 2.4.2)
3. The provision of start-up training to the implementing NGOs. (see section 2.4.4)
4. Formation of community groups and their involvement in CL prevention and withdrawal. The development of CLMS in conjunction with the community groups. (see section 2.4.6)

4 Recommendations and suggestions for future work

Recommendations for project management

1. It is recommended that additional indicators be added to the PMP that are able to identify progress towards the ultimate expected impact of each of the immediate objectives and that these are reported on in the regular reports.
2. A specific indicator should be developed to assess the number and area coverage of CLMSs or other similar community-based CL monitoring systems
3. Every effort needs to be made to keep the implementation schedule from any further slippage
4. The project and the IPs promoting gainful employment (objective 2) should identify ways of providing effective support to skill graduates given the limited time between closing the APs and the end of the project.
5. Two activities under output 4.1 of objective 4 are particularly sensitive to delays and it is recommended that action towards these be started as soon as possible. These are:
 - Review of the National Plan of Action against Child Labour
 - Preparation of draft revisions to the Kamaiya Prohibition Act and the Child Labour Prohibition Act.
6. Implementing partners will re-assess the number of children that they can realistically withdraw from bonded labour within their target area. One estimate should be the number within the existing category and another should be the number in other forms of bonded labour. The project, in consultation with ILO/IPEC and USDOL, should then decide on revised categories of bonded labourers and revised target numbers for withdrawal.
7. As the project only provides education, social mobilisation and vocational training to (ex)bonded labourers it needs to build/maintain linkages with other service providers in the area so that there is an integrated approach to the rehabilitation of bonded labourers.
8. Look for ways to provide some support to schools which have a large intake of children due to the project activities
9. Consider increasing the support for family economic development for child withdrawal from Rs. 2,400
10. Review the required frequency and content of recording and reporting required by the partners and if possible reduced to allow greater attention to be given to implementation
11. Implement independent monitoring once a year to support PMT to verify the outputs and impacts
12. Ensure that field implementing partners are supported and monitored by the PMT making a visit to the implementation area at least once/month
13. Contact should be made with the Education Management information System staff in order to explore the possibility of including child labour-related information in their data collection
14. If an impact assessment is carried out at the end of the project a comparison should be made of the impact in Dhanusa, where the ILO Employment and Local Economic Development Project is active, and other districts, in order to see if there has been any significant changes on the rehabilitation of former bonded labourers and their children from the combination of these two projects.

Recommendations for USDOL and project management

15. Implement the agreed plan of action regarding the budget shortfall
 - The USDOL representative will make a request through DOL Washington for information from ILO/IPEC on the availability of any surplus funds for 2006 projects. It is expected that this information will be received by the end of March.
 - The project will work out what changes are needed to the activities and targets if the project has to be implemented within the existing budget. This is to be prepared by the NCTA by 1st April and submitted to USDOL for informal review.
 - A decision will be made on the course of action in April 2009

Recommendations for ILO Nepal and project management

16. Actively encourage the discussion on the interpretation of the Kamaiya Prohibition Act and find ways to promote its implementation.
17. As the MoLRM acknowledges that the Kamaiya Prohibition Act applies to all forms of bonded labour the project should advocate for its implementation for all forms of bonded labour
18. Make approaches to the MoLTM as the main government agency concerning labour, about the implementation of the Kamaiya Prohibition Act

Recommendations for ILO Nepal

19. For future projects it may be necessary to review the salary levels provided to AP Coordinators and other senior staff in APs.

Recommendations for IPEC and USDOL

20. IPEC and USDOL should review their policy regarding routing all communication through IPEC HQ to see if there would be any advantage to allowing direct communication between the projects and the USDOL representative

Recommendations for IPEC HQ

21. IPEC HQ should respond to the Secretary of the Ministry of Labour in Nepal concerning Nepal's request for support to for a comprehensive child labour project.
22. IPEC should consider having a more explicit 'management timeline' in their planning documentation that clearly shows when APs for specific objectives are expected to commence and their expected duration. Preparations for these APs could then commence at an appropriate time.

Annex 1: Terms of reference

**Final version: Basis
for contract
January 2009**



International Programme on the Elimination of Child Labour ILO/IPEC

Terms of Reference For An External Project Review

“Sustainable elimination of child bonded labour in Nepal – Phase II”

ILO Project Code	NEP/06/P50/USA
ILO Project Number	P.270.14.336.053
ILO Iris Code	100568
Country	Nepal
Duration	48 months
Starting Date	15 September 2006
Ending Date	15 September 2010
Project Locations	National level and selected districts
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	United States Department of Labor (USDOL)
Donor contribution	USDOL: US \$2,000,000

I. BACKGROUND AND JUSTIFICATION

1. The **International Programme on the Elimination of Child Labour (IPEC)** is a technical cooperation programme of the International Labour Organisation (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society - is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour, to remove child workers from hazardous work, and to provide them and their families with appropriate alternatives.
2. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents, as well as partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
3. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and an implementation plan that complements and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to gradually be introduced in various countries. The DWCP document in Nepal has been approved in July 2008 and is to run from 2008 to 2010.
http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_nepal.pdf
4. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the project should be analyzed.

Background to the project

5. The Government of Nepal abolished the Kamaiya system (a form of bonded labour in agriculture) in July 2000 through an enactment: The Kamaiya Labour Prohibition Act-2001. The Act defines "Kamaiya Labourers" as labourers who are forced to work either for free or for very low wages for creditors because of obligations to pay back loan and interest on the loan taken by (i) themselves and their families, (ii) their ancestors, or (iii) others on whose behalf the labourer has guaranteed the pay back of the loan and interest. Although the Act is named after one system of bonded labour (the Kamaiya system), it covers other forms of bonded labour such as Bhisabar (buffalo herder), Gaibar (cow herder), Chhekarabar (goat herder), Haruwa (tiller), Charuwa (herder), Hali (tiller), Gothalo (herder). The Government of Nepal has started initiatives to address the issue of bonded labour (Kamaiya system) in coordination with development agencies (including ILO-IPEC) in the western part of Nepal. It has yet to come up with appropriate programmes for the other forms of bonded labour mentioned above.

6. A study commissioned by ILO-IPEC revealed that the Haruwa/Charuwa system of bonded labour in the central and eastern Terai districts (Dhanusa, Siraha, Saptari) of Nepal is not very different from that of the Kamaiyas in the West and that families concerned face similar hardships and vulnerabilities.
7. The Government of Nepal's Time-Bound Programme towards the elimination of the Worst Forms of Child Labour has identified bonded labour in agriculture as one of the target seven worst forms of child labour to be eliminated by 2014. Within that TBP framework, ILO/IPEC began work on the issue of bonded labour in Nepal through its project "Sustainable Elimination of Child Bonded Labour" in September 2000 and through its project of support to the Nepal Time-Bound Programme. Through these projects and in coordination with the Government of Nepal and other development agencies the following results were noted⁴:
 - Land distribution for 90 to 99% of the targeted families
 - Significant reduction in the number of children working including reunion of 644 girl domestic workers (Kamalharis) with their families
 - School enrolment of almost 11,000 children (86% enrolment rate of 6-12 year old children and the majority of freed Kamaiyas was very positive towards children's education)
 - 63% of freed Kamaiyas receive the minimum wage (46% are aware of the bonded labour legislation and 32% of the minimum wage legislation)
 - Improved capacity of implementing agencies
8. In 2006, ILO-IPEC started a second phase of its bonded labour project in Nepal to ensure sustainability of the above achievements and to tackle the needs of additional children and families identified under the Kamaiya system as well as those under the Haruwa/Charuwa system.
9. The project was designed to work simultaneously with children, families and communities with appropriate direct action targeted to the beneficiaries and indirect action in the form of capacity building and advocacy for policy reforms. All the direct and indirect actions focus on issues of withdrawal, prevention and rehabilitation of child bonded labourers. The project has targeted 9,600 boys and girls through education and training, 3,400 families through gainful (self-) employment initiatives, 5000 adult men and women through unionisation and another 2000 women and men through adult literacy classes.
10. The project also aims to contribute to an enabling environment for effective implementation of the Kamaiya Labour Prohibition Act of 2001 and the Child Labour Protection Act of 1999. The project supports capacity building of relevant ministerial officials and partners, it provides assistance towards the harmonisation of the two Acts within the existing legal framework, and it aims at raising the awareness of civil society partners on the issue of child bonded labour and the provisions of the Kamaiya Labour Prohibition Act.
11. The project has the following four immediate objectives:

Immediate Objective 1: By the end of the project, children and adult members from the targeted families receive appropriate formal and non-formal education.

Immediate Objective 2: By the end of the project, targeted families are gainfully employed.

⁴ From Impact assessment and Final project evaluation report of the "Sustainable Elimination of Bonded Labour in Nepal Phase-1", August 2005.

Immediate Objective 3: By the end of the project, agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates.

Immediate Objective 4: By the end of the project, an enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act – 2001 and Child Labour Prohibition Act – 1999.

Background to the external project review

12. Based on ILO/IPEC and USDOL procedures a mid-term and final evaluation are required to take place in the project cycle. Following ILO/IPEC evaluation procedures a consultation process on the timing, scope and aspects to be addressed in the evaluation was started in the last quarter of 2008. Responses to the consultation process by key stakeholders and donor justified holding an external project review with key stakeholders at the end of 2008. Unforeseen delays in the project start-up phase, due to circumstances beyond its control such as changing political context, twice postponement of Constituent Assembly Election, Madhes Movement I and II and security situation, meant that a critical mass of activities had not yet been implemented for the mid-term evaluation to be of utility at the time of the officially scheduled Mid Term evaluation date. IPEC-DED proposed to stakeholders that rather than a mid-term evaluation, an external project review take place in November and December 2008 to address several issues including delay in the implementation of APs, progress till the date of review, problems encountered in project start-up and implementation, relevancy of project strategies and agreement amongst key stakeholders on actions to be taken regarding project operations and target and work plans including required changes to be made in achieving the objectives within the stipulated period of the Project.
13. The present Terms of Reference are based on inputs from key stakeholders received by IPEC-DED in the first round of consultations and issues that have been raised during the review of the progress report by donor and stakeholders for an external project review to address.

II. SCOPE AND PURPOSE OF MID-TERM PROJECT REVIEW

14. The scope of the review will be the IPEC Bonded Labour Project in Nepal as a whole.

The project review will focus on project management, institutional set up and implementation. The purpose of the review is to:

- To review the implementation of the IPEC project so far and consider any changes in strategy on the basis of emerging experiences.
- To examine current proposed activities and make an assessment of their potential contribution to the implementation of the strategy
- To review the existing institutional set up and implementation capacity
- To propose adjustments in the project where necessary

15. The results will be used by USDOL, IPEC HQ, and field staff to adjust strategies of the project.

III. SUGGESTED ASPECTS TO BE ADDRESSED

16. The following are the suggested aspects that can be identified at this point for the external review to address. These have been identified based on consultation with key stakeholders and prior analysis by the Design, Evaluation and Documentation (DED) section. Other aspects can be added as identified by the review consultant in accordance with given purpose and in consultation with DED. One of the tasks for consultants is to decide, which ones based on the evidence and findings available, are to most important aspects to address in meeting the purpose of the review.

- Assess how previous IPEC experience in Nepal was utilized by IPEC during the design phase and how it is being used during the implementation of the project;
- Reassess the project's original assumptions related to each of its Immediate Objectives (IO);
- Assess the relative appropriateness of the project's Indicators and Means of Measuring those indicators;
- Assess project progress to date in relation to targets set within the project document, the project work plan, and the Project Monitoring Plan (PMP);
- Assess the degree to which project management has effectively utilized tools such as the project work plan, PMP, and Strategic Programme Impact Framework (SPIF), to enhance strategic planning and target setting;
- Assess differences in the progress achieved to date in the various target sectors and the target districts;
- Assess the training and guidance that has been provided to implementing organizations by IPEC;
- Assess the management of information on child beneficiaries (DBMR, tracking) that is taking place both by the implementing agencies and the IPEC office;
- Assessment of capacity requirements in the project, both financial and human resources and at the different levels of national, district, sub-district and communities.
- Assess the extent to which monitoring and evaluation tools have been developed and the strategies in place for utilization
- Is the project work plan being implemented as planned? If not why not?
- What factors (external/internal) of the project's design might have contributed to project delays in the implementation of the APs?
- Is the strategy and approach of the project still relevant? How is the strategy being implemented and coordinated?
- What is the status of prevention and withdrawal of children from exploitative work?
- How have the Action Programmes that are being implemented contributed to the achievement of the immediate objectives?
- If necessary, how should the project reallocate resources or adjust activities in order to achieve its IOs? Are resources sufficient for the remaining project period?
- What were the measures that were adopted by the Project Management to overcome the problems caused by the delays in achieving the immediate objectives the Project?
- What are the current challenges that the Project is facing in the implementation of the project and what efforts are made to overcome these challenges?
- What are the measures and processes adopted by the Project to sustain eventual benefits of the Projects' activities? How effective has the project been in promoting local ownership? Has the idea of a phase-out strategy for the project been clearly articulated and progress made towards this goal?
- How is the administrative and technical support being provided to the Project Management by ILO Office in Nepal, IPEC HQ and Senior Child Labour Specialist at SRO-Delhi in the implementation of the Project activities?
- How has the Project linked with other ILOs' project in the districts?

IV. EXPECTED OUTPUTS OF REVIEW

17. The expected outcomes of the external project review are a background report, facilitation of the three meetings, and an external project review report. The report in draft form and in English should be presented to IPEC DED one week after the project review. After a methodological review by DED, the report will be circulated to all relevant stakeholders for their comments. The review consultant should consider the comments for the preparation of the final draft of the report.
18. The review report should not exceed 20 pages in length (excluding annexes). The structure of the report could follow the following outline:
 - a. Executive Summary with key findings, conclusions and recommendations
 - b. Background (including description of the project and review methodology)
 - c. Results from discussions on key issues associated with key questions
 - d. Conclusions/Key lessons learned
 - e. Recommendations and Suggestions for future work
 - f. Appropriate annexes including TOR
19. The report should include specific and detailed recommendations solidly based on the consultant's analysis of project review responses, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned from this project that could be replicated or should be avoided in the future, in the same or in other IPEC projects.
20. Ownership of data from the review rests jointly with ILO-IPEC and the consultants. The copyright of the review report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the review report in line with the original purpose and with appropriate acknowledgement.

V. PROPOSED REVIEW METHODOLOGY

21. The following is the suggested methodology for the external review. The methodology can be adjusted by the review team if considered necessary for the review process and in accordance with the scope and purpose of the review. This should be done in consultation with the Design, Evaluation and Documentation Section of ILO/IPEC.
22. An external consultant will serve as facilitator to guide the project review participants through a discussion of their experiences.
23. The project review should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy, the ILO-IPEC Guidelines and Notes, the UN System Evaluation Norms & Standards, and the OECD/DAC Evaluation Quality Standard

The following elements are the proposed methodology:

I. Document Review and internal scoping

24. The review consultant will review the project document, work plans, project monitoring plans, progress reports, and other documents (see table below) that were produced through the project. In addition, the review consultant will conduct electronic or telephone interviews with select internal and external participants. The review consultant

will receive a briefing by the project team and conduct an internal scoping exercise. Through the document review, briefing and the interviews, the facilitator will identify key issues for discussion during the project review.

25. A background report will be prepared by the review consultant. The content of the Background Report will include:
 - Achievements so far of the IPEC Project
 - Summary of the key findings based on suggested aspects to address
 - Issues for discussion at the review meeting
26. The review consultant will present the **Background Report** to the Stakeholder Review Meeting and will also develop a tentative proposed agenda for the stakeholder review meeting.

II. Stakeholder Project review meeting

27. The project review will be conducted with internal and external participation. Potential participants include the project management including the CTA, implementing partners, IPEC desk officers and technical specialists, donor representatives, representatives from worker and employer organizations, government officials, representatives from donor agencies, and direct beneficiaries. The facilitator will work together with project management and DED to ensure that the participants who can provide information to answer the review questions are invited to the project review meeting.
28. A rapporteur not associated with the project will be hired to take notes. Notes should be extensive and reflect the content of the discussion. Shortly after each activity, the team (facilitator and rapporteur) should summarize the information, the team's impressions, and implications of the information for the study. This will help ensure that the record is a valid representation of the discussion.
29. The project review will consist of a two-day meeting of the expanded management team, which will include representatives from ILO office in Nepal, Senior Child Labour Specialist SRO-Delhi, ILO-IPEC HQ, the donor and the government, as well as from employers' and workers' organizations, and other stakeholders including executive and staff members of the implementing agencies who will be present in the relevant sections of the meeting. The consultant will be responsible to act as facilitator, and will rely on the technical assistance of the Design, Evaluation and Documentation (DED) section. The project will identify the stakeholders and provide a list of participants for this meeting.

III. Follow-up Meeting with Internal Key Stakeholders (10 December 2008)

30. It is suggested to hold a half day follow-up meeting with internal key stakeholders with decision-making authority regarding budgets, work plan and changes that has been suggested by external review meeting. This will focus on the implication of the proposed adjustment in strategy and establish the possible changes in project components, work plans, project monitoring plans. The participants of this meeting will be:
 - ILO/IPEC Headquarters
 - Senior Child Labour Specialist
 - ILO Office Nepal
 - Project staff
 - Others as appropriate
31. A more detailed list of participants for the review meeting as well as for the follow-up meeting will be finalized with consultation between DED and the project.

IV. Review Report

32. Based on the background report and the inputs from the key stakeholders' discussions during the review and follow-up meetings, the review consultant will draft the review report. The draft report will be sent to IPEC-DED directly by the consultant. IPEC-DED will forward the external review report to stakeholders for their inputs/comments to the report. IPEC DED will consolidate the comments including methodological comments from DED and forward them to the consultant for consideration in finalizing the draft report.

33. The consultant will finalize the report, taking into consideration the stakeholder comments.

Composition of the review team

34. The project review will be carried out by a consultant with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/program frameworks or national plans. The facilitator should have an advanced degree in social sciences, economics or similar and specific training on evaluation theory and methods. Working experience on issues related to child labour, education and children's welfare will be essential. Full command of English as a working language will be required. The profile and responsibilities for the review consultant are found in the table below.

Project Review Facilitator	
Responsibility	Profile
<ul style="list-style-type: none"> • Review the project documents • Conduct interviews • Prepare a background report for discussion at the stakeholder meeting • Facilitate project review meetings • Draft the review report • Finalize the review report taking into consideration the comments of stakeholders 	<ul style="list-style-type: none"> • Extensive experience from facilitation stakeholder meetings • Good workshop process and consensus building skills • Development experience • Ability to write concisely in English • Experience and knowledge of evaluation, programme and project management ▪ Experience with work at policy level and in multi-sectoral and multi-partner environment, including networking

The following is the timetable of the review exercise:

Activity	Dates	Duration	Responsible
Briefing, desk review internal briefings, development of background paper and agenda for the meeting	February 12-18 In-country as of 16th	5 work days	Consultant with project & DED support
Stakeholder Review meeting	February 18-19	2 days	All key stakeholders as noted above
Follow-up meeting	February 20	1 day	Key stakeholders as noted above
Draft review report	February 23-27	5 days	Consultant
Circulate draft report to stakeholders & consolidate comments	February –March 2009	Two weeks to comments One week to consolidate comments	IPEC-DED
Finalize review report taking into views the consolidated comments	Late March 2009, upon receipt of comments	3 days	Consultant

Sources of information and Consultations/Meetings:

Sources of Information	
Available from IPEC HQ	Project documents ILO Guidelines on Evaluation as appropriate
Available at HQ and to be supplied by IPEC/DED	Project Documents of Phases I & II Progress reports/Status reports Evaluation reports from Phase I Other relevant documents

Consultations with (to be further identified by project management and IPEC HQ):

Project management
ILO/IPEC HQ
ILO IPEC Regional
Donor representatives
Partner agencies

35. Final Report Submission Procedure

- The following procedure is used:
- The review consultant will submit a draft review report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- IPEC DED will consolidate the comments and send these to the review consultant by date agreed between DED and the review consultant or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. RESOURCES AND MANAGEMENT

Resources

36. The following resources are required:

- Consultant fees for 16 work days
- Travel to Nepal and DSA as per ILO rules and regulations if applicable
- Costs associated with the project review meetings
- Rapporteur for 5 days of work to record the meeting and to prepare a report of the meetings

37. A detailed budget is available separately.

Management

38. The review consultant will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials and the ILO area office in Kathmandu will provide administrative and logistical support during the review process.

Annex 2: Evaluation matrix

Issues identified in the ToRs	Report section reference
1. Assess how previous IPEC experience in Nepal was utilized by IPEC during the design phase and how it is being used during the implementation of the project;	2.1.1
2. Reassess the project's original assumptions related to each of its Immediate Objectives (IO);	2.1.2
3. Assess the relative appropriateness of the project's Indicators and Means of Measuring those indicators;	2.1.3
4. Assess project progress to date in relation to targets set within the project document, the project work plan, and the Project Monitoring Plan (PMP);	2.4.1
5. Assess the degree to which project management has effectively utilized tools such as the project work plan, PMP, and Strategic Programme Impact Framework (SPIF), to enhance strategic planning and target setting;	2.,3.1
6. Assess differences in the progress achieved to date in the various target sectors and the target districts;	2.4.3
7. Assess the training and guidance that has been provided to implementing organizations by IPEC;	Annex 7 2.4.4
8. Assess the management of information on child beneficiaries (DBMR, tracking) that is taking place both by the implementing agencies and the IPEC office;	2.3.2
9. Assessment of capacity requirements in the project, both financial and human resources and at the different levels of national, district, sub-district and communities.	2.2.1
10. Assess the extent to which monitoring and evaluation tools have been developed and the strategies in place for utilization	2.3.3
11. Is the project work plan being implemented as planned? If not why not?	2.4.2
12. What factors (external/internal) of the project's design might have contributed to project delays in the implementation of the APs?	2.4.2
13. Is the strategy and approach of the project still relevant? How is the strategy being implemented and coordinated?	2.1.4
14. What is the status of prevention and withdrawal of children from exploitative work?	2.1.4 & 2.4.1
15. How have the Action Programmes that are being implemented contributed to the achievement of the immediate objectives?	2.4.1
16. If necessary, how should the project reallocate resources or adjust activities in order to achieve its IOs? Are resources sufficient for the remaining project period?	2.2.1
17. What were the measures that were adopted by the Project Management to overcome the problems caused by the delays in achieving the immediate objectives the Project?	2.4.2
18. What are the current challenges that the Project is facing in the implementation of the project and what efforts are made to overcome these challenges?	2.4.5
19. What are the measures and processes adopted by the Project to sustain eventual benefits of the Projects' activities? How effective has the project been in promoting local ownership? Has the idea of a phase-out strategy for the project been clearly articulated and progress made towards this goal?	2.4.6
20. How is the administrative and technical support being provided to the Project Management by ILO Office in Nepal, IPEC HQ and Senior Child Labour Specialist at SRO-Delhi in the implementation of the Project activities?	2.2.2
21. How has the Project linked with other ILOs' project in the districts?	2.2.3

Annex 3: Documents reviewed

Community Self Reliance Centre 2006; A study on Haliya/Haruwa and Charuwa: forms, determinants and complexities

Inficare; IPEC database system

IPEC/SECBL-II, 2007, Proceedings of regional consultative planning workshops, Dhangadi (23 March 2007), Nepalgunj (25 March 2007) and Janakpur (30 March 2007)

IPEC/SECBL-II, 2008, Proceeding of orientation and training on project, baseline, monitoring and reporting including financial procedures, 12-14 February 2008

IPEC/SECBL-II, 2008; Proceedings of training on child labour monitoring system (CLMS) in Nepalgunj (11-13 November 2008) and Janakpur (November 2008)

Mission reports of project staff, country director and sub-regional child labour specialist

IPEC/SECBL-II, 2007, 08; Technical progress reports and status reports

IPEC/SECBL-II, 2008: Monitoring and evaluation system for SECBL-II

ILO/IPEC, 2006; Project document for SECBL-II

Annex 4: People and organisations consulted

Ministry of Land Reform and Management

Mr Dhruva Sharma, Coordinator, Freed Kamaiya Unit

Mr Ragunath Adhikary, Under Secretary

Donor representative

Ms Angela Peltzer, ILAB, US Department of Labor

Project staff

Mr Uddhav Raj Paudyal, National CTA, SECBL-II

Mr. Madan Raj Joshi, Sr. Project Assistant

Mr. Raju Khanal, Sr. Project Assistant

Mr. Krishna Lama, Finance Assistant

Mr. Hirendra Lal Karna, Project Assistant

Other ILO staff

Mr Shengjie Li, Director, ILO Nepal

Mrs Sherin Khan, Regional Child Labour Specialist, Delhi

Mrs Naomi Asukai, DED, Geneva (by phone)

Participants in preparatory Review Meeting with IPs on 18th February 2009, Kathmandu

Name	Designation	Organization
Bhesh Bahadur Chaudhary	Action Programme Coordinator	UNYC
Ram Autar Sah	Action Programme Coordinator	SCDC, Siraha
Ramakanta Chaudhary	Action Programme Coordinator	SCDC Saptari
Babita Dahal	Action Programme Coordinator	Aasaman Nepal
Mahesh Lekhak	Action Programme Coordinator	RUWDUC
Bishnu Pd Dhungana	Action Programme Coordinator	AFHA
Birendra Bdr Bom	Action Programme Coordinator	CCS
Krishna Raj Joshi	Action Programme Coordinator	RADAR
Prem Bdr Tharu	Chirperson	UNYC
Purna Chandra Upadhaya	Chirperson	AFHA
Keith Fisher	International Consultant	Free Lancer
Narad Psd Sharma	National Consultant	Free Lancer
Angie Peltzer	Officer	USDOL
Sherin Khan	Sr. Child Labour Specialist	ILO/SRO-New Delhi
Uddhav Raj Poudyal	NCTA	ILO/IPEC, Nepal
Madan Raj Joshi	SPA	ILO/IPEC, Nepal
Raju Khanal	SPA	ILO/IPEC, Nepal
Krishna Lama	FA	ILO/IPEC, Nepal
Hirendra Lal Karna	PA	ILO/IPEC, Nepal
Rum Bahadur Gurung	AA	ILO/IPEC, Nepal

Participants in the project Review Meeting on 19th February 2009 in addition to the participants on 18th February

Name	Designation	Organization
Bhesh Bahadur Chaudhary	APC	UNYC
Ram Autar Sah	APC	SCDC, Siraha
Ramakanta Chaudhary	APC	SCDC Saptari
Babita Dahal	APC	Aasaman
Mahesh Lekhak	APC	RUWDUC
Bishnu Pd Dhungana	APC	AFHA
Birendra Bdr Bom	APC	CCS
Krishna Raj Joshi	APC	RADAR
Prem Bdr Tharu	Chirperson	UNYC
Purna Chandra Upadhaya	Chirperson	AFHA
Birendra Narayan Mallik	DLRO	Banke
Ram Narayan Chaudhary	Vice President	SCDC Saptari
Shyam Babu Shrestha	Vice President	SCDC, Siraha
Bhim Bahadur Chand	DLRO	Kailali
Shankar Bahadur Bista	DLRO	Kanchanpur
Dinesh Raj Bhandari	Secretary General	CCS, Kailali
Rajendra Prasad Poudel	DLRO	Dang
Mr. Krishna Raj Adhikari	Joint Secretary	MOLRM
Raghunath Adhikari	Under Secretary	MOLRM
T.P. Khanal	Executive Member	NTUC-I
Shankar Prasad Bhetawal	DLRO	Bardiya
Belimaya Ghale	CWWDM	GEFONT
Bal Ram Khatri	Secretary	GEFONT
Devendra K.C.	Chairperson	RADAR
Ms. Pinky Singh Rana	General Secretary	RUWDUC
Durga Bahadur Shrestha	Chairperson	Aasaman Nepal
Radha Kant Deo	Vice President	NTUC-I
Shengjie Li	Director	ILO
Saloman Rajbanshi	PO	ILO

Annex 5: Proceedings of project review meetings;

Meeting with implementing partners and project staff (18th Feb. 2009)

Issues for IPs

1. *What is the process used for social mobilisation of (ex)bonded labourers and what are the challenges to achieving this effectively? What are the possible areas of improvement?*

Eastern Group of IPs

Process

- Identify H/C in project site
- Id of positive leaders
- Formation of social support structure i.e. child rights protection forum (CRPF), H/C concern groups, women groups, youth groups, child groups, PLA management committee
- Capacity building of social structure i.e. CRC training, 5NN (non-negotiable principle) training to groups to support 5NN, institutional development of groups, training leadership, training etc
- Awareness raising activities, i.e. cycle rally, video shows, street drama, FM broadcasting, day celebration, home visits
- Conduct regular meeting of different groups
- Participation of groups in selection and conduction of OSP and PLA
- Orientation to CRPF on CLMS module

Challenges

- Regular strike in region. Still in conflict
- Less participation due to extreme poverty of H/C family
- Not inclusion of hardcore poor family in AP. Demanding to be included
- School ignores AP staff due to lack of school support program. Why should they be involved if they get no assistance? Consider some support from the project. Also teach teachers 5NN (non-negotiable principles).
- Less support for withdrawn children. Only 2,400 Rs.. Difficult to motivate the family as the children are contributing to income.
- Lack of long-term support from AP for child labour
- Lack of capacity building of AP staff
- Lack of institutional development of group to sustain the AP activities. So that these groups can continue

Areas of improvements

- Hardcore poor family should be included in AP
- School support programme should be included in AP (child friendly environment)
- Increase the support for child bonded labour/withdrawal family
- Long term plan should be focused to complete the removal of CL
- NGOS should be included for IG support programme
- Need capacity building of AP staff

Western Group of IPs

Process

- Group formation of ex-Kamaiya user group
- Child groups
- Women groups
- Mixed group
- CLMS
- Awareness of rights

Challenges

- Scattered settlement
- DLRO has provided land, recognised as beneficiary but not in baseline survey. Project is for 2nd lot of identified kamaiyas. Others have been since identified and also other Ks who have needs.

Areas of improvement

- Provide support to the other K families
- Extra budget needed for development and school improvement

Discussion

Drop out of children from school due to child marriage

Very poor Kamaiyas, Haruwa and Charuwa are unable to participate in the activities due to need to work.

IPs are facing difficulty because other organisations are providing a higher level of support to Kamaiyas.

Support for schools need not be infrastructure. It could also be training to teachers or other ways that would improve the quality of education.

2. *What capacity building support has been provided to partners by the project, what has been the impact of this, and what else is needed to assist the partners to implement their APs effectively?*

- Initial trg 4 days, follow up trg 3 days, CLMS trg 3 days. Usually 3 participants from each organisation
- Database, book-keeping, accounts
- Refresher training for book keeping and database
- Report writing
- Observation suggestion
- Field visit by Director, officials of ILO
- CLMS trg.

Further Needs:

- Exposure visit
- M&E
- Reporting format

Training impact:

- Database has been collected and documented
- Record keeping process and accounting became easier
- Database became useful for other agencies
- Database system replicated for Kosi flood recovery and funding received
- Good documentation

- Maintain transparency in IPs
- Media mobilised (learnt about this in training)
- IPs developed child protection mechanism
- Capacity of board members as they are involved from the beginning of the project

Suggestion

IPs should have an exposure visit to successful child labour withdrawal projects/areas
Additional training and coaching needed where there has been staff turnover in IPs

3. *What is the process that the partners use to monitor the participation and the status of beneficiaries? How is this recorded and submitted to the project? What are the possible areas of improvement?*

Monitoring Process:

- Formation of district programme advisory committee
- Community based monitoring by social groups
- Joint monitoring visit through monitoring committee of organisation.
- Monthly and quarterly programme sharing
- Joint monthly meeting of eastern NGOs
- Regular field visit of APC
- DBMS info collected every 3 months: Can this information requirement be reduced?
- Midterm report preparation
- Monthly and quarterly monitoring report/format

How recorded and submitted:

- Documented field visit report, meeting minutes
- Prepare activity report
- Tracking reports submitted to IPEC
- Sharing meeting in different agencies
- Prepared monthly action plan and implement accordingly
- PLA/OSP monthly monitoring report
- Collection of case study and photographs

Further improvement:

- Documentation trg for NGOs AP staff by ILO/IPEC
- Exposure visits to AP staff abroad
- Data is analysed by the project and feedback given to the partners. It may be better if the partners do their own analysis also.

Issues for Project staff

4. *For each objective, what is the delay in starting compared to the project document, what are the reasons for the delay, what are the consequences and what ways are there to reduce any negative consequences?*

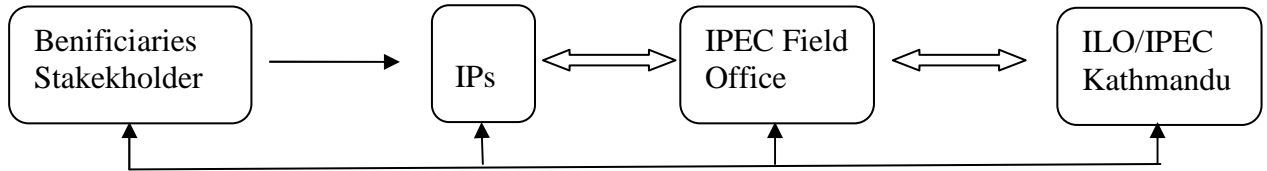
Objectives	Delay Factors	Reasons	Consequences	Ways to reduce consequences
1. Education and Social Mobilisation	<ul style="list-style-type: none"> Approval process from government Bidding and authorisation process Socio-political factor APs prepared by IPs by their own resources, therefore took time 	<ul style="list-style-type: none"> Taken 4 months Taken 7 months (total delayed 9 months) Ongoing Terai/Madhesh movements Frequent strikes CA election 	<ul style="list-style-type: none"> Delayed 9 months Limited time for effective mainstreaming into formal school Baseline survey and identification of children for mainstreaming Limited time for social mobilisation 	<ul style="list-style-type: none"> Identified children from baseline forms without analysis & database software Community meeting to re-confirm identified children Orientation to IPs on mitigation of consequences Due to delay APs for 24 months instead of 18 months Home visit / rally
2. Gainful employment	<ul style="list-style-type: none"> Baseline analysis of information including identification of beneficiaries Formation and mobilisation of SSA Delayed in implementing PLA and OSP 	<ul style="list-style-type: none"> Local contribution of IPs Scattered target group Time taken for social mobilisation, reconfirmation of target groups 	<ul style="list-style-type: none"> Delayed implementation by 7 months 	<ul style="list-style-type: none"> Designed APs for 14 Months Selection & identification of IPs working at local level with employment exposure Build capacity of social support structures Initiated collaboration with MFIs/ILO and other project employers Basic information is already in place for immediate interventions
3. Unionisation and minimum wages	<ul style="list-style-type: none"> As per plan implementation 11 months delay 	<ul style="list-style-type: none"> Same as IO 1 	<ul style="list-style-type: none"> Delayed by 11 months Quality/sustainability Structure mechanism and capacity building 	<ul style="list-style-type: none"> Duration of APs extended by 4 months APs have provision of capacity building
4. Enabling environment	<ul style="list-style-type: none"> As of IO.1 Government program Lack of govt. commitment Low expectation that the gov. would act on this 	<ul style="list-style-type: none"> Same as IO.1 	<ul style="list-style-type: none"> Immediate policy change could not be achieved 	<ul style="list-style-type: none"> Awareness related components included in APs with NGOs and Trade Unions Lobbying with govt. In collaboration with SSS to incorporate issues in interim plan constitution and resource allocation

Notes:

- Objectives are sequential; therefore delays are passed on to the other objectives
- TUs are already active in the area even without the AP. I.e. for Haruwa and Charuwa struck for 17 days. At the end TU reps, project staff, landlords, H/C came together and agreed 6KG and Rs. 80/day.

5. *What is the process that the project management uses to monitor project progress and to manage information on beneficiaries? What are the possible areas of improvement?*

Monitoring Process:



- Review documents /reports submitted by IPs
 1. Monthly snapshot report
 2. Quarterly TPR
 3. Midterm reports
 4. Training/orientation report
 5. Meeting minutes
 6. Final output report
 7. Telephone and email conversation/feedback sharing
- Field missions and random verification of beneficiaries as per intake forms data-base
- Attend and facilitate training programmes
- Interact with direct beneficiaries and stakeholders
- Attend in district stakeholders meeting/co-ordination meeting
- Photographs and news clippings
- Review baseline survey information and tracking system
- Direct observation
- Review of secondary information Update and compile information for TPR SR and other reports

Areas of improvement

- Reduce reporting formats and information. AP staff are overloaded – AP and PMT need to work out what is needed. Much info is mandatory.
- Collect few proxy indicators
- Have independent monitoring information once a year to support PMT to verify and organise impacts (this was removed from the budget of the project)
- Focus on impact monitoring (rather than output monitoring) by providing trg to partners. Organise trg and selection of indicators

Issues for mixed groups

6. *Briefly describe the process for selecting implementing partners. What are the advantages and disadvantages (for ILO and for NGOs) of using a bidding process? What are the possible areas of improvement?*

Selection Process:

- Invitation of proposals
- Proposals submitted by NGOs
- Cross checked by ILO on capacity and resume of NGOs board and staff
- 12 NGOs Shortlisted out of 40 NGOs
- Interaction with shortlist
- Revision of strategy, budget, activities and MOU
- Finalise the action programmes
- Agreement between ILO and implementing agencies

- Press release by ILO

Advantages of the bidding process:

- Prepared a proposal themselves, then shown their weaknesses and how to improve it. This was a good practice
- Confidence built up as they were selected
- Grant increase to IPs
- Working VDCs and target increased
- Co-ordination and linkage developed with stakeholders, Trade Unions and other org.
- Organisational development of IPs
- Transparent process and other NGOs do not come to the project asking for contracts
- The types of partner now are different. These are more local. Should continue with these kinds of organisations for the next phase.

Disadvantages:

- Taken more time
- High publicity

Areas of Improvement:

- Support regularly to the selected NGOs
- As per the demand of community, modify the programme budget
- The extra time taken and losing the expertise of old partners is a large disadvantage for ILO

7. *What is the strategy of the project to sustain the benefits of the project's activities? What is the strategy for phasing out the project inputs and how aware are different stakeholders of this strategy? What suggestions are there to improve it?*

The presentation will be revised and resubmitted the next day to the full review meeting.

Discussion;

- Capacity building of various social support structures
- Introduction of CLMS including referral systems
- Vocational skill and employment
- Close work with govt. and Trade Unions
- Cooperatives are being formed and providing trg
- Working on behalf of DLROs

Suggestions

- Lobbying
- Create local and national level pressures to include the issues
- Who has referred to the DLRO for skill development and fund? Only available in W area. Kailali has linked with 17 people
- ILO should require partners to sign a code of conduct to not employ child labour. 5 of the 8 partners have their own code of conduct already

8. *What are the difficulties in achieving the overall project target for withdrawal of child bonded labour? (original target 3,000. Target based on baseline survey 2,400. Achievement to date 23%). What are the reasons for this? How should the partners and project respond to this situation?*

Difficulties

- High expectation from withdrawal children

- Families reluctant to give real information on CL

Reasons

- Migration
- Movement against CL
- Increased level of awareness towards the control of CL. Therefore reduction in numbers
- Missing children, Delay of baseline

Response

- Include other forms of CL in AP i.e. landless, previously identified Kamaiya, agriculture CL
- East, BL form is limited number within the same VDCs.
- Suggest releasing all CL within the area and that this would have a good effect.
- Reduction is strong in the west. Not so much in the east.
- The 2,400 included children in brick kilns and trafficking
- Even this reduced target is not possible
- Saptari, cannot meet the target even if all are included
- If include any bonded CL can you meet the target?
- Saptari. No
- Dang No. Many in India

Conclusion. This issue will be discussed again tomorrow and the partners should assess if they are able to meet the targets for withdrawal of bonded child labour.

External Project Review Workshop
(19th Feb. 2009)

Group work for exploring the project achievements and good practices

Groups	Achievements	Good Practices
1. Kanchanpur	<ul style="list-style-type: none"> • Awared on own rights and responsibilities • 39 User groups formed and strengthened • Strong Co-ordination and media mobilisation • 398 children mainstreamed to school through 92 OSP classes • 92 children have been withdrawn (46% of target) • Effective joint monitoring 	<ul style="list-style-type: none"> • Co-ordination • Prepared five action plan of ex-Kamaiyas • DLRO supported for vocational training to e-K on recommendation of IP
2. Banke	<ul style="list-style-type: none"> • School enrolment 240 • Base-line survey of 600 hhs • Total prevention-254 • CLMS -10 committees • Withdrawan-29 children 	<ul style="list-style-type: none"> • Regular joint monitoring with DLRO, DEO, DDC, DCWB and other stakeholders • Joint meeting under DCWB • Poster publication in co-ordination with DDC, AFHA, ILO, BASE, UNYC,HR alliance and others..

Groups	Achievements	Good Practices
3. Saptari	<ul style="list-style-type: none"> • 57 community groups formed and capacitated and mobilised for prevention and withdrawal of CL • CRPF involved in social mobilisation • 240 children are regularly going to school • 277 children joined the school • 439 beneficiaries participating in the PLA class • Joint monitoring of child labour is being done 	<ul style="list-style-type: none"> • CRPF/HC concern group are taking initiation in programme activities of identification and mainstreaming the CL • Software based data tracking system practiced • Community/district based monitoring system is established
4. Kailali	<ul style="list-style-type: none"> • Finalisation of base-line data collection • 760 children has school enrolled (66.33%) • 90 PLA and 10 OSP classes running • 10 episode of radio broadcasted • One CLMS has formed • 60 social support groups formed 	<ul style="list-style-type: none"> • Programme is tackling the issues of ex-Kamaiya • Local community mobilised for CL monitoring • Computer based data – base developed and implemented
5. Bardiya	<ul style="list-style-type: none"> • Public awareness increased • Increasing the rate of school enrolment • Practiced the equal minimum wages • Reduced the number of child bonded labour • Practiced not to keeping child labour 	<ul style="list-style-type: none"> • Community itself is monitoring the child labourers
6. Siraha	<ul style="list-style-type: none"> • Formed and mobilised different groups for social mobilisation • Capacity developed on CRC, leadership and group management (street drama, day celebration FM etc.) • Awareness raised to target groups • Withdrawn and prevention of child labour of 5-18 years old (withdrawan-41, Prevention-363) • Conducting NFE classes (OSP-178, PLA-404) 	<ul style="list-style-type: none"> • Regular co-ordination and linkage established • Programme monitoring by district monitoring team • Published the pamphlets
7. Dang	<ul style="list-style-type: none"> • FM radio broadcasting • Street drama-Social Mobilisation • 282 children prevented (boys-153, girls-129) • 32 children withdrawn (boys-18, girls-14) • 20 child clubs formed, 1 OSP centres 	<ul style="list-style-type: none"> • Declared Dang as the child labour free district • News, print and media mobilisation
8. Dhanusha	<ul style="list-style-type: none"> • Run school enrolment campaign • School mainstreaming -189 • OSP class-176 • Prevention-365 • Withdrawan-15 	<ul style="list-style-type: none"> • 10 children were withdrawn by community people from India • VDC is supporting well • Good co-ordination and linkages established • Prepared CLMS model • Enrolment campaign run • Govt. Staffs are actively supporting AP • Trade Unions and labour offices are jointly working with NGOs • CRPF are clear on the CLMS model

Group work for exploring Challenge/constraints:

Groups	Challenges/Constraints
1. Kailali-Dhanusha	<ul style="list-style-type: none"> • High target and less support (withdrawal rehabilitation) • Difficulty in participating in the vocational training (low income, lack of appropriate training, different policies of different Organisation) • Less capacity building programme for the project staffs (exposure visits, sharing meetings, trainings) • Needs capacity building training • No school support programme
2. Banke-Saptari	<ul style="list-style-type: none"> • Lack of co-ordination and integration among implementing agencies • Given different names for same children • Frequent movement of identified families • No priority by local governments • Still conflict in Terai area • Pressure by non-beneficiaries • Frequent movement of children • Absence of long term support for the withdrawn children
3. Bardiya-Siraha	<ul style="list-style-type: none"> • Regular strikes • Child labour act still not implemented • Children again reback in work • Children do not return back from employment due to facility (schooling and fooding) • Lack of AP planning in future (what happens after project phase out ?)
4. Kanchanpur-Dhanusha	<ul style="list-style-type: none"> • High expectation of beneficiaries from programme • Personal threats to programme staff • What is future of child (responsibility of donor org.?) • Lack of school support leading to strained relation • Lack of resources

Group work for challenge analysis:

1. Kannchanpur-Dang Group

Challenge identified: What will happen to the children after the project finishes?
Sustainability of impact on children.

Reasons:

- Lack of linkages
- Insufficient economic support to beneficiaries
- Lack of watch dog mechanism
- Weak system of execution of laws
- Lack/insufficient logistic support

Suggestions:

- Link with local government (DDC, VDC, Municipality...) for accessing resources
- Provision of seed money to institutionalise co-operatives in the settlements
- Media campaign
- Amendment of current laws (Kamaiya Labour Prohibition Act 2059) and its effective execution.

Suggestions from the floor:

- After the project period, the role of supporting the withdrawal children should be handed over to the local govt. agencies like VDC, DDC, and Municipality

- The role of labour office in the informal sector seems very inactive and irresponsible, therefore the role of labour office should be revised and redefined.(AFHA Chairperson)

2. Kailali-Dhanusha Group

Challenge: Lack of support programme for school with a high intake of child bonded labourers.

Reasons:

3. Lack of sufficient teachers in school
- Lack of class rooms and furniture
 - Lack of basic facilities (drinking water, toilets etc.)

Suggestions:

- Support fund to per child should be doubled (2,400 should be doubled)
- School improvement plan should be revised
- Quick impact programmes must be initiated by AP (ILO/IPEC)
- Mobilised government resources by improving co-ordination in district level by APC and central level ILO/IPEC

One of the participants suggested that there should be the provision of providing scholarship to the withdrawal children. Because, there is the provision of scholarship to the Dalit students, why are they not getting the scholarship ?

3. Siraha-Bardiya Group

Challenges identified: Difficulties to achieve the project targets for the withdrawal of child bonded labourers

The reasons for this situation

- Increased awareness among community towards the bonded labour (could not be found)
- EFA contributed to prevent Child Labour
- Pattern of livelihood has been changed
- Developed economically/socially
- Fragmentation of land means a reduction in the land holding of landlords

How to respond this situation?

- By reducing the target
- By including the Freed Kamaiya/hardcore poor families in Action Programme
- By expanding the working area (may be in urban area also)

Suggestion:

- It is concluded that within four weeks all partners will revisit their base line survey and get information of child labour of other communities. Then they will revise their target including other bonded child labourers in the current working VDCs. After getting this information the project will revise the target.

4. Banke –Saptari Group

Kamaiya Prohibition Act

How does the Kamaiya Prohibition Act contribute to the sustainable elimination of child bonded labour?

- Kamaiya and child labour prohibition act creates the situation of punishment on non-acceptance or non-compliance of the law
- Increased awareness through advocacy on the part of bonded child labour on local level by NGOs, Trade Unions, Civil Societies, and User's Groups etc.

Suggest issues to be reviewed in order to make the Kamaiya Prohibition Act more effective in its contribution to the sustainable elimination of child bonded labour?

- Need to develop regulation of both acts as soon as possible
- Need to make provision of compulsory data recording in VDCs, Municipalities and DDCs
- Both Acts should be strictly implemented

What should be the project's role in this?.

- Set target clearly
- Lobbying and advocacy
- Take intervention when and where as necessary
- Follow-up
- Evaluation and monitoring
- Periodic review
- Impact assessment

Presentation and discussion of programme strategy for sustainability

(PowerPoint presentation):

What is the strategy of the project to sustain the benefits of the project's activities? what is the strategy for phasing out the project inputs and how aware are different stakeholders of this strategy ? What suggestions are there to improve it?

Some strategies to sustain the benefits of APs:

- Capacity building of various social support structures
- Introduction of CLMS including referral system
- Vocational skill and gainful employment as part of the project
- Closely working with government agencies and trade unions from the beginning of the project at local and national level
- Linkage of Project beneficiaries with other project of IPs such as Micro Finance, Income generation activities, membership in cooperatives, Grameen Bank etc.
- Formation of cooperative are ongoing and provision of training to them for linkage with other projects of IPs
- Local NGOs are selected to carry out the project activities and all AP staff hired from local communities
- Five year plan along with Constitutions are ready for registration in the DLRO.

Some Key strategies of Phase-out Project

- All baseline information and other document are being/will be shared with line agency of the Govt. to enhance the capacity of ex Kamaiya
- Stakeholders are aware of project activities from initial phase of the project and the process to make them aware about exit strategy will be continued, so it is easy to clarify and phase-out.
- We are working very closely with DLRO. Our previous stakeholders meeting also linked with different IG activities which shows safe exit of the project,

Suggestions

- Lobbying and advocacy at local level and national level to address the bonded labour issue.
- Make concerted efforts from the beginning of AP to incorporate the issue in development plans such as DDC periodic plan, village education plan, VDC plan etc.
- Prepare and promote the codes of conduct on child labour and bonded labour issues.
- Create local and national level pressure to include the issues of the bonded labour in up coming Constitution.

Discussion and suggestions from the floor:

- ILO should provide long term support to the children
- DDC also should give focus on this issue
- There should be the certain norms for the mobilisation of unspent budget in DLRO for seed capital to support Kamaiyas in business. Either this should be distributed to the ex-Kamaiya or deposited as the national revenue (suggested by one DLRO)There should be certain rules and regulations of monitoring the child labour as code of conduct may not be sufficient; as it could be followed or not. Because, those who are talking about the child labour are keeping child labour in own home (AFHA chairperson)
- Kamaiya Prohibition Act covers all kinds of bonded labour. But problem is that is has not been implemented properly. The act also should be amended. Kamaiyas and Haruwa/Charuwas are not the same kinds of bonded labour.Main reason for being bonded labour is poverty, therefore poverty should be eliminated first. Programmes of different organisations for ex-Kamaiyas have been duplicated, duplication should be strictly reduced. Some sort of co-ordination and monitoring mechanism should be legally formed to monitor the duplication and programme impact. This programme should be extended in other areas also. (Ragunath Adhikari- Under Secretary, MoLR&M)

Good practices identified

1. Joint monitoring between DLRO, NGO partner, DEO, DCWB, DDC, TU and ...

What makes it successful?

- IP invite the joint monitoring meeting
- Formed the District Programme Advisory Committee (DPAC) in Siraha which monitors jointly
- Involved the media person and trade union activists
- Openness and trust building behaviour of IPs and project staff
- Follow compulsory social audit
- It is the mandatory part of the Action Programme (When I visited one of the village of Dhanusha with the members of joint monitoring team, villagers became very happy and said that nobody came there in the village and listen to them- Uddhav Paudyel)
- Joint monitoring has been possible due to the 'Common Target Group' of all stakeholders from their service point of view. For example a child is the target of other stakeholders from education, child labour, health point of view. Concerned stakeholder become happy to join in one team to achieve own particular missions; which made it more effective.
- The education department (DEO) carries out monitoring of children in school and collects a lot of the same data that the beneficiary monitoring collects. Coordination should be explored.

How to make the joint monitoring more effective in future?

- Well planned strategy should be developed and implemented
- The members of the trade unions should compulsorily be involved in the joint monitoring team
- Date and time for joint monitoring should be fixed by pre-consultation to all stakeholders

2. Formation of community groups and their involvement in CL prevention and withdrawal and in CLMS

How it can be successful?

- Community people were informed about the worse forms of bonded child labour and its implications to them
- The social structures were provided capacity building support. It created a kind of common concern in the community. People understood about the problem/seriousness of child bonded labour
- Partners have been self-sensitised and self-motivated and involved in the campaign for elimination of bonded child labour
- Awareness raised in the community
- Keeping the child labour became a issue of self-dignity and social prestige for some elite people and landlords. Due to the fear of being dominated and insulted, they are denying to keep the child labour
- Participating in the community groups
- Due to the non-negotiable principle of Asaman Nepal, it has created a good campaign in the field of reducing child labour
- Making good community based mechanism for hating child labour
- Due to intensive community monitoring system

3. Computer-based baseline data and beneficiary tracking system established

How it can be successful ?

- ILOs data keeping system
- Institutionalised tracking system

Suggestions:

- The data base should be also qualitative rather than keeping only the quantitative information. As per our experiences, we have drafted many formats which focus on qualitative and quantitative database, like 'Social and Gender Audit'. (Pinky Singh Rana, RUDUC)

Discussion and suggestion from the floor regarding assumptions:

Objective 1: By the end of the project, children and adults from the targeted families receive appropriate formal and non-formal education

Assumptions:

- EFA programme adequately addresses the issues of overcrowding and lack of class rooms, teachers in the Project districts
- There are sufficient schools and physical facilities to support additional students, particularly in Bardia and Kailali districts

What is the situation?

- There are a few schools with large class numbers but generally the situation is satisfactory.

- Additional education resources can be obtained if requested to the DEO.

Objective 2: By the end of the project, targeted families are gainfully employed

Assumptions:

- Sufficient land for agriculture is available around the vicinity where the targeted families are settled
- Sufficient off-farm employment opportunities are available
- Agencies for providing quality vocational/skills training with ability to link training to employment are available

What is the situation?

- In Kailali, there is lots of govt. land without jungle, but it has been captured by the landless people
- Land could be available if government can developed certain kinds of policy and implement it.
- There is not a problem of access to land

Objective 3: By the end of the project, agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates

Assumption: Local bodies are able to enforce the minimum and equal wage rates

What is the situation?

- In Siraha, DDC has fixed the minimum wages rate for agriculture labour, but the problem is that the landlords are unable to pay the minimum wages showing different reasons like they are in loss...
- Yes, in some places landlords have given wages more than the minimum wages rates
- Where the trade unions are working effectively, minimum wages have been fixed and implemented. For example, it is effective in Udayapur and Makawanpur district (out side the project area). Similarly, it is in process in Siraha and Saptari district.
- In Kailali, minimum wages has been fixed. Ex-Kamaiyas taking more than the minimum wages as they have been empowered and used to claim more than the rate fixed.
- To fix the minimum wages rate is the sole responsibility of government. Government fixed the minimum wages rate in 2056 BS and 2063 BS. In this year it has been also determined. But the problem is that it has not been implemented effectively yet. (TU participant)

Objective 4. By the end of the project, enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act-2001 and Child Labour Prohibition Act-1999

Assumption: Government of Nepal able to maintain the level of commitment required for improving the bonded labour related provisions and plan

Summary of the workshop

Main conclusions from the stakeholder review meeting

(presentation by the meeting facilitator)

1. **Some suggestions for action from the meeting with partners**
 - Reduce information collection and reporting formats/simplify the quarterly direct beneficiary monitoring
 - Introduce some form of independent monitoring of project activities
 - Monitor impact as well as outputs
 - Provide some support to schools with large numbers of additional children
 - Increase the support for family economic development for child withdrawal from Rs. 2,400
 - Review target numbers and categories for withdrawal
 - Initiate legislation review activities as soon as possible
2. **Important observations made**
 - The review looks at quantitative points and does not review the quality of the activities and impact
 - There is a need to reduce the ‘paper’ workload of partners so they can focus on the real work
 - The Kamaiya Prohibition Act covers all forms of bonded labour. It is being implemented with the Kamaiyas only. The need is to implement it for all forms of BL
 - There is unspent fund in the DLRO for Kamaiya support and this should be utilised for the benefit of the Kamaiyas
 - Suggest some support to schools with many new children
3. **Good practices identified:**
 - Joint monitoring between DLRO, NGO partner, DEO, DCWB, DDC and
 - Joint activities among different agencies (pamphlet produced, enrolment campaign etc)
 - Formation of community groups and their involvement in CL prevention and withdrawal
 - CLMS in conjunction with above
 - Computer-based baseline data and beneficiary tracking system established
4. **The number of children to be withdrawn from CL**
 - Most partners cannot achieve the current target
 - A need to reduce the overall target for withdrawal of bonded CL
 - Or consider including urban areas in the project area
5. **Child Labour acts**
 - Encourage the regulations for both acts as soon as possible
 - Strengthen data collection by local government
 - Encourage the relevant authorities in the implementation of the Acts
6. **Assumptions**
 - The assumptions for achieving the objectives are generally valid
 - Some cases of severe school overcrowding
 - Enforcement of minimum wage mainly dependent on unionisation

Annex 6: Comparison of planned and actual time available for APs related to different objectives

A number of activities have been selected from the workplans to try and assess the planned duration of these activities and the APs. Example activities have been selected on the basis that they are as much as possible the responsibility of the IP and have been marked in the workplan as being the responsibility of the IA (implementing agency rather than PT/IA referring to the project team).

	Indicated from workplan in Prodoc	Indicated from revised workplan in March 2007 TPR	Actual planned length according to AP agreements
Objective 1 Education	Baseline study (activity 1.1.1) 15 months. OSP and NFE (activity 1.1.4) 15 months. (These 2 activities are overlapping, total time 18 months)	Baseline study (activity 1.1.1) 5 months. OSP and NFE (activity 1.1.4) 21 months. (These 2 activities are sequential, total time 26 months)	24 months
Objective 2 Gainful employment	On-site training (activity 2.2.5) 33 months	On-site training (activity 2.2.5) 26 months	In process. Planned for 14 months
Objective 3 Unionisation	Expansion of working area of TUs (activity 3.1.5) 21 months. Education on fundamental principles and rights (activity 3.2.2) 27 months	Expansion of working area of TUs (activity 3.1.5) 31 months. Education on fundamental principles and rights (activity 3.2.2) 29 months	14 months
Objective 4 Enabling environment	Review National Plan of Action (activity 4.1.5) 30 months	Review National Plan of Action (activity 4.1.5) 23 months	18 months

Explanatory notes from the NCTA and Regional CL specialist

The work plan is prepared on the basis of Project activities and not based on the APs and it includes a tentative plan from initiating design of the APs, technical clearance, authorisation and signing of the agreement including the monitoring of the impact for the project period. The timeline in the workplan for start and completion of specific action does not necessarily correspond to the start and end dates of APs nor does it therefore, reflect the actual duration of the APs.

With regard to objective 2, on site training deals with many actors even after initiating it and linking with agriculture, livestock, cottage development office, these goes on even after the termination of the APs therefore, under the workplan it has been reflected.

Under objective 3 expansion of working area is not under the AP activities. It is assumed that the trade unions will expand their working areas after implementing our 14 months APs in the project VDCs. However, we would like to monitor and assess it therefore the timeline has been extended for many months.

With regard to objective 4 the timeline is expressed in terms of preliminary activities as well as the approval. Therefore it is shown for many months but the timeline that is assumed in the work plan does not directly reflects the duration of AP required.

Annex 7: Project achievements by district: January 2009

Direct School Mainstreamed Children

Name of IPs	Target DSM	Achievement			
		Girls	Boys	Total	%
RADAR, Dang	282	129	153	282	100%
AFHA, Banke	240	116	124	240	100%
UNYC, Bardiya	2,000	814	853	1,667	83%
CCS, Kailali	1,200	368	392	760	63%
RUWDUC, Kanchanpur	480	200	198	398	83%
Aasaman Dhanusha	300	90	99	189	63%
SCDC Siraha	250	112	101	213	85%
SCDC Saptari	400	124	116	240	60%
Total	5,152	1,953	2,036	3,989	77%

OSP Classes and Running Centers

Name of IPs	No. Of OSP Center	Total OSP Target	Achievement		
			Girls	Boys	Total
RADAR, Dang	1	16	13	10	23
AFHA, Banke	1	14	7	7	14
UNYC, Bardiya	6	86	52	22	74
CCS, Kailali	10	200	138	66	204
RUWDUC, Kanchanpur-	4	92	47	32	79
Aasaman, Dhanusha*	12	220	116	60	176
SCDC, Siraha**	10	230	121	57	178
SCDC, Saptari	13	290	192	85	277
Total	57	1,148	686	339	1,025

-Due to older age group

Total Prevention (School Mainstreaming and OSP)

Name of IPs	Prevention							Balance
	Target DSM	Target OSP	Total DSM+OSP	Achievement				
				Girls	Boys	Total	%	
RADAR, Dang	282	16	298	142	163	305	102%	7
AFHA, Banke	240	14	254	123	131	254	100%	-
UNYC, Bardia	2,000	86	2,086	866	875	1,741	83%	345
CCS, Kailali	1,200	200	1,400	506	458	964	69%	436
RUWDUC, Kanchanpur	480	92	572	247	230	477	83%	95
Aasaman, Dhanusha	300	220	520	206	159	365	70%	155
SCDC, Siraha	250	230	480	233	158	391	81%	89
SCDC, Saptari	400	290	690	316	201	517	75%	173
Total	5,152	1,148	6,300	2,639	2,375	5,014	80%	#REF!

Withdrawal

Name of IPs	Withdrawal					Balance
	Target	Achievement				
		Female	Male	Total	%	
RADAR, Dang	150	18	14	32	21%	118
AFHA, Banke	125	15	14	29	23%	96
UNYC, Bardia	750	108	39	147	20%	603
CCS, Kailali	600	118	46	164	27%	436
RUWDUC, Kanchanpur	200	56	36	92	46%	108
Aasaman, Dhanusha	175	1	14	15	9%	160
SCDC, Siraha	200	14	27	41	21%	159
SCDC, Saptari	200	-	21	21	11%	179
Total	2,400	330	211	541	23%	1,859

PLA Classes and number of participants

Name of IPs and districts	No of PLA centers	Target # of Adults	No of Participants			Dropped out		
			Female	Male	Total	Female	Male	Total
RADAR, Dang	12	265	60	180	240	-	-	-
AFHA, Banke	16	404	301	103	404	-	-	-
UNYC, Bardia	36	899	857	27	884	13	12	25
CCS, Kailali	19	380	353	-	353	-	-	-
RUWDUC, Kanchanpur	16	389	349	-	349	5	-	5
Aasaman Dhanusa	16	400	242	18	260	-	-	-
SCDC Sirha	16	400	404	-	404	-	-	-
SCDC Saptari	19	444	439	-	439	3	-	3
Total	150	3,581	3,005	328	3,333	21	12	33

Mobilization of social support structures

Social structures	Dang	Banke	Bardiya	Kailali	Kanchanpur	Dhanusha	Siraha	Saptari	Total
Women Group						15	15	21	51
Youth Group						9	12	9	30
Children group						21	12	21	54
Haruwa/Charuwa Sarokar Samittee								3	3
Kamaiya User group*				65	42				107
CRPC						3	3	3	9
CLMS Initiatives	32	10	26		6			1	33
CLMS Committee			3	1					4
Children Participated in awareness activities		354	3000	250	1000	6900		2500	13650
Target members Participated in awareness activities		404	514		889	1200	561	5000	8164
Total	32	768	3543	316	1937	8148	603	7558	22105