



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Sustainable Elimination of Child Bonded Labour in Nepal

Phase II

**NEP/06/50/USA
P.270.14.336.053**

An independent final evaluation by a team of external consultants

AUGUST 2010

IPEC/EVAL/2011/6

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 a team of external consultants¹. The field mission took place in AUGUST 2010. 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
BBTF	Broad Based Task Force
CBO	Community Based Organization
CLMC	Child Labour Monitoring Committee
CLMS	Child Labour Monitoring System
DCWB	District Child Welfare Board
DDC	District Development Committee
DEO	District Education Office
DLRO	District Land Reform Office
EFA	Education For All
EMIS	Education Information Management System
GER	Gross Enrollment Rate
ILO	International Labour Organization
IP	Implementing Partners
IPEC	International Programme on Elimination of Child Labour
LWF	Lutheran World Federation
MEDEP	Micro Enterprise Development Project
MoLRM	Ministry of Land Reform and Management
MoLTM	Ministry of Labor and Transport Management
MTR	Mid Term Report
NGO	Non-Government Organization
NPA	National Plan of Action
PLA	Participatory Learning and Action
PMT	Project Management Team
SEBL	Sustainable Elimination of Bonded Labour
SSRP	School Sector Reform Programme
TU	Trade Union
USDOL	United States Department of Labour
UNDP	United Nations Development Programme
VDC	Village Development Committee
WE	World Education

EXECUTIVE SUMMARY

ILO/IPEC assistance on the “Sustainable Elimination of Child Bonded Labour” project started in September 2000. This began on the heels of a significant July 2000 Government of Nepal Act (“*The Kamaiya Labour Prohibition Act 2000*”) to abolish the Kamaiya system (a form of bonded labour in agriculture). Later, Government of Nepal enacted “The Kamaiya Labour Prohibition and Regulation Act 2001” in 2001. The Act covered many forms of bonded labour in Nepal in agriculture, and in addition, the Government identified the two neediest categories comprising 14,000 households for assistance in terms of land and housing. The second phase of the ILO/IPEC project began in 15 September 2006 and is to conclude on 15 September 2010 (and subsequently extended to 31st December 2010). This document is an end of the project evaluation of the project’s second phase.

The second phase of the project focused not only on ex-Kamaiyas, but also expanded its scope to include Haruwas and Charuwas, who are also identified in the above mentioned Government Act. The project set 4 primary objectives for itself:

- Immediate Objective 1: Children and adult members from the targeted families receive appropriate formal and non-formal education.
- Immediate Objective 2: Targeted families are gainfully employed.
- Immediate Objective 3: Agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates.
- Immediate Objective 4: An enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act – 2001 and Child Labour Prohibition Act – 1999

The overall project implementation strategy is to support government in strengthening policy and implementation through NGO partners in delivery of objectives related to education and social mobilization and trade unions in delivery of objectives related to unionization.

The scope of the final evaluation was the IPEC Bonded Labour Project in Nepal as a whole, including issues of initial project design, implementation, lessons learned, replicability, any specific recommendations for use in the Bonded Labour Project and recommendations for future projects. The final evaluation was carried out during 6 - 31 August 2010 with field visits to the districts during 16-19 August 2010.

The final evaluation was carried out by the international consultant supported by a national consultant. The approach included briefing discussions with ILO/DED teams, primary data collection of beneficiaries through field visits, primary data collection through secondary stakeholder interviews, secondary data collection and a national stakeholder workshop. The evaluation was however limited by insufficient data on some key indicators. Also, time constraints meant that only a small sample of stakeholders was interviewed. Other constraints are detailed in the remainder of this report.

The evaluation found firstly that the problem identified and focused on by this project was especially relevant in that it sustained the efforts to rehabilitate the ex-Kamaiyas and also brought into the project realm lesser focused groups of Haruwas and Charuwas.

Next, the evaluation found three aspects that made the design and planning of this project particularly effective. First, this phase of the project took a multi-dimensional and comprehensive approach to addressing the problem at hand in that it addressed withdrawal of children, education, vocational and skills training, employment for families and unionization. Second, the project supported both the efforts to create an enabling policy environment as well as the communities directly. This policy practice linkage should have meaningful impact on long term sustainability. Third, the project design

brought together multiple stakeholders including government, NGOs, trade unions, employers' organizations, community organizations.

At a high level, the project has largely achieved its objectives. This is particularly note-worthy given the fast changing socio-political context in Nepal. Some highlights include:

- 1821 children withdrawn from bonded labour
- Increased literacy rates among families (39% to 57%)
- Changed school enrolment rates (57% to 75%)
- Drop-out rates reduced considerably (35% to 2%)
- 1528 families provided with training for generating on farm employment
- Over 4475 agricultural labourers unionized
- Regulation under Kamaiya Labour Prohibition Act drafted
- National Action Plan on bonded labour drafting in process

An especially notable achievement of this project is the number of women and girls who have benefitted from the various aspects of the program. For instance, of those agricultural labourers unionized, 62% are women. Of families with training for generating on farm employment, 80% are women. 74% of those trained on off-farm employment generation are women. 96% of those in PLA classes are female. Disparity between men and women's wages has also been reduced, and women are more represented in community structures.

However, the evaluation also identified certain challenges that prevented this project from achieving the originally set out targets on some outputs and objectives. The first of these is related to the targets set for withdrawal of child bonded labour which was set on the basis of a study carried out in 2005. During implementation which began in 2008, the total number of children in bonded labour was found to be significantly below the target set for the project, which led to a review of the targets. Second, the project was also constrained by start up delays related to approval procedures and the political context. While the project has concluded its intended activities in the shortened timeframe, the delays constrained certain activities such as skill and vocational training. It also has raised questions about post training support and long term sustainability.

The project's approach to strengthen community structures (e.g., CLMC) and the PLA groups could make a meaningful contribution to long term sustainability. However, the short time frame of this project creates challenges for enhancing capacity of these structures to a level of self-sustenance.

Overall, the project's design and approach is comprehensive and provides significant lessons for other projects and future interventions. The project also displayed flexibility in its design to address the context of the country environment it was operating within. One aspect of the project that requires further strategic thought for future projects in this area is that of employment and income generation. The further analysis in this area will need to examine questions such as the time frame needed to achieve desired levels of sustainability, market linkages and nature of post training support. On the whole, the project has brought together multiple stakeholders and acted upon several dimensions of the problem of child bonded labour – this will create a good platform on which other projects and interventions in Nepal can build upon.

1. PROJECT BACKGROUND

1.1 Introduction

1. 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”. Although the Act is named after one system of bonded labour (the Kamaiya system), it covers other forms of bonded labour such as Bhaisabar (buffalo herder), Gaibar (cow herder), Chhekarabar (goat herder), Haruwa (tiller), Charuwa (herder), Hali (tiller), Gothalo (herder).
2. 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. The two neediest categories comprising 14,000 households were identified by the government for assistance in terms of land and housing. Through the first phase of the project “Sustainable Elimination of Child Bonded Labour”, ILO/IPEC provided them assistance during September 2000 to August 2005.
3. The second phase of the project Sustainable Elimination of Child Bonded labour – Phase II started on 15 September 2006 and will run for four years till 15 September 2010. (The project end date has been subsequently extended to 31st December 2010). It aims to provide assistance to another 12,000 Kamaiya households identified by government as requiring rehabilitation as well as those under the Haruwa/Charuwa system.
4. The overall project budget of US\$ 2,000,000 is provided by United States Department of Labor (USDOL). The project is operational in selected areas of 5 districts in West Nepal where former Kamaiyas were identified (Kailali, Kanchanpur, Bardia, Banke, Dang) and in three VDCs each of three districts in East Nepal with focus on Haruwa and Charuwa (Saptari, Siraha and Dhanusa)

1.2 Objectives

5. The project has the following four immediate objectives, each with the time frame of achievement by the end of the project:
 - Immediate Objective 1: Children and adult members from the targeted families receive appropriate formal and non-formal education.
 - Immediate Objective 2: Targeted families are gainfully employed.
 - Immediate Objective 3: Agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates.
 - Immediate Objective 4: An enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act – 2001 and Child Labour Prohibition Act – 1999.

1.3 Broad approach

6. 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.

Interventions targeted at children:

- Mainstreaming the children into formal education, where necessary after appropriate non-formal education or bridge up course.

- Provision of vocational or apprentice training and subsequent gainful employment as a back up intervention of children of employable children (above 14) who cannot make it for the formal education for various reasons.

Interventions targeted at parents of children

- Provision of gainful employment opportunities and effective support to ensure that the labourers receive the minimum wage rates that are equal for women and men

Interventions at community level

- Awareness campaigns on child labour issues to ensure that interventions targeted at children and families work better
- Social dialogues concerning the enforcement of the minimum and equal wage rates

Interventions to promote enabling environment

- Provision of support to review and update policy and legal framework
- Strengthening capacity of implementing agencies working on child labour and bonded labour issues
- Research, documentation and dissemination on different aspects of child bonded labour

1.4 Project management committee and implementing partners

7. The project is overseen by the Broad Based Task Force (BBTF) chaired by the Secretary of the Ministry of Land Reform and Management. The task force also plays the role of the Project Advisory Committee, mobilizing local ownership and participation and promoting sustainability.
8. The project is implemented through participation of NGOs, Trade Union, Training Organisations and government partners carrying out Action Programmes (APs).

Table 1: Implementing Partners

Type of implementing partner	Action Programme	Areas
NGOs	Education, social mobilisation and awareness building by 5 NGOs	5 districts in West Nepal
	Education, social mobilisation and awareness building by 3 NGOs	3 VDCs each in 3 districts of East Nepal
Trade Unions	Unionisation, awareness for minimum and equal wages	One TU each in the 3 districts in East and 5 districts of West Nepal
MoLRM	Vocational Training	5 districts in West Nepal
	Policy support	
NGO Training Providers	Skills training, training for on farm / off farm self employment	One provider for 3 East districts and one for 5

2. EVALUATION OBJECTIVES, PROCESS AND METHODOLOGY

2.1 Objectives of the end of project evaluation

9. The scope of the final evaluation was the IPEC Bonded Labour Project in Nepal as a whole, including issues of initial project design, implementation, lessons learned, replicability, and any specific recommendations for use in the Bonded Labour Project and recommendations for future projects. The evaluation emphasized the assessment of key aspects of the project, such as strategy, implementation and the achievement of objectives. It assessed the effect and outcomes of work carried out during the implementation phase, using data collected on the indicators of achievement, and including the effectiveness, relevance and sustainability of the project activities to address bonded labour.
10. The objectives of the evaluation were to
 - Determine if the project achieved its stated outputs and immediate objectives
 - Draw lessons from the experiences gained during implementation including issues of relevance, effectiveness, efficiency and sustainability
 - Learn lessons that can be applied for other ILO/IPEC interventions in the area of bonded labour.
11. The Terms of Reference for the assignment was prepared by ILO/IPEC in consultation with key stakeholders and covers a range of specific questions for assessment based on the broad objectives (Annex 1).

2.2 Methodology of the end of project evaluation

12. The final evaluation was carried out during 6 - 31 August 2010 with field visits to the districts during 16- 19 August 2010. The international consultant supported by a national consultant carried out the final evaluation.
13. The evaluation team undertook the following steps:
 - Briefing discussion: Telephonic discussion with ILO/DED was done to clarify the TORs and the process for the evaluation. Discussions were also had with USDOL, ILO Regional CL specialist and ILO Country Director, Nepal.
 - Preparation of Evaluation Matrix: Prepared and agreed with ILO/DED
 - Primary data collection through field visits of beneficiaries: Field visits were made to 4 of the 8 project districts (Banke and Bardia in the West; Dhanusa and Siraha in the East). As ex Kamaiyas are in the Western districts and the Haruwa / Charuwa target group is in the Eastern districts, the visit provided an opportunity to gain some understanding of the nuances in programme interventions in these areas. In the interaction with freed Kamaiya and Haruwa/Charuwa communities both group discussions and key informant interviews were applied with PLA groups, Child Labour Monitoring Committee members, children withdrawn from work, target group who benefited from off farm and on farm skills training and school teachers. Interviews and discussions were help with ILO/IPEC project team in Kathmandu and in Nepalgunj, project implementing agency staff and staff of civil society actors working in Kamaiya and bonded labour issues. For the interviews an interview guide (open ended questionnaire) was developed.
 - Primary data collection through 1-1 and group interviews of secondary stakeholders: Conducted interviews of key stakeholders which included project implementing agencies,

MoLRM / MoLTM, INGOs engaged in elimination of bonded labour in Nepal, UN partner agencies, primary stakeholders, school teachers and members of Child Labour Monitoring Committees. In addition, interviews were conducted of key stakeholders during field visits. These interviews were based on semi structured interview guides created by the evaluation team. (Annex 2 lists the individuals, groups and organisations consulted during the evaluation mission)

- Secondary data collection and review: This consisted of analysing the regular project progress and monitoring reports produced by both ILO/IPE project team and the implementing partners. The comprehensive project monitoring system including the technical report submitted by project to ILO/ USDOL (the last one was in March 2010) was extensively used. Records of current implementing partners were also accessed to get updated information of the current numbers and conditions of the beneficiary groups. Desk review of project document, mid term review report, progress reports/status reports, technical reports of partners, studies, workshop documents was carried out.
- National stakeholder workshop: A workshop was organized towards the end of the evaluation. The purpose of the workshop was to share early findings and to have participants' inputs to fill in gaps and triangulate the findings. The workshop was well attended by implementing partners, government representatives, trade unions, primary stakeholder representatives and others. (A complete list of workshop participants is at Annex 3)

2.3 Limitations in the evaluation

14. The assignment was particularly challenging as monitoring and data availability on key indicators to track progress against some of the objectives were not available. The project document recognized the need for end of the project survey to track progress against objectives; however this was not carried out due to budget constraints. The project decided to take forward a policy impact study which is timed for November 2010.
15. Apart from the regular quarterly monitoring reports that the partners submit to ILO/IPEC and the mission reports, the findings draw extensively on qualitative information gathered through interviews with key stakeholders. Only a small proportion of primary stakeholders could be interviewed and sample is not a representative one. In addition, these beneficiaries were chosen mainly because of proximity and approachability of the locations. As it was the agricultural season, time for interaction with stakeholders was also limited. Within the time allocated for fieldwork, it was only possible to visit Kamaiyas in two Western districts (Banke and Bardia) and Haruwa / Charuwa in two districts (Dhanusha and Siraha) in the East. In addition, interaction meetings were organized with the implementing partner NGO staff including field social mobilisers.
16. As a number of development actors and interventions are operational in the project areas and at district and national levels to support child rights, eliminate bonded labour, promote employment, access to credit and other aspects of development, attribution of impact only to the project would be inaccurate.

3. MAIN FINDINGS ON PROJECT DESIGN AND IMPLEMENTATION

3.1 Project design and Planning

17. Based on the Project Document, the Impact Study of Phase 1, other studies and discussions with stakeholders, the project design was particularly relevant in Nepal. This was especially the case given the context of a) the abolishment by Government of Nepal of the Kamaiya system (a form of bonded labour in agriculture) in July 2000 through an enactment: "The Kamaiya Labour Prohibition Act-2001" and b) the rehabilitation of additionally identified ex Kamaiyas.

18. Further, the Impact Study of Phase 1 of the project showed that a very large proportion of children are still in domestic and other types of bondage and that the weak social and institutional capacity of the freed Kamaiya groups resulting in a high level of dependency and continuing to send their children under bondage. Therefore, in Phase 2, the project continued to focus on the ex Kamaiyas particularly on the 13000 additional ex Kamaiyas of who 7500 are landless. The project design is informed by additional understanding of the ex Kamaiyas in Western Terai districts through the impact study of the previous phase of the project.
19. The project in Phase II has also broadened its approach to include Haruwas and Charuwas. This has been informed by a study commissioned by ILO-IPEC that 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. There are limited initiatives to reach Haruwas and Charuwas and the project interventions are recognized to have filled in the gap to reach this targeted group.
20. The project has taken on board the need to reach the poorest and most vulnerable group of ex Kamaiya and Haruwa/Charuwa... During implementation the project has withdrawn children from bonded labour belonging to non Kamaiya/ Haruwa Charuwa target groups. Although the project has included only 88 children from categories other than ex Kamaiya, Haruwa and Charuwa (which is a very small in the national context where total child labour in Nepal is estimated to be 1.7 million ref National Labour Force Survey 2008 of which children in bonded labour will be a smaller proportion) it has strengthened the project approach. However there is limited analysis of the nature of bondedness and the situation of these families. It would have been therefore useful to have a fuller analysis of bonded labour in Nepal particularly of bonded labour identified in the Kamaiya Prohibition Act. The project focuses primarily on child bonded labour in agriculture. It also focuses on other forms of child labour such as child domestic workers and children working in brick kilns. It recognizes the increased vulnerability of children, particularly girl children who are prone to being victims of trafficking.
21. The project focus on targeting ex Kamaiyas fits well with government of Nepal's efforts to rehabilitate ex Kamaiyas. Although government initiatives to reach Haruwa/ Charuwa are not in place, the focus of the project is aligned to the Kamaiya Prohibition Act and is contributing to its effective implementation. The focus on education of children who are withdrawn and prevented from bonded labour links well with the focus of the SSRP to achieve educational outcomes for children in Nepal with particular attention to hard to reach children.

3.1.1 Project changes during implementation

Strategic shift in project reach

22. According to the baseline survey carried out by project implementing partners in 2008, the number of children in bonded labour to be withdrawn was much below the projects targeted number. Based on this finding, the project decided to broaden its approach to include non ex Kamaiya and non Haruwa/Charuwa children in bonded labour and the change indicates the flexibility of the project's design and approach. In addition, it also allowed the project to expand its scope to address other systems of child bonded labour.

Increased focus on CLMC

23. Although CLMC was mentioned in the project document, it was not part of the core strategy. However, the project successfully recognized the importance of promoting CLMCs (61 CLMCs promoted) as it was seen to be effective in involving community in identifying, withdrawing and monitoring of child bonded labour.

Increased focus on PLA

24. Field experience suggested that PLA classes were effective in bringing women (mostly) together for group learning, awareness building, confidence building and improving their literacy (this was validated during field observations by the evaluation team). Once again, the expansion of the PLA classes based on project experience highlights the adaptability of project design and implementation. The project also adopted the approach of linking interventions on off farm/ on farm training with the PLA groups' thereby providing opportunity for the PLA participants and building synergy with the two interventions.

Objective 4 was rescheduled

25. With budget constraints caused due to exchange rate fluctuation, decision was made to discontinue support to policy development. However, with further revisions in the budget, activities were taken forward. This component is an important aspect of project and an area where ILO has a definite advantage in facilitating processes for bringing key stakeholders. It is therefore positive that the activities could be taken forward although were delayed.

More focus on farm employment

26. The target group has shown more interest in on farm rather than off farm training due to the comparative ease of immediate income and levels their existing skills. This is appropriate given the context and the short time frames within which the project is operating.

3.1.2 Design logic, Action Programmes and their linkages

27. The design of the project incorporates strategies to address multiple dimensions of bonded labour and adopts a logical approach to it. The overall approach is building on experiences of Phase 1 of the project and therefore is a tested strategy for working with ex Kamaiya groups.
28. The Action Programmes are broadly focusing on four areas (social mobilisation, education, unionisation & promotion of minimum and equal wages, skill training and support for policy review) and the linkages to the objectives are evident. There is clear linkage between action programmes relating to social mobilisation and skill training. Although not clearly defined in the design, the project has adopted an approach of sequencing these action programmes so as to maximize the potential of group processes. The implication of this for achieving project objectives will be covered under the section on achievements in Objective 2.

3.1.3 Institutional Arrangements

29. The Broad Based Task Force chaired by the Secretary of the Ministry of Land Reform and Management has met periodically although not every two months as was envisaged in the project design. Actions and recommendations of the BBTF have contributed to programme implementation in the following areas:
 - Approval of Action Programme proposals and programme implementation Plan
 - Joint Monitoring visit to the project areas at the level of Secretary, MoLRM.
 - Sharing of project progress reports
 - Coordination with other departments for training – e.g. Agriculture Ministry, Education Department
 - Recognised the need to undertake an impact study across the broader Kamaiya programme (including project areas)

3.1.4 Selection of Implementing Partners

30. The eight NGO partners were selected through a bidding process. This took more time but ensured transparency in the process. The initial criteria for screening included their experience in the areas relevant to the programme such as child labour, gender, human rights. The proposals were approved by the BBTF. The project team provided support in refining the proposals and in ensuring linkages with the overall project objectives. The approach adopted by the project is good practice and offers lessons for selection of partners in future programmes.

3.1.5 Lessons learnt from Phase 1 in design and implementation

31. The Mid Term Review evaluated the extent to which the lessons from Phase 1 have been incorporated in the Phase 2 design and strategy. The following text in this section has been taken from the mid term evaluation. In addition, any updates or further comments to this assessment have been provided in *italics*.
32. 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. (*This was also recommended by MTR, however, it was not implemented. Project reported that this was not originally planned for and it was difficult to make budget adjustments*).
 - A strong linkage with the Education for All programmes 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. (*However, not all the groups are linked to microfinance institutions*)
 - The need for social mobilisation of the (ex) bonded labourers has been recognised as a need and included in the APs.
 - Greater attention has been given to the utility and income earning potential of the skill training programme. (*However, the limited time available for follow up could be a constraint from a sustainability perspective*)
 - *Increased focus on on-farm rather than off farm activities because i) the freed Kamaiyas are more familiar with them ii) more opportunities and iii) easier to sustain. During implementation, focus on on-farm training was further enhanced*
33. 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. *However, the project has not introduced this provision as it adopted approach to link up with the EFA programme which is well resourced. The extent to which this support*

reached the specific school in the target area is not clear; the project reported that more teachers have been recruited in the five Western districts.

- 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 project reported that DLRO was chosen as it is a government body responsible for technical training and is also coordinator of the programme. It was given to them after the change of curriculum and provision of training tools.*
- Provision of refresher training for areas such as training for mason. *However, there has been limited time for implementation of skill training action programmes*

3.2 Project Implementation

3.2.1 Project time frame and sequencing of activities

34. Some of the activities have taken much longer time than initially planned. The activities delayed were mainly preparatory and foundational (need assessment, market assessment) and therefore reduced the time available for implementing sequential activities. However, from an overall project perspective, the project was able to complete most of its planned activities and achieved meaningful and significant results despite the delays. The challenge created by the delays is mostly associated with the question of long term sustainability.
35. Below is a high level analysis highlighting the areas and extent of delays for start of activities during this project. For a detailed project implementation time-table, please refer to Annex4.

Activities	Planned time (in months) to complete	Actual time (in months) to complete
Commission studies on potential economic opportunities	3	13
Identify agencies for providing vocational skills	15	24
Identify potential off-farm opportunities	4	13
Identify the type of extension services	4	13
Identify public land, river banks and private land for on farm employment	3	13
Identify potential and feasible on farm activities considering market and interest of group	3	13
Make arrangements for land leasing	2	13

36. The Mid Term Review provided detailed analysis of the initial delay in project implementation and the reasons for it including procedural, socio political and start up processes. It also identified the implications for the project. The delays were continued till the time of the evaluation; however the project regained some time during the post mid-term period. As mentioned in Section 3.6, a key lesson from Phase I of the project was the need for a more realistic time frame for project start up. Following is an assessment of how the delay affected programme implementation.
- Limited time for skill training/ income generation activities: The project had planned for 33 months to complete skill training and income generation activities. This period was considerably cut short to 13.5 months. During this period the project managed to complete the skill training activities; however there was limited time for follow up, monitoring and post training support to target groups
 - Limited time to monitor and follow up on children enrolled in school: Child tracking and monitoring of children in school is an important activity to ensure children are not dropping out of school. As the Action Programmes focusing on education and social mobilisation were

completed in June, there is no provision for six monthly monitoring of children who were admitted to school in March.

- Benefits of linkages within APs: During project implementation, attention was given to link skill training and income generation activities to PLA groups to build on the group processes and accelerate training processes. However, there was 3 months gap between the completion of the PLA and start of the skill development action programme and this did not help maximise the impact.
- Activities to support policy review still in progress: Activities to review Master Plan on Child Labour and preparation of National Plan on Bonded Labour are in progress. Although the activities had a much delayed start, it is expected that they will be completed by end of the project.

37. The impact of project delays on sustainability will be discussed in a following chapter.

3.2.2 External factors that affected project implementation

38. The Mid Term review identified external factors that impacted on project implementation. These included postponement of elections for the Constituent Assembly planned for 2007 postponed till April 08; regular strikes and other political disturbances in the Terai region and extended strikes lasting up to 22 days at a time. The project responded to the delays by providing no cost extension of Action Projects so as to achieve the set targets.
39. Security situation has improved but district based protests, strike interrupted the movement of project staff in community to carry on social mobilisation in some areas. This had a negative impact on fulfilling the project target.
40. Frequent changes in the DLRO have impacted on the level of coordination at the district level and the outcome of capacity building efforts at the DLRO level.
41. Trade Unions internal union adjustment process delayed the programme on unionisation.

3.3 Overall project management

3.3.1 Project Monitoring

42. A good project baseline was prepared but end of project survey to understand project impact not carried out: The project has generated a good baseline of the socio economic status of targeted households. The baseline survey was carried out by the implementing partners and covers data on a number of areas relating to demographic characteristics of households, education and work status, employment, economic aspects, debt, food security, assets, participation in other activities and level of awareness on child labour. This provided the basis for target setting and for implementation of the Action Programmes. Based on the data, the approach to reach children to be withdrawn from bonded labour was revisited.
43. The baseline database has been computerized and is available with the implementing partners, project team and has been shared with the government. Project partners report that it is a useful base for future work with the community. For example one of the partners has used the database for providing microfinance services to the community.
44. The database is important for understanding the overall impact of the programme; however end of the project survey, although planned for and recommended in the MTR, was not carried out. The activity has not been budgeted for although it is reflected in the project document. A mid-term survey was also included in the project design; however it was not carried out and as the MTR notes it was appropriate to have not gone ahead with the survey given the delayed start of the project activities. However, ILO/IPEC has decided to include a policy impact study (mentioned in the attached TORs

for the evaluation) which could be very useful to understand the context and impact of project's policy related activities. This is scheduled for November 2010.

45. Monitoring has been simplified: Project implementing partners provided quarterly reports of progress against key outputs. This was consolidated by Project team and incorporated in the Technical progress report send to ILO/IPEC. Mid-term review noted the burden on the implementing partners of reporting; project team has since made changes and now quarterly instead of monthly reports are received from partners and the reports are well aligned to the project reporting format.
46. Beneficiary Tracking System implemented: Implementing partners also keep record of child profile and child status through the Direct Beneficiary Tracking System. School attendance is tracked every six months and entered into the tracking system. Mission reports indicate that there have been monitoring by the project team to ensure that the forms are filled up correctly and mission reports have identified specific gaps and recommendations made to rectify them. It is unclear as to how this form would be used after the project has ended given that project personnel are unlikely to be available.
47. Independent monitoring mechanism is not in place: Although recommended by the MTR, independent monitoring mechanism to support PMT to verify project's immediate outcomes and achievements has not been put in place and this is a constraint in verifying data obtained through regular monitoring by implementing partners and to understand impact of the programme. Project missions offer an opportunity to monitor field activities and a study of recent mission reports indicates regular monthly visits and visits to all the western and eastern Nepal project districts.
48. Information on some of the indicators is partial: Routine project reporting does not capture all aspects of immediate outcomes of the project and its full progress. For example under objective 1 and 2 it is largely reporting number of people trained and number of people participating in awareness building workshops and PLA groups. It does not provide information on the increase in awareness or on what happened post training to make an assessment of the achievement of the project's immediate outcomes and progress towards objectives.

3.3.2 Project linkages

49. The scope for linkages with other projects has been limited as there are few operating in the same VDCs that the project is operating. Only in one district (Dhanusa) was there an overlap with an ILO project (Employment and Local Economic Development Project); however, here, linkages are not evident.
50. In the limited areas where there was scope for linkages, a few have been successfully established. For example:
 - Implementing agencies promoting microfinance have started to link up target groups to their micro finance programme.
 - At the national level, project jointly with LWS, WE and CARE have been engaged in policy development discussion.
 - At a more strategic level, the project with the support of the Regional CL specialist, has participated in the meetings of the EFA. The participation has successfully contributed to highlighting focus on hard to reach groups/ children who are 11% of the reach (and is reflected in the Aide Memoire) and the SSRP programme has made programme allocation for reaching this specific group.
51. ILO, jointly with other UN agencies, is currently formulating an integrated programme to support elimination of bonded labour in Nepal. There is considerable value and potential for the project to build on the information database, on the social structures promoted by the project, the linkages that

have been made through the project and its strategies to engage multiple stakeholders. In the future, there is also an opportunity for programmes such as MEDEP to build on the experiences of this project especially in the areas of vocational training/ skill building and employment generation activities and make effective linkages that will contribute to enhanced effectiveness of the programmes and sustainability of their impact.

3.3.3 Project Coordination

52. Overall, the level of coordination has been satisfactory, with scope remaining for increased and strategic coordination amongst agencies working on bonded labour.
53. At the Government level, inter departmental coordination is through the BBTF. At the district level, coordination is through the DDC. The project team also facilitates coordination meetings with implementing partners at the district level. There are a number of examples of NGO / Government coordination and among NGOs.
54. Following are some examples identified by the participants at the workshop.
 - Enrollment campaign was organized jointly by NGOs and VDCs (local government).
 - Celebrations of different events like Maghi (Makar sakranti-a festival of Tharu community), education day, Kamaiya free day, Children's day etc are jointly celebrated by different NGOs and local governments together.
 - IEC material preparation was done by various NGOs together.
 - Information collection, health camps and education programmes are organized jointly by NGOs and local governments.
 - Vegetable farming is done in collaboration with District Agriculture Office.
 - Disputes and grievances at the local level are settled by Trade Unions and local governments jointly.
 - Engagement of Trade Unions with government on the issue of minimum wages
 - Programmes for withdrawn children and women are jointly monitored by the representative of NGOs and local government.
 - Linkages of entrepreneur with local market (wholesalers and dealers) are made
 - Sharing CLMS experiences with DCWB and other agencies
 - Coordination and planning meeting with district stakeholders (District Forest office, DLRO, Small Cottage and Industry, District Agriculture Development Office) organized by Implementing Agency for on farm / off farm linkages

3.3.4 Response to MTR recommendations

- Additional indicators for impact monitoring
The project has not added any more indicators for impact monitoring. According to note from DED, the ILO-IPEC project management methodology does not include process indicators towards achievement of objectives as it complicates monitoring process. Lack of adequate reporting against outputs continues to be a constraint in monitoring progress towards some of the objectives.
- Include specific indicator on CLMS
The project team has not included this as a specific indicator. However, information on numbers of CLMS is available.
- Avoid further implementation slippage

Further slippage has been avoided by reducing the time available for training / skill development Action Programmes

- Effective support for gainful employment
The IPs for training for skill development/ income generation have completed in the reduced time frame. However continued support not provided.
- Early implementation of Objective 4 activities
The APs for the two activities were signed in January 2009 till August 2010.
- Reassess target on withdrawal of children from bonded labour
Project team, partners discussed this in detail. The overall target for withdrawal remains unchanged. To meet the target, decision was made to withdraw children in bonded labour who were from systems other than ex Kamaiya/ Haruwa/ Charuwa.
- Build linkages with other service providers
Some linkages have been made at the district level by implementing partners
- Support to schools
The project did not provide this and reported it to be not in line with donor procedures. However, the project reported that some resources have been harnessed from EFA.
- Increase child withdrawal amount
Project has not revised it and reports that the amount provided sometimes is NRs 3000.
- Review frequency of reporting
The frequency of detailed reporting reduced from monthly to quarterly.
- Implement annual independent monitoring
Not taken forward due to lack of budget provision.
- Ensure monthly field visits
Once a month field visits have been made.
- Explore inclusion of child labour data in EMIS
Project team reported that this was raised at the EFA review meeting, but there was little interest in reworking the existing monitoring plan. Their assessment was that there is more potential for including in the new SSRP given its focus on hard to reach children.
- Compare ILO LED project impact in Dhanusa and other districts.
Impact evaluation not carried out
- Implement the agreed plan of action regarding the budget shortfall
Recommendations considered by project and USDOL. Some activities were taken out due to budget shortfall arising from exchange rate fluctuation. The activities have since been added.
- Kamaiya Prohibition Act and promote its implementation.
The Regulation has been drafted and awaiting approval.
- Approaches the MoLTM as the main government agency concerning labour, about the implementation of the Kamaiya Prohibition Act
Project is interacting with MoLRM as the lead agency implementing the Kamaiya Prohibition Act

3.3.5 Cost effectiveness

55. The Phase 1 evaluation quoted an independent UNDP analysis (2004) that reported the overall cost for Kamaiya rehabilitation as high (estimated at NRs 300,000/\$ 4,100 per family since July 2000). The evaluation found Phase 1 project's cost effectiveness to be "very reasonable figure in relation to the outputs achieved."

56. In comparison to Phase 1, where an estimated \$216 was budgeted per child, Phase II was budgeted comparably at \$ 208 per child. In addition, given the significantly lower cost to provide formal education, the increased cost effectiveness of that aspect in the budget is especially noteworthy (~\$ 20 in Phase II vs ~\$49 in Phase I).
57. Phase 2 budgeted \$ 53.25 per beneficiary towards vocational training and employment as against \$ 62.5 in Phase 1. However, the actual expenditure is \$ 69 (*actual final expenditure figures awaited from project team*) and although it is higher than budgeted, it could be considered comparable to Phase 1 budget and is reasonable when compared to other training programmes.
58. Given that there are differences between the scope of the two phases, inflation is not considered and that this costing does not take into account all the other program costs, it can be concluded at a high level that the overall costs of Phase II are comparable to Phase I, and therefore the project is cost effective.

4. ACHIEVEMENTS AGAINST OBJECTIVES

59. At a high level, the project has largely achieved its outputs and majority of the objectives. This is particularly note-worthy given the fast changing socio-political context in Nepal.
60. Based on the responses from stakeholders it could be added that the project contributed to sustaining attention on providing support to ex Kamaiyas and drawing attention to addressing the bonded labour situation prevalent among the Haruwas and Charuwas. Government and NGOs are working with ex Kamaiyas, but their focus on Haruwas and Charuwas is limited and the project has filled in an existing gap in provision of services.
61. The project's contribution in demonstrating a multi pronged and broad based approach to address a complex issue of child bonded labour (engaging multiple stakeholders including Trade Unions) is recognized by stakeholders as useful.
62. Some of the highlights are:
 - 1821 children withdrawn from bonded labour
 - Increased literacy rates among families (39% to 57%)
 - Changed school enrolment rates (57% to 75%)
 - Drop-out rates reduced considerably (35% to 2%)
 - 1528 families provided with training for generating on farm employment
 - Over 4475 agricultural labourers unionized
 - Regulation under Kamaiya Labour Prohibition Act drafted
 - National Action Plan on bonded labour drafting in process
63. An especially notable achievement of this project is the large proportion of women and girls who have benefitted from the various aspects of the program. Although not explicitly stated, the project has adopted a strategy of focusing on women and girls. For instance, of those agricultural labourers unionized, 62% are women. Of families with training for generating on farm employment, 80% are women. 74% of those trained on off-farm employment generation are women. This is significant as the baseline study reports that majority of earlier training was received by men. 96% of those in PLA classes are female. Disparity between men and women's wages has also been reduced, and women are represented in community structures. The project has contributed to high levels of women's participation, other factors such as government and NGO initiatives could have also played a role in

increasing women's participation. For example project report indicates that women members of the PLA groups in some areas have also participated in governments literacy campaign and some of the NGOs have been promoting women's groups and support for microfinancing

64. However, certain challenges prevented this project from achieving the originally set out targets on some outputs and objectives. The first of these is related to the targets set for withdrawal of child bonded labour which did not match the baseline figures and required review. As the number of children to be withdrawn from bonded labour has reduced, this could be seen as a positive change with regard to bonded labour situation in the project districts.
65. The following paras try to understand this change in numbers. The target for withdrawal of child bonded labour was 3000 as per the project document. This was estimated on the basis of a study carried out in 2005. The baseline survey for the project was implemented in 2008 and found 1995 children to be withdrawn from bonded labour. This difference in numbers was discussed in the stakeholder workshop as part of the Mid Term Review of the project. The following reasons were identified for this significant change in numbers from the design to the implementation stage of the project.
 - 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 land holding of landlords and therefore a reduction in the demand for agriculture labour
 - Some reluctance of families to give true information on CL
 - The budget for economic empowerment of families that withdraw their children from labour is NRs 2,400 (approx \$33) in this project. In the first phase it was NRs 4,800.(approx \$ 66)
66. During the evaluation of Phase 2, field interactions with implementing partners and agriculture labourers identified a number of the above reasons which could have contributed to the change. Increasing awareness and interest in sending children to school, positive interventions by government and development agencies and improved schooling, possible reluctance by some families to provide information are some of the reasons
67. Second, start up delays constrained implementation of a number of activities especially under Objective 2 and raises questions about longer term sustainability of the training and its effectiveness.
68. More detailed assessment of the progress against achievement of each of the outputs and four objectives is provided in the sections below.

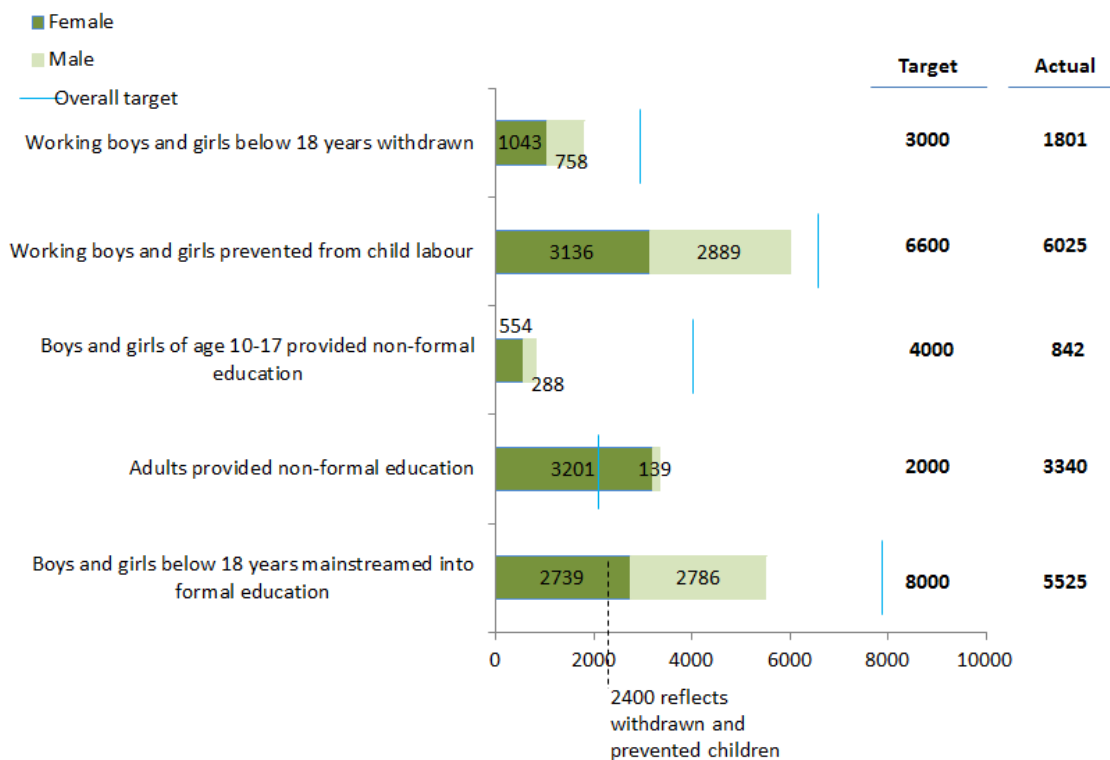
4.1 Objective 1: Formal and non-formal education

69. **By the end of the project, children and adults from the targeted families receive appropriate formal and non-formal education**
70. 8 NGOs have implemented programmes on social mobilisation and education in the eight districts during the period January 2008 to June 2010.

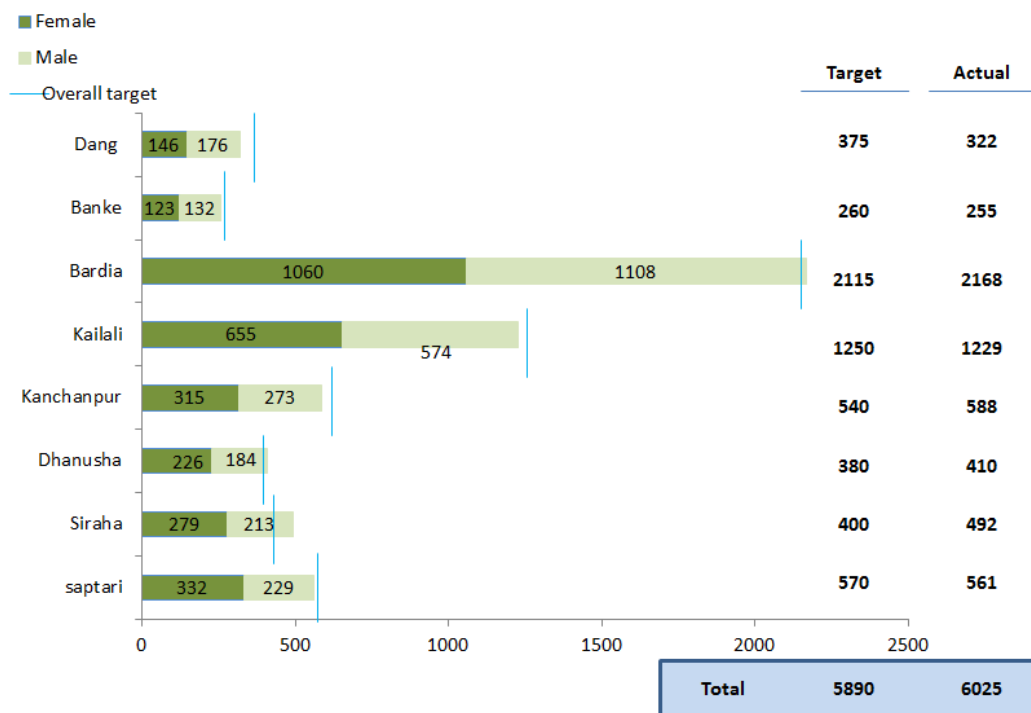
Indicators	Progress
1. Change in the number of members from targeted families who report that the overall quality of education has improved over the years.	Baseline is not available. Project reports 30% target group reporting that quality of education has improved estimated on the basis of information gathered during project missions..
2. Changes in literacy rates among the targeted families	Literacy among targeted families increased from 39 to 57%. Of those whose literacy increased 68% are females and 32% are males
3. Changes in school gross enrolment rate (GER) of boys and girls from targeted families	Change in school enrolment from 57 to 75 achieved (baseline 45% girls; new enrolment 50% girls)
4. Change in school drop out rate among the boys and girls of targeted families	Drop out reduced from 35% to 2%

- There has been considerable progress made during the project period in improving the literacy and school enrolment and retention of children. Female literacy has made significant progress from 32% in the baseline to 90% of the females in the targeted group. The project increased the number of PLA centres from 80 to 150 and targeted 3500 instead of 2000 members of the target group. By focusing on female participants, their participation was much higher at 3200 as compared to 139 male participants. Along with the project strategy to increase school enrolment of boys and girls could have contributed to increase literacy. The overall female literacy rate in Nepal has also been growing over the years (from 42.4 in 2004 to 53.1 to 2008. More recent figures not available) .So both the project and the efforts by the government and other agencies could be seen as contributing factors to the improved literacy levels.
- The drop out rate in the targeted groups has considerably reduced. However, irregular attendance was reported in some areas. When not attending school, children are helping their families with household or on farm work especially during peak agricultural seasons.
- There were 150 PLA centres across project areas as the project reported growing demand from the target group especially from the women.
- Overall, under the objective a larger proportion of women/girls have benefited from the programme as compared to men/boys particularly in areas relating to non formal education and children withdrawn.
- Of the four indicators, base line data was not available for tracking change in the number of members from targeted families who report that the overall quality of education has improved over the years. The indicator could be more specific with regard to the time frame as the current wording implies a longer timeframe beyond the time available to the project. During evaluation field interactions with parents, it was inferred that they are happy with the incentives (dress, stationary, bag) and sending their children to school. High enrolment and low drop out could indicate that parents are happy with the school.
- The following graph represents the progress made under objective 1 towards achievement of the five outputs.

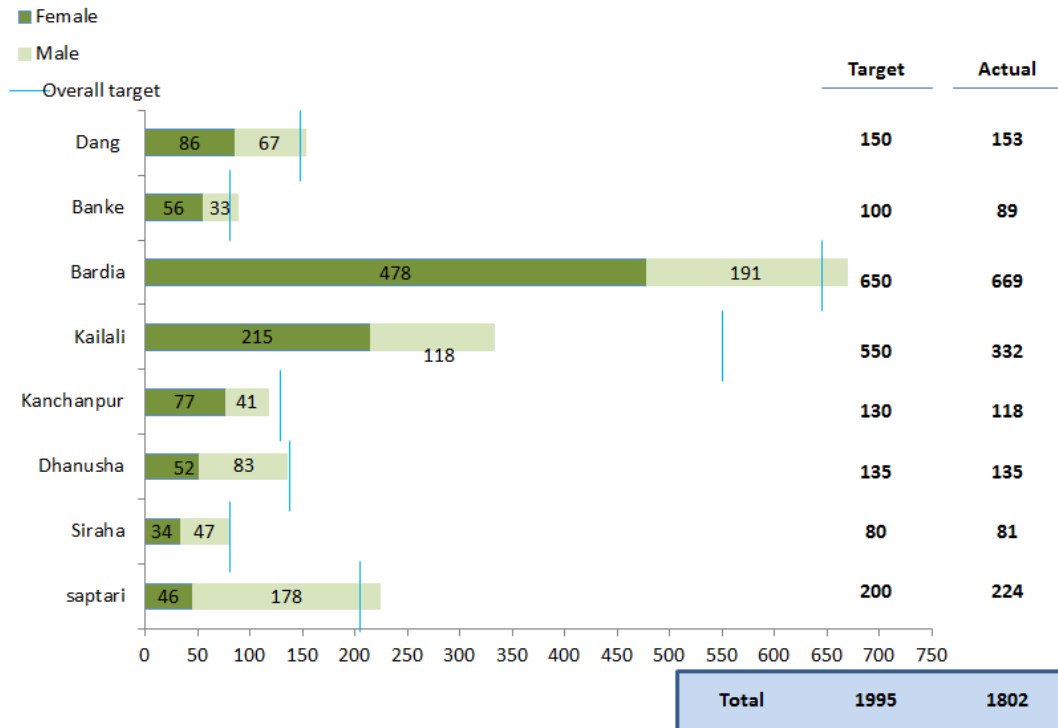
Objective 1: By the end of the project, children and adults from the targeted families receive appropriate formal and non-formal education



Number of prevented children by district

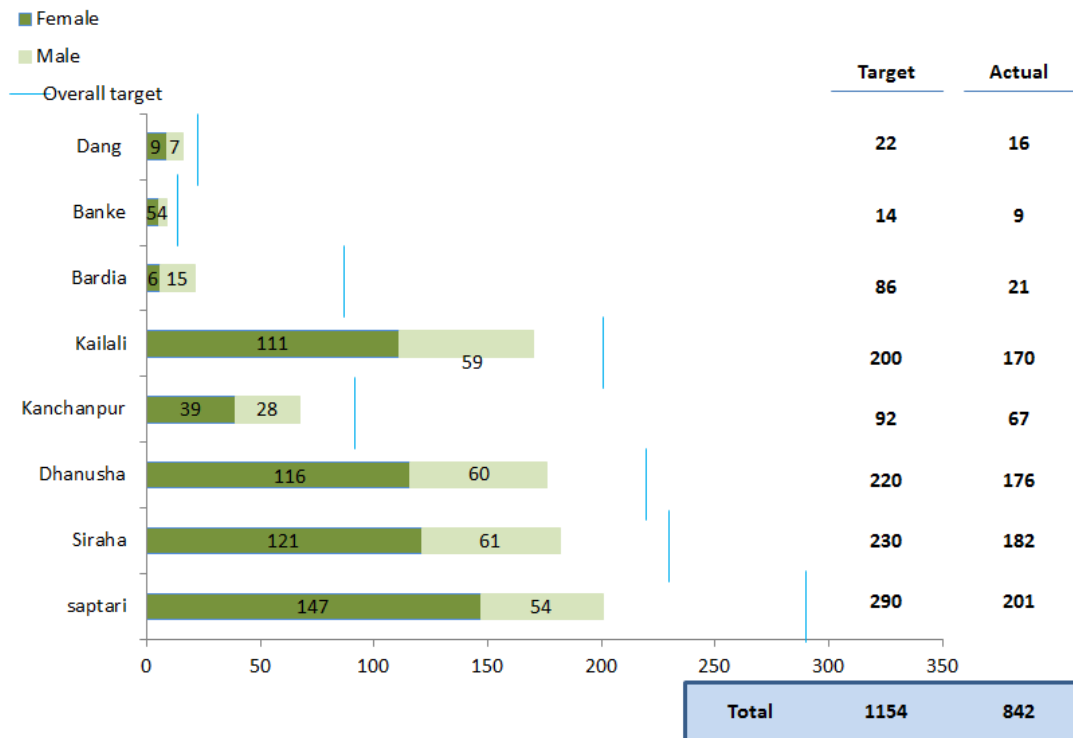


Number of withdrawn children by district



Note: Please refer to page24/25 for explanation regarding difference in the target set by the project and the target in this graph which is based on 2008 baseline survey .

Out of school programme by district



4.1.1 Objective 1 Output 1

71. 3,000 working boys and girls below 18 years withdrawn

72. The project has achieved 60% of the target set in the project document (1801 withdrawn vs 3000 target). Of the children withdrawn, 58% were girls.
73. The project document had estimated 3000 as the target for withdrawal of children. However baseline findings showed the total number of working boys and girls to be 1995 which is much below the estimated target in the project document. (Refer page 24/25 for explanation). Based on this, a strategic change in the project approach was made to include children from other than ex Kamaiya, Haruwa Charuwa system who are in bonded labour and from within the VDCS and the target community. 88 children from other groups have been included. If the `revised` target (that is the number of children to be withdrawn as per the 2008 baseline) is considered to be the basis for assessing progress, the project will have achieved over 90% of its target. It could be considered that the change in the numbers over the project design and implementation is a positive change in the bonded labour situation in these districts.

4.1.2 Objective 1 Output 2

74. 6600 children below 18 years identified for prevention from child labour

75. The project achieved 91% of the target set in the project document (6025 identified vs 6600 target). Of the children prevented, 52% were girls.

4.1.3 Objective 1 Output 3

76. 4000 Boys and girls between 10-17 and 2000 adult members from targeted families provided non formal education

77. The project achieved 21% of the target set in the project document. (842 children between the ages 10-17 were provided non formal education out of the 4000). One of the reasons is that the number of children withdrawn was fewer than originally estimated and those requiring formal education was limited.
78. Although the project targeted 2000 adult members for non formal education, 3340 members were reached through the programme. The project achievement in this area is 167% of the target. 96% female were covered. Field observations indicated the popularity of the PLA classes among women as they brought women together and enhanced their confidence levels.

4.1.4 Objective 1 Output 4

79. 8000 Boys and girls below 18 years from targeted families mainstreamed into formal education

80. Although the project set a target of 8000 children to be mainstreamed into formal school, only 5525 children were admitted . The project achievement in this is 69% of the target. Of those admitted 50% were girls. One of the reasons could be attributed to the lower number of children withdrawn. It was expected that of the 8000 children to join school, 2400 children will be from those withdrawn. However only 1801 children were withdrawn (of which 537 children were enrolled).

4.2 Objective 2: Gainful employment

81. By the end of the project, targeted families are gainfully employed

82. Two NGOS and the DLRO have implemented programmes on vocational training/ skill training and off farm/on-farm employment training in the eight districts during the period June 2009 to June 2010.

Indicators	Progress
1. Changes in number of members from targeted families who report that their incomes are sufficient to sustain life without employing their under 14 children	The project expected an increase from 15% to 30% Households. The project has not reported progress against this as gainful employment training was completed only in July 2010.
2. Change in number of adults , boys and girls of employable age from targeted families who are regularly employed or employed as casual workers for at least 150 days in a year	Early to report. An increase from 35% to 50 % was targeted and the project has reported 40% (TPR March2010). It is estimated by training provider that about 580 have been employed or self employed but early to say if they are employed for 150 days.
3. Change in number of targeted families self employed in on farm economic activities by the end of 2010	Early to report. Early progress indicates 816 of the target of 1500 (TPR March2010). Training provider reported that 59 new groups already running on farm enterprises.
4. Change in number of targeted families self employed in off farm activities by the end of 2010	Early to report. Early progress indicates 378 of the 1500 target (TPR March 2010). Training provider has reported 30 groups are running off farm enterprises.

83. Progress against Objective 2 outputs



Note: The outputs have multiple factors reflected in them. This means that while the data shows that a certain number of people have been targeted under this output; it is not clear whether that represents all of the factors within that indicator or just a subset. For example, whether 968 targeted families under off farm employment have training, access to extension services and access to credit or whether they have only received training.

4.2.1 Objective 2 Output 1

84. 2000 adult men and women, and boys and girls of employable age of the targeted families have appropriate and sufficient vocational/ technical skills and are linked to job market

85. 1057 women and men, girls and boys have been provided vocational/ technical skills and this is only 53% of the target set. 61% those trained were women and girls. Although the project expected to include 1200 children to be withdrawn from bonded labour and who were unable to make it to formal education, the low number of total withdrawn children (1802 as against 3000 target) meant that fewer children joined the school system.
86. The process of selection of the training participants in most cases was carried out in coordination with the NGO implementing the education and social mobilisation activities. It is not evident what numbers of the persons trained have taken up jobs or employment. One estimate by the skill training provider is that about 55% are engaged either in self or wage employment. Some have migrated to other places/ countries. There has also been limited time to follow up to understand the extent to which the training has made a difference to employment for targeted families.

4.2.2 Objective 2 Output 2

87. **1500 targeted families have access to farmland and appropriate extension services for generating on farm self employment**
88. 1528 families have been provided with training for generating on farm employment. This is more than 100% achievement of the target. 80% of the participants were women. 69 groups have already initiated on farm income generation activities and are earning from NRs 5000 (approx \$ 69) to 27000 (approx \$370). Most of them are into goat rearing, pig farming, fish farming, poultry and vegetable farming.

4.2.3 Objective 2 Output 3

89. **1500 targeted families have access to funds/ credit and appropriate extension services for generating off farm self employment.**
90. 968 families were provided off-farm training for self employment. This is 64.5% achievement of the target set. 74% of those trained were women.
91. There has been less interest in off-farm training and a preference for on farm training. This is attributed to target group not wanting to take immediate or medium term risks and wanting to see immediate benefits. It is also attributed to their existing on-farm skills and interest in building on to those skills. The training programmes have been only for 13.5 months and completed only in July 2010. Post training support has been minimal.
92. 30 groups have already initiated income generating enterprises mainly in the areas of bangle making, incense stick making, furniture business, bamboo items, brick making, mobile repair service etc. It is difficult to say how many of those trained will be able to gain sustainable employment. Market competition has been identified as a challenge in some areas.
93. Linkages with microfinance institutions are in process. Already 1769 members, mainly women, are linked to savings groups. 110 members are also in cooperatives. Members have taken loans ranging from NRs 5000 (approx \$ 69) to NRs 18000 (approx \$ 247) from their own savings. In some areas, loans have also been taken from the District Land Reform Office.

4.3 Objective 3: Minimum and equal wages

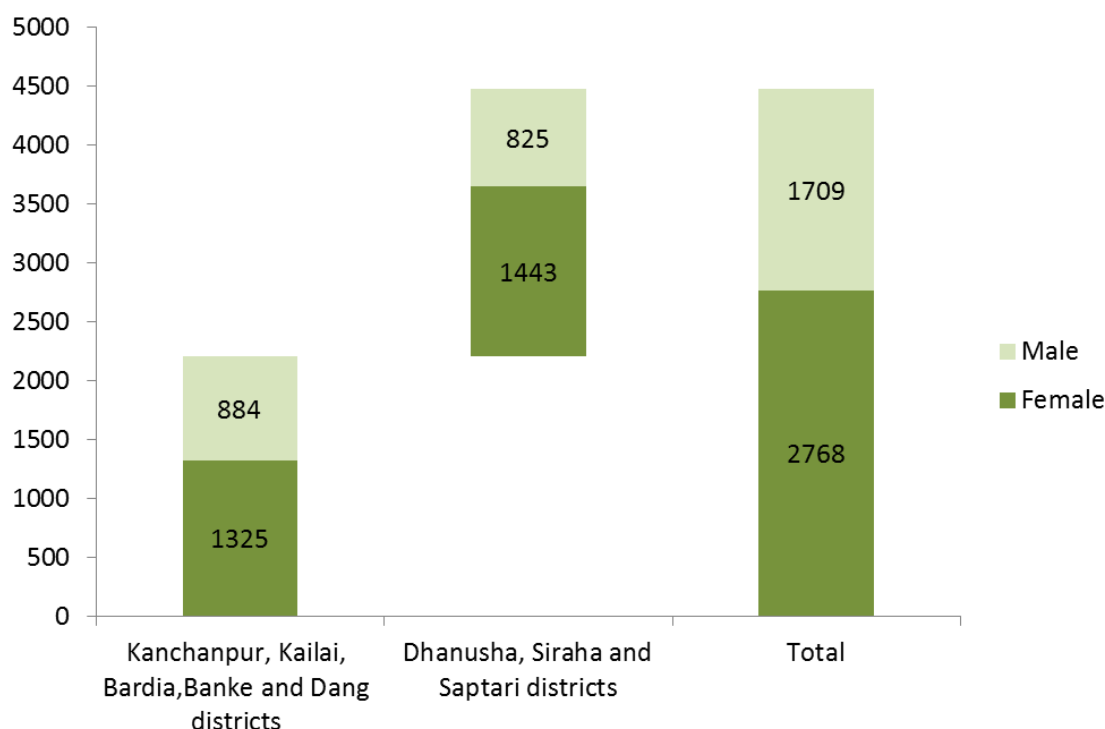
94. **By the end of the project, agricultural workers, particularly freed Kamaiyas and Haruwas/ Charuwas in the target districts receive the minimum and equal wage rates**
95. 2 Trade Unions implemented action programmes in East and West project district towards unionisation, setting up of vigilance committees and raising awareness about minimum and equal wages.

Indicators	Progress
1. Change in number of members from targeted families who report that the minimum wage rates fixed by the DDCs are satisfactory	From a baseline of 25%, the project targeted 50% members to report their satisfaction with wages. Based on group interview and key informants in the project (TPR March 2010), 40% has been achieved. Field interactions with some of the target group members indicated that the wages have increased.
2. Change in number of agricultural workers among targeted families who receive the minimum wage	50% receive minimum wage (<i>project report</i>) as against the 30% baseline. This is below the 60% target that was set. . The project reported data is based on group interview of the targeted families. Although not verified by the project, following the social dialogue and campaign, on the basis of interaction with some of the project target group, there is indication that the implementation of minimum and equal wages is making progress in the project areas.
3. Change in number of female agricultural workers among the targeted families who receive equal wages as their male counterparts	40% female agriculture workers receive equal wages (<i>project report</i>) as against 20% baseline and 50% target. Field discussions revealed that women are not always paid equal wages, but the differential is narrowing.

4.3.1 Objective 3 Output 1

96. 5000 freed Kamaiya and Haruwa/ Charuwa agricultural workers are unionised

97. 4475 agricultural labourers have been unionised thus achieving 90% of the target. 62% of those unionised are women workers : Field observation showed limited awareness of unions. It is difficult to be specific about the reasons and for verification. Phase 1 Evaluation findings referred to potential reasons for low awareness of unions (including limited success of trade unions in dissemination of information, hesitation of some members to acknowledge membership) and these could be relevant for the current project context.



4.3.2 Objective 3 Output 2

98. **Favourable environment created for enforcement of the minimum agricultural wage rates that are equal for men and women**
99. According to the Trade Unions, the system of fixing minimum wage has been developed in Banke and Kanchanpur districts of the West and NRs170 (approx \$ 2.33) was declared minimum wage. In other project districts viz. Dang, Bardia and Kailali, it is under development. Similarly in Eastern districts, the system has been developed and minimum wage of NRs 150 (approx \$ 2) was declared in Siraha district. In Saptari and Dhanusha districts the process is ongoing.
100. The social dialogue, formation of vigilance committees and unionisation activities of the Trade Unions supported by the project have taken place in the project areas and this could have contributed to improving wages in these areas. Field observations indicate that wages have gone up and the wage difference between women and men workers is narrowing.

4.4 Objective 4: Enabling environment

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

Indicators	Progress
1. Change in number of relevant government officials who report that the government's budget allocation for activities aimed at elimination of child bonded labour has improved significantly by the end of 2010	The project has set a target of 40% (no baseline available) and has reported its full achievement. This could not be verified; however the launch of SSRP in September 2009 with WB support of USD130 million focusing on access, inclusion and quality and expected to address the issue of child labour may have contributed to this perception.
2. Regulations under the Kamaiya Labour	Regulation under Kamaiya Labour Prohibition

Indicators	Progress
Prohibition Act 2001 in line with ILO conventions 182, 138, 105 and 29 in place by the end of 2010	Act 2001 drafted and await approval
3. Existing Child Labour Prohibition Act 1999 and its regulations harmonized with the regulations of Kamaiya Labour Prohibition Act 2001 and in line with ILO conventions `82, 138, 105 and 29 by the end of 2010	Following project revision, the activity relating to Child Labour Prohibition Act and its harmonisation with KLPA has been taken forward by ILO Nepal office and not as a project activity .(TPR March 2010)
4. Updated National Plan of Action for elimination of child bonded labour in place by the end of 2010	National Plan of Action against Bonded Labour drafted
5. Updated Master Plan on Child Labour incorporating issues on child bonded labour	Review of NPA for Child Labour Elimination and Master Plan is in process

4.1.1 Objective 4 Output 1

102. **MOLR&M and MOL&TM supported to bring in necessary appropriate legislative measures and national plan of action for elimination of child bonded labour**
103. Action Programme with MoLRM in place to support updating of National Plan of action for elimination of child bonded labour. This project with CARE, WE and LWS supported a national level consultation on updating the national plan of action in August 2010
104. It is early to comment on the policy related activities implemented under the project as they are at early stages. Although the activities started very late in the life of the project, the project has made progress and the activities are expected to be completed before the end of the project. Budget constraints led to project revisions and rescheduling of some of the activities and therefore it is not evident that these activities were prioritised by the project. Interaction with some of the stakeholders indicated that the project's activities to support enabling policy environment alongside field interventions is an important contribution of the project and provides opportunities to link field experiences to policy implementation. The policy impact study (included in the Evaluation TORs) was not carried out and is scheduled to be implemented in November. It is expected that the activities would be completed and such a study could provide a better understanding of impact of this objective.

4.1.2 Objective 4 Output 2

105. **Awareness raised among bonded labour and local organisations 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 and Regulation Act 1999**
106. Awareness programmes were implemented as part of social mobilisation by the 8 NGO implementing agencies and the 2 Trade Unions.
107. The social support structures such as women's groups, youth groups, children's groups, Haruwa Charuwa Concern Committee, Kamaiya users groups, child rights protection committee, CLMS committee and Badghar and Gururwa have been effective mechanisms for building awareness against child bonded labour.
108. There is growing awareness about child labour and bonded labour issues. Child bonded labour issues discussed in PLA classes and field observations indicated awareness of the issues. Several audio visuals, posters, booklets have been distributed and street theatre presentations were carried out by the implementing partners.

4.1.3 Objective 4 Output 3

109. The capacity of implementing agencies (government, employers and workers unions) and NGOs/CBOs networks on child bonded labour and bonded labour issues strengthened

110. At the national level, project has provided consultancy support to MOLRT for development of policy and drafting of regulation

111. Project management team provided the following training to implementing partners and other stakeholders.

- Four day initial briefing on child labour issues, withdrawal and prevention, baseline survey, database management, book keeping and technical and financial reporting for project implementers
- Three day refresher on the above
- Three days on Child Labour Monitoring systems
- 3 day refresher on the above. The training involved staff members, action programme coordinators, social mobilisers, and a focal person on behalf of the executive board from each of implementing partner NGOs. In addition Programme officer of DDC, field supervisors working under ex Kamaiya rehabilitation programme of DLROs, women development officers, labour officers and trade union representatives were also included in the training programme.

112. Project implementing partners identified the following as areas where their capacities have been strengthened. This was also discussed in detail during the stakeholder workshop.

- Increased understanding the concept and issues of child labour and child work. For example the understanding of the concepts and issues were important and were clarified while undertaking the baseline surveys.
- Knowledge on social mobilization and methods of working with ultra poor
- Community and Child Labour Monitoring System. For example many of the partners were in a position to promote CLMS with a clearer understanding of the role of key stakeholders and their engagement in the process.
- Methods of dealing and working with ultra poor community were enhanced.
- Knowledge in the record keeping in financial/administration system. For example frequent monitoring visits by project team and project requirements for reporting required that the records were well maintained.
- Proposal writing, report writing and documentation.
- Planning, implementation techniques. Some of the project partners indicated that the baseline survey enhanced their understanding of the significance of having good database not only for the project but for their organisations future interventions.
- Data base tracking. For example the capacity was enhanced with regard to the use of DBMR especially on ensuring that data is well recorded.

4.1.4 Objective 4 Output 4

113. Experiences on child bonded labour researched, documented and disseminated

114. There is no explicit research and dissemination strategy that was in place for the project although several activities were planned. .

115. An important activity of the project is the baseline survey that was carried out by the project implementation partners. The project has compiled the information and is a useful reference document for future study of project impact and for designing other interventions by project partners and other stakeholders. Project has shared information on the baseline amongst the implementing partners and government.
116. Implementing Partners have also contributed to documentation of good practices of the project and the project team provided technical inputs to an ILO HQ sponsored study on Child bonded labour. A policy impact study was earlier proposed but was not carried out. It is understood that ILO/IPEC is now taking forward this study which should be very relevant to understand the impact the project has had at the policy level. However, this output has only been partially achieved as some of the activities such as the 'Project end survey' has not been carried out.

5. ASSESSMENT OF PROJECT'S ORIGINAL ASSUMPTIONS

117. The original project assumptions are largely valid.
118. This assessment is based on discussion with implementing partners and a small group discussion at the stakeholder workshop.
- A. EFA programme adequately addresses the issues of overcrowding and lack of class rooms, teachers in the Project districts
 - B. There are sufficient schools and physical facilities to support additional students, particularly in Bardia and Kailali districts
119. There are sufficient schools in Bardia and Kailali districts but infrastructure needs improvement. Adequate school buildings and teachers are not available in some project districts. The drop out rate of project motivated children is only 2%.
- C. Sufficient land for agriculture is available around the vicinity where the targeted families are settled
 - D. Sufficient off-farm employment opportunities are available
 - E. Agencies for providing quality vocational/skills training with ability to link training to employment are available
120. Availability of land has not been uniform across the project districts. For example lease land was not available in Dhanusa and activities on lease land were undertaken in the other eastern districts. Off farm employment opportunities are limited and it is competitive in the local areas and there has been an overall preference for on farm activities. Numbers of vocational training agencies are available but not enough emphasis given to link with employment after the training programmes.
- F. Local bodies are able to enforce the minimum and equal wage rates
121. The system of fixing minimum wage has been developed in Banke and Kanchanpur districts of the West and NRs 170 (approx \$ 2.33) was declared minimum wage. In other project districts viz. Dang, Bardia and Kailali, it is still being considered. Similarly in Eastern districts, the system has been developed and minimum wage of NRs 150 (approx \$2) was declared in Siraha district. In Saptari and Dhanusha districts the process is ongoing for development of the system. Wages have increased in project districts. Difference in wages for male and female has decreased.
- G. Government of Nepal able to maintain the level of commitment required for improving the bonded labour related provisions and plan
122. The current provisions for rehabilitation only relate to Kamaiyas and the government is actively trying to fulfil their commitment with them. There is now also focus on Haliyas. The draft National

Plan of Action on Bonded Labour and the Review of Master Plan of Child Labour and the Regulation on the Kamaiya Prohibition Act prepared by the government indicates a level of policy commitment to the issue.

123. Project has responded to some of the changes in assumptions and implementation adjusted accordingly. For example a) Project adopted the approach to link more effectively with the EFA programme and is a member of the EFA review team b) where lease land availability was a constraint, project considered provision of tools and seeds instead of lease land so that target group could use their own land as some of the target group members have 3-5 katha land of their own which they can use for vegetable farming. Also considered individual based vegetable farming with support of tools and seeds instead of group based leasing.

6. SUSTAINABILITY

124. The project document has outlined its approach to ensure sustainability. There is a plan to monitor it but it is not specific to key strategies and aspects of the programme are more at the level of monitoring the enabling context. The quarterly technical reports include a section on monitoring sustainability but they are broad statements rather than specific strategies and not based on monitoring methods, such as periodic surveys, as identified in the plan.
125. Following is a broad assessment of sustainability of the project impact and processes that could potentially impact on project outcomes.
126. The project's approach to strengthen community structures e.g., CLMC and the PLA groups could make a meaningful contribution to long term sustainability. However, the short time frame of this project is challenging to enhance capacity of these structures to a level of self-sustenance. There are examples of few CLMCs which have 'graduated' and they are expected to sustain beyond the project; while others have the potential to sustain if continued support is got from NGOs or other partners or are networked effectively with child monitoring committees. During field visits, some of the CLMC members expressed continued interest in sustaining their work and NGO partners identified CLMC as good practice which they would like to promote. So there is likelihood of some of the CLMCs continuing beyond the project. Increased literacy and confidence among women could enable sustaining of project impact; however the extent to which this is likely to happen needs to be better understood. For the PLA groups that have graduated to successful income generation activities are expected to sustain project impact. If there is continued support from the NGO implementing partner and if linkages are made there is a potential for sustainability for a number of the PLA groups. Some of the NGOs have expressed their commitment and continued engagement with the groups especially where they are linked to microfinance initiatives promoted by the NGOs.
127. While the project has concluded most of its intended activities in the shortened timeframe, the delays constrained certain activities such as skill and vocational training raising questions about post training support and long term sustainability of project impact with regard to improved livelihoods of the target group. Increased awareness among the target group of the negative effects of child bonded labour and the increased school attendance is expected to sustain educational outcomes. Increasing attention in the SSRP on child labour is expected to continue attention to improve educational outcomes.

Sustainability of social structures promoted by the project

128. CLMC: The project has promoted a number of social structures. The project design had not anticipated an expansion of CLMC; however a significant effort has been placed on promoting the CLMCs by the project with the objective of sustaining community monitoring efforts. The CLMCs role is to identify child bonded labour, help in withdrawal of the child and generate awareness about child bonded labour in the community. Project reports 61 CLMCs with 217 female and 303 male

representatives from teachers, traditional chiefs of the communities, PLA graduates, and children who have been withdrawn.

129. CLMCs have traced 397 children who were not identified during baseline survey and rehabilitated 117 children through their own efforts. Field observations and project reports indicate that CLMC is an innovative, participatory and a useful system for community monitoring not linked with the project's monitoring systems. As observed during field visits, not all CLMCs are at the same level of performance. CLMC has the potential to evolve to sustainable mechanisms for community monitoring. For example few of the CLMC has been able to access resources ranging from Rs 18000 to 22000 from the VDC to withdraw children from bonded labour. Not all have reached this level of development. Some of the implementing partners are exploring CLMCs potential linkages with child protection committees which could contribute to their sustainability. Other strategies that the implementing partners have promoted are the involvement of Badghar who is the traditional community leader in the CLMC.
130. In the time frame that CLMCs have been operational (about 2 years and in many cases less than 2 years), it is not evident that they have reached a self sustaining stage to address child bonded labour with regard to their organizational development, access to resources or linkages made to government's ongoing processes in the time frame that they have been operational. It is expected that they will be sustained in the short term but will have level of involvement; however without continued external support the CLMCs are unlikely to perform actively in the medium term.
131. PLA: Project has promoted a number of PLA groups with membership largely of women. The PLA groups have been learning groups for 9 months (as against 6 months originally envisaged) on various aspects including literacy classes, awareness on child rights, domestic violence and importance of sanitation. After completion of PLA, women are encouraged to form into groups for skills training and take up income generation enterprises. Some of the women's groups have become savings groups and are they are taking loans and repaying them.
132. Observations from field visits and reports indicate that women have found the PLA as a very useful opportunity to come together, improve their literacy levels, discuss issues and develop confidence in talking with outsiders, enhancing their awareness and improving their skills. It is expected that PLA groups who graduate to running their income generation activities have a high chance of sustaining project impacts. However lack of support to establish market linkages, access to credit, lack of group maturity and leadership are some of the constraints in the sustainability of these groups. In the short time frame of the project interventions, it is ambitious to expect groups graduating to sustainable levels; however if there is continued support from the NGO implementing partner and if linkages are made there is a potential for sustainability. Some of the NGOs have expressed their commitment and continued engagement with the groups especially where they are linked to microfinance initiatives promoted by the NGOs.

Sustainability of educational outcomes:

133. The project was successful in enrolling children withdrawn from bonded labour and those prevented in school. School drop out has also come down considerably. Field observations and reports indicate awareness among communities of the harmful effects of bonded labour and the value of educating children.
134. A concern is the irregular school attendance. If income generation activities are not successful in generating sufficient income to keep children in school, there is a likelihood of children falling back to work. However, improving wages for agriculture labour, increased awareness of ill effects of child labour and some level of monitoring are expected to contribute to children remaining in school. There is potential for the SSRP which has resources for 'hard to reach children' to benefit children from the targeted group if the linkages are effectively made. To discourage early school dropouts,

government has adopted a policy where students' up to class 7 do not have to pass their examinations to be promoted to the next class. This could enable children to continue their education.

Sustainability of livelihoods:

135. The off farm and on farm training has been completed in July. Of the groups trained, 1194 numbers have initiated income generating activities. There has been limited time provided for post training support, market linkages and for refresher training and follow up. Sustainability of income generating activities, especially off farm activities, is expected to be low without continued support. Sustainability is expected to be better for on farm activities as the target group is more confident about applying their skills. However, availability of leased land could be a constraint.

7. GOOD PRACTICES AND LESSONS LEARNT

136. Documentation of good practices and lessons learnt in combating child bonded labour under the project was carried out by an independent consultant. Based on the report, inputs received at the stakeholder workshop, review of documents and field observations, the following are the good practices and lessons learnt from the project. Some of the examples have been included as they are good practices in terms of processes and could be indicating approaches rather than outcomes.

1) Good Practices

137. A number of good practices were identified by participants during the workshop and during discussions stakeholders

Children withdrawn from bonded labour through CLMC without disputes

138. The process of withdrawal of children from bonded labour was facilitated by the CLMC. Community involvement helped the process and the approach to be smooth and effective.

Promoting social support structures

139. Many social support structures have been created by the project such as PLAs and CLMC which have played a key role in effective implementation of the project and provided opportunities for community participation. This is a useful approach to build ownership, empower communities and for sustainability of impact

Integrated strategy for tackling child bonded labour

140. The project adopted a multi pronged strategy for addressing child bonded labour (education, income generation, unionisation, policy strengthening) and this brought in multiple stakeholders including government, NGOS and trade unions. This approach has been well recognized by the stakeholders and policy planners and is seen as a more effective way to deal with the complex problem of bonded labour.

Increased participation and awareness levels especially of women's groups

141. Focus on women's groups as a key strategy for project implementation is effective not only in raising community awareness but also in empowering women who have an important role to play in sending children to school and in improving their own income and livelihood opportunities. PLA groups have improved their literacy, gained confidence and initiated savings.

Attention given to capacity building

142. Allocating time and resources for building capacity of implementing partners is a significant approach not only for effective implementation of the project strategies but also for sustainability of project impact

Policy engagement

143. The approach of supporting policy review/ development alongside support to programme implementation is helpful in enabling linkages between policy and practice, in demonstrating results on the ground and also enabling multi stakeholder engagement in project processes.

2) Lessons Learnt

Realistic preparation period for project implementation

144. A realistic time frame for implementation of child bonded labour project in Nepal is about 12 months for getting approval, for initiating APs and for start up arrangements.

Flexibility in project implementation

145. Project design should provide for flexibility in implementation. This is particularly true in context that is fast changing such as Nepal.

Preparation of the baseline information by selected APs

146. Involving the APs to undertake the baseline is valuable and is an opportunity to build rapport with community and for better understanding of the socio economic conditions of the community. This requires additional time for implementation as a shared understanding of the baseline methodology need to be developed and capacity of partners to implement will need to be built.

Competitive selection process for IPs

147. A transparent selection process for NGOs with clear criteria for selection and appraisal process is useful in identifying appropriate partner organisations to implement the programme. This approach requires additional time and will need to be factored into project design.

Appropriate monitoring indicators and processes

148. It is important to ensure that monitoring processes such as end project survey is built into the monitoring plan and is budgeted for. Output monitoring requires appropriate indicators (both qualitative and quantitative) to track progress against the entire output. For example where the output is about training and employment, both these aspects will need to be tracked and analysed for adjusting the project strategies.

Continued support post training needed for sustainability

149. While designing and implementing skill development / income generation training programmes, it is useful to have post training support to ensure market linkages and address start up concerns.

Supporting community structures

150. For implementation and sustainability of potential project impact, it is effective to strengthen mechanisms for community involvement and empowerment. For longer term sustainability, specific strategies are required to enhance their capacity including their access to resources where required

8. RECOMMENDATIONS

151. For ILO / IPEC

- It is recommended that while designing projects for elimination of child bonded labour, the approach should consider including strategies to rehabilitate children in different forms of bonded labour and not be limited to focusing on one particular form especially in areas where they exist together. Within this, the approach could consider prioritizing groups that are most vulnerable.
- It is recommended that future programmes that promote income generation/ employment should consider a strategic approach that includes market analysis and linkages, adequate time frame and post training support.
- It is recommended that while designing and implementing projects, the monitoring systems include provision for external monitoring and that it is budgeted for. It is also recommended that the outputs are specific and fully monitored.
- It is recommended that future programmes to address child bonded labour build on the approach adopted by SCEBL-II of bringing together key stakeholders in addressing multiple dimensions of the issue. There is need to ensure that mechanisms for multiple stakeholder engagement are well thought through and are incorporated in the project design.
- It is recommended that when designing projects, adequate time is provided for preparing for project implementation and that the time is realistic keeping in view the experiences of similar projects, project processes and the local context.

152. For ILO/IPEC, MoLRM

- It is recommended that a study be carried out on the utilization and impact of the training provided by the project for income and employment generation. This could inform the design and implementation of vocational training programmes implemented by MoLRM and could be a useful input to designing future programmes.

153. For ILO

- It is recommended that the proposed collaborative project (of ILO and other UN agencies) to address bonded labour in Nepal consider building on the project database initiated by SECBL-II project in VDCs where there is potential overlap. This is particularly relevant for child school tracking.
- It is recommended that the proposed collaborative project mentioned above builds on social structures especially the CLMS in VDCs where there is potential overlap.
- It is recommended that activities to support income generation / employment under the proposed project consider offering post training support including market linkages to those in the SCEBL- II target group who were provided only training under SECBL- II.

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Terms of Reference

Background and Justification

Background

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 being 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. DWCP are beginning to be gradually introduced in various countries. The DWCP document in Nepal was approved in July 2008 and until 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 Bhaiasabar (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 targets of the 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 noted²:
 - 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 were 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. Phase I ran from December 2000 to November 2003 and was the subject a mid term review in December 2003, and a final evaluation in September 2005.
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, 5,000 adult men and women through unionisation and another 2,000 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, each with the time frame of achievement by the end of the project:
 - Immediate Objective 1: Children and adult members from the targeted families receive appropriate formal and non-formal education.
 - Immediate Objective 2: Targeted families are gainfully employed.
 - Immediate Objective 3: Agricultural workers, particularly freed Kamaiyas and Haruwas/Charuwas in the target districts receive the minimum and equal wage rates.

² From Impact assessment and Final project evaluation report of the "Sustainable Elimination of Bonded Labour in Nepal Phase-1", August 2005.

- Immediate Objective 4: An enabling environment is created for effective implementation of Kamaiya Labour Prohibition Act – 2001 and Child Labour Prohibition Act – 1999.

Background to the final evaluation

12. Based on ILO/IPEC and USDOL procedures mid-term and final evaluations are required to take place in the project cycle. However, given unforeseen delays in project start up and the changing political context, twice postponement of Constituent assembly Elections, Madhes Movement I and II and the security situation meant that a critical mass of activities had not been implemented (including delay in the implementation of APs) for the mid-term evaluation to be useful at the time of the officially scheduled date. Therefore, after an IPEC-DED proposal to stakeholders, an external project review took place to address several issues, and this occurred in February 2009. For the recommendations of the review, please see Annex 1.
13. The present Terms of Reference are based on inputs from key stakeholders received by IPEC-DED in the round of consultations and issues that have been raised during the review of the progress report by donor and stakeholders for an external evaluation to address.

Scope and purpose

Scope

14. The scope of the final evaluation will be the IPEC Bonded Labour Project in Nepal as a whole, including issues of initial project design, implementation, lessons learned, replicability, any specific recommendations for use in the Bonded Labour Project and recommendations for future projects. The evaluation is expected to emphasise the assessment of key aspects of the project, such as strategy, implementation and the achievement of objectives. It will assess the effect and outcomes of work carried out during the implementation phase, using data collected on the indicators of achievement, and including the effectiveness, relevance and sustainability of the project activities to address bonded labour.

Purpose

15. The evaluation is to be conducted with the purposes of determining if the project achieved its stated outputs and immediate objectives and drawing lessons from the experiences gained during implementation. Generic issues of relevance, effectiveness, efficiency, sustainability and learning will also be examined. It will show how these lessons can be applied for other ILO/IPEC interventions in the area of bonded labour.
16. In addition, the evaluation will serve to document potential good practices, lessons learned and models of interventions for beneficiaries. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future related activities in the country, as well as being used by ILO-IPEC to design future programmes and allocate resources.

Suggested aspect to address

17. Generally, the evaluation should adhere to the ILO Evaluation Framework and Strategy and Guidelines, specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and OECD/DAC Evaluation Quality Standards. More specifically, the evaluation should address the overarching ILO evaluation criteria of relevance, effectiveness, efficiency and sustainability to the extent possible, as defined in the ILO Guidelines to Results-Based Evaluation: principles, Rationale, Planning and Managing for Evaluations', Version 1, January 2010. For gender issues see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, 1995. Further information on the ILO's gender approach is also available at www.ilo.org/gender.

18. The following are the suggested aspects that can be identified at this point for the external evaluation to address. These have been identified based on consultation with key stakeholders and prior analysis by the Design, Evaluation and Documentation (DED) section. It is not expected that the evaluation addresses all of the questions detailed below, but it must address the general areas of focus. Other aspects can be added as identified by the evaluation consultant in accordance with given purpose and in consultation with DED. One of the tasks for evaluators to decide, which one based on the evidence and findings available, are the most important aspects to address in meeting the purpose of the evaluation.

19. Below are the main categories that need to be addressed:

- General Issues
- Design and Planning (Validity of Design)
- Achievements (Implementation and Effectiveness)
- Relevance of the project
- Sustainability

General

20. Based on the experiences of the project and available information from other child labour projects in the country, what areas of focus should be given priority in the Government of Nepal's implementation of the *Kamaiya Labour (Prohibition) Act, (2002)*, and its National Master Plan on Child Labour?

21. Assess if suggested conclusions and recommendations from the midterm project review (MTPR) were implemented as per follow-up plan, and gauge the success of any revised activities and interventions (attached).

Design and Planning (Validity of Design)

- Review the logic and coherence of the project design and how the institutional arrangements, roles, capacity and commitment of stakeholders were taken into account. Were lessons learned from the Phase I of the project in the area of design? How far did factors outside the control of project management affect project implementation and attainment of objectives/goal?
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?
- Similarly, assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on bonded/child labour).
- Analyze whether available information on the socio-economic, cultural and political situation, in Nepal was taken into consideration and reflected in the design of the project. Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- Assess whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern (especially including remuneration of women); how far the number of target beneficiaries (both education and non-education) and types of services being provided were appropriate, realistic and provided as designed (and taking MTPR recommendations into account).

- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them? Was the strategy for sustainability of achievement defined clearly at the design stage of the project?

Achievements (Implementation and Effectiveness)

- Determine if the project (as per the purpose) has achieved its stated immediate objectives (including specific targets); assess the overall and specific outcomes of the project; and identify lessons learned and good practices to inform future projects. Was the expected number of beneficiaries reached? Have target families been empowered in a meaningful way?
- How realistic were the critical assumptions and to what extent did factors outside the control of the project design and management affect project implementation and attainment of objectives/goal?
- Assess the process of implementation by IPEC and its implementing organizations, and the efficiency of project management at the country, regional and HQ level.
- Assess the effectiveness of the employment generation services, education and non-education services being provided to beneficiaries. Review the merits of the type of services for individual beneficiaries: receiving both series of services versus receipt of only one type of service.
- Assess the performance of the vocational skills training and the impact this had on providing linkages to both farm and non-farm employment to targeted beneficiaries and the quality of the skills training.
- Assess the relationships between the project and other child-labour interventions supported by IPEC or by other organizations (most especially, the USDOL-funded World Education projects) in the country. Were synergies and economies of scale created?
- Assess the project's achievements in raising awareness on the child labour /bonded labour problem and on promoting social mobilization to address this issue?
- Assess the functioning of the information/database for all activities carried out by different agencies, in terms of its effectiveness in achieving efficiencies in service delivery? Is it considered as a useful tool by the end users and therefore sustainable?
- Assess how the project monitored both the work and education status of all direct beneficiaries, reviewing the extent to which the system was appropriate and efficient in monitoring the situation of each child. Assess how project staff and implementing partners used the DBMR forms and database, including informing management decisions throughout the duration of the project, including the use of project monitoring plans (PMPs).
- Assess the CLM approaches of the project (a separate AP covering CLM in all of the provinces), and how far the system was appropriate and efficient in monitoring children to ensure that they were no longer working and/or that work conditions were no longer hazardous, and were attending education programs regularly.
- Review how far project actions have contributed to enhancing the technical and financial capacity of local/national institutions (including Government and employers and workers organisations) and the target groups to eradicate bonded child labour.
- Were the expected outputs being delivered in a timely manner, with the appropriate quantity and quality? Assess the efficiency of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Assess the participation of different relevant actors in the National Steering Committee e.g. how are these structures participating in project implementation? Examine the relationship

between the NSC and the implementing agencies, what is their collaboration. How did this contribute to progress toward project's objectives?

- Examine any networks that have been built between organizations and government agencies working to address bonded/child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?
- How did the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project?
- Review the role that the Government of Nepal played in the project including the functioning of the National Steering Committee in its coordination of bonded child labour efforts.

Relevance of the Project

- Was the project relevant to the local situation concerning bonded and child labour, specifically the needs of the target groups, the local capacities to address these issues and the national policies and programmes in place? Assess the validity of the project approach and strategies and their potential to replicate. Assess whether the needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys. Were the Action Programmes well-rooted within their communities?
- How does the project strategy fit in with the national plans under development and national education and anti-poverty efforts, and interventions carried out by other organizations?
- Did the strategy and service package address the different needs and roles, constraints, access to resources of the target groups, with specific reference to mainstreaming and thus the relevant partners, especially in government?

Sustainability

- Has the capacity of the implementing agencies and other relevant partners to develop effective action against bonded child labour been increased as a consequence of the project (especially skills training)? Specifically, assess how the idea of a phase-out strategy for project components was addressed during the projects' design and implementation, as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Were the Action Programs well-rooted within the communities in which they operated? What is the likelihood that the partner organizations involved in the project will continue to work to eliminate child labour after the project ends?
- Assess the relevancy, coherence, adequacy and effectiveness of strategies adopted by the project and the Action Programs to ensure sustainability. What are the implications for replicability of this model?
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups. Whether and to what extent the project has contributed to the revision of the Master Plan to eliminate child labour by 2016? What is the expectation that the partner organizations (including the provincial government departments) will continue to work and allocate funds to eliminate child labour after the project ends?

- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of national actions. Based on the project's experience, which are some of the factors that might impact on the likelihood of national level action being taken further?

Expected outputs of the Evaluation

22. The expected outputs to be delivered by the evaluation team are:

By International Team Leader:

- Desk Review
- Evaluation Instrument
- Evaluation field visits including interviews and consultations with key stakeholders in Nepal
- Preparation and facilitation of national stakeholder evaluation workshops, including workshops and background note
- Debriefing with project staff and key national partners
- Draft report
- Second and final version of report, including any response to consolidated comments
- Notes on the experience of the evaluation and suggestions for the further development of the standard evaluation framework

By Evaluation Member, National Consultant

- Desk review
- Background report of relevant information after discussion with evaluation team leader
- Support to international team leader during evaluation phase
- Co-facilitation of national stakeholder evaluation workshop
- Input and support to the preparation of the final evaluation report.

By Policy Impact consultant

- Desk review
- Annotated outline and analytical framework (study design)
- Review of policy papers and interviews
- Initial policy impact study report
- Final policy impact study report

The final evaluation report should include:

- Executive Summary with key findings, conclusions and recommendations
- Clearly identified findings, conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention
- Appropriate annexes including TORs
- Standard evaluation instrument matrix

23. The total length of the report should be a maximum of 40 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
24. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation 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 evaluation report in line with the original purpose and with appropriate acknowledgement.
25. The final report will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by DED and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

Proposed project evaluation methodology

Desk Review

26. The following is the proposed methodology for the final evaluation. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

Policy Impact Study

27. A sub-study in the form of a policy impact study is proposed in the form of a desk review and selected interviews on the impact of the work of the project at the policy level, how the project activities supported the implementation of the Prohibition Act of 2002 and related policy and institutional structures. Therefore this would focus on how the project has worked to support the outcomes of IO4 (enabling environment created for effective implementation of national legislation). The policy study will focus on how these policies have buttressed IO1 (formal and non formal education), IO2 (employment) and IO3 minimum and equal wage rates). The policy impact study will be an input for the evaluation.

Field Visits

28. The evaluation team leader, assisted by the national consultant, will conduct evaluation missions in-country that will consist of the following:
 - Working sessions with ILO/IPEC staff
 - Interviews with key national stakeholders and informants
 - Field visit to selected AP project sites
 - A stakeholder evaluation workshop

29. The team leader and the team member will work together, particularly during the field mission, including a division of work when talking to key national stakeholders. The evaluation team will prepare the final report.
30. The evaluation team leader will interview the donor representatives, ILO/IPEC HQ, and ILO/IPEC regional staff either in person or by conference calls early in the evaluation process, preferably during the desk review phase.
31. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
32. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate bonded labour in Nepal and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
33. The evaluation methodology will include a one day stakeholder workshop at Kathmandu, attended by stakeholders and partners from the target provinces of the project, as well as IPEC staff and key partners, including the donor as appropriate, in order to gather further data as appropriate, present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of the meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. The project will propose together with the evaluation team leader a list of participants.

Composition of the evaluation team

34. The evaluation will be carried out by the international evaluation team leader, a national evaluation consultant and a policy impact consultant, previously not directly involved in the project. The evaluation team leader is responsible for drafting and finalizing the evaluation report. The evaluation consultant will support the team leader in preparing the field visit, during the field visit and in drafting the report. The evaluation team leader will have the final responsibility during the evaluation process and for the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
35. The background of the **international evaluation team leader, national evaluation team member and policy impact study consultant** ideally should include:

International Team Leader	
Responsibility	Profile
<ul style="list-style-type: none"> • Briefing with IPEC DED • Telephone Interviews with donor and IPEC HQ • Desk review • Prepare evaluation instrument • Conduct field visits in selected project sites in Nepal • Facilitate stakeholder workshops with the support of the evaluation consultant • Draft the evaluation report • Finalize the evaluation report taking into consideration comments from key stakeholders. 	<ul style="list-style-type: none"> • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant regional experience preferably prior working experience in Nepal or the region. • Experience in the area of bonded and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience at policy level and in the area of

	<p>education and legal issues would also be appreciated.</p> <ul style="list-style-type: none"> • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Familiarity with and knowledge of specific thematic areas. • Fluency in English. • Experience facilitating workshops for evaluation findings.
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Evaluation Consultant: Evaluation National team member	
Responsibility	Profile
<ul style="list-style-type: none"> • Prepare desk review in coordination with the team leader • Conduct site visits with the team leader • Support the team leader in facilitating the stakeholder workshops • Provide inputs to the team leader in drafting the evaluation report • Provide inputs and clarification for the team leader in finalizing the evaluation report. 	<ul style="list-style-type: none"> • Extensive knowledge of development in Nepal, preferably on bonded and child labour issues • Experience in evaluations conducted at the multi-bilateral level in development • Experience in facilitating stakeholder workshops and preparation of background reports

National Consultant for policy impact study (to be confirmed)	
Responsibility	Profile
<ul style="list-style-type: none"> • Desk review of project documents • Briefing with ILO/IPEC-DED • Telephone Interviews with IPEC HQ desk officer, donor • Undertake desk review of project related documents • Interview project management and project partners • Draft study and share with the team leader • Finalize the study with inputs from the team leader 	<ul style="list-style-type: none"> • Experience with policy analysis, strategic planning and design of country programmes • Familiar with the development policy set-up in Nepal; knowledge of the specific policies is desirable • Experience in policy level evaluation or assessment • Experience evaluating gender issues. • Knowledge and experience of child labour or at the very least children's issues. • Familiarity with impact assessment debates or experience in implementing impact assessment • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Familiarity with and knowledge of specific thematic areas.

36. The evaluator's interpreter, if required, will have no prior affiliations with IPEC or project partners.

37. The team leader will undertake a **desk review** of the project files and documents (Mid Term Project Review, Technical Progress Reports, Final Project Evaluation Phase 1, Project Revision Forms), undertake **field visits** to the project locations, **and facilitate the workshops**. The evaluation team leader will also be responsible for **drafting** the evaluation report with support from the national

evaluation consultant. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.

38. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Kathmandu with the administrative support of the ILO sub-regional office in South Asia in Delhi. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
39. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

Policy impact assessment study (to be confirmed)

40. A consultant will design and implement an indirect impact assessment study through desk review, interviews with project staff and project partners and with oversight from the evaluation team leader.
41. The following is the suggested approach to the Policy Impact Study
 - Based on these TORs and initial desk review of relevant policy documents both from the ILO/IPEC project directly and other relevant policy documents, an initial annotated outline and analytical framework (study design) is prepared. This should indicate the policy areas of analysis as related to the work of the project and the identified policies to mainstream child labour into; the methodology to be used in the analysis and the relevant sources of information, including key informants to talk.
 - The study design will be discussed with the evaluation team leader, ILO/IPEC Kathmandu, IPEC HQ, project management and ILO/IPEC DED and revised based on received comments.
 - Further desk review and data collection will take place through study of policy documents, follow-up interviews etc as per agreed analytical framework.
 - Interviews will be conducted with a list of key informants to be agreed upon by the policy impact consultant, ILO/IPEC Nepal and DED.
 - The policy impact consultant will participate in the national stakeholder evaluation workshop as an observer.
 - Consultations will be held with the overall evaluation team during the in-country work of that team. This will include adjustment in the analytical framework to provide key information and analysis for the evaluation on policy.
 - A revised annotated outline will be presented immediately before the first analysis for quick comments.
 - An initial presentation of key analysis and findings will be prepared in time for use by the overall evaluation team for the first draft of the report on the expanded final evaluation.
 - A more comprehensive draft is presented for comments by the functions indicated in bullet point (b.).
 - **Final technical sign-off by DED and the evaluation team leader.**

42. The tentative timetable is as follows:

Project Final Evaluation		
Responsible Person	Tasks	Duration and Dates
Team leader & team member	<ul style="list-style-type: none"> Telephone briefing with IPEC DED Desk Review of project related documents Evaluation instrument based on desk review 	Mid July
		T. leader 3 days
		T. member 2 days
Evaluation team with logistical support by project	<ul style="list-style-type: none"> In-country to Nepal for consultations with project staff Consultations with project staff /management Field visits Consultations with girls and boys, parents and other beneficiaries Workshop with key stakeholders 	August 9-24, 2010 for evaluation field visits
		T. Leader: 16 days
		T. Member: 16 days
Evaluation team leader with team member	<ul style="list-style-type: none"> Draft report based on consultations from field visits and desk review and workshop in Nepal 	August 31 st 2010
		T. Leader 5 days
		T. Member: 2 days
DED	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader 	End August
Evaluation team leader	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 	Mid September 2010
		T. leader 2 days
		T. member 1 day
TOTAL number of days		T. leader 26 days
		T. member 21 days

Policy impact study (to be confirmed)		
Responsible Person	Tasks	Duration and Dates
Policy impact study consultant	<ul style="list-style-type: none"> Desk review 	Mid July 3 days
Policy impact study consultant in consultation with ILO/IPEC	<ul style="list-style-type: none"> Development of study design in consultation with ILO/IPEC 	Mid July 1 day
Policy impact study consultant	<ul style="list-style-type: none"> Interviews Study & analysis of policy documents 	End July - Beginning August 8 days
Policy impact study consultant with input from evaluation team leader	<ul style="list-style-type: none"> Drafting of study report and finalize with inputs from team leader 	End August 3 days
TOTAL number of days		15 days

43. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> Project document DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> Progress reports/Status reports Technical and financial reports of partner agencies Direct beneficiary record system Good practices and Lessons learnt report (from TPR) Other studies and research undertaken Action Programme Summary Outlines Project files National workshop proceedings or summaries

- | | |
|--|---|
| | <ul style="list-style-type: none">• Any other documents |
|--|---|

- The main users of the evaluation should be the Government of Nepal (all relevant Ministries at the national, provincial and local levels) to inform their implementation of the Kamaiya Labour (Prohibition) Act, (2002), child labour monitoring committees, USDOL as the donor, ILO-IPEC as primary implementing agency, local partners, and stakeholders.

44. Consultations with:

- An interview with OCFT staff responsible for the project prior to the commencement of the field work so that USDOL may give input to the evaluation framework as a key stakeholder;
- Project management and staff
- ILO/HQ, regional and country and regional backstopping officials
- Partner agencies including AP implementers and child labour monitors
- Social partners: Employers' and Workers' groups; NGOs
- Boys and Girls and their parents
- Community members where awareness-raising activities occurred
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- Telephone discussion with USDOL
- USAID and US Embassy staff in Nepal, Interviews with appropriate US Embassy staff prior to commencement of field work;
- Interviews with national partners: Ministry of Labour, President of employers' organization e.g. Farmers Federation, President of trade union/workers' organization, Various community-based and NGO bodies,;
- Other project coordinators of US Department of State funded activities,

Final Report Submission Procedure

- For independent evaluations, the following procedure is used:
- The evaluator will submit a draft report to IPEC-DED
- 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 evaluator by date agreed between DED and the evaluator 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.

Resources and Management

Resources

45. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 26 work days
- Local DSA in project locations for maximum 5 nights in various locations in Nepal.

- Travel from consultant's home residence to Nepal in line with ILO regulations and rules
- Fees for local travel in-country

For the evaluation consultant (evaluation team member):

- Fees for an evaluation consultant for 21 days
- Local DSA in project locations for a maximum 5 nights in various locations in Nepal in line with ILO regulations and rules
- Fees for local travel in-country

For the consultant carrying out the policy impact study: (to be confirmed)

- Fees for a national evaluation consultant for 15 days
- Fees for local travel in-country

Other costs:

- Fees for local travel in-country
- A stakeholder workshop in Nepal
- Interpretation costs for field visits
- Translation costs for the workshop and field visits
- Translation of the final evaluation report
- Any other miscellaneous costs.

A detailed budget is available separately.

Management

46. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Kathmandu and the ILO Office in Kathmandu will provide administrative and logistical support during the evaluation mission.

Attachment to TORs: Recommendations from Mid Term Review, February 2009 (edited)

For project management

- Additional indicators should be added to the PMP to identify progress towards the expected impact of the immediate objectives and then reported regularly.
- A specific indicator should be developed to assess the number and area coverage of CLMSs or other similar community-based CL monitoring systems
- Every effort to be made to keep the implementation schedule from any further slippage
- 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.
- 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 CL Prohibition Act.
- Implementing partners will re-assess the number of children that they can realistically withdraw from bonded labour within their target area. One estimate to be number within the existing category and the number in other forms of bonded labour. The project then decides on revised categories of bonded labourers and targets for withdrawal.
- 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.
- To provide support to schools with a large intake of children due to the project activities
- Consider increasing the support for family economic development for child withdrawal from Rs. 2,400
- 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
- Implement annual independent monitoring to support PMT to verify outputs and impacts
- Ensure that field implementing partners are supported and monitored by the PMT making a visit to the implementation area at least once/month
- Contact the Education Management Information System staff in order to explore the possibility of including child labour-related information in their data collection
- If an impact assessment is carried out a comparison should be made of impact in Dhanusa, where the ILO Employment and Local Economic Development Project is active, and other districts, to see if there was any significant changes on the rehabilitation of former bonded labourers and their children from the combination of these two projects.

For USDOL and project management

- 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 assess changes 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

For ILO Nepal and project management

- Actively encourage discussion on the interpretation of the Kamaiya Prohibition Act and promote its implementation.
- As the MoLRM acknowledges that the Kamaiya Prohibition Act applies to all forms of bonded labour the project should advocate for its full implementation.
- Approaches the MoLTM as the main government agency concerning labour, about the implementation of the Kamaiya Prohibition Act

For ILO Nepal

- For future projects review the salary levels provided to AP Coordinators and senior staff.

For IPEC and USDOL

- Review policy for communication through IPEC HQ to see if any advantage to allowing direct communication between the projects and the USDOL representative

For IPEC HQ

- Respond to the Secretary of the Ministry of Labour in Nepal concerning Nepal's request for support to for a comprehensive child labour project.
- Should consider a more explicit 'management timeline' in planning documentation that shows when APs for specific objectives are expected to begin and expected duration. Preparations for these APs could then commence at an appropriate time.

Persons and organizations consulted

Organization	Name of persons consulted
ILO	Mr Shengjie Li (Director ILO Nepal) , Ms Sherin Khan (Regional Child Labour Specialist, Delhi by phone) , Mr Richard Longhurst (DED, Geneva by phone), Mr Peter Wichmand (DED, Geneva by phone) Mr Udhav Raj Paudyal (National CTA,SECBLII), Mr Raju Khanal (Sr Project Assistant) Mr Prakash Sharma (Project Officer), Mr Hirendra Lal Karna (Project Assistant), Rum Bahadur Gurung (Administrative Assistant)
USDOL	Ms. Angela Peltzer (by phone)
MOLTM	Mr. Purna Chandra Bhattarai, Joint Secretary, Mr. Prajjawal Aryal, Under Secretary
MOLRM	Mr. Madhav Prasad Ghimire (Joint Secretary) Mr. Laxman Kumar Hamal (Under Secretary)
GEFONT	Mr. Umesh Upadhaya, (General Secretary) Mr. Bishnu Lamsal and Gopal Ghimire (Project Manager)
NTUC-I	Mr. Ram Mani Pokharel (Project Manager) Mr. Dhruba Chandra Gautam ,Mr. Ganesh Prasad Niraula (National Coordinator)
FNCCI	Mr. Hansa Ram Pandey, Director
Lutheran World Foundation	Mr. Yadu Lal Shrestha, Team Leader
World Education	Mr. Gopal Tamag , Ms. Helen Sherpa
CARE-Nepal	Mr. Sandesh Hamal
UNICEF	Mr. Surendra Regmi
UNYC, Gularia, Bardia	Mr. Prim Bahadur Tharu (Chairman) Mr. Madhav Chaudhary (Secretary) Mr. Bhesh Bahadur Chaudhary (Coordinator, World Education Programme) Mr. Santa Kumar Chaudhary (Project Staff) Mr. Radheshyam Tharu (Project Staff) Ms. Basanti Chaudhary(Board Member) Mr. Ram Kumar Tharu, (Board Member) Mr. Krishna Chaudhary (Social Mobilizer) Mr. Dev Man Chaudhary (Executive Director) Mr. Narendra Tharu (General Secertary)
KAMASU, Gularia, Bardia	Mr. Binti Ram Tharu (Chairman) ; Ms. Budhini Tharu, (Member-Central Committee) Mr. Nara Bahadur Chaudhary (Vice Chairman) Mr. Chitra Lal Tharu, (Project Staff) Mr. Laxmi Prasad Chaudhary (Project Staff) Mr. Som Prasad Chaudhary (Project Staff) Ms. Indu Chaudhary (Project Staff) Mr. Durga Prasad Chaudhary(Micro-enterprise development Facilitator) Ms. Sheela Chaudhary (Finance Assistant) Mr. Makku Ram Chaudhary (Micro-enterprise development Facilitator) Mr. Kailas Chaudhary (Micro-Enterprise Development facilitator) Ms. Shyam Kali Tharu (Micro-enterprise development Facilitator)
AASAMAN-Nepal, Janakpur, Dhanusha	Mr. Dipendra Tiwari (Action Programme Coordinator) Mr. Girish Sha (Programme Coordinator) Santosh Kumar Mahato, (Documentation Officer)
SCDC, Saptari	Mr. Binodananda Chaudhary, Coordinator , Mr Sanjeev Kumar Sha, Coordinator-Quality Education, Mr. Sunil Chaudhary, CAAFAG-Coordinator , Ms. Anju Chaudhary, Finance Officer , Mr. Jagdish Prasad Chaudhary, Programme Staff, Mr. Ram Asish Chaudhary, Programme Staff-School as Zone of Peace, Mr. Ram Kumar Karki, Social Mobilizer-GEFONT , Mr. Ramakanta Chaudhary, Executive Director , Mr. Ram Narayan Chaudhary, Vice President
Srijana	Mr. Leela Nath Shrestha, Chairman, Mr. Batuk Shrestha, Programme Co-ordinator, Mr. Ram Avtar Sha, Social mobilizer, Mr. Raj Kumar

	Shrestha, Programme Staff
AFHA, Nepalganj, Banke	Mr. Purna Chandra Upadhaya, (Chairman)Mr. Bisnu Dhungana, (Programme Officer) Ms. Sobhana Misra (Vice President) Ms. Tripti Dhital(Finance Assistant) Mr. Arjun Upreti, (Programme Staff) Mr. G.M. Yadav (Programme Staff)
Mitra Dhanusha , Janakpur, Dhanusha	Ms. Manju Thakur (Chairperson) Mr. Mithilesh Jha (Action Programme Co-ordinator)
Rajhena VDC, Banke	Shakti Man Chaudhary(CLMS Member)
Bastipur VDC, Saraswoti Danda Tole, Siraha PLA Group	Mr. Shakti Ram Yadav, Ms. Geeta Devi Sadai, Ms. Jitni Devi Sadai , Ms. Fulwa Sadai, Ms. Ram Rati Sadai, Mr. Uttam lal Sadai, Mr. Bahuri Yadav , Mr. Badri Sahu, Ms. Fulo Devi Mahato , Mr. Upendra Mahato , Mr. Ram Phal Mahato , Mrs. Durga Devi Mahato, Mrs. Ram Bati Mahato, Mrs. Shakuntala Mahato , Mr. Chandika Chauhan , Mr. Banthu Ram , Mr. Gopal Karki , Mrs. Sushma Karki
Ramdahiya-Bhawadi VDC, Dhanusha	CLMC , Mr. Chandreswor Yadav Mr. Manoj Kumar Yadav, Member-CLMC, Mr. Kebal Yadav, Social Mobilizer , Mr. Shambhu Mehara, , Member- CLMC , Mr. Debu Yadav, , Member- CLMC, Mr. Ram Kumar Sha, Secretary,, School Teacher
Bharatpur VDC, Dhanusha	Mr. Ananda Prasad Yadav, Head Master, Member-CLMC , Mr. Bharat Hamal, Member-CLMC , Mr. Mahendra Mahato, Teacher-HS

List of documents consulted

- ILO, Sustainable Elimination of Bonded Child Labour in Nepal, Project document, 2006
- Keith Jeddere-Fisher, Independent Final Evaluation of Sustainable Elimination of Bonded Child Labour, Phase-I, Sept, 2005
- Keith Jeddere-Fisher, external project Review of Sustainable Elimination of Bonded Child Labour, Phase-II, Sept, 2009
- IPFC/SECBL-II Project team, Proceedings of Regional Consultative Planning Workshop, Dhangadhi, Nepalganj and Janakpur, April, 2007
- SECBL-II Project team, Technical project reports of Sustainable Elimination of Bonded Child Labour in Nepal, Phase-II (2007-2010)
- GON, Bonded Labour System (Abolition) Act, 2000
- SECBL-II Project team, Mission Reports of Sustainable Elimination of Bonded Child Labour in Nepal, Phase-II (2007-2010)
- Mikkola k. and Thakali Homa, Programme Impact on Freed Kamaiyas and Haliyas in the Far West, 2008
- IPs of SECBL-II, Periodic Reports of different Implementing Partners of Sustainable Elimination of Bonded Child Labour in Nepal, Phase-II (2007-2010)
- Birendra Giri, Perspectives of Haliya and Kamaiya Child Workers , The Bonded Labour Journal of Asian and African Studies (2009)
- SECBL-II Lessons Learnt and Good Practices study (2010)

Schedule of major project events

Date	Description of events	Remarks
September 2006	Approval of project by the donor, USDOL	
February 2007	Approval of the project by Government of Nepal	
March 2007	Regional consultative planning workshops (in Dhangadhi, Kailali, Nepalgunj, Banke and Dhanusha, Janakpur)	
May 2007	Approval from BBTF for the invitation of AP proposals from NGOs.	
May 2007	Invitation for the submission of AP proposals	
August 2007	Selection of 8 partner organizations and workshop to refine proposals	
August 2007	Revised proposals submitted by NGOs	
September 2007	AP proposals submitted to BBTF	
November 2007	BBTF approves 8 NGOs AP proposals	
January 2008	8 NGO's Agreements signed	It took about 7 months from proposal invitation to contract signed
April-May 2008	Baseline survey was conducted in all 8 project districts	
October 2008	Approval of APs of MOLRM, GEFONT and NTUC-I by BBTF	
December 2008	NTUC-I'S AP signed	It took about 5 months from proposal invitation to contract signed
February 2009	External Project Mid-term Review	
May 2009	Technical Clearance of AP proposal for skill development/ income generation	
June 2009	Approval by BBTF of APs of 2 NGOs for skill development/ income generation	
July 2009	AP Agreements signed with 2 NGOs for skill development/income generation	
Nov 2009	Meeting on Kamaiya, Labour (Prohibition Act) under the Draft Regulation Committee at the Ministry of Land Reform and Management	
January 2010	BBTF Meeting at Ministry of Land Reform and Management	
January 2010	No cost extension of IPs signed from 20 January 2010 to 19 June 2010	
January 2010	No cost extension of APs of Trade Unions signed till 30 June 2010	
February 2010	Mission to Review DBMR .	
February 2010	Study on good practices and lessons learned	
June 2010	No cost extension for APs implementing vocational training/ skill development from 15 June 2010 to 15 August 2010	
July 2010	MoLTM meeting on Review of Master Plan on Child Labour	
August 2010	Meeting on Review of National Plan of Action against Bonded (Child) Labour	
August 2010	Final Independent Evaluation of SECBL-II Project	

Workshop outputs and list of participants

1. The International Labour Organization (ILO), Nepal, organized a one day Stakeholders' Workshop to discuss the Final Evaluation of Sustainable Elimination of Child Bonded Labour (SECBL)-II on August 23, 2010 with representatives from government, implementing partners, primary stakeholders, workers' organizations, employers' organizations, and other stakeholders.
2. Following a presentation by the external consultant of the preliminary observations from the evaluation, the participants identified the following achievements and challenges of the project.

Project Achievements

- Formation of CLMC and their effective functioning
- Bonded Labour children withdrawn and prevented by CLMC
- Withdrawal of children without any conflict through the CLMC
- PLA groups are effective and aware of child labour issue and education
- Increase demand for education by women
- Promoting group processes
- Promoting non formal education
- Facilitating coordination
- National Level coordination and network
- Joint monitoring of the project by district stakeholders
- Coordination mechanisms of district stakeholder
- Coordination with Bargar, Guruwa
- Enhancing women's participation. Women able to express their problems and their awareness of their rights have increased
- Improved access to government agencies
- Support to policy formation on various issues
- Creation of database system
- Increased school enrolment of children
- Prevention and withdrawal of children from bonded labour
- Support to generating employment
- Linkages to microfinance services for income generation
- Opportunity of employment
- System of monthly saving
- Training provided for women and men, girls/boys
- Profit in vegetable farming and poultry farm
- Increase unionization of ex Kamaiyas
- Promotion of minimum and equal wages
- Mushahar involved in enterprises
- Change in socio economic conditions of freed Kamaiyas
- Increase access of ex Kamaiyas to different stakeholders
- Awareness building among key stakeholders on child labour

Challenges

- Project limited to only Ex-Kamaiyas and Haruwa/Charuw and there is a challenge in implementation as there are other needy groups in the same area who are not included.
- Difficult to show results on IGA as the time allocated for the programmes is too short.
- Lack of qualified trainers at local level for IGA caused delays.
- Lack of sufficient material grants also one of the constraints.
- Political context and frequent bandhs and strikes affected projects achievement of targets.
- Difficult to reach scattered settlements
- Sometimes different types of project reporting caused over loading.

- No provision for post project follow up and it could affect sustainability.
- Co-ordination among IPs as well as with government line agencies in the project districts varied.
- Gap between the time lines of different activities is another constraint which delays in the implementation of some activities.
- In some cases, ILO processes/ requirements contributed to delays
- In some cases, overcrowding of classes and insufficient number of teachers
- In very few cases enrolled child labourers have discontinued from the school.

In another session four groups were formed to discuss the questions below more intensively.

- What are the good practices from the project? What aspects are replicable? What are the potential linkages to policy and programme implementation?
- Has the capacity of implementing agencies and other relevant partners to develop effective actions against bonded child labour been increased as a consequence of the project? In what ways?
- How did the level of cooperation, team working, roles and linkages among related agencies and networks support project implementation? What is the potential for the networks to sustain beyond the project?
- How realistic were the critical assumptions and to what extent did factors outside the control of the project design and management affect project implementation and attainment of project objectives?

The outcomes from the group discussions are summarised below.

I. Good Practices

- Withdrawal of the working children through CLMC without any dispute.
- Many social support structures have been created by the project such as PLAs, Child Clubs, Youth Clubs, CRPC, CLMC etc. These structures are very helpful in the implementation of the programmes.
- Opportunity of employment has been increased with the help of vocational and skill development trainings.
- Bonded child labour have been withdrawn from the work and enrolled in the schools.
- Awareness levels of parents of CL, especially women group have been increased.
- Joint monitoring system played crucial role to make government sector active and responsible.
- Coordination made with district level line agencies created favorable situation for the success of some activities.
- Small support like school dress, animals and tools motivated parents of CL to enroll their children into schools.
- Education, social mobilization, unionization, skill development training, IGAs implemented by different agencies are considered very successful.
- Capacity building of Implementing Partners by the project is crucial in the success of future projects.
- Income generation of beneficiary groups through different activities.

II. Aspects of the project that have the potential for replication

- CLMS in other child protection programmes.
- OSP and PLA to other areas where literacy level of the young and old age people have to be increased.
- Joint monitoring of project by different stakeholders.
- Awareness raising approach in rural areas.

- Incentives to the parents of enrolled students motivate them not to withdraw their children from the schools.
- Mobilization of traditional local institutions such as Badghar and Guruwas

III. Examples of networking amongst project partners and with government

- Enrollment campaign was organized jointly by NGOs and VDCs (local government).
- Joint celebrations of different events like Maghi (a festival of Tharu community), education day, Kamaiya free day, Children's day NGOs and local governments.
- IEC material preparation was done jointly by NGOs.
- Information collection, health camps and education programmes are organized jointly by NGOs and local governments.
- Vegetable farming is done in collaboration with District Agriculture Office.
- Disputes and grievances at the local level jointly settled by TUs and local governments. Minimum wages are fixed in collaboration with TUs.
- Education programmes for withdrawn children and women are jointly monitored by the representative of NGOs and local government.
- Linkages of entrepreneur with local market (wholesalers and dealers) are made.

IV. Capacity building

- Improved understanding of the concept and issues of child labour
- Improved knowledge on social mobilization processes.
- Methods of dealing and working with ultra poor community were enhanced.
- Improved knowledge in the record keeping in financial/administration system
- Proposal writing skills, report writing technique, data base tracking developed.
- Improved understanding of planning and implementation techniques.

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