

**FINAL (AFTER COMMENTS)**

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**Independent Final Evaluation  
Combating Exploitive Child Labor through Education in Nepal:  
*Naya Bato Naya Paila* Project  
-New Path New Steps-**

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USDOL Cooperative Agreement No: IL-19513-09-75-K

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Report prepared by: Dr. Martina Nicolls  
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I express my deepest gratitude to all.

Dr. Martina Nicolls  
NBNP Evaluator

## LIST OF ACRONYMS

BFA	Brick Factory Association
CA	Cooperative Agreement
CAAFAG	Children Associated with Armed Forces and Armed Groups
CAR	Children at Risk
CAS	Continuous Assessment System
CBS	Central Bureau of Statistics
CCWB	Central Child Welfare Board
CDC	Curriculum Development Center
CDO	Chief District Officer
CDS	Child Development Society
CJ	Chief Justice
CLS	Child Labor Spectrum
COP	Community Orientation Program
CPC	Child Protection Committee
CPO	Child Protection Organization
CRO	Child Rights (Protection) Officer
CSEC	Commercially Sexually Exploited Children
CWIN	Child Workers in Nepal
CWISH	Children-Women in Social Service and Human Rights
DCWB	District Child Welfare Board
DDC	District Development Committee
DEO	District Education Office
DIC	Drop-in Center
DoE	Department of Education
ECD	Early Childhood Development
EIG	Education for Income Generation
FNCCI	Federation of Nepalese Chamber of Commerce and Industry
GATE	Girls Access to Education
GoN	Government of Nepal
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immuno Deficiency Syndrome
IAWG	Inter-Agency Working Group
ILAB	International Labor Affairs Bureau
ILO	International Labor Organization
JSSN	Jana Sewa Samaj Nepal
KAP	Knowledge, Attitudes and Practices
LC	Learning Center
M&E	Monitoring and Evaluation
MAC	Monitoring and Action Committee
MFI	Microfinance Institutions
MIS	Management Information System
MoE	Ministry of Education
MoFALD	Ministry of Federal Affairs and Local Development
MoHA	Ministry of Home Affairs
MoLE	Ministry of Labor and Employment (previously Labor & Transport Management)
MoWCSW	Ministry of Women, Children and Social Welfare
NBNP	Naya Bato Naya Paila – New Path New Steps
NCED	National Center for Education Development

NER	Net Enrollment Rate
NFE	Non-formal Education
NGO	Non-Governmental Organization
NHRC	National Human Rights Commission
NMP	National Master Plan
OBR	One Billion Rising
OBT	Occupation, Business, and Technology
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
ORC	Outreach Center
PAC	Project Advisory Committee
PCCI	Pokhara Chamber of Commerce and Industry
PTA	Parent Teacher Association
SEEP	Self-Employment Education Program
SIDS	Sindhuli Integrated Development Service (NGO)
SMC	School Management Committee
Tdh	Terre des hommes Foundation
TPR	Technical Progress Report
TSC	Teacher Service Commission
UCPN-M	Unified Communist Party of Nepal-Maoist
UN	United Nations
UNCRC	United Nations Conventions on the Rights of Children
UNICEF	United Nations Children’s Fund
USDOL	U.S. Department of Labor
VDC	Village Development Committee
WCSC	Women and Children Service Center
WDO	Women’s Development Officer
WEI	World Education, Inc.
WFCL	Worst Forms of Child Labor
WHRD	Women Human Rights Defenders



## EXECUTIVE SUMMARY

On September 30, 2009, World Education Inc. (WEI), in association with Terre des hommes (Tdh), signed a 39-month Cooperative Agreement with the United States Department of Labor, worth \$4,248,224, to implement an Education Initiative project to combat exploitive child labor in Nepal. As stipulated in the agreement, the project, *Naya Bato Naya Paila* (NBNP) targeted 8,000 children from the worst forms of child labor (WFCL) for withdrawal and 7,000 children at risk (CAR) for prevention.

The project addressed the brickmaking, portering, domestic service, mining, and *zari* (embroidery) sectors, as well as commercially sexually exploited children (CSEC) in the entertainment industry. The project implemented a range of education initiatives, such as non-formal education, formal schooling, coaching classes, pre-vocational activities, vocational training, and a self-employment education program (SEEP). At the school level, the project implemented a Safe School program, Child Friendly Schools, and school support (such as scholarships for students administered by the school, and capacity building for Parent Teacher Associations and School Management Committees). For CSEC girls, the project implemented a case management/psychosocial approach to provide beneficiaries with relevant learning options and protection, such as legal aid, counseling, guidance, health and wellbeing advice, emergency and psychosocial care, and employment support. The project established learning centers, drop-in centers and outreach centers. At the government level the project worked with national, district, and village level boards and committees; child labor groups; women's and girls' welfare officers; child rights offices; and various government agencies.

### Country Context

The Government of Nepal is on “autopilot”—without a Constitution, without parliament, without budgets, and with no local or general elections scheduled. The Ministry of Education and the Ministry of Health are the government's two largest and most stable ministries. Transfer of personnel occurs only internally within each ministry and hand-over policies and files are evident, enabling a higher degree of institutional memory than in other ministries. However, all temporary teachers are currently competing for a minimal number of permanent jobs and education quality is questionable. The Ministry of Women Children and Social Welfare and the Ministry of Labor and Employment are smaller and less established. Officers are transferred regularly to unrelated ministries, and institutional memory is not prioritized.

The government has ratified the United Nations Conventions on the Rights of Children (UNCRC), International Labor Organization (ILO) Conventions: Minimum Age for Employment Convention, 1970 (No. 138) and the Worst Forms of Child Labor Convention, 1999 (No. 182). Although Nepal's Child Labor (Prohibition and Regulation) Act (2000) defines children below 16 years of age as minors, Nepal's laws disallow employers to engage children below 14 years. The police enforce the law (to protect children under 14 years), not the Act (children under 16). Hence, the Act and the law are inadequately aligned with the provisions and the standards of the International Conventions (children under 18) with regard to enforcement. The impact on the project is that child laborers from 14 to 17 years are not adequately protected by the law. Government officials, police, and non-governmental organizations (NGOs) are aware of the issue, but under an incomplete and unstable government, it is extremely difficult to address legal reform. Nevertheless, the government's revised National Master Plan on the Elimination of Child Labor (2011-2020) aims to eliminate the WFCL by 2016 and all forms of child labor by 2020.

### Relevance: Shifting Project Priorities

Over the life of the NBNP project, to respond to opportunities for government involvement, unpredictable political fluctuations, changing patterns of child labor, and project targets, it appropriately shifted

strategically (particularly after midterm) to focus attention on: (1) source districts (locations in which there is a supply of children for work, such as Muslim and Dalit communities for the *zari* industries); (2) prevention districts (locations with CAR—children at risk of being exploited); (3) child protection; (4) family livelihood support and income generation activities; and (5) the withdrawal of child domestic laborers, *zari* workers, and CSEC girls in order to reach required project targets for withdrawal. It expanded its reach from 16 of the country’s 75 districts (with 3 prevention and one source district) to 21 districts (with 6 prevention and 4 source districts), working with 27 partner NGOs. The project operated in 2 mountain districts, 11 hill districts, and 8 *terai* (tropical lowlands) districts, from urban to rural and remote appropriately addressing the cultural, economic, and political context in each of its operational districts. Most child labor projects around the world focus predominantly on destination districts in which there is a high prevalence of children in exploitative work. NBNP’s shift to include source (origin) districts and preventive (poor and vulnerable) districts is a major success in addressing root causes and pre-emptive strategies to eliminate child labor. The diversity of districts enabled the project to work with relevant stakeholders in each district according to the needs of beneficiaries in specific sectors.

## Effectiveness

Due to midterm evaluation recommendations, the U.S. Department of Labor (USDOL) approved target revisions from 2011 for CSEC (down from 1,500 to 1,200) and the brick sector (up from 800 to 1,100) with the overall target remaining at 15,000 beneficiaries. The project exceeded its final targets for withdrawing 8,000 children in WFCL and preventing 7,000 CAR by 3,279 (22% over target). A major accomplishment was that 1,788 CSEC girls were reached with a range of protective services (with 1,182 completely withdrawn from being commercially sexually exploited); over the 39-month life of the project it equates to a girl a day removed from the commercial sex industry. Another major achievement was the withdrawal of children from domestic service, which rose from 20% of the project’s target in 2011 to a final 111%. A concentrated effort included the expansion into two additional districts with door-to-door identification, media campaigns, and street dramas. In addition to NBNP’s child labor monitoring system and baseline surveys that identified sectors, districts, and beneficiaries, there were other effective strategies. They were as follows: (1) reaching a larger pool of CSEC girls and providing them with services, which enabled the project to meet its target for complete withdrawal; (2) a raid on *zari* factories led to a reallocation of resources to rehabilitate *zari* boys in collaboration with the Central Child Welfare Board and the Inter-agency Working Group; and (3) the use of private matching funds enabled 779 additional children in the brick industry to receive services.

SECTOR	ORIGINAL TARGET	REVISED TARGET	ACHIEVEMENT	% OF TARGET
CAR	7,000		8,191	117%
Domestic Service	3,400		3,759	111%
Porter	1,500		1,506	100%
Mining	700		770	111%
Brickmaking and Kiln	800	1,100	1,879	171%
CSEC	1,500	1,200	1,788	149%
Zari/embroidery	100		386	386%
<b>TOTAL</b>	<b>15,000</b>		<b>18,279</b>	<b>122%</b>

Source: WEI Management Information System (MIS) Specialist, February 8, 2013 & Cooperative Agreement 2009, p20.

The project’s direct education initiatives were categorized into three interventions:

EDUCATIONAL INTERVENTIONS	% OF TOTAL
<b>Non-Formal Education</b> —Coaching, Learning Centers (LC), Drop-In Centers (DIC), Outreach Centers (ORC)	63%
<b>Vocational &amp; Skills Training</b> —Self-employment education (SEEP), family livelihoods, and income generation	8%
<b>School Support</b> —Scholarships/School Safety/Child Friendly Schools	19%
<b>Others</b> —Counseling, hospitality, photography, etc.	10%

Source: WEI MIS Specialist, February 8, 2013 (Note: multiple services are reported).

The project categorized its interventions for different target groups, with the most effective shown below:

UNDER 14 YEARS	11-13 YEARS	OVER 14 YEARS	SCHOOLS	FAMILIES
Non-Formal Education; Formal Education (& coaching); Family Livelihood Support	Pre-Vocational Activities	Vocational & Skills Training	School Support; Revenue Raising; Safe Schools	Family Livelihood Support; Business Start-up

## Efficiency

The project maximized its resourcefulness through the deployment of 27 local NGO partners across Nepal, capitalizing on their extensive network and use of volunteers to implement the project's activities effectively and efficiently. Although the management of a diverse range of NGO partners was time consuming, it enabled project efficiency across urban and rural locations in 21 districts.

## Impact

The project showed evidence of impacts across sectors, although the two major achievements occurred in the *zari* and CSEC sectors. These showed the integrated efforts of multiple stakeholders for long-term impacts affecting individuals (in the CSEC sector) and both individuals and families (in the *zari* sector).

### Rescue of Zari Workers

In June 2012, the united effort of stakeholders in Bhaktapur (the destination/work district in Kathmandu's urban valley) and in Sarlahi (the source/home district) combined to perform the nation's first rescue of children in the *zari* industry and the largest rescue of any kind in Nepal. A network of 300 individuals, including project and other NGOs, government officials, Muslim teachers, and police meticulously planned the rescue of 127 children in Bhaktapur. After the rescue, the boys were taken to a transit center, and within 10 days were reunited with their families in Sarlahi. Due to funding and collaborative support from the Central Child Welfare Board and Inter-Agency Working Group partners, the project was able to provide family livelihood and school support in the source district to break the cycle of child labor.

### CSEC Sector and the Empowerment of Girls

Partner NGOs in NBNP's CSEC sector scaled up their advocacy and awareness-raising jointly with the *Occupy Baluwatar* movement in Nepal and the global *Violence against Women* campaign against impunity. Beneficiary girls had a heightened awareness of their district's protection committees and avenues for assistance, legal support, and their own personal rights. They confirmed a sense of empowerment and a more open attitude to demanding their rights, protecting the rights of girls in their industry, as well as in the workplace and home, and reporting violations.

## Sustainability

District Education Offices (DEOs) were able to identify activities that they could sustain, such as infusion of child labor issues into government committees, meetings, strategic plans, and guidelines. Public campaigning, advocacy, sensitization, and awareness-raising were areas that the government believed it could sustain. The areas that stakeholders were less certain of continuing were family livelihood support, income generation activities, vocational training, and rehabilitation shelters due to their high implementation costs, as well as limited ability for follow-up. While coaching (remedial) lessons were low cost, because existing teachers were involved, the government does not intend to adopt this approach as it claims that every teacher should already be coaching students with lower academic performances as part of their daily duties. School Management Committees could adopt coaching lessons on a school-wide basis, but this would be the decision of SMCs and not the DEOs.

*Curriculum Development Center: Pre-Vocational Activities & Occupation Business and Technology*

The project contributed to education and training reforms and interventions for the elimination of child labor. This included the School Sector Reform Plan (2009-2014) that promulgates the need to include vocational orientation in basic education (Grades 1-8) to orient students about work and occupations. The pre-vocational activities undertaken in six prevention districts for children at risk within the NBNP project are part of the Ministry of Education's (MoE's) pilot program for inclusion in primary schools. In 2013, the Curriculum Development Center (CDC), under the MoE, will phase-out the subject Health, Population, and Environment and phase-in a new subject called Occupation, Business, and Technology (OBT). OBT will move from an outcome-based theoretical school subject to a competency-based practical subject that will form the foundation for a pathway for students into formal Technical Vocational Education and Training courses.

*Planning for a Child Labor Free Zone (District of Bhaktapur)*

The District of Bhaktapur is planning to make the district a Child Labor Free Zone. The Chief District Officer has formed a task force to undertake an integration plan (2013-2018) for implementation. If the integrated strategic plan is developed, it will serve as a model for other districts.

**Opportunities**

The following activities represent key priorities for future child labor projects in Nepal:

*ALIGNING THE ACT, THE CONVENTION, AND THE LAW*

There is a current mismatch between ILO Convention 182, Nepal's Child Labor Act, and the law in Nepal with regard to enforcement of child labor infringements. The ILO Convention 182, ratified by the Government of Nepal, prevents employers from engaging children below 18 years of age in hazardous work. Nepal's Child Labor Act (2000) defines only children below 16 years of age as minors, and Nepal's laws disallow employers to engage children below 14 years. The police protect children below 14 years and therefore child laborers from 14 to 17 years are not adequately protected by the law in Nepal. However, as the government stabilizes and officials are appointed to key positions in child labor agencies, there is an opportunity to promote legal reform to align the law with ILO Conventions No. 138 and 182.

*ADVANCEMENT OF THE CSEC IMPETUS*

There is the opportunity in Nepal to advance the withdrawal and protection of girls and CSEC following the groundswell for empowerment and the end of government impunity in cases of violence against women. With the global action of *Violence against Women*, Nepal's *Occupy Baluwatar* movement, Nepal media's promotion of *The Female Factor*, and the general awakening of girls in Nepal to voice their concerns for their protection, it is an ideal time to further the elimination and protection of girls from massage parlors, dance bars, and entertainment venues.

*MODEL CHILD LABOR APPROACHES FOR GOVERNMENT PILOT PROGRAMS*

Within the district of Bhaktapur in Kathmandu Valley, two approaches are model child labor interventions, which could be further expanded to other districts. The first is the rescue of *zari* children from factories and homes. The rescue plan is a model for documentation, and an NGO is keen to make a documentary film of the rescue for dissemination to other districts. The second is the plan to make Bhaktapur a Child Labor Free Zone. A task force has been formed, and an integrated strategic plan for 2013-2018 is in progress. The opportunity therefore exists for these models to be developed, documented, and piloted.

*SCHOOL REVENUE RAISING*

In the prevention districts, initial steps have been identified in which schools could increase their revenue and use the funds generated for improving sustainability of child labor interventions, and the introduction

of the government's OBT subject for Grades 6-10, which in turn would impact school enrollment and reduce child laborers. This project intervention is perceived as an opportunity by other schools to also increase their revenue, and enable sustainability of education interventions.

The government has a number of child labor and related reforms, policies, and actions that are yet to be undertaken or fully developed in order to make progress in the elimination of child labor across the country. These include the following:

- Mainstream the 75 Child Rights Officers currently funded by the Inter-Agency Working Group donor group into the government salary;
- Raise the priority of the Ministry of Women Children & Social Welfare and the Ministry of Labor and Employment;
- Establish a child welfare system;
- Enforce child labor, child rights, and child protection violations;
- Enforce the protection of migrant/foreign workers;
- Strengthen the OBT subject for Grades 6-10 through teacher training;
- Enforce effective disincentives for employers to use child laborers;
- Develop a list of hazardous occupations;
- Formulate guidelines and regulations for sector-specific occupational health and safety in the work place;
- Provide health testing for children at risk; and
- Establish a dedicated Child Labor Fund from the remittance revenue stream or other means, with a mechanism for coordination, planning, monitoring, reporting, and evaluation.

## 1. EVALUATION OBJECTIVES AND METHODOLOGY

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the United States Department of Labor (USDOL). OCFT-funded projects are subject to midterm and final evaluations. On September 30, 2009, World Education Inc. (WEI), in association with Terre des hommes (Tdh), signed a 39-month Cooperative Agreement (CA) with USDOL, worth \$4,248,224, to implement an Education Initiative project to combat exploitive child labor in Nepal. As stipulated in the agreement, the project, *Naya Bato Naya Paila* (NBNP), targeted 8,000 children from the worst forms of child labor (WFCL) for withdrawal and 7,000 children at risk (CAR) for prevention, totaling 15,000 beneficiaries. The project addressed the brickmaking, portering, domestic service, mining, and *zari* (embroidery) sectors, as well as commercially sexually exploited children (CSEC) in the entertainment industry.

Due to conclude on December 31, 2012, WEI was granted a four-month no cost extension to April 30, 2013.<sup>1</sup> USDOL commissioned an independent midterm evaluation in May 2011 and the current independent final evaluation in February 2013. The evaluator, Martina Nicolls, conducted in-country fieldwork from February 8-28, 2013, accompanied by Nepalese translator/interpreter Robin Basnet.

### ***Scope and Purpose of the Evaluation***

The scope of the evaluation covers all activities carried out under the USDOL CA: from project design, implementation, and management to sustainability and exit preparations. The evaluation assessed the achievements of the project against its targets and objectives as outlined in the CA, lessons learned, potential good practices, and the cumulative effect of progressive USDOL child labor projects in Nepal. The purpose of the final evaluation was to—

1. Assess the contributions and effectiveness of NBNP in addressing child labor issues in the targeted sectors in Nepal.
2. Assess whether the project met its objectives and identify challenges encountered in doing so.
3. Assess the project's relevance in the cultural, economic, and political context of the country, as well as the extent to which it suited the priorities and policies of the government of Nepal and USDOL.
4. Assess the intended and unintended outcomes and impacts of the project.
5. Provide lesson learned from the project design and experiences in implementation that can be applied in current or future child labor projects in Nepal and in projects designed under similar conditions or target sectors; and
6. Assess whether results from project activities can be deemed sustainable at the local and national level and among implementing organizations.

### ***Field Visits***

The evaluator visited nine of the 21 districts in which NBNP operates, selected in collaboration with WEI (Annex 1). These included Kathmandu, Lalitpur, and Bhaktapur (all three in Kathmandu Valley); Dhading; Chitwan; Sarlahi; Sindhuli; Okhaldhunga; and Kaski. Fieldwork covered all project sectors—brick, *zari*, domestic service, mining, portering, prevention, and CSEC.

### ***Interviews with stakeholders***

Before beginning fieldwork, the evaluator created a question matrix as a guide to ensure extensive coverage of stakeholders, sector issues, technical and implementation issues, management issues, and midterm evaluation areas of concern, addressing the five main evaluation principles and criteria:

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<sup>1</sup> Tdh concluded its activities on December 31, 2012.

relevance, effectiveness, efficiency, sustainability, and impact (to the extent possible). Informational interviews were held with individuals, small groups, interest groups, stakeholder groups, as well as with project staff, government staff, community leaders, Implementing Non-Governmental Organization Partners, direct and indirect beneficiaries (Annex 2).

### ***Stakeholder Meeting***

Following field visits, the evaluator conducted a stakeholders' meeting to bring together a wide range of stakeholders, including implementing (non-governmental organization) NGO partners and government officials. The stakeholder meeting aimed to present the major preliminary findings, solicit further information, obtain clarification, and validate evaluation observations. The agenda is provided in Annex 3.

### ***Structure of the Report***

The report is structured around the five main evaluation criteria to present findings, lessons learned, and good practices. The ***Relevance*** section covers the cultural, economic, and political context of the project, as well as the extent to which it suited the priorities and policies of the Government of Nepal (GoN) and USDOL. The ***Effectiveness*** section assesses the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward them. The ***Efficiency*** section provides an analysis of the strategies employed by the project in terms of the resources used (inputs) compared with its qualitative and quantitative impacts (outputs). Where possible the ***Impact*** section provides an assessment of the positive and negative changes (intended and unintended), of the project's activities on the beneficiaries, taking into account the social and economic environment of Nepal. The ***Sustainability*** section provides an account of the project's steps to ensure continuation of activities or components on completion of the project, including government commitment and capacity. The report concludes with recommendations based on the key findings.

## **2. PROJECT DESCRIPTION**

### ***A. Naya Bato Naya Paila – New Path New Steps***

USDOL has supported child labor mitigation initiatives in Nepal since 1996, which includes \$21.1 million in Nepal alone, in addition to \$8.6 million on regional projects that include implementation in Nepal. WEI has implemented USDOL child labor projects in Nepal since 2002 (Table 1).

**TABLE 1: Summary of WEI USDOL Child Labor Projects in Nepal**

	<b>BRIGHTER FUTURES PROGRAM (PHASE 1)</b>	<b>BRIGHTER FUTURES PROGRAM (PHASE 2)</b>	<b>NAYA BATO NAYA PAILA (NEW PATH, NEW STEPS)</b>
Funding	US \$4 million	US \$3.8 million	US \$4.2 million
Period	April 2002 to March 2006	Sept 2005 to Sept 2009	Sept 2009 to March 2013
Duration	4 years	4 years	3.5 years
Industries	Domestic Service, Mining, Portering, Carpet-making, Recycling, Entertainment	Domestic Service, Mining, Portering, Carpet-making, Recycling, Entertainment, Brickmaking, Transportation, CAAFAG	Domestic Service, Mining, Portering, Brickmaking, CSEC, Zari, Prevention
Districts	22	28	21
NGO Partners	43	46	27
Target	30,000	30,600	15,000
Achievement	77,460	34,219	18,279

Source: WEI Monitoring and Evaluation (M&E) Specialist, May 14, 2011 and February 8, 2013.

## Programming Differences: Brighter Futures and NBNP

In Nepal, about 15 million (46%) of the population is less than 18 years of age. An estimated 1.8 million children are considered to be economically active in brickmaking, mining, stone breaking, portering, domestic labor,<sup>2</sup> bonded child labor, trafficking, carpet weaving and *zari*/embroidery.<sup>3</sup> These figures include the number of children involved in agriculture.

The USDOL-funded Brighter Futures initiative (2002-2009) in Nepal focused primarily on the provision of appropriate and relevant education interventions for children to withdraw them from child labor. The NBNP initiative (2009-2013) continued the education approach and building the capacity of Parent Teacher Associations (PTA) and School Management Committees (SMC), but extended capacity building to involve all NGO implementing partners, as well as community and district committees. NBNP also shifted to School Safety and Child Friendly Schools to attract children to school, retain them, reduce the drop-out rate, and provide environments conducive to teaching and learning.

NBNP also shifted its focus to two additional sectors (industries)—*zari* (predominantly affecting Muslim boys, many recruited from India) and CSEC. For CSEC, NBNP emphasized viable employment skills and child protection strategies, such as: (1) a case management approach with its focus on monitoring individual beneficiaries; and (2) conducting integrated CSEC activities through partnering with Tdh for legal counseling, social protection, health, and psychosocial support. NBNP also introduced rapid assessments, action research, and small-scale studies to increase knowledge in education, child labor, and trafficking issues in Nepal, while focusing on six source districts for the prevention of WFCL. Project intervention differences are shown in Table 2.

**TABLE 2: Project Intervention Comparison of Activities: Brighter Futures and NBNP**

PROJECT	PROJECT INTERVENTIONS
Brighter Futures (Phase 1)	<ul style="list-style-type: none"> <li>Non-formal education (NFE) including flexible/modular curriculum and coaching classes.</li> <li>Formal school enrollment with or without school support.</li> <li>Training Parent Teacher Associations (PTA)/School Management Committees (SMC) and mobilization.</li> <li>Promoting self-employment opportunities through savings and credit and engage in income generating activities.</li> <li>Vocational Training/Apprenticeships skill training to enhance their job oriented marketability.</li> </ul>
Brighter Futures (Phase 2)	<ul style="list-style-type: none"> <li>NFE including flexible/modular curriculum and coaching classes.</li> <li>Formal school enrollment with or without school support.</li> <li>Training PTA/SMC and mobilization.</li> <li>Promoting self-employment opportunities through savings and credit and engage in income generation activities.</li> <li>Vocational Training/Apprenticeships skill training to enhance their job oriented marketability.</li> <li>Family support for children in the worst forms of child labor (WFCL), agro-forestry.</li> </ul>
Naya Bato Naya Paila	<ul style="list-style-type: none"> <li>NFE including flexible/modular curriculum and coaching classes/Formal education/Pre-vocational and Vocational education.</li> <li>School Support/School Safety and Scholarships.</li> <li>Child Friendly Schools and Child Friendly Local Governance.</li> <li>Legal and social protection.</li> <li>Health and emergency care.</li> <li>Case management/psychosocial approach.</li> <li>Family and livelihood support.</li> <li>Advocacy and awareness-raising.</li> <li>Research including knowledge, attitudes, and practice (KAP) survey, rapid assessments, small scale studies and action research.</li> </ul>

Source: WEI M&E Specialist, May 14, 2011 and February 8, 2013

<sup>2</sup> Child domestic labor is categorized by the GoN under the WFCL.

<sup>3</sup> CWISH, *Together on Ending Slavery* (2010), Local Efforts on Child Labor Elimination, p9.

## ***B. NBNP Project Challenges: the Cultural, Economic & Political Context in Nepal***

### **Government on Autopilot**

The Government of Nepal (GoN) is on “autopilot”<sup>4</sup> – without a Constitution, without parliament, without budgets, and with no local or general elections scheduled.

Nepal’s 2007 Interim Constitution, after the 2006 Comprehensive Peace Accord between the Unified Communist Party of Nepal-Maoist (UCPN-M) and the government of the Seven Party Alliance to end a decade of civil war, states that the country should be bound by Politics of Consensus. Although the UCPN-M became the major political party through a peaceful election in 2008, they did not have a majority to form a government and to pass bills or a new Constitution. Since 2008, the GoN has changed five times, each time changing its Prime Minister.

The deadline for the draft Constitution expired on May 28, 2011. Despite being paid by taxpayers Rs. 50,000 (\$575)<sup>5</sup> per month to write the Constitution since 2008 (an initial two years and a one-year extension), 601 Constituent Assembly members failed to draft a Constitution.<sup>6</sup> During the one-year extension from 2010 to 2011, the Constitutional Committee reduced the 210 disputed points to 30 contentious issues. Three major issues remain the most critical: (1) the form of government, (2) the electoral model, and (3) state restructuring. At the time of the final evaluation in February 2013, the Constitution was yet to be drafted.

In addition, the Central Bureau of Statistics (CBS) commenced their eleventh household census from May 15, 2011.<sup>7</sup> CBS released preliminary results in October 2011 showing a population of 26.6 million with 98.4 men to every 100 females, and a decline in family size by 1.7, from 5.44 in 2001 to 4.7 (2011). The credibility of the findings was questioned particularly regarding the two million Nepalese citizens working abroad (predominantly males) in terms of how temporary and permanent workers were counted, and the distribution of issued citizenship cards, which detractors believed reduced male population figures inappropriately. CBS released final results a year later in November 2012 showing a population of 26.5 million and 94.2 males to every 100 females (796,422 more females than men). One in four households reported at least one member absent or living out of the country (1.92 million compared with 0.76 in 2001), with 44.8% of them between 15-24 years of age.<sup>8</sup> The flaws in the citizenship law not only made it difficult for women to secure legal proof of citizenship, they were not counted in the census as Nepalese citizens. Without citizenship papers, Nepalese women cannot assert their rights to marital property, inheritance, land, or many forms of employment. Moreover, the current law continues to deny citizenship to children born to non-Nepalese fathers, effectively leaving the children stateless. The 2012 draft articles on citizenship, which did not rectify these laws, stalled after the Constituent Assembly dissolved.

The vice-chair of UCPN-M, in coalition with the Madhesi parties, was also the Prime Minister in a transitional political arrangement at the time of the evaluation. On February 19, 2013, the four major political parties announced an election date of June 5 to elect a Prime Minister, but opposition parties maintained that the date was not feasible.<sup>9</sup> In March, the four parties proposed that the chief justice (CJ), should lead an election government with an election to be held by December 2013. Opposition parties opposed the idea maintaining that it was against the Interim Constitution.<sup>10</sup> However, on March 14 the

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<sup>4</sup> Nepali Times, Editorial: ‘Stability at what cost?’ March 1, 2013.

<sup>5</sup> Nepal Rastra Bank, 3 March 2013, 86.9NPR=USD\$1.

<sup>6</sup> Republica (May 13, 2011) “Govt. registers bill for one-year CA extension,” Kathmandu, Nepal, p1.

<sup>7</sup> Republica (May 12, 2011) “Census begins,” Kathmandu, Nepal, p5.

<sup>8</sup> Central Bureau of Statistics, Nepal, <http://www.cbs.gov.np>

<sup>9</sup> The Himalayan Times (February 19, 2013) “Top guns agree on C-J led govt., June 5 election,” Kathmandu, Nepal, p1.

<sup>10</sup> The Himalayan Times (February 19, 2013) “Ex-CJ alarmed at emerging autocracy,” Kathmandu, Nepal, p3.

Supreme Court appointed the CJ as Prime Minister, thus ending the political deadlock. [The former Prime Minister] stepped down willingly (after 18 months in the role) and [the new Prime Minister] was sworn in, paving the way for Constituent Assembly elections by June 21, 2013.

### **Local Government Recognized but not Authorized**

Elected local councils were dissolved in July 2002 by the Sher Bahadur Deuba government. Without a Constitution, ten years later, the Village Development Committees (VDCs), District Development Committees (DDCs), and municipalities remain without elected representatives—in effect, without local governments. These committees are recognized, but not authorized. They can contribute to child labor and development objectives, but they are extremely limited in the enforcement of policies, rules, regulations, conventions, and laws. There is dissatisfaction among the public with the prolonged absence of democracy at the local level, witnessed by the evaluator, and the VDCs are demanding local body elections along with elections to the Constituent Assembly.

### **Education Policies, Permanent Posts, and Protests**

The Ministry of Education (MoE) has policies on free and compulsory education up to Grade 8. It has developed a School Sector Reform Plan, which targets out-of-school children for educational opportunities<sup>11</sup> and a Child Friendly Schools program aimed at enhancing school environments. With a Net Enrollment Rate (NER) at primary level of 93.7% nationwide, the majority of children in Grades 1-5 (aged 6-10) are in school, but an estimated 19% of eligible children from Grades 6-10 are still not in school.<sup>12</sup> The MoE and the Ministry of Health are the government's two largest and most stable ministries. Transfer of personnel occurs only internally within each ministry and hand-over policies and files are evident, enabling a higher degree of institutional memory and more continuity of project dialog than in other ministries.

With the passing of an MoE amendment to the Education Act (1971) forwarded to the bill committee of the cabinet on May, 2011, all temporary teachers are required to compete for permanent tenure within three years, by May 2014, and the MoE set an application fee of Rs. 300-700 (\$3.50-\$8). Over 23,000 permanent teacher positions remain vacant—15,207 at primary level, 4,624 at lower secondary, and 3,530 at secondary level.<sup>13</sup> In February 2013, almost two years since the bill passed, the Teacher Service Commission (TSC)<sup>14</sup> announced vacancies for only 12,000 permanent teachers across the country due to budget constraints. However, it was the first national government recruitment of permanent teachers in 17 years. Each District Education Office (DEO) subsequently announced their allocation of vacancies, and the response was high. For example, Sunsari DEO received 5,765 applications for 124 permanent positions; Ilam DEO received 6,673 applications for 275 posts; and Banke received more than 8,000 applications for 155 vacant posts.<sup>15</sup> Not only are existing temporary teachers protesting, thousands of teacher trainees maintain that the arrangements prevent them from securing teaching employment and deter thousands from entering the profession. Currently 503,768 graduates have a teaching license and no job.<sup>16</sup>

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<sup>11</sup> USDOL, 2009 Findings, p475.

<sup>12</sup> Interview with MoE representative, & Cooperative Agreement, 2009, p9, and also in Flash 1 Report 2066 (2009-2010) by the Department of Education, Ministry of Education, November 2009, p6 [www.doe.gov.np](http://www.doe.gov.np)

<sup>13</sup> Republica (May 14, 2011) "Internal exams likely for ad hoc teachers," Kathmandu, Nepal, p3.

<sup>14</sup> The Teacher Service Commission also conducts internal exams for temporary teachers as part of the recruitment process in order for them to compete for permanent jobs.

<sup>15</sup> The Rising Nepal Nation (Feb 17, 2013) "Total of 5,765 persons apply for vacant posts of 124 teachers," Kathmandu, p3.

<sup>16</sup> Republica (May 14, 2011) "Internal exams likely for ad hoc teachers," Kathmandu, Nepal, p3.

## Child Labor Policies

The GoN has ratified the United Nations Conventions on the Rights of Children (UNCRC), International Labor Organization (ILO) Conventions: Minimum Age for Employment Convention, 1970 (No. 138) and the Worst Forms of Child Labor Convention, 1999 (No. 182). The minimum wage in Nepal is currently Rs. 6,200 (\$71) per month—government teachers in comparison earn a starting salary of Rs. 13,650 per month (\$157).<sup>17</sup> The legal age for employment in Nepal is 14 years, and 16 in relation to hazardous work/sectors/activities, although determination of the hazardous work list for children is yet to be finalized by the Government in consultation with the workers, unions, and concerned stakeholders. The government's revised National Master Plan (NMP) on the Elimination of Child Labor (2011-2020) aims to eliminate the WFCL by 2016 and all forms of child labor by 2020. The National Planning Commission approved the revised NMP in 2012 and it is awaiting further endorsement by the Government. The current laws prohibit forced and compulsory labor and offenses related to CSEC and trafficking. The government has also had a National Plan of Action to Combat Trafficking since 2001, and has rescued and rehabilitated freed bonded laborers, some of whom are children, providing some with land, home construction materials, and livelihood training.<sup>18</sup>

## The Act, the Convention, and the Law – the Mismatch

The International Convention No. 182, ratified by the GoN in 2002, prevents employers from engaging children below 18 years of age in hazardous work. Although Nepal's Child Labor (Prohibition and Regulation) Act (2000) defines only children below 16 years of age as minors, Nepal's laws disallow employers to engage children below 14 years. The police enforce the law (to protect children less than 14 years) and therefore there is a mismatch between the Convention, the Act, and the law with regard to enforcement. The impact on the project is that child laborers from 14 to 17 years are not, in effect, adequately protected by the law in Nepal. Government officials, the police (under the Women & Children Service Directorate), and NGOs are aware of the issue, but with an incomplete and unstable government structure, it is extremely difficult to address legal reform. Officials in the Ministry of Labor and Employment (MoLE) stated during the evaluation that the Child Labor Act may be revised in accordance with the NMP on the Elimination of Child Labor, but "it may take a few years."

## Existing Government Structures Related to Child Labor

Despite the political standstill, child labor policies and frameworks, and government structures, are in place. However, coordination, consistency, political will, implementation, and enforcement are lacking.

NBNP staff liaises with the MoE and the Department of Education (DoE), as well as other ministries such as the Ministry of Home Affairs (MoHA), the Ministry of Federal Affairs and Local Development (MoFALD), the Ministry of Women Children and Social Welfare (MoWCSW) and the MoLE. The Central Child Welfare Board (CCWB) and District Child Welfare Boards (DCWBs), headed by Chief District Officers (CDOs), are administratively under the MoWCSW. Complementing the DCWB are the DEO and the DDCs. The DCWBs work closely with the Women and Children Service Center (WCSC), known as the Women's Cell, in all 75 districts. Previously called the Women's Service Center, children's issues were only added to their role in 2010. Figure 1 shows the GoN organizational structure pertaining to child-related ministries and agencies.

Child-related issues are part of each ministry, but there is patchy inter-ministerial interaction and cooperation. At the national level, the MoLE deals predominantly with labor market issues, adults undertaking labor in other countries, and the formal sector. This means that children are not the MoLE's

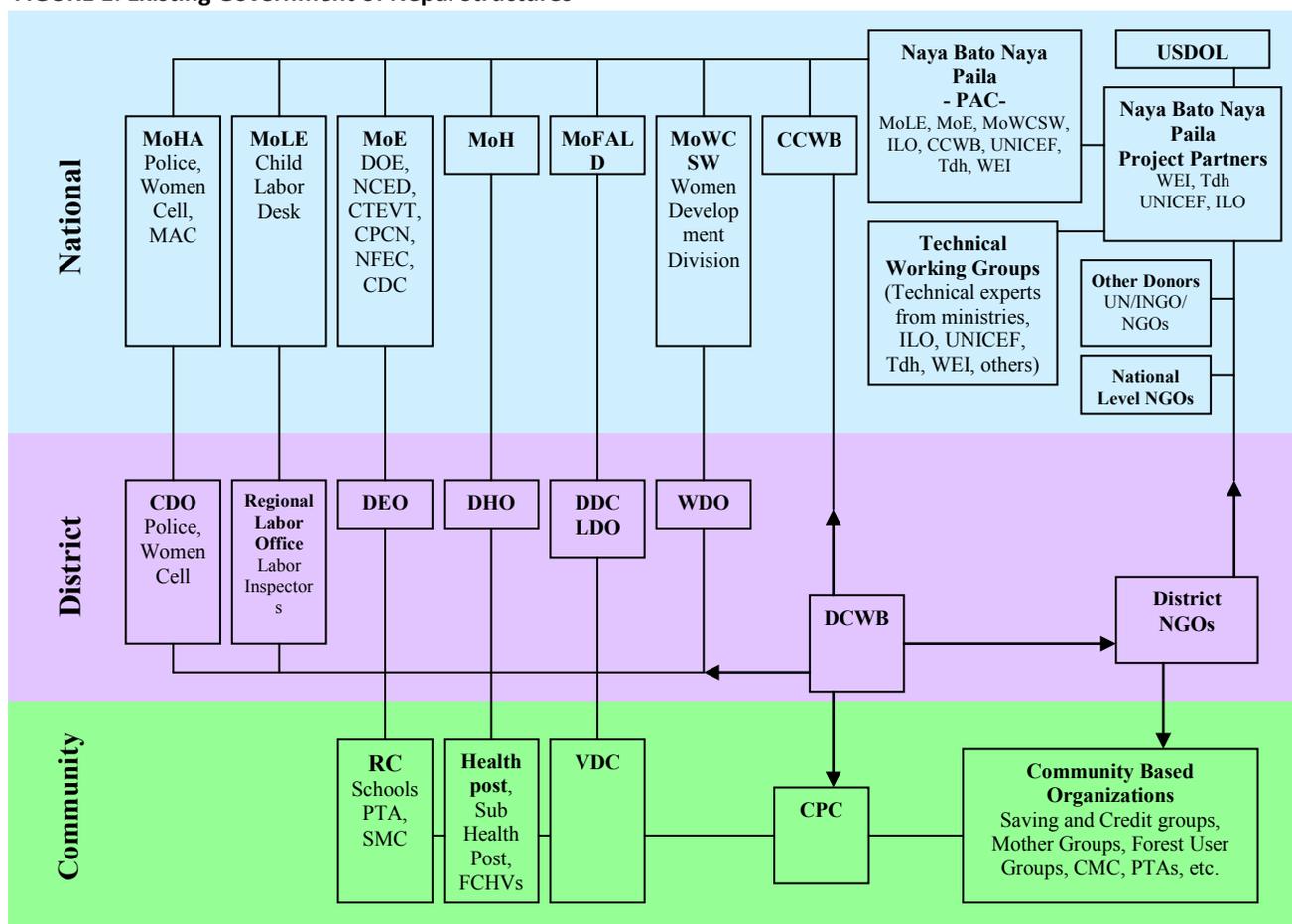
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<sup>17</sup> Nepal Gazette, Part 1, May 24, 2011, <http://employers.fncci.org/news/detail.php?id=22>; Starting salary is Primary Level Rank 3, with Rank 2 earning Rs. 14,480 per month (\$167).

<sup>18</sup> USDOL, 2009 Findings, p476.

priority despite it being the overseeing agency for child labor. The role of the MoWCSC is to respond to the social and legal needs of women and children victims of crime or those taken into police custody. The MoWCSW has limited resources and powers of enforcement because it is a small ministry with new responsibilities. In addition, MoWCSW and small ministries incur staff transfers across ministries every two years, which disrupts institutional memory as handover policies and documents are not in place.

**FIGURE 1: Existing Government of Nepal Structures**



Source: Cooperative Agreement, 2009, p53 (modified to include changes to titles of ministries since 2009).

### Government Approval to Implement NBNP

Before any donor-funded development project can commence in Nepal, the government’s Social Welfare Council must approve implementation. This was protracted due to the introduction of new policies regarding international NGOs working in Nepal. All official contract management requirements with the Social Welfare Council were finalized by May 2010, although some project activities were able to commence beforehand.

### NBNP Response to Challenges

The NBNP project has been successful in addressing country-specific challenges, while remaining adherent to its main objectives. Implementation has involved multiple approaches to a multi-tiered system of transitional government by supporting and interacting with all levels of the system from individual children, parent groups, families, communities/village groups, district officials, national officials and committees, other donors, a diverse range of NGO partners, and the private sector. Activities, tailored to

districts, child labor sectors, and the readiness/willingness of groups, were monitored to gauge their effectiveness. In addition, their use of NGO partners with extensive cultural knowledge of religious and ethnic groups in the three main areas—mountains, hills, and *terai* (lowlands)—have supplemented their engagement at the national level. This has enabled the project to counter government structures that are not yet effective, to be responsive to opportunities; to disperse roles and responsibilities of NGOs and groups working to mitigate child labor; and to shift strategies to address the changing and evolving geographic, economic, cultural, and political contexts. This is all despite *bandhs* (strikes), demonstrations, government staff rotations and transfers, transport delays, and difficult physical terrains.

### 3. FINDINGS: RELEVANCE

#### A. The Project Design

##### Five Education Initiative Goals

The NBNP project design and implementation supported all five education initiative goals of all USDOL child labor projects, as follows:<sup>19</sup>

1. Withdrawing and preventing children from involvement in exploitive child labor through the provision of direct educational services;
2. Strengthening country capacity to combat exploitive child labor;
3. Raising awareness of exploitive child labor and the importance of education;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensuring the long-term sustainability of these efforts.

##### Selection of Districts and Child Labor Sectors

The selection of districts and industries was well considered at the project design phase and throughout the life of the project as it shifted midterm in response to targeted objectives. Over eight years of the Brighter Futures projects, WEI and its partners collected child labor data, which informed the selection of the geographic locations for children targeted for withdrawal or prevention in the NBNP project. The data were used to create maps indicating districts of high incidence of WFCL and origin (source) districts.

The project addressed the needs of six sectors: domestic service, portering, mining, brickmaking, entertainment/CSEC, and *zari*. *Zari* and CSEC were emerging child labor sectors, and hence it was relevant to target these sectors for early prevention.

Nepal has 75 districts in 14 zones. The project commenced operation in 16 districts in 8 zones: Kathmandu, Lalitpur and Bhaktapur form the Kathmandu Valley in Bagmati Zone; Dhading in Bagmati Zone; Banke and Bardiya in Bheri Zone; Dolakha, Ramechhap, Sindhuli, and Sarlahi in Janakpur Zone; Kanchanpur in Mahakali Zone; Makwanpur in Narayani Zone and Dang in Rapti Zone; Khotang and Okhaldhungu in Sagarmatha Zone; and Kailali in Seti Zone. Three of these are prevention districts—Dolakha, Ramechhap, and Sindhuli—and Sarlahi is a source district for *zari* and brick industries.

After the midterm evaluation, NBNP extended its reach to 21 districts to include Kavre, a source district for the brick industry in Bagmati Zone; Nuwakot and Sindhupalchok in Bagmati Zone, prevention districts; Chitwan in Narayani Zone, a source for domestic child laborers; and Kaski in Gandaki Zone, a source of domestics and CSEC (in the tourist city of Pokhara), while concluding project work in Banke.

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<sup>19</sup> Cooperative Agreement 2009, p23.

To work in the additional districts, NBNP increased its implementing NGO partners to 27 (Table 3).

**TABLE 3: Project Intervention Districts, Zones, and NGOs**

	NBNP DISTRICTS	NBNP ZONES	NBNP NGO PARTNERS	NBNP PREVENTION DISTRICTS	NBNP SOURCE DISTRICTS
Midterm	16	8	23	3	1
End of Project	21	9	27	6	4

## Mountains, Hills, and Terai

Nepal is divided ecologically, geographically, and culturally into three main regions extending in strips from east to west: mountains, hills, and the *terai* (tropical lowlands with forests). The mountains are in the north, the hills are in central Nepal from east to west, and the *terai* are the southern lands that border India. Nepal census, educational, and economic data are categorized according to these regions, as well as at the district level. The mountains comprise 6.7% of the total population in 11% of total land, the hills comprise 43.0% of the population in 64% of the land (which include the fertile valleys of Kathmandu and Pokhara), and the *terai* agricultural flatlands comprise 50.3% of the population in 25% of the land.<sup>20</sup> NBNP is operational in 2 mountain districts, 11 hill districts, and 8 *terai* districts (Table 4), from urban to rural and remote. These districts contain the WFCL across six child labor sectors.

**TABLE 4: Mountains, Hills, and Terai**

REGIONS	% of LAND	% of POPULATION	NO. OF DISTRICTS	% NO. OF DISTRICTS	NBNP DISTRICTS	% NBNP DISTRICTS
Mountains	11%	6.7%	16	21%	2	10%
Hills	64%	43.0%	39	52%	11	52%
Terai	25%	50.3%	20	27%	8	38%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>75</b>	<b>100%</b>	<b>21</b>	<b>100%</b>

## Relevance of the Project Design

The project design appropriately addressed the cultural, economic, and political context in Nepal in each of its operational districts, adjusting the selection of districts at the project's midpoint in order to achieve targets (particularly in domestic service and CSEC). Specifically, the project design addressed the needs of children in WFCL, or at risk, through: (1) the infusion of child labor, child rights, and child protection issues into activities including advocacy, awareness-raising, campaigns, national policy, national education strategies, child labor mapping, rapid assessments, surveys, case studies, and small-scale research; (2) training of facilitators and beneficiaries in non-formal education (NFE), the self-employment and education program (SEEP), child friendly learning environments, PTAs, SMCs, and Safe Schools; pre-vocational and vocational training, guidance and counseling; and psychosocial skills; (3) supporting beneficiaries to attend formal school with in-kind scholarships; (4) family livelihood and business support; and (5) the rescue of at-risk children and their reunification with families.

Each activity was designed to prevent or withdraw children from WFCL in an integrated manner such that, where relevant, family or business support was provided to child beneficiary families and communities in order to break the child labor cycle in close-knit communities (such as with Muslim communities in the *terai*). Another example is the rehabilitation of school grounds in select schools in three districts (Sarlahi, Khotang, and Okhaldhunga), under a School Safety program, to provide an environment conducive to learning while involving local communities (and thus advocating and awareness-raising, as well as engaging in-kind support).

<sup>20</sup> National Population and Housing Census 2011 (November, 2012), Central Bureau of Statistics, Nepal and Districts of Nepal, <http://www.statoids.com/ynp.html>

## **Compatibility of Project Design with Existing Government and Donor Initiatives**

The evaluator found significant efforts were made to ensure project compatibility with other child labor activities in Nepal. At the government level, the project worked in cooperation with various relevant government ministries toward the development, facilitation, improvement, child labor infusion, or continuation of initiatives such as the NMP on the Elimination of Child Labor (2011-2020), Free and Compulsory Education, the National Plan of Action against Trafficking, and the 2007 Foreign Employment Act. Within the education sector, project personnel were involved in meetings and discussions related to the integration of child laborers into relevant and appropriate education interventions, while advancing discussions on Early Childhood Development (ECD) classes, and the introduction in 2011 of the MoE's nascent Continuous Assessment System (CAS) to monitor individual student performance. NBNP project staff established a Project Advisory Committee (PAC) to facilitate ministerial and donor agency coordination in matters related to child labor. The government established a National Steering Committee on Child Labor and identified participants from several ministries, unions, employers groups, civil society, ILO, and the United Nations Children's Fund (UNICEF). In 2009, the Supreme Court established an independent Monitoring Action Committee (MAC) for the protection of CSEC that required government officials to respond to the abuses of workers in the entertainment sector and to the public who register incidences of law infringement. Within the project, district MACs were provided access to financial resources to remove and refer 300 CSEC girls for withdrawal services over three years in four districts.

At the donor level, NBNP executive personnel (WEI and Tdh) were members of the Inter-Agency Working Group (IAWG), which included UNICEF, Save the Children, World Vision, and Plan Nepal, to work with government agencies for the prevention and elimination of child labor and the protection of children by supporting Nepal's CCWBs and DCWBs. UNICEF funded 75 Child Rights (Protection) Officers (CRO), one per district, to work with the government-funded Women and Children Officers under the MWCSW. NBNP's NGO partners worked closely with government and donors at the district and village level, particularly with DEOs, Child Protection Committees (CPCs), and VDCs.

## **B. Shifting Priorities and Strategies**

While much of the project's design assumptions proved to be accurate, there were challenges and extenuating circumstances throughout the implementation phase that required a shift in some priorities and strategies, particularly after the midterm evaluation. Hence, over time, the project continued to involve government officials when windows of opportunity opened, depending on staff transfers. As staff transferred—and often dependent upon personalities—government policies were on hold, delayed, maintained, or advanced. As government policies were introduced and trialed, such as the CAS in 2011, the project capitalized on the budding developments.

In response to the midterm evaluation, the project enhanced the relevance of its strategies, most noticeably in three sectors:

1. The *zari* industry—an emerging industry that required concentrated attempts to determine the most appropriate strategy for young Muslim boys that worked in Bhaktapur, while their parents and communities were in the source district of Sarlahi near the Indian border;
2. The domestic service sector—to rapidly and effectively meet their targets in a sustainable way; and
3. The CSEC sector—to direct more effective strategies for the government's MAC's engagement, or devise alternatives for the complete withdrawal of girls who were, or were at risk of being, sexually exploited.

The shift in priorities and strategies, further outlined in the report, were relevant and appropriate to the

needs of the beneficiaries, as well as for the wider mitigation of child laborers within these sectors. All challenges, and project responses, have been documented for lessons learned at the project level and for the wider donor and government sectors through action research.

In essence, the major lessons learned for the design of child labor projects in Nepal are endurance, commitment, flexibility, and adaptability, coupled with a continued work history and practical knowledge of child labor in Nepal over ten years, since 2002. Parallel implementation in source and prevention districts is critical, as is the implementation of different and varying interventions customized and tailored to the cultural, political, economic, and geographical contexts of Nepal such that activities can be responsive to emerging requirements, milestones, “turning” points, and windows of opportunity. Hence, NBNP’s project design, implementation shifts, and interventions throughout the project, were highly relevant to the Nepalese context.

## 4. FINDINGS: EFFECTIVENESS

### A. Identifying, Monitoring, and Tracking Beneficiaries

#### Child Labor Monitoring System

NBNP’s child labor monitoring system, referred to as the Management Information System (MIS), was devised, operated, and maintained by a dedicated full-time MIS Specialist with expertise in data processing dating back to 1975, including four national census collections: 1981, 1991, 2001, and 2011. In addition, WEI had access to child labor information from its USDOL-funded Brighter Futures projects from 2002 to 2009. The accumulation of years of data enabled NBNP staff to identify child labor sectors, districts, and beneficiaries at risk or eligible for withdrawal. In conjunction with ILO and UNICEF, NBNP initially conducted baseline surveys for the identification of child workers in all sectors. For the CSEC sector, the project capitalized on their associate Tdh’s four NGO partners to identify girls working in cabin restaurants, dance bars, and massage parlors in Kathmandu Valley.

NBNP monitored beneficiaries according to specifications and checklists (sighted by the evaluator) provided by the NBNP MIS Specialist. The MIS Specialist developed training manuals to assist NGO partners in monitoring as well as data processing. Using baseline surveys for each sector, the project recorded the number of days and hours that beneficiaries worked before being withdrawn or prevented. During the midterm evaluation, the evaluator recommended closer monitoring and recording of beneficiary work hours specifically for the CSEC, domestic services, and *zari* sectors to determine whether further follow-up was required. Project personnel conducted targeted case studies and checklists to respond to the midterm recommendation. The project also developed (and provided to the National Steering Committee) a Child Labor Spectrum (CLS) to monitor reduced working hours or improved working conditions, as well as the withdrawn status of beneficiaries. The CLS is a program tool for grading, on a scale (spectrum), the degree and extent of WFCL associated with a particular work sector. The spectrum ranges from highly hazardous conditions (A1 or B1) needing immediate removal to completely acceptable for children (A4 or B4) in two age categories (under 14, and 14-17 years).

The project enforced zero work hours (i.e., total and unconditional withdrawal) in the CSEC and *zari* industries, while continuing to monitor beneficiary hours closely in the other targeted sectors. To improve the project’s child labor monitoring system further, particularly in the *zari* industry, the project evoked the central government’s commitment made on Child Labor Day in June 2011 to strengthen efforts to eliminate child labor in this sector. Project personnel arranged a monitoring visit in August 2011 to engage the central government in the *zari* sector and to place pressure on employers to improve working conditions, reduce hours, and encourage schooling or training (for children over 14 years). Government

officials attending the monitoring visit included the CCWB monitoring officer, DCWB representative, district CRO, Women’s Development Officer, and district CPC members.

## Monitoring Mobile Populations

Families in Nepal have been, and continue to be, highly mobile as they move to locate seasonal work. Therefore, the tracking and monitoring of mobile beneficiaries has proved to be a challenge addressed by the project. For example, the *zari* industry is highly mobile with the flexibility of shifting work premises overnight as there is no machinery to move, only merchandise which is lightweight, and workers are all male. This shifting population of migrant workers are often Muslims from Sarlahi and Mahottari Districts in Nepal and from the Sitamani and Motihari areas of India.

The project initially addressed mobile populations through a two-track system: (1) how school enrollment is targeted and addressed at the beginning of the school year; and (2) the education policy, which is yet to cater to, or cover, transfer of credits from one district to another that would enable a child to enroll in another school in another district. The project’s NGO partners strategically opened NFE and coaching (remedial) classes and/or outreach centers in proximity to where migrant populations work and live. The evaluator witnessed the positive outcome of this strategy. For example, the evaluator noted adult brickmakers sending their out-of-school children to NFE classes. In Sarlahi, an NFE project facilitator traveled with a class of beneficiaries from the brick factories to their village at the end of the brick season to continue sessions. This was possible because he was from their village. Therefore, the beneficiaries received ongoing learning from the same facilitator.

From 2011, the project added another strategy to address mobile populations. Before the project, the beneficiary mining families, who do not own land, would migrate to a different location on the river about every two years. Children were enrolled in school, but did not attend because they worked. In Dhading where child laborers work with their families to mine the river, the project introduced school support and micro-financing to family groups.<sup>21</sup> Subsequently, families established their own small businesses. The project provided micro-financing to 13 scattered families, bringing them together, providing them with business skills for self-sufficiency, breaking the cycle of child labor, and enabling the complete withdrawal of their children through appropriate educational interventions.<sup>22</sup> Having their own businesses, families were therefore less likely to migrate to continue mining, and their children were able to attend school regularly. School administrators assisted with the monitoring and tracking of the dispersed beneficiary families and their children, and this strengthened the project’s child labor monitoring system.

## B. Project Targets and Results

### Midterm Revision of Targets and Results

The NBNP project exceeded its final targets for withdrawing 8,000 children in WFCL and preventing 7,000 CAR—a total of 15,000 children—by 3,279 (22% over target), shown in Table 5. Given the challenges in the domestic, *zari*, and CSEC sectors, for the project to assist 18,279 beneficiaries is a remarkable achievement. A major accomplishment was that 1,788 CSEC girls were reached with a range of protective services (with 1,182 completely withdrawn from being commercially sexually exploited)—over the 39-month life of the project. It equated to a girl a day removed from the commercial sex industry. Another major achievement was the withdrawal of children from domestic service, which rose from 20% of the project’s target in 2011 to a final 111%.

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<sup>21</sup> The project conducted micro-financing and services mapping in six prevention districts.

<sup>22</sup> In this community, the project supported 129 children (68 females and 61 males).

While the midterm targets in 2011 were already exceeded and on track for the brick and mining sectors (120% and 109% respectively), the CSEC, domestic service, and *zari* sectors were significantly below their targets (35%, 20%, and 22% respectively). Hence, at midterm,<sup>23</sup> the project had withdrawn and prevented 6,917 children (46.1%). The project's target in the domestic service sector was particularly low due to government and NGO efforts to reduce the number of domestic child laborers, especially in Kathmandu Valley. For CSEC, the project intended to work with the government's MAC to completely remove and refer 300 girls, but at midterm, this target had not been reached.

Due to midterm evaluation recommendations, USDOL approved target revisions from 2011 for CSEC (down from 1,500 to 1,200) and the brick sector (up from 800 to 1,100) with the proviso that the project continued to engage the MAC.

**TABLE 5: Project Targets by Sector**

SECTOR	ORIGINAL TARGET	USDOL REVISED TARGET 2011	ACHIEVEMENT	% OF TARGET
CAR	7,000		8,191	117%
Domestic Service	3,400		3,759	111%
Porter	1,500		1,506	100%
Mining	700		770	111%
Brickmaking and Kiln	800	1,100	1,879	171%
CSEC	1,500	1,200	1,788	149%
Zari/embroidery	100		386	386%
<b>TOTAL</b>	<b>15,000</b>		<b>18,279</b>	<b>122%</b>

Source: WEI MIS Specialist, February 8, 2013 & Cooperative Agreement, 2009, p20.

After the midterm review, project staff revised their strategies to achieve project targets and to maximize the services provided to beneficiaries. Hence, an exceeded target does not imply an emphasis on statistics. Instead, the project over-reached the number of beneficiaries to ensure a greater pool of children who were supported and monitored from which to achieve the eventual withdrawal of children from exploitative labor. Effective project strategies included: (1) reaching a larger pool of CSEC girls and providing them with services, which enabled the project to meet its target for withdrawal; (2) the result of a raid on *zari* factories led to a reallocation of resources to rehabilitate *zari* boys in collaboration with the CCWB and the IAWG; (3) a concerted effort in the domestic sector to expand into two additional districts capitalizing on door-to-door identification, media campaigns, and street dramas; and (4) the use of private matching funds enabled 779 additional children in the brick industry to receive services. Although project interventions for WFCL beneficiaries working in brick kilns, portering work, domestic service, and *zari* factories received an injection of matching funds, the major impetus to attain project targets resulted from a shift in strategic directions halfway through the project (outlined below in “Effectiveness of Project Results”).

### Age and Gender Targets

The project achieved its gender targets and its targets for children under 14 years and children over 14 years (Table 6). The age range was set in accordance with the Nepalese legal system that prohibits employers engaging children below the age of 14 years, despite the ILO Convention 182 recognizing children below the age of 18 years and Nepal's Child Labor Act recognizing children below 16 years. Therefore, the law does not adequately protect children between 14-17 years in Nepal. Due to the discrepancy, it was imperative for the project to support, monitor, and record children in this age group. Gender targets varied according to sector. For example, CSEC targeted 100% girls and the domestic service sector targeted 65% girls, while the *zari* sector targeted 100% boys. Other sectors targeted 50%-60% girls, with an average target of 55%.

<sup>23</sup> Statistics were effective to February 28, 2011.

**TABLE 6: Project Targets by Age and Gender**

	TARGET CHILDREN <14 YRS	TARGET CHILDREN >14 YRS	ACHIEVED <14 YRS	ACHIEVED >14 YRS	GIRLS	BOYS
CAR	6,000	1,000	6,215	1,976	5,957	2,234
WFCL	3,400	4,600	5,800	4,288	6,537	3,551
<b>TOTAL</b>	<b>9,400</b>	<b>5,600</b>	<b>12,015</b>	<b>6,264</b>	<b>12,494</b>	<b>5,785</b>
%	63%	37%	66%	34%	68%	32%
TOTAL	15,000		18,279		18,279	

Source: WEI MIS Specialist, February 8, 2013.

## Education Interventions

The project's direct education initiatives are categorized into three interventions: (1) NFE, which includes pre-vocational theory, coaching, girls access to education (GATE), flexible classes, modular lessons, learning centers (LCs), drop-in centers (DICs) for working youth, and outreach centers (ORCs); (2) vocational education, which includes apprenticeships, business training, SEEP, family support, and other income generation activities; and (3) school support and scholarships to support beneficiaries in government primary and secondary schools (Table 7).

**TABLE 7: Participation in Education Interventions**

EDUCATIONAL INTERVENTIONS	GIRLS	BOYS	TOTAL	% OF TOTAL
<b>Non-Formal Education</b> —includes Pre-Vocational, Coaching, Girls Access to Education, Flexible classes, Learning Centers, Drop-in Centers, Outreach Centers, and Modular classes	10,261	4,592	14,853	63%
<b>Vocational &amp; Skills Training</b> —includes vocational skill training, apprenticeship, business training and SEEP, family support, and income generation	1,530	249	1,779	8%
<b>School Support</b> —Scholarships/School Safety/Child Friendly Schools	2,843	1,682	4,525	19%
<b>Others</b> —counseling, hospitality, photography, etc.	2,171	91	2,262	10%
<b>TOTAL</b>	<b>16,805</b>	<b>6,614</b>	<b>23,419</b>	<b>100%</b>

Source: WEI MIS Specialist, February 8, 2013 (Note: multiple services are reported).

## Beneficiaries under 14 years

The project placed 63% of beneficiaries into NFE. In comparison with other interventions, NFE maintained a low cost per student ratio that could be effectively deployed, mainly for children below the age of 14 years. NFE interventions, such as learning centers, life skills, and coaching classes were widely used to provide beneficiaries with basic skills or remedial assistance so that they could enter formal government schools. The project also focused on pre-vocational theory for beneficiaries under 14 years and beneficiaries in Grades 6-9. These proved to be highly effective as they brought children to the equivalent level of their peers, thus increasing the likelihood that children would enjoy learning and attend regularly. Scholarships were used as an incentive to enroll beneficiaries into formal government primary, lower secondary, and secondary schools. Scholarships/school support was not paid directly to beneficiaries or parents. Instead, scholarships, given to the schools, paid for the provision of uniforms, stationery materials, bags, fees, and in some cases, textbooks.

Scholarships attracted parents to the idea of placing their children into school, but they did not necessarily lead to a child's happiness and wellbeing in school. In combination with coaching classes, school safety support (to upgrade the school), child clubs, and the child friendly approach to learning, a holistic methodology was more effective. In addition, a Child Friendly School program benefitted more than child laborers, as it benefitted teachers, parents, and all children. In several examples witnessed by the evaluator, the school was the community hub in which targeted families were supported; the school grew their own vegetables for income generation; and the school upgrade provided a safe, clean, and conducive

environment for learning. Furthermore, some renovations were low cost and high impact, such as the installation of a classroom skylight for additional light, innovative trash bins to keep the yard litter free, and drinking water tanks and latrines for the community's health and hygiene.

### **Beneficiaries over 14 years**

The project focused on vocational, business skills, and SEEP for beneficiaries over 14 years to prepare them for work and income generation. Vocational and skills training were undertaken from the commencement of the program to a limited degree due to the high costs per student ratio; the results were variable. For example, of 20 CSEC girls trained as dentist assistants, all were completely withdrawn, but only three were employed in the field of dentistry. The remainder continued further studies or found other employment. The main obstacle for CSEC girls was the difficulty in getting legal identity/citizenship documents, which are needed for employment in most jobs. The project continued to work with the trained CSEC girls to assist them to gain their citizenship papers and to assist them in securing employment. Vocational training for self-employment (such as tailoring) was more effective than employment-based training, despite the project conducting job placement assistance. Nevertheless, vocational training led to a network of support for CSEC girls that motivated them to consider other forms of employment in lieu of returning to sexual exploitation. Most income generating activities, such as family support, provided by the project, were only introduced after midterm, from mid-2011. This accounts for their low coverage (8%), although anecdotally according to families interviewed, the interventions were highly appreciated and highly effective.

At midterm, the evaluator recommended monitoring the employment options and opportunities for vocational and apprenticeship graduates. The project responded by documenting mobile and migrating vocational training beneficiaries returning to their original/home district to seek or accept employment, or to start their own business (particularly in tailoring and hair dressing).

## ***C. Effectiveness of Project Results***

The project addressed the needs of children withdrawn and prevented from exploitive labor on a sector-specific basis, tailoring the education and income generation interventions to their target beneficiary. Hence, while most core interventions cut across all sectors, some were customized or modified solely for one or two sectors. The following sections document the project's effectiveness at addressing each of their targeted sectors.

### **Commercial Sexual Exploitation of Children**

Accurate CSEC statistics are not available in Nepal, but the National Center for AIDS and STD Control documented 30,815 commercial sex workers (adults and children).<sup>24</sup> In 2008, a local NGO estimated that 33% of commercial sex workers were less than 18 years old with 11% under the age of 15.<sup>25</sup> More than 50% of CSEC girls under 18 have given birth. The number of trafficked girls is also difficult to enumerate, although it is estimated to be between 7,000 and 12,000 per year in Nepal.<sup>26</sup>

### **Model of Success**

The project produced the handbook, *Trafficking and Exploitation in the Entertainment and Sex Industries in Nepal*,<sup>27</sup> which highlights a successful model for the prevention and withdrawal of CSEC children that

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<sup>24</sup> National Center for AIDS and STD Control in Nepal website, 2009 press release, <http://ncasc.gov.np> p1.

<sup>25</sup> Seema Acharya (May 2, 2011) NBNP Sector Update of CSEC, p1; The 2008 study included fewer types of CSEC establishments than those which NBNP incorporates, hence the project estimates about 50% of CSEC girls are under the age of 18.

<sup>26</sup> Briefing session, WEI and Tdh staff, May 2, 2011.

<sup>27</sup> Terre des Hommes, *Trafficking and Exploitation in the Entertainment and Sex Industries in Nepal: A Handbook for Decision*

has been widely disseminated and recognized. It details how girls enter massage parlors, cabin restaurants, dance bars, roadside *bhatti pasal* (liquor shops), and *dohori* (folk music) restaurants—known as “sex access points” predominantly for legitimate work.<sup>28</sup> Once recruited, they are often pressured into commercial sexual exploitation (estimated to be about a third of girls working in the entertainment industry).<sup>29</sup> Not all CSEC girls are trafficked or living in entertainment premises, but come to the industry from a range of factors (such as being tricked into sex work, tricked into marriage, family dysfunction, supporting their babies, lack of awareness, poverty, or gender-based violence at home). Nepal’s 11-year conflict contributed to a rise in the commercial sex industry through dislocation, migration, and the death of parents or guardians. Other contributing factors were the decrease in the number of carpet and garment industries and the global financial downturn resulting in employers dismissing young workers. CSEC girls are subsequently exposed to forced sex, violence and harassment, frequent abortions, infections, substance abuse, stigma and discrimination, depression, and psychological disorders.

The immediate withdrawal of CSEC girls can occur through raids by law enforcement agencies, referred to as the ‘hard’ approach. The project adopted a two-pronged ‘soft’ approach: (1) responsive (when approached directly by girls in DICs or through referrals from health workers and other officials, and providing relevant education or training, and case management services such as counseling and psychosocial support); and (2) proactive (through outreach in the entertainment venues, dissemination of information, media programs, and contribution to committees, policies, codes of conduct, and regulations). Predominantly the case management approach resulted in the successful withdrawal of the equivalent of a girl a day from the entertainment industry. The government has indicated a commitment to monitoring withdrawn CSEC girls through a diverse range of child protection legislations and structures, such as VDCs, CPCs, Women and Children Development Officers, and CROs in each district, most of which are active at the village and district level. Highly active NGOs committed to the advocacy of CSEC girls continue to work in collaboration with local-level government committees and individual officers.

### **Case Management Approach**

The case management approach strengthened community and district child protection systems through legal and social protection, health and wellbeing, psychosocial care, emergency care, referral services, job placements and employment support, and family support (where appropriate). In most situations, this was achieved through DICs or ORCs, to provide working girls with NFE classes, counseling, recreation, and vocational skills as part of their case management plan. Case management is a holistic approach that assesses, plans, and responds to the needs of each beneficiary through a multi-disciplinary team of support toward the final goal of complete withdrawal and/or reintegration into the family. Monitoring and tracking CSEC girls is difficult due to their mobility, secrecy, and privacy. Hence, the case management approach, through DIC and ORC, is relevant and effective, and more likely to have a sustainable impact for complete withdrawal than solely using education interventions.

The project’s target to have 80% of CSEC girls with access to support and with a case management plan was exceeded. The project devised a plan for 100% of direct CSEC beneficiaries. This was due to several factors, such as: (1) the specific expertise and experience of Tdh, the project’s associate partner; (2) the long history of most NGO partners working in this sector; (3) the close networking of NGOs for the referral of girls to appropriate services (e.g., where one NGO does not have a shelter, the girls are referred to another NGO); (4) the project hiring an international case management expert in 2012 to train staff during a four-day advanced workshop on complex cases; and (5) expanding the project’s reach into the Kaski District from 2011.

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Makers (2010).

<sup>28</sup> Street-walking is not common in Nepal; the majority of commercial sex occurs in establishments.

<sup>29</sup> Trafficking and Exploitation in the Entertainment and Sex Industries in Nepal, p23.

### **Psychosocial Counseling and Life Skills**

NBNP interventions to address the needs of youth in the CSEC sector included education (vocational skills, SEEP, and NFE), psychosocial guidance and counseling, health referrals, legal aid, emergency care, and reunification with families. Health, hygiene, HIV/AIDS prevention, human rights, social skills, violence prevention and protections, and psychosocial counseling are generally referred to as life skills to prepare for the future.<sup>30</sup> NBNP developed a life skills training manual, which included skilled-based initiatives to promote health and wellbeing and to provide CSEC girls with coping skills. The project provided training to five staff in each partner organization responsible for the operation of DIC and ORC to teach life skills to CSEC girls.

The project initially established six DICs in Kathmandu Valley for working girls, and replicated the approach in the Kaski District from 2011 to reach their target. Project staff trained and mentored staff on operational mechanisms for the establishment and management of DICs, the facilitation of NFE classes, and psychosocial counseling. Psychosocial counseling is a critical component for CSEC girls as part of child protection, and the project conducts this intervention effectively. Girls interviewed stated to the evaluator that counseling enabled them to withdraw “mentally,” while skills training enabled them to withdraw financially into an “honorable” profession. Furthermore, more girls received counseling in DICs than those who were supported with education interventions, evidence of the demand. Despite the high demand, psychosocial counseling was an intervention predominantly for the CSEC sector only. Psychosocial counseling may also be beneficial for children in other child labor sectors.

CSEC girls were not always able to access DICs due to being virtually detained by their employers in parlors, or due to distance, or because CSEC venues are not concentrated in one location. To counter inaccessibility, particularly in Thamel in Kathmandu Valley, the project’s NGO partners established networks with the Massage Parlor Association for referrals. The project also believed that about 40 girls returned home to their village after psychosocial counseling, without receiving educational services. Although anecdotally the girls were withdrawn from the CSEC industry and united with their families, they are not reported as withdrawn because they only received awareness and counseling, and not an education intervention (a requirement of the project under the Education Initiative scheme). Hence, counseling is a low cost, high impact intervention that is not currently under a reporting requirement.<sup>31</sup>

Other effective psychosocial interventions for CSEC girls included the Theater of the Oppressed and PhotoVoice. Nepal’s first school of theater, Mandapika Art Group, trained marginalized and oppressed groups to use the Theater of the Oppressed form of performance to promote healing and were subsequently incorporated into NBNP in the CSEC sector. They also introduced *Kachahari* Theater (Legislative Theater) whereby the performers present a problem or conflict situation through theater and the audience interacts to reach solutions. PhotoVoice supported CSEC girls by providing them with a space for creative expression and relief using images and words. Simultaneously, PhotoVoice was used as a therapeutic tool for CSEC girls to empower them with technical skills.

### **Working with Employers for Job Placements**

The project was able to engage effectively with potential employers for job placements for girls of legal employment age withdrawn from the CSEC sector. This included employers in clothes shops, the fashion industry, boutiques (for tailoring trained girls, for example) to facilitate their entry into respectable, sustained work sources. Employers were sought before and during the girls’ training to link supply and demand for ease to a smoother transition to work.

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<sup>30</sup> UNICEF representative interview and <http://www.unicef.org/lifeskills>

<sup>31</sup> The project reports counseling figures loosely under the category of “other” programs (Table 7).

### **Monitoring Action Committee**

Complete withdrawal of CSEC girls is extremely challenging. Constant pressure from employers and clients, and police raids that force girls into hiding their identity and location, continually undermine the efforts of project staff and NGOs. Despite the Supreme Court order for the government to respond to the abuses in the entertainment sector and infringements to the law, and to establish the MAC, the MAC (at the central and district levels) did not achieve the withdrawal of 300 girls in four districts to be referred to NGOs for services, legal and health support, and psychosocial counseling. MACs are inactive committees in most districts.

Project staff, in accordance with USDOL's request in 2011 to maintain engagement with MAC, continued interactions with individual members with some success. As individuals—headed by the Police Chief in each district, Women and Children Development Officers, and CDOs—MAC members have sought information from project staff. For example, in 2011 a partner NGO worked with the National Human Rights Commission (NHRC), an independent constitutional body headed by a former Chief Justice, on awareness issues linking the entertainment industry to trafficking and unsafe migration (for domestic work in the Middle East). The NHRC subsequently dedicated an entire chapter on the issue in their report for circulation to relevant government agencies. Hearing of the dialog, a MAC member—a Women and Children Development Officer—contacted the partner NGO for information.

### **Missed Opportunities: ECD Classes, Foreign Employment Linkages, and Shelters**

The project made efforts to conduct early childhood classes for CSEC girls and to link commercial sexual exploitation with foreign employment by advocating safe migration through materials and documentary films. However, these efforts could have been more effectively developed and up-scaled due to the large number of Nepalese who seek employment in other countries each year.

One of the project's local NGO partners working in the CSEC industry raised the issue of protection for girls with young babies. For vulnerable girls, employers took control of their babies until the girls could work off their debts or contractual obligations. The project used matching funds to provide early childhood development (ECD) classes and childcare for the babies of CSEC girls to ensure their health and protection, and to enable the CSEC mothers to attend skills training or other services. However, due to the specific technical skills required and the challenging nature of the assistance, extensive support would require more engagement or a review of strategies.

Each year approximately 300,000 youth migrate abroad for foreign employment contributing to 20% of Nepal's gross domestic product.<sup>32</sup> Urbanized CSEC girls and child domestic laborers are susceptible to foreign migration in increasingly unsafe and threatening work environments with high levels of human rights violations. Nepal's Foreign Employment Act (2007) aims to protect migrant workers from unscrupulous recruitment agencies that leave their workers vulnerable to trafficking, sexual exploitation, forced labor, hostage, or perilous work conditions (including retaining their passports and restricting their mobility). However, the Act is not implemented or enforced effectively. In August 2012, the government banned young women below 30 years from traveling to Gulf countries for work in response to numerous cases of abuse of Nepalese domestic workers (unpaid wages, excessive work hours, and physical or sexual abuse). However, the concern of human rights groups is that the ban could push women to migrate through irregular channels, thus risking exploitation. Human rights groups called for the ban to be lifted, or improved protection, or the creation of greater employment opportunities in Nepal.

The NBNP project engaged in dialog regarding awareness of human rights and child rights in relation to CSEC girls, although the timing was not yet ripe for in-depth work to enforce the Foreign Employment

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<sup>32</sup> USAID/Nepal, "Stemming the Tide of Labor Migration in Nepal," <http://blog.usaid.gov/2012/>

Act due to government instability. However, advocacy for a designated government fund for CSEC protection and child labor mitigation, from foreign employment remittances, could potentially facilitate nationwide action against child labor and exploitation, as well as post-return support programs—such as skills training, counseling, emergency shelters, and helplines. United Nations (UN) Women currently supports a Child Education Fund, through a local NGO, that raises awareness via media campaigns and airport information booths.<sup>33</sup> In addition, the United States Agency for International Development’s (USAID’s) Education for Income Generation (EIG) project in Nepal, from 2008 to end 2012, provided self-employment and work-based skills for youth to contribute to their country’s economy without seeking foreign employment.<sup>34</sup> Although the evaluator notes that the majority of districts covered in the USAID project did not overlap with those of NBNP (because they were not high child labor districts), NBNP nevertheless missed an opportunity for collaboration and integration with both the UN Women’s safer migration and USAID’s alternative to foreign migration projects.

For girls working in the CSEC sector requiring immediate shelter, the project worked closely with the MoWCSW to improve and increase access to government-supported shelters. The project funded two emergency shelters to support beneficiaries withdrawn or prevented from working in other sectors. Shelters and case management, which targets child protection and complete withdrawal, are expensive but viable options for combating child labor. This was a critical aspect of the project because existing government enforcement and protection systems were ineffective. More accountability at the government level is required so that they support emergency shelters linked to the Ministry of Health. Future child labor projects require adequate funding or alternative strategies to address the sustained withdrawal of CSEC girls and the provision of emergency shelters and rehabilitation centers.

## **Domestic Workers**

Project interventions to address the needs of child domestic workers (predominantly under 14 years) in Kathmandu Valley included NFE (to transition them to formal government primary schools), scholarships to attend government schooling, coaching classes, child clubs, pre-vocational and vocational training, family support, and business training. The project also focused on school support, school safety, and child friendly schools. A unique element of the project’s approach to the reduction of domestic child laborers, not used in other sectors (although cross-cutting), was support and funding to an existing Child Helpline phone-in service that enabled further outreach throughout the period of the NBNP.

### **From Under-Achieving to Success**

The project’s *Rapid Survey of Children Working as Domestic* (2010) “clearly indicated a sharp decline in the number of children below 14 being employed in domestic child labor, an upsurge in the number of under 14 domestic child laborers being sent to school by employers, along with the trend of increasingly older children (15-18 of legal working age) in domestic child labor, who are also being sent to school.”<sup>35</sup> Hence, withdrawing child domestic laborers presented a challenge to project staff as the study revealed that the number of child domestics was fewer, more dispersed, harder to locate because they were in homes, and had a high turnover typically spending less than one year in service. At midterm the project had reached only 671 (19.7%) of their target. USDOL declined a recommendation during the midterm evaluation to reduce the end-of-project target, resulting in the project making a concerted effort from 2011 to reach a target of 3,400 child domestic workers.

To achieve a result of 3,759 child domestic workers withdrawn—11% over target—the project deployed the following combination of highly effective strategies from 2011 after scaling up in Banke district and

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<sup>33</sup> UN Women, December 18, 2012, “UN Women supporting women workers towards a safer migration journey.”

<sup>34</sup> EIG benefited 74,000 youth (82% women), USAID/Nepal, <http://blog.usaid.gov/2012>

<sup>35</sup> WEI (September 2010) *New Path New Steps* USDOL TPR, p5 and CWISH (2010) *Together on Ending Slavery*, [www.cwish.org.np](http://www.cwish.org.np)

expanding into the urban centers of two additional districts (Chitwan and Kaski) with additional partner NGOs:

- Door-to-door identification;
- Media campaign;
- Advertising boards and pamphlets;
- Street dramas;
- Support from local government;
- Friends of current beneficiaries;
- Helpline for children;
- CC referrals; and
- Signature campaign in trade fairs.

### **The Private Sector**

The NBNP project engaged the Pokhara Chamber of Commerce and Industry (PCCI) in the Kaski District as a partner from 2011. PCCI, a private organization, has been working on the elimination of child labor since its involvement with ILO's International Program for the Elimination of Child Labor from 1999 to 2006. From 2006, PCCI and three local NGOs formed the Consortium for Working Children in Kaski, which established a learning center and five Contact Centers for Working Children. The consortium conducted NFE classes, counseling, vocational and skills training, basic health treatment, legal support, life skills, child clubs, family reunification, the formation of women groups for savings schemes, support for PTAs and SMCs for the retention of children in schools, and other services. Furthermore, PCCI, with its influential links to local and central government officials and agencies, was able to spearhead government action in Kaski. The project's collaboration with PCCI capitalized on their long history of experience, commitment to the mitigation of child labor, extensive collaborations with NGOs and government in the Kaski District, and existing functioning centers to rapidly and effectively achieve success in the domestic child labor sector.<sup>36</sup>

### **Child Helpline**

One of NBNP's NGO partners in Kathmandu Valley, working in the domestic child labor sector, promoted the use of a Child Helpline for reporting child labor infringements as well as a safe service for children to phone-in for support. Child Helpline was the first national child protection system reaching out directly to children in crisis, established initially as a government initiative in 2007 but subsumed under the NGO's existing radio programs on child rights. The MoWCSW, Nepal Telecom, and the Nepal Telecommunications Corporation all jointly own Child Helpline and contribute to a small annual budget.

NBNP funding enabled an extension of the Child Helpline services, such as follow-up interventions and outreach programs in schools and work places. These outreach programs were important in awareness-raising of the Child Helpline to school students. NBNP contributed to the outreach of 35,222 students, 500 teachers, and 23,000 guardians of 74 schools in Kathmandu Valley, raising awareness of child rights, child protection, exploitative work, and the services of the Child Helpline.<sup>37</sup> The national toll-free Helpline number is easy for children to remember (10-9-8) and is operable from 8:00am to 8:00pm. In Kathmandu Valley in six months, the Helpline received more than 4,500 calls, with 282 calls for emergency assistance.<sup>38</sup> NBNP also linked callers and beneficiaries to two major UNICEF initiatives to address the legal protection of children. Calls often led to the investigation and removal of children from abusive or exploitive situations. For example, one rescued domestic child laborer, provided with

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<sup>36</sup> The project also worked with Chambers of Commerce in other districts for apprenticeships, but the Chambers did not have the degree of interest in child labor to address the domestic service industry.

<sup>37</sup> CWIN response to draft report, received April 25, 2013.

<sup>38</sup> CWIN staff interviewed on February 21, 2013.

education support, passed the School Leaving Certificate in first division, and a case against girl trafficking within Nepal resulted in the offender receiving a Kathmandu district court sentence of one year imprisonment.<sup>39</sup> The case was filed directly due to the initiation of Child Helpline mobilizers.

The same NGO in the Kaski District replicated the success of the Child Helpline in Kathmandu Valley.<sup>40</sup> Before March 2011, the Kaski Helpline was only accessible by landline, but since it became accessible by mobile phone (to enable privacy for callers), the number of calls per month doubled.<sup>41</sup> Children were not the only callers, as often adults called regarding their concerns for specific children, which were followed-up by experienced social mobilizers. The NGO formed a rescue committee, which the Pokhara Sub-Metropolitan City Office, a government municipality, has now fully taken over.

### **Missed Opportunities: FNCCI**

The project's success with the private organization, PCCI, in the Kaski District was not replicated throughout other districts due to time and budget constraints. PCCI's involvement with the project commenced in 2011 and at the time of the evaluation had been operational for a year. Given that the private sector in Nepal, particularly the network of chamber of commerce organizations, is stable no matter what government is in power, there is a great deal of potential for collaboration to address child labor. Each district has a chamber of commerce and industry, which is federated under the Federation of Nepalese Chamber of Commerce and Industry (FNCCI). FNCCI initiated PCCI's involvement with ILO-IPEC in 1999, and it is this involvement that has been sustained, but only within the Kaski District.

### **Zari Workers**

The NBNP provision of NFE classes for *zari* children was a pilot initiative. The classes were within the *zari* factory, or close by, and taught by a project facilitator for two hours each morning from 7:00am to 9:00am (except Saturday). The classrooms visited by the evaluator were child friendly, spacious, light, and conducive to learning, but employers often expected the boys to attend classes in their "free time," which did not reduce the boys' hours in the factory. With about 15% of boys becoming factory owners, the cycle of child labor and abuse was perpetuated generation after generation.<sup>42</sup>

Because this was a new industry to Nepal and to the project staff, the target was set low (100), and at midterm only 22 boys had been placed in NFE classes offering a modular curriculum. Consequently, strategies to address the needs of boys in the *zari* and Muslim communities were still being developed. Interventions included increased lobbying of community stakeholders (such as Muslim facilitators and mobilizers) to work with madrassas (Muslim schools), and the introduction of viable livelihood options. However, for orphaned and indebted children under the guardianship of their employers, strategies needed to be carefully considered. Therefore, at midterm, the evaluator recommended the reduction of children's work hours to ensure that their health was not in jeopardy, and for the project to continue pilot strategies for intervention, particularly for the total withdrawal of children.

### **The Source District**

The project's most effective interventions for the *zari* sector were the engagement of support at both the destination district where boys worked (Bhaktapur in Kathmandu Valley) and the source district (Sarlahi near the Indian border where the boys' families lived), as well as the introduction of family livelihood support from 2012, contributing to the total withdrawal of 386 children (286% over target). Source districts are those in which there is a supply of children for designated work, such as Muslim and Dalit

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<sup>39</sup> CWIN response to draft report, received April 25, 2013.

<sup>40</sup> The NBNP did not fund the CWIN Helpline in Kaski District, even though it has linkages with Kathmandu Valley and was used for referrals. The Helpline operates in five cities: Kathmandu, Biratnagar, Pokhara, Hetauda, and Nepalgunj.

<sup>41</sup> Log of statistics sighted by the evaluator on February 21, 2013.

<sup>42</sup> Interview with Child Development Society (NGO Partner), February 20, 2013.

communities near the Indian border whose families are highly vulnerable to coercion due to ingrained socio-cultural perceptions around male children working at an early age to ensure their families' livelihood.

By focusing on Muslim and Dalit communities for family livelihood support, with education and awareness-raising, the project effectively provided another avenue of income for parents. Attempts to work with employers at the destination district were extremely challenging and did little to deter their employment of children. At the source district, the project assisted families to receive business training and capital funding to commence small businesses. These included grocery selling (buying vegetables from India and selling them to the local community), cosmetic shops, and food stalls. Small wooden kiosks in a common marketplace enabled the community to work together in a familiar (and compact) location. In addition, because they were predominantly buffalo owners, the project enabled families to purchase a family buffalo or calf, which could be bred with other owners' buffaloes.

### **Father and Son**

The unique feature of the strategies for the *zari* sector was the reunification of families, a result of a rescue of boys in Bhaktapur in June 2012,<sup>43</sup> and the support and monitoring that followed. The evaluator visited *zari* workers during the midterm evaluation in 2011 in the destination district of Bhaktapur, and in 2013, the evaluator witnessed some of the same boys, now withdrawn from labor and reunited with their families, in the source district of Sarlahi; all had improved health, wellbeing, and happiness. Because most boys had never been to formal school, and were reluctant to attend, many chose to work with their families in their new businesses (supported by the project under a livelihoods scheme). Apart from the initial reunification, father and sons<sup>44</sup> were now bonded in a common source of income (having both been trained by the project in business skills), thus enhancing their self-esteem and respect within the community. Some children were also attending formal government schools, attending coaching classes, and other educational services supported by the project. These boys now aspire to attend private schools.

The whole community was involved, from members of VDCs and the CPC to local politicians and the Child Helpline service, in efforts to actively plan for the raid on *zari* factories, the rescue operation, counseling for children and families, and reintegration with their home communities to improve the living and working conditions of children—and in the use of the schools as community hubs. However, one disappointment witnessed by the evaluator was the VDC chairperson's closure of the school, for a day, for his relative's wedding. While advocacy and child labor awareness were still required, and the sustainability of the intervention was fragile due to the marginalization of Muslim communities in Nepal's instable government, the project had nevertheless created a significant improvement in the lives of 386 previous *zari* workers, and their extended community.

### **Missed Opportunities: Links with Agricultural Training**

The evaluator interviewed Muslim Terai families, leaders, and government representatives, and there was still a sense of suspicion, doubt, and non-acceptance of the NBNP project, despite the rescue and reunification of their children. Community members said that “child labor projects are not needed in this community; we need agricultural training instead.” Linkages with other donor groups or government programs for agricultural training, workshops, and information on irrigation, fertilizers, and improved productivity may have facilitated the potential for greater ownership and sustainability of project support. However, the project was time-constrained as their engagement with this specific community occurred in mid-2012.

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<sup>43</sup> The rescue of *zari* workers is detailed in the Impact section of this report.

<sup>44</sup> The evaluator also witnessed a mother and son working together in a cosmetics business.

## **Porters**

The project focused on the Khotang and Okhaldhunga Districts to target child porters, specifically out-of-school children or those enrolled in school but not attending regularly (and missing more than half of their schooling in a year). A chair of a CPC stated, when interviewed by the evaluator, that one of the challenges in withdrawing child porters was their identification because youth from outside the region filled portering jobs when local youth were withdrawn.

NBNP interventions to address the needs of children in this sector predominantly included school support (such as through the Safe Schools and Child Friendly Schools programs and scholarships for students to be supported in school with equipment, books, and uniforms, as well as coaching classes). Older beneficiaries received vocational skills. A total of 152 beneficiaries received coaching for three months to facilitate their improved love of schoolwork through remedial work that improved their academic performances. Coaching classes were particularly effective in improving attendance and retention.

For the scholarship intervention, the project used existing classes in government schools. Scholarships were provided for the first year of the project, after which the support shifted to a Safe School program and family livelihoods. Family livelihood support commenced for the families of beneficiaries in April 2011. Parents were supported in writing mini-proposals and had already submitted proposals for health education, community school and infrastructure renovations, and small businesses (predominantly in agriculture, such as herb farming).

## **School Safety and Child Friendly Schools**

Government schools, particularly in remote regions, as witnessed by the evaluator, were severely neglected and devoid of child friendly environments conducive for learning, with old and broken equipment, such as chalkboards, chairs, and desks. Government teachers admitted to not attending regularly since most were not on the government's teachers' salaried register, but were supported by the community. Hence, the project focused on a Safe Schools program in targeted schools, which included infrastructure development, maintenance, school cleanliness, installation of latrines, and installation of safe drinking water. In one school, the evaluator noted the installation of a skylight in a classroom, which provided light in the absence of regular power. Schools targeted for the project's Safe Schools program were situated on hillsides, without barriers, and were therefore a hazard to students. Construction of walls and leveling the ground, contributed to school safety, easier access for students, and areas for play. With a safe and child friendly school, it was more attractive and conducive to teaching and learning, resulting in regular attendance by both teachers and students.<sup>45</sup>

## **Child Clubs and Child Protection Committees: Advocacy and Awareness**

Child clubs and CPCs were highly proactive and effective in advocacy and awareness-raising in child portering issues as well as in returning students to school. Partner NGOs provided capacity building for both child clubs and CPCs on fund raising, action planning for development, media skills (writing newsletters and information on child rights), conducting campaigns such as door-to-door advocacy, and organizing events. Subsequently, campaigns led by child clubs and CPCs to parents and VDC members, reinforced the Education for All messages and importance of schooling.

Child club and CPC collaborative fund-raising efforts were effective. These included CPC requests to VDCs and approval for child labor events. One child club conducted a series of child protection activities and another raised funds for school playground equipment in collaboration with the government's CRO (funded by UNICEF). In March 2012, a Khotang child club collected baseline information from their

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<sup>45</sup> According to interviews during the final evaluation with teachers and students, and noted as part of a verbal report presented to the evaluation during a school visit on February 16, 2013.

VDCs about the status of child porters (how many, their age, family size, education, and health status) to use as part of their advocacy campaign. One CPC in Okhaldhunga used mapping and population information in their region to address a situation with an ethnic group that spent their time and money on alcohol, particularly during festivals. The group's actions often resulted in school closures (because teachers were inebriated) or their children's erratic school attendance. The CPC's intervention led to reducing the number of unsanctioned festivals and reducing alcohol access, which subsequently resulted in regular attendance of both teachers and students.

### **Engagement with Local Government**

The project, where possible, engaged with local government. For the portering districts, the project worked closely with the DEO under the MoE and the Small Industries Office (SIO) under the MoLE. SIO provided experienced trainers for the project's vocational training program and refresher courses, particularly for weaving classes (and provided graduates with weaving equipment to start their own businesses). Small industries within the district are registered with SIO, and receive regular information and advice.

### **Missed Opportunities: Advocacy Against Early Marriages**

During the midterm evaluation and final evaluation, the evaluator witnessed marriage celebrations in the remote villages of portering districts whereby the spouse and groom were children. In one instance, the girl was older than her groom, and in the other situation both children were around 10-11 years of age. Child marriage is still a tradition in Nepal, particularly in remote and rural areas. It is a family's insurance policy in the event of the parents' death, as a dowry and commitment are given during the wedding rituals. Communities are aware that child marriage is not legal and that the legal age for marriage is 18 years for girls and 21 for boys. However, parents maintain it is acceptable if they do not send the girl to the groom's house until they are of legal age, but that the marriage ceremony can take place before they reach legal age. CPCs are mandated to prevent child marriage, but many committees are nascent and therefore less active with regards to this issue. While the project's focus in portering districts is on safe labor, relevant schooling, and child wellbeing, additional information on early marriages and child protection would be appropriate under the mandate of a child labor project.

### **Brick and Kiln Workers**

Construction in Nepal, particularly in the capital Kathmandu, is a booming industry. Resulting from this rapid increase is the rise in brick factories and the employment of seasonal workers, predominantly families with their accompanying children.

NBNP interventions to address the needs of children in this sector predominantly include coaching, NFE such as flexible and modular learning activities, school support, and a SEEP. In addition, the project provides pre-vocational and vocational skills. NFE and SEEP classes are conducted on-site whereby beneficiaries can attend for 2-3 hours a day, therefore reducing their brickmaking hours each day. SEEP includes 60 sessions of skills development in business transactions, dealing with money, saving, viable business options, budgeting and record keeping, and selling skills. SEEP participants (14-17 years) have a saving program as well as their own business or job. SEEP only provides skills and not the capital to springboard their skills rapidly into employment.

However, with the rapid rise of registered and unregistered brick factories, and by mobilizing additional matching funds, the project had already exceeded its end-of-project target of 800 by 156 withdrawn children. The project revised its target upward at midterm from 800 to 1,100 and achieved a final target of 1,879 (71% over target).

### **Education Quality and Coaching Classes**

Attracting and retaining students in any form of the education system, formal and non-formal, does not necessarily imply quality education. However, the project worked closely with the MoE and DEOs to advocate for conducive learning, through meetings and committees; learning centers, DICs and ORCs; trained facilitators; and the promotion of safe schools and child friendly schools, child clubs, capacity building for PTAs and SMCs, and targeted school rehabilitation. Providing beneficiaries with access to safe learning environments promotes the “love of learning” and breaks the cycle of irregular attendances and missed schooling. Classroom environments witnessed by the evaluator were child friendly, creative, and colorful. Younger beneficiaries confirmed that facilitators were not using corporal punishment. Some beneficiaries said that they had made new friends, and were “happier” than before they were enrolled in class. Beneficiaries in NFE classes with the prospect of transitioning to formal government schools said that they were motivated to learn and aspired to attend formal schooling and pursue careers. Parents indicated that when their children were employed in exploitive work, they did not dream of careers but only dreamed of “having money” to buy food and support the family.

Coaching classes were a highly effective, low-cost intervention to promote quality remedial education for beneficiary children that needed additional tuition to reach the equivalent academic level as other students in their grade. Receiving extra coaching enabled students to assimilate quickly to classroom learning, resulting in improved academic performance. The students interviewed during the evaluation confirmed that coaching classes were enjoyable and useful, while parents thought more children should receive such support. The project provided existing government teachers with incentives to undertake an extra hour of tuition per day for coaching classes. Typically, coaching classes were provided for three months. The evaluator recognized this approach as an effective means of education support to vulnerable and marginalized children.

### **Brick Employers**

The most challenging group to work with, in any industry sector in relation to child labor, child rights, and child protection, is the employers. The Bhaktapur Brick Factory Association (BFA) has a membership of 64 registered brick factories and acknowledges that there are “many” unregistered factories (without being willing to provide an estimate to the evaluator). The Association’s role is to maintain a link with the government and workers, provide technical advice, and fix the standard wage for laborers. The BFA, in conjunction with NBNP staff, has 7 child care centers (with two more planned), 9 NFE centers for children of seasonal workers (from October to March, operating from 11:00am to 3:00pm for basic mathematics and literacy classes within the factories), and coaching and community classes in a formal village school near a cluster of brick factories. The BFA said the views of parents were mixed: some choosing only to work in brick factories with education facilities, and others with the view that INGOs in the factories were “stealing” children. The BFA would prefer health programs, rather than education programs, in order to “make children and parents healthier so that they could work better and longer.” Hence, attitudinal change at the employer level remains a challenge.

### **Missed Opportunities: Further Media Outreach**

The project had significant contact with media representatives for the dissemination of information and success stories related to child labor, not only in the brick districts but also across sectors. The evaluator noted that the media were keen to include child labor issues in their local reporting. Media articles on child labor that mentioned the project and/or partner NGOs had increased considerably since midterm, and drastically since December 2012 in light of the global *Violence against Women* campaigns. However, the project had not taken full advantage of community radio stations. For example, the community radio representative in Sarlahi had access to 12 other districts with a listenership of 20,000 people, thereby extending the outreach to non-child-labor districts. This was effectively deployed in the Sarlahi District, but the national community radio network was under-utilized by the project due to the high cost of radio

time. The Network of Community Radios, with 400 community radio stations across Nepal, transmits nationally and globally over an average of 18 hours each day. This extensive outreach, particularly given the country's political instability, would be an effective strategy for advocacy and awareness.

### **Mining Workers**

Families migrate seasonally to riverbeds to break rocks in the mining industry, staying until the rocks are depleted then moving on to another site—generally every 18 months to two years. Child miners, working with their families, either break rocks or carry heavy loads of rocks and gravel, and are exposed to the weather and difficult conditions. Furthermore, the seasonal work interrupts their schooling, and although they are enrolled, they rarely attend. NBNP interventions to address the needs of child laborers in the mining sector initially included two main activities: coaching and school support/scholarships. The evaluator witnessed child friendly classroom environments with displays of children's creativity amid an impressive collection of learning aids, such as mathematics charts, science pictures, the alphabet, and geographical illustrations. The evaluator also witnessed reading corners in classrooms, established in conjunction with the Room-to-Read INGO. From 2011, the project introduced family livelihoods support.

### **Student Continuous Assessment System**

From September 2011, the Nepalese government introduced a CAS, a database to track and monitor the academic records of each individual school child, with variable success across districts. Teachers are required to maintain a student portfolio that records quantitative progress (test scores, assignment results, ranks, and attendance) as well as qualitative progress (behavior, creativity, and quality of homework). Once the database maintenance is assured in all government schools, tracking school attendance, progress, and qualitative changes would provide information to the DEOs on the overall quality of education against GoN's educational objectives. Project staff in Makwanpur and Dhading (mining sectors in which the project operates) noted that CAS was seen to be "somewhat" functional by the end of the 2011 in some of schools, particularly after school teachers in these districts were trained. Beneficiary children showed the evaluator their individual folders of test results and demonstrated a clear understanding of their schoolwork as well as child labor, child rights, and child protection issues. While the government has recently introduced CAS, WEI has used this approach for all its child labor beneficiaries since the introduction of the USDOL-funded Brighter Futures project in 2002 as a means of monitoring, recording, reporting, feedback, and follow-up.

### **Family Livelihood Support**

The project commenced family livelihood support in most sectors across almost all districts from 2011, with most families supported for a year. By the end of the project, 1,300 families were supported. The project developed tracking sheets for monitoring their inputs (such as training and mentoring) as well as their outputs (income, savings, profits, expenditures, and decision-making strategies). Their children's details were also recorded (direct and indirect beneficiaries, where relevant). This included their schooling, academic performance, health, withdrawn status, or reduction of hours.

Family support—through income generation activities, enterprise development, and savings groups for targeted parents of beneficiary children—has proven to be highly effective due to its quick impact. Interviews with families indicated that the provision of funds, with training on business skills, marketing, and record-keeping, has provided the means for families to send their children to school. Businesses and livelihoods commenced through this support included, for example, vegetable growing, mushroom farming, goat breeding, pig farming, metalwork, weaving, small shops, and rickshaw ownership. Not only has it provided financial support designed for sustainable businesses, but it also has given families self-esteem and connections with other families.

## **Vocational Training**

The project targeted children over the age of 14 years for vocational, SEEP, and skills training in all targeted sectors. In collaboration with the MoE's Center for Vocational Education and Training, project staff developed a career-counseling manual, entitled *Future Planning*, designed to help youth identify suitable training and career options. The manual guides beneficiaries, trainers, and project staff to take into account education levels, interest, available government/NGO/private vocational training courses, the labor market, and employment potential. In addition, based on past experiences in the Brighter Futures child labor projects in Nepal, the project identified three potential approaches to vocational training: (1) occupation-specific training provided by NGOs or commercial training institutes; (2) self-employment training (using a discovery learning approach) for beneficiaries not familiar with disciplined courses and work environments or where employment options were limited; and (3) apprenticeships, taking advantage of existing local artisans and businesses where students could undertake practical on-the-job training.

Vocational training included hospitality, baking, driving, tailoring, beauty and hairdressing, mechanical training, and carpentry. With courses averaging 3-9 months, they are effective pathways to employment, self-employment, or advanced training. Given the competitive market and the difficulty gaining employment, some beneficiaries established their own small businesses. For example, in remote Okhaldunga, the project linked five female beneficiaries to a government-funded tailoring program in June 2011. All of them graduated and established their own tailoring shops, earning an average of Rs. 4,000 per month (\$46)<sup>46</sup> on commencement. With support from the local government, the girls registered with Cottage Industries in order to be selected eventually as a Government Approved Trainer to instruct others in the area. However, the project did not initially provide start-up kits for graduates (such as sewing machines, scissors, tape measures, cotton, and material for tailoring graduates) for a quick transition to employment (particularly for beneficiaries taking the self-employment option). The provision of start-up kits is an additional incentive to remain withdrawn from exploitive labor, and these were supplied later in the project's implementation.

## **Missed Opportunities: Parent Literacy and Start-Up Kits**

From midterm, the project introduced some start-up kits for some training courses, specifically tailoring. The project indicated that start-up costs for small businesses were higher than expected, and therefore used matching funds to support this intervention. However, the concern was that withdrawn youth would be hesitant to establish businesses that required high start-up capital. A project design that included the provision of start-up capital after students graduate from vocational training has the potential for quick impact, high-value results, and sustainable income generation.

While the project introduced effective family livelihood support, parents were not provided basic literacy and numeracy skills for most of the project's duration. Project staff applied for and received additional funding support to provide more start-up kits and adult literacy classes during a cost extension, therefore reaching some families in the late stages of the project. Parents repeatedly made this suggestion to the evaluator, and the evaluator witnessed families who relied on their children to teach them how to add and subtract money, and to calculate profit margins. Hence, the demand is high and major scaling up of parent literacy would have greatly contributed to the project's effectiveness and sustainability.

## **Prevention Districts**

The project worked in prevention districts to address CAR. Often prevention districts are lower socio-economic locations where families are interested in sending children to school, but cannot afford to, or live in remote regions, or are vulnerable to other critical factors, such as a lack of basic financial and living skills. Income generation and micro-financing options are generally suited to these districts. Project

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<sup>46</sup> This is slightly less than the minimum wage of Rs. 6,200 per month, but regarded as a good starting salary.

interventions for preventative districts included the mapping of out-of-school children in areas around 80 schools in the Sindhuli District. The aim was to promote advocacy and awareness of child labor issues. Other interventions included a Safe School program and working with the DDCs for the funding and implementation of family livelihood support. Due to a recommendation during the midterm evaluation to explore the provision of linkages to microfinance institutions (MFI) and income generation activities, the project subsequently targeted six prevention districts for potential support: Dolakha, Kavre, Nuwakot, Ramechhap, Sindhuli, and Sindhupalchok. MFI mapping revealed the coverage of banking services and the level of community access to services. While poorer households were under-covered, other households had double (or multiple) access through different VDCs.

### **Pilot Pre-Vocational Activities**

The project targeted children below 14 years for pilot pre-vocational activities, as well as students in Grades 6-9, as an effective means of equating schooling with future work, and preparing children for the world of work. The activities aimed to introduce basic practical skills into classrooms (to counter the usual theoretical, instructive approach to teaching). These included, for example, kitchen gardens, weaving, painting, and candle making). Pre-vocational activities were established in all 36 schools in the six prevention districts, which involved 6,500 students, 20 local pre-vocational facilitators, school PTAs and SMCs, parents, and government officials (called Resource Persons).

### **School Revenue Raising**

An NGO partner worked closely with remote schools in Sindhuli to identify school revenue streams in order for them to sustain their enrollments, retention rates, academic performance, support for students, and pre-vocational programs. Due to the remoteness of the schools, and the tight-knit communities, the focus on self-reliance was an effective intervention. The evaluator witnessed a self-sufficient school growing vegetables for commercial crops, fertilized with their own earthworm castings (organic manure). In addition, the school produced fodder for animal feed for the community. Land for the commercial crop was rented from a local farmer who also provided free training to the school children on planting, fertilizing, and productivity enhancement. Integrating the growth cycle, from fertilizer to production to compost, effectively imparted practical pre-vocational skills to students in combination with revenue raising.

### **Code of Conduct**

With project support, schools developed a code of conduct as part of the Safe School and Child Friendly School programs that listed acceptable and non-acceptable behaviors and actions for parents, teachers, students, and school visitors. The evaluator witnessed an extremely large signboard detailing the code of conduct placed at the school gate. The project aimed to introduce the code of conduct across sectors, even in the CSEC sector in massage parlors in collaboration with the Massage Parlor Association. Not only does it outline expectations, it holds the public to a level of accountability for their behaviors while raising awareness.

## ***D. Management Effectiveness***

### **The Management Team**

The NBNP management team in Kathmandu includes WEI staff with experience in two prior USDOL-funded child labor projects in Nepal and extensive education experience, complemented by Tdh, which is a highly experienced organization in the CSEC and trafficking sectors. Combined management strengths include: (1) cohesion toward a common goal due to clear and strong leadership and strategic direction; (2) continuous reflection and refinement of strategies; (3) and a strong cadre of NGO partners highly active in advocacy, research, district and community involvement, training of government officials, and

workshop/conferences. The Social Welfare Council, Nepal's government agency overseeing INGO activities, conducted a review in December 2011, and listed the strengths of the project's management as: (1) the MIS database and child labor monitoring system, (2) field presence, (3) effective links with local stakeholders, (4) timely completion of targets, (5) highly committed NGO partners, and (6) competent project theme coordinators.<sup>47</sup>

Despite implementation challenges due to political instability, government staff turnover, national strikes and protests, lack of a Constitution, and a lack of elected authorized local government, all project staff operated within existing government and non-government structures to implement the project, instead of establishing new structures which would have been costly and risked lack of stakeholder ownership. Hence, the project made effective use of windows of opportunity and the most stable groups (such as the private sector and local level committees). Government representatives, when interviewed by the evaluator, called WEI and Tdh "major players" that "influenced" policy reforms, and described the project management as "respected and reputable."

The project worked in collaboration with ILO in six districts: Dhanusha, Siraha, Dang, Bardiya, Kailali, and Kanchanpur against child labor, and in three districts with UNICEF: Morang, Chitwan, and Kaski. The project also participated with the ILO and UNICEF in the review of government plans, policies, and strategies, such as the NMP. As part of the IAWG, the project cooperated with other donor agencies to ensure a coordinated approach to child labor activities.

### **Rapid Assessments and Action Research**

To increase stakeholder, government, and public knowledge of exploitive child labor, the project conducted baseline surveys; rapid assessments; small-scale studies; action research; and a Knowledge, Attitudes, and Practices (KAP) survey to complement the UNICEF KAP survey. The KAP survey to assess the level of awareness amongst stakeholders (government, employers, parents, teachers, and children) was completed and piloted, after which discussions were held with ILO and UNICEF to inform the rapid assessments and to devise strategies for effective withdrawal of children from WFCL.

The project, in conjunction with its NGO partners, ILO and MoLE, conducted six rapid assessments: portering, domestic service, brickmaking, mining, urban transport, and teashops/restaurants. They built upon the ILO rapid assessments conducted in 2002 in six sectors. The rapid assessments enabled the project to be responsive to the constant changes in the child labor sectors, and to inform the government and other stakeholders. The project's action research focused on: (1) the in-school life and vocational skills program as a means to inform the government life skills and vocational orientation program—now called the Occupation, Business, and Technology (OBT) subject; and (2) children in the *zari* industry in order to gain a better understanding of child labor and Muslim communities to inform programming.

## **5. FINDINGS: EFFICIENCY**

### **A. Cost Efficiency**

#### **Financial and Human Resources**

A cost efficiency analysis was not conducted as part of this analysis, but given the high inflation rate (14% in 2010<sup>48</sup>) and nationwide fuel restrictions, the project has been mindful of efficiencies. For example, two of the six rapid assessments conducted by NBNP were co-funded by Plan Nepal (one of the

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<sup>47</sup> NBNP Technical Progress Report, April 2012, p8.

<sup>48</sup> [www.indexmundi.com/nepal/inflation\\_rate\\_consumer\\_prices.html](http://www.indexmundi.com/nepal/inflation_rate_consumer_prices.html)

IAWG member organizations).<sup>49</sup> Given the project's diversity of education programs and activities, its operation in 21 districts, partnership with 27 local NGOs, and use of matching funds, the scale of interventions has been cost efficient. The project's Theme Coordinators (for each theme/sector, such as Domestic Theme Coordinator) not only administered specific sectors within targeted districts, but also contributed to a range of tasks. Hence, all project staff functioned at multiple levels (with communities and local, district, and national government committees) and through dual or multiple roles and responsibilities. This did not only occur at the lead and associate level with WEI and Tdh staff, but also among NGO partners. This is testimony to their budget management skills, as well as their commitment and dedication. In terms of capacity building, the project efficiently employed the strengths of WEI, Tdh, and each NGO partner. For example, WEI's strength is education, whereas Tdh complements educational interventions with their expertise in protecting girls who are, or are at risk of being, trafficked and commercially sexually exploited. Additionally, each of the 27 NGOs work to their strengths in specific sectors.

### **Monitoring and Reporting Systems**

The monitoring team comprised a Monitoring and Evaluation (M&E) Specialist and an MIS Specialist within the WEI office in Kathmandu. The MIS Specialist developed the data processing system, building upon improvements from the Brighter Futures database and monitoring system. The baseline survey, identification of beneficiaries, beneficiary profiles, data entry, and data updates were undertaken at the community level by the project's NFE, SEEP, or Safe Schools/Child Friendly Schools/scholarship facilitators in consultation with VDCs and CPCs, and at the district level by each NGO partner. NGO partners, through designated M&E Officers or Project Coordinators, collated information regularly for the project's central database. Information was merged and tabulated at the central level for final reporting. The MIS Specialist provided computer training and operational manuals to all NGO stakeholders. The training included capacity building in understanding, interpreting, analyzing, reporting, distributing, and using statistical information on beneficiaries and project outcomes.

NGO partners, through a standardized child labor monitoring system, monitored every beneficiary on a regular basis, at least every six months, and recorded the progress in individual folders (viewed by the evaluator). There was no comprehensive community-based child labor monitoring system due to the unstable, incomplete, and rapidly changing community and local government infrastructures. Instead, project teams and NGO partners worked with existing local and district committees and schools. For example, community schools in Okhaldhunga and Dhading tracked attendance and academic progress of beneficiaries when they transitioned into formal education. Thereby, tracking and follow-up at the local level promoted participatory child labor monitoring.

Another example of participation and collaboration for efficiency purposes is the use of information from rapid assessments. Six rapid assessments—surveys and focus group interviews of 2,300 child laborers in 20 districts conducted in collaboration with donors, NGO partners, and the MoLE—were presented as a collection of booklets to stakeholders in November 2012 to mark their completion, and at appropriate events to inform the government of trends in child labor. The aim was not only to facilitate a handover of materials, but also to leave a legacy of information to continue child labor reforms at the national level.

## **B. Project Efficiency**

### **NGO Partners**

The project maximized its resourcefulness through the deployment of 27 local NGO partners across Nepal, capitalizing on their extensive network and use of volunteers to implement the project's activities

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<sup>49</sup> The two rapid assessments were Children in the Urban Transport Sector, and Children in Teashops and Restaurants.

effectively and efficiently. Communication between the project management team and NGO partners was regular and ongoing, demonstrating mutual trust and respect. Apart from the collection of data, information, and feedback on project interventions, challenges, and successes, NBNP conducted regular capacity building workshops for staff and NGO partners, such as project orientation, project monitoring and reporting, resource person networking, improving educational access, staff development, and even self-defense. Although the management of a diverse range of NGO partners was time consuming, it enabled project efficiency across urban, rural, and remote locations for greater coverage of effort within the six targeted child labor sectors.

## 6. FINDINGS: IMPACT

### A. Impacts

#### Rescue of Zari Workers

In June 2012, the united effort of stakeholders in the work destination district of Bhaktapur (in Kathmandu's urban valley) and in Sarlahi (the source/home district) combined to perform the nation's first rescue of children in the *zari* industry and the largest rescue of any kind in Nepal. The project informed the newly appointed Bhaktapur CDO of their concern for young Muslim boys in *zari* factories, highlighted during the midterm evaluation. Exercising his authority and enforcing district laws, the CDO spearheaded a large team of stakeholders to plan meticulously, over several weeks, the rescue of 127 children from houses and factories. A network of 300 individuals, including project and other NGOs, government officials, Muslim teachers, and police were involved in the two-part action: (1) the rescue process, and (2) the safety of the children post-rescue. An initial survey indicated 150 children, predominantly boys ranging from 7 to 14 years, were at risk. After the rescue, the boys were taken to a transit center, and within 10 days were reunited with their families in Sarlahi, and to Rautahat and Mohattari Districts or to India. The project subsequently provided family livelihood and school support in the source district to break the cycle of child labor. The CDO was transferred in September 2012 (after six months in the position) to an unrelated position in another ministry, thus ending the continuity of direct, government high-level support. A partner NGO, pending funding, aims to make a documentary film of the rescue for dissemination to government departments, donors, and interested stakeholders to promote the "model" rescue.

#### CSEC Sector and the Empowerment of Girls

On November 21, 2012, a Nepali woman returning from foreign employment was robbed and raped at the Tribhuvan International Airport in Kathmandu by a government official. A month later, on December 16, a young woman in a moving bus in India's capital, New Delhi, was brutally sexually assaulted by six men, and subsequently died. Anger at these violent crimes against women, high profile in regional and global newspapers, ignited a worldwide movement for the protection of women. In Nepal, in a way that has never occurred before, the physical, verbal, and mental abuses against women were openly discussed and protested.

In Nepal, the movement is called *Occupy Baluwatar* and the media highlight *The Female Factor*. Commencing in late December 2012, the Women Human Rights Defenders (WHRD) campaigned in front of the Prime Minister's residence, spurred on by social media and public media campaigns. Men and women, in the most united campaign for the protection of women in Nepal's history, continue to join *Occupy Baluwatar* (popularly known as The Baluwatar Satyagraha) each day outside the Prime Minister's residence for a "zero tolerance" attitude to impunity against violations, and the enforcement of relevant laws. At the time of the final evaluation, the campaign had reached 60 continuous days. On

February 14, 2013, traditionally Valentine's Day, Nepal citizens observed the *One Billion Rising* (OBR) event as part of the global campaign of *Violence against Women*. On February 21, a partner NGO spoke at a right to information meeting,<sup>50</sup> organized in conjunction with the Media Advocacy Group, on the rights of women and girls, and the impact of *Occupy Baluwatar* in helping to bring unreported violence against women cases, and other violations against women, to light.

The project's beneficiary girls, when interviewed during the final evaluation, were all aware of *The Female Factor*, OBR, and *Occupy Baluwatar*, as well as a heightened awareness of their district's protection committees and avenues for assistance, legal support, and their own legal and social rights. They confirmed a sense of empowerment and a more open attitude to demanding their rights; protecting the rights of girls in their industry, workplace, and home; and reporting violations. While they acknowledged that their government continues to be weak in addressing current cases of violence against women and enforcing existing laws, they maintained that public, media, and civil society pressure was historic and viewed them as major advances against the exploitation of women and children.

Partner NGOs in NBNP's CSEC and domestic service sectors, in particular, scaled up their advocacy and awareness-raising jointly with the public uprising. A major input was the Tdh publication *Trafficking and Exploitation in the Entertainment and Sex Industries in Nepal: A Handbook for Decision Makers*, which was launched in October 2010. It continues to be widely disseminated, both in Nepal and internationally, as it explicitly examines the national and international laws governing children in general and their engagement in commercially sexually exploitative situations.

### **Family Livelihood Support**

Family livelihood support commenced in 2011, at the midway point of the project—predominantly to families in the portering, mining, *zari*, domestic service, and brick sectors. Hence, by the time most families received assistance, the support was only in effect for a year. The project had a two-pronged approach to family livelihood support: (1) working directly with individual families to establish livelihood plans, training, mini-grants, and technical support such that they could initiate a family business; and (2) in prevention districts, linking families of children from WFCL and CAR to district microfinance programs through DEOs and/or DDCs. The immediate impact indicates a high likelihood of sustainability, with families sending children to school and providing support for their households. Anecdotally, it appears that with profits, families are saving money (many for the first time), taking loans for the extension of their businesses, meeting household expenses, reporting improved food security, and paying school expenses. Local government, through DDCs and CPCs—depending upon their level of commitment and proactivity—expressed a commitment to monitoring livelihood sustainability with a specific focus on ensuring that children of families are not returned to work.

Apart from financial impacts, the livelihood groups in each community meet regularly, network about business advice and support, and share costs to maximize their net worth. More noteworthy is that of all family groups interviewed, all of their children had been completely withdrawn from work and wholly integrated back into the family.

### **Brick Industry Advocacy Appeal Letters**

In March 2012, a partner NGO distributed 200 advocacy appeal letters in Bhaktapur and Lalitpur in a campaign called *Community Orientation Program* (COP). Letters were sent to brick factory owners, adult brick workers, households living near brick factories, government schools, and child clubs to appeal for them not to use child laborers, and to inform them of child rights and health issues. The appeal letters

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<sup>50</sup> Nepal has a Right to Information Act which states that every public organization registered under government rules and regulations should publicize information about their organization and the rights of their citizens.

were reinforced through discussions with parents on child rights violations, government regulations, and penalties. Because of the letter distribution, members of CPCs in surrounding villages wanted to become involved in the campaign. Subsequently, the CPCs assumed ownership and funding, distributing a further 1,400 appeal letters.

The BFA commented on the results of the appeal letters to the evaluator. Adult brick workers, who had an awareness of child rights and education, subsequently sought employment only in factories that had classrooms, child care centers, or ECD classes before they committed to the six-month work season. Due to the demand, the BFA consequently commenced operation of two ECD classes, at their own expense, for children under school age.

In addition, local groups organized a free health camp for female brick workers of reproductive age to inform them of prevention and treatments for reproductive ailments, but there was limited response. With the assistance of the project's NGO partner, who engaged with their network of brick workers, 35 female brick workers and 15 project beneficiaries (from matching funds) attended the health camp. The Brick Clean Network (in collaboration with the project) identified three categories of child labor free certification and three criteria for brick factory certification. A red certificate indicates a brick factory having the worst conditions in terms of child labor; an orange or green certificate represent a brick factory that is eco and environmentally friendly with no use of child labor in their brick production. Two brick factories in Bhaktapur started to improve work and environment conditions since 2011. In 2012, with red/orange certification, they made a commitment to move to green certification. In appreciation, the Brick Clean Network awarded a Letter of Appreciation to the two factories. Interest has been expressed by two international donors to fund future activities.

## **7. FINDINGS: SUSTAINABILITY**

### **A. *Exit Strategy***

#### **Exit and Phase-Out**

The project emphasized sustainability and exit planning from the commencement of implementation. Their exit/phase-out strategy and sustainability plan paralleled plans for each district through CPCs and DEOs. These were developed in the early stages of the project and discussed with NGO partners, government stakeholders, and schools to prepare them to take over responsibilities or activities to the degree to which they were capable.

Stakeholders interviewed were aware of the project's sustainability efforts during the midterm evaluation, and some seemed active in focusing on exit strategies. For example, DEOs were able to identify activities that they could sustain, such as infusion of child labor issues into government committees, meetings, strategic plans, and guidelines. Public campaigning, advocacy, sensitization, and awareness-raising were areas that the government believed it could sustain. The areas that stakeholders were less certain of continuing were family livelihood support, income generation activities, vocational training, and rehabilitation shelters due to their high implementation costs, as well as limited ability for follow-up. While coaching lessons were low cost, because existing teachers were involved, the government does not intend to adopt this approach as it claims that every teacher should already be coaching students with lower academic performances as part of their duties. SMCs could adopt coaching lessons on a school-wide basis, but this would be the decision of SMCs and not the DEOs.

To mitigate the lack of project elements sustained after the project concluded, staff worked with a diverse range of government committees across several ministries, as well as district and community agencies, to

determine the best avenues for sustainability and handover in the absence of an authorized local government structure under the current instable government.

## **B. Government Sustainability of Child Labor Efforts**

### **National Reforms**

At the national level, the government undertook a number of measures to progress child labor policies and strategies, despite a newly formed government without a full contingent of elected officials, the lack of a Constitution, ministerial staff turnover, delayed or lapsed government budgets, political instability, and regular public protests and demonstrations. The NBNP project was involved in these measures through attendance at committee meetings and other avenues for cooperation. This included strengthening the National Steering Committee on Child Labor; participating in the development of the revised NMP on the Elimination of Child Labor, National Plan on Trafficking, and the National Plan for Children; ongoing efforts to develop a nationally coordinated advocacy and awareness strategy; promoting coordination mechanisms such as the Comprehensive Child Protection System Technical Group; collaborating on child labor research; and participating in the development of the Child Friendly Schools National Framework for Quality Education and school sector reform policies.

The NMP on the Elimination of Child Labor has been approved. Structures, frameworks, and policies related to child labor, rights, and protection are in place—such as DDCs, VDCs, DCWBs in each of the 75 districts, CPCs, and the appointment of Women and Children Development Officers and CROs in each district. The government has a plan to eliminate WFCL by 2016 and the elimination of all forms of child labor by 2020.

### **Curriculum Development Center: Pre-Vocational Activities & OBT**

The project contributed to education and training reforms and interventions for the elimination of child labor. This included the School Sector Reform Plan (2009-2014) that promulgates the need to include vocational orientation in basic education (Grades 1-8) to orient students about work and occupations. The pre-vocational activities undertaken in six prevention districts for children at risk within the NBNP project are part of the MoE's pilot program for inclusion in primary schools.

In 2013, the MoE's Curriculum Development Center (CDC) will phase-out the Health Population and Environment subject and phase-in a new subject called Occupation Business and Technology. From April 2013, Grade 6 classes will include OBT in all schools, while the CDC pilots the subject in Grade 7 in 100 schools in 18 districts for one year before full implementation. At the same time, CDC will write the OBT curriculum drafts for Grade 8, which will be submitted to the National Committee and Evaluation Council for review (as part of the technical process of curriculum review). OBT will be piloted in Grade 8 in 2014 for a year. By 2015 OBT will move from an outcome-based theoretical school subject to a competency-based practical subject based on regional needs, ranging from environmental issues to pottery, agriculture, geriatric care, foreign employment, and other interests that would lead to occupations, business, or technology-based initiatives. OBT will therefore be the foundation for a pathway into formal Technical Vocational Education and Training courses beyond secondary school.

The challenge for the CDC to institutionalize the OBT subject into the curriculum (the first curriculum change in 41 years) for Grades 6-8 is the lack of dedicated trained teachers. The DEO stated that social studies, health, physical education, and computer teachers will teach OBT in the pilot phase and when it is fully immersed into the curriculum. In addition, the physical infrastructure to accompany the subject is not in place, and nor is it planned to be introduced. The DoE is attempting to find funding for short-term

and long-term capacity building of teachers by the National Center for Education Development (NCED). The CDC remains optimistic but has doubts for the sustainability and quality of the subject.

### **Planning for a Child Labor Free Zone (District of Bhaktapur)**

The District of Bhaktapur is planning to make the district a Child Labor Free Zone. The CDO has formed a task force to undertake a plan (2013-2018) for implementation. The integrated plan aims to include roles and responsibilities, activities, action plans, links with the general public and civil society, links with NGOs to avoid duplication of activities, links to source districts, a monitoring plan, and evaluation mechanisms. The CDO has already hired a consultant to lead the formulation of the strategic plan with the task force. The CDO is optimistic about its implementation and success because Bhaktapur is a small, flat, accessible district with a strong network of cooperative stakeholders. If the integrated strategic plan is developed, it will serve as a model for other districts.

The challenge for the implementation of Bhaktapur's plan for a Child Labor Free Zone is funding. VDCs have contingency funding of 20-25% of their budget, which could be used for child labor activities. Unfortunately, funding generally goes to vocal groups and strong lobbying groups, not child labor groups. Only one VDC in Nepal (in the Sarlahi District) has used its contingency budget for the elimination of child labor.

### **Child Clubs**

In Kathmandu Valley, there are 61 child clubs, and more are planned. The DEO stated that many child clubs in government schools had problems because there was no dedicated facilitator or role model; there was no handover from year to year; parents were not aware of the importance of child clubs; and, if established by NGOs, they often close when the NGO finishes the project. The MoE representative stated that he was keen for VDCs to take responsibility for child clubs because VDCs are permanent groups (stable committees independent of government changes). He added that NBNP child clubs were effective because: (1) a facilitator is attached to the clubs as a role model, motivator, and to provide direction; (2) there is constant communication with parents on the activities of the clubs so that parents know what their children are doing; (3) activities and club membership are viewed as an important part of the school core curriculum; (4) they build upon the interests of the members; (5) the burden of responsibility is on adults to advocate for the elimination of child labor with assistance from child members rather than burdening children with sole responsibility; and (6) the activities are well planned and supported by the DEO.

Community and women's groups have indicated, through the project, that they would be keen to establish community child clubs (to complement school child clubs), but this is yet to occur.

## **8. LESSONS LEARNED**

### ***A. Lessons Learned/Promising Practices***

#### **Accumulation of 12 Years**

The initial NBNP project design drew lessons learned from previous USDOL-funded child labor projects in Nepal, namely the Brighter Futures projects (Phase 1 and 2) implemented by the WEI management team from 2002 to 2009. Several NBNP NGO partners collaborated with WEI on Brighter Futures' interventions and therefore have a long history of child labor mitigation in Nepal.

The Brighter Futures projects, commenced during the civil war and the rise of Maoist insurgency, demonstrated high initial demand (and waiting lists) for children to be withdrawn from child labor and

supported with education interventions. Due to this high demand, 43,291 children were withdrawn, and 72,140 children at risk were prevented from exploitive work, resulting in declines in child laborers, particularly in the ragpicking sectors, while increases were noted in the brickmaking, CSEC, and *zari* industries. With the signing of the contractual agreement for NBNP in 2009, ragpicking and carpet sectors were dropped, as was support for children associated with armed forces and armed groups (CAAFAG), in favor of the emerging *zari* sector and a more concerted effort with CSEC girls. Building upon these experiences, and documenting lessons learned, staff continuously has improved strategies, interventions, activities, monitoring, and reporting. Over the years, an impressive database of information has been developed on WFCL, sectors, locations, ethnic groups, education interventions, and other means to mitigate child labor—commented on by the government’s Social Welfare Council that oversees international NGOs. The project collated their learning, through rapid assessments and small-scale studies, to produce a collection of six booklets on specific child labor sectors for the government and stakeholders. The lessons learned from rapid assessments and surveys revealed information not currently known, or were contrary to popular belief, such as the high number of girl porters and the cultural factors of Muslim Terai communities that require specific interventions.

Over the life of the NBNP project, to respond to opportunities for government involvement, unpredictable political fluctuations, changing patterns of child labor, and project targets, it shifted strategically (particularly after midterm) to focus more attention on: (1) source districts; (2) prevention districts; (3) child protection; (4) family livelihood support and income generation activities; and (5) the withdrawal of child domestic laborers, *zari* workers, and CSEC girls in order to reach required targets.

## Major Lessons Learned

The major lessons learned include the following:

- Simultaneous interventions in source and destination districts are critical to break the cycle of repetitive and generational child labor (particularly as often poverty is not the main motivator—tradition and culture, and many other factors, contribute to ongoing child labor);
- A diverse range of customized interventions are required to respond to the cultural, economic, political, and geographic variations of specific communities and groups;
- For government ownership during instability, all levels of government need to be engaged in order to respond to personalities, opportunities, staff transfers, and other extenuating circumstances;
- Small and compact districts, such as Bhaktapur (in Kathmandu Valley) and Kaski (the urban center of Pokhara) with easy access and stronger stakeholder networks are effective as pilot districts for model interventions, which can be used to inform other districts;
- Working with existing stable groups and committees—such as the private sector, DCWBs, and CPCs—that remain unchanged within an unpredictable government are key entry points;
- Working with key personalities and positions of authority that remain unchanged during unstable governments, such as the Chief Secretary (responsible for the leadership of all Secretaries within each ministry), can be critical advocates for reform;
- The Safe School program was the most effective intervention for the education system, particularly in remote areas (in preference to scholarship support);
- Coaching classes are low-cost, high-impact interventions for marginalized children, particularly for girls under 14 years;
- Vocational and SEEP programs are most effective for children over 14 years;
- Family livelihood support is the most effective intervention for the majority of child labor sectors (with the exception of CSEC, which required interventions for individual girls);
- Case management for CSEC girls is an effective means of holistic support;

- Supporting families with business and income generation activities can have a multiple effect and quick impact in removing several school-age children from work, breaking the child labor cycle, and promoting the importance of education for employment;
- Education for employment is a key message for child laborers—through pre-vocational activities (the OBT subject) in formal schools for children under 14 years and vocational training for children over 14 years;
- Media is an effective method of advocacy and awareness, particularly community radio, for public outreach;
- Appeal letters are effective for localized sectors in which there are clusters of child labor factories or homes;
- ECD classes for children (with component classes for parents to advocate their importance) can break the child labor cycle at the earliest possible age; and
- Parent/adult literacy, accompanying business and family livelihood support, can further promote the importance of basic literacy and numeracy at the family level.

**TABLE 8: Summary of Lessons Learned by Target Groups—Most Effective Interventions**

CHILDREN UNDER 14 YEARS	CHILDREN 11-13 YEARS	CHILDREN OVER 14 YEARS	SCHOOLS	FAMILIES
<p><b>Non-Formal Education</b>—includes Coaching, Girls Access to Education (GATE), Flexible classes, Learning Centers (LC), Drop-In Centers (DIC), Outreach Centers (ORC), and Modular and other classes</p> <p><b>Formal Education</b>—with coaching</p> <p><b>Individual Coaching support but main focus on Family Livelihood Support</b></p>	<p><b>Occupation, Business, and Technology (OBT)</b> subject in formal schools</p>	<p><b>Vocational and Skills Training</b>—includes vocational skill training, apprenticeship, business and SEEP, family support, income generation</p> <p><b>Start-up/Capital Investment</b></p>	<p><b>School Support</b>—Scholarships/School Safety/Child Friendly Schools</p> <p><b>School Revenue Raising</b>—e.g., commercial gardens</p> <p><b>Code of Conduct</b></p> <p><b>ECD Classes</b>—for parents with under-school-age children</p>	<p><b>Family Livelihood Support</b>—business skills, savings plans, microfinance support</p> <p><b>Start-up/Capital Investment</b></p> <p><b>ECD Classes</b>—for under-school-age children</p> <p><b>Adult Literacy</b></p>
<p><b>Helpline—Phone-in Support; Psycho-Social Counseling; Media Outreach; Public Outreach</b></p>				

### From Target to Rescue: From Individual Intervention to Impactful Outcome

The project is timebound and bound by individual targets, as are all USDOL child labor projects. Often, in targeting individual children, a major outcome can be obfuscated. While the health and wellbeing of the young *zari* workers was always at the forefront of the project’s strategy for their withdrawal, it was difficult to implement effective interventions due to the employers, lack of government enforcement, and the separation of child and family (from destination district to source district). Opportunistically, when an authorized government official was transferred to the destination district, his determination for action was the impetus for the major outcome—a rescue of 127 *zari* children and their reunification with their families. It was the right person in the right position at the right time enacting the right laws for the right situation with the right outcome. However, it was a carefully planned event. The planning had an end goal—an outcome that all 300 parties worked toward for its successful implementation. This is a major lesson for all child labor projects. The sum of all the parts can be achieved through the disaggregation of actionable steps, starting with the outcome, and planning in the reverse direction.

## 9. OPPORTUNITIES FOR FUTURE CHILD LABOR PROJECTS

### A. Key Priorities

The following activities represent key priorities for future child labor projects in Nepal.

#### **ALIGNING THE ACT, THE CONVENTION, AND THE LAW**

There is a current mismatch between ILO Convention 182, Nepal's Child Labor Act, and the law in Nepal with regard to enforcement of child labor infringements. The ILO Convention 182, ratified by the GoN, prevents employers from engaging children below 18 years of age in hazardous labor. Nepal's Child Labor Act (1999) defines only children below 16 years of age as minors, and Nepal's laws disallow employers to engage children below 14 years. The police enforce the law (to protect children under 14), not the Act (children under 16). The impact on the project is that child laborers from ages 14 to 17 years are not, in effect, adequately protected by the law in Nepal. Under the current unstable government, it is difficult for the ILO, donor organizations, NGOs, and the police (the Women and Children Service Directorate) to address legal reform. However, as the government stabilizes and officials are appointed to key positions in child labor agencies, there is the opportunity to promote legal reform to align the law with the ILO Convention 182.

#### **ADVANCEMENT OF THE CSEC IMPETUS**

There is the opportunity in Nepal to advance the withdrawal and protection of girls and CSEC following the groundswell for empowerment and the end of government impunity in cases of violence against women. With the global action of *Violence against Women*, Nepal's *Occupy Bahuwatar* movement, Nepal media's promotion of *The Female Factor*, and the general awakening of girls in Nepal to voice their concerns for their protection, it is an ideal time to further the elimination and protection of girls from massage parlors, dance bars, and entertainment venues. Vocational and self-employment skills would enable girls to transition from CSEC to honorable jobs, while national regulations are enforced and the government is accountable for addressing the issues of trafficking, foreign employment abuses, and the prevention of vulnerable girls into the CSEC industry.

The NBNP project has established an effective case management approach, along with advocacy and awareness campaigns, and employer engagement that require further funding to maintain their impetus. This is particularly because the NBNP project was the first child labor project to strengthen support to the CSEC sector, and a follow-on project would enable the outreach and outcomes to be expanded, refined, and improved.

#### **MODEL CHILD LABOR APPROACHES FOR GOVERNMENT PILOT PROGRAMS**

Within the district of Bhaktapur in Kathmandu Valley, two approaches are model child labor interventions, which could be further expanded to other districts. The first is the rescue of *zari* children from factories and homes. The rescue plan is a model for documentation, and an NGO is keen to make a documentary film of the rescue for dissemination to other districts. The second is the plan to make Bhaktapur a Child Labor Free Zone. A task force has been formed, and an integrated strategic plan for 2013-2018 is in progress. The opportunity therefore exists for these models to be developed, documented, and piloted.

## **SCHOOL REVENUE RAISING**

In prevention districts, initial steps have been identified in which schools could increase their revenue and use the funds generated for improving sustainability of child labor interventions, and the introduction of the government's OBT subject for Grades 6-8, which in turn would impact school enrollment and reduce child laborers. This project intervention is perceived as an opportunity by other schools to also increase their revenue and enable sustainability of education interventions.

## **PRACTICAL EXPERIENCE COMPONENT FOR OBT VOCATIONAL SUBJECT**

The government—through the MoE's CDC—is introducing a new vocational subject to primary and secondary schools (Grades 6-10) from 2013 to 2015 to pave the way for students to enter formal vocational programs. However, while it is their intention for the subject, OBT, to be practical, it is yet to develop the methodologies, activities, and materials. NBNP's pilot pre-vocational program is a demonstration of methods for integrating practical skills development and experiential learning with other school subjects. The pilot showed potential to reduce school dropout rates in communities and districts with a high prevalence of child labor by making education more relevant for children and more focused on the pathway for decent work and employment. Therefore the pilot contains lessons learned that could inform the design of the MoE's OBT subject.

## ***B. Challenges for Government Sustainability of Child Labor Efforts***

### **Actions for the Future**

The government has a number of child labor and related reforms, policies, and actions that are yet to be undertaken or fully developed in order to make progress in the elimination of child labor across the country. These include the following:

- Mainstream the 75 CROs, currently funded by the IAWG donor group, into the government salary;
- Raise the priority of the MWCSW and the MoLE;
- Support rehabilitation centers and shelters to provide care to rescued child workers based on need;
- Establish a child welfare system;
- Enforce child labor, child rights, and child protection violations;
- Enforce the protection of migrant/foreign workers;
- Strengthen the OBT subject for Grades 6-8 through teacher training, and enhance vocational, business, and skills training;
- Enforce effective disincentives for employers to use child laborers;
- Develop a list of hazardous occupations;
- Formulate guidelines and regulations for sector-specific occupational health and safety in the work place;
- Provide health testing for children at risk, with a mechanism for reporting, prevention, treatment, monitoring, evaluation, and census-counting;
- Align the child labor act, the ILO conventions, and the law; and
- Establish a dedicated Child Labor Fund from the remittance revenue stream or other means, with a mechanism for coordination, planning, monitoring, reporting, and evaluation.

## **ANNEXES**

## Annex 1: Itinerary Schedule

DATE	SITE VISITS
<b>KATHMANDU</b>	
February 8, 2013	<ul style="list-style-type: none"> <li>World Education Inc. (W.E.I.) Office &amp; Executive Team</li> <li>NBNP Project Director &amp; Education Specialist</li> <li>NBNP Project Team – W.E.</li> <li>Ministry of Labor &amp; Employment (Labor Relations &amp; Child Labor Section)</li> <li>Ministry of Women Child &amp; Social Welfare (INGO &amp; NGO Coordination Section)</li> <li>Terre des hommes Office (Associate Partner)</li> </ul> THAMEL <ul style="list-style-type: none"> <li>UNICEF (Inter-Agency Working Group)</li> </ul>
<b>DHADING</b>	
February 9, 2013 (Mining)	DRIVE TO DHADING (4 hours) GAJAURI <ul style="list-style-type: none"> <li>Prayas Nepal (NGO Partner)</li> <li>Family Support Group – Pida Village</li> <li>Shree Saraswoti Primary School, Pida-2 – Child Friendly School; PTA/ School Management Committee; principal &amp; teachers; student beneficiaries</li> </ul> SUGATOLE <ul style="list-style-type: none"> <li>Prayas Nepal Office</li> </ul>
February 10, 2013 (Mining)	SANKUSH <ul style="list-style-type: none"> <li>Family Support Group</li> <li>Shree Nawa Durga Primary School, Sankush-3 – Child Friendly School; PTA/ School Management Committee; principal &amp; teachers; student beneficiaries</li> <li>District Development Committee</li> <li>Child Protection Committee</li> </ul> DRIVE TO CHITWAN (4 hours)
<b>CHITWAN</b>	
February 10, 2013 (Domestics)	<ul style="list-style-type: none"> <li>Stakeholder Meeting – Child Friendly Local Governance Program; Child Protection Committee; District Child Welfare Board; Child Rights Office</li> <li>Youth Club Narayanghat (NGO Partner)</li> </ul>
February 11, 2013 (Domestics)	<ul style="list-style-type: none"> <li>Youth Club Narayanghat Office</li> <li>Bharatpur Municipality</li> <li>Vocational Training Beneficiaries – Driver training (New Chitwan Driving School)</li> <li>Vocational Training Beneficiaries – Tailoring training (SS Tailors)</li> </ul> TANDI <ul style="list-style-type: none"> <li>Family Support – Rickshaw owner</li> </ul> OVERNIGHT IN HETAUDA
<b>SARLAHI</b>	
February 12, 2013 (Brick and <i>zari</i> )	DRIVE TO SARLAHI (4 hours) LALBANDI <ul style="list-style-type: none"> <li>Child Protection Organization (CPO) Office (NGO Partner)</li> <li>Stakeholder Meeting – District Education Office; Child Protection Committee; School Management Committee; Teachers; Media (Radio); Women &amp; Children’s Office; Child Rights Office; VDC</li> </ul>
February 13, 2013 (Brick)	DRIVE TO HARIPUR (1.5 hours) HARIPUR <ul style="list-style-type: none"> <li>Family Livelihood Women’s Group</li> <li>Laxminath Janta Primary School – Child Friendly School; PTA/School</li> </ul>

DATE	SITE VISITS
	Management Committee; Principal & Teachers; student beneficiaries <ul style="list-style-type: none"> <li>• Birendra Primary School – School Safety – Health Worker; Construction Committee; PTA/School Management Committee; principal &amp; teachers; student beneficiaries</li> </ul> OVERNIGHT IN BARDIBAS (1.5 hours)
February 14, 2013 (Zari)	DRIVE TO BASANTPUR (2 hours) BASANTPUR & HARIPUR <ul style="list-style-type: none"> <li>• Zari workers &amp; Muslim community</li> <li>• Family Support</li> <li>• Vocational Training Beneficiaries – animal husbandry</li> <li>• Basantpur Primary School – principal &amp; teachers</li> <li>• Stakeholder Meeting – VDC; Child Protection Committee; Monitoring Committee; community members; CPO (NGO Partner)</li> <li>• Animal Husbandry &amp; Retail Stores in Basantpur Village</li> </ul> OVERNIGHT IN BARDIBAS (2 hours)
<b>SINDHULI</b>	
February 15, 2013 (Prevention)	DRIVE TO SINDHULI (2.5 hours) <ul style="list-style-type: none"> <li>• Sindhuli Integrated Development Service (SIDS) Office (NGO Partner)</li> <li>• District Education Office</li> </ul> DRIVE TO HILEPANI (4 hours) HILEPANI <ul style="list-style-type: none"> <li>• Saraswoti Secondary School, Bhimsthan – Pre-vocational program</li> </ul> OVERNIGHT IN SINDHULI (4 hours)
<b>OKHALDHUNGA</b>	
February 16, 2013 (Portering)	DRIVE TO NAWALPUR (4 hours) NAWALPUR <ul style="list-style-type: none"> <li>• Jana Sewa Samaj Nepal (JSSN) (NGO Partner)</li> <li>• Triveni Primary School; Child Protection Committee; VDC – School Safety; Vocational program</li> </ul>
	DRIVE TO KATHMANDU (9 hours)
February 17, 2013	Inclement weather (rain & snow)
<b>KATHMANDU</b>	
February 18, 2013	Rest Day
February 19, 2013	BANDH (STRIKE)
<b>BHAKTAPUR</b>	
February 20, 2013 (Brick and zari)	KAPAN <ul style="list-style-type: none"> <li>• Child Development Society (CDS) Office (NGO Partner)</li> </ul> DRIVE TO BHAKTAPUR (1 hour) BHAKTAPUR <ul style="list-style-type: none"> <li>• District Child Welfare Board</li> <li>• Brick Factory Association</li> <li>• Department of Education</li> </ul>
<b>KATHMANDU</b>	
February 21, 2013 (Domestic & CSEC)	KATHMANDU <ul style="list-style-type: none"> <li>• World Education Inc, Office</li> <li>• Children Women in Social Service &amp; Human Rights (CWISH) (NGO Partner)</li> <li>• Change Nepal (NGO Partner)</li> <li>• Biswas Nepal (NGO Partner)</li> <li>• Saathi (NGO Partner)</li> </ul>
<b>KASKI</b>	
February 21, 2013	FLY TO POKHARA <ul style="list-style-type: none"> <li>• Child Workers in Nepal (CWIN) Office (NGO Partner)</li> </ul>

<b>DATE</b>	<b>SITE VISITS</b>
(Domestic & CSEC)	<ul style="list-style-type: none"> <li>• CWIN Child Helpline</li> </ul>
February 22, 2013	POKHARA
(Domestic & CSEC)	<ul style="list-style-type: none"> <li>• Child and Women Empowerment Society (CWES) Office (NGO Partner)</li> <li>• CWES Drop-In Center</li> <li>• CSEC Beneficiaries (Vocational Training, Job Placement, Business Support, School Support, Family Support)</li> <li>• CSEC Family Support – Café at bus exchange</li> <li>• Pokhara Chamber of Commerce and Industry (PCCI) Office (Partner)</li> <li>• PCCI Vocational Training beneficiaries – Tailoring</li> <li>• Pokhara Child Club representatives</li> <li>• Pokhara Child Protection Committee</li> <li>• Pokhara Family Support Group</li> </ul>
February 23, 2013	RETURN TO KATHMANDU
<b>KATHMANDU</b>	
February 24, 2013	<ul style="list-style-type: none"> <li>• Preparation for Stakeholders' Meeting</li> </ul>
February 25, 2013	STAKEHOLDERS' MEETING Shangri-La Hotel, Kathmandu

## Annex 2: List of People Interviewed

Name	Position	Organization/Location
<b>USG</b>		
	Political Officer	US Embassy, Kathmandu
<b>OTHER AGENCIES</b>		
	Inter-Agency Working Group	UNICEF, Kathmandu
<b>NBNP STAFF</b>		
	NBNP Program Director; WEI Vice-President	WEI, Kathmandu
	NBNP M&E Specialist	WEI, Kathmandu
	NBNP Education Specialist	WEI, Kathmandu
	NBNP MIS Specialist	WEI, Kathmandu
	NBNP CSEC Coordinator	WEI, Kathmandu
	NBNP Brick & Zari Coordinator	WEI, Kathmandu
	NBNP Portering Coordinator	WEI, Kathmandu
	NBNP Domestic Coordinator, Kathmandu Valley	WEI, Kathmandu
	NBNP Domestic Coordinator, Chitwan & Kaski	WEI, Kathmandu
	NBNP Mining Coordinator	WEI, Kathmandu
	NBNP Project Coordinator	WEI, Kathmandu
	Former Project Officer	Tdh, Kathmandu
	Country Representative	Tdh, Kathmandu
	Child Protection Coordinator	Tdh, Kathmandu
<b>CENTRAL GOVERNMENT</b>		
	Under-Secretary, Labor Relations and Child Labor Section	Ministry of Labor & Employment
	Section Officer, Labor Relations and Child Labor Section	Ministry of Labor & Employment
	Under-Secretary & Chief of NGO & INGO Coordination Section	Ministry of Women, Children & Social Welfare
	Director of NGO & INGO Coordination Section	Ministry of Women, Children & Social Welfare
	Deputy Director (Basic Education) Department of Education	Ministry of Education
	Executive Director, Curriculum Development Center	Ministry of Education
	Deputy Director, Curriculum Development Center	Ministry of Education
<b>BHAKTAPUR</b>		
	Treasurer	Child Development Society (CDS), Kathmandu
	Program Coordinator	CDS, Kathmandu
	Former Chief District Officer	Bhaktapur
	Chair	District Child Welfare Board, Bhaktapur
	Child Rights Officer	Women, Children & Social Welfare Office, Bhaktapur
	President	Brick Factory Association, Bhaktapur
	Vice-President	Brick Factory Association

<b>Name</b>	<b>Position</b>	<b>Organization/Location</b>
<b>CHITWAN</b>		
Staff, YCN	President, Vice-President, General Secretary, Treasurer, NBNP Project Coordinator, Social Worker	Youth Club Narayanghat (YCN), Chitwan
Stakeholders	Child Friendly Local Governance Representative, Youth Club Narayanghat Staff, Senior Administrative Officer of Chitwan Municipality, Child Protection Committee Representative	Chitwan
3 Male Beneficiaries (16 & 17 years old)	Vocational Training – Tailoring	Chitwan
2 Female Beneficiaries (17-18 years old)	Vocational Training – Driver & Maintenance	Chitwan
<b>DHADING</b>		
Staff, PN	Executive Director, Treasurer, NBNP Project Coordinator, Social Mobilizers	Prayas Nepal (PN), Dhading
Stakeholders	Shree Sarawati Primary School	Pida-2, Dhading
Stakeholders	Shree Nawa Durga Primary School	Sankush-3, Dhading
Members	District Development Committee – Manager Mega Bank, Room-to-Read Representative, Child Rights Officer, Prayas Nepal Staff, NGO Representative, Women & Children’s Officer, Social Development Officer, District Education Officer, Chair of Small Farmer Cooperation	Dhading
<b>KASKI</b>		
	In-Charge, Pokhara Helpline	Child Workers in Nepal (CWIN), Pokhara
	Social Worker	CWIN, Pokhara
	Telephone Operator, Counsellor	CWIN, Pokhara
Staff, CWES (10 )	Chair, Vice-Chair, Secretary, Board members, General members, NBNP Coordinator, Treasurer	Children and Women Empowerment Society (CWES), Pokhara
1 Female (15 years )	CSEC Beneficiary – Drop-In Center	Pokhara
Female (15 years) & Mother & Father	Family Support Beneficiary – Family Cafe	Near Bus Exchange, Pokhara
	President	Pokhara Chamber of Commerce & Industry (PCCI)
	Past, President & Chair Working Committee, Child Labor Elimination Project (CLEP)	PCCI, Pokhara
	CLEP Coordinator	PCCI, Pokhara
	NBNP Coordinator	PCCI, Pokhara
	Social Mobilizer, CLEP	PCCI, Pokhara
	Social Mobilizer, CLEP	PCCI, Pokhara
6 Male, 6 Female Beneficiaries (15-17 years)	Child Club members (from different clubs)	Pokhara
7 members (4 Male, 3 Female)	Child Protection Committee	Contact Center for Working Children, Pokhara
11 Females	Women’s Family Support Group	Pokhara
<b>KATMANDU VALLEY</b>		
	Team Leader	Children and Women in Social

Name	Position	Organization/Location
		Service and Human Rights (CWISH), Kathmandu
	NBNP Project Coordinator	CWISH, Kathmandu
Male	Program Coordinator	Change Nepal, Kathmandu
Female	Change Coordinator	Change Nepal, Kathmandu
Female	Program Coordinator	Biswas (Trust) Nepal, Kathmandu
Female	Psycho-social Counsellor	Biswas Nepal, Kathmandu
	Program Coordinator	Saathi, Kathmandu
Female	Education Manager	Saathi, Kathmandu
<b>OKHALDHUNGA</b>		
	NBNP Project Coordinator	Jana Sewa Samaj Nepal (JSSN) Okhaldhunga
Staff, JSSN	President, Secretary, Treasurer, Social Mobilizers,	JSSN, Okhaldhunga
Stakeholders	Triveni Primary School – VDC, Social Mobilizers, JSSN/CPS staff, NBNP Coordinator, Parents, Teachers, PTA, School Management Committee Members, Child Club Representative, Pre-vocational students, Family Support Group (grocery store owner, tobacco grower), Women’s Savings Group	Nawalpur, Okhaldhunga
<b>SARLAHI</b>		
Staff, CPO	President, Secretary, Accountant, NBNP Project Coordinator, Social Mobilizers, NFE Coordinator	Child Protection Organization (CPO), Sarlahi
Stakeholders	Child Protection Organization Staff, Chair Child Protection Committee, District Education Officer, VDC Secretary, Chair School Management Committee of a local school, Principal of a school, Media (Radio), Women and Children’s Officer, Child Rights Officer	Sarlahi
14 Women	Family Support Group	Sarlahi
Stakeholders	Laxminath Janta Primary School	Chitain, Sarlahi
Female (16 years) & Mother	Student Beneficiary, Class 5 & Family Support Beneficiary	Laxminath Janta Primary School, Chitain, Sarlahi
Stakeholders	Principal & Teachers, Construction Committee Representative, Health Worker, Guardians, Member School Management Committee, PTA Member	Birendra Primary School, Chitain, Sarlahi
5 Males (9-16 years)	Student Beneficiaries	Birendra Primary School, Chitain, Sarlahi
4 Females (10-12 years)	Student Beneficiaries	Birendra Primary School, Chitain, Sarlahi
Male (16 years) & Father	Student Beneficiary & Family Support Beneficiary (local business)	Basatpur Village, Sarlahi
2 Male (12 & 14 years) & 2 Fathers	Student Beneficiaries & Family Support Beneficiaries (grocery shops)	Basatpur Village, Sarlahi
Male (18 years) & Mother	Student Beneficiary & Family Support Beneficiary (cosmetic shop)	Basatpur Village, Sarlahi
Male (14 years) & Father	Student Beneficiary & Family Support Beneficiary (grocery shop)	Basatpur Village, Sarlahi

<b>Name</b>	<b>Position</b>	<b>Organization/Location</b>
Males (15 years)	Vocational Training – Animal Husbandry	Basatpur Village, Sarlahi
2 Males (11& 12 years)	Student Beneficiaries, Class 4	Basatpur Village, Sarlahi
Stakeholders	Secretary VDC, Child Protection Committee Members, Teachers, Parents, Student Beneficiaries, Elder, Monitoring Committee, Local politicians, District President Backward Society	Basatpur Village, Sarlahi
<b>SINDHULI</b>		
Staff, SIDS	President, Secretary, Treasurer, NBNP Project Coordinator, Social Mobilizers,	Sindhuli Integrated Development Service (SIDS), Sindhuli
	Director	District Education Office, Sindhuli
Stakeholders	Saraswoti Secondary School – VDC Secretary & members, CPC, Chair School Management Committee, PTA Chair, Parents, Principal, Teachers, Students, District Education Office Resource Officer, SIDS staff	Hilepani, Sindhuli
	Lead Farmer	Hilepani, Sindhuli

### **Annex 3: Stakeholder Meeting Agenda**

Venue: Shangri-La Hotel  
 Date: February 25, 2013

<b>SESSION</b>	<b>TIME</b>	<b>FACILITATOR</b>
Arrival and Registration of Participants	10:30 – 11:00	WEI Staff
Welcome Remarks and Introduction of Participants	11:00 – 11:15	WEI M&E Officer
NBNP Project	11:15 – 11:30	NBNP Program Director & WEI Vice President
Presentation of Findings	11:30 – 12:30	NBNP Evaluator
Discussions	12:30 – 1:30	NBNP Evaluator & WEI M&E Officer
Closing Remarks	1:30 – 1:40	WEI M&E Officer
LUNCH and DEPARTURE		

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