



Evaluation Summaries

Supporting the Time-Bound Programme on the Elimination of the Worst Forms of Child Labour in Nepal

Quick Facts

Country: Nepal
Final Evaluation: August 2006
Mode of Evaluation: Final
Technical Area: Child Labour
Evaluation Management: Evaluation section of ILO/IPEC
Evaluation Team: International and national consultants
Project Start: September 2001
Project End: August 2006
Project Code: NEP/01/P50/USA
Donor(s): The United States Department of Labor (5,200,000 US\$)
Key Words: Worst Forms of Child Labour

Background & Context

Summary of the project purpose, logic and structure

The Project was designed in the context of the Ministry of Labour and Transport Management's 'National Master Plan on Child Labour' (drafted in 2001 but only published in 2004), the 'Time Bound Programme' (TBP) for the elimination of the worst forms of child labour, and the 10th National Development Plan (2002 – 2007). These had the common aim to eliminate the worst forms of child labour (WFCL) by 2009 and all forms of child labour by 2014. Strong support was provided to these plans by the ratification of

convention 182 on the worst forms of child labour by His Majesty's Government of Nepal (HMG/N) in September 2001.

The overall TBP covered 33 districts over a 7-year period. The project document stated that the current project is a project of support for the first 3-year phase of the national TBP covering 22 districts.

The project was implemented by the International Programme on the Elimination of Child Labour (IPEC) of the ILO.

The Development objective was 'to contribute to the HMG/N Nepal Master Plan for the Elimination of Child Labour' and it had two components with a number of immediate objectives.

Component 1: Creating an enabling environment for the elimination of the worst forms of child labour

- **Objective 1:** At the end of the Project, proposed child labour related legislation will be consistent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened
- **Objective 3:** At the end of the Project, local capacity to detect and prevent situations of exploitive child labour will have been enhanced in selected sectors/districts
- **Objective 5:** At the end of the Project, labour, social and poverty alleviation policies will target communities prone to child labour, women and children, and

government, donor and other development programmes will be mobilized to contribute to the elimination of the worst forms of child labour

- **Objective 7:** At the end of the Project, children, families, communities, local institutions and IPEC's implementing partners will be sensitive towards the needs of children and mobilized against the negative consequences of the worst forms of child labour in targeted sectors/districts

Component 2: Reducing the incidence of selected worst forms of child labour

- **Objective 2:** At the end of the Project, proposed child labour related legislation will be consistent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened
- **Objective 4:** At the end of the Project, children at risk and in the worst forms of child labour will have access to appropriate education and training, as well as secondary services in targeted sectors/districts
- **Objective 6:** At the end of the Project, the economic vulnerability of families with children at risk or engaged in the worst forms of child labour will h

17,000 children were to be withdrawn and 16,000 children at risk prevented from entering worst forms of child labour.

The six WFCL sectors to be addressed by the project were identified by his Majesty's Government of Nepal (HMG/N) and other stakeholders through a process of national consultations led by ILO/IPEC in 2001. The provisional target numbers were; porters (4,500), domestic workers (7,500), rag pickers (1,000), children working in mines (500), carpet workers (1,500) and child victims of trafficking (2,000).

The project has been implemented with the participation of a number of implementing partners (IP) carrying out action programmes (APs) and mini programmes (MPs). There have been a total of 33 APs and 36 MPs.

These programmes have been implemented by government ministries, trade unions, employers' organisations, local government (District Development Committees (DDCs) and municipalities) and by NGOs.

Present situation of project

The project was closed in August 2006.

Purpose, scope and objectives of the evaluation

The evaluation focused on the ILO/IPEC Project of Support, its achievements and its contribution to the overall broad national efforts to achieve the elimination of WFCL and especially the overall national TBP framework.

In addition, the specific scope as a final project evaluation was the whole project, including all specific interventions in the form of Action Programmes implemented by local partners and other activities of the programme since its beginning. It focused on the project as a whole, the linkages and synergies between each component and how the project contributed to the national TBP approach and to the broader strategic areas and the issue of child labour in the country, and how it linked to other ILO and ILO/IPEC activities

The evaluation emphasized assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It assessed effect and impact of the work done during the implementation, using particularly data collected on the indicators of achievement. The evaluation evaluated effectiveness, relevance, and elements of sustainability of the programme activities carried out.

In addition, the evaluation served to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It served as an important information base for key stakeholders and decision-makers regarding any policy decisions for future subsequent activities in the country.

Methodology of evaluation

The national consultant carried out district level field visits with participating children

and their families, implementing partners and other stakeholders and conducted three regional stakeholders workshops in Morang, Chitwan and Banke. The international consultant held interviews with key stakeholders and informants, participated in field visits, and held a national stakeholder workshop.

Main Findings & Conclusions

The project preparation was very thorough over a period of 12 months, including considerable research and consultation. As a 'project of support' to the overall Time Bound Programme (TBP), real ownership of the TBP by Government of Nepal was essential for the impact of the "IPEC Core TBP Project" but there was little commitment in terms of allocating resources to the TBP.

Due to delays in obtaining approval from the Government of Nepal and slow initial activities the project was extended by two years at no additional cost. Project targets were revised downwards because of the difficult security and political context in Nepal. Security generally continued to deteriorate during the life of the project.

Other partners who originally supported the Master Plan had dropped away leaving just World Education and ILO/IPEC (both supported by USDOL) with major programmes focussing on child labour.

The Master Plan was published, reviews of child labour-related policies had been carried out and the Child Labour (abolition) Act (2000) had been implemented. There were some significant differences in the provisions of this act and ILO conventions. The Labour and Employment Policy 2062 (February 2006) has a clear objective to eliminate child labour.

The 'Child Labour and Industrial Relations Section' of the Ministry of Labour and Transport Management (MoLTM) had a small staff who are subject to regular transfers. There was little evidence of institutional capacity development within the Ministry.

Enforcement of child labour-related legislations was weak and the capacity of the

Zonal Labour Offices was very limited in comparison to the demands placed on them. There were no formal child labour monitoring systems.

District Child Labour Coordination Committees (DCLCCs) were formed by the project in each of the districts and they reported to the District Development Committee (DDC). Their effectiveness was subject to support received from the project and all stakeholders strongly recommended that they be merged with a modified form of the District Child Welfare Boards (DCWB).

The capacity and commitment of DDCs and municipalities to act against child labour developed with a number of activities mainstreamed into their regular budget and programme. There was evidence that child labour policies were being internalised in some of the projects partners.

Supported by project implementing partners, a variety of local government and grass-root level organisations were taking the initiative to identify and support child labourers in their locality. These included DDCs, municipalities, tole lane organisations, para-legal committees, child/youth clubs and community service centres. These organisations, together with trade unions began to declare certain areas 'child labour-free'.

The provision of education and other services to children led to the withdrawal of 16,735 children from WFCL, close to the original project target and above the revised target. These services also led to the prevention of 5,831 at risk children entering WFCL, below the revised target of 9,000.

Services have also been provided to families of children in WFCL. Revised targets have been exceeded. Economic empowerment appears to have led to children being withdrawn, but it is not yet possible to determine if there has been any economic benefit to the participants.

Awareness-raising on child labour issues were carried out at the local and national level and there appeared to be a positive change in the lack of social acceptance of employing children under the age of 14. A number of

organisations developed codes of conduct for their members or for the public and these contributed to awareness on these issues.

Overall the contribution of the project to the Master Plan was mixed. There were some legislative reform, little capacity development at the central level and small but significant capacity development at the local level. Individual children were withdrawn or protected but there were little information on the changes in the overall number of child labourers and the number might have been increasing.

There were sustainable impacts with the participating children and with some of the district-level implementing partners in terms of their commitment and capability to work on child labour issues.

Recommendations & Lessons Learned

Main recommendations and follow-up:

For USDOL and ILO/IPEC on project length:

- USDOL and ILO/IPEC should review the benefits and constraints of purposively designing projects for a five-year period (or more) rather than for a shorter period and then extending them.

For ILO/IPEC and potential donors:

- Support for the MoLTM (and other ministries) should include a staff development plan and some reasonable commitments regarding staff transfers during and after the support.

For ILO/IPEC and potential donors:

- Any future projects that have an objective of strengthening the enforcement of child labour legislation need to provide support directly to the Department of Labour and to the Zonal Labour Offices.

For ILO/ IPEC concerning the AP preparation process:

- The AP preparation and approval process needs reviewing. Issues to consider in this review should include the briefing, preparation and coaching given to partners prior to AP preparation; the level of responsibility and authority given to the

Chief Technical Advisor (CTA) and other staff to develop and approve proposals; the costs and benefits of the out-of-country technical input for all proposals; and the process for revising APs during their implementation should also be reviewed, particularly the level of authority held by in-country staff

For IPEC on project staffing:

- ILO/IPEC should ensure that there is ample technical backstopping for IPs in order to ensure quality outputs and also develop the partners' capacity to intervene on child labour issues.
- ILO/IPEC needs to ensure that senior staff positions are filled and to limit double (and triple) workloads to the shortest period possible.

For ILO/IPEC Geneva on evaluations:

- The timetable for finalising draft evaluation reports needs to be specified and maintained and their distribution should be carried out as soon as possible.

For ILO/IPEC Nepal:

- IPEC Nepal should take the initiative for the coordination of international agencies working against child labour in Nepal
- Support should be provided to this new district coordination structure in order to develop its capacity to coordinate child labour-related activities at the district level.
- The locally-based child labour identification and monitoring initiatives should be reviewed and recorded as a series of case studies and used as a catalyst to encourage other initiatives.

For ILO/IPEC regarding the development of local level capacity on child labour

- Technical advice and support should be made available to ex-partners and other organisations on child labour policies and interventions.
- AP proposals from NGOs should include a commitment to carry out awareness raising for their own members on child labour issues.

For IPEC on the withdrawal of children from WFCL:

- Information on the status and changes in the children's work situation (type of work, hours, isolation etc) should be collected and monitored
- Further strategic planning is required on how education can be used to achieve the goal of withdrawing children from WFCL and on what other interventions are necessary to achieve this goal

For ILO/IPEC Nepal on communication materials:

- A wider dissemination strategy needs to be developed and implemented in order to utilise the effective materials produced by the *Behaviour Change Communications* (BCC) component.

For the Government of Nepal (GoN):

- The composition, responsibilities and operation (including regularity of meetings) of the High-level Inter Ministry Committee (HLIMC) and National Steering Committee (NSC) should be reviewed so that they can more effectively implement government commitments to the Master Plan.

For MoLTM regarding the Master Plan:

- In order to re-establish international commitment to the Master Plan, the MoLTM needs to demonstrate its own commitment to it in terms of political commitments and allocation of resources.

For MoLTM regarding child labour-related capacity development:

- In order to re-establish international commitment to the Master Plan, the MoLTM needs to demonstrate its own commitment to it in terms of political commitments and allocation of resources.
- A staff development plan and control over staff transfers needs to be established before capacity development can be realistically considered.

For GoN on district coordination

The recommendation from the National Stakeholders' workshop to form a single

structure from the DCWB and DCLCC under the DDC should be implemented

Important lessons learned:

Lesson on TBP development:

- A TBP support project should only be developed and implemented where there is real national ownership of the TBP concept and the political commitment to implement it.

Lessons concerning shared databases:

- There needs to be commitment of expertise and resources from all of the development partners at the development stage to clearly define their information requirements.
- All participating partners need to have straightforward access to the database.

Lesson for ILO/IPEC Nepal on the Rugmark standard:

- The Rugmark inspection system is well established but the criteria may not be as robust as assumed.

Lesson on phasing of communication/awareness materials

- APs to develop awareness-raising materials need to be developed early in a project so that all other partners can make use of them during the project period.

Lessons on sustainability strategies:

- APs with permanent independent institutions, possibly already involved to some degree in child labour, can produce sustainable improvement and capacity for these organisations to work on child labour issues.
- Where AP staff are permanent staff of the institution there is much greater institutional development and learning.

The following *potential good practices* were identified

Codes of conduct

These are reviewed in section 3.4.7 and have also been the subject of an internal assessment (ILO/IPEC Nepal, 2006?) which identifies challenges and makes recommendations. They are a tool designed to bring about voluntary change in attitudes and behaviour. They have

been used effectively in this project as a tool for raising awareness and for influencing attitudes and behaviour.

Mobilisation of tole lane organisations (TLOs), para-legal committees (PLCs), and child/youth clubs to identify and assist child labourers and to declare areas 'child labour-free'

These are varieties of grass-roots community-based child labour monitoring systems. They were an outcome of increased community awareness on child labour issues but are also able to effectively extend this awareness to wider sections of the community. This led to changes in attitude and behaviour and to direct action by the community on child labour issues.