



**BUREAU OF INTERNATIONAL LABOR AFFAIRS**  
UNITED STATES DEPARTMENT OF LABOR



World Education Inc.

# FINAL EVALUATION

## SAKRIYA: CIVIL SOCIETY ACTION TO END EXPLOITATIVE CHILD LABOR IN NEPAL

July 2022

**Grantee:** World Education, Inc.

**Project Duration:** October 2018 – July 2022

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**Lead Evaluator:** Keith Jeddere-Fisher

**Evaluation Fieldwork Dates:** February 14 – 25, 2022



## ACKNOWLEDGEMENT

This report describes in the evaluation of the Sakriya: Civil Society Action to End Exploitative Child Labor project in Nepal. Fieldwork for this evaluation was conducted in February 2022. Sistemas, Familias y Sociedad conducted this independent evaluation in collaboration with the project team and stakeholders, and prepared the evaluation report according to the terms specified in its contract with the United States Department of Labor. The evaluation team would like to express sincere thanks to all the parties involved for their support and valuable contributions.

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## LIST OF ACRONYMS

AFN	Antenna Foundation Nepal
CBAR	Community-Based Action Research
CBO	Community-Based Organization
CL	Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
CPIMS	Child Protection Information Management System
CSO	Civil Society Organization
GoN	Government of Nepal
IAWGCL	Inter-Agency Working Group on Child Labor
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
LCRC	Local (Municipality) Child Rights Committee
MoLESS	Ministry of Labour, Employment and Social Security
NGO	Non-Governmental Organization
NMPECL	National Master Plan for the Elimination of Child Labor
PMP	Performance Monitoring Plan
PSA	Public Service Announcement
RDQA	Routine Data Quality Assessment
SAN	Swatantrata Abhiyan Nepal
SBCC	Social and Behavior Change Communication
Tdh	Terre des hommes
ToT	Training of Trainers
TOR	Terms of Reference
TPR	Technical Progress Report
USDOL	United States Department of Labor

WCRC	Ward Child Rights Committee
WEI	World Education, Inc.
WFCL	Worst Forms of Child Labor

## EXECUTIVE SUMMARY

### BACKGROUND AND CONTEXT

The Sakriya project (which means “active” in Nepali) works to build the capacity of nongovernmental organizations (NGOs) to more effectively detect and control child labor in Nepal’s brick, embroidery (zari), and carpet weaving sectors, and to facilitate the provision of services to those affected. The project is implemented by World Education Inc. (WEI) in partnership with three technical partner organizations: Swatantrata Abhiyan Nepal (SAN), Antenna Foundation Nepal (AFN), and Terre des hommes (Tdh). WEI provides the overall leadership of Sakriya.

The project objective is to improve the capacity of civil society to better understand and address child labor in the brick, embroidery, and carpet sectors. There are three expected outcomes relating to specific areas of capacity. To achieve these outcomes, the project works with 15 local Nepali partner NGOs with a strong presence in the targeted sectors, located in 15 districts in three provinces of Nepal. Each NGO worked in three municipalities in their district and collaborated with the respective three municipal governments. The project began in October 2018 through a cooperative agreement between the United States Department of Labor (USDOL) and WEI, with a budget of US\$ 2,850,000, and it will end in July 2022.

The final performance evaluation was carried out in February 2022. Eleven main evaluation questions were identified and information to assess these questions was collected through document reviews and a combination of remote and face-to-face meetings with representatives of all the main stakeholder groups. Draft findings from the evaluation were presented during a stakeholders’ verification meeting.

### KEY EVALUATION RESULTS

The Sakriya project contributes directly to the two main national policy initiatives of the Ministry of Labor, Employment and Social Security (MoLESS) to address child labor: the National Master Plan on the Elimination of Child Labor (NMPECL), and the Child Labor-free Municipality program. NGOs are identified as important actors for the implementation of both these initiatives. Local government (municipalities) have only just been established and are in urgent need of technical support. The criteria used for selecting partner NGOs promoted representation and access to marginalized groups and communities. The lack of a mandate to work on cross-border issues resulted in limited services being available to many of the child laborers identified.

The project’s theory of change was valid. The critical assumption that municipalities will have financial and human resources to provide support and rehabilitation services for child laborers was not met to its full extent and this limited the municipalities’ ability to implement actions.

The COVID-19 pandemic was a significant constraint to the implementation of the project, requiring a shift to remote work and the development of blended training with a combination of real and virtual training and meetings. COVID-19 also heavily impacted the context of the project, with the curtailment of industry, significant negative impacts on child protection indicators and on livelihoods, which resulted in additional priority responsibilities for local government. The project was able to provide emergency support to the most vulnerable households and children during the COVID-19 pandemic (3,692 households and separately 799 children).

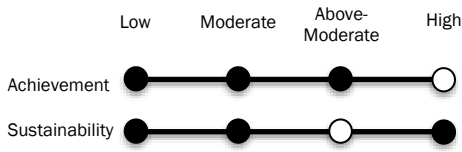
The limited human resources within the municipalities was a minor constraint to Outcomes 1 and 2, and a significant constraint to Outcome 3 in which the municipality staff are directly involved.

Seasonal migration of workers, both internally and to/from India, was a constraint that limited the identification, tracking and provision of services to children. Most children of the migrant families were not enrolled in school, and it was not possible to coordinate with agencies in India.

The NGO capacity assessment provided a baseline measure of capacity and was also effective in developing self-awareness of capacity needs. The assessment was repeated at midline and endline, giving a clear indication of changes in capacity in five organizational areas. The NGO capacity development process of 'training – practice – coaching' in the three outcome areas was very intensive, with a lot of training and coached practice. This was effectively delivered to the 15 partner NGOs, and under Outcome 3 it was also provided to the 45 municipal governments with which the project collaborated. The results are presented in the table below.



**Table 1. Performance Summary**

Performance Summary	Rating
<p><b>Outcome 1: Improved capacity of civil society to identify and document accurate, independent, and objective information on the nature and scope of child labor in the brick, zari, and carpet sectors.</b></p>	
<p>The partner NGOs have all improved their capacity in at least three technical areas for the identification and documentation of child labor. They have all also utilized project-supported techniques for data collection and management, and also finalized at least two research reports, one using community-based action research (CBAR) to identify child laborers and the other a case study. Very local community-based organizations (CBOs) have been active in these research activities. The outcome indicator and two sub-outcome indicators in the performance monitoring plan (PMP) have therefore been fully achieved.</p> <p>The information obtained from this research has been shared with municipality governments and used in advocacy to improve services to address child labor. 7,165 child laborers have been identified and those most at risk have received case management services under Outcome 3. Further child labor identification is currently taking place.</p> <p>Partner NGOs have realized that localized evidenced-based information strengthens their ability to engage with the government in advocacy and civil society action.</p> <p>Due to the delays in project implementation, the process tracing has not been implemented in the field, and there has been less opportunity than planned for using the results of the research for more significant advocacy with local government.</p> <p>The role and position of the partner NGOs in society, and in particular their communities, is a positive factor for sustainability. All the partner NGOs met by the evaluation team expressed their commitment to continue working in child labor, and they had quite clear ideas of how they would continue to work against child labor after the Sakriya project ends.</p> <p>There is a growing demand for the skills and services that the partner NGOs have been equipped with. Most of the municipality stakeholders met by the evaluation team recognized this need and that the partner NGOs now had the technical capacity to provide these services.</p>	 <p>A horizontal rating scale with four markers labeled Low, Moderate, Above-Moderate, and High. Two rows are shown: 'Achievement' and 'Sustainability'. For 'Achievement', the first three markers (Low, Moderate, Above-Moderate) are filled circles, and the fourth (High) is an empty circle. For 'Sustainability', the first two markers (Low, Moderate) are filled circles, the third (Above-Moderate) is an empty circle, and the fourth (High) is a filled circle.</p>

**Outcome 2: Improved capacity of civil society to raise awareness for the protection of workers from child labor.**

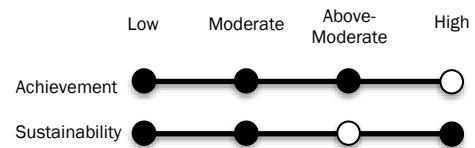
The partner NGOs have all organized at least one advocacy event based on research findings and have also improved their capacity in at least three technical areas related to raising awareness on child labor. They have also prepared and used 33 varied outreach materials and organized 44 awareness campaigns (188 events) on child labor, with many of these targeting specific groups and using minority languages. The two outcome indicators and the sub-outcome indicator in the PMP have therefore been fully achieved.

CBOs have been active in the preparation and use of these awareness-raising materials, improving their relevance and increasing their reach. It is not possible to comment on the effectiveness of the awareness-raising, as there has been no assessment of campaign effectiveness as planned in the project document. There is no clear reason for this, and following the evaluation's observations, AFN is providing training to the NGOs on how to do this and the NGOs are now planning to carry out an assessment of campaign effectiveness before the end of the project.

A positive factor for sustainability is that the capacity building of the partner NGOs has gone beyond the three project-supported staff and the project-supported activities. Some of the technical skills have already been applied in non-Sakriya activities, some within child protection and some in other sectors. Policies and guidelines have been incorporated into the organizations as a whole.

The municipalities have financial resources for child protection work. Additional financial resources are also available from the Child Labor-Free Municipality Declaration program led by the federal government.

The core knowledge and skills for survey and documentation, and for social and behavior change communication/awareness-raising, are also easily transferred to many other sectors that the partner NGOs are already involved in. This capacity is already being used in this way by some of the partner NGOs.



**Outcome 3: Improved capacity of civil society organizations to implement initiatives to address child**

This outcome, although not apparent from the title, is aimed at developing the capacity of the partner NGOs to carry out case management in close collaboration with the municipality governments. The capacity building was therefore targeted at both stakeholders. This focus is clear in the project document.

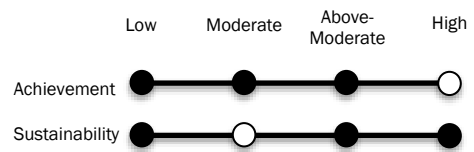
All 15 NGOs and 45 municipality governments have developed a case management system to address child labor. All NGOs, in coordination with their respective municipality, have provided emergency services to 1,147 child laborers at risk. All the partner NGOs have also improved their capacity in at least three technical areas related to the implementation of initiatives to address child labor. They have therefore achieved the two outcome indicators in the PMP.

All the partner NGOs are coordinating with the Women and Children’s Section of the municipalities, along with other relevant stakeholders, and are also participating in a coordinated child labor response. The partner NGOs have not been able to establish a grievance mechanism in each ward, due to the absence of the necessary institutional structure, although progress is being made towards this. Therefore 2 out of the 3 sub-outcome indicators have been achieved.

The 15 partner NGOs have increased their capacity in terms of knowledge, skills, policies, and guidelines to provide a systematic case management service, and to a lesser degree, the 45 municipalities have increased capacity in these same areas. The level of achievement among the municipalities has been subject to the limitations in human resources already discussed. The NGOs are able to work as primary service providers for case management, but the municipality governments are the responsible authority.

The assessment of sustainability is above-moderate for the partner NGOs, but moderate for the municipalities. The municipalities’ institutional framework has developed significantly with the development of child-related policies, guidelines, and budget allocations.

The partner NGOs have been able to utilize the case management skills in other areas of their work involving child protection. They have also successfully expanded and strengthened their government and non-government networks.



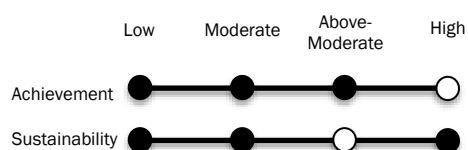
**Project Objective: Improve capacity of civil society to better understand and address child labor in the brick, zari and carpet sectors.**

The partner NGOs have all improved their capacity in at least three technical areas within 'Organizational strategy and management' and in 'Understanding child labor mechanisms,' in addition to the three capacity areas under Outcomes 1, 2 and 3. They have also carried out at least two priority actions to address the capacity gaps identified in each of the five capacity areas (for example, preparing a child protection policy). The two outcome indicators in the PMP have therefore been fully achieved.

The capacity of the partner NGOs has clearly increased: institutionally, in clarity of mission and objectives in child protection, and in implementation – the three project outcome areas.

The partner NGOs also worked with their CBO networks, involving them in training and implementation and developing the capacity of approximately 200 local organizations.

In addition to the sustainability points under each outcome, the partner NGOs have each developed a child labor strategy for their NGO. This has been an ongoing process resulting in a strategy for each NGO (currently in draft form). The strategies present the NGO's vision, mission and goal for the elimination of child labor within a set geographic area over a 5-year period and describe how this links with the NMPECL as well as a list of actions with responsibilities. This could be described as an initiative to institutionalize a commitment to address child labor in each of the partner NGOs.



### PROMISING PRACTICES

These promising practices come from the project's experience and may be useful to replicate in some way in future projects.

1. **STRATEGIC SELECTION OF PARTNER NGOS:** The selection of partner NGOs provided an opportunity to embed certain project priorities and principles within the structure of the project.
2. **NGO CAPACITY ASSESSMENT TOOL:** The externally facilitated self-assessment of different facets of organizational capacity has been a very effective intervention for capacity building.
3. **NGO CAPACITY DEVELOPMENT PROCESS:** The engine of change in this project was a repeated cycle of, 'Capacity self-assessment – action planning – receiving training – practice with mentoring – capacity re-assessment – action planning,' etc.
4. **LEARNING PROCESS:** The project has promoted a 'learning-by-doing' approach, not just for the capacity development of the partner NGOs, but also for the project delivery.
5. **EARLY COMPLETION OF TRAINING MANUALS:** Training manuals and guidelines, at least in usable draft form, were prepared early in the project, enabling them to be used during implementation rather than just being a project product.

6. **PROVISION OF SUPPORT TO MUNICIPALITIES MANAGED THROUGH A SINGLE ORGANIZATION:** The technical expertise for each of the three outcomes has come from three different specialist organizations providing training and support. Due to the role of the partner NGOs, with a single NGO for each municipality, there has been a single focal point for the development of 'Round Table' meetings and action plans and for the provision of services to the municipality.
7. **LOCALIZED EVIDENCE-BASED INFORMATION AS AN EFFECTIVE BASIS FOR ENGAGEMENT WITH LOCAL GOVERNMENTS:** The partner NGOs carried out systematic child labor identification within specific wards and municipality areas which they then presented to the municipality administration.
8. **WORKING WITH VERY LOCAL EXISTING CBOS:** The partner NGOs had networks with very local CBOs (youth groups, women's groups, school management committees, etc.).

## KEY RECOMMENDATIONS

### RECOMMENDATIONS FOR USDOL

1. Ensure that critical assumptions for the theory of change and their level of risk are clearly identified in project proposals and initial project documents. If these are only identified when the Comprehensive Monitoring and Evaluation Plan is developed, it exposes the project to an unknown level of risk.
2. When projects are planned in countries where experience shows that there may be a considerable time lapse before approval is granted, then this approval should be obtained prior to the start date of the project.
3. Technical Progress Reports (TPRs) should have an explicit section in the main body of the report where a summary of the outcome achievements is presented. This is in addition to the detailed information contained in the annex on the Performance Monitoring Plan results. Some details on activities can be presented in annexes.

### RECOMMENDATIONS FOR SAKRIYA PROJECT/ANTENNA FOUNDATION NEPAL

4. Antenna Foundation Nepal should assess the effectiveness of the promoted awareness-raising process and methods, either directly, or indirectly by enabling the partner NGOs to do this, and then prepare an overview report on the effectiveness of the campaigns once they have been carried out.
5. The database management information system for storing social and behavior change communication materials developed by the different partner NGOs needs to be made accessible to all of the partner NGOs.

### RECOMMENDATION FOR USDOL, MOLESS, ILO, UNICEF, WEI

6. In future child labor elimination projects that include sectors such as brick kilns and embroidery, where there is a significant number of migrant workers (internal and/or external), provision needs to be made to promote cooperation between the relevant authorities in both source and destination locations.

## 1. PROJECT CONTEXT AND DESCRIPTION

### 1.1. PROJECT CONTEXT

The Sakriya project was prepared during a time of enormous changes in the governance of Nepal. In 2072 BS (2015 AD), a new constitution restructured Nepal into a federal republic. The constitution divided the nation into seven provinces and completed Nepal's transition from a constitutional monarchy to a republic, and from a unitary system to federalism. Local governance was transferred from 77 districts to 753 municipalities and rural municipalities. The Local Government Operation Act was passed in 2074 BS (2017 AD) and local elections were held in that same year. The next round of elections will be held in May 2022.

Municipal governments have a major role to play in combatting child labor. Under the new structure, they have significant authority for policy frameworks; the freedom to plan and design programs; a mandate to document child labor; and control of the budget for local issues and service provision. The project is designed to be active at the municipality level.

The transition presents some threats, as old policies, structures, and processes have become obsolete, as well as opportunities, as newly elected leaders and civil society can work together to capitalize on the opportunity for a fresh start and greater control over resources and services at the local level.

The main legislation on child labor is the Child Labour (Prohibition and Regulation) Act 2056 BS (2000 AD).<sup>1</sup> This was amended in 2075 BS (2018 AD)<sup>2</sup> to change the age of adulthood from 16 to 18 years, in line with international conventions. Children aged 14 years and older may be involved in non-hazardous work that meets certain standards. The Act and the associated 'Hazardous Work List' identifies industries where work is considered hazardous. This includes the carpet industry but not the brick and embroidery (zari) industries. The Act does, however, state that the list may include "other hazardous work as prescribed in local laws."

The most recent national data on child labor is from the Nepal Labour Force Survey 2017/18, conducted by the Central Bureau of Statistics in collaboration with the International Labour Organization (ILO).<sup>3</sup> The survey identifies that nearly 1.1 million children are involved in child labor, of which 0.2 million children are involved in its worst forms. The statistics reveal that child labor is still significant, although the overall trend is declining in Nepal (2.6 million in 1998, 1.6 million in 2008 and 1.1 million in 2018).

The National Master Plan on the Elimination of Child Labour (NMPECL) (2018 – 2028) aims to abolish all forms of child labor by 2025 and the worst forms of child labor by 2022.

The project focuses on child labor in three of the four goods-producing industries cited by USDOL<sup>4</sup> as using children in the worst forms of child labor (WFCL): brick production, embroidery, and carpets (the fourth, mining aggregate, is under rapid mechanization). Many of the same characteristics that allow exploitation and child labor to flourish in these sectors also makes accurate data scarce.

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<sup>1</sup> Child Labour (Prohibition and Regulation) Act 2056 (2000), HMG Nepal

<sup>2</sup> The Act Relating to Children, 2075 (2018)

<sup>3</sup> Report on the Nepal Labour Force Survey, 2017/18, Nepal Central Bureau of Statistics and ILO

<sup>4</sup> Findings on the Worst Forms of Child Labor 2020: Nepal. USDOL, 2021

In the brick industry, most of the workers are internal or external migrants moving with their families, with approximately 50% coming from India for the brick-making season.<sup>5</sup> The embroidery industry is largely unregulated and hidden from sight, with manufacturing units having fragmented and taken a lower profile. In the carpet industry, the more reputable factories are well managed and regulated, but worker shortages have caused fragmentation and many contractors have set up small subsidiary production units in remote, less regulated locations.

## 1.2. PROJECT DESCRIPTION AND OBJECTIVES

The Sakriya project (which means “active” in Nepali) works to build the capacity of nongovernmental organizations (NGOs) to more effectively detect and control child labor in Nepal’s brick, embroidery, and carpet weaving sectors, and to facilitate the provision of services to those affected. The project is implemented by World Education Inc. (WEI) in partnership with three technical partner organizations: Swatantrata Abhiyan Nepal (SAN), Antenna Foundation Nepal (AFN), and Terre des hommes (Tdh). WEI provides the overall leadership of Sakriya. SAN builds NGOs’ capacity to identify and document child labor. AFN builds NGOs’ advocacy and awareness raising capacity, and Tdh develops the capacity of NGOs on case management and promotes the NGOs to support municipalities in the use of case management.

The Sakriya project’s objective and expected outcomes are as follows:

**Table 2: Sakriya Project’s Expected Outcomes, Sub-Outcomes and Outputs**

Outcomes	Outputs
<b>Outcome 1: Improved capacity of civil society to identify and document accurate, independent, and objective</b>	
<b>Sub-Outcome 1.1</b> Improved implementation of activities by CSOs to identify, collect and manage information on CL	<b>Output 1.1.1:</b> CSOs provided technical assistance on research, data, policy
	<b>Output 1.1.2:</b> Reference resources developed to support CSO efforts to collect information on CL
<b>Outcome 2: Improved capacity of civil society to raise awareness for the protection of workers from child labor</b>	
<b>Sub-Outcome 2.1</b> Improved understanding by CSOs of audience, campaign strategy, and media landscape on CL	<b>Output 2.1.1:</b> CSOs provided technical assistance on awareness raising (Note: cross-cutting output; contributes to SO 2.1 and SO 2.2)
<b>Sub-Outcome 2.2:</b> Improved implementation by CSOs of awareness raising campaigns and information sharing activities	<b>Output 2.2.1:</b> Reference resources developed to support CSOs to raise awareness on CL (Note: cross-cutting output contributes to SO 2.1 and SO 2.2)
<b>Outcome 3: Improved capacity of civil society organizations to implement initiatives to address child labor</b>	
<b>Sub-Outcome 3.1:</b> Improved implementation by CSOs of initiatives to address CL	<b>Output 3.1.1:</b> CSOs provided technical assistance on CL program implementation topics
	<b>Output 3.1.2:</b> Assistance provided to child laborers, children at risk of child labor, or their households

<sup>5</sup> Report on Employment Relationship Survey in the Brick Industry in Nepal; December 2020: Central Bureau of Statistics, GoN, ILO, UNICEF

Outcomes	Outputs
<b>Sub-Outcome 3.2:</b> Strengthened networks among CSOs to support service provision	<b>Output 3.2.1:</b> Engagements facilitated with other CSO and government stakeholders

In order to achieve these outcomes, the project works with 15 partner NGOs with a strong presence in the targeted communities, located in 15 districts, and aims to build their capacity to understand and address child labor through organizational self-assessment, training, coaching, and supported actions. Each partner NGO collaborates with two (later three) municipalities to provide them with services related to the three outcomes, and to build the capacity of municipalities in the provision of case management. The project provided each NGO with a budget of around US\$47,000 to cover the costs of three staff and of the supported actions that enable them to ‘learn-by-doing’ and to provide services to the municipalities. The budget covers a period of 31 months; approximately US\$1,500 per month.

These 15 NGOs also collaborate with their existing networks of more local community-based organizations (CBOs), developing their capacity in the three outcome areas. The CBOs provide localized, contextually relevant, community-driven approaches to extend the reach and effect of information collection, awareness raising and case management.

### 1.3. PROJECT BUDGET, PERIOD, EXTENSIONS AND EVALUATIONS

The project began in October 2018 through a cooperative agreement between the United States Department of Labor (USDOL) and WEI for a period of three years ending in September 2021. The budget was US\$2,600,000.

In June 2020, Sakriya received approval to incorporate appropriate responses, in line with the project’s original objectives, to the COVID-19 pandemic. There was no change in the budget.

In December 2020, USDOL approved a five-month extension to February 2022 and additional funding of US\$250,000 to expand the project’s geographic coverage and respond to increased risks of child labor resulting from the COVID-19 pandemic and its economic fallout. Each NGO added one additional municipality to their working area.

In September 2021, USDOL approved a no-cost extension that shifted the project’s end date to July 2022.

There have been no earlier evaluations of the project. USDOL waived the requirement for an interim evaluation given the short duration of the project.

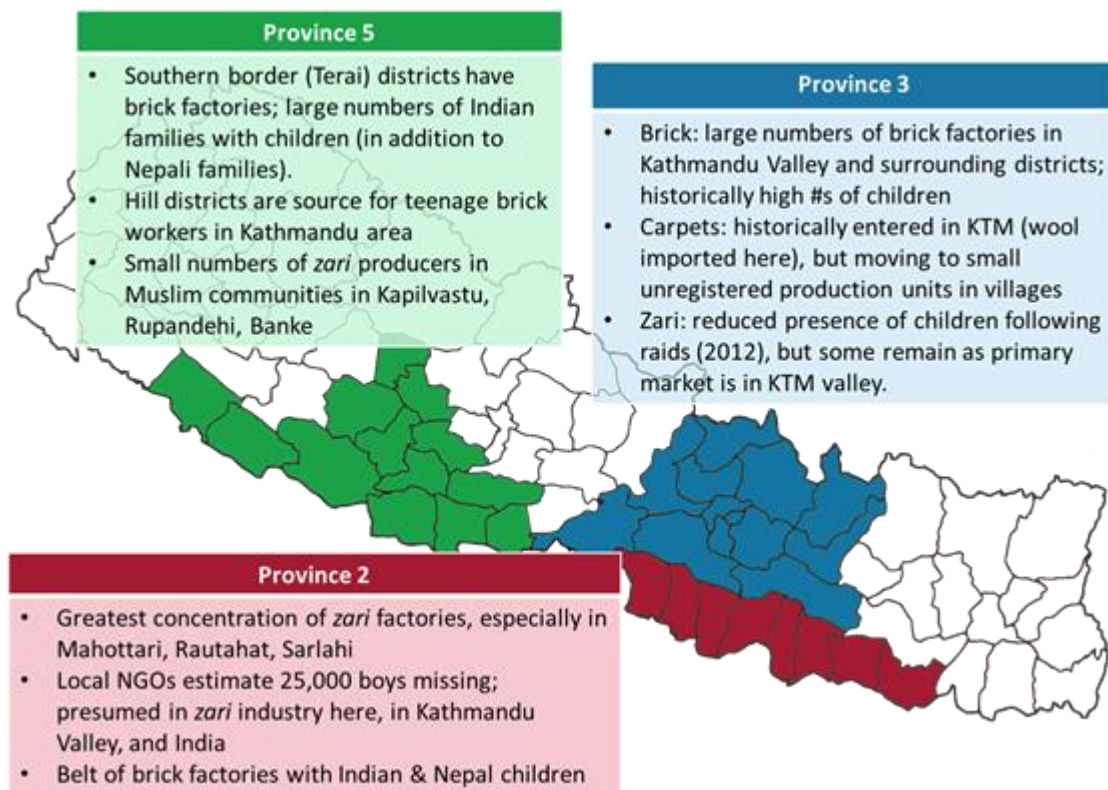
### 1.4. PROJECT OPERATIONAL AREA

The consortium of implementing partners work with the locally based NGOs in three provinces: Province 2 (Madhes Province), Province 3 (Bagmati Province), and Province 5 (Lumbini Province), with activities in five districts in each province. The project selected two municipalities with high prevalence of child labor in each district for the NGOs to collaborate with local government and to provide services within the local area. With the additional funds approved in December 2020, the target area expanded to include an additional municipality in each district, increasing the total from 30 to 45.

The map below shows the location of the provinces together with some details on the presence of child labor in the three sectors.



Figure 1. Map of Project Locations



## 2. EVALUATION PURPOSE

### 2.1. EVALUATION PURPOSE

The purposes of this final performance evaluation are to:

- Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the Government of Nepal and other national stakeholders,
- Assess if the project has achieved its objective and outcomes, identifying the challenges encountered in doing so, and analyzing the driving factors for these challenges,
- Assess the intended and unintended effects of the project,
- Assess lessons learned and emerging practices from the project (e.g., strategies and models of intervention) and experiences in implementation that can be applied in current or future projects in Nepal and in projects designed under similar conditions or target sectors, and
- Assess which outcomes or outputs can be deemed sustainable.

The Terms of Reference (TOR) for the evaluation are in Annex D, and the evaluation methodology and limitations are described in Annex E.

## INTENDED USERS

The evaluation will provide USDOL, WEI, other project stakeholders, and stakeholders working to combat child labor more broadly an assessment of the project's performance, its effects on project participants, and an understanding of the factors driving the project results. The evaluation results, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate.

For information on the evaluation methodology, please see Annex E.

## 3. EVALUATION RESULTS

### 3.1. RELEVANCE OF THE PROJECT STRATEGIES

**Evaluation Question 2: Were the project strategies relevant to the specific needs of project participants, communities, and other stakeholders in the country?**

The project's pre-situational analysis, finalized in May 2019 (seven months after the project had commenced), provided greater detail than the research and rapid assessment conducted in May and June 2018 as part of the program design phase, and found that the overall situation was as it had been identified during the project preparation.

As the section on the country context noted, governance by municipalities was only a year old when the project started. Municipality governments have been given significant responsibility to develop policy frameworks and to plan and design programs, including a mandate to document child labor and to allocate resources for service provision. There was, and still is, a significant need and opportunity to assist municipalities in these responsibilities. The project is designed to work at the municipality level to contribute to meeting these needs.

The NMPECL, the main policy document on child labor, was published in October 2018 at the same time the project was approved by USDOL. The planned design of the Sakriya project aligned closely with the priorities and roles laid out in the National Master Plan. Specific areas of alignment of note include the following.

- Strategy 2 (of 5) is to “enhance the capacity of stakeholders on child labor elimination.” Stakeholders are identified as “government, non-government, private and social organizations, child clubs and social institutions,” all of whom are expected to benefit from the Sakriya project.
- Strategy 3 is to “carry out regular research, monitoring, rescue and rehabilitation of the children who are in child labor.” These activities are exactly what Outcomes 1 and 3 are expected to achieve.
- Strategy 4 is to “provide necessary support through directly targeted programs to the children vulnerable to child labor and their families.” Although Sakriya does not provide education, vocational skills development or livelihood support, this strategy describes the necessity of awareness raising, especially with targeted messages for marginalized families, which is Outcome 2 of Sakriya.
- Strategy 5 is to “establish and run partnership, coordination and networking among the stakeholders.” This aligns with Sakriya's Sub-Outcome 3.2, “Strengthened networks among CSOs to support service provision.”
- The three sectors (brick, carpet and embroidery) are included in the targeted sectors.

- The NMPECL makes clear the role of civil society to not only provide direct services, but also mobilize society, raise awareness, identify and document child labor, and coordinate with government. These expectations align both with Sakriya's three outcomes as specified by USDOL through the funding opportunity announcement, as well as the project's emphasis on the mobilization of CBOs and coordination with local governments.

The Implementation Plan for the NMPECL is in draft form. Meanwhile the main implementation strategy of the Ministry of Labor, Employment and Social Security (MoLESS) is the Declaration of Child Labor-Free Municipalities program, with procedural guidelines published in 2020.<sup>6</sup> The procedure states that each local government (municipality) shall conduct programs to eliminate child labor and it identifies seven indicators that need to be met. The Sakriya project's activities have potential to contribute to the achievement of all these indicators by the local government. This initiative reinforces the role that Sakriya NGO partners can have to strengthen collaboration with local governments and to work together to achieve the elimination of child labor.

Another significant strategy of the project is based around the engagement of civil society at three levels. First, four civil society organizations (CSOs), headed by World Education, bring together different areas of technical expertise to form a unified core capacity development team. Second, this team collaborates with 15 local and regional NGOs. Each local NGO, in turn, has a network of smaller CBOs with which it already has strong relationships and a history of collaboration.

The selection of the 15 implementing partner NGOs was made using the following criteria:

- Some NGOs with a strong presence and track record working in each of the targeted sectors,
- Those with solid CBO networks in the community,
- Some NGOs that are strongly embedded in districts/communities with large numbers of factories or home-based workshops,
- Some NGOs that work in child labor source districts or communities of child labor for prevention awareness raising activities,
- Those led by and with a high membership of marginalized and/or minority groups: Dalit, Muslim, Janajatis, Tharu, Tamang (TWUC, BASE, DHRWC, MANK, RDC, SDC, BUC), and
- Those led by and with a high membership of women (SAN, GMSS, TWUC, MANK, DHRWC, CPO).

The thinking was that NGOs with these criteria were more likely to generate the information needed, to be able to localize awareness efforts and to engage in planning with local government. Strong local NGO and CBO networks are more likely to bring about change and sustain these impacts.

All the stakeholders interviewed as part of the evaluation agreed that the strategies of the project were relevant and contributed to the national and municipal efforts to address child labor. The one suggestion that was made on a number of occasions was that the project also needs to address the livelihood needs of families and was lacking a component for that. It is correct that livelihoods need to be improved as part of the overall strategy to remove child labor, but Sakriya is a very focused child labor intervention, aiming to improve the capacity of CSOs to be active in child labor. It is not intended to be a comprehensive child labor elimination

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<sup>6</sup> Procedure for Declaration of Local Level as Child Labor Free Zone, MoLESS GoN, 2020

program. In addition, many of the NGOs are already skilled and experienced in livelihood programs.

One significant constraint for the project to be more effective was its lack of a mandate to work on cross-border issues with India. The original project document included a research activity that the partner NGOs would engage with Indian counterparts whenever circumstances permitted, with an initial focus on sharing any information that showed the extent of cross-border child labor movements. From this, efforts would be made to improve cross-border collaboration to address child labor. However, this activity was deleted from the project document at the request of USDOL due to the political sensitivities involved.

Cross-border migration is known to be significant in both the embroidery and the brick industries. In embroidery, this includes mainly boys who are moving in both directions, although mainly from Nepal to India. There are no reliable estimates of the number, but it is said to be substantial. In the brick industry, families usually migrate as a whole for the brick-making season. The 2020 'Report on Employment Relationship Survey in the Brick Industry in Nepal'<sup>7</sup> estimates that 51% of the estimated 17,032 child laborers in the brick industry are from India. The percentage in the factories in the border region will be considerably higher.

Due to this change in the remit of the project, the partner NGOs were unable to build cross-border linkages and networks to coordinate work with these children and families.

### 3.2. SAKRIYA PROJECTS'S THEORY OF CHANGE

**Evaluation Question 1: To what extent was the project's theory of change valid and coherent, given the overall implementing environment?**

Sakriya's theory of change is clearly presented in the project document. The theory of change is that stronger, more competent civil society organizations and their networks of community-based organizations would result in more effective action to reduce child labor. As a result of technical assistance and collaborative action, these organizations would produce better data, participatory research and awareness campaigns that would lead to:

- (a) better public attitudes and support to reduce child labor, and
- (b) better programs and services from NGOs and government.

Ultimately, it was expected by the project that these would contribute to the project goal of reduced child labor.

Whether or not these expected results were achieved will be reviewed in detail in Section 3.5 on the achievement of the project outcomes. In summary, the evaluation found that there is limited information available on whether public attitudes and support to reduce child labor have changed. There is strong evidence that the NGOs can provide significantly better programs and services (in child labor) and that there is some improvement in the services provided by local government (municipalities).

The project document did not identify the 'critical assumptions' that were required for the theory of change to function effectively. These were identified in the Comprehensive Monitoring and Evaluation Plan (CMEP) that was developed in the early part of the project. Two closely related assumptions have only partially been fulfilled. These are:

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<sup>7</sup> Report on Employment Relationship Survey in the Brick Industry in Nepal; December 2020: Central Bureau of Statistics, GoN, ILO, UNICEF

- Transitions to the new federal political system continue as planned, and new government units are adequately staffed and resourced to engage with civil society at the local and province levels.
- Local government will have financial and human resources to provide the support and rehabilitation services that child laborers require.

The transition to the federal system has continued as planned, but the human resource requirements of transitioning from a local governance system with 77 districts to one with 753 municipalities in such a short space of time has not yet been realized. Most of the ‘City Municipalities’ are reorganized institutions that existed prior to the federal system and have some institutional stability. The ‘Rural Municipalities’ are all new. Many positions in the social sector are not filled and this is a significant constraint in two ways: First, it limits the participation of municipality staff in the training and other activities provided by the project, and secondly it limits the municipality’s capacity to work effectively and to fulfill its responsibilities. More details on how this has impacted the project outcomes is given later in this report. This lack of capacity in municipalities was reported to USDOL in the September 2019 technical progress report (TPR).

### 3.3. EFFECTIVENESS OF RESOURCES, TRAINING AND SUPPORT

#### **Evaluation Question 4: To what extent were the resources, training, and support effective in benefiting stakeholders at the individual and organizational level for each outcome?**

This section will review aspects of project implementation that are relevant to the evaluation. The main driving mechanism of the project was a series of project-facilitated self-assessments of the partner NGOs’ capacity to understand and address child labor in a number of technical areas, followed by training, practical application and ongoing mentoring in order to increase that capacity – a collaborative capacity development approach.

#### 3.3.1. NGO CAPACITY ASSESSMENT

The description of the NGO capacity assessment methodology given by the project in the midline report is presented in the box below.

#### **Exhibit 1. Capacity Assessment Methodology**

The Capacity Assessment is a systematic way to assist organizations to analyze their existing capacity in comparison to desired capacity in order to inform an action plan to help guide the development of these capacities. The capacity assessment is simultaneously a framework, a tool, and a process:

- Framework to define desired capabilities
- Tool to compare current and desired capabilities
- Process for reflection and planning

This capacity assessment system uses a facilitated self-assessment approach to encourage organizations to take ownership for their own organizational growth by reflecting on current capacity, scoring themselves, and deciding on their own priorities for capacity development.

The capacity assessment is not an audit, an external evaluation, or a scientific method for determining a numerical score for an organization’s capacity level. The most important part of the capacity assessment process is not the scores that organizations give themselves. Rather, the action plan is the most important part, and scores are only a guide to encourage organizations to reflect on their capacity.

The goal of this Capacity Assessment was to assist NGOs in Nepal to assess their capacity on key elements for effective programming to address child labor and to develop action plans for improvement. The Midline Assessment was to help them measure progress towards achieving the improvements they

prioritized in specific areas under different domains and areas they want to improve further during the remainder of the project.

The tool is broken into five main organizational/technical groups, with 6 - 10 capacity areas under each technical group. The five technical groups are:

1. Organization strategy and management
2. Understanding of child labor and mechanisms
3. Identifying and documenting child labor
4. Capacity to implement initiatives to address child labor and forced labor
5. Awareness raising

Technical groups 3, 4 and 5 relate directly to the three outcome areas of the project.

The baseline assessment was carried out from November 2019 – January 2020 (3-day workshop). The final activity was for each NGO to develop an action plan to enhance their capacity.

The midline assessment was carried out from February to April 2021, when they reassessed their capacity and revised their action plans. The endline assessment was completed in December 2021. Reports have been prepared for each (the endline report is currently in preparation).

The results in terms of changes in capacity score are presented in the section on project outcomes. The focus here is on the process.

Feedback by the NGOs to the evaluation was that this had been a very positive process and that their response to their self-realization had gone beyond child labor-related actions. Some of them also noted that this process enabled them to clearly see what progress they had made. As a result of what was learnt from the baseline assessment the project made the following modifications:

- Carried out orientation to the NGOs on the NMPECL,
- Arranged additional training on foundational knowledge related to child labor concepts and the broader policy environment, and
- Made some changes to the training materials to be used for capacity development.

The capacity assessment was also used as the main instrument for setting and monitoring result indicators for the CMEP.

### 3.3.2. NGO CAPACITY DEVELOPMENT

Since self-awareness is a key component of capacity development, the capacity assessment process has been an effective part of the NGO's capacity development.

After the self-assessment of capacities, the partner NGOs were then given training on understanding child labor as well as an orientation on the NMPECL. This was followed by the core activities of the project: a series of trainings covering the three outcome areas. Each training was followed by mentored practice and further training or coaching.

Some support and guidance were also provided on the capacities in the first technical group – organizational strategy and management – even though this was not directly related to child labor capacities.

The immediate results of this capacity development can be seen in the changes in capacity score for each NGO and by the practical actions that the NGOs have carried out. These results are reviewed in the section on outcomes. Participation in the self-assessment and in the

training and activities included not only the three staff in each NGO supported by the project, but also board members, other staff of the NGO, and members of the NGO.

All the NGOs consulted expressed a high level of satisfaction with this process and its results. Some reservations were expressed concerning the complexity (mainly in terms of time required) of some of the technical actions that were taught and would need to be put into practice. There were also issues concerning scheduling and the time available for application, since COVID-19 caused delays to the rollout of training.

A point that needs to be highlighted is the scale of this capacity-building effort. The target group was 15 partner NGOs, which were geographically separated and had widely differing baseline capacities. Although most of the initial capacity building interventions were not tailored to each individual NGO, a lot of the follow up and coaching was. The level of work and coordination required to carry this out is large and not normally seen in a project of this kind.

### 3.4. FACTORS THAT LIMITED OR FACILITATED RESULTS

**Evaluation Question 5: What were the key internal or external factors that limited or facilitated the achievement of project outcomes?**

#### 3.4.1. PROJECT MANAGEMENT

##### PROJECT APPROVAL WITH THE GOVERNMENT OF NEPAL

The project agreement between USDOL and WEI began on October 1, 2018. The project pursued approval from the Government of Nepal (GoN) via the Social Welfare Council within the Ministry of Women, Children, and Senior Citizens (based on US Embassy guidance at that time). Without GoN approval, the Sakriya project was unable to sign agreements with the local implementing partners and partner NGOs that had been selected during the design phase. The 30 municipalities were selected in order to fulfill the requirement of local government approval. From March 2019, the US Government sought an agreement with the Ministry of Finance. On August 26, 2019, a bilateral agreement signed between the US Government and the Ministry of Finance included the Sakriya project. The project was informed of this agreement on September 17.

During this time, the project had been able to carry out preparatory activities including the pre-situational analysis and most of the CMEP. Preliminary letters of authorization had been given to the technical partners so that they could commence preparatory work. This resulted in a delay to the project of 3 – 6 months from its expected timeframe.

##### PROJECT START-UP

Following the long agreement process with GoN, the project was able to start working very quickly after approval had been granted. Agreements were signed with the NGO partners in September/October 2019 and the capacity assessment process was started in November.

The project did have a plan to hold a ‘kick-off’ meeting with GoN and other stakeholders, but this never happened due to COVID-19, as all government participation was restricted to enable the COVID-19 response. Instead, the project has shared information on activities and progress through the Inter-Agency Working Group on Child Labor (IAWGCL) and have briefed stakeholders in each municipality to ensure transparency at the local level.

### IMPLEMENTATION FLEXIBILITY

The project was able to adapt quickly to the first COVID-19 lockdown on March 23, 2020, and quickly converted the planned training program to an online format, starting with those organizations who already had good internet connections. It was felt by the project that this was important in order to maintain momentum and it appears to have been successful.

In June 2020, the project received approval from USDOL to redirect approximately US\$51,000 in order to provide emergency support to households in extreme need due to COVID-19. The project was able to implement this through its partner NGOs, and 3,368 households were provided with relief services in a short period of time.

### PROJECT AMBITION AND DURATION

The project, as planned, had a very intensive series of activities involving many days spent training and coaching NGO partners and then mentoring them as they implemented their own actions. The planned sequential rollout of capacity building activities for the 15 partner NGOs, followed by practical action, was ambitious. Despite a 10-month extension, the initial delays resulted in a very intensive period of training and implementation during the final six months of the partner NGO contracts (ending in April 2022). All the NGOs managed to participate in all of the trainings provided and have also made action plans to carry out the follow-up activities. The capacity building would almost certainly have been more strongly established, and therefore with a higher level of sustainability, if there had been more time for mentored application of the new skills and knowledge. Due to the multi-faceted impact of COVID-19 (described in detail below), it is not possible to estimate how much implementation time was lost. No conclusion can be drawn regarding whether the project was over-ambitious with its plans.

### LEARNING PROCESS

Information on the capacities of the partner NGOs that was gleaned from the NGO capacity assessment has been used to revise the training curriculum and led to the provision of an orientation on the NMPECL.

The project has promoted a ‘learning-by-doing’ approach, not just for the capacity development of partner NGOs, but also for project delivery. The curriculum and content of the three main training programs (one from each technical partner) was piloted with the two partner NGOs based close to Kathmandu. Staff from the other technical partners also participated in the training and provided feedback. The training materials were revised, which included extending the duration. These pilot courses were all concluded prior to the COVID-19 pandemic.

### STAFF TURNOVER

There has been considerable change within the staff of both the technical partners (mainly SAN) as well as the partner NGOs. Among the NGOs there has been high turnover of M&E staff – an indirect acknowledgement of the effectiveness of the capacity building in this area. Since the project’s M&E efforts focus mostly on changes at the NGO-level (i.e., capacity growth), this has had a limited impact on the project’s overall M&E, but supporting new staff has still created additional work especially for M&E related to case management and on child labor identified.



### 3.4.2. THE EFFECT OF COVID-19 ON THE CONTEXT OF THE PROJECT

COVID-19 significantly affected the implementation of project activities by the core technical partners as well as the implementation of activities by the NGO partners. This is reviewed in the next section. First, it is important to review how COVID-19 has made significant changes to the context in which the project worked.

There were three full lockdowns, with the first commencing in March 2020, for a total period of eight months.

Schools and many public services were closed. Businesses and transportation were also closed overnight, leaving large numbers of people without work and without any means of returning home other than walking. A few businesses, including some brick kilns, continued working for a period until they ran out of fuel or raw materials – or they were forced to close by the authorities.

It is common for workers in the brick industry to be given an advance by labor recruiters (naikes) prior to the brick-making season. Workers were laid off before the repayment of these advances, leaving them in debt to the naikes.

The adverse impact on livelihoods has been severe, particularly for those already most vulnerable. There has also been a negative impact on most child protection indicators with schools closed and increased family violence.

There are conflicting reports regarding the effect of COVID-19 on the prevalence of child labor, with many anecdotal observations that it has increased. However, according to the ‘Equity Focused Assessment of Secondary Effects of COVID-19 on Families and Children in Nepal’ (UNICEF 2021)<sup>8</sup> there was a large decrease in the prevalence of child work, going from over 30% pre-lockdown to 8% during May 2020, which then fell further to 1-2% in February 2021. This trend is explained by a variety of reasons – the most important being the collapse of labor markets during the first wave of the COVID-19 pandemic in Nepal and physical restrictions on movement. Furthermore, at this time both adult and child labor networks and pathways to work were severely affected. Secondly, there was the seasonal impact, where the harvest season (which absorbs a lot of children working) was over during the rounds following the baseline. Unpublished recent data from UNICEF<sup>9</sup> shows that this has risen to 10% and it is likely to continue to rise as economic opportunities return.

COVID-19 has also had a massive impact on local government – the municipalities that are being supported through many of the project activities. The municipalities were already subject to significant human resource capacity constraints that were limiting their ability to participate effectively in project activities. They also had a number of priorities which were felt to be more important than addressing child labor. With the onset of COVID-19, their ability to function effectively was severely hampered due to isolation requirements and the immediate need to respond to the outcomes of the health crisis. As the COVID-19 pandemic has continued, they have also been active in organizing vaccination and other recovery programs which have understandably been their first priority.

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<sup>8</sup> Equity Focused Assessment of Secondary Effects of COVID-19 on Families and Children in Nepal: ENDLIN SURVEY REPORT: ALL ROUNDS UNICEF NEPAL COUNTRY OFFICE April-May 2021

<sup>9</sup> Communication with UNICEF Child Protection Officer

### 3.4.3. THE EFFECT OF COVID-19 ON PROJECT IMPLEMENTATION AND RESULTS

The COVID-19 pandemic resulted in three lockdowns in Nepal, for a total of eight months. In addition to the strict lockdown periods, for most of the time since March 2020 there have been various restrictions on working practices and a requirement to isolate. A significant amount of 'implementation' time has been lost, although some has also been gained through the changes in practice that are reviewed in the section that follows.

#### EFFECT OF COVID-19 ON PROJECT CAPACITY BUILDING AND TRAINING

**Evaluation Question 4a: To what extent did the project adjust its capacity building activities due to the COVID-19 pandemic? Which training interventions from the original project design were effective prior to the COVID-19 pandemic?**

**Evaluation Question 4b: What training interventions from the adjusted project design were most effective? Were there instances when online training was more effective than in-person (non-pandemic) training?**

The only capacity building activities that had been completed prior to the COVID-19 pandemic were the baseline NGO capacity assessment, the training on Community-based Action Research (CBAR) (including inputs from the academic partners), some support for the start of CBAR in the field, the orientation on the NMPECL, and a pilot training in one location on social and behavior change communications (SBCC) and on case management.

The first lockdown started on March 23, 2020, and the project response included a combination of postponing activities and going online. Some activities that were interrupted or postponed due to the initial lockdown (March 23 – June 21, 2020) included:

- The field work on data collection/research for CBAR was halted,
- M&E training planned for the NGOs and their CBO networks on data collection and management was postponed,
- SBCC training by AFN was postponed, and
- Case management training by Tdh was postponed.

The project responded quickly, and while the staff worked from home, they began to provide training online. This was quite successful with the partner NGOs once access to the internet was improved for some of them. As a result, the project was able to continue building the capacity of the partners. Sakriya began to transition the training on case management, SBCC training, orientation on the National Master Plan on Child Labor, and COVID counseling to an online/virtual format.

While it initially took some time for the NGOs to connect online, those challenges were overcome quite quickly, although issues of internet stability do continue. It was more difficult to get the municipal government stakeholders to come to the online sessions, as some wanted to wait for the physical trainings and showed initial reluctance. With some municipalities, for the case management training, semi-virtual trainings were negotiated where the implementing partners were able to facilitate the logistics for the virtually facilitated training sessions.

Although the technical issues concerning online training have been mainly resolved, it is much more difficult to foster a good learning environment when working from home or from an office where the usual demands are ever-present. One of the municipalities, with their supporting NGO, decided to have their online case management training in the morning before the office opened in order to overcome this difficulty.

There was a significant lesson on how remote learning sessions can be used in place of and/or in addition to face-to-face trainings. Through 2021, the project reported an increasing trend of taking a blended approach by conducting online trainings and then following up with in-person training or mentoring. This has often been combined with having smaller groups for follow up due to restrictions and health protocols. The project staff are quite positive about this approach, saying that this practice can enhance the understanding of the participants since the training takes place over a longer period and the mentors can build on the experience of the participants. One advantage is that participants can spend just a few hours each day over an extended period, enabling them to fulfill their other work responsibilities. It was acknowledged that there had been gaps in understanding from the virtual training and that this resulted in the need for additional mentoring. The implementing partners considered the blended approach to be more cost-effective.

The partner NGOs were unanimous in their view that virtual training and mentoring were less effective than face-to-face training. They felt that there were gaps in understanding, both for them and for the municipal staff who participated. Face-to-face training was considered most important for more practical training, for example the documentation process for case management. There are fringe benefits from participation in training, particularly if it involves travel and staying away from home such as in a residential setting, but this does not explain the clear consensus that remote training was less effective than face-to-face.

Learning effectiveness was mainly assessed through pre- and post-training questionnaires. These clearly showed an increase in knowledge and understanding. The evaluation team did not attempt to do a comparative review of the increase of knowledge from the different training modalities.

From these experiences, it is not possible to suggest that any significant move to online training can be recommended on the basis of learning effectiveness.

#### **OTHER EFFECTS OF COVID-19 ON PROJECT IMPLEMENTATION**

In addition to its effects on the more formal capacity building training activities, COVID-19 has also disrupted the following:

- Constraint on carrying out the ‘learning by-doing’ part of the capacity building - the field activities such as data collection and certain types of awareness-raising activities,
- Constraint on partner NGOs’ ability to meet with stakeholders,
- Constraint on certain types of awareness-raising activities, such as mass meetings,
- The closure of businesses and return of migrant labor has shifted the focus of CBOs’ data collection and action research from factory areas to children’s homes and source communities,
- Some COVID-19-induced turnover of NGO staff and board members, and
- Activities were cancelled at the last minute due to COVID-19 cases and the need for isolation.

#### **EFFECT OF COVID-19 ON PROJECT RESULTS**

**Evaluation Question 9: How has the COVID-19 pandemic influenced project results and effectiveness, and how has the project adapted to this changing context?**

The project results are reviewed in detail in Section 3.5. In terms of achieving the main result indicators, these have all been achieved despite the difficulties of working through the COVID-19 pandemic.

To assess how the implementation changes that were required by COVID-19 have affected the timing of outputs, the planned versus actual implementation time of three major activities (one for each technical partner/outcome) have been compared using the workplans submitted with the TPRs.

**Table 3: Comparison of Planned Versus Actual Implementation Time of Three Major Activities**

Activity	Planned in March 2019 Workplan	Planned in March 2020 Workplan	Reported Completion/Ongoing in September 2021 Workplan	Comparison of Start and End Dates between March 2020 and September 2021 Workplans
Overall Project Duration	October 2018 – September 2021	October 2018 – September 2021	October 2018 – July 2022	Start = same End = + 10 months
Policy Review Research Workshops	August 2020	November 2020 – May 2021	December 2020 – November 2021	Start = + 1 month End = + 6 months
NGOs/CBOs Conduct Awareness Campaign	March – April 2019	June 2020 – March 2021	December 2020 – March 2022	Start = + 6 months End = + 12 months
Refresher Mentoring Workshop to Municipalities on Case Management	July – November 2020	August 2020 – March 2021	January – October 2021	Start = + 5 months End = + 7 months

The project duration was extended by ten months due to the time required to secure an agreement with GoN and the adjustments necessitated by COVID-19. Comparing the planned dates of the activities between March 2019 and March 2020 (before any impact from COVID-19), the start dates had been delayed by 1 - 3 months and the duration of the activities were significantly extended to more realistic timeframes.

To glean insight into the effect of COVID-19 on implementation, the planned dates from the March 2020 and the September 2021 workplans have been compared. The end dates of the three important activities presented in the table above have been extended by 6 - 12 months. It is difficult to draw any conclusions from this analysis.

However, it is clear from the implementing partners and from many of the partner NGOs that activities have been crowded into the final nine months of the project and that this has led to difficulties in scheduling and making effective use of outputs. For example, in Outcome 1 the delays in implementing the training and subsequent research led to fewer opportunities for advocacy and interventions than originally intended, and in Outcome 2 there has been limited time to properly use some of the SBCC materials produced.

The project acknowledged through its TPRs that implementation and spending were slower than planned. Since around August 2021, the rate of implementation has increased, and the project expects that all planned activities will be completed and that most of the budget will be utilized.

One reason for the slower-than-anticipated spending was the reduced costs of virtual training compared with face-to-face training. There are considerable savings in terms of travel costs and time, and subsistence expenses both for instructors and participants. The project planned for a number of trainings to be residential, at an external venue, again resulting in savings when these became virtual. Some trainings were extended in length when carried out virtually, and there has been a need for additional mentoring/follow-up with virtual training.

One additional output related to COVID-19 that the project has achieved is the provision of emergency assistance to households and children who were significantly affected by the consequences of the pandemic. During the period between the first and second lockdown, Tdh facilitated the partner NGOs and their CBO networks to conduct data collection to identify those households in greatest need of emergency relief. This was interrupted by the second lockdown (August 19 to September 10). In total, 3,692 households and, separately, 799 children were assisted through the provision of food, education and medical support related to COVID-19 emergency needs.

#### 3.4.4. LACK OF RESOURCES IN MUNICIPALITIES

The challenge presented by the limited human resources in the municipalities was introduced in Section 3.2 in the context of a critical assumption that was not realized. Many staff positions within the Women and Children's Section are vacant, and the post for the Head of this Section is vacant in the majority of municipalities. At the time of the evaluation, only nine out of the 45 municipalities with which the project is working had a Child Welfare Officer assigned from the Women, Children and Senior Citizens Section. There is a shortage of skilled or semi-skilled personnel to fill these posts. In addition, the municipality staff themselves identified high turnover as a constraint. This limitation has an effect beyond the Women and Children's Section, with constraints on referral services, for example education and livelihood support. The capacity of individual municipalities varies greatly, with the more rural areas having the fewest human resources.

While the municipalities as a whole have considerable financial resources, these are subject to competing interests and a need to prepare certain policies and guidelines before any budget can be allocated. Municipalities have prioritized infrastructure programs over social services. Staff in the Women and Children's Section in a number of municipalities noted that they considered addressing early child marriage to be a higher priority for them than child labor.

Municipalities are not direct participants in the project's Outcomes 1 and 2, but they are an essential stakeholder when the participating NGOs exercise their capacity in child labor identification and documentation, and in awareness raising. Under Outcome 3, the municipality staff are direct participants in training and networking. Facilities for participating in online training are often difficult for municipality staff due to a lack of a quiet, uninterrupted space.

#### 3.4.5. SEASONAL MIGRATION AND CROSS-BORDER ISSUES

A limitation highlighted by the implementing partners and by many of the partner NGOs is the migration of workers and the subsequent challenge of identifying, tracking and providing services. This is relevant to a degree in the embroidery sector with Nepali boys crossing into India to work, but it is most significant in the brick industry where the factories operate for approximately six months each year during the dry season. The 'Report on the Employment Relationship Survey in the Brick Industry in Nepal' (2020)<sup>10</sup> found that only 22% of workers in the brick factories are originally from the same district, with 32% coming from another district in Nepal and 46% migrated from India.

As already reported regarding the project strategies, the project was not able to work on cross-border collaboration with organizations in India. Some of the partner NGOs, with support from

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<sup>10</sup> Report on Employment Relationship Survey in the Brick Industry in Nepal; December 2020: Central Bureau of Statistics, GoN, ILO, UNICEF

SAN and the Process Tracing training, are just beginning collaborative work between source and destination locations within Nepal but there is nothing to report on yet.

Of the 7,165 child laborers identified through the CBAR, 33% were Indian. Although CBAR started prior to the COVID-19 lockdowns, the majority of it was completed after the first lockdown and it was explained that fewer Indian migrant families had returned to the brick kilns.

Only 17 of the 3,692 households that received COVID-19 relief services were Indian. All of the 1,147 children receiving support through case management were Nepali. An explanation for the lack of case management for Indian children is that the majority of Indian families returned home quickly when the factories closed.

The situation has changed after COVID-19, with one of the NGO partners reporting that the Indian families (and children) did not return in the same numbers when the brick kilns reopened, and their places were taken by Nepali families and their children.

#### 3.4.6. COMMUNITY ATTITUDES TO CHILD LABOR

The project's pre-situational analysis found that it is still socially acceptable in many communities for parents and businesses to send/receive child labor. The evaluation came across this sentiment being expressed on numerous occasions by community members, employers, child laborers and by some staff in the municipal offices. This is usually expressed in the context of a lack of alternative livelihood opportunities for the family.

### 3.5. ACHIEVEMENT OF OUTCOMES

**Evaluation Question 3: To what extent has the project achieved its expected outcomes at the time of the evaluation, and is the project likely to achieve them by the end of the period of performance? Specifically...**

#### 3.5.1. OUTCOME 1: IMPROVED CAPACITY OF NGOS TO IDENTIFY AND DOCUMENT CHILD LABOR

**Evaluation Question 3a: To what extent did target CSOs improve their capacity to identify and document independent and objective information on the nature and scope of child labor?**

#### CAPACITY BUILDING PROCESS

The inputs provided, mainly by SAN, for this outcome are substantial. The different subjects on which that training was given are presented in the table below. The participants in all of these trainings, with the exception of the orientation to CBOs, included the staff of the 15 partner NGOs (those employed through the project contract and other staff of the NGOs), NGO board members and some NGO members. Academics from Hong Kong University and Griffiths University provided some training on research design and dissemination. The purpose of the orientation to CBOs was to strengthen the capacity of the NGOs' network of CBOs in the area of child labor. All of these inputs were therefore contributing directly to the outcome of improving the capacity of the partner NGOs in this area.

**Table 4: Training Delivered under Outcome 1<sup>11</sup>**

Training	Conducted by	Participants	Events/ Days	Medium	Total Participants		
					M	F	Total
Community-Based Action Research	SAN	NGOs	3 events, 2-3 days	Face to Face	40	35	75
Case Study Research and Documentation	SAN	NGOs	5 days	Online	28	20	48
Research Design, Communication and Dissemination	Griffith/ Hong Kong University	NGOs	4 Sessions (2 times)	Online	33	24	57
Data Analysis and Report Writing	SAN	NGOs	3 events, 3 days	Online	30	17	47
Policy Brief	SAN	NGOs	1 day	Online	30	17	47
Policy Review Research	SAN	NGOs	3 events, 2 days	Face to Face, Online	28	17	45
Case Study Refresher Training	SAN	NGOs	3 events, 1 day	Face to Face	28	17	45
Data Cleaning and Analysis	WEI	NGOs	3 events, 1 day	Online	19	8	27
Process Tracing	SAN	NGOs	3 events, 2 days	Face to Face	29	16	45
Orientation to CBOs on Identification of CL	NGOs, SAN and WEI	CBOs	1 day	Face to Face, Online	372	317	689
Orientation to NGOs on CFLG guidelines	SAN	NGOs	1 day	Face to Face	Not yet conducted		

The initial training in each subject area was the same for all NGOs. The mentoring and support were tailored to the capacity of the NGO and to the specific sectors of child labor in their municipalities.

These trainings were followed by implementation of the subject by each of the NGOs, mentored and supported by SAN. The main outputs prepared by the NGOs from this were:

1. Reports from the CBAR identifying and documenting child labor (with details on sex, ethnicity, age group, type of work, hours worked, reasons for working, wages and aspirations) in each of the 45 municipalities (some were in selected wards only, for example, where the brick kilns were located). Fifteen reports were prepared after two rounds of data collection (interrupted by COVID-19 lockdowns) and a third round is currently underway. These reports have been submitted to the municipalities in some way, mostly formally in writing or verbally.
2. Qualitative case study reports of the specific child labor situations. For example: 'Time management for education by school-going child laborers working in the brick industry and carpet factory.' All NGOs have finalized at least one report (17 completed) and a further 15 are in draft. Of the 17 completed, 13 reports are on topics related to the

<sup>11</sup> The tables on training for the 3 outcomes are as at the time of the field evaluation in February 2022. The full training record up to April 12, 2022, is in Annex F.

brick sector, two are related to work in the carpet industry, and two are related to both brick and carpet. Those that are in draft form include some in embroidery.

3. Local-level policy briefs have been prepared by the NGOs. Five of these have been submitted to the relevant municipality and the other ten are already prepared.
4. The training on process tracing has recently been provided and there are no outputs from this yet. It is unlikely that there will be sufficient time to put these into practice within the project timeframe. A few of the NGOs are aiming to implement this in March 2022 by coordinating between those working in source and destination districts.

The quality of these reports is consistently high, with good clear presentation. SAN's coaching and support has ensured this quality, which is good for their use with other stakeholders, but makes it difficult to comment on the capacity of the NGOs to independently prepare similar high-quality reports in the future.

The municipality governments are very appreciative of the CBAR reports. They reported that they previously had no reliable data on child labor and this information provides a starting point for developing plans to address this issue. The NGOs have realized that evidence-based information enables them to engage with government for advocacy and action.

#### CAPACITY BUILDING RESULT

The CMEP has three outcome-level indicators for Outcome 1. The current level of achievement of the outcome-level indicators for Outcome 1 are presented below:

**Table 5. Level of Achievement for Outcome 1 Indicators**

Indicator	Unit/Explanation	Target/Actual	Final Value
<b>Outcome 1: Improved capacity of civil society to identify and document accurate independent and objective information</b>			
OTC 1: % of NGOs that report an improvement in 3 of 7 capacity areas related to identifying and documenting child labor concerns	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
<b>Sub Outcome 1.1 Improved implementation of activities by CSOs to identify, collect and manage information on CL</b>			
SOTC 1.1.A: # of research activities completed by NGOs on CL	Unit: research activities  Total expected: 30 (15 NGOs x 2 research activities)	Target	30
		Actual	47
		Brick Sector	36
		Carpet Sector	8
		Zari-sector	3
		Province 2	15
		Province 3	15
		Province 5	17
SOTC 1.1.B: % of NGOs that used project supported techniques to collect and manage information on CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
		Province 2	33%
		Province 3	33%
		Province 5	33%

Details on the achievement of the different outcome indicators follow.



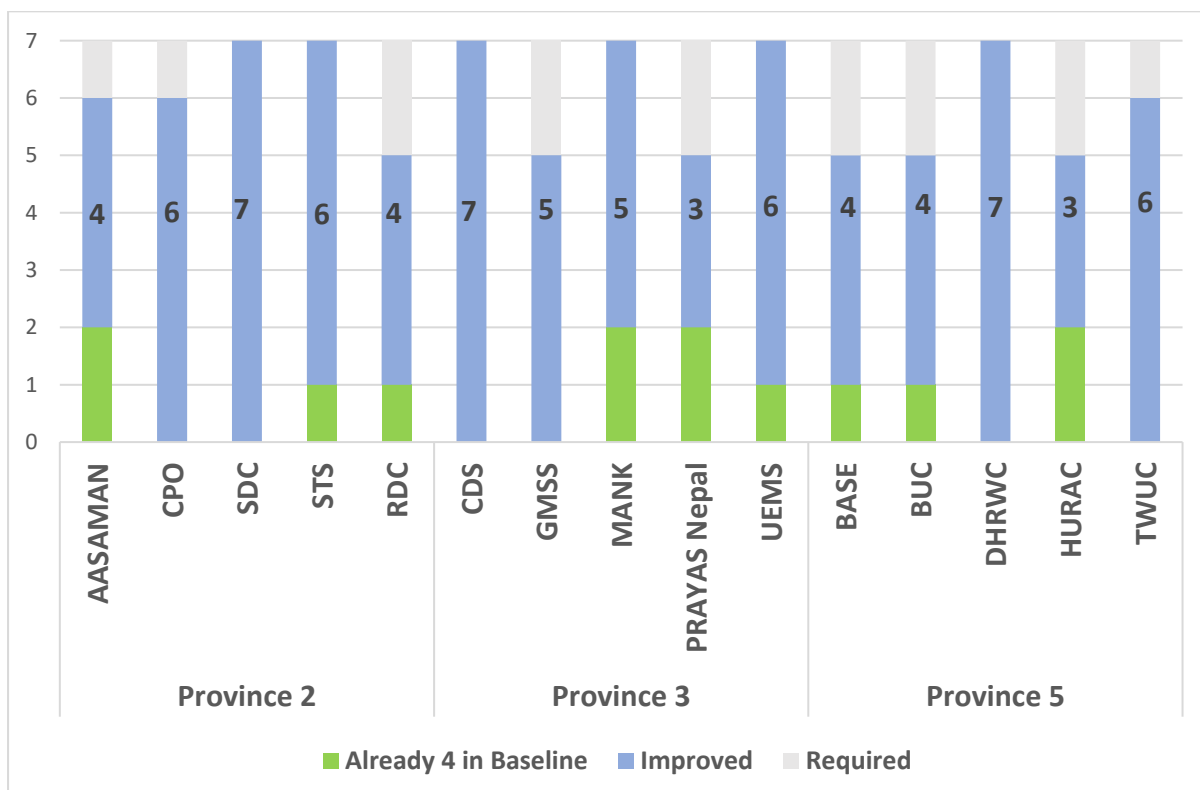
**OUTCOME INDICATOR 1:** ‘Percentage of NGOs that report an improvement in 3 of 7 capacity areas related to identifying and documenting child labor concerns’ is obtained from the NGO capacity assessment. Outcome 1 is related to the third organizational group, and this has seven capacity areas, as follows:

1. Defining child labor
2. Identifying of child labor
3. Data collection
4. Methods for documenting child labor
5. Data management and management information systems
6. Data for decision making
7. Feedback and sharing

Each of the seven capacity areas is self-assessed by the NGO at baseline, midline and endline on a level of 1 to 4 (using benchmarks/evidence that differentiate between the levels from no capacity to advanced capacity). Improvement in a capacity area is counted when there has been an upward change in level. The indicator measures an improvement rather than an outright level of capacity.

The endline capacity assessment carried out in December 2021 found that all 15 of the partner NGOs had achieved this indicator, having improved their capacity in at least three out of seven capacity areas related to identifying and documenting child labor concerns. Some NGOs were assessed at level 4 (the highest level or ‘advanced capacity’) for certain capacity areas at the baseline – these are marked in green in the chart below.

**Figure 2. Number of Capacity Areas Improved by each NGO under Outcome 1**



**SUB-OUTCOME INDICATOR 1.1:** ‘Number of research activities completed by NGOs on child labor’ had been achieved by February 2022, with 47 research reports finalized. There are 15 CBAR reports based on information collected during the combined first and second rounds of data collection (interrupted by COVID-19) and a third round of data collection and reporting is

currently underway. There are 32 case studies, with 25 on topics related to the brick sector, seven on carpet and two on embroidery (two case studies covered two sectors).

**SUB-OUTCOME INDICATOR 1.2:** ‘Percentage of NGOs that used project supported techniques to collect and manage information on child labor’ had also been achieved by February 2022, with all (100%) of the partner NGOs using supported research methods to carry out their action research, case studies and policy briefs.

In addition to the capacity areas highlighted by the outcome statements and indicators, the following have also been achieved:

- 7,165 child laborers have been identified and those most at risk have received case management services under Outcome 3.

**Table 6: Breakdown of the Child Labor Sectors Identified**

	Brick	Embroidery	Carpet	Others	Total
Number	5,607	163	781	614	7,165
Percentage	78%	2%	11%	9%	100%

It is expected that the third round of data collection, currently underway, will identify more children working in embroidery as some of the additional municipalities added to the project area were selected due to their high prevalence in this sector.

- Partner NGOs have realized that localized evidenced-based information strengthens their ability to engage with government in advocacy and civil society action.
- Partner NGOs have also realized that qualitative and quantitative research and studies are achievable actions for local NGOs.
- Partner NGO networks of CBOs have also been involved in training and research and this increases the capacity of the NGOs to reach into communities.
- Meetings (provincial dialogues) between the partner NGOs, provincial government representatives and other provincial stakeholders have been held in each of the three provinces. Presentations were made using the CBAR data on child labor in the 15 municipalities, resulting in useful discussions on responsibilities and coordination at the provincial level.
- A two-day National Symposium on Ending Child Labor and an Inter-Ministerial Dialogue were hosted. It is unclear how these contributed to the outcome objective, but they did give exposure to the research results in the municipalities.
- A Handbook was developed on Community-Based Research.
- Three training manuals were developed: CBAR, Case Study and Process Tracing.

In conclusion, the capacity building objective under this outcome has clearly been achieved. There was a high level of ambition in terms of the expected quantity of trainings and of the expected research outputs from the NGOs. While this has not been fully achieved, with the lack of opportunity to practice the process tracing and to use the results of the research for more significant advocacy with local government, overall, the result is very successful.

**3.5.2. OUTCOME 2: IMPROVED CAPACITY OF NGOS TO RAISE AWARENESS ON CHILD LABOR**

**Evaluation Question 3b: To what extent did target CSOs improve their capacity to raise awareness for the protection of workers from child labor?**

**CAPACITY BUILDING PROCESS**

In preparation for the training to the NGOs and CBOs, AFN carried out research in the project districts and prepared the following generic materials:

- Media Analysis report to gain insights into how media perceives the existing child rights situation in Nepal,
- Audience Analysis report to collect information on the necessary content and the most appropriate channels of communication,
- Communication Strategy document with specific strategies for source, destination and mixed areas, and
- SBCC Training Manual.

AFN considered that having the Communication Strategy and SBCC Training Manual prepared early on helped to guide the process when carrying out the campaign implementation.

AFN have provided comprehensive training, mentoring and support in order to achieve this outcome. The different training subjects are presented in the table below. The participants in most of these trainings were the staff of the 15 partner NGOs (those employed through the project contract and other staff of the NGO), NGO board members and some NGO members. Members of the NGOs’ CBO networks also participated in two of the trainings. All of these inputs were contributing directly to the outcome of improving the capacity of the partner NGOs in this area.

**Table 7: Training Delivered under Outcome 2<sup>12</sup>**

Training	Conducted by	Participants	Events/ Days	Medium	Total Participants		
					M	F	Total
Social and Behavior Change Communication (SBCC) Training	AFN	NGOs	5 days, 12 sessions (90 mins) for virtual training	Face-to-Face, Online	44	29	73
SBCC Strategy and Campaign tracker	AFN	NGOs and CBOs	2 days	Face-to-Face	185	144	329
SBCC Campaign Planning	AFN	NGOs and CBOs	5 days	Face-to-Face, Online	48	41	89
Media and Communication Outreach Product Design	AFN	NGOs	4 events, 3 days	Face-to-Face	32	22	54
SBCC Refresher	AFN	NGOs	3 events, 3 days	Face-to-Face	35	25	60
Measuring Effectiveness of Campaigns	AFN	NGOs	1 day	Online	Not yet conducted		
Media Workshop	AFN	Media Person	1 day	Face-to-Face	Not yet conducted		

These trainings were followed by preparation and implementation of the various SBCC methods and materials. AFN continued to provide support during this process.

Following the two-day orientation to CBO members, many of them were regularly involved in the SBCC campaign implementation.

<sup>12</sup> The tables on training for the 3 outcomes are as at the time of the field evaluation in February 2022. The full training record up to April 12, 2022, is in Annex F.

**CAPACITY BUILDING RESULT**

The CMEP has three outcome-level indicators for Outcome 2. The current level of achievement of the outcome-level indicators in the performance monitoring plan (PMP) are presented below:

**Table 8. Level of Achievement for Outcome 2 Indicators**

Indicator	Unit/Explanation	Target/Actual	Final Value
<b>Outcome 2: Improved capacity of civil society to raise awareness for the protection of workers from child labor</b>			
OTC 2.A: % of NGOs who organize at least one advocacy event to promote research findings on child labor	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
OTC 2.B: % of NGOs that demonstrate improvement in 3 of 6 capacity areas related to awareness raising for the protection of workers from CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
<b>Sub Outcome 2.1: Improved understanding by CSOs of audience, campaign strategy and media landscape on CL</b>			
SOTC 2.1: % of CSOs whose staff demonstrate increased level of understanding of audience, campaign strategy and media landscape on child labor	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
<b>Sub Outcome 2.2: Improved implementation by CSOs awareness raising and information sharing activities</b>			
SOTC 2.2.A: # of awareness raising campaigns implemented by CSOs	Unit: awareness campaigns	Target	30
	Total expected: 30 (15 NGOs x 2 research activities)	Actual	44
SOTC 2.2.B: # of outreach materials disseminated by CSOs	Unit: outreach materials Total expected: 30 (15 NGOs x 2 outreach materials)	Target	30
		Actual	36
		Brick Sector	33
		Carpet Sector	3
		Zari-sector	0
		Province 2	6
		Province 3	10
Province 5	20		

Details on the achievement of the different outcome indicators follows.

**OUTCOME INDICATOR OTC 2.A:** ‘Percentage of NGOs who organize at least one advocacy event to promote research findings on child labor.’

All the NGOs have carried out at least one advocacy event to promote research findings on child labor. There is an overlap in the definition of ‘advocacy event’ in this indicator with ‘awareness raising campaign’ as used in Sub-Outcome 2.2A. Further details on the types of advocacy events/awareness raising campaigns are given under Sub-Outcome 2.2A.

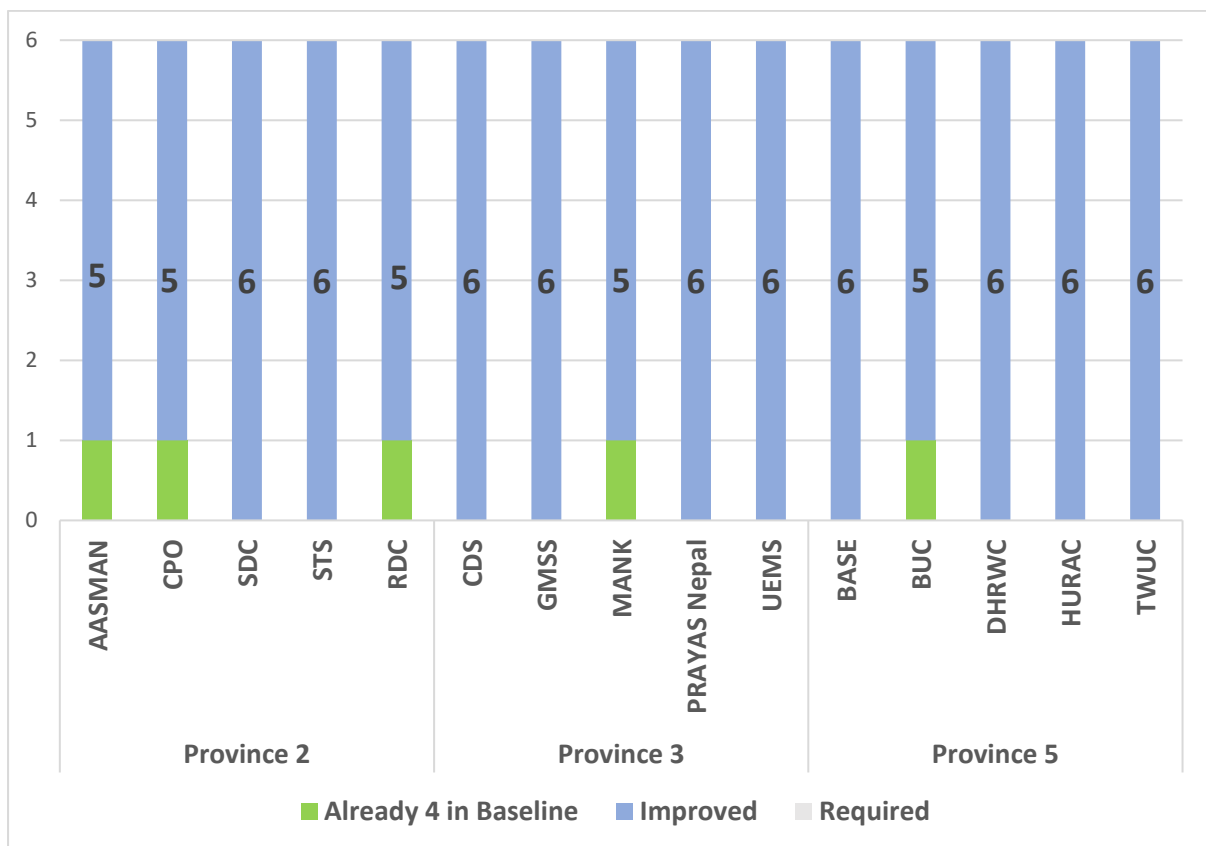
**OUTCOME INDICATOR OTC 2.B:** Percentage of NGOs that demonstrate improvement in three of six capacity areas related to awareness raising for the protection of workers from child labor.

Outcome 2 is related to the fifth organizational group, and this has six capacity areas, as follows:

1. Campaigns design and implementation
2. Awareness-raising strategy
3. Target audience
4. Key messages
5. Media selection/channels
6. Outreach materials

The endline capacity assessment has shown that all 15 NGOs (100%) have improved in at least three capacity areas out of six related to awareness-raising for the protection of workers from child labor.

**Figure 3. Number of Capacity Areas Improved by each NGO under Outcome 2**



**OUTCOME INDICATOR SOTC 2.1:** ‘Percentage of CSOs whose staff demonstrate increased level of understanding of audience, campaign strategy and media landscape on child labor.’

This has been achieved, but this is only really an output indicator since it is based on a pre- and post-training test.

**OUTCOME INDICATOR SOTC 2.2.A:** ‘Number (target 30) of awareness-raising campaigns implemented by CSOs.’

At the end of February 2022, 44 different awareness-raising campaigns (total number of events is 188) have been completed. Of them:

- 11 were interpersonal communication campaigns conducted 101 times, such as orientation and interaction programs with brick kiln owners, employers, local (municipality) child rights committee (LCRCs), ward representatives, municipal-level

child clubs, school management committee members, naikes, police, municipal officials, hotel owners, etc.,

- 11 were community-based campaigns conducted 65 times, such as four hoarding/billboards at 20 places, one art competition, one street drama at 12 places, four narrowcasting (messages that are broadcast but to a specific audience) at 31 places, one banner display, and
- 22 were mass media campaigns, such as broadcasting 20 radio public service announcements (PSAs), one TV PSA and one web-based campaign.

All NGOs had developed creative briefs, key messages/scripts and outreach materials. They each had chosen an appropriate media channel for each campaign, based on a specific target audience (employers/children/parents/local government/naikes), pretested and implemented the awareness raising programs.

**OUTCOME INDICATOR SOTC 2.2.B:** ‘Number (target 30) of outreach materials disseminated by CSOs.’

Prior to the production of any material, a creative brief was prepared, identifying objectives, audience, language etc. The NGOs considered these to be very useful, as this was the point when specific audiences were identified and targeted with materials and campaigns based on research and evidence. Materials have been produced in minority languages (Awadi, Bajika, Tharu, Tamang and Maithili) in order to reach certain groups. CBO networks have been engaged in developing, pre-testing and using the materials. All 15 of the partner NGOs produced some form of SBCC materials.

Six different types of outreach materials were developed and disseminated by the 15 NGOs to implement the 44 awareness raising campaigns. The scripts and audio recordings were pre-tested with the target audience prior to broadcast. There were:

- 20 radio PSAs, in different languages, targeting specific audiences,
- Seven sets of content for orientation/interaction (research reports, concept note, agenda and schedule, PowerPoint slides),
- Four hoarding boards content,
- SMS messages for factory owners,
- One video/TV PSA,
- One banner,
- One script for street drama,
- One web content on an organization website, and
- One set of visual photos were used for dissemination.

Where NGOs or CBOs have produced their own materials, there is a high level of ownership and they related well to the local context.

Although no materials have been prepared specifically for the embroidery sector, there has been a campaign with that focus involving leaders of madrasas and parents.

In conclusion, the capacity building objective under this outcome has clearly been achieved. Some partner NGOs felt that the process was too time consuming. Most NGOs have used generalized SBCC materials before and these can be used in any situation, although possibly with limited effectiveness. It is not possible to comment on whether the more focused approach is more effective as there has been no attempt to measure the effectiveness of the campaigns. Measuring behavior change is difficult, but one of the project’s expected research outputs was an ‘Assessment of Campaign.’ This will not be produced, although AFN, in

response to the observations of the evaluation, will shortly be carrying out training to the partner NGOs on measuring the effectiveness of campaigns.<sup>13</sup>

AFN has developed a database management information system where each of the partner NGOs can upload their SBCC materials, but it is not well used. The library of resources is not accessible to the other NGOs.

### 3.5.3. OUTCOME 3: IMPROVED CAPACITY OF NGOS TO IMPLEMENT INITIATIVES TO ADDRESS CHILD LABOR

**Evaluation Question 3c: To what extent did target CSOs improve their capacity to implement initiatives to address child labor?**

#### CAPACITY BUILDING PROCESS

This outcome, although not apparent from the title, is aimed at developing the capacity of the partner NGOs to carry out case management in close collaboration with the municipality governments. The capacity building was therefore targeted at both stakeholders. This focus is clear in the project document.

The inputs provided for this outcome, mainly by Tdh, are very substantial. The different training subjects are presented in the table below. The participants in the main case management trainings were a combination of municipality representatives (staff and elected officials) with the staff of the 15 partner NGOs (those employed through the project contract and other staff of the NGO), NGO board members and some NGO members. It should be noted that these case management trainings were carried out separately for almost every one of the 45 municipalities – these were done online and timed to fit in with the commitments of the municipality staff. Due to the limited number of staff in the Women and Children’s Section it was difficult to ensure that the same staff attended the refresher training.

The purpose of the orientation to CBOs was to strengthen the capacity of the NGOs’ network of CBOs on these subjects.

Tdh has prepared a very detailed ‘Case Management Training Manual’ in order to support their training provision and as an ongoing resource for the participants of the training of trainers (ToT) on case management.

**Table 9: Training Delivered under Outcome 3<sup>14</sup>**

Training	Conducted by	Participants	Events/ Days	Medium	Total Participants		
					M	F	Total
Case Management	Tdh	NGOs and Local Government representatives	5 days and 3 days	Face to Face, Online	247	200	447
Case Management Refresher	Tdh	NGOs and Local Government representatives	3 days	Face to Face, Online	138	124	262

<sup>13</sup> Updated information on April 11 2022: 15 NGOs were virtually oriented on the campaign effectiveness tracking tools in March 2022. NGOs now plan to conduct the assessment after the campaign and will present the effectiveness of the campaign within the project period.

<sup>14</sup> The tables on training for the 3 outcomes are as at the time of the field evaluation in February 2022. The full training record up to April 12 2022 is in Annex F.

Training	Conducted by	Participants	Events/ Days	Medium	Total Participants		
Orientation on Child Protection Information Management System (CPIMS)	Tdh	NGOs	1 day	Online	25	14	39
ToT on Case Management and Basic Helping Skills for Case Workers	Tdh	NGOs	10 days	Face to Face	23	14	37
Orientation on Grievance Mechanism and M&E Framework for CL Strategy	WEI	NGOs	1 day	Face to Face	44	38	82
Case Management Training to CBOs	NGOs, Tdh	CBOs	1 day	Face to Face	117	162	279
Grievance Mechanism for Ward Child Rights Committee (WCRC)	WEI, NGOs	NGOs, WCRC, CBOs	1 day	Face to Face	91	76	167
Training on Case Management to LCRC/WCRC	Tdh	LCRC/WCRC	9 days	5 days online and 4 days Face to Face	Not yet conducted		

These trainings incorporated the preparation of NGO and municipality action plans, and this process was followed by preparation of required guidelines and policies for both the partner NGOs and the municipalities. Tdh continued to provide support during this process.

The following policies, guidelines and procedures have been established among the partner NGOs:

- Child protection policy,
- 3R (rescue, rehabilitation and re-integration) guideline,
- TOR for focal person,
- Child protection protocol,
- Concern-raising flowchart,
- Emergency fund guideline,
- Confidentiality protocol,
- Referral pathway,
- Community-based child protection network and mechanism,
- LCRC and WCRC guideline,
- Grievance mechanism,
- CBO mobilization guideline,
- Case management guideline, and
- Excel-based Child Protection Information Management System (CPIMS).

Tdh also supported the partner NGOs to conduct service mapping in the municipalities, using the service mapping form prepared by the Ministry of Women, Children and Social Welfare. For each working municipality, service mapping included the programs and services within the district and other elements of the local system that would be critical to understand when establishing referral mechanisms.



A process of ‘Round Table’ discussions between the NGOs and the municipalities resulted in updated Joint Action Plans. Each of these were specific to the municipality, and in some municipalities some of these policies and guidelines were already in existence. The following range of policies and guidelines were prepared and endorsed by the municipal governments. Some of these are still in process.

- Child protection policy and guideline,
- Child fund guideline (28 municipalities have adopted),
- Budget allocated to child fund (20 municipalities),
- 3R (rescue, rehabilitation and re-integration) guideline,
- TOR for focal person,
- Concern-raising flowchart,
- Confidentiality protocol,
- Referral pathway, and
- Grievance mechanism.

Municipalities also reported that the partner NGOs had assisted with the following tasks:

- Formation of local-level child network,
- Formation of child clubs in wards, and
- Orientation to WCRC and LCRC about child labor.

CBOs have also attended case management orientations, conducted by the NGOs, which extends the network of social support.

#### CAPACITY BUILDING RESULT

The CMEP has six outcome-level indicators for Outcome 3. The current level of achievement of the outcome-level indicators in the PMP are presented below:

**Table 10. Level of Achievement for Outcome 3 Indicators**

Indicator	Unit/Explanation	Target/Actual	Final Value
<b>Outcome 3: Improved capacity of CSOs to implement initiatives to address CL</b>			
OTC 3.A: % of NGOs that demonstrate improvement in 3 of 10 capacity areas related to implementation of initiatives to address CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
OTC 3.B: % of actors with an increased number of initiatives to address CL	Unit: NGOs and Municipalities (15 NGOs and 30 Municipalities, total - 45) % is # out of 45  *Updated target for October 2021 reporting period be - 15 NGOs and 45 Municipalities (15 added mid-project), So total - 60 and % is # out of 60	Target	100%
		Actual	100%
		NGOs	100%
		Municipalities	100%
		Province 2	33%
		Province 3	33%
Province 5	33%		
<b>Sub Outcome 3.1: Improve implementation by CSOs of initiatives to address CL</b>			
SOTC 3.1: % of wards with at least one functional grievance mechanism in place	Unit: Wards (An administrative area comprising a municipality) % is # out of wards	Target	75%
		Actual	0%
		Province 2	0%
		Province 3	0%
		Province 5	0%

Indicator	Unit/Explanation	Target/Actual	Final Value
<b>Sub Outcome 3.2: Strengthened networks among CSOs to support service provision</b>			
SOTC 3.2.A: # of CSOs who demonstrate commitment to coordinate on a response system	Unit: NGOs (15 total)	Target	15
		Actual	15
		Province 2	5
		Province 3	5
		Province 5	5
SOTC 3.2.B: # of stakeholders that participate in a coordinated CL response at the municipal level	Unit: stakeholders (individuals from NGOs, CBOs, government entities, private sector, other individual community leaders)	Target	210
		Actual	599
SOTC 3.2.C: # of CSOs that establish new linkages to CL related networks	Unit: NGOs (15 total)	Target	15
		Actual	6

Details on the achievement of the different outcome indicators follows.

**OUTCOME INDICATOR OTC 3.A:** ‘Percentage of NGOs that demonstrate improvement in 3 of 10 capacity areas related to implementation of initiatives to address child labor.’

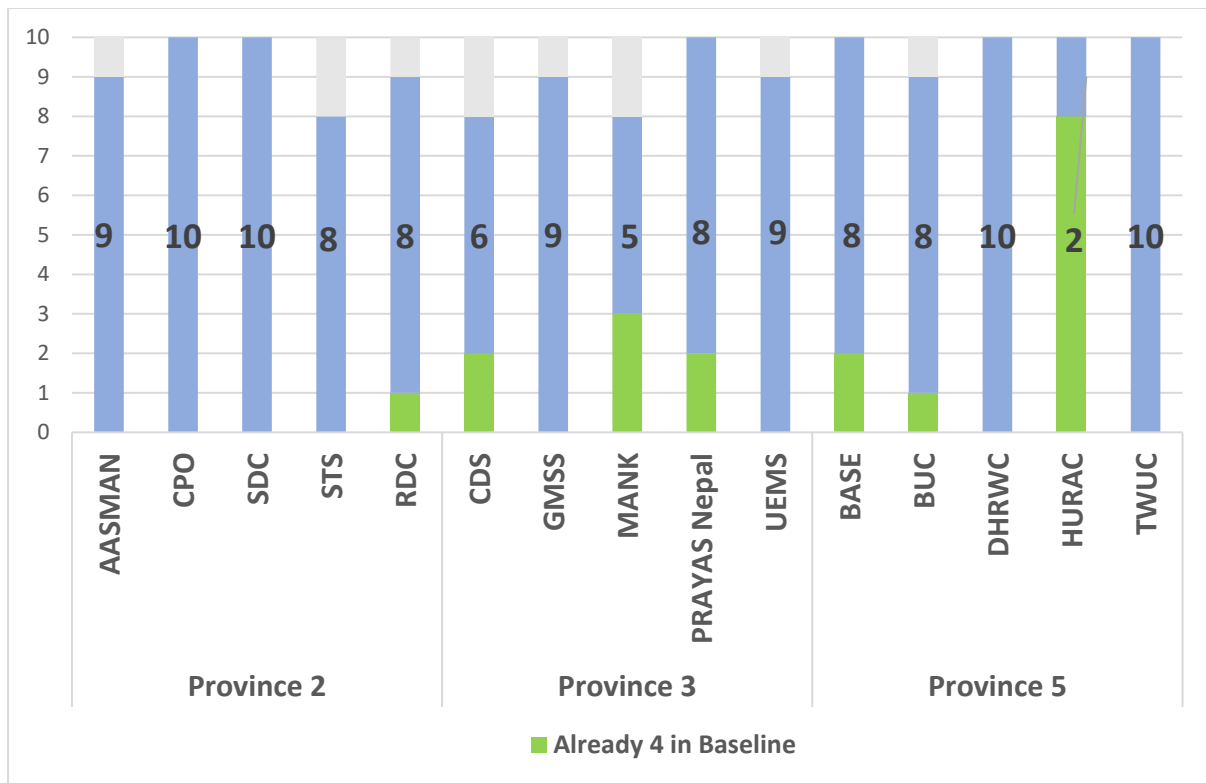
Outcome 3 is related to the fourth organizational group, and this has ten capacity areas, as follows:

1. Prevention of child labor
2. Removal and rehabilitation of child laborers
3. Protocols for rescue/removal
4. Service delivery-rescue
5. Mapping of services and referral system
6. Knowledge and use of case management process
7. Human resources for case management
8. Grievance mechanism
9. Provision of legal services
10. Holding responsible bodies accountable

The endline capacity assessment from December 2021 demonstrated that all NGOs (100%) have made an improvement in at least 3 of 10 capacity areas related to implementation of initiatives to address child labor.<sup>15</sup>

<sup>15</sup> Note that HURAC already had 8 out of 10 capacity areas assessed at level 4 (the highest level) at baseline and could therefore only improve in 2 areas.

**Figure 4. Number of Capacity Areas Improved by each NGO under Outcome 3**



**OUTCOME INDICATOR OTC 3.B:** ‘Percentage of actors with an increased number of initiatives to address child labor.’

All 15 NGOs and 45 municipalities have developed a Case Management System to address child labor through the development and implementation of action plans during case management trainings, refresher trainings and round-table dialogue meetings. All NGOs, in coordination with their respective municipality, have provided emergency services to needy children.

Support through case management has been provided to 1,147 children who were identified through the CBAR child labor research and found to be at medium or high risk. They have been entered into the case management database and provided with food, sanitary items and stationary support. Although child labor status is not monitored, the NGOs report that children have been enrolled in school and working hours have been reduced for many children.

The ‘responsible authority’ for case management is the Women and Children’s Section in the municipality, but most of the work can be carried out by other service providers. This is how it has been implemented in most of the partner NGO-supported municipalities.

Working with migrant children (internal and external) has been challenging in terms of case management and it has not been possible to successfully link the services in different municipalities.

**OUTCOME INDICATOR SOTC 3.1:** ‘Percentage of wards with at least one functional grievance mechanism in place.’

Sub-Outcome 3.1 is to ‘Improve implementation by CSOs of initiatives to address child labor.’ The chosen indicator is very focused on a specific mechanism that has constraints external to the project and has proven hard to achieve. The ward-level grievance system can only be established after the formation of the Ward Child Rights Committee. The WCRC can only be

established after the Municipality or Local CRC has been established and has approved the guidelines for the formation of WCRCs. Due to the recent formation of the federal system, and the limited resources available in the municipal governments (critical assumptions that were identified as lacking), these pre-requisite institutions were not in existence when the project started and their formation by government have been slow. In the 45 municipalities, only 14 LCRCs were in existence and Sakriya has helped with the establishment of 17 others. Similarly, Sakriya has helped with the establishment of 185 WCRCs while 121 of the 458 wards still have no WCRC.

By the end of the project, Sakriya anticipates that the WCRCs that exist at local level, however they have been formed, will have prepared a draft grievance handling procedure guideline. However, as the guideline needs to be endorsed by the municipal assembly, this process will not be complete, and this specific indicator will not be achieved.

Local elections in May 2022 will also hamper progress since some of the members of the WCRC will change at that time. It is hoped that while waiting for the guidelines to be formally endorsed, the WCRCs will start implementing the grievance mechanism at ward level. A partner NGO reported that the system was already operating in one municipality and its wards, and there had been 10-15 grievances submitted so far.

**OUTCOME INDICATOR SOTC 3.2.A:** ‘Number of CSOs who demonstrate commitment to coordinate on a response system.’

All the partner NGOs are active in coordinating with the Women and Children’s Section of the municipalities and with other service providers in order to strengthen networks among CSOs to support service provision.

**OUTCOME INDICATOR SOTC 3.2.B:** ‘Number of stakeholders that participate in a coordinated child labor response at the municipal level.’

Many different stakeholders have been involved in each of the 45 municipalities. The project has chosen to present the number who participated in the case management trainings.

**OUTCOME INDICATOR SOTC 3.2.C:** ‘Number of CSOs that establish new linkages to child labor related networks.’

The project has chosen to interpret this as membership in a specific NGO child protection network, the National Child Protection Alliance. In practice, the partner NGOs have made numerous additional linkages with like-minded organizations, participating in fora that address child protection issues at municipality, district and provincial level and the failure to meet this indicator is of no concern.

In conclusion, the capacity building objective under this outcome has been achieved, with the exception of the establishment of the ward-level grievance system which will not be completely established. The main achievements under this outcome area do not stand out well when reviewing the outcome indicators. These are the increased capacity, in terms of knowledge, skills, policies and guidelines of the 15 partner NGOs, to provide a systematic case management service, and to a lesser degree, increased capacity in these same areas by the 45 municipalities. The level of achievement among the municipalities has been subject to the limitations in human resources already discussed.

One other constraint to note is the CPIMS. The system that the NGOs and municipalities have been trained on is a nationally agreed format that is maintained in Excel and has confidentiality protocols for its use. Throughout the life of the project there has been talk of a centralized

online database coordinated by the Nepal Child Rights Commission, but this has not yet materialized.

#### 3.5.4. ACHIEVEMENT OF THE PROJECT OBJECTIVE

The Sakriya project objective, to ‘Improve capacity of civil society to better understand and address child labor in the brick, zari and carpet sectors,’ with the expectation that it will be achieved in 15 separate partner NGOs, is an ambitious goal.

A complete record of the training carried out to April 2022 is in Annex F. This annex includes the training carried out by WEI (and not included earlier under the outcome-specific tables) and gives details on the number of participants disaggregated by sex, and by type of organizational affiliation: NGO, CBO, and government.

The overall program of training, mentoring and application has been very intense, particularly in the last 12 months of the project. The implementing partners reported that difficulties in coordination and scheduling activities under all three outcomes simultaneously caused some significant delays to implementation.

An additional element of the capacity building of the NGOs which was identified earlier in Section 3.3.1, but not mentioned under the individual outcomes, is the contribution of the capacity self-assessment process. All three of the technical partners, as well as WEI, were involved in this. Another element was the orientation on the NMPECL given to the NGOs by WEI (66 participants).

The reflection from each capacity self-assessment session and follow up session, together with the orientation on the NMPECL, was used as a basis by WEI to facilitate the NGOs to develop a Child Labor Strategy for their NGO. This has been an ongoing process with a number of sessions resulting in a strategy for each NGO (currently in draft form). The strategies present the NGO’s vision, mission, and goal for the elimination of child labor over a five-year period and how this links with the NMPECL, as well as a list of actions with responsibilities. This could be described as an initiative to institutionalize a commitment to address child labor in each of the NGOs. The project sees these strategies as a significant contribution to sustain the NGOs’ action on child labor. Amongst the NGOs met during the evaluation, only some of them identified their Child Labor Strategy as an important element of their ongoing work after the end of the Sakriya project.

The CMEP has two indicators to measure results at the project level. The current level of achievement of the project objective-level indicators in the PMP are presented below:

**Table 11. Level of Achievement for Project Objective Indicators**

Indicator	Unit/Explanation	Target/Actual	Final Value
<b>Project-Level Objective: Improve capacity of civil society to better understand and address child labor in the brick, zari, and carpet sectors.</b>			
Overall Project Indicator 1: % of NGOs that report an improvement in at least three capacity area in each organizational group	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
Overall Project Indicator 2: % of NGOs who complete at least two priority actions to address CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%

Details on the achievement of the different outcome indicators follows.

**PROJECT INDICATOR 1:** ‘Percentage of NGOs that report an improvement in at least 3 capacity areas in each organizational group.’

This indicator requires an improvement in three capacity areas in all five organizational groups. The level of achievement in groups 3, 4 and 5 has already been reported on under Outcomes 1, 2 and 3, and this has been achieved.

Capacity group 1 is 'Organization strategy and management' and has the following capacity areas:

1. Organizational strategy
2. Leadership
3. Staff inclusion
4. Child protection policy
5. Resource mobilization
6. Sustainability (cross-cutting child labor capacity)

Capacity group 2 is 'Understanding of child labor and mechanisms' and has the following capacity areas:

1. Organizational strategy in relation to child labor
2. General understanding and engagement on child labor
3. Technical expertise and leadership on child labor issues
4. Technical capacities for awareness raising
5. Technical expertise on research
6. Community mobilization

The endline was carried out in December 2021 to assess the progress of NGOs against their capacity assessment action plans. The assessment showed that all 15 NGOs (100%) demonstrated an improvement in at least three capacity areas in capacity groups 1 and 2. This indicator has been fully achieved.

It should be noted that this represents an improved capacity. Each of the partner NGOs started at different levels and they remain at varied levels of ability.

**PROJECT INDICATOR 2:** 'Percentage of NGOs who complete at least 2 priority actions to address child labor.'

'A priority action to address child labor' is defined in the CMEP as 'Critical tasks that an NGO identifies in their action plan as a result of capacity gaps discovered through the capacity self-assessment process.' Although not stated clearly, this has been interpreted in the reporting on the CMEP as two actions in each organizational group.

This indicator had been achieved by April 2021, at the time of the midline assessment of the capacity assessment tool. The current status of implementing priority actions in organizational groups 3, 4 and 5 have already been reported under Outcomes 1, 2 and 3. The priority actions completed in organizational groups 1 and 2 are as follows:

1. **ORGANIZATIONAL MANAGEMENT AND STRATEGY:** All partner NGOs have drafted their strategic plans and incorporated their plans to address child labor. They have also drafted, developed or revised many guidelines or protocols – such as staff inclusion policy; gender, equality and social inclusion policy; child protection policy; fund raising strategy; etc. – and initiated implementation/practices.
2. **UNDERSTANDING OF CHILD LABOR AND MECHANISMS:** Staff, board members and their CBO members have improved their understanding of child labor Identification and documentation of child labor, case management and awareness raising.

In conclusion, it is very clear that the planned project objective has been achieved in terms of the monitoring and evaluation framework. The capacity of the partner NGOs has clearly increased:

- a. Institutionally
- b. In clarity of mission and objectives in child protection
- c. In implementation – the 3 project outcome areas

The partner NGOs also worked with their CBO networks, involving them in training and implementation and developing the capacity of approximately 200 local organizations.

#### 3.5.5. OTHER RESULTS BEYOND THE EXPECTED OUTCOMES

There have been some significant additional results achieved that the project results framework does not capture, either because of changes during the implementation period or because they were unplanned. There were no negative unintended effects identified by the evaluation.

#### ADDITIONAL MUNICIPALITIES

In September 2020, the project had a formal revision that extended the duration by five months, provided an additional US\$250,000 funding and added an additional 15 municipalities to the existing 30 for collaboration. The project has managed to successfully incorporate these municipalities into its work, although the achievements are probably not as well progressed in the new areas as in the first group of municipalities.

#### EMERGENCY SUPPORT

The project and their partner NGOs, in cooperation with the municipalities, carried out assessments of those households and children that were most vulnerable following COVID-19 and provided emergency support to 3,692 households and, separately, to 799 children. This was in the early stages of the pandemic when COVID-19 and its outcomes were still relatively unknown.

#### SUPPORT TO MUNICIPALITIES

Coordination with and support to municipalities was explicit in Outcome 3. Outcomes 1 and 2 are focused on the partner NGOs. However, in practice, the NGOs have collaborated closely with the municipalities in all three of the outcomes.

In addition, although the technical expertise for each of the outcomes has come from three different specialist organizations due to the role of the partner NGOs, there has been a single focal point for the provision of services to the municipality. One partner NGO described the situation as “the local government and our organization have owned the child labor issues.” The evaluation was not able to verify what effect this had on the municipalities, but it is expected that this made it simpler for them to collaborate effectively.

However, the partner NGOs reported that it was very time consuming to report to three technical partners in addition to the program and financial reports submitted to WEI.

#### FORMATION OF LCRC AND WCRC

One of the expected outcomes of the project was the formation of a grievance system at municipality and ward level. A prerequisite for this is to have a child rights committee active at the municipality level (LCRC) and at ward level (WCRC). However, with the federal governance system in its infancy, these CRCs were generally not yet established. The project has therefore been engaged in facilitating their formation and at the end of December 2021 they had helped

with the formation of 17 LCRCs (there are still 14 municipalities without LCRCs) and 185 WCRCs (there are still 121 wards without WCRCs).

Formation of the WCRCs is a positive step, but it was reported on a few occasions that the members of the WCRCs were not well aware of their responsibilities and were therefore not meeting regularly. Tdh do have a training planned for members of the WCRCs.

### CAPACITY OF THE TECHNICAL PARTNER ORGANIZATIONS

Before partnering with the Sakriya project, SAN and AFN had been primarily service providers with little experience of capacity building. Through their involvement in Sakriya, they have been able to develop an additional set of skills.

Tdh reported that as a technical partner of the consortium, Sakriya provided them with strong visibility for child protection and case management and enabled them to establish relationships with NGOs, local government and other actors. As the project focused on capacity development, this will open opportunities for the future.

### 3.6. STAKHOLDER ENGAGEMENT

#### **Evaluation Question 6: How effectively has the project engaged with relevant stakeholders to implement activities and achieve its outcomes?**

Coordination between the project (WEI and the three technical partners), the partner NGOs, the municipalities and their ward offices has been at the center of the project. Regular 'Round Table' discussions between the partner NGOs and the municipalities, as well as the joint participation in training under Outcome 3 and coordinated implementation, have strengthened these relationships. The partner NGOs have coordinated with their existing network of local CBOs and approximately 200 of them have participated in training and contributed to all three of the project outcomes. This has strengthened the relationships between the partner NGOs and these CBOs. These active and effective relationships have been strong and central to the achievements of the project.

Engagement beyond that group has been less intense and has included the following:

- Regular coordination between WEI and other child protection-related organizations including the Nepal Child Rights Council, UN agencies, I/NGOs, and fair-trade organizations,
- Meetings with MoLESS staff who have expressed that they are interested to visit one of the working districts for monitoring and to share about the declaration of the child labor-free municipalities,
- Coordination with provincial offices responsible for child protection issues and a series of provincial dialogues (one in each of the three provinces) between the partner NGOs, provincial government representatives, and other provincial stakeholders,
- Brick kiln owners and brick kiln associations, carpet factory owners, embroidery factory owners,
- National Child Protection Alliance, and
- Regular participation in the Inter-Agency Working Group on Child Labor.

There is no formal coordination mechanism between municipalities in the different districts. Partner NGOs in linked source and destination districts are beginning to develop a coordinated response for migrant families.



### 3.7. GENDER EQUITY AND BENEFIT TO MARGINALIZED COMMUNITIES

#### Evaluation Question 7: To what extent has the project’s work on increasing capacity of CSOs be expected to advance gender equity and benefit marginalized communities?

A strategy to address gender equity and to ensure that the needs of marginalized communities were identified and addressed was built into the project design through the selection of the partner NGOs.

All the selected NGOs had pre-existing policies, objectives or activities related to gender, equity, and social inclusion. In addition to that, the Sakriya project has partnered with NGOs whose membership are representatives of marginalized groups who, as well as understanding their situation, are also well placed to reach out to this demographic through existing relationships and networks. The following NGOs that fit these categories were selected as partners:

- Those led by and with a high membership of marginalized and/or minority groups; Dalit, Muslim, Janajatis, Tharu, Tamang (TWUC, BASE, DHRWC, MANK, RDC, SDC, BUC), and
- Those led by and with a complete or high membership of women (SAN, GMSS, TWUC, MANK, DHRWC, CPO).

The evaluation can confirm that, as well as working across complete municipalities, this strategy has enabled an effective reach into some communities that may otherwise have been difficult.

The CBAR data that has been collected classifies the gender and ethnicity of the child laborers that have been identified. For example, the child labor CBAR data for Dhanusha district from the second round of research includes the following:

Figure 5. Example Child Labor CBAR Data for Dhanusha District in the Second Round of Research

Sector of Employment							Remarks
District	Municipal	Brick	Zari	Carpet	Others	Total	
Dhanusha	Bideha	123				123	85% boys, 15% girls. 46.8% Terai Dalits, 2.5% Muslim, 1.8% Terai Janajatis and 48.9% others. 52% - Indian child laborers 19% - Age below 10, 52% - Age 10-14, 29% - Age 15-17
	Aurahi	21				21	
	Mithila Bihari	89				89	

This ensures that whatever group the children belong to, this does not remain ‘hidden.’ The CBAR data has been used for advocacy and to instruct the development of SBCC materials and campaigns.

For example, 93% of the child laborers in Makwanpur district municipalities were identified as Hill Janajatis, and the partner NGO was able to focus SBCC work specifically on their community.

In terms of sex representation in the implementation of the project, the staff of the partner NGOs that work with the project include 39% women out of 44 staff members.

The data on the participation in project-supported training, found in Annex F, identifies the sex breakdown for each course and found that overall, out of 3,454 participants there have been 1,542 (or 45%) women.

### 3.8. M&E SYSTEMS

**Evaluation Question 8: How effectively has the project implemented its monitoring and evaluation systems (CMEP, pre-situational analysis, capacity assessment, etc.)? To what extent are these systems being used to identify trends and patterns, adapt strategies, and make informed decisions?**

#### PRE-SITUATIONAL ANALYSIS

The project's pre-situational analysis was finalized in May 2019, seven months after the project had commenced. It provides greater detail than the research and rapid assessment that was conducted before the project was selected and found that the overall situation was as it had been identified earlier. Information on the details of the updated NMPECL was available at the time and confirmed the fit of the project to the national context.

#### COMPREHENSIVE MONITORING AND EVALUATION PLAN

The CMEP was revised to incorporate the five-month extension of the implementation period as well as the expansion of the working municipalities from 30 to 45.

The CMEP has proven to be a useful process and document for identifying the M&E systems and using these to monitor and evaluate the results of the project. There is a high dependence on the NGO capacity assessments as a source of data, but this does provide a very good measure of the changing capacity of the partner NGOs, which is the objective of the project.

The presentation of some results in terms of the capacity assessments is rather bland and can easily miss what has really been achieved. For example, to say "100% of NGOs have completed at least two priority actions to address child labor" does not convey very much. However, this extract, from the narrative section of the Performance Monitoring Report (Annex A, part of the September 2021 TPR) presents what really has been achieved.

**Figure 6. Excerpt from September 2021 TPR**

From mid-line assessment it was observed that all 15 NGOs (100% have completed more than two priority actions to address CL in each organizational group. Specifically, by capacity group:

1. **Organizational Management and Strategy:** All NGOs have drafted, developed or revised their strategic plan and incorporated their plans to address child labor. Moreover, they drafted, developed or revised many guidelines or protocols such as Staff inclusion policy, GESI policy, Child protection policy, Fund raising strategy etc. and initiated implementation/practices.
2. **Understanding of child labor and mechanisms:** All NGOs drafted Child labor strategy. Staffs, board members and their CBO members have improved understanding on Child labor; identification and documentation of CL, Case management and Awareness raising.
3. **Identification and Documentation of Child Labor:** All NGOs have completed data collection for Community based Action Research in their targeted municipalities and currently replicating their research work in their newly added municipality. All 15 have designed and completed Case study research. The draft reports are in review process by SAN and World Education.
4. **Capacity to implement initiatives to address child labor:** Staffs of every NGO reported an improved understanding on Case Management process; they set up a mechanism for prevention, protection and prosecution at local level in coordination with government counterparts to address CL issues and implemented a number of initiatives for rescue and removal of child laborers using the systematic case management process.
5. **Awareness raising:** Staffs, board members and CBO members have developed their capacity on designing systematically planned evidence-based awareness raising campaigns. All have drafted

the communication strategy to address CL issues and based on their strategy and target audience analysis, designed awareness raising campaigns. Implementation is in progress.

This has resulted in an accurate but understated presentation of the project achievements in some of the project reporting.

Two other observations on the CMEP include:

1. The indicator for Sub-Outcome 2.1, 'Improved understanding by CSOs of audience, campaign strategy and media landscape on child labor,' is:

SOTC 2.1 Indicator: Percentage of CSOs whose staff demonstrate increased level of understanding of audience, campaign strategy and media landscape on child labor via a pre- and post-training questionnaire.

This indicator does not adequately address the outcome and is more of an output indicator for the training.

2. The indicator selected for Sub-Outcome 3.1, 'Improve implementation by CSOs of initiatives to address child labor,' is:

SOTC 3.1 indicator: Percentage of wards with at least one functional grievance mechanism in place.

This is a very focused indicator that has been selected for this sub-outcome which includes a number of different initiatives to address child labor. The achievement of this indicator has been constrained by the lack of existing LCRCs and WCRCs, and the focus on this singular aspect has resulted in what appears to be a failure in project implementation when looking at the results framework.

#### TECHNICAL PROGRESS REPORTS

These have been completed as required by USDOL and provide comprehensive information on the project's activities. However, in the main body of the report, the results in terms of progress towards the expected outcomes are not presented. This information is in Annex A of each TPR, and then, as noted in the previous section on the CMEP, much of this information is in a text column to the right-hand side of a document that would take 24 pages of A4 paper if printed out. The TPRs would give a clearer indication of project achievements if the results were presented in the main body of the report, leaving some of the details on activities to be presented in annexes.

#### CAPACITY ASSESSMENTS

This has been described in Section 3.3.1, as the capacity assessments are a central tool for the implementation of the capacity building process in addition to being one of the main measures of project outcomes. It has been a very effective methodology and the evaluation has made extensive use of the results from the midline assessment carried out in February to April 2021 and of the draft results from the endline survey in December 2021.

The baseline capacity assessments found that the partner NGOs needed to build foundational knowledge related to child labor concepts and the broader policy environment. In response, the project team provided orientations for all NGOs to increase their conceptual clarity on child labor and also provided an orientation to the NMPECL.

Since these capacity assessments are self-assessments by the partner NGOs, facilitated by the project team, there could be concerns about possible conflicts of interest. The evaluation

team saw no evidence of this but did see plenty of examples of how the partner NGOs have developed their capacity in different areas, including changes in policy and practice.

### **PARTNER NGO MONITORING**

There has been high turnover of M&E staff among the NGOs, and this has created additional work to support new staff, especially for M&E related to case management and on the child labor identified. Replacement partner NGO staff have been trained as necessary.

The partner NGOs prepared quarterly progress reports (program and financial), in addition to event reports, and submitted them to WEI. They also provided progress reports to the technical implementation partners.

Internally, the partner NGOs had regular monitoring against their action plans and regular monthly meetings. Most or all of the NGOs also had some form of monitoring by their board and shared their activities and findings with the wider staff.

The evaluation reviewed the Routine Data Quality Assessment (RDQA) forms completed by the project on the monitoring data provided by the partner NGOs and found that this has been carried out comprehensively. Actions were identified by the project where this was found necessary.

### **3.9. SUSTAINABILITY OF PROJECT OUTCOMES**

**Evaluation Question 10: To what extent are the project's plans for sustainability adapted to the local level, national level, and capacity of implementing partners?**

**Evaluation Question 11: Which project outcomes and key outputs are likely to be sustainable after the project ends? What factors affected their likelihood of sustainability?**

### **SUSTAINABILITY PLAN**

The Sakriya project has prepared a comprehensive and well-presented Sustainability Plan. This identified four cross-cutting strategies that are expected to ensure that the impacts of the project on civil society capacity and on child labor are long-lasting. These are:

1. Partner-led, collaborative, iterative approach to capacity building
2. Contextually tailored interventions
3. Strengthening coordination
4. Local government engagement

The evaluation findings confirm that these four strategies have been implemented effectively. The results have been very good, although understandably there are variations across the 15 partner NGOs and the 45 municipalities that have been the main focus of the project activities. Implementation constraints identified by the evaluation that have limited the effectiveness of these strategies include:

- The limited human resources in many of the municipalities, which has limited their ability to participate and more significantly to take on their expected roles and responsibilities effectively (mainly affecting Outcome 3),
- Slightly less time for the partner NGOs to practice or 'learn-by-doing' the new knowledge, skills and actions than originally planned, and
- Some changes of staff amongst the partner NGOs.

The Sustainability Plan also identifies required 'conditions for sustainability.' The one that poses a risk to sustainability is that 'Funding is available for civil society organizations to

continue working to combat child labor and ability to retain staff.’ The achieved level of capacity among the partner NGOs has been developed through training and financially supported practice/implementation. There are four important factors that mitigate against this risk:

1. The role and position of the partner NGOs in society and, in particular, in their communities. The NGOs were originally selected due to their pre-existing links with the communities in which they work. All the partner NGOs met by the evaluation team expressed their commitment to continue working in child labor. Each of the NGOs has developed a Child Labor Strategy which acts a guide and a commitment for the period following the closure of the project. Partner NGOs had quite clear ideas about how they would continue to work against child labor after the Sakriya project ends.
2. The capacity building of the NGOs has gone beyond the three project-supported staff and the project-supported activities. Other members of their staff, board members and other members have participated in training and activities. Some of the technical skills have already been applied in their non-Sakriya activities, some within child protection and some in other sectors. Policies and guidelines have been incorporated into the organizations as a whole.
3. There is a growing demand for the skills and services that the partner NGOs have been equipped with under each of the three outcomes of the Sakriya project. The positive pressure for this comes mainly from the MoLESS-led Child Labor-Free Municipality Declaration program in support of the NMPECL. The municipalities do not have the capacity to carry out the more technical requirements under this program, and the Department of Labor has limited capacity for enforcement at the provincial level but no capacity for extension work. Most of the municipalities met by the evaluation team recognized this need and that the partner NGOs now had the technical capacity to provide these services.
4. The municipalities have financial resources for child protection work. Additional financial resources are also available from the Child Labor-Free Municipality Declaration program.

## SUSTAINABILITY OF PROJECT OUTCOMES

**OUTCOMES 1 AND 2:** The partner NGOs have developed a good level of capacity in these two outcomes. If there are financial resources either from local government or from other donors, then they should be able to continue to carry out research on child labor, to provide the necessary survey results for municipalities to engage in policy formulation on child labor, and to carry out SBCC campaigns. There is a high likelihood that they will be able to access finances to support the Child Labor-Free Declaration process, either direct from the municipalities or from other sources.

The core knowledge and skills for survey and documentation, and for SBCC/awareness raising, are also easily transferred to many other sectors that the partner NGOs are already involved in. This capacity is already being used in this way by some of the partner NGOs.

**OUTCOME 3:** The capacity of the NGO partners to carry out case management has been developed to a high level. However, unlike the first two capacities, carrying out case management is dependent on collaboration with the municipalities as the local government authority for child protection. Partner NGOs are primary service providers, providing case management services in collaboration with the Women and Children’s Section. The

municipality government is the responsible authority for case management. The level of collaboration is good, with a high level of participation by municipality officials (elected and technical) in the case management training. The institutional framework of municipalities has developed significantly with the addition of child-related policies, guidelines and budget allocations. However, due to the human resource constraints within many of the municipalities, the capacity of the municipalities to manage the case management of vulnerable children is uncertain.

The partner NGOs have been able to utilize the case management skills in other areas of their work involving child protection. In addition, partner NGO staff have received the ten-day ToT on Case Management and Basic Helping Skills, and most of them have conducted a one-day Case Management training for LCRC/WCRC/CBOs and non-Sakriya staff and board members. They are cascading the knowledge and skills gained from case management within their organization and municipality.

Under this outcome, the partner NGOs have successfully expanded and strengthened their government and non-government networks. There has been greater exposure to different levels of government than many of them have had before. In addition, they have all increased the depth of interaction with some of their CBO network members. These are all developments which will help them to continue their role as service providers within child labor and in other sectors.

## 4. LESSONS LEARNED AND PROMISING PRACTICES

### 4.1. LESSONS LEARNED

These lessons are learned from the experiences of the project, both positive and negative, that should be taken into account in future projects and interventions.

1. Critical assumptions for the theory of change and their level of risk need to be identified in project documents when the theory of change is presented. Identifying these later, when the CMEP is developed, exposes the project to an unknown level of risk.
2. The results and sustainability of development projects are often constrained by the limits to the implementation period. If a significant amount of time is lost due to the need for the grantee to make an agreement with the government of the country concerned, then this is likely to have a negative impact on the outcomes.
3. A blended approaches to training, where there is a mix of online training and face-to-face practical teaching and coaching, is a cost-effective approach, although overall effectiveness may be reduced.
4. Regular mentoring and coaching are required in order to develop, finalize and endorse new policies and guidelines within institutions, whether it is CSOs or local government.
5. The project structure, with a coordinating institution and three implementing partners, resulted in time-consuming reporting and coordination for the local partners (NGOs).

### 4.2. PROMISING PRACTICES

These promising practices come from the project's experience and may be useful to replicate in some way in future projects.

1. **STRATEGIC SELECTION OF PARTNER NGOS:** The selection of partner NGOs, who in this project were also the main beneficiaries, provided an opportunity to embed certain

project priorities and principles within the structure of the project. Partner NGOs were purposefully selected with one or more of these characteristics:

- NGOs with strong identification with the locality and with solid CBO networks in the community,
  - NGOs that are strongly embedded in districts/communities with large numbers of factories or home-based workshops,
  - NGOs that work in child labor source districts/communities of child labor for prevention awareness-raising activities,
  - NGOs led by and with a high membership of marginalized and/or minority groups, and
  - NGOs led by and with a high membership of women.
2. **NGO CAPACITY ASSESSMENT TOOL:** The externally facilitated self-assessment of different facets of organizational capacity has been a very effective intervention for capacity building. The benefits of this include:
    - Promoted self-realization of strengths and weaknesses,
    - Increased understanding of what knowledge and competencies are required to become proficient in a capacity,
    - Provided a benchmark so that all those involved can recognize change when it occurs, and
    - Gave a basis for preparing an action plan to address issues and develop improved capacity.
  3. **NGO CAPACITY DEVELOPMENT PROCESS:** The engine of change in this project was a repeated cycle of, ‘Capacity self-assessment – action planning – receiving training – practice with mentoring – capacity re-assessment – action planning,’ etc. This was a very intensive process, with practice in the real world producing real results that provided real benefits in addition to building capacity.
  4. **LEARNING PROCESS:** The project has promoted a ‘learning-by-doing’ approach, not just for the capacity development of the partner NGOs, but also for the project delivery. The curriculum and content of the three main training programs (one from each technical partner) was piloted through training provided to the two partner NGOs based close to Kathmandu. Staff of the other technical partners also participated and provided feedback. The training materials were revised, including extending the duration, prior to rolling out the training to the main bulk of partner NGOs.
  5. **EARLY COMPLETION OF TRAINING MANUALS:** Training manuals and guidelines, at least in usable draft form, were prepared early in the project, enabling them to be used during implementation rather than just being a project product.
  6. **PROVISION OF SUPPORT TO MUNICIPALITIES MANAGED THROUGH A SINGLE ORGANIZATION:** The technical expertise for each of the three outcomes has come from three different specialist organizations providing training and support. Due to the role of the partner NGOs, with a single NGO for each municipality, there has been a single focal point for the development of ‘Round Table’ meetings and action plans and for the provision of services to the municipality. The evaluation was not able to verify what effect this had on the municipalities, but it is expected that this made it simpler for them to engage with the support from the three technical providers.

7. **LOCALIZED EVIDENCE-BASED INFORMATION AS AN EFFECTIVE BASIS FOR ENGAGEMENT WITH LOCAL GOVERNMENTS:** The partner NGOs carried out systematic child labor identification within specific wards and municipality areas which they then presented to the municipality administration. This localized data provided a basis for advocacy to the municipality and other stakeholders to recognize the situation and to make appropriate plans to address it.
8. **WORKING WITH VERY LOCAL EXISTING CBOS:** The partner NGOs had networks with very local CBOs (youth groups, women's groups, school management committees, etc.). This enabled them to have a reach into specific communities. Most of the research work was carried out by members of these CBOs. SBCC was implemented with their assistance and care, and referral activities were able to benefit from the participation of CBO members.

## 5. CONCLUSION

### PROJECT DESIGN AND STRATEGY

The strategies of the Sakriya project were directly relevant to the current context of Nepal as it begins to establish local government systems under the new federal constitution. They also contribute directly to the two main policy initiatives to address child labor: the NMPECL and the Child Labor-Free Municipality initiative of MoLESS. The criteria used for selecting partner NGOs enabled access to marginalized groups and communities. The lack of a mandate to work on cross-border issues resulted in limited services being available to many of the child laborers identified.

The project's theory of change was valid. The critical assumption that local government will have financial and human resources to provide the support and rehabilitation services that child laborers require was not met to its full extent, with significant under-staffing which limited participation in project activities and limited the municipalities' ability to implement actions.

### PROJECT EFFICIENCY

The NGO capacity assessment was a very effective instrument, providing a baseline of their capacity level as well as developing self-awareness of capacity needs. The NGO capacity development process of 'training – practice – coaching' was very intensive and delivered to 15 partner NGOs.

It took 11 months before GoN approval of the project was obtained. The project mobilized quickly after this and showed considerable flexibility in its response to the COVID-19 pandemic. COVID-19 was a significant constraint to the implementation of the project, requiring a shift to remote working and the development of blended training with a combination of real and virtual training and meetings. COVID-19 also impacted the context of the project, with the curtailment of industry, significant negative impacts on livelihoods, and additional priority responsibilities for local government.

The limited human resources within the municipalities was a minor constraint to Outcomes 1 and 2, and a significant constraint to Outcome 3 in which the municipality staff are directly involved.



## PROJECT EFFECTIVENESS

Outcome 1, 'Increased capacity of the partner NGOs to identify and document child labor,' has been very successful. SAN has delivered training on child labor research to staff and members of the partner NGOs and to some of their cooperating CBOs. CBAR and case studies have been carried out and the results have been used to engage with and assist municipalities in preparing action plans to address child labor.

Outcome 2, 'Increased capacity of the partner NGOs to raise awareness on child labor,' has been successful. Training was provided by AFN, followed by the preparation of SBCC materials. With the cooperation of CBOs, awareness campaigns have been carried out with a focus on specific groups and communities. There is no information on how effective the campaigns have been.

Outcome 3, 'Increased capacity of the partner NGOs to implement initiatives to address child labor,' has been achieved, particularly in the area of providing case management services. Tdh has provided training for this outcome, and in addition to the partner NGOs, municipality officials and CBO members have also participated. Significant institutional development in terms of policies and guidelines has been developed by the NGOs and the municipalities. There were some constraints to the level of response by the Women and Children's Section of the municipalities due to the limited number of staff.

The Sakriya project objective, to 'Improve capacity of civil society to better understand and address child labor in the brick, zari and carpet sectors' in 15 partner NGOs has been successful. Some additional results, beyond what was originally planned, have also been achieved.

## PROMISING PRACTICES

A number of promising practices have been used by the Sakriya project, as follows:

- Strategic selection of partner NGOs,
- NGO capacity assessment tool,
- NGO capacity development process,
- Learning process,
- Early completion of training manuals,
- Provision of support to municipalities managed through a single organization,
- Localized evidence-based information as an effective basis for engagement with local governments, and
- Working with very local existing CBOs.

## SUSTAINABILITY OF RESULTS

The expectation of sustainability for Outcomes 1 and 2 is high, with many changes institutionalized within the partner NGOs, some of the capacity improvements already being utilized in the NGOs' non-Sakriya activities, and good prospects that financial resources will be accessible for further work.

Outcome 3 has the same positive characteristics for the partner NGOs as identified for Outcomes 1 and 2, but the capacity developed within the municipalities is more fragile. Changes have been institutionalized, but the level of engagement in the process has been constrained by the resources available in the municipality and by the extent of their responsibilities beyond child labor.

## 6. RECOMMENDATIONS

As this is a final evaluation, there are few recommendations for the project itself.

**Table 12. Recommendations and Supporting Evidence**

Recommendation	Evidence	Page Numbers
<b>Recommendations for USDOL</b>		
1. Ensure that critical assumptions for the theory of change and their level of risk are clearly identified in project proposals and initial project documents. If these are only identified when the CMEP is developed, it exposes the project to an unknown level of risk.	Critical Assumptions are not presented in the project document, only in the CMEP.	19
2. When projects are planned in countries where experience shows that there may be a considerable time lapse before approval is granted, then this approval should be obtained prior to the start date of the project.	Following the official start date of the project, it took a further 11 months before agreements could be signed with partners and implementation could commence.	21
3. Technical Progress Reports should have an explicit section in the main body of the report where a summary of the outcome achievements is presented. This is in addition to the detailed information contained in the annex on the Performance Monitoring Plan results. Some details on activities can be presented in annexes.	Sakriya TPRs have an extensive section on 'Progress towards outcomes,' but outcomes are only presented in the annex with the PMP.	47,48
<b>Recommendations for Sakriya project</b>		
4. Antenna Foundation Nepal should assess the effectiveness of the promoted awareness-raising process and methods, either directly or indirectly by enabling the partner NGOs to do this, and then prepare an overview report on the effectiveness of the campaigns carried out.	A report on the effectiveness of campaigns was an expected output from the project. Work towards this has only just been initiated following the interaction with the evaluation team.	35,36
5. The database management information system (DBMIS) for storing SBCC materials developed by the different partner NGOs needs to be made accessible to all the partner NGOs.	Partner NGOs can upload materials to the DBMIS but are unable to access the materials of other NGOs.	36
<b>Recommendation for USDOL, MoLESS, ILO, UNICEF, WEI</b>		
6. In future child labor elimination projects that include sectors such as brick kilns and embroidery, where there is a significant number of migrant workers (internal and/or external), provision needs to be made to promote cooperation between the relevant authorities in both source and destination locations.	Sakriya was not able to organize cross-border cooperation with organizations in India.  Within Nepal the linkages between source and destination districts are in their infancy.	28, 40, 45

## ANNEX A. LIST OF DOCUMENTS REVIEWED

### Project Documents and Reporting

- USDOL Funding Opportunity Announcement (FOA) for Building the Capacity of Civil Society to Combat Child Labor and Forced Labor and Improve Working Conditions
- Project document
- Project revision requests
- Comprehensive Monitoring and Evaluation Plan (CMEP)
- Pre-situational analysis (PSA) for Sakriya—Civil Society Action to End Exploitative Child Labor May 7, 2019
- Technical Progress Reports (TPRs) including Annex A on CMEP and work plans
- USDOL correspondence regarding TPRs
- Presentations made to the evaluation team by WEI, SAN, AFN and Tdh (the implementing team)
- Presentations made to the evaluation team by CDS, UEMS, MANK, TMUS, BASE, DHRWC (partner NGOs)
- Child Labor CSO Capacity Assessment; Baseline and Midline reports and data from endline
- RDQA filled format

### Training, Research and Capacity Building Materials produced by the Project

- Handbook of Community-Based Research on Child Labour, SAN
- CBAR Manual, SAN
- Case Study Manual, SAN
- Training Manual for Process Training, SAN
- National level policy briefs/leaflets on, CL and Education, CL and occupational Health, CL and prosecution & case management, SAN
- Reports on Provincial level Policy Dialogues in provinces 2, 3 and 5 (three separate events), SAN, February 2022
- Report on National Symposium on Ending Child Labor, SAN, February 2022
- Audience Analysis Report, ANF
- Media Analysis Report, ANF
- SBCC Communication Strategy, ANF
- SBCC Training Manual, ANF
- Case Management Training Manual (5-day course), Tdh
- Case Management Training Manual (1-day), Tdh
- Case Management ToT Manual (10-day), Tdh

- Manual, Module and Schedule for 9-day Case Management & Basic Helping Skills for LCRC & WCRC Representatives, Tdh
- 3 days Case Management Training Manual, Module and Schedule, Tdh
- Learning Paper, Tdh

#### **Materials Produced by Project Beneficiaries (partner NGOs and municipalities)**

- Research reports (CBAR, Case Studies, Policy Briefs)
- Awareness raising materials (skits, scripts and airing of PSA in different local languages about child labor)
- Municipality's Action Plans
- Municipality's Service Mapping
- Municipality's LCRC and WCRC Guidelines
- Municipality's Child Fund Guidelines
- NGO's Child Labour Strategy (in draft)
- NGO's Confidentiality/Safeguarding Guidelines
- NGO's Referral guidelines
- NGO's 3R guidelines
- NGO's Child Protection Policy

#### **References on the Context**

- Child Labour (Prohibition and Regulation) Act 2056 (2000), HMG Nepal
- National Master Plan on the Elimination of Child Labour 2018-2028; MoLESS GoN, 2018
- Report on the Nepal Labour Force Survey, 2017/18, Nepal Central Bureau of Statistics and ILO
- Procedure for Declaration of Local Level as Child Labor Free Zone, MoLESS GoN, 2020 [child-labour-free-local-government.pdf \(moless.gov.np\)](https://www.moless.gov.np/child-labour-free-local-government.pdf)
- Ministry of Labour, Employment and Social Security, Nepal: Extension of the Child Labour Free Local Level (Government) Declaration program in 50 Municipalities (Pledge); January 2021
- Findings on the Worst Forms of Child Labor 2020: Nepal. USDOL; 2021
- Strengthening community engagement in Nepal during COVID-19: community-based training and development to reduce child labour Stephen Larmar, Merina Sunuwar, Helen Sherpa, Roopshree Joshi & Lucy P. Jordan, Published online: 30 Nov 2020. <https://www.tandfonline.com/doi/full/10.1080/02185385.2020.1833749>
- Policy Paper: Municipal Government Management of the Brick Industry in Nepal to Address Child Labor and Exploitive Labour. World Education, July 2020

- Equity Focused Assessment of Secondary Effects of COVID-19 on Families and Children in Nepal: ENDLINE SURVEY REPORT: ALL ROUNDS UNICEF NEPAL COUNTRY OFFICE April-May 2021
- Report on Employment Relationship Survey in the Brick Industry in Nepal; December 2020: Central Bureau of Statistics, GoN, ILO, UNICEF

## **ANNEX B. SAKRIYA PROJECT FINAL EVALUATION ITINERARY**

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## ANNEX C. STAKEHOLDER WORKSHOP AGENDA

### Stakeholders' Validation Workshop for the Final Evaluation of the

#### WEI/USDOL

#### Sakriya project

Wednesday 2<sup>nd</sup> March 2022

Time	Major Activities
	<ul style="list-style-type: none"> <li>o Welcome and registration</li> </ul>
02:00-02:30	<ul style="list-style-type: none"> <li>o Welcome speech by Helen Sherpa, Country Director, WE</li> <li>o Objectives of the evaluation and expectations of the workshop by Keith Jeddere-Fisher, Evaluation Consultant</li> </ul>
02.30– 03.00	<ul style="list-style-type: none"> <li>o Introductions of the participants</li> <li>o Presentation on the Sakriya project</li> </ul>
03.00 – 03.30	<ul style="list-style-type: none"> <li>o Presentation on the draft findings of the evaluation by the evaluation consultants</li> </ul>
03.30 – 04.00	<ul style="list-style-type: none"> <li>o Plenary discussion/feedback on the evaluation findings</li> </ul>
04.00 – 04.30	<ul style="list-style-type: none"> <li>o Summary of main points/conclusions from the w/s by Keith Jeddere-Fisher</li> </ul>
04:30 – 04.45	<ul style="list-style-type: none"> <li>o Closing remarks and thanks</li> </ul>
04.45 onwards	<ul style="list-style-type: none"> <li>o Hi-Tea</li> </ul>

**ANNEX D. TERMS OF REFERENCE**

**FINAL EVALUATION**

**SAKRIYA: CIVIL SOCIETY ACTION TO END  
EXPLOITATIVE CHILD LABOR  
IN NEPAL**

**SUBMITTED TO**

United States Department of Labor  
Bureau of International Labor Affairs  
200 Constitution Ave. NW  
Washington, DC 20210  
[www.dol.gov/ilab](http://www.dol.gov/ilab)

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## 1. BACKGROUND AND JUSTIFICATION

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 U.S. Department of Labor (USDOL). ILAB's mission is to promote a fair global playing field for workers in the United States and around the world by enforcing trade commitments, strengthening labor standards, and combating international child labor, forced labor, and human trafficking.

OCFT works to combat child labor, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the U.S. Congress has appropriated funds annually to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by USDOL support sustained efforts that address child labor and forced labor's underlying causes, including poverty and lack of access to education.

This evaluation approach will be in accordance with DOL's Evaluation Policy<sup>16</sup>. OCFT is committed to using the most rigorous methods applicable for this qualitative performance evaluation and to learning from the evaluation results. The evaluation will be conducted by an independent third party and in an ethical manner and safeguard the dignity, rights, safety and privacy of participants. The quality standards underlying this evaluation are: Relevance, Coherence (to the extent possible), Effectiveness, Efficiency, Impact (to the extent possible), and Sustainability.<sup>17</sup> In conducting this evaluation, the evaluator will strive to uphold the American Evaluation Association Guiding Principles for Evaluators.<sup>18</sup> OCFT will make the evaluation report available and accessible on its website.

### PROJECT CONTEXT

While Nepal has made progress in reducing child labor and exploitative labor over the past two decades, still an estimated one third of children aged 5 to 14 in Nepal work, approximately two million children (USDOL, 2017). This number does not include children older than 14, who, while legally allowed to work, are still vulnerable to exploitation, including in the Worst Forms of Child Labor (WFCL). Of children working, roughly half face exploitative conditions, and about 621,000 are engaged in hazardous work (ILO, 2018).<sup>19</sup>

In March 2019, the Government of Nepal released its report on the 2017-2018 Nepal Labour Force Survey. For the first time, this report mentions child labor, although it refers to a planned future report that will cover the topic in more detail. The ongoing effort to combat child labor and abuses of adult laborers in Nepal now plays out against a backdrop of seismic shifts in the policy, governance, and civil society landscape, as the country transitions to a federal system. The transition presents both threats—as old policies, structures, and processes have become defunct—as well as opportunities, as civil society and newly elected leaders can work together to capitalize

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<sup>16</sup> [U.S. Department of Labor Evaluation Policy](#).

<sup>17</sup> These criteria stem from [Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use by the Organization for Economic Development's Development Assistance Committee \(OECD-DAC\) Network on Development Evaluation](#). DOL determined these criteria are in accordance with the OMB Guidance M-20-12.

<sup>18</sup> [American Evaluation Association's Guiding Principles](#).

<sup>19</sup> ILO, 2018: <http://www.ilo.org/kathmandu/areasofwork/child-labour/lang-en/index.htm>

on the opportunity for a fresh start and greater control over resources and services at the local level.

The project focuses on child labor in three of the four goods-producing industries cited by USDOL as using children in the WFCL: brick production, embroidery (zari) and carpets.<sup>20</sup> Many of the same characteristics that allow exploitation and child labor to flourish in these sectors also obfuscate the dimensions of the problem and make accurate data scarce: in the brick industry seasonal workers are contracted by labor brokers (naikes) and employment records are not kept; the embroidery (zari) industry is largely unregulated and hidden from sight, with manufacturing units having fragmented and retreated further into hiding following raids in 2012 to remove child laborers; in the carpet industry, the more reputable factories are well managed and regulated, but worker shortages have caused fragmentation and many contractors have set up small subsidiary production units in remote, less regulated villages.

**Bricks:** Current estimates suggest that over one third (60,000) of the 175,000 workers in the brick sector today are children<sup>21</sup>, but the number could be much higher. Brick production is an exploitative labor sector that negatively impacts entire families in a variety of ways: (a) per-piece remuneration encourages long hours and acceptance of exploitative conditions; (b) workers face serious health hazards including long hours of physical labor, dust inhalation, and extreme heat from kilns; (c) recruiters offer large advances to entice workers, which effectively creates a situation of debt bondage for whole families.

**Embroidery (Zari) Sector:** Boys as young as eight are subjected to some of the most disturbing and severe forms of exploitation, including long working hours (up to 14 hours a day), negligible compensation and physical violence. USDOL and the Legatum Foundation supported programming (from 2009-2014) to remove children from this sector; however, many factories only released the youngest trafficked children. A 2011 survey of 100 factories identified 727 children, with 70% under 14 (legal working age).<sup>22</sup>

**Carpets:** The carpet industry in Nepal reached its peak in the 1992/93 with 3,126,290 m<sup>2</sup> worth \$206.27 million in exports and as many as 300,000 workers employed.<sup>23</sup> Concerns about child labor led to pressure to register and regulate the industry more, and the Rugmark (now Goodweave) certification system brought the larger export factories under their system. According to the Central Carpet Industry Association, the industry declined by about 80% from 2000 to 2014 in terms of square meter output.<sup>24</sup> A 2012 USDOL/ICF International study estimated that 714 factories and 15,847 households were engaged in Nepal's carpet industry, employing a total workforce of 49,539 workers, of whom 10,907 were children (22%).<sup>25</sup>

## PROJECT SPECIFIC INFORMATION

The Sakriya project (which means “active” in Nepali) works to build the capacity of Nepalese civil society organizations to more effectively detect and combat forced child labor and other labor

<sup>20</sup> The fourth sector in Nepal listed by DOL as WFCL involved in the production of a good, mining for aggregate, has not been prioritized as this sector is rapidly mechanizing and faces pressure over environment impacts, and is therefore unlikely to be a major industry of concern for child labor or forced labor in the future.

<sup>21</sup> <http://www.globalfairness.org/our-work/our-programs/better-brick-nepal>

<sup>22</sup> Child Development Society /World Education (2013) Child Labor in the Zari Industry Action Research Report

<sup>23</sup> ILO 2002 – Nepal: Child Labour in the Nepalese Carpet Sector; A Rapid assessment

<sup>24</sup> <http://nepalcarpet.org/export-expects/>

<sup>25</sup> ICF International (2012) Children working in the carpet industry in India, Nepal and Pakistan: Summary report of the Carpet Research Project – USDOL/ILAB

abuses<sup>26</sup> in Nepal's brick, embroidery (zari), and carpet weaving sectors. The project began in October 2018 through a cooperative agreement between OCFT and World Education Inc. (WEI), and it is currently scheduled to end in July 2022. The project is implemented by WEI in partnership with three organizations (technical partners): Swatantrata Abhiyan Nepal (SAN), Antenna Foundation Nepal (AFN), and Terre des hommes (Tdh). WEI provides the overall leadership of Sakriya, Tdh works with the CSO networks on case management and to engage with local government, while SAN builds CSO research capacity, and AFN builds advocacy and awareness raising capacity.

The project supports a core group of civil society actors (15 non-governmental organizations) and aims to build their capacity to understand and address child labor, through training, coaching, and supported initiatives. The project works to improve the capacity of these organizations to identify and document child labor, raise awareness of these problems; and improve capacity to implement initiatives to address child labor. In June 2020, Sakriya received approval from USDOL to incorporate into the project activities to respond to COVID-19 in line with the project's original objectives. In December 2020, USDOL approved a five-month extension (the project was originally scheduled to end in September 2021) and additional funding to expand the project's geographic coverage and respond to increased risks of child labor resulting from the COVID-19 pandemic and its economic fallout. In September 2021, USDOL approved a no-cost extension that shifted the project's end date to July 2022.

Sakriya's main objectives are as follows:

**Project-Level Objective:** Improve capacity of civil society to better understand and address child labor in the brick, zari, and carpet sectors

- **Outcome 1:** Improved capacity of civil society to identify and document, independent, and objective information on the nature and scope of child labor in the brick, embroidery ("zari), and carpet sectors
- **Outcome 2:** Improved capacity of civil society to raise awareness for the protection of workers from child labor
- **Objective 3:** Improved capacity of civil society to raise implement initiatives to address child labor

To achieve these objectives, Sakriya collaborates with and supports 15 local and regional non-governmental organizations (NGOs) with a strong presence in the targeted sectors. These 15 NGOs will then work with their networks of smaller Community-Based Organizations (CBOs). This approach will ensure localized, contextually-relevant, community-driven approaches to the diverse drivers and impacts of child labor in different geographic areas and sectors.

The consortium of implementing partners work with locally-focused CSOs in three provinces—Province 2, Province 3, and Province 5—with activities in five districts in each province. Under the new federal system, the project selected an average of two municipalities in each former district to target with activities. With the additional funds approved in December 2020, the target area expanded to include an additional municipality in each district, increasing the total from 30 to 45.

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<sup>26</sup> Sakriya focuses on child labor, although the project has encountered cases of forced labor in the course of work targeting child labor, for example in the case of a family in forced labor in the brick sector. Sakriya addresses such cases as they arise, primarily by notifying relevant authorities. However, forced labor is not a particular focus of the project.

## 2. PURPOSE AND SCOPE OF EVALUATION

### EVALUATION PURPOSE

The purpose of the final performance evaluation covered under this contract includes, but may not be limited to, the following:

- Assessing the relevance of the project in the cultural, economic, and political context in the country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders;
- Assessing if the project has achieved its objectives and outcomes, identifying the challenges encountered in doing so, and analyzing the driving factors for these challenges;
- Assessing the intended and unintended effects of the project;
- Assessing lessons learned and emerging practices from the project (e.g., strategies and models of intervention) and experiences in implementation that can be applied in current or future projects in the focus country(ies) and in projects designed under similar conditions or target sectors; and
- Assessing which outcomes or outputs can be deemed sustainable.

### INTENDED USERS

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's performance, its effects on project participants, and an understanding of the factors driving the project results. The evaluation results, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

## 3. EVALUATION QUESTIONS

Below are specific focus areas that need to be addressed during the evaluation process. These should be discussed with the evaluator and incorporated into questions as needed.

### Relevance and Coherence

1. To what extent was the project's theory of change valid and coherent, given the overall implementing environment?
2. Were the project strategies relevant to the specific needs of project participants, communities, and other stakeholders in the country?

### Effectiveness and Efficiency

3. To what extent has the project achieved its expected outcomes at the time of the evaluation, and is the project likely to achieve them by the end of the period of performance? Specifically,

- a) To what extent did target CSOs improve their capacity to identify and document independent, and objective information on the nature and scope of child labor (Outcome 1)?
  - b) To what extent did target CSOs improve their capacity to raise awareness for the protection of workers from child labor (Outcome 2)?
  - c) To what extent did target CSOs improve their capacity to implement initiatives to address child labor (Outcome 3)?
4. To what extent were the resources, training, and support effective in benefiting stakeholders at the individual and organizational level for each outcome? Specifically,
    - a) To what extent did the project adjust its capacity building activities due to the COVID-19 pandemic? Which training interventions from the original project design were effective prior to the COVID-19 pandemic?
    - b) What training interventions from the adjusted project design were most effective? Were there instances when online training was more effective than in-person (non-pandemic) training?
  5. What were the key internal or external factors that limited or facilitated the achievement of project outcomes?
  6. How effectively has the project engaged with relevant stakeholders to implement activities and achieve its outcomes?
  7. To what extent has the project's work on increasing capacity of CSOs be expected to advance gender equity and benefit marginalized communities?
  8. How effectively has the project implemented its monitoring and evaluation systems (CMEP, pre-situational analysis, capacity assessment, etc.)? To what extent are these systems being used to identify trends and patterns, adapt strategies, and make informed decisions?
  9. How has the COVID-19 pandemic influenced project results and effectiveness, and how has the project adapted to this changing context?

### **Sustainability**

10. To what extent are the project's plans for sustainability adapted to the local level, national level, and capacity of implementing partners?
11. Which project outcomes and key outputs are likely to be sustainable after the project ends? What factors affected their likelihood of sustainability?

In general, guidelines for OCFT evaluations include:

#### **ALL EVALUATIONS:**

- Should identify which interventions are most effective at producing the desired

outcomes

- Should identify which outcomes and, where applicable, which outputs have the greatest likelihood of being sustained after donor funding ends
- Should objectively rate the level of achievement of each of the project's major outcomes on a four-point scale (low, moderate, above-moderate, and high).
- As relevant during final evaluations, should assess whether the results from the RDQA were used by the project to formulate and implement measures to strengthen their data management and reporting system and improve data quality.

#### FINAL EVALUATIONS:

- Should include information following up on midterm evaluation recommendations.
- Should include activity to review CMEP data with grantee.

## 4. EVALUATION METHODOLOGY AND TIMEFRAME

The evaluation methodology will consist of the following activities and approaches:

### A. APPROACH

The evaluation approach will be qualitative and participatory in nature, and use project documents including CMEP data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders and project participants will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders and project participants.

To the extent that it is available, quantitative data will be drawn from the CMEP and project reports and incorporated in the analysis. In particular, project monitoring data shall be triangulated with relevant quantitative or qualitative data collected during fieldwork, in order to objectively rate the level of achievement of each of the project's major outcomes on a four-point scale (low, moderate, above-moderate, and high).

The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child

labor<sup>27</sup> and UNICEF Principles for Ethical Reporting on Children.<sup>28</sup>

3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

## B. EVALUATION TEAM

The evaluation team will consist of:

1. The lead evaluator
2. As appropriate an interpreter fluent in necessary languages will travel with the evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process, or interviews.

The lead evaluator will be responsible for developing the methodology in consultation with (Contractor), USDOL, and the project staff; assigning the tasks of the national consultant (as applicable); assigning the tasks of the interpreter for the field work (as applicable); directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial results of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator. The interpreter should be impartial and independent from the grantee in order to mitigate potential bias.

## C. DATA COLLECTION METHODOLOGY

### 1. DOCUMENT REVIEW

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- The evaluator shall also review the Routine Data Quality Assessment (RDQA) form completed by the grantee. The evaluator shall assess whether results from the RDQA were used by the project to formulate and implement measures to strengthen their data management and reporting system and improve data quality. The evaluator's

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<sup>27</sup> Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour (TBP MAP Paper III-02). ISBN 92-2-115165-4. Geneva: December 1, 2003.

<sup>28</sup> UNICEF Principles for Ethical Reporting on Children.

analysis should be included in the evaluation report.

- The evaluator shall also review key CMEP outcome and OCFT Standard Output indicators with the grantee. This will include reviewing the indicator definitions in the CMEP's Performance Monitoring Plan (PMP) and the reported values in the Technical Progress Report (TPR) Annex A to ensure the reporting is accurate and complete.
- Documents may include:
  - CMEP documents and data reported in Annex A of the TPR,
  - Routine Data Quality Assessment (RDQA) form as appropriate
  - Baseline and endline survey reports or pre-situational analyses,
  - Project document and revisions,
  - Project budget and revisions,
  - Cooperative Agreement and project modifications,
  - Technical Progress and Status Reports,
  - Project Results Frameworks and Monitoring Plans,
  - Work plans,
  - Correspondence related to Technical Progress Reports,
  - Management Procedures and Guidelines,
  - Research or other reports undertaken (KAP studies, etc.), and,
  - Project files (including school records) as appropriate.

## 2. QUESTION MATRIX

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation results are coming from. The Contractor will share the question matrix with USDOL.

## 3. INTERVIEWS WITH STAKEHOLDERS

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of, but not limited to: children, youth, community members in areas where awareness-raising activities occurred, parents of project participants, teachers, government representatives, employers and private-sector actors, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, such as implementers, partners, direct and indirect participants, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor situations
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations



- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project participants (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- U.S. Embassy staff members

#### 4. FIELD VISITS

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits, the evaluator will observe the activities and outputs developed by the project. Focus groups with project participants will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

#### 5. OUTCOME ACHIEVEMENT AND SUSTAINABILITY RATINGS

The evaluator should objectively rate the level of achievement and potential for sustainability of each of the project's outcomes on a four-point scale (low, moderate, above-moderate, and high).

##### ACHIEVEMENT

**“Achievement”** measures the extent to which a development intervention or project attains its objectives/outcomes, as described in its performance monitoring plan (PMP).

For assessing the achievement of program or project outcomes, the evaluation team should consider the extent to which the objectives/outcomes were achieved and identify the major factors influencing the achievement or non-achievement of the objectives/outcomes. **For interim evaluations**, the evaluation team should also consider the likelihood of the objectives/outcomes being achieved by the end of the project if the critical assumptions hold, as well as the extent the project requires course corrections to bring it back on track. **For final evaluations**, the evaluation team should consider to what extent the project is likely to meet or exceed its targets by project end.

Project achievement ratings should be determined through triangulation of qualitative and quantitative data. The evaluation team should collect **qualitative data** from key informant interviews and focus group discussions through a structured data collection process, such as a survey or rapid scorecard. Interviews and focus groups can also provide context for the results reflected in the Data Reporting Form submitted with the Technical Progress Report (TPR). The evaluation team should also analyze **quantitative data** collected by the project on key performance indicators defined in the Performance Monitoring Plan (PMP) and reported on in the TPR Data Reporting Form. The evaluation team should consider the reliability and validity of the performance indicators and the completeness and accuracy of the data collected. The assessment of quantitative data should consider the extent to which the project achieved its targets and whether these targets were sufficiently ambitious and achievable within the period evaluated. **The evaluation team should assess each of the project's objective(s) and outcome(s) according to the following scale:**

- **High:** met or exceeded most targets for the period evaluated, with mostly positive feedback from key stakeholders and participants.
- **Above-moderate:** met or exceeded most targets for the period evaluated, **but** with mostly neutral or negative feedback from key stakeholders and participants.
- **Moderate:** missed most targets for the period evaluated, **but** with mostly positive feedback from key stakeholders and participants.
- **Low:** missed most targets for the period evaluated, with mostly neutral or negative feedback from key stakeholders and participants.

## SUSTAINABILITY

“Sustainability” is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. When evaluating the sustainability of a project, it is useful to consider the likelihood that the benefits or effects of a particular output or outcome will continue after donor funding ends. It also important to consider the extent to which the project takes into account the actors, factors, and institutions that are likely to have the strongest influence over, capacity, and willingness to sustain the desired outcomes and impacts. Indicators of sustainability could include agreements/linkages with local partners, stakeholder engagement in project sustainability planning, and successful handover of project activities or key outputs to local partners before project end, among others.

The project’s Sustainability Plan (including the associated indicators) and TPRs (including the attachments) are key (but not the only) sources for determining its rating. **The evaluation team should assess each of the project’s objective(s) and outcome(s) according to the following scale:**

- **High:** strong likelihood that the benefits of project activities will continue after donor funding is withdrawn and the necessary resources<sup>29</sup> are in place to ensure sustainability;
- **Above-moderate:** above average likelihood that the benefits of project activities will continue after donor funding is withdrawn and the necessary resources are identified but not yet committed;
- **Moderate:** some likelihood that the benefits of project activities will continue after donor funding is withdrawn and some of the necessary resources are identified;
- **Low:** weak likelihood that that the benefits of project activities will continue after donor funding is withdrawn and the necessary resources are not identified.

In determining the rating above, the evaluation team should also consider the extent to which sustainability risks were adequately identified and mitigated through the project’s risk management and stakeholder engagement activities. **For final evaluations**, the evaluation team should assess the risk environment and its expected effects on the project outcomes after the project exits and the capacity/motivation/resources/linkages of the local actors/stakeholders to sustain the outcomes produced by the project.

## D. ETHICAL CONSIDERATIONS AND CONFIDENTIALITY

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data

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<sup>29</sup> Resources can include financial resources (i.e., non-donor replacement resources), as well as organization capacity, institutional linkages, motivation and ownership, and political will, among others.

collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and project participants, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

#### **E. STAKEHOLDER MEETING**

Following the field visits, a stakeholder meeting will be organized by the project and led by the evaluator to bring together a wide range of stakeholders, including the implementing partners and other interested parties to discuss the evaluation results. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork. ILAB staff may participate in the stakeholder meeting virtually.

The meeting will be used to present the major preliminary results and emerging issues, solicit recommendations, discuss project sustainability and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

The agenda is expected to include some of the following items:

- Presentation by the evaluator of the preliminary main results
- Feedback and questions from stakeholders on the results
- Opportunity for implementing partners not met to present their views on progress and challenges in their locality
- If appropriate, Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
- Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary results and solicit feedback as needed.

#### **F. LIMITATIONS**

Fieldwork for the evaluation will last two weeks, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their results. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Results for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and project participants. The accuracy of the evaluation results will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

#### **G. ROLES AND RESPONSIBILITIES**

**The Contractor is responsible for accomplishing the following items:**

- Providing all evaluation management and logistical support for evaluation deliverables within the timelines specified in the contract and TOR;
- Providing all logistical support for travel associated with the evaluation;
- Providing quality control over all deliverables submitted to ILAB;
- Ensuring the Evaluation Team conducts the evaluation according to the TOR.

**The Evaluation Team will conduct the evaluation according to the TOR. The Evaluation Team is responsible for accomplishing the following items:**

- Receiving and responding to or incorporating input from the grantees and ILAB on the initial TOR draft;
- Finalizing and submitting the TOR and sharing concurrently with the grantees and ILAB;
- Reviewing project background documents;
- Reviewing the evaluation questions and refining them as necessary;
- Developing and implementing an evaluation methodology, including document review, KIIs and FGDs, and secondary data analysis, to answer the evaluation questions;
- Conducting planning meetings or calls, including developing a field itinerary, as necessary, with ILAB and grantees;
- Deciding the composition of field visit KII and FGD participants to ensure the objectivity of the evaluation;
- Developing an evaluation question matrix for ILAB;
- Presenting preliminary results verbally to project field staff and other stakeholders as determined in consultation with ILAB and grantees;
- Preparing an initial draft of the evaluation report for ILAB and grantee review;
- Incorporating comments from ILAB and the grantee/other stakeholders into the final report, as appropriate.
- Developing a comment matrix addressing the disposition of all of the comments provided;
- Preparing and submitting the final report.

**ILAB is responsible for the following items:**

- Launching the contract;
- Reviewing the TOR, providing input to the evaluation team as necessary, and agreeing on final draft;
- Providing project background documents to the evaluation team, in collaboration with the grantees;
- Obtaining country clearance from U.S. Embassy in fieldwork country;
- Briefing grantees on the upcoming field visit and working with them to coordinate and prepare for the visit;
- Reviewing and providing comments on the draft evaluation report;
- Approving the final draft of the evaluation report;
- Participating in the pre- and post-trip debriefing and interviews;
- Including the ILAB evaluation contracting officer's representative on all communication

with the evaluation team.

**The grantee is responsible for the following items:**

- Reviewing the TOR, providing input to the evaluation team as necessary, and agreeing on the final draft;
- Providing project background materials to the evaluation team, in collaboration with ILAB;
- Preparing a list of recommended interviewees with feedback on the draft TOR;
- Participating in planning meetings or calls, including developing a field itinerary, as necessary, with ILAB and evaluator;
- Scheduling meetings during the field visit and coordinating all logistical arrangements;
- Helping the evaluation team to identify and arrange for interpreters as needed to facilitate worker interviews;
- Reviewing and providing comments on the draft evaluation reports;
- Organizing, financing, and participating in the stakeholder debriefing meeting;
- Providing in-country ground transportation to meetings and interviews;;
- Including the ILAB program office on all written communication with the evaluation team.

**H. TIMETABLE**

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task	Responsible Party	Date (2022)
Evaluation launch call	DOL/OCFT	Fri, Jan 21
Background project documents sent to Contractor	DOL/OCFT	Tues, Jan 25
Contractor and Grantee work to develop draft itinerary and stakeholder list	Contractor and Grantee	Jan 27 – Feb 8
Draft TOR sent to DOL/OCFT and Grantee	Contractor	Wed, Feb 2
DOL/OCFT and Grantee provide comments on draft TOR	DOL/OCFT and Grantee	Mon, Feb 7
Logistics call - Discuss logistics and field itinerary Contractor sends minutes from logistics call	Contractor and Grantee (DOL/OCFT as needed)	Tues, Feb 8
Finalize field itinerary and stakeholder list for workshop	DOL/OCFT, Contractor, and Grantee	Thurs, Feb 10
Final TOR submitted to DOL/OCFT for approval	Contractor	Thurs, Feb 10
Question matrix submitted to DOL/OCFT for review	Contractor	Fri, Feb 11
Final approval of TOR by DOL/OCFT Submit finalized TOR to Grantee	DOL/OCFT and Contractor	Fri, Feb 11
Interview call with DOL/OCFT	Contractor	Fri, Feb 11
Interview call with Grantee HQ staff	Contractor	Fri, Feb 11
Fieldwork	Contractor	Feb 14 - 25
Stakeholder Validation Workshop	Contractor	Wed, Mar 2
Post-fieldwork debrief call	Contractor	Wed, Mar 9
Draft Report sent by Evaluator to SFS for quality review	Contractor	Fri, Mar 18
Report submitted to DOL/OCFT and Grantee for 2-week review	Contractor	Fri, Mar 25
DOL/OCFT and Grantee/key stakeholder comments due to contractor after full 2-week review	DOL/OCFT and Grantee	Fri, Apr 8
Revised report in redline submitted to DOL/OCFT and Grantee demonstrating how all comments were addressed either via a comment matrix or other format	Contractor	Fri, Apr 15
DOL/OCFT and Grantee provides concurrence that comments were addressed	DOL/OCFT and Grantee	Fri, Apr 22

Task	Responsible Party	Date (2022)
Final report submitted to DOL/OCFT and Grantee (after copy editing and 508 compliance by Contractor)	Contractor	Fri, May 13
Final approval of report by DOL/OCFT	DOL/OCFT	Fri, May 20
Draft infographic/brief document submitted to DOL/OCFT	Contractor	Fri, Apr 22
DOL/OCFT comments on draft infographic/brief	DOL/OCFT	Fri, Apr 29
Final infographic/brief submitted to DOL/OCFT (508 compliant)	Contractor	Fri, May 13
Final approval of infographic/brief by DOL/OCFT (508 compliant)	DOL/OCFT	Fri, May 20
Final edited approved report and infographic/brief shared with grantee (508 compliant)	Contractor	Mon, May 23
Presentation to ILAB Staff after finalization of report (Learning Event)	Contractor	TBD

## 5. EXPECTED OUTPUTS/DELIVERABLES

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to the Contractor. The report should have the following structure and content:

1. Table of Contents
2. List of Acronyms
3. Executive Summary (no more than **five pages** providing an overview of the evaluation, summary of main results/lessons learned/emerging good practices, and key recommendations)
4. Evaluation Objectives
5. Project Description
6. Listing of Evaluation Questions
7. Results
  - a. The results section includes the facts, analysis, and supporting evidence. The results section of the evaluation report should address the evaluation questions. It does not have to be in a question-response format, but should be responsive to each evaluation question.
8. Conclusions and Recommendations
  - a. Conclusions – interpretation of the facts, including criteria for judgments
  - b. Lessons Learned and Emerging Good Practices<sup>30</sup>
  - c. Key Recommendations - critical for successfully meeting project objectives and/or judgments on what changes need to be made for sustainability or future programming
9. Annexes –
  - a. List of documents reviewed;
  - b. Interviews (including list of stakeholder groups; without PII in web version)/meetings/site visits;
  - c. Stakeholder workshop agenda and participants;
  - d. TOR, Evaluation Methodology and Limitations;
  - e. Summary of Recommendations (citing page numbers for evidence in the body of the report, listing out the supporting evidence for each recommendation, and identifying party that the recommendation is directed toward.)

<sup>30</sup> An emerging good practice is a process, practice, or system highlighted in the evaluation reports as having improved the performance and efficiency of the program in specific areas. They are activities or systems that are recommended to others for use in similar situations. A lesson learned documents the experience gained during a program. They may identify a process, practice, or systems to avoid in specific situations.

The key recommendations must be **action-oriented and implementable**. The recommendations should be clearly linked to results and directed to a specific party to be implemented. It is preferable for the report to contain no more than 10 recommendations, but other suggestions may be incorporated in the report in other ways.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and the grantee individually for their review. The evaluator will incorporate comments from OCFT and the grantee/other key stakeholders into the final reports as appropriate, and the evaluator will provide a response, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the results, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

## ANNEX E. EVALUATION METHODOLOGY AND LIMITATIONS

The evaluation purpose is presented in the main report in Section 2. The evaluation was carried out in accordance with the terms of reference, included in Annex D. Some additional details are added here, including the list of evaluation questions.

### EVALUATION QUESTIONS

During the preparation of the terms of reference, some questions that the evaluation has to specifically address were identified. These are:

#### RELEVANCE AND COHERENCE

1. To what extent was the project's theory of change valid and coherent, given the overall implementing environment?
2. Were the project strategies relevant to the specific needs of project participants, communities, and other stakeholders in the country?

#### EFFECTIVENESS AND EFFICIENCY

3. To what extent has the project achieved its expected outcomes at the time of the evaluation, and is the project likely to achieve them by the end of the period of performance? Specifically,
  - a) To what extent did target CSOs improve their capacity to identify and document independent, and objective information on the nature and scope of child labor (Outcome 1)?
  - b) To what extent did target CSOs improve their capacity to raise awareness for the protection of workers from child labor (Outcome 2)?
  - c) To what extent did target CSOs improve their capacity to implement initiatives to address child labor (Outcome 3)?
4. To what extent were the resources, training, and support effective in benefiting stakeholders at the individual and organizational level for each outcome? Specifically,
  - a) To what extent did the project adjust its capacity building activities due to the COVID-19 pandemic? Which training interventions from the original project design were effective prior to the COVID-19 pandemic?
  - b) What training interventions from the adjusted project design were most effective? Were there instances when online training was more effective than in-person (non-pandemic) training?
5. What were the key internal or external factors that limited or facilitated the achievement of project outcomes?
6. How effectively has the project engaged with relevant stakeholders to implement activities and achieve its outcomes?
7. To what extent has the project's work on increasing capacity of CSOs be expected to advance gender equity and benefit marginalized communities?
8. How effectively has the project implemented its monitoring and evaluation systems (CMEP, pre-situational analysis, capacity assessment, etc.)? To what extent are these systems being used to identify trends and patterns, adapt strategies, and make informed decisions?
9. How has the COVID-19 pandemic influenced project results and effectiveness, and how has the project adapted to this changing context?



## SUSTAINABILITY

10. To what extent are the project's plans for sustainability adapted to the local level, national level, and capacity of implementing partners?
11. Which project outcomes and key outputs are likely to be sustainable after the project ends? What factors affected their likelihood of sustainability?

## METHODOLOGY

The evaluation was led by an independent international consultant, Keith Jeddere-Fisher, with the support of a national consultant, Chandani Rana, and was carried out in February 2022.

The international consultant was unable to participate in person due to the ongoing COVID-19 pandemic and took part in meetings and interviews through online communication. The list of consultations in Annex B identifies whether the meetings were remote, face-to-face or a hybrid format where the national consultant was face-to-face and the international consultant joined remotely. A full list of those consulted by the evaluation team is in Annex G.

The documents reviewed either before or during fieldwork, or during the report writing period are listed in Annex A.

The process and timeline of the evaluation was as follows:

1. Review of project documents and reports, written outputs and other documentation by the consultants
2. Calls and email preparatory consultations with key stakeholders and finalization of the evaluation questions
3. Preparation of schedules of visits and workshops
4. Preparation of the evaluation question matrix
5. Consultations, interviews and field visits with key stakeholders (14 – 25 February)
6. Stakeholders' validation workshop (2 March)
7. Preparation of draft report and circulation to key stakeholders
8. Comments from key stakeholders forwarded to evaluation consultant
9. Preparation of the final evaluation report considering the comments from the key stakeholders

Other details of the methodology are in the TOR which is found in Annex D.

## EVALUATION QUESTION MATRIX AND STAKEHOLDER CHECKLISTS

An evaluation question matrix was prepared that identified for each of the evaluation questions, the data collection method, the required information and the stakeholders or informants who were expected to provide that information.

Checklists, identifying the information required, were then prepared for each group of stakeholders.

The project implementation partners were asked to make a presentation to the evaluation team. They were provided with a guideline on what should be included so that these presentations focused on the required information. After the presentations there was discussion and follow up questions.

Similarly, the partner NGOs were also asked to make a presentation to the evaluation, and they were also given a guideline.

The other group discussions and the individual key informant interview were structured around the checklist for that stakeholder.

#### **EVALUATION CONSTRAINTS AND LIMITATIONS**

The fieldwork for the evaluation lasted two weeks which was insufficient time to visit all of the project sites and to meet all of the project partners. Effort was made to ensure that the evaluation team visited a representative sample of project partners and sites, making sure that the different sectors of child labor that the project was addressing were included.

Results for the evaluation are based on information collected from background documents and in interviews with stakeholders, project staff, and project participants. The accuracy of the evaluation results is determined by the integrity of information provided to the evaluation team from these sources.

Some specific characteristics related to the partial online nature of the evaluation are as follows:

- It was difficult to build rapport with respondents and with groups. The meetings were therefore more formal than would be ideal for an honest review of project activities.
- Observation was severely limited. Observation is normally an important source of information, particularly of 'off-script' information.
- With some stakeholders it was difficult to get priority time for an online meeting. The respondent would be engaged in their other work with a lot of distractions.
- On the positive side, it was possible to hold meetings with stakeholders who would not normally have been involved, for example with those from more remote locations where travel would take a disproportionate amount of time.

**ANNEX F. SUMMARY OF TRAINING PROVIDED**

(on two pages)

Training	Conducted by	Participants	Events/ Days	Medium	Participants	Male	Female	NGOs	CBOs	Govt. reps
Orientation on National Master Plan 2075/85 on Elimination of Child labor	WEI	NGOs	3 events, 1 day & multiple sessions at different time intervals	Face to Face, Online	66	42	24	66	0	0
Orientation on Child Labor Strategy development	WEI	NGOs	Multiple sessions at different time intervals	Face to Face, Online	100	55	45	100	0	0
Proposal writing	University of Hong Kong	NGOs	3 days	Online	53	32	21	53	0	0
Proposal writing and CL strategy finalization workshop	WEI	NGOs	4 days	Face to Face	56	39	17	56	0	0
Learning Workshop	WEI	NGOs	2 days	Face to Face						
<b>Outcome 1</b>										
Community based Action Research	SAN	NGOs	3 events, 2-3 days	Face to Face	75	40	35	75	0	0
Case Study Research and Documentation	SAN	NGOs	5 days	Online	48	28	20	48	0	0
Session on Research Design	Griffith Uni / Hong Kong Uni	NGOs	4 Sessions (2 times)	Online	57	33	24	57	0	0
Data Analysis and Report Writing	SAN	NGOs	3 events, 3 days	Online	47	30	17	47	0	0
Policy Brief	SAN	NGOs	1 day	Online	47	30	17	47	0	0
Policy Review Research	SAN	NGOs	3 events, 2 days	Face to Face, Online	45	28	17	45	0	0
Case Study Refresher Training	SAN	NGOs	3 events, 1 day	Face to Face	45	28	17	45	0	0
Data Cleaning and Analysis	WEI	NGOs	3 events, 1 day	Online	27	19	8	27	0	0
Process Tracing	SAN	NGOs	3 events, 2 days	Face to Face	45	29	16	45	0	0
Orientation to CBOs on Identification of Child labor	NGOs, SAN, WEI	CBOs	1 day	Face to Face, Online	689	372	317	123	522	44
Orientation to NGOs on CFLG guidelines	SAN	NGOs	1 day	Face to Face	21	16	5	21	0	0

Training	Conducted by	Participants	Events/ Days	Medium	Participants	Male	Female	NGOs	CBOs	Govt. reps
<b>Outcome 2</b>										
Social and Behavior Change Communication (SBCC) Training	AFN	NGOs	5 days, 12 sessions (90 mins) for virtual training	Face to Face, Online	73	44	29	73	0	0
SBCC strategy and Campaign tracker	AFN	NGOs and CBOs	2 days	Face to Face	329	185	144	89	229	11
SBCC Campaign planning	AFN	NGOs and CBOs	5 days	Face to Face, Online	89	48	41	66	23	0
Media and Communication Outreach Product Design	AFN	NGOs	4 events, 3 days	Face to Face	54	32	22	52	2	0
SBCC Refresher	AFN	NGOs	3 events, 3 days	Face to Face	60	35	25	58	2	0
Measuring effectiveness of Campaigns	AFN	NGOs	1 day	Online	24	18	6	24	0	0
Media Workshop	AFN	Media Person	1 day	Face to Face	30	15	15		28	2
<b>Outcome 3</b>										
Case Management	Tdh	NGOs and Local Gov.	5 days and 3 days	Face to Face, Online	447	247	200	168	8	271
Case Management Refresher	Tdh	NGOs and Local Gov.	3 days	Face to Face, Online	262	138	124	78	8	176
Orientation on CPIMS	Tdh	NGOs	1 day	Online	39	25	14	39	0	0
Training of Trainers (ToT) on Case Management and Basic Helping Skills	Tdh	NGOs	10 days	Face to Face	37	23	14	37	0	0
Orientation on Grievance Mechanism and M&E framework for CL strategy	WEI	NGOs	1 day	Face to Face	82	44	38	82	0	0
Case Management Training to CBOs	NGOs, Tdh	CBOs	1 day	Face to Face	279	117	162	77	82	120
Grievance Mechanism for WCRC	WEI, NGOs	NGOs, WCRC, CBOs	1 day	Face to Face	167	91	76	13	67	87
Training on Case Management to LCRC/ WCRC	Tdh	LCRC/ WCRC	9 days	5 days online & 4 days Face	61	29	32	0	0	61
<b>Total</b>					<b>3454</b>	<b>1912</b>	<b>1542</b>	<b>1711</b>	<b>971</b>	<b>772</b>

## **ANNEX G. LIST OF PEOPLE CONSULTED BY THE EVALUATION**

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## ANNEX H: SUMMARY OF OBJECTIVE AND OUTCOME INDICATORS

February 2022

Indicator	Unit/explanation	Target/Actual	Final Value
<b>Project-Level Objective: Improve capacity of civil society to better understand and address child labor in the brick, zari, and carpet sectors.</b>			
Overall Project Indicator 1: % of NGOs that report an improvement in at least three capacity area in each organizational group	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
Overall Project Indicator 2: % of NGOs who complete at least two priority actions to address CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
<b>Outcome 1: Improved capacity of civil society to identify and document accurate independent and objective information on the nature and scope of child labor in the brick, zari and carpet sectors</b>			
OTC 1: % of NGOs that report an improvement in 3 of 7 capacity areas related to identifying and documenting child labor concerns	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
<b>Sub-Outcome 1.1 Improved implementation of activities by CSOs to identify, collect and manage information on CL</b>			
SOTC 1.1.A: # of research activities completed by NGOs on CL	Unit: research activities  Total expected: 30 (15 NGOs x 2 research activities)	Target	30
		Actual	47
		Brick Sector	36
		Carpet Sector	8
		Zari-sector	3
		Province 2	15
		Province 3	15
		Province 5	17
SOTC 1.1.B: % of NGOs that used project supported techniques to collect and manage information on CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
		Province 2	33%
		Province 3	33%
		Province 5	33%
<b>Outcome 2: Improved capacity of civil society to raise awareness for the protection of workers from child labor</b>			
OTC 2.A: % of NGOs who organize at least one advocacy event to promote research findings on child labor	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
OTC 2.B: % of NGOs that demonstrate improvement in 3 of 6 capacity areas related to awareness raising for the protection of workers from CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
<b>Sub-Outcome 2.1: Improved understanding by CSOs of audience, campaign strategy and media landscape on CL</b>			
SOTC 2.1: % of CSOs whose staff demonstrate increased level of understanding of audience, campaign strategy and media landscape on child labor	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
<b>Sub-Outcome 2.2: Improved implementation by CSOs awareness raising and information sharing activities</b>			

Indicator	Unit/explanation	Target/Actual	Final Value
SOTC 2.2.A: # of awareness raising campaigns implemented by CSOs	Unit: awareness campaigns	Target	30
	Total expected: 30 (15 NGOs x 2 research activities)	Actual	44
SOTC 2.2.B: # of outreach materials disseminated by CSOs	Unit: outreach materials  Total expected: 30 (15 NGOs x 2 outreach materials)	Target	30
		Actual	36
		Brick Sector	33
		Carpet Sector	3
		Zari-sector	0
		Province 2	6
		Province 3	10
		Province 5	20
<b>Outcome 3: Improved capacity of CSOs to implement initiatives to address CL</b>			
OTC 3.A: % of NGOs that demonstrate improvement in 3 of 10 capacity areas related to implementation of initiatives to address CL	Unit: NGOs (15 total) % is # out of 15	Target	100%
		Actual	100%
OTC 3.B: % of actors with an increased number of initiatives to address CL	Unit: NGOs and Municipalities (15 NGOs and 30 Municipalities, total - 45) % is # out of 45  *Updated target for October 2021 reporting period - 15 NGOs and 45 Municipalities (15 added mid-project), So total - 60 and % is # out of 60	Target	100%
		Actual	100%
		NGOs	100%
		Municipalities	100%
		Province 2	33%
		Province 3	33%
		Province 5	33%
<b>Sub-Outcome 3.1: Improve implementation by CSOs of initiatives to address CL</b>			
SOTC 3.1: % of wards with at least one functional grievance mechanism in place	Unit: Wards (An administrative area comprising a municipality) % is # out of wards	Target	75%
		Actual	0%
		Province 2	0%
		Province 3	0%
		Province 5	0%
<b>Sub-Outcome 3.2: Strengthened networks among CSOs to support service provision</b>			
SOTC 3.2.A: # of CSOs who demonstrate commitment to coordinate on a response system	Unit: NGOs (15 total)	Target	15
		Actual	15
		Province 2	5
		Province 3	5
		Province 5	5
		Target	210

Indicator	Unit/explanation	Target/Actual	Final Value
SOTC 3.2.B: # of stakeholders that participate in a coordinated CL response at the municipal level	Unit: stakeholders (individuals from NGOs, CBOs, government entities, private sector, other individual community leaders)	Actual	599
SOTC 3.2.C: # of CSOs that establish new linkages to CL related networks	Unit: NGOs (15 total)	Target	15
		Actual	6