

# PROJECT DOCUMENT



**Supporting the Time-Bound Programme in Nepal**

## **THE IPEC CORE TBP PROJECT**

**A Technical Cooperation Programme Funded by  
the United States Department of Labor**



**INTERNATIONAL LABOUR OFFICE  
International Programme  
on the Elimination of Child Labour**

## Programme - Fact Sheet

<b>Country</b>	Nepal
<b>USDOL Appropriation No.</b>	01-K100-RWBR-4143-WW607-00
<b>ILO Project Number</b>	NEP/01/P50/USA
<b>ILO Project Code</b>	P27014336052
<b>Project Title</b>	Supporting the Time-Bound Programme in Nepal: The IPEC Core TBP Project
<b>Duration</b>	36 months
<b>Geographical Coverage</b>	Nationwide and 22 target districts
<b>Sectors Covered</b>	Worst forms of child labour with emphasis on child porters, child ragpickers, child domestic workers, child labour in carpet industry, children in mines as well as children in bonded labour and child trafficking for sexual or labour exploitation
<b>Project Office</b>	Kathmandu, Nepal
<b>Project Language</b>	English
<b>Executing Agency</b>	International Programme on the Elimination of Child Labour (IPEC), International Labour Organization (ILO)
<b>Implementing Agencies</b>	Government, district and village government, municipalities, employers' organization, workers' organizations, non-governmental organizations, media, research organizations, think-tanks educational institutions, community-based organizations
<b>Donor</b>	The United States Department of Labor (USDOL)
<b>Donor Contribution</b>	US\$ 5,500,000
<b>Starting Date</b>	September 2001

## EXECUTIVE SUMMARY

# Supporting the Time-Bound Programme in Nepal

## The IPEC Core TBP Project

In response to international calls for action and to the commitments made by His Majesty's Government of Nepal, the International Programme for the Elimination of Child Labour (IPEC) and its partners in Nepal have developed the Time-Bound Programme. It has been designed within the framework of the new Worst Forms of Child Labour Convention (No. 182) of the International Labour Organization, and it aims to eliminate within a seven-year period seven selected worst forms of child labour in Nepal.

The present proposal, the IPEC Core TBP Project, will be the main pillar of four supporting US Department of Labor funded initiatives that have been designed for the elimination of the worst forms of child labour. These will all form part of the first phase of the Time-Bound Programme, where the specific goal of the IPEC Core TBP Project will be to contribute to a reduction of children trapped in intolerable and inhuman circumstances by 42 per cent.

Of the 127,000 children estimated to be working in bonded labour, mines, carpet factories and as porters, ragpickers and domestic workers, the IPEC Core TBP Project will target a total of 17,000 working children. Since the existing bonded labour project, funded US Department of Labour, already targets 16,000 bonded child labourers, the IPEC Core TBP Project will focus activities on trafficking and on the remaining sectors. In the course of the 36 months of the project, it will further aim to prevent another 16,000 children from entering into these worst forms of child labour.

Since trafficking is the process that in most cases leads to the worst forms of child labour, trafficking lies at the heart of the problem of the worst forms of child labour. The IPEC Core TBP Project will provide rehabilitation services to 2,000 survivors of trafficking, but it has also been designed to reach thousands of children vulnerable to trafficking and the worst forms of child labour. Of the US\$5.5 million requested for the IPEC Core TBP Project, US\$1.5 million has been earmarked for combating trafficking.

The development objective of the IPEC Core TBP Project is to contribute to the Master Plan for the Elimination of Child Labour, which is currently being finalised by His Majesty's Government. Combining sector-wise, area-based and thematic strategies, the IPEC Core Project takes a two-tier approach to eliminating the worst forms of child labour:

- On the one hand, the aim of the IPEC Core TBP Project is to create at the national level an enabling environment for the elimination of the worst forms of child labour. The main elements of this strategic component is to strengthen legislation and its enforcement, to produce new pro-poor as well as child-friendly labour, social and poverty alleviation policies, to make education effective in preventing child labour and to raise awareness against the worst forms of child labour.
- On the other hand, the IPEC Core TBP Project aims to reduce the incidence of children trapped in the worst forms of child labour. Specifically, interventions in the areas of capacity building, access to education, reduction of economic vulnerability and social mobilization have been designed to target 33,000 children and 10,000 families in 22 districts severely affected by the problem.

To ensure a smooth implementation of a project the size and scope of the IPEC Core TBP Project, a High-Level Inter-Ministerial Committee is being formed, and a project team will be recruited internationally and nationally. As an outcome of the 12-month, participatory process of building momentum for the new and ambitious initiative, political support has been obtained and additional resources have been mobilized. It is anticipated that the IPEC Core TBP Project is to be launched in January 2002.

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## Abbreviations

AusAid	Australian Agency for International Development
ADB	Asian Development Bank
APSO	Action Programme Summary Outline
BPEP	Basic and Primary Education Programme
CAR-NGW	Children at Risk Networking Group
CBO	Community-Based Organization
CBS	Central Bureau of Statistics
CDPS	Central Department of Population Studies, Tribhuvan University
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEDPA	Centre for Development and Population Activities
CERID	Centre for Innovative Educational Research and Development
CLC	Community Learning Centre Project
CLCG	Child Labour Coordination Group
COPE	Community Owned Primary Education Programme
CPP	Child Protection Programme
CTA	Chief Technical Advisor
DACAW	Decentralised Action for Children and Women
Dalit	Lower occupational castes
DANIDA	Danish International Development Agency
DCL	Domestic Child Labour
DCLCC	District Child Labour Coordination Committee
DCWB	District Child Welfare Board
DDC	District Development Committee
DECONT	Democratic Confederation of Nepalese Trade Unions
DFID	Department for International Development
ECLM	External Child Labour Monitor
EEOW	Expansion for Employment Opportunities for Women
FFE	Food-for-Education
FNCCI-EC	Federation of Nepalese Chambers of Commerce: Employer's Council
HDI	Human Development Index
HMG/N	His Majesty's Government, Nepal
GDI	Gender Development Index
GEFONT	General Federation of Nepalese Trade Unions
GTZ	German Technical Cooperation
ICIMOD	International Centre for Integrated Mountain Development
IFP	InFocus Programme
IISDP	Integrated Internal Security and Development Plan
ILO	International Labour Organization
ILO – DECL	ILO-Declaration
ILO-EEOW	Equal Employment Opportunities for Women
ILO – SFU	ILO-Social Finance Unit
ILO – STEP	ILO-Strategies and Tools against Social Exclusion and Poverty
ILS	International Labour Standards
INGO	International Non-Governmental Organization
IPEC	International Programme on the Elimination of Child Labour
ISPI	Italian Social Partner Initiative
Kamaiya	Bonded labourer
LGP	Local Governance Programme
MDT	Multi-Disciplinary Advisory Team
MGEP	Mainstreaming Gender Equity Programme
MOE	Ministry of Education, Culture and Sports

## Abbreviations

MOLRM	Ministry of Land Reform and Management
MOLT	Ministry of Labour and Transport Management
MOU	Memorandum of Understanding
MOWC&SW	Ministry of Women, Children and Social Welfare
NASPEC	National Society for Protection of Environment and Children
NFE	Non-Formal Education
NGO	Non-Government Organization
NLA	National Labour Academy
NLFS	Nepal National Labour Force Survey
NLSS	Nepal Living Standard Survey
NPC	National Planning Commission
NTUC	Nepal Trade Union Congress
PCRW	Production Credit for Rural Women
PDDP	Participatory District Development Programme
PRODOC	Project Document
PRSP	Poverty Reduction Strategy Paper
RCIW	Rural Community Infrastructure Works
RME	Research Monitoring and Evaluation
SAARC	South Asian Association for Regional Cooperation
SCF	Save the Children Fund
SDC	Swiss Association for Development Cooperation
SEDP	Secondary Education Development Project
SFDP	Small Farmers Development Programme
SFP	School Feeding Programme
SHP	Sub-Health Post
SIMPOC	Statistical Information and Monitoring on Child Labour
SIYB	Start and Improve Your Business
TBP	Time-Bound Programme
TU	Trade Union
TUC-GEP	Trade Union Committee for Gender Equality Promotion
UNCRC	United Nations Convention on the Rights of the Child
UNDAF	United Nations Development Administrative Framework
UNDP	United Nations Development Programme
UNESCO	United National Education, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
US-DOL	United States Department of Labor
VDC	Village Development Committee
WFCL	Worst Forms of Child Labour
WFP	World Food Programme
YSEP	Youth Self-Employment Programme



## Glossary of Terms

**Badi:** The badi community are mainly found in the far west and mid-west regions of Nepal, they are considered as traditional prostitutes. Initially they were a community of dancers, singers and pottery makers serving the big landlords. After the decline of the landlord system, the badi have turned to prostitution. There is a high percentage of school dropouts among badi children, and while the boys migrate to India for jobs or become alcoholics, the girls become prostitutes. Mothers initiate their young daughters into prostitution; these girls also marry within the community with the husband acting as the pimp. The badi are considered low caste – but most of their clients are high caste.

**Commercial sexual exploitation of children:** This term is used to refer not only to child prostitution but also to such exploitative activities as child pornography.

**Factor markets:** The term refers to markets which include the factors of production i.e. land, labour and capital. In the context of subsistence agriculture (as is the case of Nepal) factor markets are often interlocked: for instance, land and capital belong to the same person making Labour dependent on them.

**Sunset industries:** The term ‘sunset industries’ refers to heavy industries (smoke stack) having relatively older technologies, low profit margin, high volume production and generally not conforming to new environmental standards.

**Time-Bound Programme:** ILO member states that ratify Convention No. 182 commit themselves to prohibit and eliminate the worst forms of child labour as a matter of urgency through time-bound measures. The IPEC Time-Bound Programme approach is designed primarily to assist member States to implement Convention No.182 in an integrated and effective manner that ensures sustainability in preventing the engagement of children in the worst forms of child labour, withdrawal and rehabilitation of those already in intolerable work situations, and protection of working children (of legal working age) from hazardous activities. To be sustainable, the withdrawal of children from intolerable work situations needs to be accompanied by measures to offer them and their families appropriate education, income and employment alternatives, as well as measures to prevent other children from getting involved. Towards this end, the Time-Bound concept combines sectoral, thematic, and area-based approaches, linking action against child labour to national development policy, macroeconomic trends and strategies, and demographic and labour market processes and outcomes. For countries adopting the approach, it aims to eradicate specified worst forms of child labour within a defined period of time.

An important feature of a Time-Bound Programme is “country ownership“, meaning that the programme is activated and led by the country itself. Therefore each country adopts its own specific terminology for its time-bound plans and initiatives, although the main principles and approaches of the IPEC Time-Bound Programme remain the same. Official commitment sets the IPEC Time-Bound Programme in motion in a country, creates the structure through which it will be implemented, and provides resources. IPEC, with the support of the international community, backs this commitment with technical assistance.

# 1. The IPEC Core TBP Project

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## 1.1. Background: The Time-Bound Programme in Nepal

The Time-Bound Programme (TBP) is designed as a tool for ILO member states to translate into practice the ILO Worst Forms of Child Labour Convention (No. 182) and Recommendation (No. 190), 1999, within a defined period of time. The Convention urges member states to prohibit and eliminate the worst forms of child labour and aims to ensure that these worst forms become the priority for national and international action. Along with Tanzania and El Salvador, Nepal is one of the first three countries on the globe in which the Time-Bound Programme will be implemented.

The preparation for the Time-Bound Programme in Nepal began soon after political commitments were made by His Majesty's Government of Nepal at the Washington Conference in May 2000 and at the International Labour Conference in June 2000. During the past 12 months, the International Programme on the Elimination of Child Labour (IPEC) in Nepal and its partners have launched a comprehensive set of activities at all levels of the country for the development of the Time-Bound Programme.

There has been consistent political support for the Time-Bound Programme in Nepal. At the official launch of the first three Time-Bound Programmes at the June 12 Special Session of the 2001 International Labour Conference, the representative of His Majesty's Government of Nepal emphasised that: "We have taken the Time-Bound Programme as a challenge. We are determined to eliminate the worst forms of child labour by 2005 and all forms of child labour by 2010. We have demonstrated the political will and the necessary legislative action is in place".

The setting for launching the Time-Bound Programme in Nepal is favourable. With an official annual growth rate of 5.8 per cent, there is a certain level of macroeconomic stability. There is also an explicit commitment to improve the education system, to poverty alleviation and to local development as well as to build linkages between the Time-Bound Programme and other national development plans. As suggested by the participants at the 2001 National Stakeholder Consultation, the launch of the Time-Bound Programme comes at a very opportune moment.

Most importantly, the launch of the Time-Bound Programme in Nepal will coincide with the His Majesty's Government of Nepal's Master Plan for the Elimination of Child Labour, which aims to eliminate the worst forms of child labour by 2005 and all forms of child labour by 2010. The Time-Bound Programme in Nepal has been designed to form part of this important policy initiative prepared by His Majesty's Government.

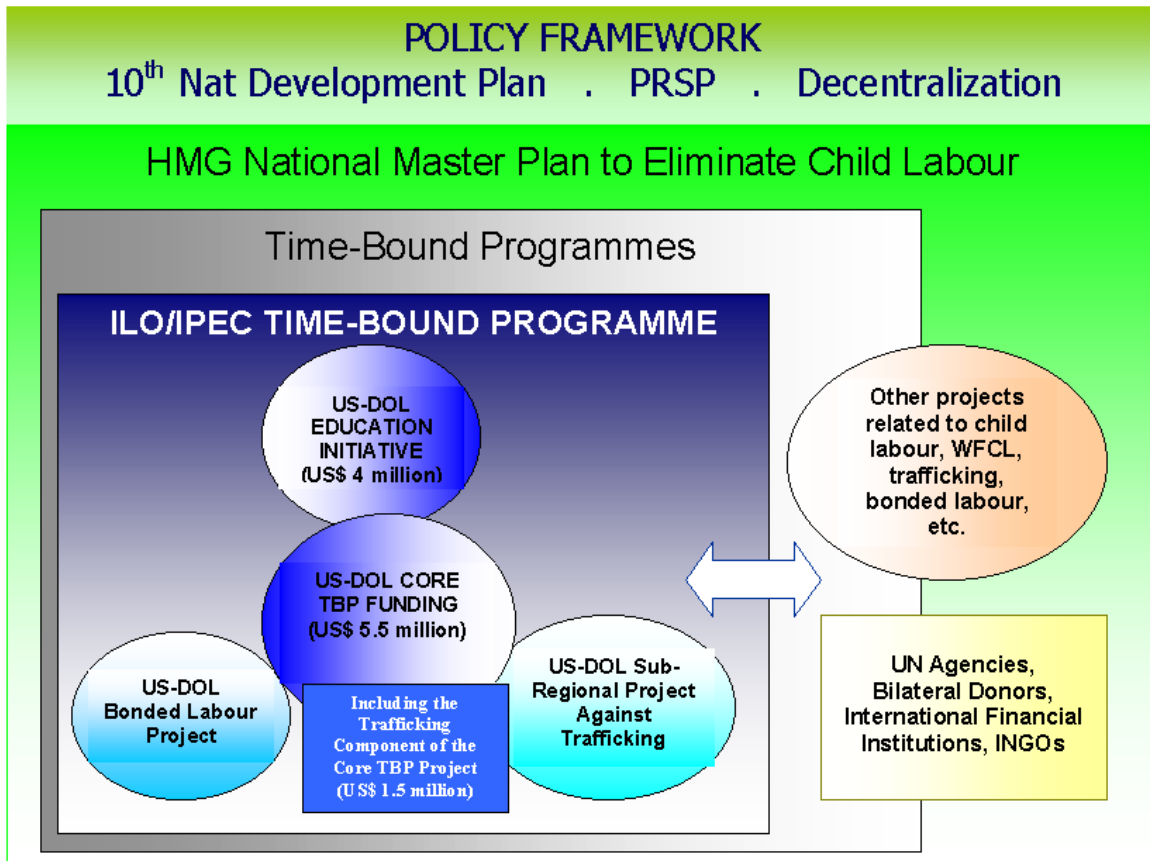
## 1.2. The IPEC Core TBP Project and the Time-Bound Programme

The HMG Master Plan, the Time-Bound Programme and the linkages between the two comprehensive frameworks for action against the worst forms of child labour are described in detail in Annex 1. It describes the overall seven-year Time-Bound Programme in Nepal, from hereon referred to as the "Overall Time-Bound Programme".

In the Overall Time-Bound programme it is envisaged that the current proposal – herein referred to as the "IPEC Core TBP Project" – will be the main pillar of four supporting US Department of Labor funded initiatives (Figure 1.1). These include the US Department of Labor Education Initiative and the two existing projects to combat trafficking and bonded labour.

The US Department of Labor has tentatively indicated that US\$ 5,5 million will be made available for the IPEC Core TBP Project and that US\$ 4 million will be made available under the US Department of Labor Education Initiative through a process of competitive bidding. The Education Initiative component will support the objectives of the IPEC Core TBP Project and will be planned and implemented in close consultation with the management of this project.

**Figure 1.1. Overall Framework of the Time-Bound Programme**



Whereas the overall framework for action to eliminate the seven selected worst forms of child labour in Nepal is outlined in Annex 1 (the Overall Time/Bound Programme), the nature and scope of the IPEC Core TBP Project is outlined in the present project proposal. The proposal covers a three-year period of the first phase of the Time-Bound Programme, and the funding requested for the proposed IPEC Core TBP Project is US\$5.5 million.

### 1.3. Goals and Targets of the IPEC Core TBP Project

As described in the following chapters, IPEC will not only work to create an enabling environment to eliminate the worst forms of children. The IPEC Core TBP Project has been designed to provide transitional education or other meaningful alternatives to a total of 33,000 children working in or at risk from the worst forms of child labour (Table 1.1).

In addition to the 16,000 working children in bonded labour already targeted under the US Department of Labor funded Bonded Labour Project, the IPEC Core TBP Project will target 17,000 children in six selected worst forms of child labour in Nepal. Of the targeted number, 15,000 are child ragpickers, child porters, child domestic workers, child labourers

in the carpet sector and children in mining. Under the trafficking component IPEC Core TBP Project, 2,000 survivors of trafficking for labour or sexual exploitation will also be targeted for rehabilitation and counselling (Table 1.1.). See Table 4.1. on page 26, which shows the total targets for removal and rehabilitation of the IPEC Core TBP Project, including the Bonded Labour project).

The IPEC Core TBP Project will also target 16,000 children at risk to the worst forms of child labour, with 4,000 of these being at risk to trafficking in particular. The IPEC Core TBP Project will further target 7,000 families affected by as well as 3,000 families vulnerable to the worst forms of child labour (Table 4.2. on page 27 shows the total number of direct beneficiaries).

#### 1.4. The Core TBP and Other IPEC Projects

As part of the Overall Time-Bound Programme and in support of the IPEC Core TBP Project, ILO-IPEC will essentially restructure its existing and future programmes for the elimination of child labour in Nepal. Other US Department of Labor funded initiatives, which will be integrated into the IPEC Core TBP Project, include two US Department of Labor funded projects as well as the Education Initiative.

- IPEC/Declaration Project on Sustainable Elimination of Bonded Labour in Nepal will contribute to the IPEC Core TBP Project by working to eliminate child bonded labour in the *Kamaiya*-system of bonded labour. Since this project already targets 16,000 children in one of the selected worst forms of child labour, the IPEC Core TBP Project will prioritize action to combat trafficking as well as to eliminate the remaining five of the seven selected worst forms of child labour in Nepal.
- Since trafficking is a process that in most cases leads to the worst forms of child labour, US\$ 1.5 million of the IPEC Core TBP Project has been earmarked to combat child trafficking in Nepal. Trafficking is, however, also a regional problem, and trafficking in Nepal cannot be eliminated in isolation from initiatives to combat cross-border trafficking in the region. For this reason, the trafficking component of the IPEC Core TBP Project will be managed by the existing staff and according to the existing framework of the South Asian Subregional Programme to Combat Trafficking of Children for Exploitative Employment in Bangladesh, Nepal and Sri Lanka.
- Finally, it is assumed that some of the 33,000 children targeted directly by the IPEC Core TBP Project will also be covered by the educational interventions under the anticipated US Department of Labor Education Initiative. In order to provide sustainable alternatives for the children rescued from the worst forms of child labour, it is envisioned that the Education Initiative will contribute specifically to mainstreaming former child labourers into formal education. It is thus critical that the educational interventions closely match and fully complement those of the IPEC Core TBP Project. (Please refer to Chapter 4 for specific numbers of children targeted by both initiatives.)

Apart from the two projects on trafficking and bonded labour and the Education Initiative, the Italian Social Partnership Initiative against bonded child labour and the IPEC Country Programme will also be mainstreamed into the Time-Bound Programme. Similarly, a variety of research activities funded by other donors will be integrated into the first phase of the Time-Bound Programme. (Please refer to Chapter 8.)

**Table 1.1. Targets of the IPEC Core TBP Project**

<b>Worst Forms of Child Labour</b>	<b>2004</b>
Child ragpickers	1,000
Child porters	4,500
Child domestic workers	7,500
Children in mining	500
Child labour in the carpet sector	1,500
<b>FIVE SECTOR TARGET</b>	<b>15,000</b>
Children trafficked (Trafficking Component of Core TBP Project)	2,000
<b>TOTAL REHABILITATION</b>	<b>17,000</b>
Children at Risk, targeted for prevention	16,000
<b>TOTAL CHILDREN TARGETED BY THE TBP CORE PROJECT</b>	<b>33,000</b>

## 2. Background and Justification

### 2.1. Working Children and the Worst Forms of Child Labour in Nepal

Based on five regional consultations with local resource persons and district level officials it is estimated that there are at least 19 worst forms of child labour in Nepal, of which the new Master Plan of His Majesty's Government of Nepal targets 16 forms.

At the 2001 National Stakeholder Consultation on the Time-Bound Programme in Nepal, the participants reached consensus on the seven priority worst forms of child labour to be targeted by the Time-Bound Programme. The seven target groups are highlighted in Table 2.1.

**Table 2.1. Worst Forms of Child Labour in Nepal**

<b>Agriculture and Bonded Labour</b>	<b>Informal Service Sector</b>	<b>Hazardous Sector</b>	<b>Trafficking and Sexual Exploitation<sup>1</sup></b>
<ul style="list-style-type: none"> <li>- Agricultural work</li> <li>- Work in tea estates</li> <li>- <b>Bonded child labour</b></li> </ul>	<ul style="list-style-type: none"> <li>- Hotel/restaurant children</li> <li>- Street vending/hawking</li> <li>- <b>Domestic child labour</b></li> <li>- <b>Child Ragpickers</b></li> </ul>	<p style="text-align: center;"><u>Construction</u></p> <ul style="list-style-type: none"> <li>- Construction work</li> <li>- Brick kilns</li> <li>- Stone quarries</li> </ul> <p style="text-align: center;"><u>Production</u></p> <ul style="list-style-type: none"> <li>- <i>Bidi</i> industry</li> <li>- <b>Mines</b></li> <li>- <b>Carpet sector</b></li> </ul> <p style="text-align: center;"><u>Transportation</u></p> <ul style="list-style-type: none"> <li>- Garage work</li> <li>- Ticket vendors</li> <li>- <b>Child Porters</b></li> </ul>	<ul style="list-style-type: none"> <li>- Children in sex work</li> <li>- <i>Badi</i> children</li> <li>- <b>Trafficking for labour and sexual exploitation</b></li> </ul>

With funding from the United States Department of Labor, five Rapid Assessments on five selected worst forms of child labour have been completed for IPEC by Central Department of Population Studies (CDPS) and National Labour Academy (NLA)<sup>2</sup>. As the studies on child porters, child rag pickers, trafficking in children, bonded child labour and child domestic labour supplement earlier studies on children in mining and in the carpet sector, these rapid assessments have provided tentative estimates on these worst forms of child labour.

Based on the rapid assessments it is estimated that there are 127,000 children working in these seven selected worst forms of child labour

**Table 2.2 Worst Forms of Child Labour and Their Magnitude Nationwide**

<b>Target group</b>	<b>Number</b>	<b>(%)</b>
Children in bonded labour	17,152	13.5
Child ragpickers	3,965	3.1
Child porters	46,029	36.2
Child domestic workers (a)	55,655	43.8
Children in mines	115	0.1
Child labour in the carpet sector	4,227	3.3
Child trafficking		(b)
<b>TOTAL</b>	<b>127,143</b>	<b>100.0</b>

(a) for urban areas only

(b) In addition, it is estimated that 12,000 girl children are trafficked for commercial sexual exploitation each year.

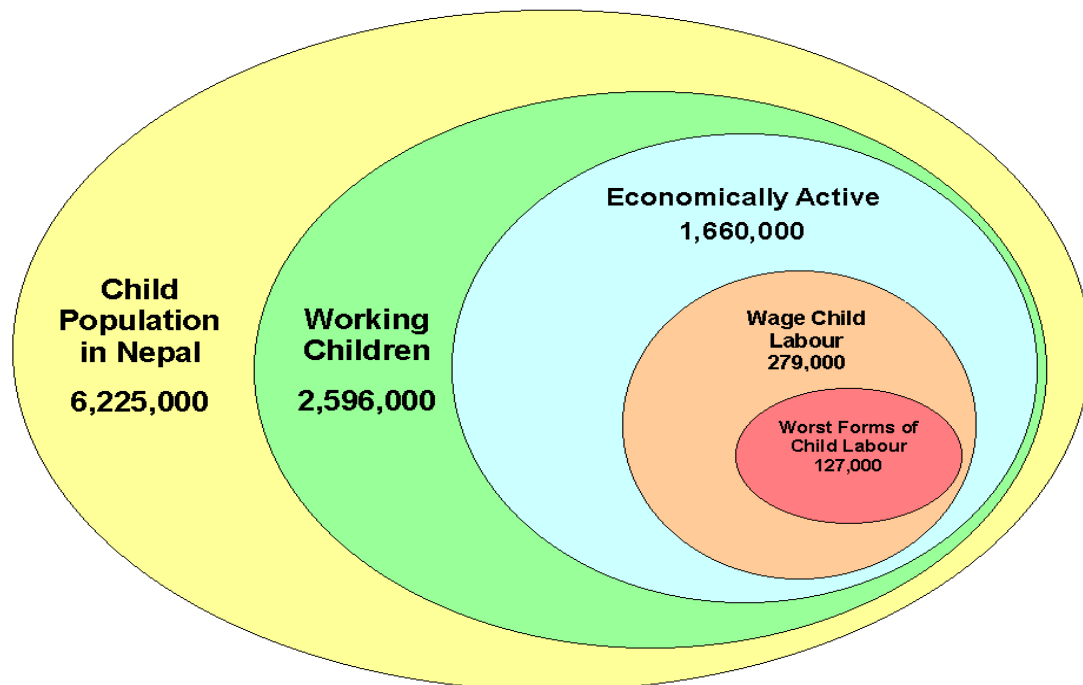
<sup>1</sup> Although trafficking itself is more of a process than a sector, child trafficking was grouped in the fourth category in Table 2.1 above. This was due to the fact that trafficking is related to criminal networks and that thousands of Nepalese girls are trafficked mainly for sexual exploitation in the brothels of India.

<sup>2</sup> The studies on porters, ragpickers and trafficking were conducted by CDPS. The studies on child domestic workers and bonded labour were conducted by NLA. Reference has also been made to a study conducted by BISCONS on carpet workers and one by RARA on children working in mines.

in Nepal in (Table 2.2)<sup>3</sup>. These children are aged from 5 to 18 years. The definition of worst forms of child labour in the ILO Convention No. 182 implies that all girls and boys below 18 years are to be protected against exploitation, trafficking and inhuman work.

In comparison, the ILO-IPEC supported 1996 National Child Labour Survey estimate the total child population aged from 5 to 14 years to be 6,225,000, and that Nepalese children aged from 5 to 14 years make up 29.1 per cent of the population of Nepal<sup>4</sup>. Among 2.6 million working children, some 1,666,000 were found to be economically active, and some 279,000 were wage child labourers working for an employer outside their homes. The proportion of children trapped in the seven selected worst forms of child labour as part of wage child labour, economically active children, the total number of working children as well as the child population in Nepal is given in figure 2.1 below<sup>5</sup>:

**Figure 2.1. Working Children in Nepal and the Worst Forms of Child Labour**



### 2.1.1. From Poor Rural Families to the Worst Forms of Child Labour

From the two previous studies on mining and the carpet sector and from the five new rapid assessments, it emerges that four out of five children trapped in the worst forms of child labour have migrated for work. With the exception of children bonded into agricultural labour and children working as long distance porters in the rural areas of Nepal, the vast majority of children are working in urban areas. Although our understanding of child migration and the worst forms of child labour is still incomplete, it

<sup>3</sup> The figures in this section are from the five rapid assessments conducted on the five worst forms of child labour in Nepal and a separate study on children working in mines.

<sup>4</sup> This figure is higher than the 25.5 per cent estimated by the Nepal Labour Force Survey 1998/99 and the 25.7 per cent estimated in the population projection made by the Ministry of Population based on the 1991 census. Unless otherwise mentioned, in the following discussion, the National Child Labour Survey entitled "Child Labour Situation in Nepal", by Suwal, Bhim Raj, Bal Kumar K.C, Keshab Prasad Adhikari, Central Department of Population Studies, Tribhuvan University (Kathmandu, 1997), has been used as a basis, as this survey deals specifically with the various issues related to child labour.

<sup>5</sup> Please note how the children in the worst forms of child labour are 5 - 18 years of age, whereas the children included in the other figures relate to children aged 5 - 14 years. Consequently, the proportion of worst forms of child labour relative to the other categories of working children, which have been presented in figure 2.1, is a little higher than in reality.

can be argued that the process of migration and of settling in urban areas of Nepal make children vulnerable to the worst forms of child labour<sup>6</sup>.

About 50 per cent of the child respondents reported that their families were landless and only 5.1 per cent stated that their families own more than 0.50 hectare of land. When compared to the national average of the size of land holdings, which is 1.09 hectares, it can thus be concluded that the children in the worst forms of child labour come from poor and landless families. It is also to be noted, however, that whereas most of the 17,000 children in bonded labour indeed came from poor and landless families, the average land size of family holdings of children in ragpicking and in domestic child labour was not significantly lower than the national average.

The same pattern emerges with regard to the family size of children in the worst forms of child labour. Whereas children in bonded labour come from large families, with 69 per cent reporting a family size of more than seven members, the child ragpickers came from families with 5.4 members, which was close to the national average family size of 5.1 members.

Since large family size and small land holdings are synonymous with poverty in the agrarian economy of Nepal, it can thus be argued that poverty is a determining cause of the worst forms of child labour. Yet, it cannot be argued that it is the only determining factor that causes children to be exploited in the worst forms of child labour in Nepal.

Indeed, sending a child to work is also an attractive proposition because of the existing value system, where sending a child to school is in itself a radical step. Nepal has a well-entrenched system of child employment, a system that has been in place for centuries, and the only alternative is an imperfect system of education, which is perceived to be of little value or relevance by the poorest of the poor.

Another principal reason contributing to the precarious situation of children is the lack of care, parental guidance and violence in the family. Alcoholism and family disharmony have become major issues in rural areas as well as in urban areas and are of direct concern for children. These social factors further increase the vulnerability of poor families already prone to protracted or severe illness, vagaries of the weather, and, more recently, the deteriorating security situation in the country.

### 2.1.2. Trafficking and the Worst Forms of Child Labour

Based on the recent rapid assessment on trafficking, it is estimated that every year 12,000 girl children are trafficked to India for commercial sexual exploitation. There is no information available on the extent of boy trafficking, of trafficking for labour exploitation or of the nature and extent of trafficking within the borders of Nepal.

**Table 2.3. Worst Forms of Child Labour by Workplace**

Target group	Work at or near home	Work away from home	TOTAL
Children in bonded labour	12,006	5,146	17,152
Child ragpickers	1,891	2,074	3,965
Child porters	3,825	42,204	46,029
Child domestic workers	-	55,655	55,655
Children in mines	-	115	115
Child labour in the carpet sector	-	4,227	4,227
Child trafficking	NA	?	?
<b>TOTAL</b>	<b>17,722</b>	<b>109,421</b>	<b>127,143</b>
<b>Percent</b>	<b>13.9%</b>	<b>86.1%</b>	<b>100%</b>

<sup>6</sup> It is also to be noted that in 82.1 per cent of the cases the parents were reported to be the ones influencing these children to join the work force. Indeed, parents or relatives of the child were directly involved in bringing the child to the place of employment in 61.4 per cent of the cases.

Local history implies that trafficking has long been associated with poverty, social exclusion as well as with the exploitation of certain disadvantaged ethnic groups. Today, trafficking crosses many caste/ethnic groups of Nepal, but in most cases it still results in the worst forms of child labour.

Trafficking is a complicated process, where it can be difficult at times to distinguish between traffickers, outside brokers, relatives, and other middlemen. Adding to this complexity, trafficking is not a mechanical process of transportation from a place of origin to a specific destination, rather it occurs through multiple routes and modes of transportation. The complex process of trafficking can be explained by two models, as developed by John Fredericks, “hard” and “soft” trafficking<sup>7</sup>:

- In soft trafficking, nuclear and/or extended family members can play active roles in the process of trafficking, and besides ‘selling’ the child they can also be involved in transporting or purchasing a trafficked child (for instance if the person is sent to work in a family-owned establishment).
- Hard trafficking is conducted through force or false promises. It spreads from one district to another and has largely shifted from rural to urban areas. In both cases, children are seen as commodities that can be bought and sold.

The world of trafficking is characterised by stigma, fear and by vested political and economic interests. It has been stated that traffickers are protected by political patrons and, if arrested, are freed by influential friends. As a result of this, there is an underlying distrust of the police that has led people not to file cases against traffickers.

In the case of girl children, who have been trafficked for sexual exploitation, a majority of reintegrated and rehabilitated trafficked girls are not leading normal lives due to social stigma and attitudes towards such girls in society. Many of the reintegrated girls are reported to be in more miserable conditions than in the brothels, and are still at risk of being sexually exploited.

In general, trafficking is the process that leads to the worst forms of child labour, and as such it lies at the heart of the problem of child labour in Nepal. As with other worst forms of child labour, trafficking clearly harms children in terms of their morals, safety and health, and it essentially destroys their hope for a future.

### **2.1.3. Exploitation at work**

The data from the most recent five rapid assessments further reveal that 62 per cent of the children in the worst forms of child labour enter the work force between the ages of 10 and 14 years<sup>8</sup>. This is reflected in the findings that 28.9 per cent of girls in the worst forms of child labour are in the age group of 5 to 9 years compared to 16.3 per cent of the boys of the same age group.

While working, only 17.8 per cent of the children were allowed or able to attend school, and the majority of these were boys. Compared to the 25.5 per cent of all working children in Nepal who reportedly combined working with schooling, this suggests how the worst forms of child labour further deprives children of their right to education.

The comparative analysis of the estimated 127,000 children in the worst forms of child labour also reveal how 37.3 per cent of the children in the worst forms of child labour are

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<sup>7</sup> The distinction between soft and hard trafficking refers to family members' *coercion or complicity* in the entry of a person into exploitative employment. It does *not* refer to the pattern of movement or to the roles played. Please refer to the recent Rapid Assessment on Trafficking for Commercial Sexual Exploitation, Annex 9.

<sup>8</sup> This is similar to the 63.4 per cent of the 2.6 million working children who have joined the work force between the ages of 10 and 14 years. In general, girls start working earlier than boys.



illiterate, which largely corresponds to the illiteracy rates of that age group. The remaining 62.7 per cent of the children in the worst forms of child labour reported that they had in fact participated in some form of education before joining the labour market, but that they had dropped out of school.

For the 38.4 per cent of the domestic child workers who are paid a salary, parents collect the wages in 59.3 per cent of the cases. This practice is ever more prevalent among girl children, where parents collect the wages of 78.6 per cent of the working girls. In any case, the average salary paid to children – and especially to girl children – in the worst forms of child labour is precariously low, and most of the children are not paid at all. The exception to the rule is older short-distance child porters and ragpickers, who are paid relatively well for the hazardous work they do in the urban areas of Nepal.

In an attempt to gauge the exploitation faced by children in the worst forms of child labour, the rapid assessments have revealed how low remuneration did not count as a major reason for the small proportion of children who were allowed to leave their previous workplace. Where it was the case, 31.6 per cent of the boys left their workplace for another due to low remuneration, whereas 52 per cent of the girls reported that harassment was the most important reason for leaving.

In the case of trafficking for commercial sexual exploitation, the girl children interviewed for the ILO-IPEC rapid assessment describe their experiences as ‘hell’. The majority of girls in the study were forced into prostitution within one day of their arrival, and the average duration of stay at a brothel was 24 months. On average girls were forced to serve 14 clients per day, with a minimum of three and a maximum of forty persons. Three-fifths of the respondents reported that their clients used condoms sometimes, rarely, or not at all, putting the girls at high risk of contracting HIV/AIDS or other sexually transmitted diseases.

**Table 2.4. Elements of selected worst forms of child labour in Nepal**

Elements of Worst Forms of Child Labour	Bonded labour	Ragpickers	Porters	Domestic workers	Mining	Carpet sector	Trafficking
High incidence of girls	Severe problem	Not significant	Not significant	Severe problem	Severe problem	NIA	Severe problem
High incidence of boys	Severe problem	Severe problem	Severe problem	Severe problem	Severe problem	NIA	NIA
Large proportion <14 years	Severe problem	Severe problem	Not significant	Severe problem	NIA	NIA	NIA
Living away from home	Severe problem	Severe problem	Severe problem	Severe problem	Severe problem	Severe problem	Severe problem
Working long hours	Severe problem	Not significant	Partially prevalent	Severe problem	Partially prevalent	Severe problem	Partially prevalent
No control over income	Severe problem	Not significant	Partially prevalent	Severe problem	NIA	Severe problem	Severe problem
Girls' wages lower than boys'	Partially prevalent	Partially prevalent	Partially prevalent	Severe problem	NIA	Severe problem	NA
Injuries and health hazards	Severe problem	Severe problem	Severe problem	Partially prevalent	Severe problem	Severe problem	Severe problem
Abuse and harassment	Severe problem	Partially prevalent	Not significant	Severe problem	Not significant	Partially prevalent	Severe problem
Restricted mobility	Severe problem	Severe problem	Not significant	Severe problem	Not significant	Not significant	Severe problem
Sexual abuse	NIA	Severe problem	Partially prevalent	Severe problem	Not significant	Partially prevalent	Severe problem
Incidence of trafficking	Not significant	Not significant	Not significant	Partially prevalent	Not significant	Severe problem	NA
Elements of bonded labour	Severe problem	Not significant	Not significant	Partially prevalent	Not significant	Not significant	Not significant
Not attending school	Severe problem	Severe problem	Severe problem	Severe problem	Severe problem	Severe problem	Severe problem

NA: not applicable; NIA: no information available

Not significant

Partially prevalent

Severe problem

In general, the short time available for obtaining information on the worst forms of child labour in Nepal did not allow the research teams of CDPS and NLA to probe further into

the nature and extent of the harassment and/or abuse of children working in the worst forms of child labour. The case studies collected during the research reveal, however, that isolation, harassment, physical and sexual abuse are the order of the day for a large number of the children in the worst forms of child labour in Nepal. A summary of the elements of worst forms of child labour is presented in Table 2.4.

The analysis presented in the above illustrates how the target group children for the Time-Bound Programme start work between the ages of 10 to 14. More than one third is illiterate, and a majority are school dropouts, who have been brought to their present workplace by their parents or relatives. The 127,000 children in the worst forms of child labour come from landless and relatively large families. More than eighty per cent have migrated for work, but the linkages between migration, trafficking and the worst forms of child labour remain poorly understood.

## **2.2. Underlying causes**

Child labour is a complex problem, which is deeply embedded in the cultural, social and economic scenarios and history of Nepal. The "Problem Tree" (Figure 2.2) presents a simplified and schematic picture of the causes of child labour in general and of the worst forms of child labour in particular.

### **2.2.1. Supply**

On the supply side, the main determining factors are household poverty and the poor performance of the education system in preventing child labour. The five rapid assessment findings show how "in search of work" and "insufficient food" were important reasons given for the decision to leave home and start work. In addition, poor rural families can afford neither the direct nor the opportunity costs of education in Nepal.

The inadequacy of the education system in terms of poor infrastructure, poor teaching quality, inadequate number of qualified teachers and their absenteeism as well as the lack of learning materials and a learning environment further results in a weak demand for education among families prone to child labour. These fundamental causes for child labour are highlighted in the Problem Tree and explored in more detail in the companion Time-Bound Programme Project Document, from section 2.3.4 and onwards.

To add to the above causes of child labour, the inadequacy of basic health services and absence of social protection schemes makes both families and children vulnerable to child labour. Related factors that push children away from their homes and into the worst forms of child labour is the weight of social exclusion and gender discrimination. A final, principal reason as to why children leave home is the lack of care, guidance and the level of violence in the family. The terms *hela* (neglect) and *dhuka* (suffering) are frequently used by child labourers when describing the reasons for leaving home and ending up as a child worker in the urban centres of Nepal<sup>9</sup>.

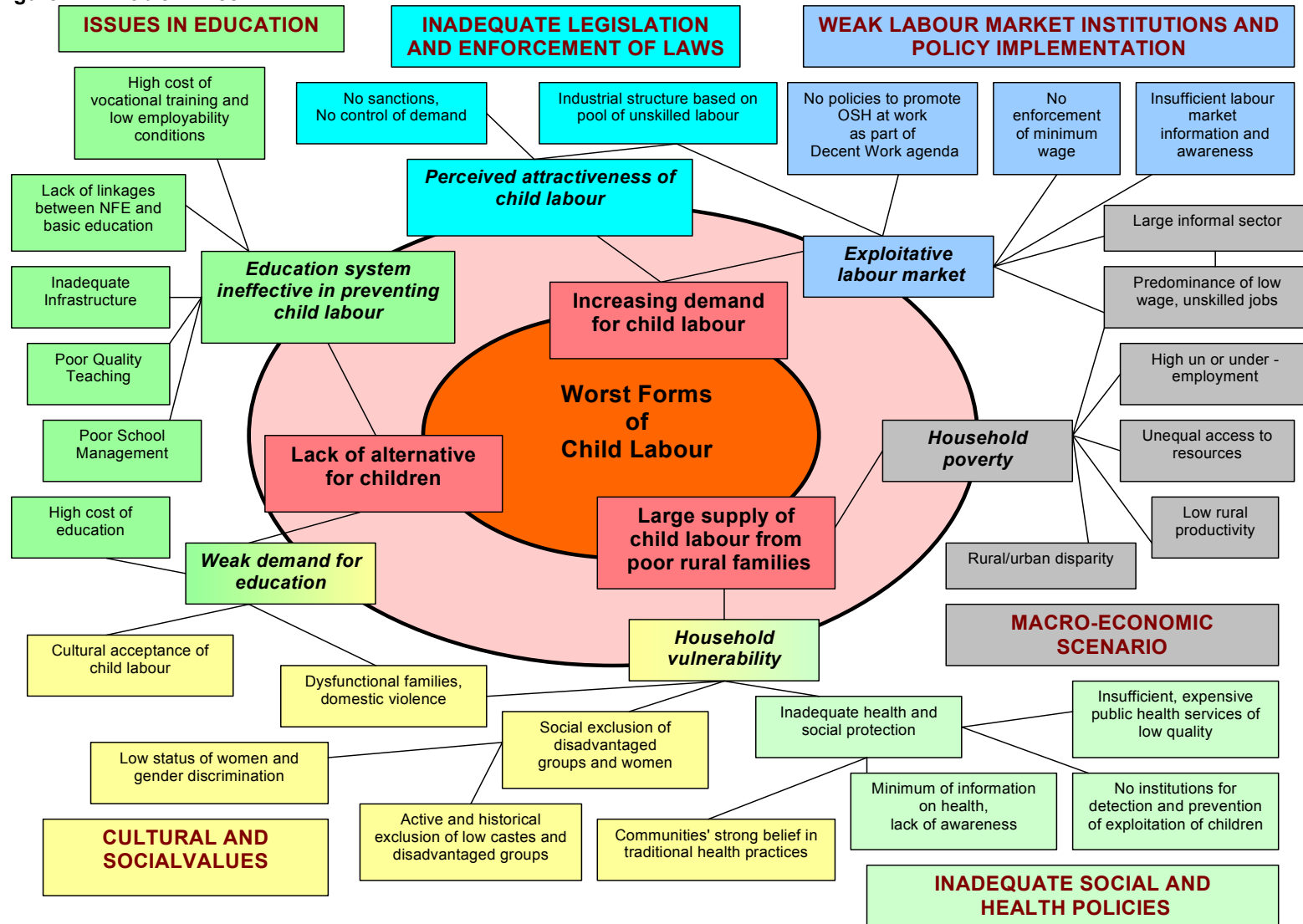
### **2.2.2. Demand**

On the demand side, the underdevelopment of factor and product markets, weak labour market institutions and policy implementation, exploitative labour and social practices makes child labour an attractive alternative. The demand-side of child labour is further

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<sup>9</sup> ILO: *Lessons Learned for the Time-Bound Programme*, (Kathmandu, 2001). (Annex 3)

Figure 2.2. Problem Tree



compounded in a situation where child labour laws are not enforced and where sanctions are negligible or non-existent. In addition, ILO studies show how the incidence of child labour is higher in so-called sunset industries. With the sharp decline of the major growth sectors of Nepal, such as the tourist industry and the carpet sector, and with the resulting decrease in profit margins, the demand for child labour has probably increased.

It must also be recognized that the specific demand for children varies significantly across each worst form of child labour. In the case of girl trafficking for commercial sexual exploitation, for instance, there is reportedly a strong demand for young 'virgin' girls with Mongoloid features in the urban centres of India. In the case of child domestic labour, there is a rather strong demand for high-caste boys, since girls are perceived to be impure during menstruation, and since lower castes are also perceived as impure and thus not allowed in kitchens or private living quarters.

Further, the non-pecuniary reasons for employing child labour can be divided into three main categories. These indicate why employers demand children for reasons other than lower wages (Table 2.5).

**Table 2.5. Non-Pecuniary Reasons for Employing Child Labour<sup>10</sup>**

Awareness and innocence	Traditions	Physical characteristics
1. More docile and less troublesome 2. Greater willingness to do repetitive, monotonous work 3. More trustworthy and innocent, so less likely to steal 4. Less absenteeism (none if bonded) 5. Do not form trade unions 6. Can be exploited for increased profit	7. Tradition of hiring child labour 8. Traditional occupations have children working alongside parent(s) 9. Traditional role of employer is to provide jobs to entire families in the communities	10. Better health (as young, health is not yet spoiled by hazardous work) 11. Children are seen to have irreplaceable skills (virginity in the case of sexual exploitation) 12. Labour intensive production processes that require abundant pools of unskilled labour

From another perspective, the child labour dynamics depicted in the Problem Tree above represents dynamic structures working simultaneously at macro and micro levels. In the absence of an enabling environment at the macro level and of the policies and legislation needed in support of the child labour interventions at the micro level, the situation of child labour is not likely to improve. In eliminating the worst forms of child labour, all levels of the society must be mobilized against child labour and for direct action for families prone to child labour and for children in the worst forms of child labour.

### 2.3. Responses to the Problem

#### 2.3.1. National legislation

The Constitution of Nepal (1990) seeks to protect the interest of children by conferring on them certain fundamental rights and imposing for their benefit certain "directive principles and policies of the State". The State shall make necessary arrangements to safeguard the rights and interests of children and shall ensure that they are not exploited and shall make gradual arrangements for free education.

Apart from the constitution, three laws make important provisions for the protection and advancement of the interests of children and child labourers. These are the Children's Act, the Labour Act (1992) and the companion Labour Rules (1993), and the Child

<sup>10</sup> See Ankar and Melkas: Economic Incentives for Children and Families to Eliminate or Reduce Child Labour, (Geneva 1996). The table represents views of employers and not those of the ILO-IPEC.

Labour (Prohibition and Regulation) Act (1999). Other legal provisions restricting child labour and trafficking in the country include: the Citizen Rights Act (1955), the Begging Prohibition Act (1962), the Prison Act (1962), the Common Law Code (1963), Some Public Offence & Punishment Act (1970), the Foreign Employment Act (1985), the Trafficking Control Act (1986), and the Drug Trafficking (Control) Act.

### Box 2.1. Issues in Nepalese Legislation

**Contradictory definitions of a 'child' and 'minor':** Several articles of the constitution make reference to children and minors, but contradictory definitions are given in the Children's Act (1992), the Labour Act (1992), and the Child Labour Act (1999). Besides the confusion, it remains a fact that Nepal has specified the minimum age for admission to employment or work as 14 years of age.

**Admission to hazardous work:** Nepal has ratified the UN Convention on the Rights of the Child and the ILO Minimum Age Convention, which both define the minimum age for admission to hazardous employment as 18 years. By defining the minimum age for admission to hazardous work as 16 years, the new Child Labour Act and the amendments of the Labour Act do not meet these international standards.

**Legal child labour:** On the one hand, it is a problem that the current laws offer inadequate protection for children above 14, who are legally working. On the other hand, certain deficiencies in the new Child Labour Act can be said to promote 'legal child labour'. Since sectors such as domestic child labour, tea estates, agriculture and the informal sector are not mentioned in the annex of the act; law does not cover children working in home-based industries and in the above-mentioned informal sectors.

**Confusing trafficking with prostitution:** The proposed bill by the Ministry of Women, Children and Social Welfare will eventually replace the Human Trafficking (Control) Act of 1986, which failed to take into account internal trafficking and other critical issues relating to trafficking in women and children. The proposed bill is, however, relatively weak in that it conflates the issue of trafficking with rape, child sexual abuse, pornography, kidnapping, and prostitution.

**Bonded labour legislation:** The new Bonded Labour Prohibition Act exists in draft form only, but it is hoped that it will be the first comprehensive piece of legislation on bonded labour. Yet, the term 'bonded labour' is not clearly defined, and neither sanctions nor punishment is clearly spelled out in the Act.

**Enforcement:** Non-enforcement of legal provisions remains a crucial and immense problem for the development of Nepal and for the protection of its children. Most critically, the lack of proper birth registration procedures and registration of child workers not only hinders the effective regulation of child labour, but it also undermines the logical starting point for any investigation by police or other law enforcement agencies.

Following Nepal's ratification of the UN Convention on the Rights of the Child in 1990, the Children's Act was enacted in 1992 to protect the rights and interests of Nepalese children and to ensure their physical, mental and intellectual development. It also contains a number of provisions on child labour, and it has recently been amended to make the Act more abuse specific especially in relation to sexual abuse against girl and boy children. The Act defines a child as a person below the age of 16 years and states that a child who has not attained the age of 14 shall not be employed in any work as a labourer.

The Labour Act (1992) and the Labour Rules (1993) contain specific provisions for the prohibition of employment of children below the age of 14 years and prohibits admission to hazardous work for minors (between 14 to 18 years). The new Child Labour (Prohibition and Regulation) Act (1999) follows Nepal's ratification of the ILO Minimum Age Convention (No. 138), and has made important amendments in the Labour Act (1992). The Child Labour Act lists specific occupations as hazardous work and prohibits the employment of children below 16 years of age in such activities. The Act has not yet been enacted.

Finally, the Self-Governance Act (1997) makes important provisions for decentralised action for children and against child labour. For instance, much of the powers for protecting girl children have fallen upon the Village Development Committees (VDC), who are obligated to give priority to development projects that directly benefit children. As District Development Committees (DDC) have also explicitly been given the responsibility for developing programmes for the abolition of child labour, there now exist a wider framework and an important new opportunity for Time-Bound Programme action against child labour at the local level.

### **2.3.2. International obligations**

Nepal is a young democracy, and one can clearly trace the efforts to combat child labour to the restoration of multi-party democracy in 1990. Since 1990, Nepal has made significant efforts to improve the situation of children through the ratification of several important conventions.

Only months after the restoration of multi-party democracy and the introduction of a constitutional monarchy, His Majesty's Government of Nepal joined the long list of countries that had already ratified the UN Convention on the Rights of the Child. In addition, Nepal is a signatory of other important international conventions, including the Slavery Convention (1926) as amended by protocols of 1953 and the supplementary Conventions on the Abolition of Slavery (1956). Nepal is also a signatory to the Universal Declaration of Human Rights (1948), and in May, 1991, Nepal ratified the International Covenant of Civil and Political Rights (1966).

In 1998 Nepal became the first country in Asia to ratify the ILO Minimum Age Convention (No. 138). Recently, His Majesty's Government of Nepal has reported that it is in the process of ratifying the ILO Worst Forms of Child Labour Convention (No. 182).

### **2.3.3. National development plans and initiatives**

The broader issue of child development has been included in the five-year national development plans of HMG/Nepal since the Seventh Plan (1985-1990). The Tenth Plan (2002-2007), which is likely to follow the tenets that are currently being developed in the Interim Poverty Reduction Strategy Paper (I-PRSP), is also likely to address the elimination of the worst forms of child labour<sup>11</sup>.

In addition, HMG/Nepal has formed a number of commissions and bodies, including the Child and Women Development Section in the National Planning Commission and the Social Welfare Council, which is responsible for monitoring social welfare activities in the country. Under the coordination of the Chief District Officer, District Child Welfare Boards have been set up at the district level. These agencies are responsible for coordinating

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<sup>11</sup> The paper summarizes the current knowledge of the poverty situation, it describes the existing poverty reduction strategy, and it outlines a macroeconomic framework and policy matrix for enhanced economic growth. The I-PRSP provides a general strategic framework for poverty reduction within which all stakeholders of development in Nepal will act. With regard to children, the document proposes to protect children from illegal recruitment and to strengthen inspection mechanisms to gradually eliminate child labour, reduce trafficking of girls and rehabilitate exploited women and children. There is also a proposal to revise the Labour Act and Regulations. Improving quality and access to and ensuring higher levels of enrolment in school, increasing the literacy rate and promoting technical and vocational education are also among the stated objectives of the PRSP, which are most relevant to the design of the Time-Bound Programme. Priority has further been placed on increasing opportunities for wages and self-employment, with emphasis on labour intensive public works activities, and expansion of microcredit and other women empowerment programmes. Establishing a Poverty Alleviation Fund and activities targeting the poor which put emphasis on social mobilization are also strategies to be adopted. The main objective of the Poverty Alleviation Fund is to initiate and implement various sectoral as well as targeted programmes on poverty alleviation through adopting a coordinated and integrated approach to achieving effective and sustainable reduction in poverty. It is an umbrella fund, which mobilizes resources available from the government and donor communities for launching poverty reduction programmes.

policy planning and for formulating action programmes related to child welfare, development and rehabilitation of children working in difficult situations. Juvenile Benches have also been established in District Courts.

### **2.3.4. National initiatives against and including child labour**

On July 17, 2000, His Majesty's Government of Nepal made a landmark decision to outlaw the *Kamaiya* system of bonded labour, where debt-ridden rural farmers and their children have been working as bonded labourers to pay off debts drawn by their ancestors. From the perspective of child development, the Ministry of Women, Children and Social Welfare and its Central Child Welfare Committee assumes responsibility for children and their right to development and protection. The Ministry furthermore leads the efforts to combat trafficking, and, with the assistance of IPEC, it is in the process of revising the National Plan of Action to combat trafficking in women and children for sexual exploitation. Furthermore, the Parliament is presently considering a bill regarding the prevention of trafficking in women and children, which is sponsored by the Ministry of Women, Children and Social Welfare.

The Ministry of Labour and Transport Management (MOLT) and its Child Labour Section assumes responsibility on issues concerning child labour. In May 1995, the Ministry of Labour constituted a National Steering Committee for IPEC, which has worked jointly with the ILO on the nature and scope of IPEC activities. Currently, the Ministry is coordinating and finalizing His Majesty's Government of Nepal Master Plan for the Elimination of Child Labour. The stated goal of the Master Plan is the elimination of the worst forms of child labour by 2005 and all forms by 2010. In the companion Overall Time-Bound Programme Project Document, the specific linkages between the Master Plan and the Overall Time-Bound Programme have been highlighted.

### **2.3.5. Child labour related programmes and civil society initiatives**

According to the first comprehensive analysis of child labour related programmes in Nepal, each year a total of US\$62.6 million are allocated to the implementation of 29 programmes, which directly or indirectly relate to the issue of child labour.

Discounting the more peripheral programmes on rural development and primary education, the core child labour and child-centred programmes amount to US\$18.3 million annually. Yet, apart from the 12 agencies that have stated that they work in the area of trafficking and the five agencies working against bonded labour, there are no major child labour programmes, which directly target the worst forms of child labour.

In an attempt to map the geographical distribution of these child labour related programmes in Nepal, IPEC has collected further information on the district activities of the 29 different programmes working for children and against child labour in Nepal. Surprisingly, the mapping exercise has revealed that there is a very weak relation between the distribution of child labour programmes and the high child labour rates. It is rather the case that the 29 programmes have focused their attention on districts with road access (Figure 2.3)<sup>12</sup>.

At the same time, there is a discernible and positive trend towards increased collaboration against child labour in general and the worst forms of child labour in particular. With the support of IPEC, in 1998, a Child Labour Co-ordination Group (CLCG) was formed to co-ordinate the activities of major donor programmes related to child

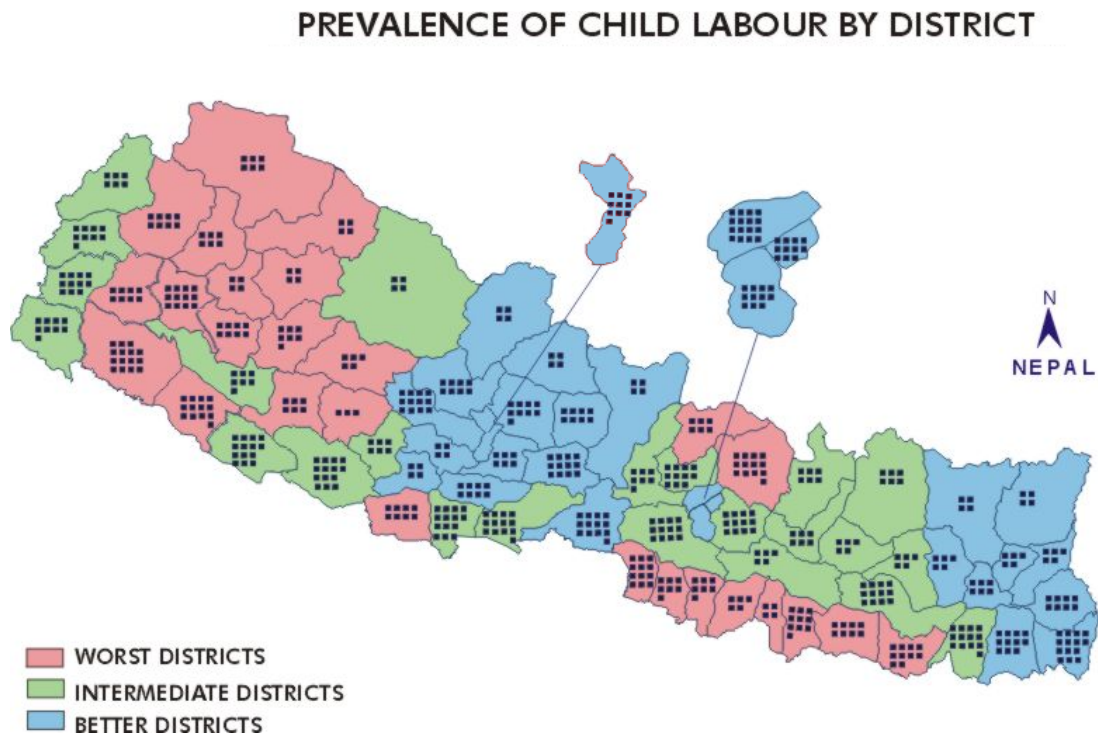
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<sup>12</sup> It should be recognised that the IPEC Core TBP Project will not necessarily work in those districts where the child labour rates are highest. Rather, the project has been designed specifically to target the worst forms of child labour. During recent research it has been found that the districts affected by the worst forms of child labour are not necessarily those with high child labour rates in general, but are actually districts with larger cities and road access.

labour in Nepal. The members are ILO, UNICEF, the World Bank, GTZ, UNESCO, AusAID and DFID.

UNDAF further provides a framework for joint action under the UN system, where WFP is potentially an extremely important sister agency in the battle against the worst forms of child labour. In the case of trafficking, the UN Joint Initiative is an example on how UN Agencies collaborate against trafficking, which is complemented by the Inter-Agency donor Group on Trafficking. Finally, the Time-Bound Programme allows for increasing collaboration with the Asian Development Bank and the World Bank as well as with the US\$ 125 million Basic and Primary Education Programme.

**Figure 2.3. Distribution of child labour related programmes**



*(Note: each dot represents presence of child labour programme funded by one of 29 agencies)*

The tripartite structure of the ILO is unique and it offers tangible assets for IPEC in implementing the Time-Bound Programme. In the early years of IPEC in Nepal, support was provided for awareness raising and sensitization activities within both workers' and employers' organizations, and later on these have also started field-based activities in different sectors. The recent Dhulikhel Declaration is an important initiative by the three trade unions and two teachers' unions of Nepal for concrete and concerted action against child labour and the worst forms of child labour in particular.

In addition, it is estimated that about 240 NGOs with a stated objective of helping children are registered throughout the country. Besides NGOs, community development and community-based organizations, university and research institutions, and the media are also active partners and important stakeholders in the battle against child labour. In 1992, the NGOs working for the welfare of children formed a networking group called Children at Risk Networking Group (CAR-NGW). As it is the case with the donor community, however, there is a lack of coordinated action against child labour.



### **2.3.6. IPEC Nepal: Lessons learned for the Time-Bound Programme**

In February 1995 a Memorandum of Understanding was signed between His Majesty's Government of Nepal (HMG/N) and the ILO to the effect that: "The aim of such cooperation (between HMG/N and the ILO) will be to promote conditions to enable HMG progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination; and increase awareness in the national and international community of the consequences and solutions to the child labour problem".

Nepal was the 11<sup>th</sup> country to implement an IPEC country programme. Since its inception in 1995, 73 action programmes and 52 mini-programmes have been implemented through IPEC in Nepal. The programme has reached 13,500 children and 6,160 families. Including the ILO constituents (government, employers' organization and workers' organizations), IPEC/Nepal works in partnership with 58 organizations, including non-governmental organizations, educational institutions, research organizations, media and district and municipal bodies.

ILO-IPEC has implemented action programmes in 29 districts. Activities have been supported on awareness raising, education, capacity building, income generation and the establishment of a knowledge base. Although bonded labour (Kamaiya), carpet and trafficking have been the major sectors, activities have also focused on child domestic labourers, child porters, brick kiln and stone quarry child workers, tea estate children, children of sweeper community, children working in quartz and coal mines, etc.

During the past five years of implementing the various IPEC programmes, many lessons have been learned, which will in turn be incorporated in the design of the planned Time-Bound Programme. These have been described in detail in the Time-Bound Programme Project Document.

### 3. Approach and strategy

Based on the large number of children working in the selected worst forms of child labour and the nature of the work they do, the ILO-IPEC and its partners in Nepal have designed a set of time-bound strategies and a logical framework for action. The aim is to remove children from intolerable and inhuman work, to prevent new children from entering into the worst forms of child labour and to provide sustainable alternatives to the children as well as to their families.

#### 3.1 Main elements of the strategy

The overall goal of the Time-Bound Programme is to provide support to His Majesty's Government's efforts to eliminate child labour in Nepal. Thus, the development objective of the Time-Bound Programme is:

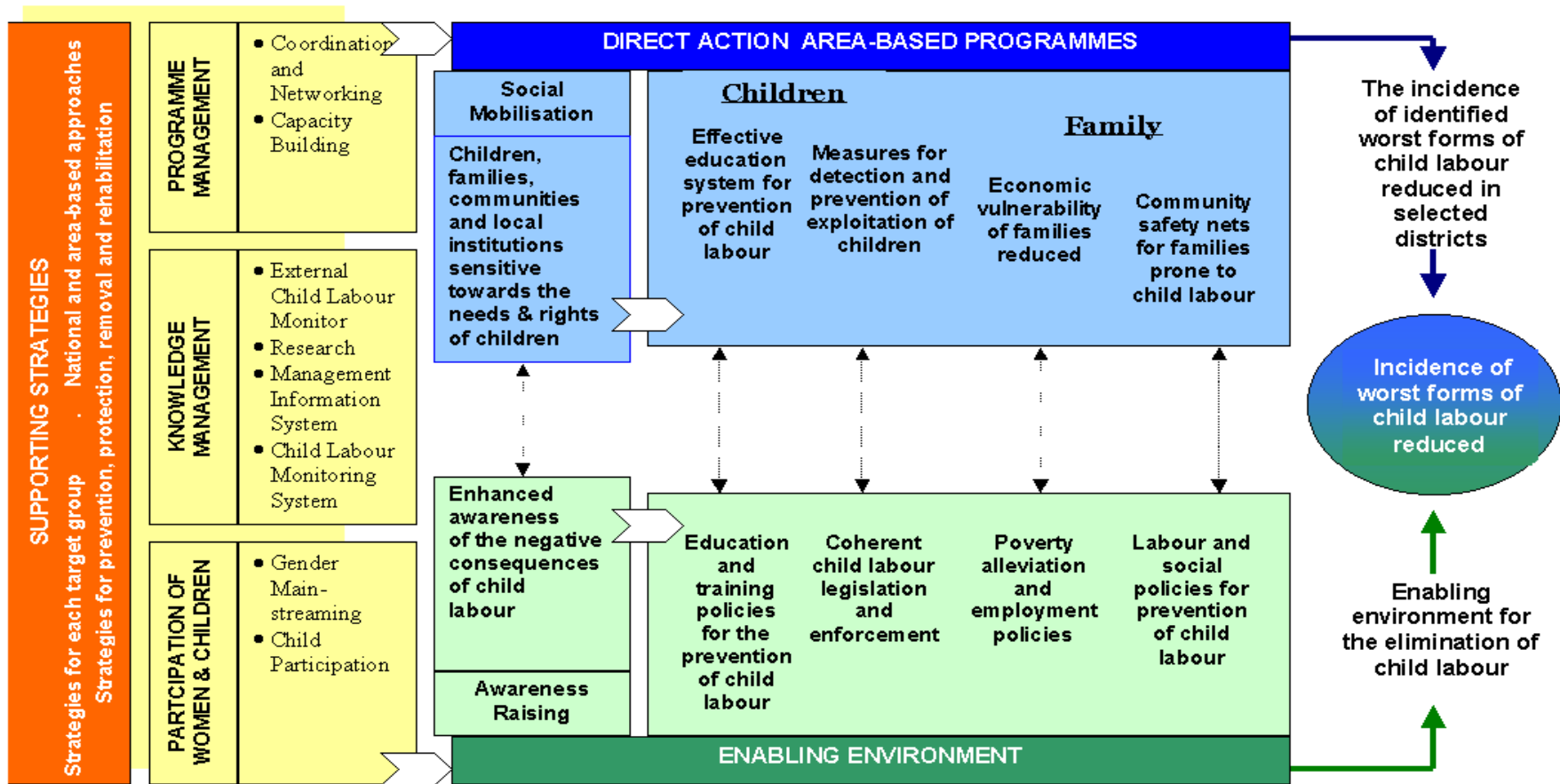
<b>Development Objective</b>	<b>To contribute to the HMG/Nepal Master Plan for the Elimination of Child Labour</b>
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As outlined in Annex 1, the ILO-IPEC aims to achieve the goal of the Time-Bound Programme through two interrelated components. On the one hand, the aim is to create at the national level an enabling environment for the elimination of the worst forms of child labour. On the other hand, the Overall Time-Bound Programme aims to reduce the incidence of child labour in seven selected worst forms of child labour. Specifically, the goal of the Overall Time/Bound Programme is to reduce the incidence by 69 per cent in 35 target districts at the end of the seven-year period.

In turn, the goal of the present IPEC Core TBP Project is to reduce the incidence of working children in the selected sectors and districts by 21 per cent by the end of 2004. Along with the 16,000 children targeted under the IPEC/Declaration bonded labour project, this will contribute to a 42 per cent reduction of the incidence of worst forms of child labour in the 22 initial target districts.

Development Objective	To contribute to the HMG/Nepal Master Plan for the Elimination of Child Labour
<b>Component 1</b>	<b>Creating an enabling environment for the elimination of the worst forms of child labour</b>
<b>Component 2</b>	<b>Reducing the incidence of selected worst forms of child labour</b>

Figure 3.1. Strategy chart for the time-bound programme



### 3.1.1. Creating an enabling environment

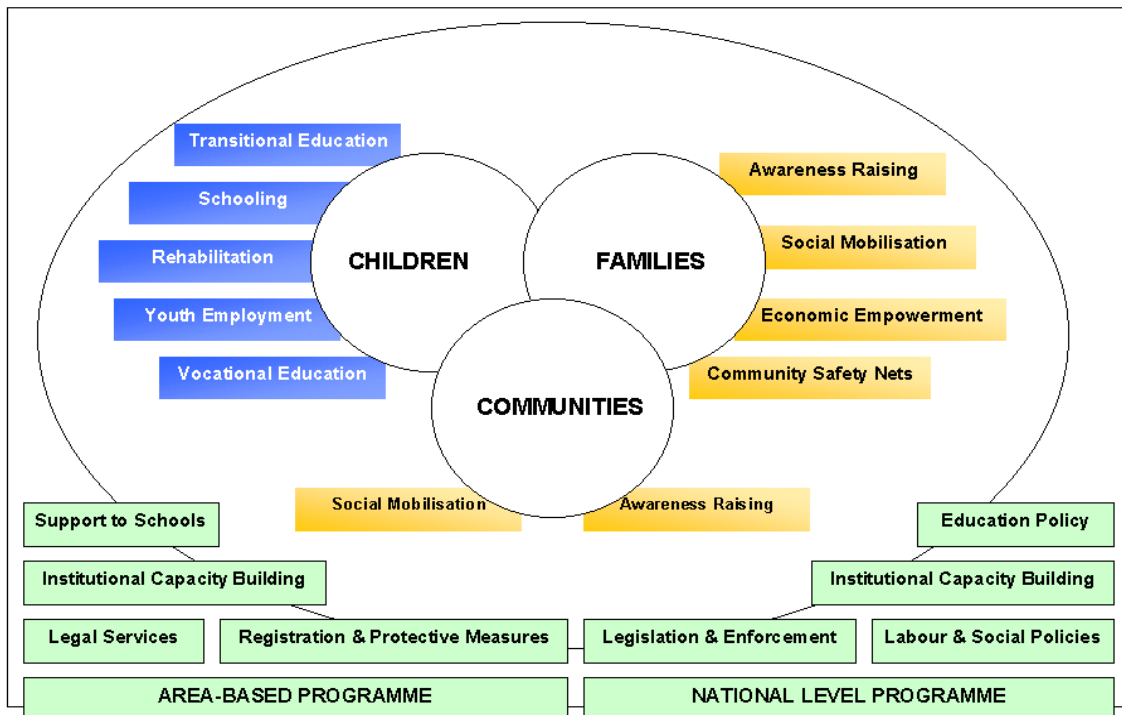
Since its inception in 1995, ILO-IPEC has been able to place the issue of child labour prominently on the national development agenda. A legislative framework has been formulated, and strategic alliances and a forum for coordination have been created in collaboration with IPEC partners. The experience of IPEC in Nepal has indeed shown that it is only possible to create an impact in the battle against child labour, if the specific interventions for working children and their parents are part of an overall framework for action.

### 3.1.2. Direct action against the worst forms of child labour

Through the implementation of 73 action programmes, IPEC has further gained considerable experience in supporting activities against child labour at the level of districts, municipalities, VDCs, communities and families. The action programmes have covered most of the sectors to be targeted under the Overall Time-Bound Programme and have been implemented in 19 out of the 22 target districts of the IPEC Core TBP Project.

In line with the experience of IPEC at the global level, IPEC/Nepal has successfully moved from targeted action in one specific sector (sector-based approach) to targeting all forms of child labour in a well-defined geographical area (area-based approach). As the area-based approach has proven to be very successful in eliminating child labour, it has been incorporated as one of the basic strategies of the Time-Bound Programme and it will be replicated in the 22 target districts of the IPEC Core TBP Project.

**Figure 3.2. Programme Components**



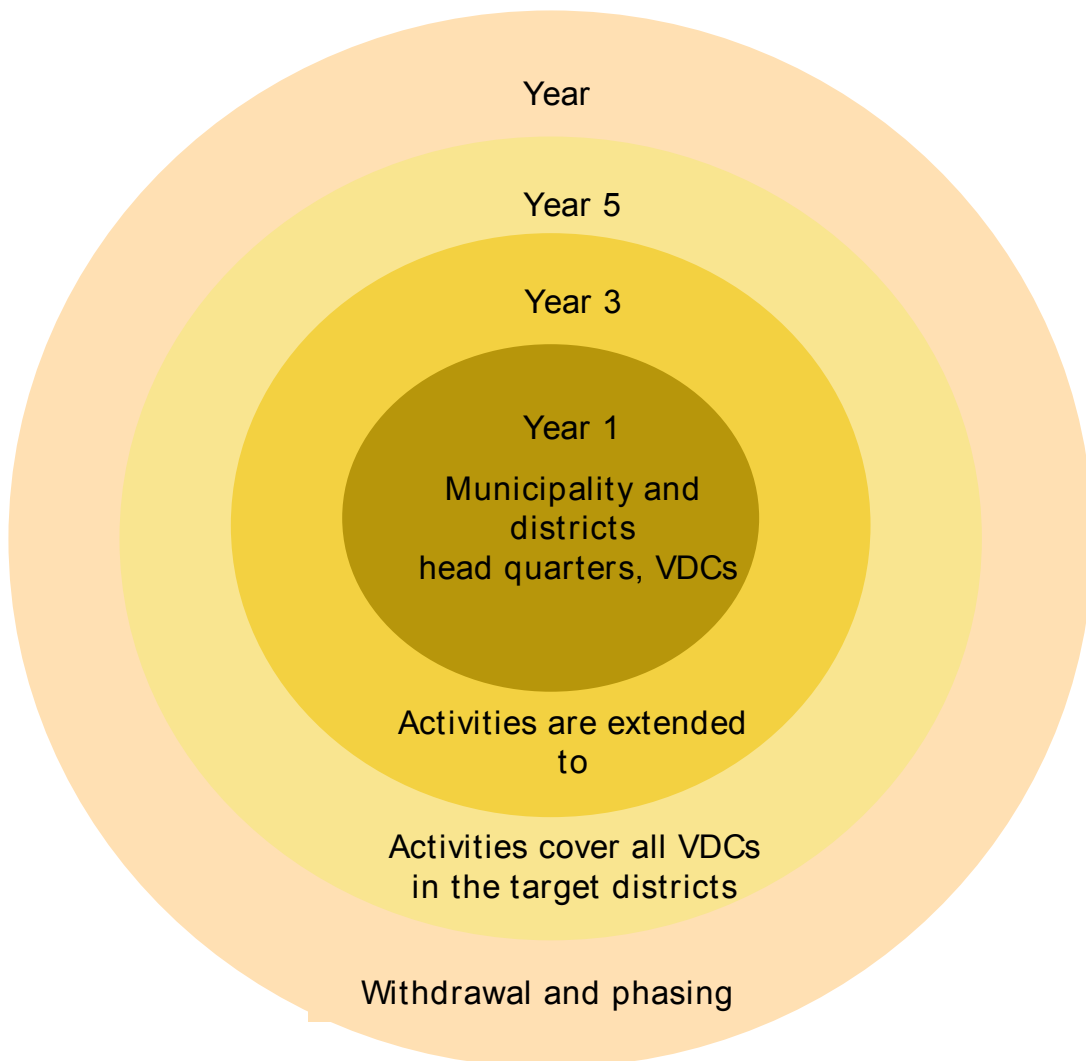
The area-based approach is a pragmatic, feasible and coherent strategy. It is designed so that direct action initiatives for the prevention of child labour, the removal, rehabilitation and protection of child labourers are integrated closely with the activities for the empowerment of vulnerable families and local communities. The interventions to make education effective in preventing child labour and for providing protective measures for children are supported by activities to build community safety nets and to reduce the

economic vulnerability of families prone to or affected by child labour. As illustrated in Figure 3.2, at the district and VDC level, it reaches communities, families and children through such interventions as social mobilization, economic empowerment, quality education and transitional education.

The area-based approach is also useful in preventing child labour migration from rural to urban areas because it offers a sequenced set of interventions at the local level. Activities against child labour are first implemented in district headquarters, or in a municipality, and are then expanded to cover adjoining rural areas (Figure 3.3).

From its previous experience, IPEC Nepal has in fact found that the area-based approach is not only effective in combating selected forms of child labour, but that other forms of child labour are also detected and dealt with when implementing the holistic interventions of area-based programmes. So far, IPEC has successfully urged its local partners and district level government to take the responsibility of mainstreaming any 'unexpected' children into the education system and to provide alternatives for these children and their families. This will also be the strategy of the IPEC Core TBP Project, if and when children in other forms of child labour are encountered in the course of implementation.

**Figure 3.3. Expansion of Area-Based Programmes**



## 3.2. Supporting strategies

### 3.2.1. Target group strategies

There are common causes for and consequences of the selected worst forms of child labour. Yet, there are also important differences, which have been considered in the design of interventions under the Time-Bound Programme. The targeted children form an extremely heterogeneous group in terms of caste, ethnicity, family background and physical and mental development. The strategies designed for each of the selected worst forms of child labour will take into consideration these factors, and action will be taken accordingly. The specific target group strategies are outlined in Attachment 1 of the present project proposal.

### 3.2.2. Strategies for prevention, protection, removal and rehabilitation

The ILO Convention No. 182 describes how a mix of strategies for the prevention, protection, removal and rehabilitation of children shall form an integral part of the efforts to eliminate the worst forms of child labour. In line with ILO Convention No. 182, the Time-Bound Programme in Nepal will also invest in structures and activities such as community-based monitoring that may serve both as rehabilitation and as prevention at the same time.

The IPEC experience teaches us that it is critical to provide children with viable alternatives as soon as they have been identified and the process for withdrawal has been initiated. The IPEC Core TBP Project will ensure that the necessary support structures for education of children and economic empowerment of families will be established early on so that there is a smooth transition between the process of identification, withdrawal and provision of alternatives.

With regard to rehabilitation of children in the worst forms of child labour, ILO-IPEC has developed an approach based on the fact that children who have been exposed to suppression, violence, psychological torture, commercial sexual exploitation or physically devastating work needs special attention. It consists of the elements as shown in Table 3.1.

Given the experience from working closely with survivors of trafficking, all activities related to rehabilitation of children in the worst forms of child labour will essentially be managed by the Chief Technical Adviser of the subregional project against trafficking. Under the US\$ 1.5 million trafficking component of the IPEC Core TBP Project, priority will further be given to extend the rehabilitation and counselling services to survivors of trafficking, who will not have completed rehabilitation at the end of the subregional project against trafficking (scheduled to terminate in the first quarter of 2002).

**Table 3.1. A New ILO-IPEC Approach to Rehabilitation of Children and Adolescents**

<b>General</b>	
Focus on the potential of the survivors Focus on confidence building measures in the first stabilizing period Focus on re-establishing trustworthy human relationships Focus on development of individual action plans for sustainable rehabilitation (based on a mix of individual and group counselling)	
<b>Adolescents</b>	<b>Younger Children</b>
<ul style="list-style-type: none"> <li>➤ Focus on developing the economic potential leading to economic independence of youth/ adolescents</li> <li>➤ Focus on developing multiple life scenarios for post rehabilitation, establishing support networks/ live-in collectives among youth</li> </ul>	<ul style="list-style-type: none"> <li>➤ Focus on involvement of families before reunion takes place</li> <li>➤ Focus on finding viable alternatives to family reunion such as foster parenting</li> <li>➤ Mainstream into education through transitional education programmes</li> </ul>

The approach includes a child labour monitoring component, which will track the individual progress of survivors during their time in the rehabilitation centres and during their first period of reintegration in either their home villages or in an alternative residential setting. This is important for two main reasons:

- in order to ensure that each child is receiving appropriate support and treatment, which will gradually lead to successful, long-term reintegration into mainstream society, and
- to measure progress throughout the process and after the specific interventions.

Reunification with their families will be sought only in those cases where it is assessed that it will be a positive experience for the child. Centre-based rehabilitation will be a temporary solution only, and it is supposed to build the bridge to a socially acceptable life. If adolescents show interest and potential for self-employment, training should be sought, either in an apprenticeship arrangement or through referral to other training providers. If above 15/16 years of age, they will also be offered support in finding non-hazardous employment.

### **3.2.3. Community-based child labour monitoring**

The community-based monitoring component of the Time-Bound Programme will be set up, both to prevent child labour and to ensure that children once removed from work stay out of undesirable and intolerable work. Local vigilance groups, parents' groups and children's groups will be mobilized and assisted by district level officials and staff of implementing agencies to monitor (and reduce) the incidence of child labour, child trafficking and abuse against children.

This will involve a series of measures, starting with the identification of children and community-based measures to remove them from hazardous work, which in turn will lead to a permanent, community-based monitoring mechanism that ensures compliance with national legislation. The community-based child labour monitoring system will also monitor the progress of children and families who are participating in this project, and thereby the performance of implementing agencies.

To ensure the situation of the children has improved, ILO-IPEC will keep track of the children as they are withdrawn from work and enter formal and/or transitional education or benefit from other components of the project. The monitoring will be done with the agreement and engagement of the community and will be based on criteria developed by and with the community. The establishment of District Child Labour Coordination Committees at the district level will support the monitoring agencies and will keep records of the results of ongoing community-based monitoring efforts.

## **3.3. Programme Management Strategies**

### **3.3.1. Programme Coordination and Networking**

The success of the Time-Bound Programme and of the IPEC Core TBP Project will largely depend on the ability of IPEC to establish networks and a common understanding among its partners and implementing agencies. When implementing the IPEC Core TBP Project, at both macro and micro levels, the ILO-IPEC will thus promote sharing of skills and resources and allocate specific roles and responsibilities according to the specific comparative advantages of its partners.

Through the area-based approach, the ILO-IPEC will provide local solutions to local problems, based on the specific prevalence of the target groups in each of the Time-Bound Programme target areas. In order to promote and plan for such joint solutions, the

ILO-IPEC will encourage the active participation of local chapters of employers and workers organizations as well as of DDCs, VDCs, municipalities and the District Child Welfare Boards. To help coordinate action and to strengthen capacity at the district level, ILO-IPEC will establish Child Labour Coordination Committees in each of the 22 target districts.

As an integral and ongoing part of the IPEC Core TBP Project, ILO-IPEC will carry out joint training programmes for implementing agencies. The aim is to build specific expertise required for the implementation of activities to achieve the goal of the Time-Bound Programme, and to develop knowledge networks and a learning culture among its partner organizations. Joint training courses will increasingly be provided to mid-level programme managers from the different organizations, which will be responsible for implementing programmes in the field.

### **3.3.2. Capacity Building**

Capacity building at all levels is imperative. The IPEC Core TBP Project will provide support to the Ministry of Labour in implementing the Master Plan for the Elimination of Child Labour. The ILO-IPEC will also continue to provide assistance to the Ministry of Women, Children and Social Welfare implementing the National Plan of Action to combat trafficking in women and children for sexual exploitation. The support to the Ministry of Land Reform and Management will be continued regarding issues related to bonded child labour, whereas capacity building support to the Ministry of Education is supposed to be provided under the anticipated US Department of Labor Education Initiative.

## **3.4. Knowledge Management**

### **3.4.1. Child Labour Monitoring System**

IPEC is still in the process of developing its capacity to track and to monitor the results of its work in 60 countries of the world. Although hundreds of thousands of children have been reached through quality interventions, and so far 13,000 children have been reached in Nepal alone, it is not known what the specific impact of the interventions have been.

Given the need to demonstrate tangible and reliable results, the ILO-IPEC will take special measures to monitor the effects and impact of the HMG Master Plan and the Time-Bound Programme vis-à-vis the elimination of the worst forms of child labour in Nepal. A Child Labour Monitoring System will be established by the ILO-IPEC and managed by the External Child Labour Monitoring Body (as described in detail in the Overall Time-Bound Programme Project Document, Annex 1).

The Child Labour Monitoring System differs from workplace inspection systems, since child labour monitoring concentrates on children and not solely on their work environment. It is also different from programme monitoring because it monitors the effects of the programme, and does not look at issues concerning the implementation of the IPEC Core TBP Programme. Finally, it is different from the Community-Based Monitoring described above, since it will allow ILO-IPEC to monitor the overall situation of child labour in the country as well as in the 22 target districts.

As an integral part of the IPEC Core TBP Project and the Overall Time-Bound Programme in Nepal, it is anticipated that the Government of Norway will fund the Child Labour Monitoring System and the External Child Labour Monitor. The US Department of Labor will in turn fund those monitoring components directly related to the programme performance of the IPEC Core TBP Project.

### **3.4.2. Research**



Among major research activities planned for the Overall Time-Bound Programme and to be implemented under the IPEC Core TBP Project are the multi-year tracer studies and the permanent tracking system of the direct beneficiaries of the Time-Bound Programme. The tracking system and individual tracer studies will provide important information, which will help ILO-IPEC avoid the occurrence of negative displacement effects, whereby children removed from the selected worst forms of child labour end up in other worst forms of child labour in Nepal. It will also attempt to document whether other children are recruited to fill the positions of children removed from the worst forms of child labour under the Time-Bound Programme. Other research includes the Baseline Survey, two additional Rapid Assessments on child labour in mines and in the carpet sector as well as a follow-up national child labour survey.

### **3.4.3 Documentation and Information Management System**

Although the ILO-IPEC has gained considerable experience in eliminating child labour, and has expanded its knowledge base on child labour considerably, the IPEC story remains untold. Under the IPEC Core TBP Project, the ILO-IPEC will implement a coherent and consistent management information system. The two main pillars for improving the documentation of the work of IPEC will be the creation of a database and an open filing system as well as the creation and continuous updating of an interactive Time-Bound Programme web site.

A quarterly newsletter on the efforts to eliminate the worst forms of child labour as well as the establishment of an archive of photographs and promotional materials will further support these activities. The documentation of the efforts to eliminate the worst forms of child labour will be made available to all stakeholders of the Time-Bound Programme and of the HMG Master Plan, and materials will be published in both English and Nepali.

## **3.5 Strategies for Participation by Women and Children**

### **3.5.1 Gender Mainstreaming**

Given the precarious status of women and girl children in Nepal, gender mainstreaming will be an integral part of the Time-Bound Programme. Yet, whenever girls and women are seen to be in a particularly disadvantageous position, gender-specific interventions, measures and activities will be incorporated in order to take affirmative action.

Gender analysis will be conducted before supporting any programme to be implemented by ILO-IPEC partners in order to examine intended and unintended effects of the programme activities on different groups. This is particularly important for programmes targeting one or the other gender. If required, special activities will be included for the boy or girl child labourer and as appropriate for their affected parents<sup>13</sup>.

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<sup>13</sup> In particular, the impact of the specific activities for the economic empowerment of women, however, will also be evaluated vis-à-vis the impact on child labour, on access to credit and on the role and perceptions of husbands. The ILO-IPEC will aim to prevent that activities targeted for the economic empowerment of women will result in situations where the mother participates in income-generating activities while older girl children are taken out of school to take up domestic responsibilities in the household. One way of avoiding such a negative impact of women's empowerment will be to integrate income-generating activities with household time saving measures. Another way is the proposed promotion of Early Childhood Education (ECE) under the anticipated Education Initiative, whereby small children will be cared for when parents work and older siblings attend school.

Similarly, all learning programmes will be gender sensitive. Promotional material prepared as part of the TBP will not only increase awareness about women and children's needs, but also promote positive portrayal of women and (former) girl child labourers.

In all future action research activities, including the national child labour survey and the baseline survey, the ILO-IPEC will ensure collection of disaggregated data (age, sex, ethnicity). The gender analysis will be incorporated into problem analysis, planning and design stages of the area-based programmes to reduce the incidence of child labour in the selected worst forms of child labour.

### **3.5.2 Child Participation**

Throughout the process of design and implementation of the Time-Bound Programme, children will be included and consulted as a stakeholder group in their own right. The participation of children in specific activities of the IPEC Core TBP Project will range from active participation in the design, implementation and the management of these activities to consultations with the direct beneficiaries of the Time-Bound Programme. Listening to the voices and views of the children will thus be an integral component in the Time-Bound Programme, and particularly so in the monitoring and evaluation process.

To ensure that the best interest of children are incorporated into the design and implementation of the Time-Bound Programme in general and the IPEC Core TBP Project in particular, the ILO-IPEC will include issues on child participation in programme design, implementation, training and in capacity building of its partners.

Furthermore, before specific activities and programmes are designated to the implementing agencies of the IPEC Core TBP Project, ILO-IPEC and the agency in question will sign a memorandum of understanding, which will outline a common understanding on children and on specific action to be taken to promote the participation of children. To avoid harmful effects of the active participation of children in the IPEC Core TBP Project, a set of ethical guidelines will be developed and shared with all stakeholders of the Time-Bound Programme.

The means for the active participation of children in different phases of the Time-Bound Programme are still to be developed, and will have to be facilitated by staff versed in child rights and in working with children. The tools will include getting children's comments on case studies, drama, and various informal exercises on prioritization and decision-making. They will also be provided the opportunity to participate in special child advisory boards that will be pilot tested when implementing the area-based direct action components of the IPEC Core TBP Project.

The participation of children starts with the production of knowledge on children and child labour through the baseline surveys. The data to be gathered will be segregated according to sex, age, caste, ethnicity and family backgrounds, and will allow for a detailed understanding of the problems faced by children affected by or vulnerable to the worst forms of child labour. In addition, Participatory Rural Appraisal (PRA) tools will be used to solicit their views on the problems as well as on possible solutions.

Furthermore, engaging affected children in awareness raising programme campaigns will be a very potent and cost-effective technique. Children make an incredibly powerful presentation of their own personal experiences and have the potential for changing attitudes and behaviour against the worst forms of child labour and for education.

## 4. Target Groups and Target Areas

### 4.1 The Target Groups

The seven worst forms of child labour selected for the Time-Bound Programme at the 2001 National Stakeholder Consultation are shown below. Child trafficking for sexual or labour exploitation was included, as it is the underlying process that leads to the worst forms of child labour.

1. Children in bonded labour
2. Child ragpickers
3. Child porters
4. Child domestic workers
5. Children in mining
6. Child labour in the carpet sector
7. Child trafficking for labour or sexual exploitation

Since trafficking and bonded labour are currently covered under existing IPEC programmes, the IPEC Core TBP Project will essentially focus activities on the five remaining sectors (i.e. child ragpickers, child porters, child domestic workers, children in mining and child labour in the carpet sector).

With regard to trafficking, as the current phase of the subregional project against trafficking terminates in the first quarter of 2002, US\$ 1.5 million has been allocated to continue activities to combat trafficking in Nepal under the IPEC Core TBP Project. Although this new trafficking component will then replace the existing Nepal Chapter of the trafficking project, the trafficking component of the IPEC Core TBP will continue to be implemented according to existing strategies and structures established under the subregional project to combat trafficking.

Within this priority group of worst forms of child labour, the direct beneficiaries of the Time-Bound Programme as well as the IPEC Core TBP Project can be grouped into the following four categories.

**Table 4.1. Four Categories of Direct Beneficiaries**

Direct Beneficiaries	Overall Approach	Types of Interventions	Estimated Targets
Working children in the selected worst forms of child labour	Withdrawal, re-integration and/or rehabilitation, support for education and in some cases protection of working children	Identification, family reintegration, mainstreaming into education, transitional education, vocational and/or skills training, rehabilitation and counselling services, etc.	17,000
Families of children affected	Economic empowerment, social protection and awareness raising	Social mobilization, establishment of credit/savings groups, income-generating activities, community-based health insurance schemes, etc.	7,000
Children at risk, especially younger siblings and girl children	Prevention, protection and support for education	Identification, community-based child labour monitoring, enforcement of legislation, information on child rights and on safe labour migration, awareness raising campaigns, mobilizing teachers against child labour, mobilizing children against child labour, mainstreaming drop outs into education, vocational and/or skills training, etc.	16,000
Families vulnerable to the worst forms of child labour	Economic empowerment, social protection and awareness raising	Mobilizing local institutions, communities and families, establishment of credit/savings groups, income-generating activities, community-based health insurance schemes, etc.	3,000

As the 33,000 children targeted for prevention and rehabilitation are extremely heterogeneous in terms of age, caste, ethnicity, family background and physical and mental development, the interventions will vary significantly, and especially according to the age of the individual child (Table 4.2).

**Table 4.2. Main Interventions According to the Age of the Working Child**

Age	Target
Under 14 years	Identification, withdrawal, counselling, reintegration with family and/or rehabilitation, provision of mainstream education through transitional education, legal aid services, etc.
14 to 18 years	Identification, withdrawal, counselling, reintegration with family and/or rehabilitation, provision of mainstream education through transitional education or provision of vocational/skills training In some instances, and depending on the specific conditions of work, provisions for the protection of working children

#### 4.2. Direct Beneficiaries

The IPEC Core TBP Project will target 17,000 children in 22 initial districts in the course of three years (Table 4.3). Along with the 16,000 children targeted by the US Department of Labor funded project against bonded labour, this is equivalent to the target for the first phase of the Overall Time-Bound Programme in Nepal.

**Table 4.3. Estimates and Targets of the Worst Forms of Child Labour**

Worst forms of child labour	Base Year 2001 (75 districts)	Estimate (22 districts)	Baseline 2002	Target for 2004 (22 districts)
Child ragpickers	4,000	3,000	Data for each district to be collected during the first three months of year one	1,000
Child porters	46,000	25,000		4,500
Child domestic workers	55,700	30,000		7,500
Children in mining	100 <sup>14</sup>	500		500
Child labour in the carpet sector	4,200	4,000		1,500
<b>Sub-Total for Five Sectors</b>	<b>110,000</b>	<b>62,500</b>		<b>15,000</b>
Child trafficking for sexual or labour exploitation (trafficking component )	-- <sup>15</sup>	??		2,000 <sup>16</sup>
<b>TOTAL FOR IPEC CORE TBP PROJECT</b>	<b>110,000</b>	<b>62,500</b>		<b>17,000</b>

<sup>14</sup> Although the research on mining has identified only 115 working children, with the recent expansion of mines, it is tentatively estimated that a total of 500 children work in mines in various districts.

<sup>15</sup> While it is estimated that 12,000 girls are trafficked to India each year for commercial sexual exploitation, there are only indications that Nepalese boys are also trafficked for exploitative employment to neighbouring countries and abroad. It is often cited that 150,000 to 200,000 Nepalese girls are trapped in commercial sexual exploitation in the urban centres of India, while no one dares to guess the number of boys trafficked each year. None of the existing sources includes internal trafficking, and all figures must be handled with care.

<sup>16</sup> The target of 2,000 is for the trafficking component of the Core TBP project. Remaining targets for the Nepal chapter of the current trafficking project, which is still operational until June 2002, are not included.

<b>Worst forms of child labour</b>	<b>Base Year 2001 (75 districts)</b>	<b>Estimate (22 districts)</b>	<b>Baseline 2002</b>	<b>Target for 2004 (22 districts)</b>
Children in bonded labour <sup>17</sup>	17,000	16,000		16,000
<b>TOTAL FOR TBP PHASE I</b>	<b>127,000</b>	<b>78,500</b>		<b>33,000</b>

Of the 17,000 children, 2,000 children trafficked for sexual or labour exploitation will be targeted under the trafficking component. Due to the nature of trafficking, however, these children are not necessarily working children (Table 4.3). Rather, some are returnees, who have escaped exploitative employment, and who are in need of intensive care and special counselling to return to a normal life. Others are children who have been intercepted in the process of trafficking, and who need support to find sustainable alternatives for a sustainable rehabilitation.

Whereas the IPEC Core TBP Project will focus on the creation of an enabling environment, it will also actively reach as many children trapped in the worst forms of child labour as possible. Over a period of three years, the IPEC Core TBP Project has been designed to reach 21 per cent of children in the worst forms of child labour in 22 initial districts and to provide such alternatives as transitional education and rehabilitation to these children. The main interventions and the specific number of children targeted by these are outlined in Table 4.4. below.

**Table 4.4. Estimated Targets and Costs of Major Areas of Intervention**

<b>Direct Child Beneficiaries</b>	<b>Estimated Targets</b>	<b>Estimated Targets for Main Type of Intervention</b>			
		<b>Mainstream directly into formal education</b>	<b>Transitional education and then formal education</b>	<b>Transitional education and then skills training</b>	<b>Rehabilitation/counselling services</b>
<b>Working children in selected worst forms of child labour</b>	17,000	7,000	6,000	2,000	2,000
<b>Children at risk, especially younger siblings and girl children</b>	16,000	14,000	2,000	--	--
<b>TOTAL</b>	<b>33,000</b>	<b>21,000</b>	<b>8,000</b>	<b>2,000</b>	<b>2,000</b>
<b>ALLOCATION PER CHILD</b>		<b>US\$10</b>	<b>US\$45</b>	<b>US\$85</b>	<b>US\$200-400</b>
<b>TOTAL COSTS OF MAIN INTERVENTIONS</b>		<b>US\$210,000</b>	<b>US\$360,000</b>	<b>US\$170,000</b>	<b>US\$4-800,000 (a)</b>

(a) Please note that as the appropriate community-based and centre-based models of rehabilitation are still under development, the indicative cost range of rehabilitation for the 2,000 children targeted should be read with caution. In total, US\$875,000 has been budgeted for rehabilitation and counselling services, but this includes development of the service.

The US\$10 allocated per child for mainstreaming purposes covers the cost of identification, counselling and referral only. It is in turn assumed that the anticipated interventions funded by the US Department of Labor Education Initiative will also target these 21,000 children. It is further estimated that some 8,000 children will be targeted by

<sup>17</sup> Child bonded labourers will be targeted according to the intervention and strategies already laid out in the USDOL funded Joint Technical Cooperation Project of the InFocus Programme (IFP) on the Elimination of Child Labour (IPEC) and IFP on Promoting the ILO Declaration on Fundamental Principles and Rights at Work. The project targets 16,000 children within the 36 months of its expected implementation from October 2001 to October 2004.

the Education Initiative as they complete the transitional education funded by the Core project and are mainstreamed, on average, after one year of transitional education.

The foreseen contribution from the Education Initiative will vary from covering the full cost of enrolment and schooling to enhancing the quality of educational services already funded by the Government. Whereas the Core TBP Project will thus fund all non-formal and skills training needed for the above plan; there will also, however, be scope for the Education Initiative to participate in enhancing the quality of these education opportunities.

**Table 4.5. Direct Beneficiaries**

	<b>Direct Beneficiaries</b>	<b>Estimated Targets</b>
1	Working children in selected worst forms of child labour (including 2,000 children targeted under the trafficking component of the IPEC Core TBP Project)	17,000 children
2	Families of children affected	7,000 families
3	Children at risk, especially younger siblings and girl children	16,000 children
4	Families vulnerable to the worst forms of child labour	3,000 families
<b>TOTAL: 33,000 children and 10,000 families</b>		

In line with the Time-Bound Programme targets, the direct beneficiaries of the IPEC Core TBP Project further include an estimated 16,000 children at risk in the 22 selected target districts. When defining a child at risk such factors, as age, gender, caste, ethnicity, family income and vulnerability, educational status of parents and the child itself, are taken into account<sup>18</sup>. IPEC experience also shows that younger siblings of child workers are particularly at risk. Altogether, the IPEC Core TBP Project will target 33,000 children, who are either working in or at risk from the worst forms of child labour.

The remaining two categories of direct beneficiaries are the families of working children in the seven selected worst forms of child labour as well as the families vulnerable to send their children into the worst forms of child labour (Table 4.2). The IPEC Core TBP Project will target 7,000 families of working children in the 22 districts, and it will reach an estimated 3,000 families vulnerable to the worst forms of child labour<sup>19</sup>.

#### **4.3. Direct Recipients**

Given the need to mobilize all levels of society against the worst forms of child labour, and the broad-based approach of the Time-Bound Programme, the direct recipients are many. These can broadly be categorised as follows.

1. Due to the central importance of the area-based approach to eliminating the worst forms of child labour at municipality and district levels, direct recipients will include

<sup>18</sup> The estimated number of children at risk is subject to change following the results of the baseline survey, which will shed more light on this issue. The targets for boys and girls will only be established after the completion of the baseline survey, which will document the specific distribution of working girls and boys in the worst forms of child labour at district level.

<sup>19</sup> Defining families vulnerable to the worst forms of child labour is as difficult as defining children at risk from child labour. As is the case with all categories of direct beneficiaries, the targets given in the table below may be revised based on the results of the baseline survey.

local government officials, local employers and trade union representatives, local non-governmental and community-based organizations.

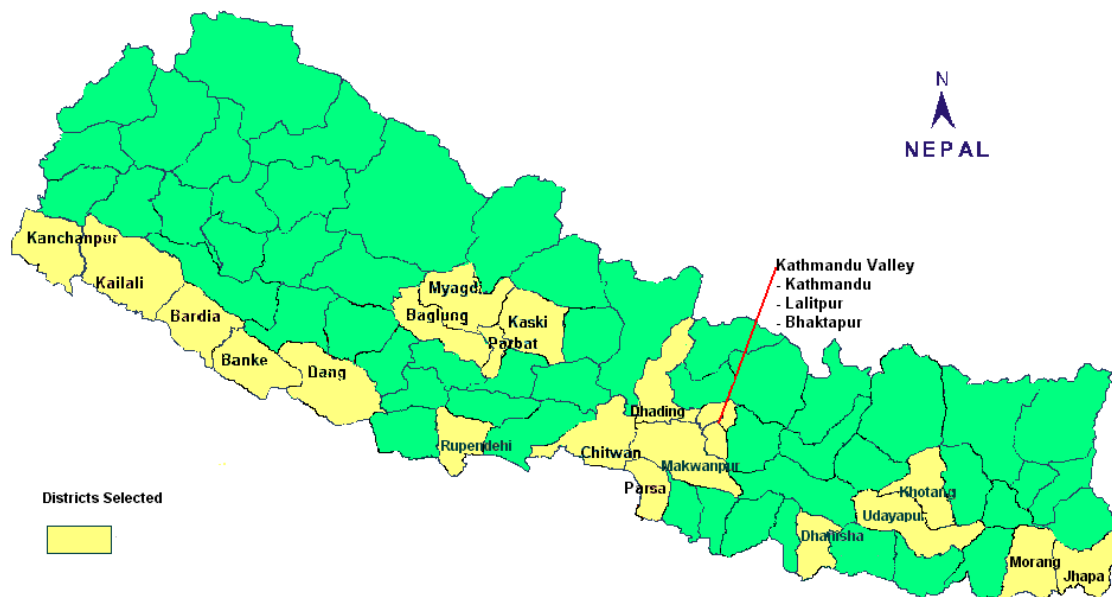
2. As the issues of legislation and enforcement are essential to the elimination of the worst forms of child labour, direct recipients will furthermore include lawmakers, judges, court officials, police and other law enforcement agencies as well as other key stakeholders of the legal regime in Nepal.
3. Furthermore, other direct recipients include representatives from HMG line ministries such as the Ministry of Labour and Transport Management, the Ministry of Women, Children and Social Welfare, the Ministry of Education and Sports, the Ministry of Local Development, the Ministry of Land Reform Management and the Ministry of Health.
4. Finally, the direct recipients of the Time-Bound Programme also include employers' organizations and trade unions, non-governmental organizations, university and research organizations, media and the civil society at large. Direct recipients will also include school management members, teachers and their unions as well as school children in general.

#### 4.4. Geographical Coverage

Child labour in Nepal is closely related to child migration, which makes children vulnerable to the worst forms of child labour. It is also related to trafficking, which is the process that often leads to the worst forms of child labour. In order to eliminate the selected worst forms of child labour, the IPEC Core TBP Project will not only target the areas where children work, but also work in the areas where these children originate.

During the Programme Formulation Mission in June 2001, in-depth discussions on target areas were held with representatives from HMG line ministries, ILO constituents and IPEC partners. It was agreed that the Time-Bound Programme and thus the IPEC Core TBP Project would be initiated in 22 districts, out of which IPEC has previously worked in 19 districts (Figure 4.1). Three new districts in the eastern Hills and in the eastern part of the central Terai have been added with a view to addressing the problem of worst forms of child labour and child porters in Eastern Nepal.

Figure 4.1. Districts Selected for the IPEC Core TBP Project



## 5. Objectives, Outputs and Indicators

### 5.1 Summary of Immediate Objectives

The IPEC Core TBP Project lies at the heart of the Time-Bound Programme. The objectives are the same as those designed for the Time-Bound Programme, and a total of 19,500 working children in the worst forms of child labour will be targeted during the three year of its implementation. The basic components for creating an enabling environment and for the elimination of the selected worst forms of child labour are summarised below.

<b>Development Objective</b>			
<b>To contribute to the HMG/Nepal Master Plan for the Elimination of Child Labour</b>			
<b>Component I</b>		<b>Component II</b>	
<b>Creating an enabling environment for the elimination of the worst forms of child labour</b>		<b>Reducing the incidence of selected worst forms of child labour</b>	
<b>Immediate Objective 1</b>	At the end of the IPEC Core TBP Project, child labour related legislation will be consistent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened	At the end of the IPEC Core TBP Programme, local capacity to detect and prevent situations of exploitation of children will have been enhanced in targeted sectors/districts	<b>Immediate Objective 2</b>
<b>Immediate Objective 3</b>	At the end of the IPEC Core TBP Project, education and training policies will reflect the needs of child labourers and children at risk, considering in particular the special situation of the girl child	At the end of the, IPEC Core TBP Project, children at risk and in the worst forms of child labour will have access to primary, non-formal or vocational education in targeted sectors/districts	<b>Immediate Objective 4</b>
<b>Immediate Objective 5</b>	At the end of the IPEC Core TBP Project, labour, social and poverty alleviation policies will target communities prone to child labour, women and children, and government, donor and other development programmes will be mobilized to contribute to the elimination of the worst forms of child labour	At the end of the IPEC Core TBP Project, the economic vulnerability of families with children at risk or engaged in the worst forms of child labour will have been reduced	<b>Immediate Objective 6</b>
<b>Immediate Objective 7</b>	At the end of the IPEC Core TBP Project, public awareness of the negative consequences of child labour will have increased and the IPEC partners will be mobilized against the worst forms of child labour	At the end of the IPEC Core TBP Project, children, families, communities and local institutions are sensitive to the needs of children and mobilized against the negative consequences of the worst forms of child labour in targeted sectors/districts	<b>Immediate Objective 8</b>

### 5.2. Indicators and Means of Verification

The indicators presented below are selected measures for the achievement of the objectives. Specific targets for each of them will be developed as part of the Time-Bound Programme monitoring plan, once information from the baseline studies becomes available. The means of verification will also be developed then, and responsible persons or institutions in charge of monitoring and frequency of data collection will also be identified<sup>20</sup>.

<sup>20</sup> According to ILO and IPEC guidelines on developing indicators, these are designed as neutral measures of the project objectives and not in terms of decrease or increase. The magnitude of the increase or decrease is instead expressed in the targets.



<b>Development Objective: To contribute to the HMG/Nepal Master Plan for the Elimination of Child Labour</b>	
<b>Component I: Creating an enabling environment for the elimination of the worst forms of child labour</b>	
<i>(No specific indicators for this objective needed. Please see indicators for immediate objectives 1,3,5 and 7 below)</i>	
<b>Component II: Reducing the incidence of selected worst forms of child labour</b>	
<b>INDICATOR<sup>21</sup></b>	<b>MEANS OF VERIFICATION</b>
➤ Number of children in selected worst forms of child labour in 22 initial target districts (breakdown by sector, district, gender and age group)	<i>Repetition of baseline survey</i>
<b>Immediate Objective 1</b> At the end of the IPEC Core TBP Project, child labour related legislation will be consistent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ Inconsistencies in legislation</li> <li>➤ Number of violations of child labour legislation recorded</li> <li>➤ Number of violation cases brought to a conclusion</li> </ul>	<i>Legislative review by independent researchers  Inspection records  Court orders/decisions  Inspection records and court records</i>
<b>Immediate Objective 2</b> At the end of the IPEC Core TBP Programme, local capacity to detect and prevent situations of exploitation of children will have been enhanced in targeted sectors/districts	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ Percentage of workplaces in selected districts that are free of child labour</li> <li>➤ Number of district/community actions taken as a result of detecting cases of exploitation</li> </ul>	<i>Labour Inspection registry  Records from District Child Welfare Boards  District/community plans, programmes and initiatives</i>
<b>Immediate Objective 3</b> At the end of the IPEC Core TBP Project, education and training policies reflect the needs of child labourers and children at risk, considering in particular the special situation of the girl child	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ References to child labourers and children at risk in new or revised educational policies or plans</li> <li>➤ Proportion of schools where the new curricula are applied</li> <li>➤ Increased community participation in primary schooling</li> </ul>	<i>Review of educational policies and plans  Ministry of Education, Culture and Sports reports and ADB  Progress Reports  School, community group records</i>

<sup>21</sup> While, according to ILO and IPEC guidelines, indicators are only used at the level of immediate objectives as measurement of what the project is to achieve, the strategic level of the TBP concept suggest that an ultimate measure of achievement is the reduction of the incidence of WFCL in the target areas and sectors. The combined achievement of the immediate objectives under Component 1, as well as the support from the capacity built in targeted areas through achieving immediate objectives under Component 2, is intended to reduce the incidence of WFCL and it is therefore important to measure this. The impact assessment process included in this process has the incidence of WFCL as its core indicator.

<b>Immediate Objective 4</b> At the end of the, IPEC Core TBP Project, children at risk and in the worst forms of child labour will have access to primary, non-formal or vocational education in targeted sectors/districts	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ Enrolment rates for targeted children (breakdown by district, gender, type of education and age groups)</li> <li>➤ Dropout rates for targeted children (breakdown by district, gender, type of education, age groups)</li> <li>➤ General enrolment rates and dropout rates in selected districts</li> </ul>	<i>Community-based monitoring and selected schools' and training centres' registries (can be cross-checked with government data or based on these if reliable)</i>
<b>Immediate Objective 5</b> At the end of the IPEC Core TBP Project, labour, social and poverty alleviation policies will target communities prone to child labour, women and children, and government, donor and other development programmes will be mobilized to contribute to the elimination of the worst forms of child labour	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ Scope and coherence of labour, social and poverty alleviation policies concerning the worst forms of child labour</li> <li>➤ Number of child labour sensitive initiatives based on labour, social and poverty alleviation policies targeting vulnerable families and children at risk</li> </ul>	<i>Qualitative policy analysis by independent researchers Review of and monitoring information on initiatives targeting children at risk, research by independent researchers</i>
<b>Immediate Objective 6</b> At the end of the IPEC Core TBP Project, the economic vulnerability of families with children at risk or engaged in the worst forms of child labour will have been reduced	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ Number of targeted families with access to safety nets, including micro-health insurance schemes</li> <li>➤ Households with children at risk or engaged in the worst forms of child labour having improved their family income because of the financial and non-financial services provided by the project</li> <li>➤ Number of children aged 16 to 18 starting or improving entrepreneurial initiatives</li> </ul>	<i>Community-based monitoring system and local DDC/VDC records Programme monitoring with information from VDCs and reports of local financial institutions ILO and UNDP programme registries</i>
<b>Immediate Objective 7</b> At the end of the IPEC Core TBP Project, public awareness of the negative consequences of child labour will have increased and the IPEC partners will be mobilized against the worst forms of child labour	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ Changes in knowledge, attitudes and behaviour towards child labour in the population and among key actors</li> <li>➤ Number of initiatives against child labour promoted by partners and civil society organizations without the support of the programme at the national level</li> </ul>	<i>Knowledge, Attitude, Behaviour (KAB) survey and results of qualitative questionnaire survey Civil society organizations and partners' ad hoc reports</i>
<b>Immediate Objective 8</b> At the end of the IPEC Core TBP Project, children, families, communities and local institutions are sensitive towards the needs of children and mobilized against the negative consequences of the worst forms of child labour in targeted sectors/districts	
<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>
<ul style="list-style-type: none"> <li>➤ Changes in knowledge, attitudes and behaviour towards child labour in the targeted population (selected districts)</li> <li>➤ Number of initiatives against child labour promoted by partners and civil society organizations without the support of the programme at the local level, in targeted districts</li> </ul>	<i>KAB survey and results of qualitative questionnaire survey Civil society organizations and partners' ad hoc reports</i>

### 5.3. Outputs and Main Activities

<b>Immediate Objective 1:</b> At the end of the IPEC Core TBP Project, child labour related legislation will be consistent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened	
<b>OUTPUTS</b>	<b>MAIN ACTIVITIES</b>
1.1 The contradictions in legal instruments are documented and amended in order to ensure conformity with ILO Conventions Nos. 138 and 182	1.1.1 An inter-ministerial task force will review deficiencies/contradictions in existing child labour and trafficking related legislation, rules and regulations, including the need to raise admission to hazardous work to 18 years 1.1.2 Provide technical support to draft coherent legislation on child labour including domestic child labour, trafficking and bonded labour, which is compatible to ILO Convention Nos. 138 and 182 1.1.3 Encourage the ratification of ILO Convention No. 182 and three core ILO Conventions, Nos. 29, 87, and 105 1.1.4 Support the promotion of sexual harassment laws which take into consideration the special situation and the vulnerability of the girl child
1.2 Information about new legislation is disseminated through training and sensitization workshops	1.2.1 Support the dissemination and training on new legislation to governmental/non-governmental stakeholders of the legal regime 1.2.2 Sensitize parliamentarians, the judiciary, police and other stakeholders of legal provisions and the enforcement system
1.3 A system to monitor implementation of child labour legislation is established	1.3.1 Provide assistance to set-up a supervisory system to monitor the implementation of legislation related to child labour and trafficking 1.3.2 Support the Government's advisory committee to strengthen its capacity for revising the list of hazardous forms of child labour and producing a list of occupations where girls are particularly at risk 1.3.3 Support and equip the National Human Rights Commission to discharge its duties with respect to the human rights of children 1.3.4 Promote legislation and its enforcement regarding the protection of NGOs working in rescue and rehabilitation work against threats from perpetrators, including traffickers
1.4 Enforcement of legal instruments is strengthened	1.4.1 Develop and provide strategies/solutions to promote enforcement and to shorten the lengthy court procedures for reaching judgement 1.4.2 Provide technical support to civil society organizations that monitor and initiate legal action against child traffickers and violators of child labour laws 1.4.3 Strengthen enforcement of legal instruments by improving the capacity of civil society to liaise between children and the law enforcement authorities, including filing of cases against exploitation 1.4.4 Strengthen birth registration system to ensure enforcement of minimum age legislation

**Immediate Objective 2:** At the end of the IPEC Core TBP Project, local capacity to detect and prevent situations of exploitation of children will have been enhanced in targeted sectors/districts

OUTPUTS	MAIN ACTIVITIES
2.1 District governance institutions are mobilized to actively participate in protection of children	2.1.1. Coordinate and liaise with DDCs, municipalities and VDCs to make provisions and programmes for women and children within the framework of the Local Self-Government Act 2.1.2. The DDC and VDCs are equipped to collect information with respect to children in hidden worst forms of child labour and cases of trafficking and to liaise with enforcement authorities 2.1.3. Strengthen the capacity and mandate of the District Child Welfare Boards to keep records on child labour and trafficking and encourage active participation of DCWB members and local judicial enforcement bodies to provide legal assistance 2.1.4. Train existing community groups in paralegal issues, including trafficking for the WFCL.
2.2 Orientation and training is provided on legal instruments related to the elimination of child labour and trafficking	2.2.1 Sensitize, train and strengthen the capacity of all key actors and stakeholders to mobilize against violation of child labour laws and to encourage judicial action when necessary 2.2.2 Provide training on child labour laws to Labour Officers to improve their capacity to monitor establishments at district level 2.2.3 Provide training on child labour laws to employers' and workers' organizations 2.2.4 Improve access to local legal institutions such as juvenile courts and support legal literacy courses, help lines, etc.
2.3 Registration and monitoring of child labour at workplaces is effectively implemented	2.3.1 Encourage employers' and workers' organizations to conduct regular monitoring of and awareness raising in workplaces and in the transportation sector 2.3.2 Negotiate with employers to keep records of all child workers under 18 years of age 2.3.3 Establish a system of registration of child workers, in collaboration with DDC, municipality and VDC officials as well as teachers, etc. 2.3.4 Support paralegal education at the community level 2.3.5 Promote codes of conduct

**Immediate Objective 3:** At the end of the IPEC Core TBP Project, education and training policies reflect the needs of child labourers and children at risk, considering in particular the special situation of the girl child

OUTPUTS	MAIN ACTIVITIES
3.1 Needs of children vulnerable to child labour is reflected in education policies	3.1.1 Promote prevention of child labour as a part of national education policies and programmes in order to ensure that they are more responsive to the special needs of children vulnerable to child labour 3.1.2 Participate actively in the Education For All initiative to ensure that the concerns of child labourers and girl children are adequately reflected in government commitments and ensuing policy initiatives 3.1.3 Promote the need for demand-driven education with special attention to the situation of child labourers and girl children in consultations with major stakeholders of the education system, the Ministry of Education and the BPEP donors 3.1.4 Disseminate lessons learned from ILO-IPEC interventions in education in order to mainstream these interventions into government plans and policies
3.2 Improved quality of education with special attention to children at risk and the girl child	3.2.1. Implement parallel awareness raising for trained teachers and engage teachers' unions in mobilizing teachers against child labour 3.2.2. Strengthen capacity of teachers' unions for advocacy to improve the situation and the status of teachers
3.3 System of education is made more responsive to the needs and requirements of the poor, excluded and vulnerable children	3.3.1 Build partnerships for change with the WFP School Feeding Programme, which has a direct and proven impact on enrolment and retention rates 3.3.2 Work closely with the outreach and flexible schooling components of the Basic and Primary Education Programme (BPEP)

**Immediate Objective 4:** At the end of the IPEC Core TBP Project, children at risk and in the worst forms of child labour will have access to primary, non-formal or vocational education in targeted sectors/districts

OUTPUTS	MAIN ACTIVITIES
4.1 Expanded access to education through community mobilization and participation	4.1.1 Support awareness raising campaigns to raise community demand for accessible, affordable, relevant and quality education 4.1.2 Promoting community-based monitoring of school attendance and of children vulnerable to child labour
4.2 Transitional education is provided to 10,000 children rescued from the worst forms of child labour	4.1.3 Twenty-one thousand children mainstreamed into formal education 4.2.1 Conduct an inventory and capacity assessment analysis of existing transitional education centres to identify suitable organizations 4.2.2 Work to improve linkages between non-formal and formal schooling to effectively mainstream former child labourers into primary education 4.2.3 Mainstream children under 14 years of age in transitional education into formal schools 4.2.4 Develop and implement a monitoring system for ensuring quality control of transitional education centres and for replicating good practices 4.2.5 Develop training modules, approaches and tools that focus on teacher attitudes, social justice issues and rights of minorities as well as the demands and special needs of children vulnerable to the worst forms of child labour
4.3 Vocational training is provided to 2,000 adolescents after provision of transitional education	4.3.1 Identify suitable partner organizations based on the review of vocational training and the good practices study conducted by the ILO IFP on Skills 4.3.2 Forge linkages with the new, short-term, mobile vocational training courses facilities funded by the SDC to train former child labourers on quality and marketable skills
4.4 Rehabilitation services are developed and implemented for 2,000 children removed from the worst forms of child labour, and especially for children who have been trafficked for labour or sexual exploitation	4.4.1 New model for rehabilitation based on individual and community-based counselling is developed and implemented 4.4.2 Services provided to 2,000 girls and boys, who have been trafficked for labour or sexual exploitation 4.4.3 Community-based rehabilitation schemes initiated in selected pilot areas

**Immediate Objective 5:** At the end of the IPEC Core TBP Project, labour, social and poverty alleviation policies will target communities prone to child labour; women and children, and government, donor and other development programmes will be mobilized to contribute to the elimination of the worst forms of child labour

OUTPUTS	MAIN ACTIVITIES
5.1 Labour and social policies are produced	<p>5.1.1 Review existing labour and social policies and actively promote policies for the protection of workers, women and children as well as poor rural families vulnerable to child labour</p> <p>5.1.2 In cooperation with its partners, encourage the government to implement minimum wage schemes and to enforce labour standards against exploitative labour practices</p> <p>5.1.3 Promote the ratification of ILO Convention No. 102 concerning the right to social protection in health care</p> <p>5.1.4 Conduct awareness raising campaigns on the right to social protection</p>
5.2 Child labour issues are incorporated in national policy documents related to labour, social and poverty alleviation policies	<p>5.1.5 Conduct research on labour market approaches and child labour</p> <p>5.2.1 Provide technical inputs for the finalization of both the I-PRSP and the 10<sup>th</sup> plan, in an attempt to address poverty and unemployment problems of families prone to child labour</p> <p>5.2.2 Promote scaling up of targeted poverty alleviation programmes for the poorest of the poor</p> <p>5.2.3 Provide support for the creation of a poverty alleviation fund in conjunction with all other agencies concerned</p>
5.3 Action plans are developed with relevant governmental and non-governmental organizations to incorporate child labour issues and concerns into their programmes and budgets	<p>5.3.1 Collaborate with local governments and with other international agencies, in an effort to prioritise and design appropriate plans of action and programmes targeting working children and those families at risk of child labour</p> <p>5.3.2 Promote policies of good governance and district level self-governance in partnership with other international agencies in the 22 target districts</p>

**Immediate Objective 6:** At the end of the IPEC Core TBP Project, the economic vulnerability of families with children at risk or engaged in the worst forms of child labour will have been reduced

OUTPUTS	MAIN ACTIVITIES
6.1 Linkages established and strengthened with ongoing programmes to provide access to financial services and markets to families vulnerable to child labour	<p>6.1.1 Study the financial landscape in the targeted areas to get a better understanding of the supply and the demand of financial services</p> <p>6.1.2 Establish strategic alliances with ongoing community-based poverty alleviation programmes particularly those focusing on women and poor rural families and children vulnerable to child labour to include child labour and child rights issues in the efforts to empower local communities</p> <p>6.1.3 Provide support to promote group enterprises, micro-enterprises and micro-projects</p> <p>6.1.4 Promote access to credit for the poorest of the poor in cooperation with existing microcredit banking systems like SFDP, PCRW and Grameen replications or other priority sector credit programmes</p> <p>6.1.5 Provide entrepreneurial training and training on off-farm skills and implement time saving activities that will allow women to save time and to concentrate on their income generation activities</p> <p>6.1.6 Provide training to build up backward and forward market linkages to facilitate income generation activities</p>

**Immediate Objective 6:** At the end of the IPEC Core TBP Project, the economic vulnerability of families with children at risk or engaged in the worst forms of child labour will have been reduced

OUTPUTS	MAIN ACTIVITIES
<p>6.2 Employment intensive investment programmes are promoted to increase income opportunities for rural families and entrepreneurship programmes are implemented to provide employment opportunities to older children and families vulnerable to child labour</p> <p>6.3 Community-based safety nets are promoted and strengthened for children and families prone to child labour</p>	<p>6.2.1 Support non-farm income opportunities through employment intensive investment programmes in collaboration with the World Food Programme Rural Infrastructure Construction Works (the food-for-work programme) in order to improve basic infrastructure and to increase income opportunities of poor rural families</p> <p>6.2.2 Link up with existing programmes for economic empowerment of poor rural families and communities in order to create synergy effects between local poverty alleviation efforts and the elimination of child labour</p> <p>6.2.3 Promote joint targeting, whereby former child labourers aged 16 to 18 can benefit from the provisions of the ILO and UNDP entrepreneurship programmes (Start and Improve Your Business)</p> <p>6.3.1 Promote the enforcement of the minimum wage in the 22 target districts</p> <p>6.3.2 Conduct awareness campaigns on the needs of children to grow up and to be protected in a supportive and healthy family and community environment instead of the workplace</p> <p>6.3.3 Hold training and capacity building workshops on the implementation of social protection and health policies for DDC and VDC level officials with a focus on child labour prevention and rehabilitation for DDC and VDC level officials</p> <p>6.3.4 Build partnerships with health providers and existing health care programmes, particularly those focusing on women and children's health</p>

**Immediate Objective 7:** At the end of the IPEC Core TBP Project, public awareness of the negative consequences of child labour will have increased and the IPEC partners will be mobilized against the worst forms of child labour

OUTPUTS	MAIN ACTIVITIES
<p>7.1 Awareness raising against the worst forms of child labour and in support of education are promoted through nation-wide campaigns</p>	<p>7.1.1 Follow-up opinion polls and attitudinal surveys to monitor change in public opinion on child labour and to design activities accordingly</p> <p>7.1.2 Take an inventory of the organizations of civil society and government, especially noting which groups are active at the district and at the village level, and prepare a database of which Organizations are active in which districts and villages of the country</p> <p>7.1.3 Identify and engage the support of celebrities, opinion leaders, opinion shapers and religious institutions capable of influencing public opinion at the community level in social mobilization activities</p> <p>7.1.4 Design and launch national mass media awareness campaigns against the worst forms of child labour and for education, through continuous use of media, radio serials, open-air drama, street plays, songs, resource kits, documentaries and video films</p> <p>7.1.5 Prepare materials to support campaigns at local levels, employing traditional forms of culture and languages to raising public awareness against child labour and trafficking and for keeping the issue "alive" and in the minds of people</p> <p>7.1.6 Support ILO constituents, the trade unions and employers' associations to organize awareness campaigns for their members as a priority activity</p> <p>7.1.7 Assist in establishing and strengthening community-level forums and associations, to provide forums where the voices of women, girls and child labourers can be heard</p> <p>7.1.8 Support media-training for both IPEC staff and for its partners and implementing agencies to implement awareness programmes</p>

**Immediate Objective 7:** At the end of the IPEC Core TBP Project, public awareness of the negative consequences of child labour will have increased and the IPEC partners will be mobilized against the worst forms of child labour

OUTPUTS	MAIN ACTIVITIES
7.2 All relevant stakeholders are mobilized to participate in the IPEC Core TBP Project and their activities are supported	7.2.1 Mobilize all partners and all stakeholders at all levels of society to provide continuous support for the IPEC Core TBP Project, with special attention to political institutions and parties, religious organizations, educational institutions, teachers' associations, non-governmental organizations, community-based organizations and the media 7.2.2 Conduct training on investigative social journalism and support the implementation of a code of conduct for media officials when reporting on children and child labour 7.2.3 Make special efforts to sensitize employers, especially those in hazardous sectors, to the harm caused to children by hazardous work and about the legal provisions on this issue

**Immediate Objective 8:** At the end of the IPEC Core TBP Project, children, families, communities and local institutions are sensitive to the needs of children and mobilized against the negative consequences of the worst forms of child labour in targeted sectors/districts

OUTPUTS	MAIN ACTIVITIES
8.1 Awareness against the worst forms of child labour and in support of education are promoted at the local level through local campaigns  8.2 Mobilize children, families, communities and local institutions for the needs of children and against the worst forms of child labour	8.1.1 Create mass awareness through continuous use of media, radio serials, open-air drama, street plays, songs, resource kits, documentaries and video films 8.1.2 Support campaigns at local levels, employing traditional forms of culture and languages to raising public awareness against child labour and for keeping the issue "alive" and in the minds of people 8.1.3 Promote local resource mobilization to finance advocacy and awareness raising activities 8.2.1 Assist in establishing and strengthening community-level forums and associations, where the voices of women, girls and child labourers can be heard 8.2.2 Launch campaigns at local levels by establishing strategic alliances with ongoing community- and group-based poverty alleviation programmes that target poor rural families and children vulnerable to child labour and include child labour and child rights issues in the efforts to empower local communities 8.2.3 Identify and engage active civil society organizations to organize social mobilization activities ranging from street drama, art competitions, celebrity concerts, and high-profile meetings between children and political leaders 8.2.4 Promote child participation through motivating former child labourers to return to their communities and make them aware of the risks of child labour 8.2.5 Promote the participation of children in social mobilization by consulting with children affected by child labour, organizing child labourers in child clubs, through public events for and by children, child advocacy activities and activities for school children

**5.4 Sustainability of the Time-Bound Programme**

One day, the Time-Bound Programme in Nepal will end. Before then, it is the ambitious goal of the IPEC Core TBP Project to ensure that the consolidated efforts made to improve the plight and lives of the working children of Nepal will be taken further in government policies and programmes and in other development programmes in Nepal. The specific issues concerning the sustainability of the Time-Bound Programme has been described in the Nepal Overall Time-Bound Programme Project Document, and since these affect the IPEC Core TBP Project in a similar way, these have been summarised in Table 5.1. below.



**Table 5.1. Issues Relating to Sustainability**

	<b>Issues</b>
1	Strengthening knowledge and capacity of high-level political institutions
2	Sensitizing public on problems and solutions concerning the worst forms of child labour
3	Ensuring active participation of all stakeholders throughout the Time-Bound Programme
4	Creating strategic alliances and forging new linkages between implementing agencies of the Time-Bound Programme
5	Building capacity and knowledge networks of all stakeholders of the Time-Bound Programme
6	Providing long-term solutions for empowerment of local communities and sustained action at the district level
7	Establishing a national institution with the power to obtain upgraded and reliable information on the worst forms of child labour
8	Specific measures for the gradual hand-over and phasing out of the TBP

The Time-Bound Programme will be phased out in year seven, and the IPEC Core TBP Project will terminate at the end of its first phase, in 2004. The Time-Bound Programme will establish a specific time frame for phasing out, and it is envisaged that the IPEC Core TBP Project will lead into a new set of activities under the second phase of the Overall Time-Bound Programme.

Until then, the major challenge of the ILO-IPEC will be to establish a new and

innovative time-bound approach for the elimination of the worst forms of child labour in Nepal. If the interventions under the IPEC Core TBP Project succeed, these can then be replicated and scaled up by other development agencies in Nepal as well as in the rest of the world.

## 5.5. Assumptions

In an underdeveloped country like Nepal, with weak socio-economic conditions, preventing and regulating child labour is as necessary and essential, as it is difficult and complicated. The list of assumptions, on which the Time-Bound Programme as well as the IPEC Core TBP Project has been built, is outlined in Table 5.2 below.

The risk analysis done as part of the planning for the Overall Time-Bound Programme suggests that there are no assumptions that might threaten the achievement of the immediate objectives. Nevertheless, several important factors remain outside the control of the project. These and other external factors will be regularly monitored to detect possible threats to project performance and to take necessary action.

**Table 5.2. Assumptions**

	<b>Assumptions</b>
1	Political will and capacity to put into practice policies and plans as well as to honour commitments made at the national and local levels, including interest in relevant line ministries to enhance inter-ministerial coordination
2	Insurgency groups will not interfere in planned activities, considering that these have been designed to benefit the poorest groups in the communities
3	Media and civil society will continue to take an active interest in the problem of the worst forms of child labour. The public messages and the general perception of the negative consequences of child labour and the measures needed to eliminate it are in line with the Time-Bound Programme philosophy
4	ILO-IPEC will be able to foster fruitful alliances with international non-governmental organizations as new partners of the IPEC Core TBP Project as well as with other bilateral agencies and government institutions
5	Baseline surveys will produce reliable data on the extent and nature of the worst forms of child labour in Nepal, and this information will be timely and available to execute the planned activities
6	Partners will be willing to and able to act, jointly when needed, as implementing agencies of the IPEC Core TBP Project

	<b>Assumptions</b>
7	Existing IPEC projects on trafficking and bonded labour can be successfully mainstreamed into the Time-Bound Programme and the IPEC Core TBP Project
8	Other ILO Programmes will work to support the implementation of the Time-Bound Programme
9	Communities, families and children will want to participate in direct action interventions designed for and with them

# 6. Institutional and Management Structure

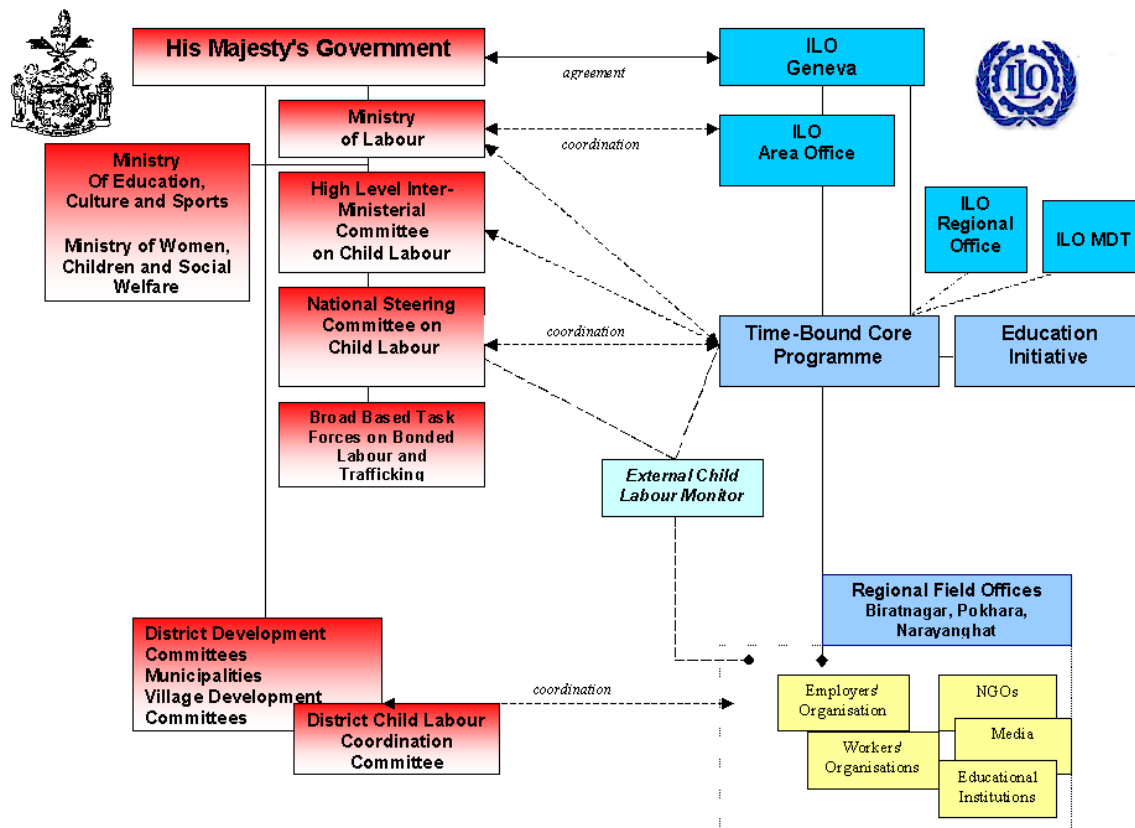
## 6.1. Institutional Arrangements

As stated in the introductory chapter, the IPEC Core TBP Project has been designed as an integral part of the Overall Time-Bound Programme (Annex 1).

### 6.1.1. National Level Institutions

In consideration of the nature and the magnitude of the Nepal Time-Bound Programme, a High-Level Inter-Ministerial Committee on the Elimination of Child Labour will be established. The Committee will consist of high-level representatives from the National Planning Commission, the Ministry of Labour and Transport Management, the Ministry of Women, Children and Social Welfare, the Ministry of Land Reform Management, the Ministry of Education, Culture and Sports, the Ministry of Local Development, the Ministry of Law and Justice, the Ministry of Foreign Affairs and the Ministry of Finance, as well as representatives from FNCCI, trade unions and the ILO. The Committee will work to ensure inter-ministerial coordination and cooperation in the implementation of the Time-Bound Programme and will provide policy guidance (Figure 6.1).

Figure 6.1. Institutional Arrangements for the Time-Bound Programme



At country level, the National Steering Committee on the Elimination of Child Labour within the Ministry of Labour and Transport Management has the overall responsibility of coordinating all child labour related programmes in Nepal. It was formed in 1995, as per the Memorandum of Understanding signed by His Majesty's Government and ILO-IPEC. The Committee is responsible for policy formulation, legal refinement or legislation, and resource mobilization.

The Secretary of the Ministry of Labour and Transport Management chairs the National Steering Committee. The Ministry of Women, Children and Social Welfare, the Ministry of Education, Culture and Sports, the Ministry of Local Development, and the National Planning Commission are represented on the Committee. Similarly, the employers' and workers' organizations, non-governmental organizations and a network of NGOs are represented on the Committee. International organizations working towards the elimination of child labour, including ILO, UNICEF, UNESCO and GTZ, are appointed advisory members to the Committee.

With reference to the Time-Bound Programme, the National Steering Committee will have two enduring functions. The first is to endorse the biennium Time-Bound Programme work plan and budget, be it under the IPEC Core TBP Project or the Education Initiative. The second is to receive all monitoring outputs and oversee the impact of the Time-Bound Programme. The Committee will meet regularly to review the progress of the Time-Bound Programme, and based on the monitoring reports, discuss lessons learned, and approve policy level actions to be taken in order to expedite and facilitate the implementation of the Time-Bound Programme.

The two broad-based task forces on bonded labour and on trafficking will continue to function according to the established procedures as they have been set up under the Ministry of Land Reform Management and the Ministry of Women, Children and Social Welfare respectively. Nonetheless, joint meetings of the two task forces and the National Steering Committee will be convened twice a year; as a response to the need to strengthen cooperation in the efforts to eliminate the worst forms of child labour.

#### **6.1.2. Institutional Arrangements for Implementing the Time-Bound Programme**

ILO-IPEC will build and strengthen strategic partnerships and will collaborate closely with its partners to reduce the incidence of the worst forms of child labour.

At the national level, the ILO will network and coordinate with all major agencies working against child labour in Nepal. The role of the Ministry of Women, Children and Social Welfare will be of particular importance, since it will provide policy guidance for the specific action to combat trafficking, domestic child labour and child ragpickers. The Ministry of Land Reform Management will resume policy and plans regarding bonded child labour. Apart from the overall responsibility for the Master Plan, the Ministry of Labour and Transport Management will provide guidance on the Time-Bound Programme action to eliminate child labour in the carpet sector, in portering and in mining.

The Time-Bound Programme partner organizations will be required to coordinate their activities with the District Development Committees, Municipalities, Village Development Committees, and District Child Welfare Boards. In the 22 initial target districts the Time-Bound Programme will establish local District Child Labour Coordination Committees, within the District Development Committee, in order to coordinate activities against child labour at the district level. These local governance institutions will consist of key partners at the local level, who will be key stakeholders in the work to eliminate the worst forms of child labour. The overarching aim is to include child labour programme components in the development programmes of DDCs, Municipalities and VDCs.

At the district level, close working relationships and decentralised planning will be strengthened to include all international organizations working in the district. In this regard, strategic linkages will be built with the UNDP PDDP/LGP, UNICEF Decentralised Action for Women and Children and existing WFP programmes.

The central or regional level organizations, particularly the non-governmental agencies, will be encouraged to work in partnership with community-based organizations and local level non-governmental organization counterparts. Such partnerships will strengthen the base for local advocacy, build the capacity of the local NGOs and provide a channel for local concerns and

local solutions to be mainstreamed into the Time-Bound Programme. Action programmes will be developed and subcontracted to experienced and reputable governmental, non-governmental, employers' and workers' organizations.

## **6.2. Programme Management**

The ILO will appoint a Time-Bound Programme Team responsible for the implementation of the IPEC Core TBP Project and coordination of the Nepal Overall Time-Bound Programme. A Chief Technical Adviser (CTA), who will be recruited internationally under the IPEC Core TBP Project, will be designated the Nepal Overall Time-Bound Programme Team Leader.

The management team for the Nepal Overall Time-Bound Programme will consist of project managers of the IPEC and USDOL funded Education Initiative and other USDOL funded projects. Given the current IPEC project management situation in Nepal, to start with the management team will include three Chief Technical Advisers as well as national and international officers of the IPEC Core TBP Project, the Education Initiative, the Bonded Labour Project and of the Subregional Programme to Combat Trafficking.

The TBP Chief Technical Adviser (TBP Team Leader) will be responsible for overall operational management and coordination of all IPEC Core TBP Project components, for reporting according to ILO and donor requirements, and for coordinating with other relevant ILO programmes in Nepal. S/he will coordinate the work of the Time-Bound Programme team and will assist all partners in the development and implementation of activities, providing technical support as necessary. The Chief Technical Adviser will also assume responsibility for resource mobilization and for building strategic alliances with HMG/N, other UN Agencies, development banks, bilateral donors and international non-governmental organizations (INGO).

With regard to the management of the trafficking component, a special management structure is foreseen. Since there are close linkages to the processes of trafficking in other countries in the region, and since trafficking in Nepal cannot be tackled in isolation, the Chief Technical Adviser of the subregional project against trafficking will assume responsibility for the management of this US\$1.5 million component. As part of the overall management of the existing trafficking project, the Chief Technical Adviser will thus report on all issues related to trafficking and will also be responsible for staff, budget and technical issues under this component. If it is decided to phase out the CTA from the trafficking project, the full responsibility will be transferred to the CTA of the Core project in an orderly manner.

To assist the TBP Team Leader, new staff required includes one Senior National Programme Officer, one National Programme Officer, two Regional Field Officers, one Finance and Admin Officer, one Secretary and one Driver. In addition there will be a National officer for the trafficking component from the time that the current phase of the subregional project on trafficking terminates, to deal with the same tasks as the National Project Manager of the current trafficking project is currently responsible for.

The role of the Senior National Programme Officer will be to assist the Chief Technical Adviser in programme planning and liaison as well as in day-to-day management and execution of the Time-Bound Programme. S/he will be recruited under the IPEC Core TBP Project, and in addition to being responsible for the direct action components, s/he will maintain close contact at all times with government and non-government stakeholders of the Time-Bound Programme. S/he will also provide technical support for the implementation of the HMG/Nepal Master Plan for the elimination of the worst forms of child labour. The National Programme Officer will assist, inter alia, with tasks concerning monitoring, reporting, and education. The Field Officers will concentrate on relations with DDCs, VDCs and other local bodies in their region, assist them in planning, and monitor their implementation of Action Programmes. They will work closely with other agencies represented at regional and district level, in particular UNICEF and WFP.

### **6.2.1. ILO Support Structures**

The Time-Bound Programme Chief Technical Adviser (Team Leader) will report to the Director of the ILO Area Office. The ILO Area Office in Kathmandu will in turn provide political support as well as general support services. The Director of the ILO Area Office will assist in building strategic linkages with ongoing and future ILO projects in Nepal.

In coordination with the South Asia Multidisciplinary Advisory Team (MDT), the Director of the ILO Area Office in Nepal will provide specific technical inputs for Time-Bound Programme activities. The ILO Regional Office for Asia and the Pacific will provide further technical and administrative support, and will establish procedures for the sharing of good practices in combating child labour in the region.

IPEC headquarters in Geneva will provide overall technical backstopping. By bridging the gap between the knowledge networks established in Nepal and the global IPEC knowledge networks, sharing of products, lessons learned and problems faced will take place continuously through the implementation of the Time-Bound Programme.

### **6.2.2. Integration with Existing IPEC Programmes**

The Time-Bound Programme will effectively require a restructuring of existing ILO-IPEC programmes in Nepal.

The ILO-IPEC initiatives, which will be integrated into the Time-Bound Programme, include the Nepal Chapter of the Subregional Programme to Combat Trafficking and the IPEC/Declaration project on Bonded Labour, which are both funded by the US Department of Labor.

Since these two programmes cover two of the seven selected worst forms of child labour, the projects will continue in their existing forms, with the exception that the Nepal chapter of the trafficking project has now become an even more integral component of the Time-Bound Programme. The two appointed Chief Technical Advisers would resume full responsibility for the overall operational management and coordination of all programme components relating to bonded labour and trafficking respectively as well as for reporting according to ILO and donor requirements. It will also be required, however, that they participate in the Time-Bound Programme Management Team to ensure successful integration of their projects into the Time-Bound Programme and to promote important synergy effects.

The Time-Bound Programme will not allocate additional funds for action to combat bonded labour as this sector is covered by the ongoing activities under the Italian Social Partner Project (ISPI) and the recently approved project on the Sustainable Elimination of Bonded Labour funded by the US Department of Labor.

As far as trafficking in children is concerned, the next phase of the Subregional Programme to Combat Child Trafficking is being developed, and, if approved and funded, it will be launched in July 2002. It will cover Sri Lanka, Bangladesh, and a subregional component. Although trafficking has been included as an integral component of the IPEC Core TBP Project, this important component will at the same time remain the Nepal Chapter of the subregional project to combat trafficking, and it will initially be managed by the CTA of this project. In the case that the CTA for trafficking is phased out during Phase two, the full responsibility of the component will be with the CTA of the Core project.

By restructuring IPEC programmes, the Time-Bound Programme will eventually enhance the impact of all existing programmes, which are being or which will be implemented in Nepal. In creating an enabling environment at the national level, for instance, the Time-Bound Programme will not only benefit existing IPEC projects on bonded labour and trafficking, but will indeed also contribute to the efforts of all agencies working against child labour in Nepal.

Given the area-based approach of the Time-Bound Programme, the coverage of IPEC in Nepal will also be greatly expanded, and by restructuring existing IPEC activities, it will be possible to harvest important synergy effects at the district level. For instance, as the bonded labour project will only cover the most prevalent forms of child labour in eight *Kamaiya* districts, it is expected that the Time-Bound Programme will also be able to focus on other less prevalent forms of child bonded labour like *Haliya*, *Charuwa*, etc. in other target districts.

The second phase of the Italian Social Partner Initiative against bonded child labour will also be integrated into the new Time-Bound Programme organizational structure<sup>22</sup>. Once the remaining action programmes of the existing IPEC Country Programme terminate at the end of 2002, the five-year old programme will be phased out, and the Time-Bound Programme will essentially become the new IPEC Country Programme in Nepal. Eventually, the IPEC Core TBP Project, the Education Initiative and the ongoing trafficking and bonded child labour projects will thus form the four pillars of the Time-Bound Programme in Nepal.

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<sup>22</sup> The two programmes, precursors to the Time-Bound Programme, have been targeting a host of different sectors, including five of the seven selected worst forms of child labour.

## 7. Project Planning, Monitoring and Evaluation

The procedures for planning and the system for monitoring and evaluation of the IPEC Core Project have been designed as an integral part of the Time-Bound Programme. Please see Chapter 6 of the Time-Bound Programme Project Document for a detailed description of the system of programme planning, monitoring and evaluation. In the following, the planning, monitoring and evaluation components of direct relevance to the IPEC Core TBP Project have been reiterated.

### 7.1. Planning

The implementation of specific IPEC Core TBP Project activities will be subcontracted to implementing agencies. In line with regular ILO-IPEC procedures, formal agreements between the implementing agency and the ILO include an Action Programme Summary Outline (APSO, i.e. project document in the logical framework format), an overall work plan and a detailed budget. The APSO, work plan and budget will be developed by the implementing agencies in consultation with ILO-IPEC staff. The implementing agencies are also required to closely coordinate their activities with the District Child Labour Coordination Committees, which will be established under the Time-Bound Programme.

IPEC headquarters in Geneva will obtain the approval of the relevant ILO Departments. Within one month of signing subcontracts with the ILO, the implementing agencies will submit a detailed work plan, which will include a programme monitoring plan. Copies of Action Programme Summary Outlines for action programmes above US\$100,000 will be included in the quarterly technical progress reports to the US Department of Labor.

### 7.2. Monitoring

Based on programme monitoring activities and the regular progress reports of the implementing agencies, the ILO-IPEC will report quarterly to the US Department of Labor on progress achieved, problems faced and proposed corrective action. The reporting will follow the reporting schedule and format agreed upon by US Department of Labor and ILO-IPEC, and will include four progress reports (March, June, September and December). In addition, the ILO-IPEC will submit detailed financial reports on a biannual basis. An annual progress report will also be prepared and reviewed with the Time-Bound Programme partners. This will serve as the annual self-evaluation report, which is required as per the ILO-IPEC procedures.

### 7.3. Evaluations and Impact Assessment

The specific evaluation activities to be undertaken include: i) an *annual self-evaluation report* on the Time-Bound Programme will be prepared in accordance with ILO procedures; ii) a *mid-term evaluation* will be carried out at the most appropriate time as agreed upon by US DOL and ILO-IPEC; and iii) a *final external impact assessment* will be conducted toward the end of the programme implementation.

### 7.4. Audit

The US Department of Labor reserves the right to request that the ILO external auditor undertake a financial audit of the programme. In the eventuality that such an audit is requested, the US DOL and the ILO will agree upon additional terms of reference, and additional funds will be set aside to meet the costs of the audit. As per standard ILO procedures, the implementing agencies will undertake an audit of individual action programmes. Such audits are to be conducted by an external auditor recognised by the Auditor General of Nepal.



## 8. Project Inputs and Resource Mobilization

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### 8.1. Inputs

#### 8.1.1. Inputs by the Donor

Substantial financial resources are required for the task of eliminating the worst forms of child labour in Nepal. The proposed resources for the IPEC Core TBP Project to be made available by the United States Department of Labor will cover the first phase of the Time-Bound Programme only. It is assumed that additional funds will be allocated for the second phase, and that additional resources in support of the Time-Bound Programme can be mobilized.

Under the present IPEC Core TBP Project Proposal – the core programme of the Time-Bound Programme for the first three years – the donor is requested to fund the following:

##### 8.1.1.1. Project Management and Coordination

**At national level:** The cost for one full time Chief Technical Adviser (36 w/m), one Senior National Officer (36 w/m), two National Officers (66 w/m)<sup>23</sup>, one Finance and Administration Officer (36 w/m), two secretaries (72 w/m), and two drivers (72 w/m). The cost of office rent, office furniture and basic equipment, one vehicle (4WD), one motorcycle, operation and maintenance. The cost of travel on official business and of communications: (telephone, fax, e-mail and Internet access). In addition, there is an allocation for one mission per year from the IPEC Regional DME Officer stationed in Bangkok (US\$15,000) as well as for a Mid-Term Evaluation (US\$20,000) and a Final Evaluation (US\$20,000)

**At the local level:** The cost of two field officers working in two Regional Offices in two of Nepal's five Development Regions for three years (72 w/m), two additional motor cycles, operation and maintenance, and the cost of communication and operations

**At IPEC HQ level:** Cost of international travel for the purpose of monitoring and provision of technical inputs (2 missions per year at US\$5,000 per mission)

##### 8.1.1.2. Activities for Creating an Enabling Environment

**Capacity building:** training programmes including planning for teachers and implementing agencies (US\$136,000) and psychosocial counselling (US\$ 139,400)

**Awareness raising:** Awareness raising and campaign activities (US\$85,000), media and communication (US\$76,000 and US\$80,000 for the trafficking component) and development and printing of materials (US\$16,000)

**Legal and social policy:** Consultancies and workshops on support to policy issues and legal reform (US\$40,000)

**Programme monitoring and child labour monitoring:** Strengthening national research capacity regarding trafficking (US\$15,000), good practices studies regarding trafficking (US\$ 10,000) and tracking of progress of rehabilitated former victims (US\$24,000)

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<sup>23</sup> The second National Officer (NO) is specifically for the trafficking component, and will not be needed until July 2002, when the current phase of the subregional trafficking project terminates.

### 8.1.1.3. Targeted Interventions for Beneficiaries at the Local Level

**Baseline surveys:** Part of the cost for repeating baseline survey for impact assessment (US\$50,000) as well as trafficking research (US\$80,000)

**Legislation and enforcement:** Cost of local level training and forming vigilance committees (US\$90,000)

**Withdrawal and rehabilitation of children and prevention including access to education and training:** Provision of access to education through either mainstreaming into existing school system, expanding school system through outreach schools or community-based schools, NFE, and skills training for older children (US\$740,000). NFE classes are budgeted at US\$40 per child. In addition, provision has been made for rehabilitation measures (US\$200,000), and for rehabilitation related to trafficking (US\$675,000)

**Labour and social policy issues:** Strengthening trade unions in the selected sectors and districts, training on workers' rights, including minimum wage in agriculture, strengthening the emphasis on children's needs in local planning process, health care for target group children, establishment of social safety nets for targeted families in selected districts (US\$150,000)

**Economic empowerment of families and related training of adults:** Formation of micro-savings groups, access to microcredit, provision of practical and marketable skills training to adult members of families of children withdrawn or at risk (US\$351,000)

**Community mobilization:** Awareness raising on hazards of WFCL and benefits of education, enrolment drives for primary education, strengthening the demand for primary education and skills training, and establishment of community-based monitoring (US\$78,108) and for supporting mini projects (US\$85,500)

### 8.1.1.4. Training

**National Child Labour workshop** on child labour (US\$10,000) and on trafficking (US\$7,500) with concerned Ministries, National Planning Commission, employers' organizations, workers' organizations, NGO partners, media, academicians and other project partners. Both of these workshops will take place in 2002 for three days each.

**Annual workshop with implementing agencies** for exchange of experiences and programme review (US\$15,000). There will be four regional workshops with 30 participants in each workshop for two days each.

**Training of members and staff of the tripartite constituents** of the ILO on issues related to child labour laws and regulations, programming planning and monitoring so that the government, employers' and workers' organizations can play the most effective role (US\$60,000).

**Training programmes for district and village level leaders** (US\$53,000) in 22 districts and all programme VDCs and for members of DCWB regarding child labour laws, information collection and management. There will be one workshop in each district with about 50 participants for three days.

**Training for Labour Inspectors** (US\$35,000) in the 22 districts on child labour laws and in monitoring to improve capacity to monitor establishments at district level. These training programmes will be for one week for introductory training and two days for annual refresher training.

**Trafficking related para-legal training** (US\$80,000) for community groups in programme districts. These training programmes will be four days of introductory training and two days for annual refresher training. There will be one introductory programme in each district. Refresher programmes will be organized on a regional basis.

**Training on Action Programme design** (US\$6,000) and training of NGO staff (US\$40,000) and for NGO focusing on trafficking programmes (US\$10,000) in programme management, financial management, child labour laws and issues, monitoring, sensitization about hazardous work. Training will be organized on regional basis for four days for each training course. It will be offered on an annual basis, with roughly 25 participants in each workshop.

**Training of IPEC Staff** (US\$15,000) in programme management, media training, monitoring and participation in workshops. All IPEC management staff will receive upgrading or refresher training.

#### **8.1.1.5. Supporting Costs**

Provision for cost increase and programme support cost

#### **8.1.2. Inputs by the International Labour Organization**

The ILO has contributed to the development of this project through staff time of IPEC staff, and staff time, travel and stay cost of ILO SAAT Multi-Disciplinary Team specialists. In addition, the ILO Area Office in Nepal has funded some of the workshops and some of the background reports for the development of the Time-Bound Programme and the IPEC Core TBP Project from its regular budget sources.

The ILO will continue to provide backstopping of the IPEC Core TBP Project through IPEC Headquarters, and will cover the staff costs of MDT members and representatives of ILO technical units, who will provide technical advice.

#### **8.1.3. National Contribution**

The contribution of His Majesty's Government of Nepal will be provided by normal public expenditure on programmes relevant to child labour. In particular, this concerns funding of the expansion of primary education through the BPEP, the funding of the implementation of the decentralization policy, the provision of land to former bonded labour families, and specific budgets for combating trafficking of girls into sexual exploitation. The government will also cover the cost of all government staff involved in either implementation or monitoring of project activities.

National implementing partners will, in line with standard ILO practices, be expected to contribute resources in cash or kind amounting to a minimum of 10 per cent of Action Programme budgets. A host of partners will also contribute to the broader work of the IPEC Core TBP Project; the employers' organization, FNCCI, has, for instance, already established a Child Labour Office in their organization at their own cost.

For budget by component as well as budget by ILO Budget Lines please refer to Chapter 9.

## **8.2. Collaboration and Linkages**

The nature and magnitude of the IPEC Core TBP Project offer new and important areas for inter-agency collaboration against the worst forms of child labour. To identify and explore such possibilities fully, the ILO-IPEC will adopt a comprehensive strategy of resource mobilization. This strategy will incorporate existing strategic alliances and donor coordination initiatives, it will

build on the child labour programme mapping exercise and it will also cover the need for decentralized project coordination at the district and VDC levels.

**Table 8.1. Core Funding and Potential Support Programmes**

<b>Areas of collaboration</b>	<b>Time-Bound Programme Funding</b>	<b>Other IPEC funding</b>	<b>Other ILO Programmes</b>	<b>Potential Support Programmes</b>
<b>IPEC Core TBP Project</b> Area-based approach, Baglung (c) Capacity Building MOLT (c)	US\$5,500,000	US\$15,000 US\$75,000		
<b>Bonded Labour</b> IPEC/DECLARATION Bonded Labour Project (IPEC pillar) ILO Social Finance Unit ISPI project 2002-2003 ADB Japanese Rural Fund WFP  BPEP		US\$2,000,000  US\$285,000	(**)	- labour intensive rural infrastructure construction works - Food-for-Work for bonded labourers - construction of schools
<b>Child Domestic Workers</b> Kathmandu Metropolitan Corporation (c)		US\$15,000		
<b>Children in the Carpet Sector</b> NASPEC		US\$10,000		
<b>Education</b> USDOL Education Initiative ( <i>as anticipated, but not committed</i> ) BPEP  ADB  WFP UNICEF UNESCO / EFA  Teachers' Unions (b) MOLT Day Care Centre	US\$4,000,000	US\$25,000 US\$60,000		- flexible and outreach schooling - pre- and in-service training of teachers - school feeding activities - promotion of EFA initiatives
<b>Skills training</b> SDC IFP Skills/HMG review			- evaluation of & new vocational training system	- mobile skills training
<b>Rural Infrastructure</b> WFP FAO				- employment for families of child labourers
<b>Health</b> UNFPA, WHO, UNICEF, ILO-STEP USAID				- Improving the quality of care - Health care
<b>Employment Creation</b> YSEP			- promotion of youth self-employment	
<b>Social Mobilization</b> USDOL - Preparatory funds (a) DANIDA IPEC Global Campaign (d) Mobilizing Media		US\$20,000  US\$10,000 US\$60,000		- investigative social journalism
<b>Research and Statistics</b> National Child Labour Survey (b) Base Line Surveys (a) Child Labour Monitor Body (b) Rapid Assessments - Mining and Carpet Sectors (b) Trafficking Research (Norway-SIMPOC) and Study on Migration		US\$280,000 US\$120,000 US\$140,000 US\$30,000  US\$55,000		
<b>Tentative Totals</b>	<b>US\$9,500,000</b>	<b>US\$3,200,000</b>		

(a) US-DOL; (b) Norway; (c) Germany; (d) Italy; (\*\*) information not yet available

To create an impact in such areas as education, poverty alleviation and awareness raising, and in each of the seven selected worst forms of child labour, the ILO-IPEC will actively identify and explore the possibilities for collaboration with lead agencies in these fields. During the process of building momentum for the Time-Bound Programme, ILO-IPEC has already embarked on a promising dialogue with major development agencies such as the World Bank, Asian Development Bank, the multi-donor Basic and Primary Education Programme, UNDP, UNICEF, UNESCO, World Food Programme, USAID, GTZ, SDC and DANIDA.

Through decentralised planning and coordination with child labour related programmes, the ILO-IPEC aims to promote joint targeting of vulnerable families and children at the district and VDC levels. Key players in this field are the UNDP PDDP/LGP and DFID programmes for decentralization, capacity building and good governance at the district level as well as the new UNICEF initiative entitled Decentralised Action for Children and Women (DACAW). As identified in the IPEC Child Labour Programme Overview, there is also scope for collaboration with a host of child-centred international non-governmental organizations working in the 22 Time-Bound Programme target districts.

In exploring the potential for mobilizing additional resources in support of the Time-Bound Programme, ILO-IPEC has identified three categories of child labour related programmes, which will either contribute directly to or indirectly support the objective of eliminating the worst forms of child labour in Nepal. These programmes/agencies are listed in Table 8.1 below, and the specific areas of collaboration with selected partner agencies are outlined in Table 8.2.

It must be recognised, however, that the tables are by no means exhaustive. It is highly likely that the ILO-IPEC may fruitfully establish other strategic partnerships for the elimination of the worst forms of child labour in the course of implementing the Time-Bound Programme. Furthermore, it is still too early to establish at this stage what will be the exact nature and scope of the collaboration with the specific programmes/agencies that have tentatively been included in Table 8.2 below.

**Table 8.2 Specific Possibilities for Collaboration**

<b>World Food Programme</b>	<ul style="list-style-type: none"> <li>- Promote joint targeting, so that poor families vulnerable to child labour will be prioritised for participation in Food-for-Work activities</li> <li>- Ensure that quality of education is enhanced in schools where WFP provides Food-for-Education assistance</li> </ul>
<b>Food-for-Work</b>	<ul style="list-style-type: none"> <li>- Work with community groups that have been or will be established under both WFP projects for community mobilization and awareness activities related to the mandates of both organizations</li> </ul>
<b>Food-for-Education</b>	<ul style="list-style-type: none"> <li>- Contribute to ongoing beneficiary targeting processes to ensure that poor families, from which child labourers are likely to come, are identified and prioritised for participation in existing or planned food-for-work initiatives</li> <li>- Mainstream awareness raising components for education and against child labour in ongoing WFP social mobilization activities</li> <li>- Co-fund some income-generating activities carried out with Food-for-Work support through local non-governmental organizations</li> <li>- Promote direct access to reaching the mothers and poor families vulnerable to or affected by child labour by engaging communities and mothers in school feeding activities</li> <li>- Strengthen community involvement in ongoing Food-for-Education programmes supported by WFP, by raising awareness on education and creating a demand for affordable, relevant and quality education</li> <li>- Ensure that the quality of primary education be improved together with improved enrolment and attendance rates, especially in schools targeted by the WFP Food-for-Education programme</li> </ul>
<b>Asian Development Bank</b>	<ul style="list-style-type: none"> <li>- Work closely on programmes for training of teachers as part of the Asian Development Bank's planned teacher-training programme</li> <li>- Cooperate in developing modules that focus on teachers attitudes as well as teaching skills and on such social justice issues as children's rights, gender equality, child labour, workers' rights and the rights of minorities</li> <li>- Work to promote joint targeting of district level activities, to ensure that there will be an active follow-up to the training provided to the teachers at the school level</li> <li>- Conduct joint awareness raising strategies for teachers already trained which are to be designed and implemented through teachers' organizations, VDCs, CBOs or NGOs</li> </ul>
<b>BPEP</b>	<ul style="list-style-type: none"> <li>- Develop and implement a curricula that include children's rights, the dangers of child labour, particularly the worst forms of child labour</li> <li>- Cooperate in the implementation of the outreach and flexible schooling in selected time-bound programme districts</li> <li>- Support local authorities in requesting BPEP for support for new school infrastructure projects that cater to the needs and specific demands of each Time-Bound Programme district</li> </ul>
<b>SDC</b>	<ul style="list-style-type: none"> <li>- Create local demand for the SDC training courses and fund training as part of income generation activities for vulnerable families and for children withdrawn from the worst forms of child labour</li> <li>- Assist in incorporating training modules on occupational safety and health as well as on the rights of workers</li> <li>- Attempt to ensure that schools targeted by Time-Bound Programme will be selected as training grounds, so that the practical training can contribute to school improvement</li> </ul>
<b>The World Bank</b>	<ul style="list-style-type: none"> <li>- Take a lead role in ensuring that the research sponsored under the joint UNICEF, ILO and World Bank research programme, Understanding Child Work, does not overlap with other research but rather aims at utilizing fully the information produced in existing studies on child labour</li> <li>- The ILO-IPEC and ILO-STEP will promote joint research, design and implementation of micro-health insurance schemes for the protection of families vulnerable to child labour and the Programme will closely coordinate with the Bank as it is a major donor in the area of health</li> </ul>
<b>UNICEF</b>	<ul style="list-style-type: none"> <li>- Areas identified for future collaboration with UNICEF include education and birth registration as well as joint advocacy against child labour</li> <li>- Discuss how the two organizations can jointly intervene in the elimination of child labour in the carpet sector, in portering, in ragpicking and in the area of domestic child labour</li> <li>- Explore the specific scope for inter-agency collaboration during the implementation of the area-based approach of the Time-Bound Programme</li> </ul>
<b>UNDP, DFID</b>	<ul style="list-style-type: none"> <li>- As part of the programmes for good governance and decentralized planning, build strategic alliances and work with capable government counterparts at the district level in order to integrate issues of child labour, education of the girl child and of targeting families prone to child labour into district level planning and capacity building</li> </ul>
<b>USAID</b>	<ul style="list-style-type: none"> <li>- Find ways of strengthening health care provisions and social protection for families of children in the worst forms of child labour under the new USAID programme on health in Nepal</li> <li>- Work with USAID to promote mechanisms for decentralization at district levels</li> </ul>

## 9. Programme Budget

The proposed funding for the present IPEC Core TBP Project Proposal is US\$ 5.5 million (Table 9.1). Along with the IPEC Core TBP Funding, it is anticipated that the other main source of funding for the Time-Bound Programme in Nepal will be the US Department of Labor Education Initiative. Given the critical role of education in prevention and in the rehabilitation of the worst forms of child labour, it is assumed that no matter who wins the competitive bidding for the US\$4 million under the Education Initiative, the funds will be used to promote the objectives of the Time-Bound Programme.

Apart from the US Department of Labor Core TBP Funding, ILO-IPEC has identified a number of additional sources of funding for the Time-Bound Programme. These include the significant US Department of Labor support for the IPEC/Declaration Project on Bonded Labour, which will in effect be mainstreamed into the Time-Bound Programme, as well as funding that has already been committed for research and IPEC Country Programme activities.

The summary of the IPEC Core TBP Project budget is presented in the following table, which also outlines the additional funding sources already available to ILO-IPEC. The budget breakdown according to the ILO budget line items is given in Table 9.3 below.

**Table 9.1 Budget Summary**

US-DOL CORE TBP FUNDING		US\$	OTHER FUNDING SOURCES
	Total Programme Costs	3,399,400	
	Total Management Costs	1,236,100	
	<b>TOTAL COST</b>	<b>4,635,500</b>	<b>3,200,000</b>
68	ILO Programme Support (13 %)	602,614	
	<b>SUB-TOTAL</b>	<b>5,238,114</b>	<b>3,200,000</b>
	Provision for Cost Increase	261,886	
<b>99</b>	<b>TOTAL ALLOCATION</b>	<b>5,500,000</b>	<b>3,200,000</b>
<b>TOTAL</b>		<b>US\$8,700,000</b>	

The proposed budget from the USDOL Core TBP funding is US\$5,500,000, including US\$1,500,000 for the trafficking component. In addition there will be a contribution of US\$3,135,000 from other sources. With an anticipated US\$4,000,000 for the US Education Initiative, which will also form an integral part of the Time-Bound Programme in Nepal, the proposed budget for the first phase of the Time-Bound Programme will amount to US\$12,700,000.

However, as shown in Table 9.2. below, the Management Team of the IPEC Core TBP Project will also be responsible for the overall coordination of existing programmes worth US\$625,000 and US\$290,000. Some of these projects have been initiated, but none of them will have been phased out by 2002; these projects are being managed by the staff of the current IPEC Country Programme and future Time-Bound Programme. As the management cost of the IPEC Core TBP Project is included in the budget, this cost will decrease to 28.0 per cent.



**Table 9.2 Funding from Other Sources**

<b>Activity/Project</b>	<b>Other Funding</b>	<b>Sources</b>
National Child Labour Survey	280 000	Norway
Baseline Surveys	120 000	US DOL
Child Labour Monitoring Body	140 000	Norway
Rapid Assessments (Mining, Carpet)	30 000	Norway
Trafficking Research and Study on Child Labour and Migration	55 000	ILO Regular Funds
<b><i>SUB-TOTAL</i></b>	<b>625 000</b>	
Area-based approach (DCRDC)	15 000	Germany
Capacity building (MOLT)	75 000	Germany
Child Domestic Workers (KMC)	15 000	Germany
Carpet Sector (NASPEC)	10 000	Germany
Mobilizing Teachers and Their Organizations	25 000	Norway
Day Care Centres (MOLT)	60 000	Germany
USDOL Preparatory funds	20 000	US DOL
IPEC Italian Global Campaign	10 000	Italy
Mobilizing Media	60 000	US DOL
<b><i>SUB-TOTAL</i></b>	<b>290 000</b>	
IPEC-Declaration Project on Bonded Labour	2 000 000	US DOL
ISPI Bonded Labour Project	285 000	Italy
ILO Social Finance Unit	(a)	Netherlands
EEOW	(a)	Japan
Youth Self Employment	(a)	(a)
<b><i>SUB-TOTAL</i></b>	<b>2 285 000</b>	
<b>TOTAL ALLOCATION</b>	<b>3 200 000</b>	

(a) Information not yet available

**Table 9.3 Programme Budget According to Budget Line Items**

Line	Budget Line	Total			2002		2003		2004
<b>10</b>	<b>PROJECT PERSONNEL</b>								
11.01	CTA P5 (Team Leader)	453,200	36	12	150,500	12	150,500	12	152,200
11.50	Consultants (for counselling methodology, 3w/m)	15,000	3	2	10,000	1	5,000	-	-
<b>11.99</b>	<b>Total International Experts</b>	<b>468,200</b>	<b>39</b>	<b>14</b>	<b>160,500</b>	<b>13</b>	<b>155,500</b>	<b>12</b>	<b>152,200</b>
13.04	Secretary L5 (2)	39,300	72	24	12,500	24	13,100	24	13,700
13.02	Driver L2 (2)	25,200	72	24	8,000	24	8,400	24	8,800
13.04	Finance Officer L7 (1)	27,000	36	12	8,500	12	9,000	12	9,500
13.05	Field Officers L7 (2)	54,000	72	24	17,000	24	18,000	24	19,000
<b>13.99</b>	<b>Total Administrative Support</b>	<b>145,500</b>	<b>252</b>	<b>84</b>	<b>46,000</b>	<b>84</b>	<b>48,500</b>	<b>84</b>	<b>51,000</b>
<b>15.01</b>	<b>Missions and Local Travel</b>	<b>63,400</b>			<b>21,000</b>		<b>21,000</b>		<b>21,400</b>
16.01	HQ Monitoring Missions (6 missions @ US\$5,000)	30,000			10,000		10,000		10,000
16.02	DME Officer's Missions (3 missions @ US\$5,000)	15,000			5,000		5,000		5,000
16.50	Evaluations (4 w/m @ US\$5,000, 4 mission @\$5,000)	40,000			-		20,000		20,000
<b>16.99</b>	<b>Total Mission Costs</b>	<b>85,000</b>			<b>15,000</b>		<b>35,000</b>		<b>35,000</b>
17.01	National Sr. Programme Manager (NPO C) \$1,730/m	66,000	36	12	20,750	12	22,000	12	23,250
17.02	National Officer (NPO B) (2) \$1,350/m	95,375	66	18	24,375	24	34,500	24	36,500
17.50	National Consultants (Good Practices Report)	10,000			-		10,000		-
<b>17.99</b>	<b>Total National Professional Personnel</b>	<b>171,375</b>	<b>102</b>	<b>30</b>	<b>45,125</b>	<b>36</b>	<b>66,500</b>	<b>36</b>	<b>59,750</b>
<b>19</b>	<b>TOTAL PROJECT PERSONNEL</b>	<b>933,475</b>	<b>393</b>	<b>128</b>	<b>287,625</b>	<b>133</b>	<b>326,500</b>	<b>132</b>	<b>319,350</b>
<b>21</b>	<b>SUBCONTRACTS</b>								

Line	Budget Line	Total	2002	2003	2004
21.01	Subcontracts	3,121,008	1,082,500	1,068,400	970,108
29	<b>Total Subcontracts</b>	<b>3,121,008</b>	<b>1,082,500</b>	<b>1,068,400</b>	<b>970,108</b>
30	<b>TRAINING</b>				
32.01	Seminars	321,500	118,500	121,000	82,000
39	<b>Total Training</b>	<b>321,500</b>	<b>118,500</b>	<b>121,000</b>	<b>82,000</b>
40	<b>EQUIPMENT</b>				
42.01	Equipment	108,000	95,000	8,000	5,000
49	<b>Total Equipment</b>	<b>108,000</b>	<b>95,000</b>	<b>8,000</b>	<b>5,000</b>
50	<b>MSICELLANEOUS</b>				
51.01	Operation and Maintenance	45,000	15,000	15,000	15,000
51.02	Rent Premises (Kathmandu)	34,000	14,000	10,000	10,000
51.03	Rent Premises (2 Field Offices)	24,000	8,000	8,000	8,000
51.99	<b>Total Operation, Maintenance of Equipment</b>	<b>103,000</b>	<b>37,000</b>	<b>33,000</b>	<b>33,000</b>
53.01	Supply, Utility, Maintenance	48,500	16,500	17,200	14,800
59	<b>Total miscellaneous</b>	<b>151,500</b>	<b>53,500</b>	<b>50,200</b>	<b>47,800</b>
	<b>SUBTOTAL</b>	<b>4,635,483</b>	<b>1,637,125</b>	<b>1,574,100</b>	<b>1,424,258</b>
60	<b>SUPPORT COSTS</b>				
68	Programme support 13 %	602,613	212,826	204,633	185,154
	<b>SUBTOTAL</b>	<b>5,238,096</b>	<b>1,849,951</b>	<b>1,778,733</b>	<b>1,609,412</b>
	Provision for cost increase	261,904	92,498	88,936	80,470
99	<b>TOTAL ALLOCATION</b>	<b>5,500,000</b>	<b>1,942,449</b>	<b>1,867,669</b>	<b>1,689,882</b>

**Table 9.4 Detailed Breakdown of the Project Budget**

<b>Line</b>	<b>Budget Line</b>	<b>Total</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>21</b>	<b><u>SUBCONTRACTS</u></b>				
	<b>CREATING AN ENABLING ENVIRONMENT</b>				
	<b>Capacity Building</b>				
21.01	Capacity building	136,000	36,000	52,000	48,000
21.02	Capacity building on psychosocial counselling	139,400	45,000	64,400	30,000
	<b>Awareness Raising and Campaigns</b>				
21.03	Awareness raising and campaigns	85,000	25,000	30,000	30,000
21.04	Media and Communication	156,000	76,000	60,000	20,000
21.05	Development and printing of awareness raising materials	16,000	8,000	4,000	4,000
	<b>Legal and Social Policy</b>				
21.06	Legal reform	40,000	15,000	15,000	10,000
	<b>Programme Monitoring and Child Labour Monitoring</b>				
21.07	Strengthening National Research Capacity	15,000	10,000	5,000	
21.07	Studies (good practices)	10,000	10,000		
21.07	Tracking of progress of rehabilitated former victims	24,000	8,000	8,000	8,000
	<b>TARGETED INTERVENTIONS FOR BENEFICIARIES AT LOCAL LEVEL</b>				
	<b>Baseline Surveys</b>				
21.10	Repeat Baseline Survey	50,000	-	-	50,000
21.11	Baseline and Trafficking Research	80,000	60,000	20,000	
	<b>Legislation and Enforcement</b>				
21.12	Legislation and Enforcement	90,000	30,000	40,000	20,000
	<b>Withdrawal and Rehabilitation, Access to Education</b>				
21.13	Education and Vocational Training Non-formal Education: 8000 children @ \$45 Vocational Training: 2000 children @ \$85 Mainstreaming: 21000 children @ \$10	740,000	240,000	255,000	245,000
21.14	Rehabilitation	875,000	325,000	275,000	275,000
	<b>Labour and Social Policy Issues</b>				
21.15	Labour, Social and Poverty Policies	150,000	50,000	50,000	50,000
	<b>Economic empowerment of families and related training to adults</b>				
21.16	Micro-credit, skills training	351,000	90,000	134,000	127,000
	<b>Community Mobilization</b>				
21.17	Awareness Raising and Social Mobilization	78,108	25,000	26,000	27,108
21.18	Grants to local groups (mini projects)	85,500	29,500	30,000	26,000
<b>29</b>	<b>Total Subcontracts</b>	<b>3,121,008</b>	<b>1,082,500</b>	<b>1,068,400</b>	<b>970,108</b>
<b>30</b>	<b><u>TRAINING</u></b>				
<b>32</b>	<b>Awareness Raising</b>				
32.01	National child labour workshop	17,500	17,500		
32.02	Workshops with Implementing Agencies	15,000	5,000	5,000	5,000
32.03	Training of local leaders	53,000	20,000	18,000	15,000

<b>Line</b>	<b>Budget Line</b>	<b>Total</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>33</b>	<b>Training</b>				
33.01	Training of Labour Inspectors	35,000	-	25,000	10,000
33.02	Training of Tripartite Constituents	50,000	20,000	15,000	15,000
33.02	Training on project design and IPEC guidelines	6,000	6,000		
33.03	Paralegal Training	80,000	25,000	35,000	20,000
33.04	Training for NGO staff	50,000	15,000	20,000	15,000
33.05	Training of IPEC staff	15,000	10,000	3,000	2,000
	<b>Total Training</b>	<b>321,500</b>	<b>118,500</b>	<b>121,000</b>	<b>82,000</b>
<b>40</b>	<b><u>EQUIPMENT</u></b>				
41	Expendable equipment/supplies (stationery, supplies, posters, printed materials, etc)	17,000	6,000	6,000	5,000
42	Non-Expendable equipment				
42.01	4x4 vehicle (1)	32,000	32,000		
42.02	Motorcycles (3)	15,000	15,000		
42.03	Computers (4)	12,000	12,000		
42.04	Printers (4)	6,000	6,000		
42.05	Photocopy machine (1)	4,000	4,000		
42.06	Fax and telephone (1 system for Kathmandu, 2 units for field)	5,000	5,000		
42.07	Office equipment/furniture (tables, chairs, cabinets, filing cabinets, etc)	17,000	15,000	2,000	
49	<b>Total Equipment</b>	<b>108,000</b>	<b>95,000</b>	<b>8,000</b>	<b>5,000</b>

## 10. Programme Implementation Schedule

Programme Outputs	Year 1				Year 2				Year 3			
	1	2	3	4	1	2	3	4	1	2	3	4
<b>1 &amp; 2 Legislation and Enforcement</b>												
1.1 The contradictions in the legal instruments are documented and amended in order to ensure conformity with ILO Conventions Nos. 138 and 182												
1.2 Information about new legislation is disseminated through training and sensitization workshops												
1.3 A system to monitor implementation of child labour legislation is established												
1.4 Enforcement of the legal instruments is strengthened												
2.1 District governance institutions are mobilized to actively participate in protection of children												
2.2 Orientation and training is provided on legal instruments related to the elimination of child labour and trafficking												
2.3 Registration and monitoring of child labour at workplaces is effectively implemented												
<b>3 &amp; 4 Education and Training</b>												
3.1 Needs of children vulnerable to child labour is reflected in education policies												
3.2 Improved quality of education, with special attention to children at risk and the girl child												
3.3 System of education is made more attractive for the needs and requirements of the poor, excluded and vulnerable children												
4.1 Expanded access to formal education through community mobilization and participation												
4.2 Transitional education is provided to 10,000 children rescued from the worst forms of child labour												

Programme Outputs	Year 1				Year 2				Year 3			
	1	2	3	4	1	2	3	4	1	2	3	4
4.3 Vocational training is provided to 2,000 adolescents after provision of transitional education												
4.4 Rehabilitation services are developed and implemented for 2,000 children removed from the worst forms of child labour, and especially for children who have been trafficked for labour or sexual exploitation												
<b>5 &amp; 6 Labour, Social and Poverty Alleviation Policies and Economic Vulnerability</b>												
5.1 Labour and social policies are produced												
5.2 Child rights issues are incorporated in national policy documents related to poverty alleviation policies												
5.3 Action plans are developed with relevant governmental and non-governmental organizations to incorporate child labour issues and concerns into their programmes and budget												
6.1 Linkages established and strengthened with ongoing programmes to provide access to financial services and markets to families vulnerable to child labour												
6.2 Employment intensive programmes are promoted to increase income for rural families and entrepreneurship programmes are implemented to provide older children and families vulnerable to child labour with employment opportunities												
6.3 Community-based safety nets are promoted and strengthened for children and families prone to child labour												
<b>7 &amp; 8 Awareness Raising and Social Mobilization</b>												
7.1 Awareness raising materials against the worst forms of child labour are prepared and promoted through nationwide campaigns												
7.2 All relevant stakeholders are mobilized to participate in the IPEC Core TBP Project and their activities are supported												
8.1 Awareness against the worst forms of child labour and in support of education are promoted at the local level through local campaigns												
8.2 Mobilize children, families, communities and local institutions for the needs of children and against the worst forms of child labour												

<b>9 Other Activities</b>												
9.1 Benchmark survey of TBP programme districts												
9.2 Baseline surveys												
9.3 National Child Labour survey												
9.4 Rapid assessment of carpet sector and mining												
9.5 Trafficking research												
9.5 Child Labour Monitoring body established												
9.6 Multi-year tracer study of former child labourers and other participants												
9.7 Study on child labour and migration												
9.8 Global IPEC study on cost benefit of eliminating child labour												
9.9 Study on implementation of labour standards												



## Attachment 1 Target Group Strategies

### Child Porters

#### Challenges

On remote mountain trails, porters are part of the Nepalese way of life and a way to transport goods. Compared to the six companion target groups of the IPEC Core TBP Project, the sector is the most formalised, and since child porters are a common sight in most areas of Nepal, they are not perceived to be a problem.

Child porters can be divided into two categories of porters. Short distance child porters work in urban market centres and bus parks while long distance child porters are to be found in the hills throughout the country, particularly in eastern and western regions of the country. Whereas the short distance porters have usually migrated from urban districts to find work, the long distance child porters stay with and work for their families or a *Naike*, a local leader. It is estimated that there are 42,204 child porters working on long distance routes and 3,570 at market centres and 255 at bus parks. Only 12 per cent of the child porters and nearly none of the short-distance porters are girls.

The more a child carries, the more a child earns, and sometimes the load weighs more than the child. On long distance routes, child porters carry 35 kg, while at bus parks and markets they carry up to 56 kg. In contrast, national legislation sets the following weight limits: 15 kg for children under 14 years, 20 kg for girls between 16 to 18 years of age and 25 kg for boys in the same age group.

A long distance porter earns about Rs.71 per day while the short distance porter earns more (Rs.96) but the work is seasonal and girls earn less than boys. Only one in five child porters goes to school but most of them are dropouts. The mean age of entry for child porters is 13 years.

#### Strategies

Given the vast public acceptance of child porters, the IPEC Core TBP Project will not adopt a strategy based on massive withdrawal, since such an approach would not find public support. Instead, the ILO-IPEC will emphasise such preventive measures as improving the quality of education in areas of origin, income-generating activities in support of families at risk and the establishment of community safety nets to reduce the vulnerability of families prone to send their children to work as child porters.

Similar attention will be given to measures for protection of child porters and to enforce national legislation on maximum weight limits. To limit the incidence of and to protect child porters on long distance routes, community-based monitoring systems will be established to implement and enforce national legislation. To reduce the incidence of short distance porters in urban areas, the ILO-IPEC will collaborate with municipalities, employers and trade unions to establish "child porter free areas". In all instances, however, children under 14 years will be withdrawn from work, since they are working in contravention of the Nepalese Labour Act.

In light of the distinct differences between long distance and short distance child porters, the IPEC Core TBP Project will implement two related but different strategies for each separate group of children. The step-by-step strategy is outlined below:

#### Short Distance Child Porters

- Identification of work areas and of the origin of short distance child porters
- Campaigns for raising awareness in source DDCs and VDCs and mobilization of municipality authorities, workers and employers' organizations
- Improving the quality and eliminating the cost of education in sending areas
- Reduction of economic vulnerability in sending areas through support for income generating activities
- Establishment of "child porter free areas"
- Withdrawal, rehabilitation and NFE to working children under 14 years of age, in order to reunite them with their families and to mainstream them into primary education
- Providing alternatives to child labourers aged 14 to 18 years, including vocational training and Start and Improve Your Business programmes
- Providing regular tracer studies and monitoring to avoid former child porters lapsing into the worst forms of child labour

#### Long Distance Child Porters

- Identification of porter routes as well as wards, villages and families with children working as long distance porters
- Campaigns for raising awareness in source DDCs and VDCs and mobilization of municipality authorities, workers' and employers' organizations at major road heads, where porter routes begin
- Improving the quality and eliminating the cost of education in sending areas
- Reduction of economic vulnerability in sending areas through support for income generating activities
- Withdrawal, rehabilitation and NFE to working children under 14 years of age, in order to reunite these with their families and to mainstream these into primary education
- Regulate work of porters between the ages of 14 and 18 years according to labour law provisions
- Unionise adult porters and sensitize employers
- Providing regular tracer studies and monitoring to avoid former child porters lapsing into the worst forms of child labour

## Child Ragpickers

### Challenges

There are about 4,000 child ragpickers in Nepal and about 1,000 of them are in Kathmandu. Ragpickers belong to the growing population of street children. They are called *khate*, i.e. rag pickers, because they pick rags and other rubbish out of garbage dumps and sell what they find to get the money they need to survive.

Ragpickers may not be many in numbers, but the problem of children in ragpicking is a problem of large-scale proportions. First of all, ragpicking is an extremely hazardous occupation, especially due to the discernible health hazards, the unhealthy environment and the exposure to criminal activities. Furthermore, when children enter into the occupation, they have nowhere else to go. Prior to ragpicking, some children had been working as porters, in agriculture or as domestic child servants, but ran away, and now find that they have reached the end of the line of the worst forms of child labour in Nepal.

They come from rural areas where there are schools available. About half the boys are literate, but only one in four of the girls is literate. The average age of ragpickers is 11.7 years.

Most ragpickers work about six hours a day and earn about Rs.150 a day. Although the incidence of girls as ragpickers is low, they earn less than boys and their literacy level is also lower. Usually they spend what they make each day because they have no way to keep it safely. On days when they make no money, they often go hungry.

Ragpickers can be roughly divided into two equally large groups, namely the children who work and live off the streets and the children on the streets who live in urban slums and who occasionally come to pick rags. The IPEC Core TBP Project Strategies have been designed accordingly.

### Strategies

The ILO-IPEC will work to withdraw targeted children under 14 years of age from ragpicking. In the case of children, who live on the streets, an attempt will be made to target the families prone to child labour and to provide social protection, to reduce their economic vulnerability, and to mainstream the child ragpickers into primary education through transitional education. In the case of children who have left their rural homes and who live and work on the streets, the ILO-IPEC will attempt to reintegrate these with their families. However, special care will be taken in such cases where children report family violence or break-up as a major reason for coming to the streets.

Children aged 14 to 18 years will be provided with a range of opportunities to actively encourage that they exit their occupation. The IPEC Core TBP Project will support drop-in centres for child ragpickers, where they may shower, keep personal belongings safe and where there will be access to basic health facilities as well as non-formal education. A related function of the drop-in centre will be to keep track of child ragpickers in the municipalities and to offer counselling on a demand-driven basis. Former ragpickers will be employed as staff and community monitors in the drop-in centre.

Similarly, the IPEC Core TBP Project will establish model rehabilitation centres for counselling and rehabilitation of child ragpickers. These centres are intended to act as demonstration centres for ILO-IPEC when working with HMG/Nepal to improve existing government-run rehabilitation homes. A part of the rehabilitation will be to provide vocational or entrepreneurship training to former child ragpickers. Due to the high cost of running these centres, ILO-IPEC will establish these centres on the basis of private sector co-funding.

Waste is business in Nepal, and the hazardous occupation of ragpicking it not likely to be eliminated without an efficient system for solid waste management in urban areas of Nepal. The IPEC Core TBP Project will work with bilateral donors to strengthen the solid waste management system of Kathmandu, and ILO-IPEC will specifically support the establishment of sustainable community-based waste management schemes. In order to avoid that ragpickers will then turn to even more hazardous occupations in urban centres of Nepal, the IPEC Core TBP Project will first establish a network of community-based and non-governmental organizations to reach children at risk and to provide such services as mentioned above.

Unlike most other strategies to reduce ragpicking, the IPEC Core TBP Project will involve junkyard owners in the battle against child ragpicking. The attempt to work with the employers of ragpickers will centre on dialogue and on the need to find solutions, on joint research on child ragpickers and ragpicking as well as on the possibility of developing small-scale waste management schemes manned by adult labourers working in safe and healthy conditions.

Due to the extreme mobility of the target group, and to the fact that ragpickers originate from all areas of Nepal, the strategies for prevention of ragpicking will be limited to large-scale awareness campaigns on the dangers, causes and nature of child ragpicking. To make the street a safer place for ragpickers, and to reduce the incidence of reported police brutality against ragpickers, ILO-IPEC will train and sensitize police on child rights and on how to become part of the solution instead of being part of the problem.

## Domestic Child Labour

### Challenges

Domestic Child Labour (DCL) is defined as occurring when children work in an employer's house with or without wages. Child domestic labourers (CDL) are basically employed to perform domestic chores such as washing dishes, cooking, cleaning the house, and looking after young children and other household-related activities. A domestic child labourer may be considered a 'helping hand' in the household, or be solely responsible for various activities.

CDL are working in a broad range of households, though the majority is employed by high caste Brahmins, followed by Newars. More affluent households with one full-time employed adult hire domestic child labour, with government and non-government service employees accounting for 43 per cent of all employers. The domestic child labourers all come from rural areas, with most being of either Chettris or Brahmin castes, which reflects the perception that the lower castes are impure.

In Kathmandu, one in five households employ children. It is estimated that there are 42,674 domestic child workers in the urban areas of Nepal, two thirds of whom are between 10 and 14 years of age. More than half of the CDL are boys, which is a very high incidence of male workers in a occupation considered 'female-oriented'. Although most child domestics work 14 to 15 hours a day, most employers, as well as the children's own families, do not regard the work of these children as hazardous or exploitative. Most of them are fed, sheltered and clothed, and often in better living environments than in their own homes.

When the work is paid (53 per cent do not receive pay), an adult member of the family often collects the wages particularly so for girls. Cases of isolation, unreasonable confinement and physical or sexual abuse are known to occur. It is believed that at least 30 per cent of domestic child labourers are bonded to pay parental debts.

A minority of the child domestic labourers attends school. Just over 15 per cent of the children started work before they were 10 years old. 70% of DCL are school dropouts. Only 1/3 of the CDL is attending school, of which a majority are boys.

### Strategies

The IPEC Core TBP Project will combine a range of strategies for the prevention, protection, withdrawal and rehabilitation of domestic child workers. As most employers and families of child domestic workers, as well as the children themselves do not see domestic child labour as a problem, but rather as an opportunity, emphasis will be put on prevention as well as on protection and regulation of domestic child labour. However, in cases of abuse or harassment, rapid response measures will be set up for the rescue and rehabilitation of child domestic servants.

The main strategies include:

- Research and advocacy, especially on the risk of physical, emotional and sexual abuse as well as on the nature of isolation and confinement to employers premises
- Public awareness campaigns targeting employers and social mobilization of sending communities against child labour
- Drafting a code of conduct for employers and civil servants not to employ children under 14 years
- Registration of child domestics backed up by community monitoring
- Building capacity of local authorities to monitoring child labour
- Unionization of adult domestic workers to protect child workers
- Withdrawal and rehabilitation of child domestic labourers under 14 years, in order to integrate them into their families
- Economic empowerment of families
- Reduce the incidence of domestic child labour through regulation and enforcement of labour legislation
- Provide support services such as education, counselling, recreation, health care and training, hotline etc, working from the drop-in centre and based on the new model for rehabilitation
- Promote good practices of employers, including the practice of foster parents and sponsorships for domestic child labourers

## Child Labour in the Carpet Sector

### Challenges

Since it started working in Nepal, ILO-IPEC has been working to eliminate child labour in the carpet sector. Being one of the high-profile export industries in the country, highly dependent on export markets in Germany and the United States, the problem of child labour in the carpet sector has received a lot of attention from employers as well as from consumers abroad.

In the fiscal year of 1994/95, the Ministry of Labour inspected 850 carpet factories. Only 240 factories were in fact registered, and it must also be recognised that the Ministry did not include home-based operations in the survey. The MOLT observed that the small producers employed more children (3.6 per cent) than larger factories (2.59 per cent), and that the exporters-cum-fabricators were found to have the lowest incidence of child labour (0.23 per cent). The proportion of boys and girls in this sector was not determined. About 77 per cent of the child workers were found to work between 12 and 20 hours a day, most of them worked long into the night for seven days a week. 1.6 per cent of the all workers were children below the age of 14 years, while another 9.9 per cent were from 14 to 18 years old. About 50 per cent of the child workers were paid on a piece rate basis, while the remainder were receiving payment on a monthly basis. Two thirds reported that they earned between Rs.500 to Rs.1,000 per month.

Sixty per cent of the children were found to be illiterate. While the majority of the children working in the carpet industry are to be found in the carpet factories in Kathmandu and its surrounding districts, studies have shown that the children come from 28 districts.

### Strategies

To eliminate the problem of children working under hazardous circumstances in carpet factories, the IPEC Core TBP Project will combine strategies for the withdrawal, rehabilitation, and protection of working children, and the prevention of child labour in the carpet sector.

#### **A) Withdrawal of children below the age of 14 from carpet factories and working places**

- Identification of all children under the age of 14 and categorization of these into groups of children under 14 years and between 14 and 18 years of age
- Creation of a database to include name, age, sex, photographs, names of parents, contact address and relevant socio-economic information about the children and their families
- Withdrawal of children under 14 years of age from work in consultation with their families and employers (*NB. Not before an appropriate rehabilitation mechanism is in place*)

#### **B) Rehabilitation**

- Relatively younger children, between the ages of 14 and 16 and who are interested in education, will be offered transitional education and mainstreamed into formal schooling in turn. The transitional education curriculum will accommodate 2 hours basic education and 2 hours skills training. The length of the course will depend on the past educational level attained by each child, their age, the nature of skills training, etc.
- Alternatively, children who have completed the transitional education course will be given two different options, either to continue basic education or to attend needs-based or skills training, which leads to employment
- Relatively older children, between the ages 16 and 18 and who will not be interested in formal/transitional education, will be provided with needs-based or skills training, which leads to employment
- The nature and duration of skills training have to be determined on the basis of local labour market needs as well as on the basis of opportunities for self-employment and access to credit for them in the future. New skills will be given preference
- Poverty at the family level will be addressed to reduce the dependency of their families on their earnings. Such interventions include the provision of access to promotion of employment opportunities, skills training for self-employment or wage employment and small enterprise development training

#### **C) Protection (For children aged 15-18 years)**

- Working hours will have to be reduced/regulated, night work will not be allowed and an acceptable minimum wage has to be ensured with a view to reducing and/or eliminating economic exploitation
- Work hazards will have to be reduced and/or eliminated by introducing protective devices, such as the use of masks, etc., and working conditions in all carpet factories, carpet-related working places and processes will be carefully monitored
- The subcontracting system and home-based work will have to be regulated by the Department of Cottage Industries and the non-governmental organization NASPEC

## Child Labour in the Carpet Sector

### D) Prevention

- Child labour will remain a problem in the carpet sector without effective strategies to prevent new children from entering into the sector. The strategies for such prevention will be as follows:
- Registration of all factories irrespective of their size and production process, and the registration of all children under the age of 18 years in all the factories (as a means of verification in the future) so that they cannot be replaced by new children
- Codes of Conduct and/or MOUs will be signed with the employers' organizations for not hiring new children. Competent authorities, including HMG Labour Inspectors, Department of Cottage Industries, NASPEC and, possibly, Rugmark and Care and Fair inspectors, will closely monitor the employers/subcontractors. Appropriate mechanism will be explored to involve the employers' organizations and trade unions in this process. Punitive measures will be taken according to the law of the land for non-compliance with the MOU
- Awareness raising at all levels on the long-term benefits of not employing children
- Quality education and midday meals in existing public schools to reduce dropouts, and local school authorities, teachers and students will be mobilized against child labour in the carpet sector

## Children in Mining

### Challenges

In the course of the past two decades, small-scale mining has occurred as a new industry. HMG/Nepal has issued licenses for individuals, contractors and companies willing to operate mines in different districts of the country. Coal, quartz and magnesite mines are found in the districts of Taplegunj, Panchthar, Dang, Rolpa, Rukum, Salyan, and Dolkha. The only mine that is running with fully mechanised facilities is the magnesite mine, and this is also the only mine where labour is organized. The rest of the mines operate by cheap labour of unorganized adults and children, yet it is not known how many children are working in the mines of Nepal since this has not yet been documented.

A joint ILO and UNICEF study has revealed that 115 children are working in the coalmines of Dang and Rolpa. More girls than boys were employed for carrying coal, while some of the boys were also involved in digging and carrying coal inside the narrow tunnels. They earn Rs. 50 to 60 per day. Most of the girls were illiterate with about half of them stating "lack of money" as the main reason for not going to school. Sixty-two per cent reported that family income was sufficient for one to three months only.

The study revealed that lack of a secure livelihood and the opportunity for employment of children are among the major causes for child labour in mining. Other causes include the inefficiency of the education system in preventing child labour, lack of awareness of child rights, and unorganized labour force as well as an ineffective and dysfunctional system of monitoring.

### Strategies

In 19996, the Quartz mines in Taplegunj was targeted by a successful ILO-IPEC programme, whereby child workers were removed from the mine tunnels and rehabilitated. According to the Department of Mine, child labour is next to non-existent in all other mines than the coalmines of Dang and Rolpa. Consequently, the IPEC Core TBP Project will target children aged 6-18 years working in the coalmines of the district of Dang (in Rolpa, the problem of children in mines have been prevented through local efforts). The key actors are the Department of Mine, the Ministry of Labour and Transport Management, trade unions, employers, non-governmental organizations and UNICEF. The key elements of the strategy are outlined below:

- Raising awareness against the worst forms of child labour and for children's rights to education through social mobilization in target areas and adjoining villages
- Withdrawing all children working in coalmines
- Rehabilitating children withdrawn from work through transitional education and/or vocational training
- Making economic alternatives available for families of working children and for families at risk
- Organizing the labour force in coalmines in collaboration with trade unions
- Developing community monitoring and supervisory systems at mine sites
- Engaging employers for social protection of the children and workers, especially in provision of education and health services
- Developing mechanisms for strengthening occupational safety and health at work sites in collaboration with Department of Mine
- Building the capacity of the Department of Mine to enforce labour laws and regulate working conditions in mines

## **Child Trafficking for Sexual or Labour Exploitation**

### **Challenges**

Trafficking is a process that in most cases leads to the worst forms of child labour. It takes place all over Nepal and involves most castes and ethnic groups. Nearly 40 per cent of the children are trafficked before the age of 14 years. Trafficking often leads to sexual exploitation of children, which is a serious human rights violation needing urgent attention. The physical and mental breakdown of children trafficked into exploitative circumstances, such as the use of children for sexual services, is undoubtedly among the worst crimes imaginable.

Trafficking of children for exploitative employment is also one of the most hidden ways of recruiting children for the worst forms of child labour. This makes it particularly difficult to research and obtain accurate data on the process itself and on traffickers and their operations. Recent studies indicate that both internal and external trafficking is widespread in Nepal. It is estimated that 12,000 Nepalese girls are trafficked to brothels in India each year. Recently, reports from NGOs indicate that boys are also trafficked from Nepal for sexual as well as non-sexual exploitation.

There are two distinct forms of trafficking: soft trafficking and hard trafficking. In soft trafficking, family-members are either complicit or give their consent to the transaction. In hard trafficking, the girl is either lured by promises of employment, marriage (fake), and life in the city or is abducted or coerced. The promise of employment is the most frequent cited cause, which links trafficking to the widespread and socially accepted survival strategy of child migration.

The working day for a trafficked girl engaged in prostitution is on average, about 13 hours, serving 14 clients. Yet, some girls report that they must work 24 hours a day and serve 40 clients. In most cases there is no protection from sexually transmitted diseases, no protection from HIV/AIDS. It is believed that brothel owners extract 90 to 95 per cent of the earnings.

Trafficking is related to child vulnerability, exacerbated by the deprivation of education. Trafficking criminals are often protected and even if arrested are often freed by influential friends. Little is known about the reintegrated girls' life.

### **Strategies**

#### **Research**

- Identification of hard and soft trafficking sending areas
- Identification of urban recruitment places, including workplaces and sectors
- Identification of transportation routes (reproductive health, HIV&AIDS) internal and external trafficking
- Analysis of the relationship between child labour migration and trafficking for exploitative employment (focus on internal trafficking)

#### **Capacity building**

- Strengthening of national capacity on trauma treatment of child survivors
- Strengthening of government capacity at district level and networking with civil society
- Strengthening of district-level NGOs to intercept, protect and refer survivors (+ protection of NGOs)
- Strengthening of national research capacity on trafficking

#### **Rescue, rehabilitation protection and reintegration**

- Support to NGO and Go interception or repatriation across national borders
- Rehabilitate children traumatized by their experiences in rehabilitation centres and drop-in centres
- Reintegrate small children according to the best interest of the child (family, support group reintegration and occupational rehabilitation)
- Develop model for community/based rehabilitation and transfer less traumatized children to communities

#### **Prevention**

- Develop media and communication programmes for youth at risk
- Develop cooperatives and other income-generating activities for female members of vulnerable families (part of the TBP core activities)
- Support ILO Constituents in prevention programmes in selected sectors: transport, carpet, and hotel and tourism.
- Provide children at risk with alternatives such as transitional education (part of TBP core activities)

***Advocacy***

- Convene seminar to sensitize judges and local legal personnel and integrate issues related to trafficking into the curriculum of the Faculty of Law
- Integrate survivors from rehabilitation centres into NGO work or media-work against trafficking
- Conduct National advocacy campaigns against the worst forms of child labour (part of TBP core activities)
- Convene seminar to sensitize the trade unions, employers' associations, teachers associations and students unions

***Legal issues and law enforcement***

- Undertake paralegal training in selected districts
- Launch a law enforcement programme on legal reform and ILO Convention No. 182 and other international Conventions

**Attachment 2 Linkages between National Level and Area-Based Direct Action Strategies from the Time-Bound Programme**

<b>Development Objective</b>			
<i>To Contribute to the HMG/Nepal Master Plan for the Elimination of Child Labour</i>			
	<b>Component I</b> <i>Creating an enabling environment for the elimination of the worst forms of child labour</i>	<b>Component II</b> <i>Reducing the incidence of seven selected worst forms of child labour</i>	
<b>Immediate Objective 1</b> Coherent child labour legislation and enforcement	<p>The IPEC Core TBP Project will review deficiencies and contradictions in existing child labour related legislation, rules and regulations, including the need to raise the age of admission to hazardous work to 18 years.</p> <p>Coherent legislation on child labour, trafficking and bonded labour, which is compatible to international standards, will be drafted and enacted. The IPEC Core TBP Project will work to encourage the ratification of ILO Convention No. 182 and the three remaining core ILO Conventions, Nos. 29, 87, and 105.</p> <p>Under the IPEC Core TBP Project, ILO-IPEC will provide technical and logistic support for and promote the adoption of two new bills on trafficking and bonded labour.</p> <p>To enhance the system of enforcement, a supervisory system for the enactment of legislation will be set up or integrated into the work of existing institutions. The independent body will supervise the implementation of child labour legislation and provide strategies and solutions to promote their enforcement, including strategies to shorten the lengthy court procedures for reaching judgement.</p> <p>ILO-IPEC will also support the dissemination and training on new legislation to stakeholders in the legal administration. To promote the enforcement of child labour legislation, ILO-IPEC will train and sensitize parliamentarians, the judiciary, police and other stakeholders of the enforcement system.</p> <p>The newly established Human Rights Commission will be supported to incorporate child rights issues in its working mandate. Furthermore, ILO-IPEC will work to strengthen the system of birth registration, in collaboration with UNICEF.</p> <p>To enact existing laws, technical support will also be provided to labour inspectors as well as to civil society organizations that take legal action against perpetrators of child labour laws.</p> <p>-</p>	<p>The IPEC Core TBP Project will sensitize, train and strengthen the capacity of key actors, including DDC and VDC representatives, non-governmental organizations and community-based organizations. Civil society and media will be mobilized against violations of child labour laws to encourage judicial action when necessary.</p> <p>Within the framework of the Local Self Government Act, ILO-IPEC will promote provisions and programmes for women and children.</p> <p>Employers' and workers' organizations will receive training on child labour laws and will be encouraged to conduct regular monitoring of and awareness raising in workplaces. Employers will be requested to keep records of all child workers under the age of 18. The Labour Officers under the Ministry of Labour and Transport Management will be trained on child labour laws, and their capacity to monitor establishments at district level will be strengthened.</p> <p>Access to local legal institutions, such as legal literacy courses, helplines, family courts and juvenile benches will be increased and improved. Through sensitization and training, the active participation of District Child Welfare Board members and local judicial enforcement bodies in the establishment of these organizations will be fostered.</p> <p>In collaboration with DDC, VDC and ward officials, teachers and health care service providers, a system for birth and work registration of children will be established. The capacity and mandate of the District Child Welfare Boards to keep records available on child labour, bonded labour and trafficking will be strengthened by the participation in IPEC Core TBP Project research activities at the local level.</p> <p>Overall, the monitoring system to be established under the IPEC Core TBP Project has been designed to prevent and detect the worst forms of child labour. By actively involving ILO-IPEC partners at all levels of the programme in monitoring, the awareness of the problem and the need to take action against it will increase. The monitoring of child labour and the information gathered on the specific situation in the districts of Nepal will also allow local as well as national stakeholders to take action and to adapt existing programmes for education and against child labour to the needs of child labourers and their families.</p>	<b>Immediate Objective 6</b> Detection and prevention of exploitation of children



<p><b>Immediate Objective 2 (page 1)</b> Issues of child labour and rights are mainstreamed into education policies and practice</p>	<p>Educational interventions are critical for both the prevention of child labour and the rehabilitation of former child workers. On the one hand, children with no access to quality education have little alternative but to enter the labour market, where they are often trapped in the worst forms of child labour. On the other hand, non-formal or transitional education plays an instrumental role in the rehabilitation of former child labourers. Vocational training provides, moreover, the skills needed for gainful employment, which in turn contributes to local and national development.</p> <p><b>Primary Education</b></p> <p>At the national level, ILO-IPEC will work to make prevention of child labour a part of education policies and programmes, and to ensure that these become more responsive to the special needs of girl children and of children vulnerable to child labour. In making the education and training policies more sensitive to child labourers and children at risk, the IPEC Core TBP Project will promote national policies that aim for improvements in the quality of education and in the physical and material infrastructure.</p> <p>In order to strengthen the delivery mechanisms of education in Nepal, the IPEC Core TBP Project will support the decentralization of education budgets to DDC level. ILO-IPEC will also promote the principle that DDC and municipality leaders are given employer responsibility for teachers. Training modules will be developed, and ILO-IPEC will support the training of policy makers, district, municipality and local government officials on such issues as child labour and education, education of girls and on the need to emphasize social issues in local planning. In general, the IPEC Core TBP Project thus aims to strengthen the capacity of local level civil servants to take over the responsibility of the education sector.</p> <p>According to the IPEC experience, it is very difficult to enrol former child labourers in the education system, without in some way substituting for the lost income of the child's work, or for the opportunity cost of schooling. This can either be done directly through stipends or through picking up the cost of education, but it can also be done indirectly by supporting the economic empowerment of the family affected. However, this kind of simultaneous targeting of the child and the family is particularly difficult if the infrastructure and delivery mechanisms for education and social protection are de-linked. Whereas the IPEC Core TBP Project will work according to the principle of simultaneous targeting at the district level, the ILO-IPEC will also promote linkages between education, child labour and social protection in policies and plans at the national level.</p> <p>At national and district levels, the ILO-IPEC will also promote policies and plans for improving access, enrolment, attendance and retention. Special consideration will be paid to the situation of the girl child and to the needs of the socially excluded. Through strategic partnerships with the Ministry of Education and Sports and the Basic Primary Education Project (BPEP), ILO-IPEC will develop gender sensitive curricula in local languages that include issues of child rights, health education and the consequences of the worst forms of child labour.</p>	<p>In the five years that IPEC has been active in Nepal, when rescuing and rehabilitating children from intolerable forms of child labour, the overarching aim has been to mainstream former working children into the present school system. This has proved to be a workable as well as sustainable strategy, and the educational interventions at the local level build on this experience. The challenge of the IPEC Core TBP Project arises from the need to scale up successful interventions of the past and to create a coherent model of educational interventions at the district level. This model will then not only be employed in the 35 target districts, but can also be replicated in other districts across Nepal.</p> <p><b>Primary Education</b></p> <p>Providing basic literacy and numeracy skills, either through transitional or formal education, does not ensure that children are permanently withdrawn from work. Even if investing heavily in basic and primary education, IPEC experience have shown that it is normally the children of more privileged groups who benefits, and not the children of poor families or disadvantaged groups vulnerable to child labour. The IPEC Core TBP Project will, therefore, combine interventions for the improvement and expansion of basic education programmes with successful transitional and vocational interventions. The challenge is two-fold: to design efficient and successful transitional education for the rehabilitation of former child labourers without creating parallel structures for education in the country, and to build linkages between formal and transitional education in a way that will effectively improve the existing system of education in Nepal.</p> <p>At the district level, the ILO-IPEC will work to improve the quality of formal education with special emphasis given to the needs of children at risk, girl children and children withdrawn from the worst forms of child labour. By drawing on the experiences of past ILO-IPEC programmes, and by working closely with the ADB Teacher Training programme, the IPEC Core TBP Project will support local teacher training and classroom awareness raising activities, which prevent child labour. Assistance will also be provided to local educational authorities to develop an efficient administration. The assistance specifically aims to enhance the capacity for receiving a large influx of former child labourers but will also strengthen school admission and retention policies, which will facilitate the entry or re-entry of children.</p> <p>The fundamental educational strategy of the IPEC Core TBP Project is to mobilize local communities for education and to raise the demand for accessible, affordable, relevant and quality education. Social mobilizing will thus be a major priority of the IPEC Core TBP Project, and it will be closely linked with the efforts to make education effective in preventing child labour. At the local level, the participation of parents, and especially of women, will be strengthened through community-based school improvement activities, community-based school feeding programmes and community monitoring of TBP grants for teaching aids and textbooks. Special attention will be given to raising the demand for teaching practices and for teaching a curriculum, which is more sensitive to the needs and aspirations of girls.</p> <p>The Time-Bound measures to offset the opportunity costs for destitute families will</p>	<p><b>Immediate Objective 7</b> Education is effective in preventing child labour</p>
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Strategies of affirmative action include an evaluation of bias in the examination system against excluded groups and girls, and support for the automatic promotion of children in the lowest grades. The ILO-IPEC will further promote the policy of "Community Owned Primary Education", which has been pilot-tested by UNDP, and whereby communities hire local and mostly female teachers for the education of children in that community. This approach will target the problem of the exclusion of girl children as well as children of disadvantaged communities from the education system.

In cooperation with BPEP, the ILO-IPEC will assist in the implementation of the "outreach" and "flexible schooling" strategies, which will allow education to meet the needs and requirements of poor rural families vulnerable to child labour. The principle of outreach schooling will make it possible for schools to establish 'annexes' in the areas they are recruiting from that are too remote for the youngest children to come to school. The school will either be supported in establishing the 'annex' itself or through outsourcing the management of the 'annex', for instance to local NGO. In all cases, however, the annex will form part of the local school and remain under the administration of the headmaster, and the students will be given the same access to promotion as students in the 'mother' school. The strategy of flexible schooling will in turn allow for school days and hours to be adapted to the situation and needs of poor rural families, for instance during harvest seasons or during periods where families have migrated for seasonal work.

**Teacher Training**

In support of the large-scale Asian Development Bank project on teacher training, ILO-IPEC will further develop training modules on teacher attitudes, social justice issues and rights of minorities. ILO-IPEC will also provide follow-up services to teachers trained and implement parallel awareness raising activities for teachers in the 35 IPEC Core TBP Project districts. The aim is to effectively target the active exclusion of disadvantaged groups from the education system, and training of teachers is at the core of the IPEC Core TBP Project. The ADB Teacher Training project is also planned to start in 2002, and the ILO-IPEC will work to build close linkages with the project from the very beginning of the IPEC Core TBP Project.

In continuation of the Norwegian funded project for mobilizing teachers and their unions against child labour, ILO-IPEC will actively engage teachers' unions in mobilizing teachers against child labour. The ILO-IPEC will not only work to improve the social status of teachers by advocacy campaigns and the active involvement of teacher's unions, but will also work to strengthen the role of the teacher in preventing child labour and in mainstreaming former child labourers into school. Furthermore, through building the capacity of teachers and their unions to advocate for the demands and special needs of child labourers and children at risk, the ILO-IPEC will also support teachers in lobbying for a more efficient and child friendly education system.

include picking up indirect costs of education (books, uniforms, shoes, etc); free school meals, "food for education"; stipends or economic empowerment; and social protection for adult members of the family. In selected districts, ILO-IPEC will work closely with the WFP School Feeding Programme, which has a direct and proven impact on enrolment and retention rates (See section 7.4.1.). The IPEC Core TBP Project will also explore closely the opportunities for collaboration with other local development and poverty alleviation programmes, where the families targeted under the IPEC Core TBP Project can participate to further compensate for the loss of the child labour income. However, where such programmes are not available, the IPEC Core TBP Project will have to initiate income-generating activities directly, through skills training, access to credit, etc. The guiding principle is that the family affected by or vulnerable to child labour shall benefit from improved quality and access to education and other social protection programmes simultaneously, which will provide a real opportunity to chose education over child labour as a lasting family strategy.

**Transitional Education**

Transitional or non-formal education is a key strategic intervention in combating child labour. These classes provide a space for socializing as well as an opportunity for former child labourers to catch up with their peer groups and to acquire the basic skills needed to deal with the tremendous challenges in their lives. In addition, transitional education empowers children by educating them about their rights, gender equality, and importance of education, health and hygiene and about other social issues.

Under the IPEC Core TBP Project, 10,000 children in the age group 10 to 14 years will be withdrawn from the worst forms of child labour and enrolled in transitional education classes in preparation for formal schooling. After suitable organizations have been identified to manage the transitional education schools, the children targeted will be enrolled and mainstreamed into formal schooling within a period of 6 to 12 months. Those children who are withdrawn from the worst forms of child labour under the age of 10 years will be directly mainstreamed into primary education, but not without providing the support and counselling needed for their parents to cover the direct and opportunity costs of education in Nepal.

IPEC will develop curricula, training modules and training on the counselling needed to run transitional education centres for former child labourers, and will also monitor the management of these centres closely as a part of its monitoring strategy for the IPEC Core TBP Project. For children in need of special attention, extra tutoring services, counselling and rehabilitation services will be provided, according to the new ILO-IPEC approach to rehabilitation as described in Section 4.1.4.1.

The IPEC Core TBP Project will thus continue to provide transitional education for children rescued from the worst forms of child labour, but it will also work to improve linkages between transitional education and formal schooling to effectively mainstream former child labourers into primary education. Without forging these linkages, there is a high risk that former child labourers will return to work, and the sustainability of the educational strategies for the elimination of the worst forms of child labour will be undermined.

**Secondary Education**

Given the fact that primary education in Nepal ends relatively early, and the number of places in secondary education is low, a large number of Nepalese children are pushed from the education system and into the labour market. Since most children who enter the worst forms of child labour have dropped out well before the level of secondary education, the ILO-IPEC will treat the problem as a secondary and long-term problem. Dialogue with those involved, including the Asian Development Bank, the Ministry of Education, DANIDA and the Danish University of Teaching, is necessary, and will centre on the issues of reform, expansion and the need to bridge the gap between skills training and purely academic training.

IPEC will intensify its activities with teachers' organizations, universities and training institutes so as to promote social justice education. Under the Norwegian funded Education Project, ILO-IPEC has gained considerable experience in mainstreaming social justice and child labour issues into the course/curriculum of high school and university students. By scaling up these activities, the IPEC Core TBP Project will not only expand the training of trainers, but will also effectively sensitize a new generation of educational planners and civil servants on the need to make education effective in preventing child labour.

**Early Childhood Education**

The area of Early Childhood Education is not covered in existing educational policies, and the government relies largely on the private sector for providing these services. Research clearly show how Early Childhood Education is effective in preventing under-age enrolment, and since it effectively removes the burden faced by older children responsible to look after their younger siblings, it can also prevent child labour. Yet, the IPEC Core TBP Project will not itself have sufficient resources for employing this strategy. Under the IPEC Core TBP Project, ILO-IPEC will thus only fund ECE in very limited cases, namely i) where there is no local alternative, and ii) where IPEC is actively promoting employment of women/mothers, which could result in a situation where an older sibling would be removed from school to look after a younger brother or sister. In collaboration with existing service providers, such as UNICEF, the ILO-IPEC will, however, provide training to ECE workers on their role in increasing school enrolment and reducing child labour.



**Teacher Training**

In support of the large-scale Asian Development Bank project on teacher training, ILO-IPEC will further develop training modules on teacher attitudes, social justice issues and rights of minorities. ILO-IPEC will also provide follow-up services to teachers trained and implement parallel awareness raising activities for teachers in the 35 IPEC Core TBP Project districts. The aim is to effectively target the active exclusion of disadvantaged groups from the education system, and training of teachers is at the core of the IPEC Core TBP Project. The ADB Teacher Training project is also planned to start in 2002, and the ILO-IPEC will work to build close linkages with the project from the very beginning of the IPEC Core TBP Project.


As a continuation of the Norwegian funded project for mobilizing teachers and their unions against child labour, ILO-IPEC will actively engage teachers' unions in mobilizing teachers against child labour. The ILO-IPEC will not only work to improve the social status of teachers by advocacy campaigns and the active involvement of teacher's unions, but will also work to strengthen the role of the teacher in preventing child labour and in mainstreaming former child labourers into school. Furthermore, through building the capacity of teachers and their unions to advocate for the demands and special needs of child labourers and children at risk, the ILO-IPEC will also support teachers in lobbying for a more efficient and child friendly education system.


**Vocational Training**

Former child workers over 14 years of age shall be rehabilitated through transitional education and skills training only. The number of adolescents to be withdrawn from the worst forms of child labour and offered vocational training has tentatively been targeted to be 10,000. However, due to efficiency problems of the government-run vocational training programmes, ILO-IPEC will make no linkages with the present system of vocational training until the ILO InFocus Programme on Skills have completed the full audit of the present system and has made suggestions for changes.

As an alternative, the IPEC Core TBP Project will make use of the new, mobile vocational training facilities funded by the Swiss Development Cooperation. At DDC and VDC level, the IPEC Core TBP Project will help create the demand for the short-term, vocational training courses, and if the SDC funded trainers agree to provide training in that locality, the ILO-IPEC will fund the training of former child labourers on quality and marketable skills. Furthermore, the ILO InFocus Programme on Skills is currently funding research to take stock of existing vocational training programmes in Nepal and to identify good practices. Based on the results of this survey, ILO-IPEC will work to scale-up and replicate successful models, and enrol former child labourers in such programmes that meet labour market needs and relevant 'life skills'.

The employers' organization will be actively involved in the ILO-IPEC work in the field of vocational training, to help facilitate the opportunities for gainful employment of successful candidates. The families of the adolescents removed from the worst forms of child labour will be mobilized to help ensure that the former child labourers do not return to hazardous work.

<b>Immediate Objective 3</b> <b>Labour and social policies</b>	<p>Without elaborate and specific policies to address social protection, health and to regulate the labour market, child labour cannot be eliminated. The IPEC Core TBP Project will review existing labour and social policies, and actively promote policies for the protection of workers, women and children as well as poor rural families vulnerable to child labour. The IPEC Core TBP Project will further mobilize awareness and public opinion against violations and non-enforcement of the relevant legislation.</p> <p>Starting with the Interim Poverty Reduction Strategy Paper and the ensuing 10<sup>th</sup> National Development Plan, ILO-IPEC will work to promote Decent Work, poverty alleviation targeting the poorest of the poor, social protection for poor rural households and action against child labour. In cooperation with its partners, ILO-IPEC will encourage the government to implement minimum wage schemes and to enforce labour standards against exploitative labour practices.</p> <p>The labour market mechanisms that fuel or hinder child labour remains poorly understood, and ILO-IPEC will initiate specific research on how labour market approaches can effectively support the elimination of child labour in Nepal. In light of the planned interventions in each of the seven worst forms of child labour, the ILO-IPEC funded research will also recommend ways to promote decent work and to avoid that former hazardous jobs for children become hazardous jobs for adults.</p> <p>In continued collaboration with the ILO Constituents, ILO-IPEC will work to strengthen labour market institutions and policy implementation. By actively engaging employers and workers' organizations in the battle against the worst forms of child labour, The IPEC Core TBP Project aim to ensure that child labour become an integrated issue in the work of both existing and new labour market institutions.</p> <p>Through its partners, the ILO-IPEC will actively promote affirmative action against the use of child labour. Technical input will be provided for employers' and workers' organizations to formulate codes of conduct for their members and to implement and monitor these. In collaboration with His Majesty's Government, ILO-IPEC will also attempt to draft a bill that will effectively prevent government employees from employing children.</p> <p>Along with core ILO Conventions, the IPEC Core TBP Project will promote the ratification of ILO Convention No.102 concerning the right to social protection and health care.</p>		<b>Immediate Objective 8</b> <b>Community safety nets for vulnerable families in place</b>
<p>The ILO constituents have offices or local chapters of their organizations in all major municipalities and district headquarters of Nepal. His Majesty's Government is represented in all areas of Nepal through DDC and VDC offices. Through the area-based approach of the IPEC Core TBP Project, these principal partners will be actively involved and encouraged to cooperate in eliminating the worst forms of child labour.</p> <p>Through working with and building the capacity of these important partners, ILO-IPEC will promote the implementation of labour and social policies at district level in the 35 target districts. Promotion, sensitization, and awareness raising programmes on health, education, social protection and children's rights will be an important component of building the capacity of local government officials.</p> <p>More specifically, enforcement of the minimum wage and enactment of district- and VDC-level programmes for the protection of families and children prone to child labour will be an integral part of the IPEC Core TBP Project area-based approach for the elimination of the worst forms of child labour. ILO-IPEC has actively promoted the introduction of minimum wages in agriculture, and it thus has the capacity to further strengthen this important mechanism in the 35 target districts.</p> <p>By strengthening and promoting existing or new community-based safety nets for children and families prone to child labour, the IPEC Core TBP Project further aims to reduce the vulnerability of poor rural households when confronted with sickness, poor health, family dysfunction or the death of a breadwinner. By means of community-driven initiatives and through micro health insurance schemes, ILO-IPEC and ILO-STEP will jointly work to support the right of children to grow up and to be protected in a supportive and healthy family and community environment.</p> <p>As a number of existing safety nets already exist at the village level, such as community savings groups, group income-generating activities or other solidarity groups, the IPEC Core TBP Project will only facilitate new group activities if existing safety nets does not cater to families and children vulnerable to child labour. Instead, ILO-IPEC will work to ensure that issues such as health, adult literacy, child rights and the dangers of the worst forms of child labour are integrated into existing programmes to strengthen community safety nets.</p> <p>ILO-IPEC will further work to ensure access to community safety nets for the poorest of the poor, i.e. the families and children most vulnerable to the worst forms of child labour. The problems faced by this target group can best be resolved through a network of social protection initiatives in the informal sector, based on the ILO-STEP model. These social protection mechanisms will primarily include helping the poor and the excluded to set up or strengthen existing community-based health insurance schemes, managed and appropriated by the people themselves. This will not only empower the vulnerable families and the children at risk, but by mobilizing and organizing the poor ILO-IPEC and ILO-STEP will also create a permanent demand for health and social protection to assure sustainability of health interventions.</p>			

<b>Immediate Objective 4</b> Poverty alleviation and employment	<p>The most powerful force driving children into child labour is poverty. There is compelling evidence that the long-term solution to child labour problems comes from reducing extreme poverty and increasing access to and the demand for quality education. At the same time, reducing poverty is a lengthy process and this needs very much to be taken into consideration. As poverty is exacerbated and perpetuated by child labour, the two phenomena cannot be dealt with separately since one inevitably impacts on the other.</p> <p>Therefore, IPEC Core TBP Project efforts to alleviate poverty and to promote employment will be directed towards overcoming the barriers of scarce resources, scarce opportunities and little available work. To achieve this goal, ILO-IPEC will work to promote a mix of long-term policies and targeted short-term strategies that can make a difference today in the lives of the children vulnerable to child labour and their families.</p> <p>The success of the TBP is closely linked with the implementation of the national poverty reduction strategies. The former Prime Minister made the commitment during the 2001 National Stakeholder Consultation, that child rights would be incorporated as a policy issue in the Poverty Reduction Strategy Paper and in the 10<sup>th</sup> National Development Plan. The ILO-IPEC will provide technical inputs for the finalization of both the PRSP and the 10<sup>th</sup> plan, in an attempt to address poverty and problems of unemployment and underemployment of families prone to child labour.</p> <p>In cooperation with other donor agencies, ILO-IPEC will attempt to scale up targeted poverty alleviation programmes for the poorest of the poor. A main element of this strategy will be to support the creation of a poverty alleviation fund in conjunction with all other agencies concerned.</p> <p>As elsewhere, poverty is related to the issue of good governance. In the 35 target districts, ILO-IPEC will collaborate with local governments and with other international agencies in an effort to prioritise and design appropriate programmes targeted at the poorest of the poor and families vulnerable to child labour.</p>		<b>Immediate Objective 9</b> Economic vulnerability of families reduced
<p>The promotion of economic opportunities is a central component of the TBP, where activities to reduce the economic vulnerability of families will be designed to reach families and children in rural areas and in the informal sector. The IPEC will emphasise activities targeting the poor as well as decent employment and sustainable employment through enterprise promotion.</p> <p>Support will be provided through a holistic and integrated range of activities, including savings and credit programmes, micro-finance schemes, training to enhance skill and efficiency as well as employment promotion schemes for youth and adults. Such programmes will be implemented as per the local need and demand, and ILO-IPEC will work closely with the ILO-SFU and the ILO-EEOW to ensure a consistent and high level of quality. Given the large number of existing programmes for economic empowerment of poor rural families and communities, the ILO-IPEC strategy will be to link up with existing programmes and to create synergy effects between local poverty alleviation efforts and the elimination of child labour.</p> <p>Similarly, in cooperation with existing micro finance systems, the TBP will promote access to financial services for the poorest of the poor. These financial services will include saving and credit facilities, insurance and also conditional grants.</p> <p>The sustainability of non-grant financial services will be ensured by the following elements: (1) a close review of the financial landscape will be undertaken; (2) strong credit discipline within each group are built up before committing external funds to it; (3) complementary training on basic book-keeping and saving and credit group management is provided; (4) a sense of ownership by the groups is reinforced for the decisions on financial transactions, so as to also use micro-finance as a tool for social empowerment.</p> <p>A complementary strategy, and only where no alternatives exist, will be to design and implement income generation projects. According to the needs of the target groups, micro-enterprises, group enterprises and micro-infrastructure projects will be supported.</p> <p>A largely unexplored area, but one where ILO has a comparative advantage, is to focus on employment intensive investment programmes in order to improve basic infrastructure and to increase income opportunities of poor rural families. In collaboration with the World Food Programme Rural Infrastructure Construction works, or the food-for-work programme, the TBP will support non-farm income opportunities and will also work with and further support existing community groups, which have been set up under the WFP programme.</p> <p>Further, the ILO has considerable experience in entrepreneurship programmes, and the Start and Improve Your Business is currently being adapted to the Nepalese context in partnership with the UNDP Micro-Enterprise Development Programme. Based on the success and experiences of such entrepreneurship programmes, the TBP will promote joint targeting, whereby former child labourers aged 16 to 18 years can benefit from the provisions of the ILO and UNDP programmes.</p>			

<b>Immediate Objective 5</b> Enhanced awareness of the negative consequences of child labour	<p>To create mass awareness among all stakeholders of the IPEC Core TBP Project and to mobilize public opinion against the worst forms of child labour are key strategies of the programme. The elimination of child labour in any society will always be an uphill struggle until the society at large and affected communities internalise the problem and acts against it. In striking a balance between information and education, the ILO-IPEC will design and implement a comprehensive and long-term strategy to bring about behavioural change.</p> <p>The aim of the IPEC Core TBP Project is to enhance the understanding of key organizations and the public of the negative consequences of child labour. This will be accomplished partly through nationwide awareness campaigns and partly through social mobilization.</p> <p>Awareness raising has been by far the most crucial and effective intervention of the IPEC Country Programme. Continuous use of the media and campaigns at local levels, employing traditional forms of culture and languages, will be the key tool of the IPEC Core TBP Project in raising public awareness against child labour and for keeping the issue “alive” and in the minds of people. Frequent and continuous use of media, radio serials, open-air drama, street plays, songs, resource kits, documentaries and video films will be part of the awareness raising tools of the IPEC Core TBP Project. As a part of its management of information strategy and awareness raising activities, the ILO-IPEC will also build both national and international strategic alliances.</p> <p>Social mobilization is an extremely important tool with which to build a strong social foundation and to bring about changes in social norms and values related to child labour. On the one hand, social mobilization provides a dynamic link between different components of the IPEC Core TBP Project, and social mobilization will be a crosscutting theme in all action programmes under the IPEC Core TBP Project. On the other hand, the processes of social mobilization must also anticipate resistance to change from many powerful groups and vested interest within the society.</p> <p>Therefore, the ILO-IPEC will mobilize all its partners and all stakeholders of the IPEC Core TBP Project at all levels of society. The ILO-IPEC will provide continuous support to mobilize political institutions and parties, religious organizations, educational institutions, teachers’ associations, non-governmental organizations, the media, community-based organizations and civil society at large. With regard to the ILO constituents, the trade unions and employers’ associations will be supported to organize awareness campaigns for their members as a priority activity.</p> <p>Finally, in collaboration with DANIDA, the TBP will promote social and investigative journalism, and journalism that puts emphasis on success stories. Given the host of social problems at play in Nepal, and the increasing aid fatigue, there is an urgent need to present to the public not only the problems but also the solutions and successes of the IPEC Core TBP Project in eliminating the worst forms of child labour. As a part of this strategy, the IPEC Core TBP Project will also support in-house media training for IPEC staff as well as for its partners and implementing agencies, to build the capacity to tell best the Time-Bound Story.</p>	<p>During the past five years, ILO-IPEC has gained considerable experience in sensitizing local communities on the needs and rights of children and to mobilize children, families and communities against child labour. Still, the social norms and cultural values that effectively fuel or hinder child labour remain poorly understood. Thus, an important part of the IPEC Core TBP Project will be to research the linkages between social norms, cultural values and child labour, and to design strategies for social mobilization accordingly.</p> <p>Emphasis will be on a two-way, bottom-up and demand driven campaigns and to continuously search for new partnerships and new solutions in its advocacy drive. ILO-IPEC will actively identify and engage the support of celebrities, opinion leaders and shapers as well as religious institutions capable of influencing opinion at the community level. As an important activity, the ILO-IPEC will assist in establishing and strengthening community-level forums and associations, to provide a space where the voices of women, girls and child labourers can be heard. By mobilizing local government officials, ILO-IPEC will subsequently work to feed suggestions and concerns raised into the local government agenda and the implementation of the area-based approach at district level.</p> <p>An integral part of the area-based approach of the IPEC Core TBP Project will be to launch campaigns at local level, employing traditional forms of culture and languages, to convey to the public the ills of child labour, the exploitation of children and the importance of education. These local campaigns will include mobile theatre, mass meetings, advocacy through mother’s groups and the child-to-child approach. Such interventions have proven inexpensive, and, as they are tailored to the local situation, they are very effective in capturing the interest of local communities.</p> <p>In order to promote community level discussions and collective action against child labour and for education, the ILO-IPEC will establish strategic alliances with ongoing community-based programmes that also target poor rural families and children vulnerable to child labour. An inventory of organizations working at the district and village level in the 35 target districts will be conducted to identify these. Thus, the IPEC Core TBP Project partners will be encouraged to form alliances with local poverty alleviation programmes - particularly those focusing on women - and to include child labour and child rights issues in the efforts to empower local communities.</p> <p>The role of teachers is particularly important in sensitizing local communities on the need for education and for mobilizing these against child labour, especially as transitional education, outreach and flexible schooling are concerned. To bridge the crisis of confidence between some local communities and teachers, the teachers will be trained about their role in combating child labour, on the rights of minorities and on the rights and needs of children vulnerable to child labour. A very potent and cost-effective technique is working with the main actors themselves, the children. They make an incredibly powerful presentation of their own personal experiences. Media for the children and by the children will be a priority activity under the TBP. Throughout, ILO-IPEC will actively promote the participation of children and their mothers in the IPEC Core TBP Project.</p>	<b>Immediate Objective 10</b> Children, families and local institutions & communities are sensitive towards the needs and rights of children
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