

Impact Assessment of Nepal Development Programme 2003-2007

Programme Impact on Freed Kamaiyas and Haliyas in the Far West

February - April 2008

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Final Report

30 April 2008

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ACRONYMS

ACT	Action by Churches Together International
ALC	Adult literacy classes
CBO	Community Based Organisation
CBNGO	Community Based Non Government Organisation
CDO	Chief District Officer
CEAPRED	Center for Environmental and Agricultural Policy Research, Extension and Development
COPP	Country Operational Programme Plan
CRC	Convention on the Rights of the Child
CSSD	Conscious Society for Social Development
DAC	Development Assistance Committee
DDC	District Development Committee
DHMS	District <i>Haliya Mukta Samaj</i> [District Free Haliya Association]
DWS	Department of World Service (of LWF)
EC	European Commission
ERDRMP	Emergency Response and Disaster Risk Management Project
FCA	FinnChurchAid
GDP	Gross Domestic Product
GoN	Government of Nepal
GTZ	German Technical Cooperation
HDI	Human Development Index
HH	Household
HMG	His Majesty's Government
HMGN	His Majesty's Government of Nepal
ICCPR	International Covenant on Civil and Political Rights
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination
ICESCR	International Covenant on Economic, Social and Cultural Rights
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
INGO	International Non-Governmental Organisation
KPUS	<i>Kamaiya Pratha Unmulan Samaj</i> [Kamaiya System Eradication Society]
LRO	Land Reform Officer
LWF	Lutheran World Federation
LWF/N	Lutheran World Federation, Nepal
NDP	Nepal Development Programme
NEWAH	Nepal Water for Health
NGO	Non-Governmental Organisation
NNDSWO	Nepal National Dalit Social Welfare Organization
NPC	National Planning Commission
NPR	Nepalese rupee
OECD	Organisation for Economic Co-operation and Development
OMCT	World Organisation Against Torture
PAF	Poverty Alleviation Fund
PRHRP	Peace Reconciliation and Human Rights Project
RBA	Rights Based Approach
RHMSF	<i>Rastriya Haliya Mukta Samaj</i> Federation [National Federation of Free Haliya Associations]
SAARC	South Asian Association for Regional Cooperation
SEIPEV	Socio-Economic Improvement Programme for Ex-Kamaiyas and Other

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	Vulnerable Communities
SLC	School Leaving Certificate
SLIP	Sustainable Livelihood Improvement Project
SPHERE	Humanitarian Charter and Minimum Standards in Disaster Response
UN	United Nations
VDC	Village Development Committee
WFP	World Food Programme
WRCU	Western Region Coordination Unit

March 2008 rate of exchange: 1 EUR equals approximately 97 NPR

ACKNOWLEDGEMENTS

During assessments and reviews, consultants are entirely dependent on the generous assistance provided by the different parties involved in the project under scrutiny. To start, we would like to thank the FinnChurchAid, for asking us to conduct the ‘Impact Assessment of Nepal Development Programme 2003-2007, Programme Impact on Freed Kamaiyas and Haliyas in the Far West’. It has been an honour to think along with this exciting undertaking and we hope that our report will be useful to all project partners. Within FinnChurchAid, we extend our gratitude to Ms Eija Alajarva for the opportunity to conduct this far from ordinary mission and appreciate her helpful guidance and support.

Within the Lutheran World Federation Nepal, we would especially like to thank Mr Marceline P. Rozario, Country Director, and his team for the generous and friendly support all through our assignment. We were pleased to work with Mr Anoj Chettri, Programme Planning and Monitoring Coordinator, Mr Rajan Timilsina, Coordinator, Western Region Coordination Office and with Mr Pradeep Bhari, District Advisor. We are indebted to them and their colleagues in terms of field visit arrangements, logistics and travel arrangements.

In the course of the visit we met with many partners and representatives of stakeholder groups. We appreciate the generous allocation of their time for our assignment. We enjoyed the interactions with the leadership of KPUS and RHMSF and hope that they will find our suggestions useful as well.

This assignment became special to us because during the work in Kathmandu and in the field we had an opportunity to interact closely with Mr Yadu Lal Shrestha, Human Rights and Advocacy Coordinator of LWF Nepal. His insights helped us to understand and appreciate the history and intricacies of bonded labour liberation and the challenges of empowerment and rights based approach, thus made our analysis stronger. We also thank Yadu Sir for his patience with our inquisitiveness! However, any misunderstandings or omissions are the responsibility of us external consultants alone.

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Kathmandu, Nepal / Kangasala, Finland
April 2008

EXECUTIVE SUMMARY

The **objective** of the assignment was to assess the impact of the second phase of the Nepal Development Programme on the life quality of two bonded labour groups (liberated kamaiyas and bonded haliyas). NDP was implemented by the Lutheran World Federation Nepal during 2003-2007. The assessment focused on Kailali for freed kamaiyas and seven Far Western districts for bonded haliyas (Baitadi, Bajhang, Bajura, Dadeldhura, Darchula, Doti and Kanchanpur). The assignment was commissioned by FinnChurchAid, Finland.

The **assessment** was conducted in a participatory manner in close collaboration with the LWF/N staff and project implementing partners. It consisted of a preliminary desk review of NDP documents and reports which was followed up by a four week work period in Nepal in March 2008. The assessment team interacted with freed kamaiya groups in Kailali and with haliya groups (some free, others not) in Dadeldhura and Doti. Discussions were also held with the implementing partners and with government officers at the district level. The team was also in touch with other agencies and NGOs working with bonded labour issues in the districts and in Kathmandu.

The **impact** of NDP is predominantly positive. Significant positive impact has been achieved with the kamaiyas in their overall empowerment both at the community group and individual level, and in basic education and adult literacy, nutrition status and food sufficiency, improved household economy, reduced poverty and increased self-reliance and awareness of their rights. Haliya advocacy and empowerment activities have reinvigorated a forgotten human rights and bonded labour issue and brought it into the decision makers' radar at district and national level. District activist organisations have been established and federated to form a dedicated haliya advocacy NGO. Haliya beneficiaries' awareness of rights has increased and their self-esteem has improved. Willingness to work collectively towards their empowerment and freedom was evident. The NDP approach has supported the development of Community-based NGOs (federations). The direct implementation approach by federations and CBOs will further strengthen the community empowerment. The team finds the policies, practices and approaches of LWF/N very strong and generating positive impact.

Relevance: The objectives of kamaiya rehabilitation and haliya empowerment programme were consistent with the development policy of Nepal. They have contributed to poverty reduction and promotion of human rights. The objectives and activities were consistent with the basic needs of the beneficiary groups. The programme has contributed significantly to the achievement of LWF/N's strategic priorities and goals on empowerment for sustainable development and advocacy and networking (human rights for the marginalized and displaced groups). The activities and objectives have been supportive to the Finnish development cooperation goals and policy principles. They have also supported the policy objectives of FinnChurchAid, particularly promoting justice, peace and human rights and poverty reduction.

Sustainability: The more mature freed kamaiya groups are approaching a level of empowerment where they will probably be able to continue community upliftment activities independently after the current programme phase (2008-2010). Some of the more experienced haliya groups and households may also be able to become self-sustaining. It is possible for many haliyas to become sufficiently empowered to claim their freedom within the next two to three years.

A summary of the major **recommendations** regarding the programme content (freed kamaiyas, haliyas), implementing partners, LWF Nepal and FinnChurchAid is presented below. The recommendations are included to further strengthen the programme package and to help LWF/N and its partners to better support the communities in meeting their current and emerging needs and to enhance impact in the future.

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- **Freed kamaiya rehabilitation programme:** The needs of the groups are different. The groups established merely a few years ago require support on the basics of empowerment process whereas the more mature ones need assistance and advice in developing income generation activities. Annual capacity / maturity assessments are recommended to learn what are the new and emerging needs, but also to define when a group is ready to "graduate" from the LWF/N support. Most, if not all, groups require intensified support in livelihood development. They need help in developing a vision to look beyond traditional and existing on-farm income sources. However, it is not the programme responsibility to meet all these needs. Instead links with other existing service and support providers (such as government agencies, local NGOs, PAF, etc.) should be facilitated. The time has also come to wrap up the lobbying on kamaiya liberation issue. Lobbying and advocacy remains necessary to speed up and complete the rehabilitation process.
- **Haliya empowerment and liberation programme:** The haliyas need to benefit from the complete empowerment package, including the integrated and diversified livelihood component. Different ways of haliyas becoming free should be accepted: negotiation, repayment and filing cases. Freedom through filing a case may provide some future benefits from the state (if the 2002 Kamaiya Labour (Prohibition) Act is applied as such), but it can create immediate conflicts within the community. There are merits in freedom by negotiation (maintains social stability and continued employment) and by loan repayment as well. An empowered haliya would be better positioned to select between different options and have better negotiation skills.
- **Implementing partners - KPUS and RHMSF:** The federations are competent in activism, rallying and campaigning for liberation and rehabilitation. For their own long term organizational sustainability it would be useful to recognize that advocacy and development are two different domains requiring different skills, knowledge, approaches and staff. Both KPUS and RHMSF staff have capacity building needs, some which should be addressed urgently. To address gender issues properly, a 'positive discrimination' policy would be needed to ensure that more women would be hired by the partners.
- **LWF/N and approaches:** The direct implementation by federations and CBOs strengthens community empowerment, ownership and sustainability. Together with the empowerment approach, the direct implementation approach should be continued and built on. Regular partner capacity assessments are needed to be able to address capacity building needs in a systematic manner. Similarly, regular monitoring is important to ensure that the partners implement the programme as intended and keep with the LWF/N approaches. To retain a powerful punch in advocacy & lobbying and to remain credible, it is necessary to ensure correctness of facts and figures. Application of proper concepts when advocating for rights of different oppressed and disadvantaged groups is recommended. Project planning and management needs some improvements, particularly in terms of monitoring and reporting. At the beginning of a new project or a new phase, a baseline study is needed. The practice of amalgamating the beneficiaries into one group - 'displaced, marginalized, oppressed and vulnerable' - does not reflect the realities of each different group in different locality. Therefore plans and reports should be amended to discuss progress and provide data vis-à-vis the specific target groups (freed kamaiyas, haliyas, dalits, etc.). All the indicators that have been included in the logical framework should be regularly monitored.
- **FinnChurchAid:** Activities are relevant for the beneficiaries and meet the strategic objectives of LWF/N, FCA and governments of Nepal and Finland. Programme generates impact and produces sustainability, but needs of large numbers of freed kamaiyas and not yet free haliyas remain unmet. Therefore FCA should consider extending additional financial support to the freed kamaiyas and haliyas with particular emphasis on livelihood development and poverty reduction.

1 INTRODUCTION AND APPROACH

1.1 Introduction

This is the final report of the Impact Assessment of the Nepal Development Programme (NDP). NDP was implemented by the Lutheran World Federation Nepal (LWF Nepal, LWF/N) during 2003-2007. The Impact Assessment was commissioned by one of LWF Nepal's donors, the FinnChurchAid (FCA), Finland.

The assessment was conducted during 18 February – 30 April 2008. The assessment team consisted of two independent consultants, Ms Kristiina Mikkola (Team Leader) and Ms Homa Thakali (National Consultant). Mr Yadu Lal Shrestha, Human Rights and Advocacy Coordinator of LWF Nepal participated extensively to the assessment team's work in Kathmandu and in the field.

1.2 Objectives of the Assessment

The purpose of the assessment was to study what kind of impact the Nepal Development Programme has had on the life quality of the marginalized groups in the western part of Nepal. The assessment team focused on activities and impact of NDP during 2003 – 2007. Two groups of former and existing bonded labourers namely freed kamaiyas and freed and not yet free haliyas (later used term beneficiary group) were the object of the assessment. The geographical focus area was the Far-West and Mid-West regions of the country. Through NDP inputs LWF/N has supported freed kamaiyas in Kailali district and haliya groups in seven Far Western districts (Baitadi, Bajhang, Bajura, Dadeldhura, Darchula, Doti and Kanchanpur).

The objectives of the assignment were to:

1. Assess whether and what kind of impact the implemented activities of the programme have had in terms of achieving the stated objectives of NDP concerning the beneficiary group.
2. Assess whether the achieved objectives have contributed to achieving the strategic goals as stated in the project plan of NDP.
3. Assess the relevance and adequacy of the chosen project approach in reducing poverty of the beneficiary group and in increasing the awareness of the human rights for these oppressed groups.

The impact assessment report was also expected to provide insights and recommendations for LWF Nepal on future programme planning and improving operational work with the marginalized groups as well as look into the impacts of the decade long conflict into the NDP implementation. The Terms of Reference for the assignment is attached as Annex 1.

1.3 Assessment Methodologies and Restrictions

1.3.1 Methodologies and Approach

The impact assessment was implemented in a participatory fashion as a joint learning exercise with LWF Nepal and its intermediary implementation partners. The freed kamaiya groups and haliya groups that benefited from NDP during 2003-2007 continue as beneficiaries during LWF/N's current Country Operational Programme (COP 2008-2010). Thus the focus of the assessment was forward looking, striving to learn from the past activities, and distilling lessons from elements and approaches that have produced results and impacted beneficiaries' lives.

The general issues (DAC Evaluation Criteria, OECD/DAC 2000) to be addressed in any external review or evaluation are relevance, impact, effectiveness, efficiency and sustainability. However,

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since this assignment was an impact assessment, not all evaluation criteria will be discussed in the report. Relevance and sustainability have a direct linkage to impact and are thus within the scope of the work. However, issues related to efficiency and effectiveness were only addressed to the extent the team needed to understand how operational approaches and practices have enhanced or inhibited achieving results and impact. For instance, implementation arrangements can either be conducive towards achieving impact or work against this.

Box 1 Impact and Impact Assessment

“The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions. When evaluating the impact of a programme or a project, it is useful to consider the following questions:

- What has happened as a result of the programme or project?
- What real difference has the activity made to the beneficiaries?
- How many people have been affected?”

Source: OECD/DAC 2000

OECD/DAC (2002) defines impact as “positive and negative primary and secondary effects produced by a development intervention, directly or indirectly, intended or unintended” (see also Box 1). This is the logic that has been applied in the assessment.

The methodology used in the assessment was participatory. A combination of qualitative and quantitative methods was used. Special attention was given to the women and children. The choice of methods and tools took into consideration and reflected the capacities of each stakeholder group.

Collection of primary data consisted of interviews and discussions with beneficiaries

and other stakeholders. In the interaction with freed kamaiya and haliya communities both group discussions and key informant interviews were applied. LWF Nepal staff in Kathmandu and in Nepalgunj, project CBNGO (federation) staff, former intermediary NGO staff in field locations and staff of other civil society actors working in kamaiya and haliya issues were also interviewed. For the interviews an interview guide (open ended questionnaire) was developed. Secondary data collection and review consisted of analysing the regular project progress and monitoring reports produced by both LWF/N and the implementing partners. Records of current implementing partners (KPUS, Kailali and RHMSF, Dadeldhura) were also accessed to get updated information of the current numbers and conditions of the beneficiary groups.

The assignment was structured along four phases. Before the field visit, the team conducted a preliminary desk review of the NDP documentation and relevant LWF/N and FCA reports and strategies. The Team Leader drew a Work Plan for the assignment and submitted it to the FCA and LWF/N on 26 February 2008 for their review and approval. The visit to Nepal took place during 3 – 29 March 2008. The team commenced its work in Kathmandu on 5 March by interacting with key LWF/N staff to understand the salient features of the programme. Detailed interview checklists were developed both for beneficiary group members, for implementing NGOs (federations) and for other partners. In the course of the week in Kathmandu, the field visit programme was finalised and communities to be visited selected together with LWF/N staff.

A 10-day field visit to Kailali, Dadeldhura and Doti took place during 9 – 18 March 2008. Also the LWF/N Western Region Coordination Office in Nepalgunj (Banke) was visited. During the visit, the team had seven meetings with freed kamaiya groups in Kailali. One meeting was organised with a CBO in Kailali that works with other marginalized groups to be able to compare approaches with another NDP beneficiary group. In Dadeldhura the team met with two freed haliya groups and with one group in Doti. Discussions were held with the current and some of the previous implementing partners in the districts (KPUS, RHMSF, CSSD, a former CEAPRED staff member). The team met with the Chief District Officers in Kailali and Dadeldhura and with the Land Reform Officer in Kailali. In Kathmandu, the team interacted with some of the other INGOs and donors working with bonded labour issues (ILO, Care Nepal).

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After the field visit, the team collected some additional documents and information and conducted a preliminary analysis of the data. The preliminary assessment findings and recommendations were discussed with the LWF/N staff on 26 March 2008. The Team Leader departed Nepal on 28 March 2008.

Report writing took place in two phases, drafting and finalization. During 1-10 April 2008 a draft report was produced. It was sent to FinnChurchAid and Lutheran World Federation Nepal on 10 April 2008 for their review and comments. The comments were addressed and the final report produced. The final report was submitted to the FinnChurchAid on 30 April 2008.

The field visit programme is attached as Annex 2, interview checklists as Annex 3, Documents Reviewed as Annex 4 and Persons Interviewed as Annex 5.

1.3.2 Challenges and Restrictions of the Study

The assignment was conducted with full collaboration of LWF Nepal. The team received excellent support from LWF/N staff in all offices. However, there were some past systemic, monitoring and data availability issues which made this assignment particularly challenging.

The logical framework of NDP provided indicators at the impact level as well. However, the logical framework did not provide any objectives or targets for the particular focus groups such as kamaiyas or haliyas. Also there has not been any systematic monitoring of the achievements of the indicators vis-à-vis the focus groups during 2003-2007. Thus, it was not possible to assess *if the desired impact* has been achieved. Instead the team has needed to restrict its analysis in ascertaining *what impact if any* has taken place.

Another limitation is that no baseline assessment was conducted in 2003 when NDP's second phase started. Similarly the monitoring and progress reports of intermediary partners and LWF/N did not provide cumulative information on the actual number of freed kamaiya or haliya beneficiaries of different activities. Apart from the regular quarterly monitoring reports that the partners submit to LWF/N there was very little written reports available sharing information on the results and achievements of these beneficiary groups.

Thus the findings draw extensively on the interactions with the visited communities, groups and stakeholders, i.e. they are based on qualitative data. Quantitative data in terms of the beneficiary groups, freed kamaiyas and haliyas was not readily available from the LWF/N monitoring system. The records of the current implementing partners could yield only basic data on numbers of beneficiaries (groups and households) and savings and credit activities. Due to these restrictions the team has needed to base the findings and recommendations mostly on information collected through interviews. Also to be able to answer the assessment questions, it was necessary to 'recreate' both the baseline situation and estimate what results the completed activities have produced.

Within the time allocated for fieldwork, it was only possible to visit haliyas in two southern hill districts (Dadeldhura and Doti). In addition, one interaction meeting was organized with the partner's field staff working in the other five districts. It is quite possible that the living conditions and awareness of haliya groups in the more remote programme districts (Baitadi, Bajhang, Bajura, and Darchula) are equal to these two (and Kanchanpur), but the team finds it improbable that their opportunities for e.g. economic empowerment are so. This is due to e.g. lack of road access and limited development opportunities in the Far-Western hill districts. The findings and recommendations in terms of haliya activities should be read against this backdrop.

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The launch of the field trip was pending until the last week of February 2008. The agreement that the Nepal's interim government reached with the mainstream Terai Madhesi groups created a window of opportunity for the work. Contrary to the expectations before the field mission, there were no disturbances or security risks while the team was working in the field. Campaigning for the Constituent Assembly elections was in full swing but no untoward took place. However, security situation deteriorated again at the end of March as the elections drew closer.

1.3.3 Structure of the Report

In chapter 1 the objectives of the assignment, core methodological issues, country context and the issue of bonded labour are discussed. Chapter 2 presents the FCA, LWF/N and Nepal Development Programme as designed and describes the activities that have benefited the freed kamaiya and haliya groups respectively. Chapter 3 provides answers to the main evaluation questions and discusses achievements and impacts vis-à-vis the freed kamaiyas and haliyas. Finally, Chapter 4 presents conclusions and provides recommendations for future.

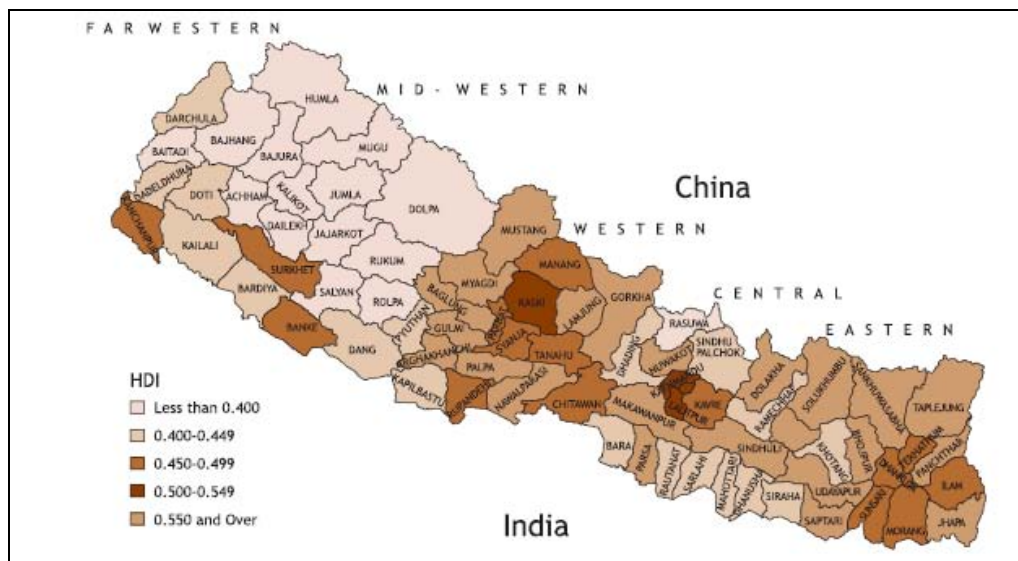
1.4 Country Context

Nepal is a landlocked country between China on the north and India on the south, east and west. Land area of Nepal is 147,181 km². The country is divided into three ecological strips - the plains (Terai) along the southern belt, the hills (Pahad) in the middle and mountain (Himal) in the northern belt. Hills and high mountains cover about 86% and the flat Terai 14% of the total land area. Population is estimated to be 27.7 million. More than 1 million Nepali citizens work abroad, particularly in India, the Middle-East, Malaysia and South Korea. According to World Bank (2007a), the remittances the workers send home amounted to 12% of GDP in fiscal year 2003/2004. These remittances play a major role in both as a source of foreign exchange and as a source of income for many households. Over 90% of the Nepalese people live in the rural areas and depend on agriculture. While agriculture provides a livelihood for 80% of the economically active population, the agricultural sector contributes to only 39% of GDP, with a high under-employment rate and under productivity (HMG Nepal, NPC / United Nations Country Team of Nepal 2005, World Bank 2007).

Nepal is ranked 142nd out of 177 countries with data in the 2007 Human Development Report (all values for 2005). The HDI value is 0.534. Life expectancy at birth is 62.6 years and adult literacy rate 48.6%. GDP per capita (PPP US\$) was 1,550 USD. Nepal belongs into the category of Least Developed Countries (UNDP 2007). According to the MDG Progress Report 2005 (HMG Nepal, NPC / United Nations Country Team of Nepal 2005), it appears possible for Nepal to obtain MDGs in most sectors but not in primary education and HIV/AIDS by the year 2015. Despite the conflict, progress in reducing poverty has been good, reduction from 42% in 1996 to 31% in 2004. Widespread disparities remain between urban and rural population (rural poverty at 35%, urban poverty 10%), between Terai, hills and mountains and between different development regions (Mid-Western region the poorest) and districts within the regions (see Figure 1). The persistent poverty and inequality have provided fuel for both the Maoist insurgency and the subsequent Madhesi movement in the Terai. There are also other ethnic movements spread across the country (United Nations Country Team 2007, Support Nepal 2007)

The insurgency launched by the CPN (Maoist) against the government in February 1996 went on until April 2006. The conflict claimed at least 13,000 lives and severely undermined the effective functioning of the state. Service provision was hampered and operational space for most of development activities became limited. The country has been at an 'interim state' from April 2006 onwards when the House of Representatives was reinstated and the original Seven Party Alliance cabinet was formed. The CPN (Maoists) joined into the House of Representatives and the cabinet after the November 2006 peace accord. The Constituent Assembly elections were finally held on 10 April 2008. They were an important milestone towards peace and inclusive development.

Figure 1 Human development index by district (Source: UNDP 2004)



National Planning Commission (NPC) estimates that it will take about three years for an elected government to form (both at central and local level) after the elections and preparation of a new constitution. Thus NPC has developed a Three Year Interim Plan to follow the 10th Plan (2002-2007, also the Nepal's Poverty Reduction Strategy). The Interim Plan visions 'a Prosperous, Modern and Just Nepal' where Nepal will be free of absolute poverty and all Nepalis have obtained full rights. The main goal for the period is to prepare a basis for economic and social transformation in the future. There is a special emphasis to relief, reconstruction and reintegration. Creation and expansion of employment opportunities together with increasing pro-poor and broad-based economic growth are found important. Good governance and effective service delivery will be promoted and investments in physical infrastructure increased such as roads and transport, hydropower and IT (Government of Nepal, National Planning Commission 2007).

The Plan has adopted an inclusive development process and identifies targeted programmes for the benefit of groups that were earlier excluded from development. Focus will be on including the groups that have been socially excluded, i.e. indigenous people, Dalits (untouchable), Terai community (Madhesi with other disadvantaged groups, such as Tharu), women, deprived, people with disability, poorest of the poor, and on areas that are geographically remote and disadvantaged. These will be the priority beneficiary groups for government action and the Karnali zone¹ in the Far West Development Region will be a priority area for targeted programmes (Government of Nepal, National Planning Commission 2007).

There are many disadvantaged groups in Nepal. Nepal is home to more than 60 different indigenous groups (Janajati). Magars constitute the largest segment of the nationalities followed by Tharus, Newars, Tamangs, Rais, Gurungs and Limbus. A significant number of people representing these different ethnic groups and/or living in remote areas suffer from region-based, caste or ethnic exclusion. The conditions of the groups that were marginalized and disadvantaged earlier have been exacerbated by the conflict. For instance, 46% of Dalit live in absolute poverty (Government of Nepal, National Planning Commission 2007). Dalits (untouchables) make up perhaps 13% of the country's population. They are possibly the most deprived large population group in Nepal with low levels of human development, low incomes, limited literacy and poor health. This deprivation is

¹ There are five districts in the Karnali zone. They are: Dolpa, Humla, Jumla, Kalikot and Mugu.

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caused by discrimination against them, both within communities and by the government in relation to access to services. (Jha 2004, UN Country Team 2007)

Nepal has ratified all the main international human rights covenants and treaties. In the context of this assessment relevant are:

- International Covenant on Civil and Political Rights (ICCPR), accession May 1991,
- International Covenant on Economic, Social and Cultural Rights (ICESCR), accession May 1991,
- International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), accession January 1971, and
- Convention on the Rights of the Child (CRC), accession September 1990.

Nepal has also ratified key ILO Conventions such as the Forced Labour Convention (C 105) and the Worst Form of Child Labour Convention (C 182), both in 2002 (UN OHCHR 2003, Adhikary 2004). The National Commission of Human Rights was established in May 2000 (NCHR 2003). National Human Rights Action Plan was published in April 2004. The plan however is silent on the issue of bonded labour (HMGN Office of the Prime Minister and Council of Ministers 2004).

1.5 Bonded Labour in Nepal

1.5.1 An Overview

A report to the UN Economic and Social Council (Sharma 1999) identified three existing forms of bonded labour in Nepal: the kamaiya and haruwa systems in the Terai and the haliya system in the hills. In 2003 the National Human Rights Commission recognised the existence of these forms of bonded labour and the possibly continued servitude of children of bonded labourers (NHRC 2003, see box 2). These exist despite the fact that that slavery and similar practices, including bonded labour, were by 1999 already twice abolished in Nepal: first in 1926 by the decree of the then Rana Prime Minister Chandra Sumsher, then by the Article 20 of the Constitution of the Kingdom of Nepal in 1990.

The bondage operates in these systems in the form of i) extraction of excessive hours of work, ii) extraction of labour service from family members, and iii) indebtedness. Kamaiya system remains perhaps the best known until to date. Haliya and haruwa system remain relatively unknown in Nepal (Sharma 1999). Researchers have identified also other forms of bonded labour systems in Nepal (e.g. in construction and brick, carpet and garment industries (Karki 2001 cited in OMCT 2005). In addition to these, apparently at least one other system of bonded labour is practiced in some eastern districts (Y L Shrestha, pers com March 2008).

Box 2 Forms of slavery and servitude in Nepal

“A forced labour system, involving the entire family of the worker, has existed in Nepal for hundreds of years in an institutionalised manner. Slavery was officially abolished in 1925, but the system of Kamaiya (bonded labour), which has many features of slavery, continued to flourish, especially in the far western districts of Nepal. Whilst His Majesty’s Government abolished the Kamaiya system once again in July 2000 freeing at least 100,000 people from near-slavery condition of work, in the absence of proper policies as well as the problems in implementation of the existing policies, most ex-Kamaiyas are facing problem of finding work forcing many to return to their past masters. Following the declaration, landlords expelled the former Kamaiya from their land. The displaced Kamaiya have been forced to live in emergency makeshift camps where conditions are poor and have not been provided with alternative source of employment. Approximately 13,700 families (60-70,000 people) currently have no land to farm or live on. Moreover, Haliya, Gothalo [shepherd] system, etc. are still prevailing in various parts of the country.”

Source: NHCR 2003

Evidence suggests that the *haruwa* system is yet another ongoing form of debt bondage in the Terai. Labourers incur debt within the contract period, but such debt can be paid back within the contract period. The haruwa labourers receive a share of the harvest from the plot of land allocated to them as

part of the wage payment. In addition, the family members (in particular, the wives) must work for the same employer, and are paid a fixed daily wage, which, in peak farming seasons is lower than the market wage rate. Their exact number is not known but it is estimated that there may be over 200,000 haruwas in Nepal (Sharma 1999).

1.5.2 The Kamaiya System, Freedom and Rehabilitation

The kamaiya system was prevalent in five Mid-West and Far-West Terai Districts (Kanchanpur, Kailali, Bardia, Banke and Dang). Kamaiya labourers came largely from the Tharu community, the indigenous ethnic group of the area. Tharus were traditionally the landholders in the Western Terai. From 1960s onwards they began losing their rights to land when migrants from the hills manipulated the provisions for land registration and displaced Tharus from their traditional control of land. Loss of access to land alongside with the continuation of exploitative socio-cultural practices forced landless Tharu into a state of dependence on employers for wage work and credit. The term kamaiya referred to a particular form of labour relationship. Within the system, there are other names that defined a number of other roles specific to gender and age (see Box 3).

Kamaiya labourers differed from others working under permanent labour relationships in terms of debt bondage. The debt incurred from the employer (*Saunki*) bound the kamaiya and deprived them of basic human freedoms, that is, mobility, freedom to choose employer, and to take decisions about their work or family. Excessive hours, low wages and the requirement of family members to work for the same employer constrained kamaiya and made their exit from the system impossible (OMCT 2005, Sharma 1999, UN Commission on Human Rights 2003).

Box 3 Specific roles within the kamaiya system

“Kamaiya is a farm laborer serving a master, a landlord in particular, in repayment of a loan taken in advance by himself or his forefathers. His spouse known as *Bukrahi* accompanies him in farm works. She is also responsible for domestic chores of the master. Since it is difficult to find a master without a *Bukrahi* (Karki 2001), a *Kamaiya* is expected to present his elder or younger sister, mother, brother's wife, or any female of the family as a *Bukrahi*. Therefore, in a common understanding, a male and associated female (as a pair) are counted as *Kamaiya*. Kamaiya children, who generally work as animal herders, are known as *Gaibar* if they herd cattle. Those who herd buffalos are called *Bhainsbar* and those who take care of goats are called *Chegar*. Similarly, female children working as domestic servants of the landlords are known as *Kamlahari* (Sharma and Thakurathi 1998:1-3).”

Source: OMCT 2005

The kamaiya issue was accepted as a national issue of concern during the latter half of 1990s. Both the government and non-governmental agencies started implementing various programmes and preparing for their freedom. Finally, the Cabinet decision in July 2000 and the subsequent Kamaiya Labour (Prohibition) Act 2002 made the practice of kamaiya illegal in Nepal (OMCT 2005). All persons working as kamaiya labourers at the time of the commencement of the Act became effectively freed from that system. Loans did not have to be repaid. The Act established Freed Kamaiya Rehabilitation and Monitoring Committees in the districts and set out their functions. The government also set minimum wages for agricultural labourers. The Act also requires the government to provide housing, employment and income-generating activities to certain groups of kamaiya. The responsibility of rehabilitation activities rests with Ministry of Land Reform and Management (HMG Ministry of Law, Justice and Parliamentary Affairs 2002). The Act however was written in such a manner that it became kamaiya specific and left out the other bonded labour groups in Nepal (UR Poudyal pers com March 2008).

The registration of liberated kamaiyas was conducted in two phases. In 2000, the total number of kamaiya families registered was 18,400 (some sources cite 19,863), and the total number of freed kamaiyas, including their children, was 101,522 (CEACR 2006). Through the second registration process in 2002-2003 an additional 14,109 families were registered as freed kamaiyas bringing the total number of freed kamaiya households up to some 32,000 households. The kamaiyas were classified in four categories on the basis of poverty and access to resources, i.e. land (Table 1). The

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number of kamaiya households in categories A and B (poorest, landless households) was 13,461 in the 2000 registration and 14,109 in the 2003 registration. The government rehabilitation programme focused on these two categories of landless freed kamaiyas (Adhikari 2008).

Table 1 Categories of freed kamaiyas (Source: Adhikari 2008))

Category	Number of hh registered		
	Year 2000	Year 2003	Total
A Homeless freed kamaiyas	8,030	7,540	15,570
B Freed kamaiya families living in unregistered (government) land	5,431	6,569	12,000
C Freed kamaiya families owning a homestead and max. 2 kathha ² of arable land	1,869	0	1,869
D Freed kamaiya families owning a homestead and over 2 kathha of arable land	3,070	0	3,070
Other freed kamaiya families		292 (yet to be classified)	292
Total	18,400	14,401	32,509

As Table 2 shows, the size of freed kamaiya population varies tremendously from district to district, placing a disproportionately high resettlement pressure on Bardia and Kailali. By September 2005, a total of 12,019 freed kamaiya families had received land parcels and 8,705 families received financial assistance for building houses (CEACR 2006). This was only 44% of the freed kamaiyas eligible for these benefits. This left 1,442 kamaiya families (category A&B) from the initial 2000 registration still without land. From the 2003 identification batch only 2,231 freed kamaiya families have received land (Adhikari 2008).

Table 2 Freed kamaiya households per district (Sources: OMCT 2005 and Adhikari 2008)

District	Year 2000*	Year 2003**	Total, hh
Dang	2,416	145	2,561
Banke	1,342	906	2,248
Bardia	6,949	6,958	13,907
Kailali	6,329	2,850	9,179
Kanchanpur	2,827	331	3,158
Total, hh	19,863	11,190	31,053

Discrepancy in numbers between tables 1 and 2 is due to different sources *OMCT 2005 ** Adhikari 2008

The rehabilitation package also included provisions for house construction (10,000 NPR allowance and timber). Slightly over 9,500 families have received these benefits. Some 10,000 freed kamaiyas have received some sort of skill training, provided either by the government, NGOs or donors³. The training topics have included sewing and cutting, carpentry and masonry, welding, house painting, basic veterinary skills, improved agricultural practices and livestock management (Adhikari 2008).

After nearly eight years of freedom, the rehabilitation of freed kamaiyas is not yet complete. Reasons to slow progress are many, but clearly availability of land has been a big issue (Adhikari 2008). After

² The size of the traditional units of land vary even within a country, but 1 bigha is about 2,603.7 m². 1 bigha = 20 kattha, 1 kattha = 130.19 m². Source: <http://en.wikipedia.org/wiki/Bigha>

³ The provision of land and provision for house construction go hand in hand. The skill training packages would have been allocated to these same beneficiaries. Regarding training, it is impossible to say if one kamaiya has received multiple trainings.

protests in the Far and Mid-Western regions and in Kathmandu, the latest agreement was reached on 25 July 2007. The government agreed to a timetable for the allocation of land and other support measures to freed kamaiyas. Some steps have been taken to begin implementing the agreement. As of November 2007, 700 additional freed kamaiya families in Kailali district were allocated land and other support. Local leaders have expressed concerns about the slow pace of implementation, which was supposed to be completed by April 2008. Also UN OHCHR has been concerned that compensation and rehabilitation measures have not been fully implemented as per the 2002 Act (UN OHCHR 2007). In Kailali alone 3,700 freed kamaiya households are still waiting in camps for provision of land and resettlement (BB Chand pers com March 2008)⁴.

1.5.3 The Haliya System

The *Haliya pratha* is an ongoing agrarian bonded labour system in the hill districts of far-western Nepal. Haliyas are agricultural labourers who are bonded to their landlords both due to custom and outstanding debt that has not been repaid for years, in some cases for generations. Over 90% of the haliyas are Dalits (untouchable). The system is thus rooted in the complex caste system which discriminates against groups identified as 'untouchable' by higher castes. The caste system locks them into a servile status in relation to high-caste Nepali land owners. Haliyas remain ploughmen and their family bonded labourer until the loan is repaid. The 2005 haliya study found out that the average loan amount is NPR 8,540 per person. Haliyas are socially, culturally and economically exploited, discriminated and excluded from access and control over means of production. It is an inhuman practice and an extreme violation of human rights (NNDSWO/LFW 2005).

There are three types of haliya bond:

- The haliya who works as ploughman and his family works as bonded labourer and lives in the landlord's small patch of land.
- The haliya who works as ploughman to repay interest of loan taken from the landlord.
- Traditional haliya who works for landlord as *sino pratha* (disposing of carcasses of dead animals), *doli* (carrying the bride groom in their back at the wedding although not allowed eat together) or *khali pratha* (working as agricultural labour on share cropping basis and not receiving any wages)⁵.

The haliyas do not usually own any agricultural land, although some own their homestead and a house (NNDSWO / LWF 2005). The exact number of haliyas is not known. The present understanding of the national haliya rights and advocacy group RHMSF (*Rastriya Haliya Mukti Samaj Federation, Dadeldhura*) is that there are at least 12,000 households (approximately 84,000 individuals), but possibly up to 18,000 haliya households in the seven Far Western Districts⁶. The number of free haliyas can be counted in hundreds in early 2008 (Table 3). There are three ways a haliya household can obtain their freedom:

- by a haliya himself filing a case at the District Administrative Office,
- by a landlord setting haliya free on his own initiative (negotiation), or
- by a haliya household repaying the amount of original debt and interest incurred.

⁴ Similarly, 93 category A & B families in Dang, 895 in Banke, 6,922 in Bardia and 751 in Kanchanpur remain to be resettled (KPUS central committee report undated). The households themselves have been responsible for their own integration into society in the freed kamaiya categories C & D (small-scale landowners).

⁵ However, these practices are not specific to the haliya community as such but rather refer to the patron-client relationship that exists between Dalits and higher castes. Dalits provide services like sewing clothes, making some agricultural equipment, among others, to non-Dalits. Dalits' services are paid in kind (e.g., food). Moreover this is made complicated by these rituals between Dalits and non-Dalits.

⁶ There is a real possibility that the system exists also in the remote mid-western districts as well.

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The number of haliyas who have been able to liberate themselves by paying back the debt is not known. RHMSF staff (pers com March 2008) estimated that either by filing a case, by negotiation or by paying back the loan perhaps 450 haliya households have become free in recent years.

Table 3 Number of haliyas in the Far Western districts (Source: RHMSF records March 2008)

District	Household		
	Not free (estimate)	Free by filing a case	Free by negotiation
Dadeldhura	1,429	71	0
Darchula	2,897	103	8
Doti	1,500	8	0
Bajhang	3,000	3	21
Baitadi	3,500	18	6
Kanchanpur	2,500	8	37
Bajura	3,200	0	5
Total	18,026	211	77

2. FCA, LWF/N AND NDP 2003-2007

2.1 FinnChurchAid

FinnChurchAid (FCA) was originally founded as National Committee of the Lutheran World Federation in Finland in the autumn of 1947. As an independent foundation FinnChurchAid was registered in 1994, operating in close contact with the Church Council of the Evangelical Lutheran Church of Finland on issues relating to development and international aid. The foundation was officially registered by the Ministry of Justice on the 29th of November 1994.

The work of FCA is aimed at developing the equal partnership between the South and the North and to promote justice among the rich and the poor of the world. In all its activities FCA emphasises the beneficiaries' own responsibility. Improvement in women's situation and environmentally sustainable solutions are strongly emphasised.

FCA's present strategy is for the period 2005-2008. FCA concentrates on four themes: poverty reduction, prevention and response to emergencies, peace and human rights, and nurturing partnerships and capacity building. The most important goal is reducing poverty, which is primarily pursued through addressing sustainable development. Participation and responsibility of the communities themselves are emphasized, as well as strengthening their capacity. FCA also places a lot of emphasis on improving quality of activities and objective setting as well as assessing impact of activities.

FCA is among the largest Finnish NGOs working with development issues. It works in over 50 countries. FCA has a Partnership Agreement with the Ministry for Foreign Affairs. The Ministry for Foreign Affairs expects that the Partnership NGOs demonstrate good management and implementation capacity, adequate own funding, credibility and proven track record in development cooperation, good networks with international NGOs, and credible cooperation partners in developing countries. The NGOs should base their development work on explicit objectives and operating principles which are consistent with Finland's development policy. While the NGOs have considerable autonomy in planning and managing the programmes, the Ministry requires that the Partnership organizations monitor, assess, evaluate and develop the effectiveness, impact and quality of their programme.

The Lutheran World Federation (LWF) is one of FCA's major partner organisations working in developing countries to carry out development projects, humanitarian assistance and rehabilitation

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and reconstruction activities. FCA supports LWF development programmes in 15 countries. FCA's support to the Nepal Development Programme of the Lutheran World Federation Nepal was EUR 1,516,400 during the years 2003-2007. It was not earmarked for the benefit of any specific focus groups.

2.2 Lutheran World Federation Nepal

The Lutheran World Federation – Nepal Programme (LWF Nepal, LWF/N) is a country programme of the international Lutheran World Federation / Department for World Service (LWF/DWS). LWF/DWS is based in Geneva, Switzerland. It is a humanitarian and development agency that has field programmes in 36 countries at present.

LWF Nepal was launched in 1984. It is active in both development, and relief and rehabilitation activities in Nepal. LWF Nepal programme has passed through several stages including disaster response, sector-led development and community development. In 1997 LWF Nepal made a major strategic change to empowerment projects in new working areas and districts, mainly in the far-west. For the period 2003-2007, empowerment for sustainable development was the development strategic priority for LWF Nepal. This meant empowering the disadvantaged, promoting greater control over their lives and livelihoods and reducing their poverty and disaster related vulnerability through facilitating effective and responsive sustainable development.

The programme had two major components: Relief and Rehabilitation, primarily provision of basic services for Bhutanese refugees, and mitigation in refugee host communities; and Development, a process-oriented empowerment process for the disadvantaged. Risk management initiatives, specifically in the area of disaster preparedness and HIV/AIDS bridged these two components. The development initiatives were supported by two more strategic priorities namely, Advocacy and Networking and Organisational Effectiveness and Development.

Figure 2 Working districts of Lutheran World Federation during 2003-2007 (Source: LWF/N)



In Development, LWF Nepal is a supporter of poor, marginalized and disadvantaged communities (Dalits, bonded labour, indigenous groups). LWF/N is known for geographic outreach to the most marginalized communities and remote geographic regions (see figure 2 above). In Relief and Rehabilitation, LWF Nepal is the only international implementing partner of UNHCR/WFP for

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assisting refugees and the only ACT implementing partner in Nepal, responding to disasters. LWF N also supports community-based disaster preparedness and risk management.

LWF Nepal has worked with freed kamaiyas in four districts, Kanchanpur, Kailali, Bardia and Banke. The work in Kailali was funded by NDP. In addition, LWF/N has implemented an EC-funded programme “Socio-Economic Improvement Programme for Ex-Kamaiyas and Other Vulnerable Communities” (SEIPEV) in the other three districts during 2006-2007.

As per its the Country Strategy for 2008 – 2013, the overall development goal of LWF Nepal is to support displaced, marginalized, oppressed and vulnerable people empowered to enjoy their rights and live a peaceful and dignified life. LWF Nepal will continue programmes in existing focus areas (far and mid-west, centre, far east) while limited new working areas will be included. In 2008 LWF/N plans to expand to the Mid-Western districts of Kalikot and Dailekh. The focus groups of LWF/N are the disaster-affected, marginalised and vulnerable people who are socio-economically disadvantaged. Bonded labourers, including both the liberated ones and the ones still seeking their freedom, are one of the specific focus groups. The main strategic approaches include the Empowerment approach and the Rights-Based Approach (RBA), applied comprehensively to build the capacity and competence of the marginalized and vulnerable as individuals and to achieve collectively improvements in their quality of life. LWF/N will apply an integrative and collaborative approach including deliberate efforts to ensure collaboration with other actors and programmes. Cross cutting themes of gender, environment and HIV/AIDS will be mainstreamed across programme interventions.

To implement the strategy, Country Operational Programme Plan (COPP) for 2008-2010 has been developed. COPP has three strategic objectives:

- Affected people and communities are prepared for, able to respond effectively to, and recover from all types of disasters and complex emergencies,
- Greater numbers of poor and marginalised achieve sustainable livelihoods, and
- Marginalized people with whom LWF Nepal works benefit from a peaceful and harmonious local environment, the full exercise of their human rights as well as participation in decision-making at the local, regional and national levels.

The implementation of COPP is structured along three projects, namely Emergency Response and Disaster Risk Management Project (ERDRMP), Sustainable Livelihood Improvement Project (SLIP) and Peace Reconciliation and Human Rights Project (PRHRP). The projects are both development and humanitarian in nature. Both PRHRP and SLIP include support to freed kamaiyas and haliyas. In the 2008 work plan for haliya empowerment & advocacy programme approximately EUR 35,000 (NPR 3,432,033) has been allocated (57% from PRHRP and 43% from SLIP). For the freed kamaiya advocacy programme EUR 21,500 (NPR 2,089,936) has been budgeted for (39% from PRHRP and 61% from SLIP).

2.3 Nepal Development Programme 2003-2007

2.4.1 Overview of NDP

The first phase of Nepal Development Programme ended in December 2002. The second phase was implemented during 2003-2007 with the strategic goal to strengthen the people-centred process-oriented empowerment approach to sustainable development. The primary thrust of NDP was capacity building of the Community Based Organisations (CBO) that had emerged during the period 1997-2002. Priority focus groups were socio-economically disadvantaged people, CBOs, Dalits, and freed bonded labourers. Emergency response and preparedness, risk management, empowering development, strengthening of civil society, facilitation and partnering, networking, and application of Sphere humanitarian standards were the basic strategic approaches. The implementation was guided by core values such as justice, participation, accountability and gender equity.

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Second phase of NDP had four strategic priorities with a subset of respective goals. The Empowerment for Sustainable Development (SP 2) was the development strategic priority. Two other strategic priorities, Advocacy & networking and Organisational effectiveness & development, supported development initiatives and are particularly relevant in the context of the present study (Table 4)⁷.

Table 4 Strategic Priorities and goals of NDP (Source: LWF/N)

Strategic Priority:	Corresponding Goals:
<ul style="list-style-type: none"> SP 2, Empowerment for Sustainable Development: Empower the disadvantaged, promote greater control over their lives and livelihoods and reduce their poverty and disaster related vulnerability through facilitating effective and responsive sustainable development. 	<ul style="list-style-type: none"> Empower the most disadvantaged communities increasing their awareness and status Promote livelihood status of the disadvantaged through interventions conceived and controlled by them, and Strengthen the institutions of the disadvantaged
<ul style="list-style-type: none"> SP 3, Advocacy and networking: Advance the struggles of the displaced and marginalised for human rights, peace building and reconciliation at local, national and international levels 	<ul style="list-style-type: none"> Increase support to and involvement in the effort of disadvantaged target groups, with whom LWF/N works to advocate for the rights Amplify the voices of local partners through greater participation in advocacy networks and influencing public policy debates Increase activities to facilitate and advocate on local peace and reconciliation
<ul style="list-style-type: none"> SP 4, Organisational effectiveness and development: Assure high quality services in a compassionate and professional manner through LWF Nepal, and partner organisations (NGOs, CBOs) 	<ul style="list-style-type: none"> Further develop a transparent, strategic, flexible and enabling environment which encourages innovation and assures quality Strengthen human resource capacities of LWF Nepal Enhance LWF Nepal partners' capacity for the effective management of the programmes Improve resource mobilisation and management capacity Strengthen relations and practical collaboration within national and regional networks Transition to local ownership and governance

By the end of the 5-year phase, NDP had covered 32,911 households of 152 Village Development Committees (VDC) in 14 districts. Households were organized in groups federated into Community Based Non Government Organizations (CBNGOs) in each VDC. The CBNGOs of each VDC were further federated into a CBNGO Federation. At the end of year 2007, there were a total of 1,514 groups federated into 49 CBNGOs and 8 CBNGO Federations.

A Mid-Term Evaluation of the NDP was conducted in 2006 and a Final Evaluation in 2007. Both evaluation reports discuss programme implementation and achievements at an overall level without paying any specific reference to freed kamaiyas or haliyas.

⁷ The Strategic Priority 1, Relief and Rehabilitation, dealt with emergency relief, rehabilitation and disaster relief. It is not within the scope of the assessment.

2.4.2 NDP Activities Benefiting Freed Kamaiyas and Haliyas

LWF Nepal has been working with the kamaiyas since the latter half of 1990s. Haliya issue was identified within LWF/N's working area (in Uku VDC, Darchula) in 2003. Due to the disturbance created by Maoist insurgency, LWF/N decided to terminate programme activities in Accham in 2002. This decision provided an opportunity to re-programme existing resources within NDP so that haliya activities could commence when the issue emerged. Activities that have benefited these two different beneficiary groups, freed kamaiyas and still bonded haliyas are discussed in separate chapters below.

Programme activities supporting kamaiya freedom and freed kamaiyas

LWF/N has worked with kamaiyas since 1995. Advocacy and awareness creation with the objective of liberating kamaiyas started in 1997. Early activities consisted of Adult Literacy Classes (ALC) that were used as a 'neutral' entry point into rural communities. In the poor Tharu settlements where LWF/N staff conducted literacy classes and formed saving and credit groups most of the beneficiaries were bonded labourers. The issue of kamaiya liberation emerged when the beneficiaries kept on reporting that the economic benefits they received from the programme were used on the repayments of their debts. The groups were organised into CBOs and federated for advocacy purposes in a low profile mode.

At the same time many other organizations were also raising awareness in Kailali and in the other four districts (Kanchanpur, Banke, Bardia and Dang). In 1999 LWF/N was involved in a joint study with Kailali-based NGOs on kamaiya issue. Kamaiya movement started from Kailali district but spread quickly over the Western Terai. The campaign consisted of demonstrations, rallies and activism at the district level. It included protesting and lobbying at the national level too. The joint advocacy and activism efforts of many NGOs with backstopping of INGOs led into the declaration of elimination of bonded labour in July 2000. After the declaration, LWF/N was also involved with a relief programme to support freed kamaiyas that were living in the camps.

KPUS (*Kamaiya Pratha Unmulan Samaj*, Kamaiya System Eradication Society) was formed by the bonded labourer CBOs on December 27, 1997 and was registered as an NGO in 2001. The Executive Committee and most of the main committee members of the KPUS are the beneficiaries of the early adult literacy programme, thus a result of the LWF/N empowerment approach. KPUS has evolved from the literacy group members to a rights based advocacy and networking CBO federation.

During the 2nd Phase of NDP (2003-2007) LWF/N worked in partnership two NGOs, KPUS and CEAPRED (see chapter 2.4.3), in Kailali to support rehabilitation of freed kamaiya households and continue campaigns to speed up the rehabilitation process. The main activities that have benefited freed kamaiyas in different settlements have consisted of:

- Group formation and ongoing group capacity building
- Advocacy to provide land
- Advocacy for free education to kamaiya children and adult literacy classes
- Awareness on legal rights and provisions
- Rehabilitation activities, incl. house construction for 945 households, 4790 individuals)
- Water supply and irrigation
- Livelihood programmes, small livestock (goats, poultry, pigs), vegetable gardens, inputs on improved agriculture
- Skills training in e.g. masonry, carpentry, bicycle repair, sweet making, tailoring
- Savings and credit activities, provision of seed money
- Awareness campaign on *Kamlahari* system
- Health and sanitation campaigns, awareness raising on HIV/AIDS

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The empowerment process starts with group formation. The moment to start the process is when a group of kamaiyas receives land and is able to establish a new settlement. KPUS facilitates formation of new groups and backstops the existing ones. Issues and community needs will be raised from within the group in a form of an annual plan and channelled to KPUS through the VDC level main committee (*mul samiti*, CBO). There are an average of 15 to 25 households per group and several groups per settlement depending on the settlement size. Groups meet once a month. Group activities have consisted of collecting savings (for household needs), distribution of seed money (for income generation activities), collection of other funds (for instance from joint work as wage labour for the benefit of the group), conducting sanitation and school enrolment campaigns and such. Each group has been provided with a start-up grant of 10,000 to 20,000 NPR. This serves as the seed money (revolving fund) for income generating activities. According to KPUS, loan repayment levels have remained high (~ 99% of group members are paying back on time).

Through KPUS, LWF/N has indirectly supported kamaiya advocacy and activism efforts in the other four districts (Banke, Bardia, Dang and Kanchanpur) and at the national level.

In 12 VDCs in Kailali, altogether 140 groups with 2,142 freed kamaiya households have benefited from NDP activities (Table 5). The number of individual beneficiaries is estimated to be 14,000 individuals⁸. A large majority of beneficiaries belong to the first batch of freed kamaiyas with whom KPUS started working already in the late 1990s. Altogether 103 groups have been carried over from the 1st phase of NDP to the 2nd phase. There was a gap in group formation during 2002-2004. That happened because at the time LWF/N focused in helping the existing groups to rehabilitate and settle themselves properly. KPUS has been only indirectly involved with the kamaiya settlements established in 2007 as there are other agencies that support those families (Land Reform Office, BASE, and FIYA).

Table 5 Freed kamaiya groups supported by KPUS (Source: KPUS records March 2008).

Year	Women group	Men group	Mixed group	Total groups
1997	20	30	0	50
1998	3	10	0	13
1999	0	0	0	0
2000	2	3	18	23
2001	4	0	13	17
2002	0	0	0	0
2003	0	0	0	0
2004	0	0	0	0
2005	18	6	13	37
2006	0	0	0	0
2007	0	-1	-1	-2
Total	47	48	43	138

Programme activities supporting haliya liberation and groups

Compared to the kamaiyas, LFW/N has been engaged with the haliya issue a much shorter time. The haliya issue emerged through Dalit advocacy programme in Doti in 2003. Subject to learning about it, LWF/N team first visited the area, studied the issue and then wrote a concept note on haliyas to backstop advocacy work. In 2004 a survey on haliyas was commissioned in Far Western region and

⁸ This estimate has been calculated on the basis of the average household size in Kailali (6.53 individuals per household) according to the 2001 national census report. This may also be an overestimate; according to the information sheet received from KPUS, in 2003 the number of beneficiaries for income generation activities in 12 VDCs were 2,173 households with a total population of 9,862 individuals (4,723 female and 5,119 male).

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the survey report was published in 2005. The survey report helped to clarify some issues and conditions of haliyas in practice. Due to the Maoist insurgency, the field survey could not be completed in a planned manner as many of the more remote locations in the seven Far-Western districts could not be visited. Thus for instance the exact number of haliya households is not yet known.

Mobilising haliyas into groups started in 2005. 87 groups were formed by the end of 2007. With four more added in early 2008, the total number of beneficiary haliya households is 1,184 (Table 6). The haliya survey suggests (NNDSWO/LWF 2005) an average household size of 6.79 individuals. This would bring the total number of haliya beneficiaries to approximately 8,000 individuals. This is perhaps one tenth of the estimated total haliya population. Haliya communities live in a scattered manner in the hill areas, many in remote locations. In one village there can be from 5 to 15 haliyas. This has kept the number of group members lower than in the Terai. Group membership increases over time as other haliyas learn about the activities and become encouraged to join. The membership structure in the groups is mixed, some haliyas have obtained freedom, but others remain bonded.

Table 6 Haliya group formation in the Far West (Source: RHMSF records March 2008)

District	Year				Total, groups	Total, HH
	2005	2006	2007	2008		
Dadeldhura	5	1	3	1	10	85
Darchula	4	4	8	0	16	208
Doti	5	5	2	0	12	142
Bajhang	5	1	0	0	6	116
Baitadi	6	8	13	0	27	401
Kanchanpur	3	2	3	3	11	131
Bajura	4	2	3	0	9	101
Total	32	23	32	4	91	1,184

The haliya empowerment activities consisted of only two components, namely Awareness, advocacy and organizing, and Support for livelihood and economic development. The haliya activities were implemented as part of the Dalit Empowerment Project until 2007.

At local level, the main activities in awareness, advocacy and organizing have included interaction and meetings with haliya and other stakeholders such as political parties and religious leaders. In the meetings haliya system and untouchability has been discussed and their rights, liberation and rehabilitation have been advocated for. Request meetings among haliyas and their landlords have been organised. Support has been extended to haliyas who have filed a case for their liberation in the District Administrative Office. Seven counselling centres have been established (one per district). The centres function as contact points and information centres for haliyas and other stakeholders. They maintain records on haliyas and cases filed and provide counselling to them as necessary.

Haliya groups in seven districts have been federated under a district committee (District *Haliya Mukti Samaj*, DHMS). Two of the seven DHMS (Dadeldhura and Doti) have already been registered as an NGO and registration for the other five is in the process. In 2007 the Rastriya Haliya Mukti Samaj Federation was established (see chapter 2.4.3).

At community and group level, legal literacy classes have been implemented. School enrolment campaign for haliya children has also taken place. Awareness raising and capacity building activities for haliyas and the district organisations have included training on human rights, rights based approach and in group management. Workshops for strategy planning, network analysis and for reflection and learning have taken place.

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A large number of rallies, events and campaigns have taken place. Over 50 press conferences and 14 public hearings have spread awareness about haliyas and their rights. Rallies have been organized at VDC, district, regional and central level. Also a hunger fast (*dharna*) has been organised in all districts. The haliya activists organised the first national haliya campaign in 2006 – the Mahakali to Kathmandu Campaign was a major milestone in haliya activism. The campaigners met with the Prime Minister who promised that government would look into the issue after political settlement. In 2006 the Kailali-based implementing partner NNDSWO filed a case on behalf of haliyas to the Supreme Court. The court decided in March 2007 that haliyas are also bonded labourers. Thus haliyas should be liberated and similar provisions made for their rehabilitation as were provided to freed kamaiyas.

Activities to support livelihood and economic development were not at the forefront during the 2nd phase of NDP. This was a strategic choice from LWF/N. They wanted first to support activism and aim for liberation, then only focus on rehabilitation. By the end of 2007 slightly less than a half of the haliya groups (38) have received seed money (NPR 5000 per group, Table 7).

Table 7 Status of the savings and the seed money of the Haliya groups (Source: RHMSF records March 2008)

District	Number of groups	HH	NPR				Seed money received, groups
			Seed money	Interest	Saving	Total	
Dadeldhura	10	85	30,000	11,350	14,000	55,350	6
Bajhang	6	116	2,500	19,595	12,145	34,240	5
Baitadi	27	401	30,000	7,830	21,960	59,790	6
Doti	12	142	25,000	7,935	13,090	46,025	5
Kanchanpur	11	131	25,000	1,837	15,570	42,407	5
Darchula	16	208	25,000	7,621	6,860	39,481	5
Bajura	9	101	Unclear	5,750	Unclear	36,350	Unclear
Total	91	1,184	160,000	61,918	83,625	313,643	

Total amount of savings that the groups have generated is approximately NPR 83,000 (EUR 855). The seed money has accrued nearly NPR 62,000 interest (EUR 640).

2.4.3. Implementation Arrangements and Partners

Until 2007, LWF/N worked mostly with external NGOs as intermediary project implementation partners. The partner responsibilities consist of implementing project activities and supporting beneficiary groups and CBOs in the districts. Two NGOs worked with freed kamaiyas, KPUS (Kailali) and CEAPRED (Kathmandu). One NGO, NNDWSO (Kailali) was tasked with the Dalit and haliya activities in the hill districts.

CEAPRED is a national level NGO (head office in Kathmandu) that is a specialist organisation in agro based rural livelihoods and income generation. The role of CEAPRED was to provide technical support and training to freed kamaiya group members in kitchen gardening, animal husbandry (e.g. pig and goat keeping), semi commercial vegetable farming and in leasehold vegetable farming. CEAPRED's contract was terminated at the end of 2007 as part of LWF/N's strategic shift to engage the Community Based NGOs as project implementing partners.

KPUS (*Kamaiya Pratha Unmulan Sanstha*) is a Kailali-based federation of freed kamaiya groups. It was already serving as an advocacy, networking and rehabilitation agent for the freed kamaiyas

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during 2003-2007. KPUS was also tasked with channelling and managing the NDP inputs, except those that were the responsibility of CEAPRED, to the groups.

Kailali-based NNDWSO is an NGO working with Dalit advocacy. It was responsible for working with Dalits in the hill districts and thus became involved with supporting haliyas as well. NNDWSO was responsible for increasing awareness on caste discrimination, Dalit empowerment, and Dalit and haliya rights advocacy. Their contract with LWF/N expired in mid-2007.

The *Rastriya Haliya Mukti Samaj Federation* is LWF/Ns, new project partner for the haliya programme. RHMSF was established and registered as an NGO in 2007. RHMSF is the federation of the District Rastriya Mukti Samaj-organisations and has its office in Amargadhi, Dadeldhura.

Similarly, from the beginning of 2008 onwards, KPUS remains the sole project implementing partner for freed kamaiya rehabilitation programme in Kailali. The duties of RHMSF and KPUS consist of providing technical and managerial support to implement planned activities, facilitating capacity development of communities, facilitating and support for advocacy and lobbying activities, and developing linkages with other likeminded stakeholders including government local bodies.

RHMSF and KPUS have many features in common: they are both district-based NGOs and both operate on federated structure of CBOs to which the groups of beneficiaries belong. In other words, the members of the organisation are also the beneficiaries the programmes they implement. Both are issue based human rights advocacy and activism organisations: KPUS was formed to fight for kamaiya freedom and rehabilitation and RHMSF aims to achieve the same for the haliyas. This new implementation arrangement also increases dignity and ownership amongst the freed kamaiyas and haliyas. The role as the sole project partner is challenging to both KPUS and RHMSF and LWF/N has recognised this. In the COPP 2008-2010 it is mentioned that KPUS and RHMSF require capacity building in social mobilization skills, leadership development and group dynamics, proposal and report writing skills and financial management (account and book keeping).

The new strategy of operating directly with community based NGOs, together with the adoption of rights based approach, imposes new demands on LWF/N and the staff. LWF/N has realised this and to mitigate the risks, a number of new posts, such as the national level Sustainable Livelihood Coordinator has been established. For the Western Region four new district advisors and three thematic officers have been hired. Their tasks consist of building partner capacity and backstopping them in the activities, with emphasis on income generating activities and livelihood development.

3 FINDINGS

The discussion in this chapter is structured along the key assessment questions presented in the TOR. Two more questions have been added, one for the purposes of reconstructing the baseline and another one discussing the impact of the decade long conflict on the programme.

3.1 Baseline – the Situation of the Beneficiaries in 2003

During the community interactions, we asked a number of questions from the community members through which we attempted to reconstruct the baseline for the beginning of 2003. The results were only partly successful.

KPUS had started organising kamaiyas into groups already before the freedom declaration. But as far as NDP support is concerned, the entry point into the kamaiya communities is the moment when the community has been allocated land, they can move out from the temporary camp and they can settle down.

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By 2002-2003 the kamaiyas had been declared free, but many languished in temporary camps. The early settler households had barely received a piece of land. Upon arrival on the location of their new village, they had no water, no house, and no agricultural land. They needed to build a house. Their new fields required a lot of work (clearing the tree stumps left of the forest) before they could proceed with tilling the soil and planting the first crop. Adults were mostly illiterate and children were not attending school. Their livelihood was a hand to mouth existence. Men and women remembered that during their kamaiya days they did not have sufficient nutrition; many recalled that they had enough of food for only about three months in a year. Sanitation practices were nonexistent. They did not share much about their health condition.

Haliyas were – and the overwhelming majority still are - under the bond and dependent on their landlord. During the agricultural peak seasons they do not have any freedom of movement. Unlike kamaiyas, during off-season the haliyas are allowed to find other employment if it is in their interest and capacity. Some migrate to elsewhere in Nepal, even to India for labour work. Both kamaiyas and haliyas are agricultural workers by tradition. They are skilled in tilling the soil, harvesting the crops and tending the livestock. The current situation for haliyas is possibly quite similar to the condition of kamaiyas some 10-15 years ago. They are becoming aware of their situation and rights and have started the process of empowerment. Some have already organised themselves into groups and have started taking action at community and household level.

Among haliyas many are traditional craftsmen and –women (e.g. carpenters, furniture makers, blacksmiths, different types of basket makers, *madal*–makers⁹, cobblers and tailors). Most of them have no access to clean drinking water or toilets. However, this condition is not particularly discriminating against them – the Far and Mid Western hill districts in Nepal are the worst of when it comes to access to clean drinking water and sanitation. Studies of Dalit communities in the Far West have shown that their communities suffer from water-borne diseases like dysentery, diarrhoea and cholera. Majority of them are illiterate and female literacy rate is below the literacy rate of men.

3.2 The Changes and Impact as a Result of NDP

The key question for the assessment was “what, if anything, has changed as a result of the work of NDP? “ There was a need to assess short-term and long-term as well as positive and negative changes too.

3.2.1 Freed Kamaiyas – Main Programme Results

Plenty has changed in the freed kamaiya villages during the past five years. Annex 6 provides a brief situation analysis and activity description of the communities that the team visited. Many positive results have been achieved at the individual, household and group level thanks to NDP. In all legally settled groups almost all the parents said that they are sending their children to school, both boys and girls. They were satisfied that they were themselves able to sign their name now. They had knowledge on their rights and legal provisions. As a result of the recent GoN campaign, almost all had received the citizenship certificate.

The individuals serving as group chairpersons or accountants are literate and capable of basic accounting. The group membership remains important to the families and they participate actively in the meetings and other activities. The groups have instilled a regular saving habit to the members (in most groups households would be saving NPR 5 or 10 per month). Individual savings have reached levels of several hundreds of rupees per household and provide some surplus cash in moments of crisis.

⁹ *Madal* is a musical instrument, a traditional drum.

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The savings together with the access to seed money and skill training (e.g. sewing, vegetable farming, livestock management - pigs, poultry and goats) have helped the men and women to start up some small businesses and engage in other income generating activities. The livelihood and survival of a freed kamaiya household rests on diverse sources of income: production of some food grains on their own farm land, income from selling vegetables or livestock in the market, wages of the adult members of the household working as agricultural labour, in house construction or carpentry. Some have become self-employed, e.g. pull a rickshaw or run a small bicycle repair shop.

The freed kamaiyas that settled already five to seven years ago have also benefited from activities and inputs from other development actors. For instance GTZ supported building access roads to the new settlements and NEWAH and PAF worked with toilet construction schemes. It seems that there are now a lot less services available for the later settlers and for the ones still languishing in temporary camps. For example, GTZ phased out their kamaiya support programme already in the end of 2005.

The kamaiya groups established five to seven years ago were mostly functioning well. They were effectively supporting their members in e.g. mobilizing the seed money and other income the group had generated (interest on savings, income from working for wages as a group). Many have arrived at a level where they were capable of operating almost independently (without LWF/N support). However, it was obvious that groups established more recently are still on their way to maturity. They require continuous support from KPUS – and their needs are different from those of the mature groups. It is noteworthy that all the groups, regardless their age, requested support in income generating activities. There were also discrepancies in group management, e.g. all not capable of doing the group accounts independently. Also there is no practice of taking minutes of the group meetings regularly.

The groups are federated at the VDC level into a main committee (*mul samiti*, equivalent to a CBO in the LWF/N approach). The main committee is supposed to serve as an intermediary and communication agent between the KPUS and the groups. Their role is also to organize and mobilize the communities during campaigns. The main committees should be reviewing the annual plans of groups, forwarding the plans and support requests to the KPUS and passing the feedback again down to the groups. At the moment, the main committees are not working as intended. The committee members have been democratically elected, but are not meeting regularly. Lack of management training could be one reason for this. Thus they are not capable of independent project planning, monitoring or channelling requirements from groups to KPUS and vice versa.

KPUS itself is a clear beneficiary of NDP. The NGO, its members at the executive committee level and salaried office staff have participated in numerous training events provided by LWF/N over the years. KPUS works actively in local and national level in lobbying and activism – and is a very competent activist organization. It has been serving as LWF/N's project implementing partner since 2004 (together with CEAPRED). From 2008 onwards it is the sole implementing partner for the freed kamaiya rehabilitation programme in Kailali. KPUS meets the basic project planning and management requirements. At present it has a staff of nine out of which four work as village animators (one animator post is vacant). It has proven experience from mobilising the freed kamaiyas into groups and empowering them socially. In addition to the LWF/N partnership, KPUS implements a programme for BASE which is another Kailali based NGO.

3.2.2 Freed Kamaiyas – Impact of Achievements

At the individual and household level the certificate of freedom, either in 2000 or in 2003, has been the milestone. With freedom many new challenges in life emerged, but the liberation provided the kamaiyas with freedom of expression, right to peaceful assembly and association and freedom of movement. The freed kamaiyas became their own masters and could start making independent decisions about their and their children's lives. The benefit package and empowerment approach has

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over the years also capacitated freed kamaiyas to be better prepared to claim for their rights to housing, work, education, health, non-discrimination and for their rights as Tharus, a minority group in Nepal. 23% of the freed kamaiyas in Kailali district have benefited from the NDP (2,142 households out of 9,100 freed kamaiya households in Kailali). This is a significant amount of beneficiaries.

The women mentioned that now they can take rest when they fall ill and can take care of their children and other family members in times of their sickness. The vegetable farming practice has improved their food intake and nutrition status. All the income generating activities have increased family incomes. The wages for agricultural and other labour have increased, possibly also as a result of their increased skills (and of the minimum wages enforced by the government). Their level of confidence has developed – as a result of various types of training, awareness raising and advocacy activities. The literacy rate among both men and women has increased. Their children are already more educated than most of their parents – they have passed at least four years of basic education. Both boys and girls are enrolled at primary school. Young students were met who have already passed the School Leaving Certificate examination (SLC) and were studying at an intermediate (10+2) or Bachelor's level. The food security has improved – many said that in a year they now enjoy nine good months in terms of food. They need to survive through three lean months though.

A very significant combined impact of the savings activities and provision of seed money is the fact that the freed kamaiya groups are now capable of providing loans to their members. Thus the villagers no longer need to borrow money from the former landlord or other village moneylenders (known as 'loan sharks'). The groups are well aware of their rights and are able to demand services from the government authorities and others, such as NGOs working in their vicinity. The groups are capable of facilitating and organizing advocacy programmes, health camps, etc. They have conducted health and sanitation campaigns which have led into keeping the water sources safe and cleaning the village grounds. The settled communities claimed that they enjoy harmonious relationships with the neighbouring communities. This was demonstrated by joint membership in e.g. community forest groups. Some have collectively engaged into income generating activities by producing vegetables on rented riverside land. The most advanced example of this is the Amphata group which has already established a production cooperative.

A lot of work needs to be done with the main committee structure to bring the committees up to the desired level. This structure appears to work well in the CBOs working with other marginalized communities, but it is dormant within KPUS structure.

At the federation / central committee level the impact is significant. KPUS is recognized as one of the influential and knowledgeable kamaiya rights and activist organisation at district and national level. It is membership based which adds to its clout. It is a member of the Kailali Kamaiya Rehabilitation Committee and also a member of the national rehabilitation committee. KPUS has a democratically elected executive committee and a good leadership capacity. It has formulated operating policies and rules. It works from a rented office in Dhangadhi where it has the basic infrastructure needed to operate as an NGO in place. KPUS staff and leadership have good rapport with the district and regional level stakeholders. However, there are capacity building needs, that have been identified either by LWF/N or are based on demands of KPUS members (see Chapter 4.2).

The declaration of kamaiya freedom happened as a result of activism of local and national NGOs, INGOs and some international donors. KPUS was an important player in this movement. This was a remarkable achievement. It is possible that without the continuous campaigning at the district, regional and national level the progress with rehabilitation programme would have been even slower. KPUS also participated in the People's SAARC 2007 (South Asia People's Assembly) and contributed to the declaration that South Asia should be free of all kinds of bonded labour.

3.2.3 Haliyas – Main Programme Results

The first haliya groups were formed only three years ago. So far the main achieved results consist of mobilizing haliyas into groups, emergence of an issue based advocacy organization, and awareness creation at the national level. Annex 6 includes a glimpse of the visited communities.

The full empowerment package of NDP has not been available to haliyas before 2008. For instance, activities for health, sanitation, livelihood and income generation were not included. LWF/N did not apply the complete NDP empowerment process systematically for the benefit of haliyas, partly because of the scattered nature of the haliya communities. This was also a strategic choice: the intent was first to develop district level haliya activists and to use them as peer educators, then to work with a limited number of haliya communities for demonstration purposes and to encourage group members to file cases with CDO for their freedom. The intent was to create propaganda, increase awareness on the issue and put pressure on the decision makers at district and national level.

By the end of 2007, there were 87 haliya groups in seven districts. The groups were federated under the District Haliya Mukta Samaj. The DHMS role is equivalent to the CBO / main committee structure in the LWF/N context, i.e. they are membership based activism bodies at the district level. The DHMS were further federated under the RHMSF. The emergence of a haliya rights organisation is a direct result of the NDP. This also reflects evolution of the issue itself: when NDP started, LWF/N was working with the Dalit issue in the Far West. The haliya advocacy programme started growing out from the Dalit Empowerment Programme in 2003.

The haliya parents have started sending their children to school (some 300 children enrolled to school). This is one of the emerging positive changes at the household and individual level. This is not yet happening at every household, but at least a change is underway. The group members are participating in saving and credit schemes. A common savings amount is 5 NPR per month. The group capacity is evaluated before the seed money is disbursed. So far 38 groups have qualified to the level of receiving the seed capital. The haliyas have knowledge of basic legal provision and of their rights. Savings habit has started developing, but the practice is uneven. Some members in groups have started some income generating activities, e.g. vegetable production. All groups have not yet realized the importance of maintaining regular collection of savings. This may indicate some irregularities in group management and conducting meetings.

The seven district DHMS and their umbrella organisation RHMSF are all newly emerged NGOs. Among their leadership and staff there are individuals who have worked for the haliya case (or for Dalit empowerment) already some three to four years. Similar to KPUS, their members are their clients, which is a definite strength. Their staff in Dadeldhura and Doti is skilled in organising community meetings, rallies and demonstrations. The new role and responsibility as LWF/N's implementing partner however places many other demands to these organisations (see also Armstrong et al November 2007). RHMSF has at present 19 staff consisting of five staff members at the head office in Dadeldhura and two activists (salaried staff) in each district.

The haliya issue has now been made public at the district, regional and national level. Earlier it was perhaps acknowledged and understood only by the human rights activists in Kathmandu. The Chief District Officers have declared over 200 haliyas free and had a total of NPR 1.2 million of loans dismissed. In four cases the CDO also awarded compensation. Haliya system was also mentioned in the comprehensive peace agreement and in the interim constitution of Nepal.

3.2.4 Haliyas – Impact of Achievements

Among the haliyas themselves, slightly over 200 individuals have become sufficiently empowered to file a case for their freedom. However, at the moment this process seems to have stalled and some have withdrawn their cases from the District Administrative Office. Nearly 1,200 households have organised themselves into groups. In these haliya communities, leadership and negotiation skills have started developing. The haliyas are increasingly feeling ownership on their issue, are becoming interested in group mobilization and taking action on their own behalf. Their self-esteem, self-confidence and self-reliance have started improving as they have learned about freed haliyas after successful cases have been advertised. Some benefit from better wages. Overall, the haliyas have an increased control of their lives and some have managed to improve their livelihoods. There is a decrease in requesting haliyas to perform the traditional practices (*sino pratha*, *doli* and *khali pratha*). Some haliyas have been able to engage into beneficial employment (near municipal area), but in rural areas the ex-haliya are not well off, because of lack of employment opportunities. The savings and credit activities are reducing dependency on money lenders.

At DHMS and RHMSF level experiences and skills have been gained in how to launch and conduct campaigns and rallies for running a liberation movement. Haliyas have started receiving social support and encouragement. Some landlords now take a positive and encouraging approach towards haliya freedom. Possibly as a result of the campaigns and cases filed, some landlords have freed the haliyas on their own accord (although apparently no formal paperwork has been done).

The haliya issue has been established as a national issue (Supreme Court Decision, reference in the Interim Constitution and in the comprehensive peace agreement). Different forums and meetings organised by district based stakeholders commonly incorporate a haliya representative as well. The government local bodies are increasingly concerned about the issue.

3.3 Role of External Factors

There are some external factors and interventions that have contributed to or worked against the changes. The decade-long Maoist insurgency created serious disturbance to all development projects in the country. The impact of conflict on NDP activities has been well analysed in the NDP annual progress reports and in the Mid-Term Evaluation Report of 2006. Thus only some additional issues will be discussed here.

Both communities, freed kamaiyas and haliyas, felt the brunt of the violence equally. But the conflict may have impacted the haliya and kamaiya issues in a slightly different manner. Termination of the NDP activities in Accham provided some resources, which LWF/N could later re-programme for the benefit of haliyas. It is possible that this has allowed for an expanded geographic coverage of activities and a larger number of haliya beneficiaries.

The government's inability to provide the basic rehabilitation package to all the freed kamaiyas is probably partly also an outcome of the conflict and the ongoing political turmoil that started in 2003. With more pressing national security and governance concerns, the time has not been conducive for haliya liberation either. These factors are beyond the control of LWF/N and its partners.

In terms of development partnerships, many development organizations are working for the rights of the poor and oppressed groups and communities in Nepal. However, very few organizations are working on the haliya issues. Most notable ones are the PRP/Care Nepal in Doti, and APPSP/DFID in Baitadi. In Doti, LWF/N and Care Nepal work together to support the haliya groups. The present partnership arrangement is valid until the end of 2008. Otherwise it has been LWF Nepal alone, together with its partners, supporting haliyas to raise their voice and helped them to get organized for

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their liberation and dignified rehabilitation. ILO works on the liberation and rehabilitation of all bonded labour in Nepal at the policy / national level, but they have no field programme to benefit haliyas.

At least in Dadeldhura and Doti, haliyas can, however, have access to services and support from different programmes and schemes. This is because of two reasons. First of all, they are Dalits and these days many development actors in Nepal are interested in developing programmes for the benefit of most disadvantaged communities. Secondly, after decades of neglect, the poor and remote Far West now attracts many players working in the field of development. This was demonstrated in the three haliya communities that the team visited. In each of them, there were half a dozen of other programmes that worked with the same households. The programmes ranged from safe motherhood, livestock management, basic education and adult literacy to poverty alleviation and income generation.

For freed kamaiyas the situation has changed over the past seven years. Initially after their liberation in 2000, many I/NGOs and some donors (IFAD, ILO, GTZ, DFID, WFP) supported their rehabilitation. Now the interest has waned and plenty seems to rest on the shoulders of the local NGOs. NGOs KPUS, *Sukumbasi Uthan Samaj* (Squatter Upliftment Society), BASE and CCS have remained engaged with the kamaiya rehabilitation since the beginning. Earlier NGOs such as INSEC, HURAS (supported by Action Aid), Green Show Nepal, NNDSWO, BWB and RRN were involved too (several of these are national NGOs). The NGOs presently active are largely local, such as *Nepal Kamasu Samaj* (Society of Nepalese “who work more”), *Digo Bikash* (Sustainable Development), *Tharu Mahila Uthan Manch* (Tharu Women Upliftment Forum), Step Nepal, FYLE Nepal, *Radha Krishna Samaj* (Radha Krishna Society) and *Grameen Mahila Samaj* (Rural Women Society). ILO is possibly the only major donor agency that continues with rehabilitation of kamaiyas. ILO is formulating the 2nd Phase of the Sustainable Elimination of Bonded Labour in Nepal - programme. ILO also works with the government to develop a strategy and an action plan for liberating all bonded labourers in Nepal by 2012.

It is the government’s duty to provide the rehabilitation package to the freed kamaiyas. However, the responsibility of implementing the resettlement programme seems to rest with district level authorities (LRO, LDO, etc.) and the district Kamaiya Rehabilitation Committee. This is a disproportionate challenge as two thirds of the liberated kamaiyas live in Bardia and Kailali. A major bottleneck has been the identification of suitable land, which needs to be done in collaboration with the Ministry of Forests and Soil Conservation.

LWF/N is working with other INGOs, such as Helvetas and World Vision, to support CBO capacity building in general. LWF/N has been supporting a radio programme advocating for minorities rights since 2005. ActionAid has become a collaborator in 2007.

3.4 Significance of Changes

The impact of NDP has been very significant to the freed kamaiya beneficiaries. The team visited several groups where the objective of empowerment is well within reach. There were groups whose maturity and abilities were close to the level of “empowered” as defined by LWF/N (see Box 4). For instance the groups in Amphata (established a cooperative), Langadhi (received a sufficient piece of land from the landlord) and Baklahava (established a community forestry together with a neighbouring Tharu community) are examples of communities that have a good ability and capacity to make decisions, as an organized group (Figure 3).

But there was also a group where the community togetherness had started unravelling (Dwoidbari). There was no group cohesion or joint purpose evident. Of course it could be a signal that at least for that settlement the ‘kamaiyaness’ was no longer the defining identity. But it could also be a sign that

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the empowerment within that community has become stalled and that development gains are not sustainable. If that is the case then a further support boost is needed to get the community back on track.

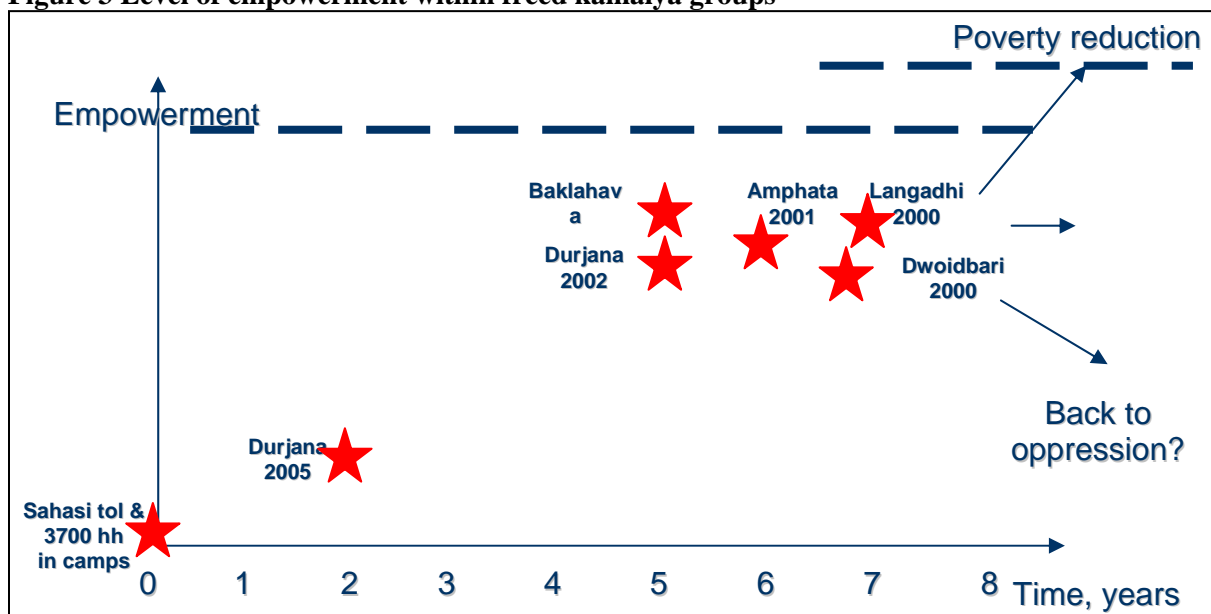
Box 4 LWF/N Empowerment concept and objectives

“Empowerment means increased opportunities to control one's own life. This includes awareness and knowledge of their situation, the ability to organise, to have one's voice heard, to make decisions, and to take meaningful action oneself, as an organised group. This includes improved ability to influence and negotiate local policies and practices (challenging customs, tradition, prejudice and discrimination, and unequal distribution of power), to place issues on the political agenda and to negotiate rights and access to legitimate services and resources. Eventually this empowerment leads to improved and sustainable living standards, greater confidence and reduced vulnerability. LWF Nepal facilitates disadvantaged households and communities to engage in a process of empowerment enabling to improve their socio-political status and improve access to basic services through their greater participation at all levels, leading to sustainable development. Empowerment cannot be ‘provided’ it can be achieved only when the disempowered are awakened and facilitated to enter into the process, which they must lead and control.”

Source: LWF/N NDP Planning and Monitoring Document, Sept 16 2002

While the living standards of freed kamaiyas have generally improved, it is not known which households have reached a sustainable level and which have not. Even the relatively better off households remain among the poorest of the poor in Nepal. Freed kamaiya families have needed to sell the land to be able to provide medical care for a family member or families who could not afford to keep their children at school. Instead they contract their children out on a yearly basis, some probably to their former landlords¹⁰. They continue to send their daughters either to urban centres (such as Kathmandu, Pokhara, Biratnagar) to serve as domestic workers or to Kailali-based hotels and facilities to work as cleaners at a nominal pay. The practice was referred to us as ‘*kamlahari*’. In fact they are not *kamlahari* because their parents are no longer kamaiyas (see Box 2). Certainly these girls are subject to worst forms of child labour. This practice is also condemned by an international human rights convention (ILO Convention C 182). These circumstances indicate that not all beneficiaries have become sufficiently empowered. They continue to live in abject poverty and are a long way from achieving ‘improved and sustainable living standards’.

Figure 3 Level of empowerment within freed kamaiya groups



¹⁰ This is a phenomenon that was researched by Sharma et al in 2001a in an ILO report “Nepal Bonded Labour Among Child Workers of the Kamaiya System: A Rapid Assessment”. See also Sharma et al 2001b “Situation of Domestic Child Labourers in Kathmandu – A Rapid Assessment”.

For haliyas, the most significant achievement is that LWF/N has helped to re-identify a forgotten human rights issue and finally bring it into the local and national limelight. The empowerment process has started at the group and household level. However, visited groups were not fully satisfied with the process. They were expecting more inputs, particularly to combat poverty and expand their livelihood opportunities.

3.5 Measures to Ensure Sustainability

LWF/N working approach and the current COPP, with a project each for human rights advocacy and sustainable livelihoods, includes a number of measures that help to ensure and strengthen sustainability of achieved results and impact.

The empowerment approach – as it has been applied for the benefit of freed kamaiyas - is an excellent approach. In order to work in practice, the implementing partners must have a high level of competence and understanding of the process, of social mobilization and of community needs and their assessment.

Direct implementation by federations and CBOs is an asset to the programme. In the long run, it will strengthen community empowerment, ownership and sustainability. Working with the current implementing partners probably requires more patience than using outside NGOs. The capacities of the CB NGO partners must first be built up to the required level. Thus progress with the groups and communities may be a bit slow at first.

The additional human resources and skills that have been recruited to LWF/N team are a good measure. The district advisers and the whole WRCU team in Nepalgunj will be able to support the partner NGOs in many of their capacity development needs.

The introduction of rights based approach to development is a challenge, but it is a necessary step. In theory, both the approaches, empowerment and RBA, support one another. Both are striving to develop individual and group capacities to claim their rights. RBA brings at least one advantage to the LWF/N's excellent programme: it should guide beneficiary selection so that the most oppressed, most poor and most deprived would become beneficiaries of future activities.

3.6 Unexpected Outcomes

In the course of the assessment we did not identify any major issues that would have emerged as a result of the project's operation and could be reported as an unexpected outcome. Many unexpected developments took place during 2003-2007 but they have been discussed in Chapters 1.4 and 3.3 mainly.

4 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

The **impact** of NDP is predominantly positive at all levels of freed kamaiya beneficiaries (individual, household, group, KPUS, national). In the freed communities, significant positive impact has taken place, notably in the overall empowerment both at the group and individual level. At the individual and household level the impact is felt as improved access to basic education, adult literacy, improved nutrition and sufficient food, improved household economy, reduced poverty and increased self-reliance and awareness of their rights.

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NDP has contributed to many positive changes in the lives of a significant number of freed kamaiyas in Kailali. KPUS benefits freed kamaiyas in the other four Terai districts through regional and national advocacy and activism to speed up the kamaiya rehabilitation programme.

The activities to support haliya beneficiaries started merely a few years ago in the midst of a violent conflict. LWF/N and its partners in haliya advocacy work have managed to reinvigorate a forgotten human rights and bonded labour issue. District activist organisations (DHMS) have been established and federated to form the RHMSF. RHMSF is capable to campaign and advocate for haliya freedom and rehabilitation in Nepal. The interactions with the haliya communities indicate increased awareness of their rights and improved self-esteem. Willingness to work collectively towards their empowerment and freedom was also evident.

The NDP approach has supported the development of Community-based NGOs. The emergence of KPUS as LWF/N's main implementing partner indicates that their operational capacity and skills have increased. The direct implementation approach by federations and CBOs (KPUS and main committees, RHMSF and DHMS) further strengthens the community empowerment.

The findings suggest that multiple layers of effort and inputs from many development partners are required to successfully meet the development challenges of bonded labourers: the empowerment to achieve freedom is merely the first layer. This has been achieved for the kamaiyas, but for the haliyas the struggle continues. The second layer could be coined as empowerment for successful rehabilitation. This has been almost achieved for kamaiyas. The third layer, strengthening the livelihoods and income generating work to achieve poverty reduction, is equally important – and not yet achieved for either of the groups.

Relevance as a concept assesses whether the project objectives are still in keeping with the priority needs and concerns at the time of assessment. The objectives for kamaiya rehabilitation and haliya empowerment programme were consistent with the development policy of Nepal as demonstrated in the 10th Plan (2002-2007). They have contributed to the poverty reduction and to the promotion of human rights. The objectives remain relevant also in terms of the Three Year Interim Plan (2007-2010). Importantly, NDP's objectives and activities have been consistent with the basic needs of the beneficiary groups as well.

The kamaiya rehabilitation and haliya empowerment programmes have contributed significantly to the achievement of LWF/N's strategic priorities and goals on empowerment for sustainable development and advocacy and networking (human rights for the marginalized and displaced groups).

The main goal of Finnish development cooperation during 2004-2007 was the eradication of extreme poverty in the world (MFA 2004). The NGO Development Guidelines (MFA 2006) set the achievement of the Millennium Development Goals, strengthening civil society in developing countries and [increasing] the opportunities for local people to have an impact as aims for NGO cooperation. The 2007 Decision-in-Principle on Development Policy Programme (MFA 2007) recognizes that “progress towards democracy, rule of law, consolidation of human rights and a functioning civil society is a precondition for economically, socially and ecologically sustainable development”. The activities and objectives have been supportive to all these objectives and policy principles. These have also supported the policy objectives of FinnChurchAid, particularly promoting justice, peace and human rights and poverty reduction.

Sustainability assessment seeks to ascertain whether the project benefits are likely to continue after the external aid has come to an end. Since LWF/N continues to support the existing groups through the current three year programme phase (started in January 2008), the *likelihood* that sustainability would emerge by the end of 2010 was assessed.

The more mature freed kamaiya groups will probably be able to continue community upliftment activities independently after the current phase. Some of the more experienced haliya groups and households, possibly the ones within relatively easy access to markets and additional resources, support from other NGOs, Dalit programmes, etc., may be able to become self-sustaining. It is possible that many would become sufficiently empowered to claim their freedom within the next couple of years. It is impossible to assess what will happen with the vast majority of haliyas who are not programme beneficiaries (approximately 10% of the community benefits so far). The haliyas have a much higher hill to climb than the kamaiyas did – even after liberation they remain Dalits, at the bottom rung of the Nepali society. Culture and traditions change slowly. In the more remote communities (within districts) and districts within the region, less economic opportunities exist. This is a handicap for the empowerment and achievement of sustainable and improved living standards for the haliyas.

In light of the government of Nepal's inclusion agenda, political support to both completing kamaiya rehabilitation and liberating and rehabilitating haliyas should be there. How the commitment translates into government programmes (and support from development partners) and benefits to these remote and disadvantaged communities remains to be seen. It has been very difficult for the government to identify suitable plots of land for freed kamaiyas in the flat Terai where accessibility is not an issue. In the hill districts, for instance identification and allocating suitable pieces of fertile agricultural land will be more difficult – if the government provision is intended to go beyond merely providing a small piece of land for constructing a house (a homestead).

Some additional measures and activities which would be useful to further improve the life quality of the beneficiary groups and to enhance impact will be discussed in the next chapter.

4.2 Recommendations

We found the policies, practices and approaches of LWF/N very strong and generating positive impact. There is nothing wrong with the programme, on the contrary. The following recommendations and suggestions are made to further strengthen the package and to help LWF/N and its partners to better support the communities to meet their current and emerging needs. These recommendations are made keeping in mind that the haliya and freed kamaiya households and groups are members of RHMSF and KPUS respectively, i.e. they are not merely programme beneficiaries supported by an external NGO. The major recommendations regarding the programme content (freed kamaiyas, haliyas), the implementing partners, LWF Nepal and FinnChurchAid are presented below. Annex 7 shares 'food for thought' –type of ideas and recommendations which may inform LWF/N in shaping the implementation of SLIP and PRHRP in the Far West during 2008-2010.

Freed kamaiya rehabilitation programme:

1. The **needs of groups are different**. The groups established more recently (0-4/5 years ago) require support on the basics of empowerment process (group formation and management, accounting, savings collection) whereas the more mature ones need assistance, at least advice, in developing income generation activities. Conduct annual capacity / maturity assessments of the groups to learn what are the new and emerging needs, but also to define when a group is ready to "graduate" from the LWF/N support. The groups will remain KPUS members, but there should be a clear cut off point when the village animator from KPUS visits the group one last time on behalf of LWF/N programme.
2. Most, if not all, groups require **intensified support in livelihood development**. They need help in developing a vision to look beyond traditional and existing on-farm income sources. However, it is not the programme responsibility to meet all these needs. Instead interested households and groups should be facilitated to link up with other existing service and support providers (such as government agencies, local NGOs, PAF, etc.).

3. **Wrap up the lobbying on kamaiya liberation issue.** Lobbying and advocacy remains necessary to speed up and complete the rehabilitation process. Also focus on vision building and lobbying for diversified livelihood benefits.

Haliya empowerment and liberation programme:

4. Respect the request of the haliya groups by applying **the complete empowerment package**. Also integrate a diversified livelihood component for the benefit of haliyas. Freedom is a basic human right but so are the rights to housing, nutrition, education, health and employment. Improved income generating skills and wholesome empowerment supports rights based approach. All skills and knowledge that the haliyas can possibly gain through the process make them stronger negotiators and eventually allow them to take control of their own lives. Establishment of links with other available service and support providers should be actively facilitated and cultivated.
5. Accept the **different ways of liberating haliyas**, i.e. negotiation, repayment and filing cases. Freedom through filing a case may provide some future benefits from the state (if the 2002 Act is applied as such), but can create immediate conflicts within the community. If worst comes to worst, a freed haliya family will lose both their meagre livelihood and home if they have lived on a house owned by the landlord. There are merits in freedom by negotiation (maintains social stability, continued employment) and by loan repayment as well. An empowered haliya would be better positioned to select between different options and have improved skills to negotiate with the landlord.

Implementing partners - KPUS and RHMSF:

6. The partners are competent in activism, rallying and campaigning (advocacy). Work with them to recognize that **advocacy and development** are two different domains that **require different skills, knowledge and approaches**. For their own long term organizational sustainability, KPUS and RHMSF would benefit from establishing something new like 'development wings'. Rural development requires a different set of skills which suggests a demand for additional staff.
7. There are **immediate capacity building needs with both KPUS and RHMSF** on e.g. RBA, gender issues, social mobilization, keeping group accounts, monitoring savings and credit activities and identifying and supporting relevant income generation activities. See which are the most urgent ones and try to address them already within 2008.
8. **Women's needs and issues** will be fully understood by women only. To address gender issues properly, implement a 'positive discrimination' policy to ensure that more women (competent if possible) will be hired by partners.

LWF/N and programme approaches:

9. Please keep and build on the **direct implementation** by federations and CBOs. It will strengthen community empowerment, ownership and sustainability, but it requires some patience and conscious efforts to build up the partner capacity. Also continue with the **empowerment approach** – it works.
10. Conduct **partner capacity** assessments regularly (possibly yearly). It will help you to address the capacity building needs in a systematic manner and to identify the most pressing capacity building needs jointly and in a spirit of good cooperation.
11. Consider **how to best monitor the partners** to ensure that they implement the programme as intended and keep with the LWF/N approaches. For instance it is important to make sure that the staff interacts with groups regularly, that savings and credit activities and seed money is dispersed accordingly, and that training on rights based approach does not merely focus on rights but gives due prominence to duties as well.
12. To retain a powerful punch in advocacy & lobbying, take care that the **facts and figures** are correct to **ensure credibility** – and that you apply **proper concepts**. Support RHMSF to develop the new haliya survey in close collaboration with CDO, LRO and other relevant government to

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ensure that the findings will be accepted by decision makers. Since the new ‘kamlaharis’ are in fact daughters of already liberated kamaiyas, consider advocacy on their behalf under the banner of “victims of worst forms of child labour”.

13. Some improvements are needed in **project planning and management**, particularly in **monitoring and reporting**. At the beginning of a new project / programme or a new phase, a baseline is needed. Without a baseline, results and impact cannot be assessed reliably. The household survey format can be applied as a tool. The practice of amalgamating the beneficiaries into one group - ‘displaced, marginalized, oppressed and vulnerable’ - does not reflect the realities of each different group in different locality. LWF/N plans and reports should be amended to discuss progress and provide data on the specific target groups (freed kamaiyas, haliyas, dalits, etc.). Keep records of beneficiaries and focus groups (both planned and achieved) also by district. The logframes of SLIP, PRHRP and ERDRMP include good indicators – as did the logframe of NDP Phase 2 – so make sure you also monitor these indicators.

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14. The activities are relevant to beneficiaries and meet the strategic objectives of LWF/N, FCA and governments of Nepal and Finland. The LWF/N empowerment approach together with rights based approach generates impact and produces sustainability, and needs of large numbers of freed kamaiyas and not yet free haliyas remain unmet. Therefore we recommend that FCA would **consider extending further financial support to the freed kamaiyas and haliyas** with particular emphasis on livelihood development and poverty reduction.

Annex 1 Terms of Reference for Impact Assessment of Nepal Development Programme

Ms Kristiina Mikkola ¹¹

Background: FinnChurchAid

FinnChurchAid (FCA) was originally founded as National Committee of the Lutheran World Federation in Finland in the autumn of 1947. The name FinnChurchAid was in use thereafter and was officially adopted as the name of the organisation in 1974. As an independent foundation FinnChurchAid was registered in 1994, operating in close contact with the Church Council of the Evangelical Lutheran Church of Finland on issues relating to development and international aid. The foundation was officially registered by the Ministry of Justice on the 29th of November 1994.

The work of FCA is aimed at developing the equal partnership between the South and the North and to promote justice among the rich and the poor of the world. In all its activities FCA emphasises the beneficiaries' own responsibility. Improvement in women's situation and environmentally sustainable solutions are strongly emphasised. FCA itself and its strategy are in constant development. We follow the development of the world and of our working areas in terms of human development and poverty and, when necessary, make amendments into our strategy.

1. Impact Assessment

Purpose of the Assignment

Reducing poverty is stated as the main goal in the FCA strategy for 2005-2008. Assessing the impact of the Integrated Rural Development Programmes as well as studying the appropriateness and relevance of the approaches used in the programmes is essential for improving our work.

FCA channels also support to programmes promoting justice, peace and human rights through the LWF and for training in democracy and human rights, for facilitating on-going peace processes and for protecting the victims of human rights violations. Secondly, FinnChurchAid has entered into a new partnership agreement (formerly framework agreement) with the Ministry for Foreign Affairs of Finland. This agreement poses new requirements on FCA regarding e.g. quality control for development cooperation carried out under the agreement. This includes assessing the impact of FCA's development programme, as well as monitoring progress towards achieving the aims outlined in Finland's ODA policy (MDGs, poverty reduction, diminishing gender-based inequality, environment, good governance, civil society participation and human rights).

The purpose of the assessment is to study what kind of impact the Nepal Development Program (NDP) has on the life quality of the marginalized groups in the western part of Nepal. The programme is implemented by the Country Programme of Lutheran World Federation in Nepal (LWF Nepal). In the assessment the assessment team will focus on work and impact in the program period of 2003 – 2007. FCA's total support to the programme during this period has been EUR 1 516 400.

The primary focus group for the assessment is the Kamaiya and Haliya groups (later used term beneficiary group) in the project locations areas. The geographical focus area is the Far-West and Mid-West regions of the country. LWF Nepal together with the FCA impact assessor will define suitable project sites for the study.

¹¹ This is the Team Leader's Terms of Reference. National Consultant's TOR was otherwise similar but responsibilities were defined in relation to the Team Leader and different working time inputs were called for.

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The Impact Assessment report will also provide insights and recommendations for LWF Nepal on the future programme planning and how to improve the operational work with the marginalized groups.

The objectives of the assignment

The main objectives of the assignment are to:

1. Assess whether and what kind of impact the implemented activities of the program have had in terms of achieving the stated objectives of NDP concerning the beneficiary group.
2. Assess whether the achieved objectives have contributed to achieving the strategic goals as stated in the project plan of NDP.
3. Assess the relevance and adequacy of the chosen project approach in reducing poverty of the beneficiary group and in increasing the awareness of the human rights for these oppressed groups.

If possible in the assessment should be included also a small-scale analysis of the effects of the decade-long civil war (Maoist insurgency) on the project and the role the Country Programme played during that period.

The key questions for the assignment

The study should provide answers to and focus on the following questions.

1. What, if anything, has changed as a result of the work of NDP (short and long term change, positive and negative change)?
2. What external factors and/or interventions have contributed to or worked against the changes?
3. How significant have the changes been for the above mentioned focus groups and individuals?
4. What indicators and measures are included in NDP in order to verify that the changes are sustainable?
5. What unexpected outcomes have emerged as a result of the project's operation? Have these outcomes impacted the lives of the beneficiary group, for example positively or negatively?
6. What are the additional measures and activities which should be taken to improve the life quality of the beneficiary groups?

Methodology

Methodology used for this research should be participatory, giving special attention to include also the vulnerable groups such as women and children. A combination of qualitative and quantitative methods should be used, and the choice of methods and tools should take into consideration and reflect the capacities of each stakeholder group involved.

The methodology should at least include but not be limited to interviews and discussions with beneficiaries, country programme staff and other relevant stakeholders. Useful tools might include e.g. intersect walk, most significant change method, and participatory observation.

The methodology of the assessment includes the following practical measures:

1. desk survey in Helsinki:
 - a. familiarisation with FCA's and LWF's programmatic and country strategy in Nepal
 - b. relevant literature related to the socio-economic and political situation in Nepal, specially concerning the marginalized and minority groups,
 - c. other civil society actors (national and international) who work with the marginalized groups in Nepal
 - d. country strategies of sister organisations
 - e. before the field visit in Nepal to prepare a more detailed work plan together with LWF Nepal

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2. In Nepal, finalise the work plan and conduct field work in selected communities and in interaction with LWF staff and relevant stakeholders. After the community visits, compile and present emerging findings, conclusions and recommendations of the Assessment with LWF Nepal,
3. In Finland, within two weeks' from returning Nepal, draft Impact Assessment report in the cooperation with LWF Nepal and distribute for comments
4. after comments have been received, finalize the Impact Assessment report in Finland

Reporting

The researcher writes a **final report** (approximately 25 – 30 pages in Microsoft Word format). The report should concentrate on the key questions determined in this ToR. FCA encourages the researchers to include critical comments and suggestions for operational improvement for FCA and LWF Nepal in the report. The report should concentrate not on one-off recommendations for technical improvements, but reflect the ongoing development processes that the partner and project are part of.

The report should include the following components:

1. summary of the major findings and recommendations
2. description of the methodology used
3. short description of the research context and process
4. detailed findings based on the study and analysis of the findings
5. brief analysis of the challenges and restrictions of the research
6. conclusions and recommendations for LWF Nepal and FCA. (more detailed information will be added later)

FCA requires the impact assessor immediately to communicate to FCA any relevant changes or delays to the assignment.

Use of the results

The results of this assignment will be used for

1. providing insights for FCA and LWF Nepal on how to improve organizational structures and processes to support achieving the programme goals among the marginalized groups more effectively,
2. providing recommendations for LWF and its local partners on how to improve its operational effectiveness among the beneficiary group,
3. producing a new possible programme proposal for the beneficiary group

2. Other terms

Duration and timing for the impact assessment and preparation of the project proposal

The assignment will start on 18th of February 2008. The basic idea of the assignment is to spend approximately one month in the field doing the actual research and planning. Before the field journey there will be two weeks for the preparations and desk-study and three weeks after the field visit in Nepal for writing and completion of the report. The time table for the research is as follows:

- February 2008: preparations and desk-study
- In the beginning of March 2008: to Nepal
- In the end of March: to Finland
- April 2008: writing and completion of the documents in Finland according to the working timetable (Impact Assessment report)

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Copyright

Copyright for the documents will remain with FCA, and includes the right to distribute the material or parts of it to FCA partners in Finland and abroad. The Impact Assessor has the right to use the data collected from the field in her future work.

Budget

FCA will be responsible for all major expenses directly related to the assignment. The monthly salary is agreed in the consultant contract which is made between FCA and Kristiina Mikkola. Other major expenses are:

- local counterpart/interpreter in Nepal March 3 - 28 (salary, accommodation during the field visit, local travel expenses etc.)
- travel to and from Nepal as per Raptim invoicing
- local travel expenses related to and during the assignment
- reasonable and modest accommodation costs during the assignment in Nepal. Accommodation during field visits will be in the villages determined by FCA partners
- daily allowance 33 EUR and personal expenses during the assignment
- other reasonable reimbursable costs related to the assignment such as vaccinations, visas, insurances, in country travel etc. as per receipts.

Any unforeseen expenses must be cleared with FCA beforehand.

Other considerations

The background, basic setting and relevant issues for the FCA programme can be found in the FCA files. If needed, LWF Nepal will give additional material to be used in the assessment.

The country programme provides the FCA impact assessor assistance and advice at the central office and at the project location and the researcher will work under the country programme's guidance and supervision. The country programmes appoint a contact person for the FCA impact assessor. The country programme helps her with finding suitable transportation, housing and interpretation. The country programmes provide the impact assessor with all necessary background materials concerning the project and the project site, including the project plan and available base line data. The country programme is responsible for decision making concerning all practical issues of the assignment while the impact assessor is in country.

In addition to the above mentioned report the FCA impact assessor will also write a short feed-back report (max. 2 -3 pages) on the assignment with FCA. The results and recommendations of this report can be used in the planning and implementation of new assignments in the future.

In Helsinki 24.2.2008

Kristiina Mikkola

In Helsinki 20.2..2008

Tuula Tapanainen

On behalf of FinnChurchAid

In Kathmandu 5 March 2008

Mr Marceline P. Rozario

On behalf of Lutheran World Federation- Nepal

Appendices:

Detailed work plan for the impact assessor will be made later

Annex 2 Field Visit Programme

Team: Kristiina Mikkola (KM) and Homa Thakali with Yadu Lal Shrestha, LWF/N

Dates	Activity	Location
3 – 4 March 2008	KM Travel to Nepal, departure from Kangasala on 3 March at 11:45, arrival on 4 March at 15:20 pm local time, flight QR 350 from Doha	Kangasala-Helsinki-Munich-Doha-Kathmandu
5 March 2008	Preparations for a field visit; Familiarising with the LWF Nepal and NDP	Kathmandu
6 March	Developing detailed methodologies and interview check-lists / questionnaires; Shivaratri, official holiday for LWF/N	Kathmandu
7 March	Finalizing the field visit programme in collaboration with LWF/N	Kathmandu
9 March 2008	Flight to Nepalgunj at 11 am; meeting with LFW/N WRCU, continue to Dhangadhi by road	Kathmandu – Nepalgunj-Dhangadhi
10 March 2008	Four meetings with freed kamaiya groups in two locations (Durjana, Dwoidbari)	Dhangadhi / Kailali
11 March 2008	Two meetings with freed kamaiya groups (Baklahava, Amphata)	Dhangadhi / Kailali
12 March 2008	Two meetings, one with a Dalit CBO (Ekta Samaj), one with the freed kamaiya group in Chaumala	Dhangadhi / Kailali
13 March 2008	Meetings with the Land Reform Officer, Chief District Officer, former partner CSSD and current partner KPUS	Dhangadhi
14 March 2008	Travel to Dadeldhura, meeting with representatives of District Mukta Haliya Samaj-leaders and staff from seven districts (project partners at district level)	Dhangadhi-Dadeldhura
15 March 2008	Meeting with one freed haliya group (Gajurlekh) and with Rastriya Haliya Mukta Samaj Federation, RHMSF, project implementing partners	Dadeldhura
16 March 2008	Meeting with one freed haliya group (Hatarka), meeting with Chief District Officer	Dadeldhura
17 March 2008	Meeting with one free haliya group (Pachanali), meeting with staff of DHMS Doti	Dadeldhura-Doti-Dadeldhura
18 March 2008	Dadeldhura-Dhangadhi-Kathmandu, arrival at lodging 7 pm	Dadeldhura-Dhangadhi-Kathmandu
19 March 2008	Rest	Kathmandu
20 March 2008	Meetings with other civil society actors (national and international) who work with the marginalized groups, particularly with haliyas and freed kamaiyas in Nepal	Kathmandu
21 March 2008	Holi, official holiday for LWF/n	Kathmandu
24 March 2008	Data analysis	Kathmandu
25 March 2008	Data analysis and preparing a presentation	Kathmandu
26 March 2008	Presentation of emerging findings and conclusions to LWF	Kathmandu
27 March 2008	Rest	Kathmandu
28-29 March 2008	KM Return travel to Finland, departure on 28 March at 7:20 pm (Nepali time) with QR 353 to Doha, arrival in Kangasala (home) on 29.3.2008 at 18:00.	Kathmandu-Doha-Frankfurt-Helsinki-Kangasala

Annex 3 Interview checklists

A. KAMAIYA / HALIYA GROUP COMMUNITY LEVEL

Instruments: focus group discussions (men and women separately if possible), key informant interviews, participatory community observation, transect walk. The same check list format will be applied for both kamaiya and haliya groups.

KAMAIYA / HALIYA GROUPS

Project/ site name:

Date:

Name of group:

Number members of group:

Date/ year of formation:

BASELINE

(Either the situation when the group was formed if after 2003 – or if group already working, the situation in 2003)

- What was the situation before the group was formed? At the community level? At the household level?
- Where were you living in?
- What were the income sources, for the husband, for the wife?
- Did your children go to school? Did they work?

GROUP FORMATION AND PROCESSES

- How was the group formed? How did you get to know about the NDP programme?
- How were the kamaiya / haliya involved in the planning process? How many meetings/ who came with information/ for how long the discussions went on/ were there any hurdles they had to overcome in the group meetings and how did they do it (participation process)?
- Attendance of group members in group meetings/ decision making procedures/ frequency of meetings/ what kinds of issues are discussed? Do the groups keep minutes?
- How are the funds managed? Do they know how they are spent? What is the system for accounting for the funds / financial accountability / monitoring?
- How does the group function nowadays?

WHAT HAS BEEN DONE? (ACTIVITIES COMPLETED)

- What are the major activities completed so far?
 - What training activities were implemented for the group? Topics? Who conducted the training?
 - What training activities were implemented for the individuals (women, men)? Who conducted the training? Topics?
 - What other activities have taken place?
 - Awareness creation?
 - Education / literacy (adults, children)?
 - Income generation? List of specific income generating activities, identified for the group? Who identified the activities?
 - Savings and credit?
- Where these the necessary things to do? If not, what other activities should have been implemented?

WHAT HAS BEEN ACHIEVED (IMPACT)

- Training impact (group and individual level, increased skills, awareness): what did you understand from the trainings? What skills did you learn? What have you used? If not used, why not?

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- What is your relationship with your ex- or current landlord these days? Are the local authorities supportive to your issues?
- What are the achievements of the group / contribution towards providing solutions to major problems in relation to organizing groups?
- What are the achievements of the group / contribution towards providing solutions in relation to income generating, socio-economic and other benefits?
- What are the social and economic benefits for the group?
- What are the economic benefits for the household and family members? How effective has the NDP Programme been in reducing poverty in the village and how?
- What are the social benefits for the family and individual household members?
- Who is supposed to carry out the various functions under the project? Assess the awareness level regarding programme among group members.
- Whom do you approach in case of any problems? What is the grievance system? How has NDP programme responded to problems raised by the groups and communities (average response time)?
- Local resource mobilization: Has the group got any other sources of income (either as wages or from scheme/programme/funding from any other source (list)
- What are the activities the group can do independently now?
- What are the activities the groups and its members still feels it needs external support from the project and other people.

WHO ELSE HAS SUPPORTED THE COMMUNITY?

- Are you involved in any other group than besides this kamaiya/haliya group?
- Are there any other programmes supporting kamaiyas / haliyas in the camp/ VDC? If yes, what activities have they supported? Are they still continuing?

WHAT OTHER MEASURES WILL BE NEEDED?

- What is the group's future plan for sustainability?
- What employment and business opportunities exist in their location (or beyond their location if relevant) at the moment?
- Have you obtained Nepali citizenship?

OVERALL PROGRAMME MANAGEMENT

- What was NDP programme supposed to deliver (assess the level of information and knowledge about the project)?
- Are there any problems being faced now with respect to programme? Anything that should have been foreseen by the project? Any future problems that they foresee?
- Any suggestions for improving programme implementation in the field?

B. REGIONAL /DISTRICT LEVEL, QUESTIONS FOR PARTNER CBOS AND THEIR STAFF

Instruments: key informant and group interviews

Currently the partner CBOs are both service providers to the groups and programme beneficiaries as well

OVERALL ASSESSMENT

- What are the main activities you have supported the groups and group members with?
- To what extent, the activities and the programme are meeting the needs of the people?
- How do the kamaiya / haliya groups function now in the district? Any bottlenecks?
- Are there differences between groups? If so, why? What kind off?
- Have you ranked the groups according to their maturity and performance? Have you developed different support packages to different kinds of groups?

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- Any suggestions on in what way the effectiveness of the groups in implementation can be further improved?
- Are there any other ways of abolishing kamaiya / haliya practices besides the results of the programme in the district? What else should be done? Who should do it?
- Which specific elements of the project are most useful? Which are not so useful and could be dropped in future?
- Are there any specific problem areas that need to be improved for the improvement of this programme? Does the new 3-year programme that started recently address all the needs of the groups?
- How sustainable was the NDP programme? Suggestions on how the sustainability can be further improved?
- Any ideas on what strategy to adopt in old NDP program villages to phase out activities? Is there any phase out strategy (exit strategy) in place? What inputs and support would the groups need even if programme would withdraw?
- Will the district federation be able to continue working on kamaiya/haliya issues without programme support?

IMPACT ON GROUPS AND GROUP MEMBERS

- The extent to which the groups have benefited from the programme, especially in terms of getting out of the kamaiya/haliya system and overcoming poverty?
- Have the activities contributed to the solutions?
- What are the major changes to the conditions of kamaiyas / haliyas that have taken place as the result of the programme activities?
 - Institutional (groups)
 - Political and legal (policies, laws)
 - Economic (groups, household, individual)
- What are the major external changes that have occurred, since the activity was planned and have had a substantial influence on results?
 - institutional,
 - political (policies, laws)?
 - Economic (groups, households, individuals)
- Sustainability of the development project is the question whether the project benefits are likely to continue after the external aid to kamaiya / haliya groups has come to an end? Are the existing measures adequate to ensure activities will be sustained after NDP phases out?
- What are the principal constraints being faced currently?
- What are the main needs for the future / ongoing support (role/strategic areas)?
- Who else works on kamaiya / haliya issues in the district? Main actors (government, civil society, donors and INGOs)?
- What should be the nature, extent and duration of NDP's involvement (in new sites, in old NDP sites)?
- Which activities or sectors have been successful? Which have not achieved the desired standard? What changes are being sought or planned? What should we now be doing more or less of?
- Has the programme helped to draw attention and mobilize support to kamaiya and haliya issues? Have activities significantly changed or improved conditions and positions of the beneficiaries?
- What weaknesses or strengths have surfaced?
- How do achievements compare to planned results and objectives?
- Were the resources effectively used? Could the objectives have been accomplished at a lower cost? Were any particular activities wasteful?
- Would there be better ways to address the needs, and what could have been done differently?

CBO FEDERATION CAPACITY, PROGRAMME MANAGEMENT AND CAPACITY ASSESSMENT OF STAFF

- When was the CBO federation established? How was it established? When was it registered?

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- How was the CBO federation involved with the programme during 2003-2007? What activities they benefited from?
- When did the CBO federation become LWF's partner in implementing project activities and supporting the groups?
- Is the CBO federation institutional setup adequate for the tasks (try to find out if so many institutions are required, is there enough work for all, can it be further streamlined)?
- What are the roles and responsibilities between CBO federation, CBOs and groups? What is working well? Are there areas that need improvement?
- Was there clarity about the objectives and provisions under the programme?
- Are there any specific capacity building needs that they have which LWFN should address?
- Please describe the monitoring system? Who visits? How often? How is it reported?
- How is the response system within programme structure? Is the Programme responsive to feedback from the field?
- How do they respond to problems raised by the groups (average response time)?
- What strategies does the project adopt to address poorest of the poor?
- Qualifications and prior experience with project management (capacity assessment)?
- Workload (approx. how many days in the field in a year, how is the paperwork)?
- Assessment of infrastructure and facilities at the district level? Satisfaction level?
- Assessment of motivation level of staff?
- Is remuneration in line with expectations?
- What kind of employment system do they have? What kind of performance assessment system?

IMPACT AND SUSTAINABILITY (OF CBO FEDERATIONS)

- As beneficiary of NDP, what are the main changes that have taken place within your organization since 2003?
 - Organizational set up? Registration?
 - Capacity building?
 - Staff (numbers, competence)?
 - Activities (do you implement any other programmes besides NDP / LWF)?
- What kind of processes you apply in determining group needs? What kind of processes you apply in planning and reporting? Please describe?
- Will you be able to implement activities independently without any support from LWF? What kind of activities? If not, why? What more support you would require?

C. CHECK LIST FOR DISTRICT BASED AND NATIONAL STAKEHOLDERS

OVERALL CONTEXT/POLICY ISSUES

- What are main national attitudes and interests regarding Kamaiya and Haliya system currently?
- Are there any critical or potential policy constraints?
- Are there any areas of conflict with local interests, government, and partners?
- Are there related country, regional or district initiatives?
- Are related initiatives successful, can they be drawn upon?
- Are there particular areas and sectors in which partners are interested or uninterested?
- Do partners have the mandate, expertise, material resources including staff and money to assume activities?
- How do national level policy makers perceive NDP? Is there agreement among partners on NDP plan and strategy?
- What are the links and arrangement with others? What type of support and assistance is available from partners, other agencies and government?
- What are the principal external constraints?

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-”- 2007 *Kamaiyat ja haliyat – taustamateriaalia suomeksi*, lokakuu 2007

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-“- 2007 *Quarterly Monitoring Report 1 January to 31 December 2007 Freed Kamaiya Empowerment Project*

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-“- 2007 *Quarterly Monitoring Report July to September 2007 Nepal Development Program*

-“- 2008 *Annual Monitoring Report Nepal Development Programme 1 January 2007 to 31 December 2007*

-“- 2007 *Country Strategy (2008-2013)*

-“- 2007 *Country Operational Programme Plan COPP (2008-2010)*

-“- 2007 *Emergency Response and Disaster Risk Management (ERDRM) PD (2008-2010)*

-“- 2007 *Sustainable Livelihood Improvement Project PD (2008-2010)*

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-“- 2007 *Socio-Economic Improvement Programme for Ex-Kamaiyas and Other Vulnerable Communities (SEIPEV)*, Third Interim Narrative and Financial Report, Contract No: Conflict Mitigation Package 1/ASIE/2005/113-716

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Annex 5 Persons Interviewed

Amphata, Sadepani VDC, Kailali, 11 March 2008

1. Indra Chaudhary, Mukta Kamaiya Youth Club, Secretary
2. Budh Ram Chaudhary, Cooperative, Member
3. Lahanu Chaudhary, Cooperative, Member
4. Bal B. Sonah, Shopkeeper
5. Jugmani Chaudhary, Jana Chetana Samuha, Member
6. Mina Devi Chaudhary, Jana Chetana Samuha, Member

Baklahawa, Kailali, 11 March 2008

7. Ram Bahadur Chaudhary, community member (student)
8. Dhana Devi Chaudhary, Chairperson, Main Committee
9. Parasu Ram Kathariya, Champha Samuha, Ex MC Chair
10. Hudda Kathariya, Champha Samuha, Member
11. Suraj Chaudhary, Champha Samuha, Treasurer
12. Sabitra Kathariya, Hariyali Samuha, Treasurer
13. Jit Bahadur Chaudhary, Mukta Kamaiya Youth Club, Assistant Secretary

Care Nepal, Kathmandu, 20 March 2008

14. Santosh Sharma, Rights Based Advocacy Manager
15. Mahendra Mahatto, Regional Coordinator, Western Area Programme Coordination Office, Doti

CEAPRED, Kailali, 13 March 2008

16. Lokendra Singh Bhatta, former CEAPRED's kamaiya support team member

CSSD, Dhangadhi, Kailali, 13 March 2008

17. Bal Bahadur Siladhar, Chairperson
18. Krim Chaudhary, Manager
19. Indra Thapa, Treasurer/Accountant
20. Ram Mani Chaudhary, Manager
21. Tilak Ram Chaudhary, Office Assistant
22. Dhana Maya Saud, Member

District Office, Amargadhi, Dadeldhura, 16 March 2008

23. Dil Bahadur Ghimire, Chief District Officer

District office, Dhangadhi, Kailali, 13 March 2008

24. Chetra Bahador Bhandari, Chief District Officer

District Haliya Mukti Samaj (DHMS), Baitadi, 14 March 2008

25. Raju Bhul
26. Ramesh Koli, District Activist

District Haliya Mukti Samaj (DHMS), Bajhang, 14 March 2008

27. Mohan Bhul
28. Ganesh Tamrakar

District Haliya Mukti Samaj (DHMS), Bajura, 14 March 2008

29. Tika Bk, District Activist
30. Janaki Tiruwa, Haliya Activist
31. Pratape Auji, Chairperson

District Haliya Mukti Samaj (DHMS), Dadeldhura, 14, 15 & 16 March 2008

32. Bhim Kaini, District Activist
33. Bhim Sarki, Haliya Activist

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District Haliya Mukti Samaj (DHMS), Darchula, 14 March 2008

34. Dan Bahadur Tiruwa, Chairperson
35. Binod Bhatta, District Activist

District Haliya Mukti Samaj (DHMS), Silgadhi, Doti, 14 & 17 March 2008

36. Ganesh BK, Treasurer
37. Dhammar, District Activist
38. Dambar BK, Haliya Activist

District Haliya Mukti Samaj (DHMS), Kanchanpur, 14 March 2008

39. Tara Sripaili, District Activist
40. Jnuka Lohar, Haliya Activist
41. Tula Damai, Chairperson

Durjana, Urma VDC, Kailali, 10 March 2008

42. Nira Devi Chaudhary, Bir Samuha, Member
43. Tulasa Rana, Bir Samuha, Member
44. Ram Kali Rana, Bir Samuha, Treasurer
45. Sunita Devi Chaudhary, Bir Samuha, Member
46. Basmati Devi Chaudhary, Bir Samuha, Member
47. Deepa Chaudhary, Chameli Kha Samuha, Secretary
48. Drupati Chaudhary, Chameli Kha Samuha, Chairperson
49. Sunita Chaudhary, Chameli Kha Samuha, Member
50. Dhaniya Devi Chaudhary, Chameli Kha Samuha, Vice chairperson
51. Khudiyi Devi Chaudhary, Chameli Kha Samuha, Member
52. Fulkumari Chaudhary, Chameli Kha Samuha, Assistant Secretary
53. Tulsi Kumari Chaudhary, Chameli Kha Samuha, Member
54. Krishni Devi Chaudhary, Chameli Kha Samuha, Member
55. Ji Rakhani Chaudhary, Chameli Kha Samuha, Member
56. Raniya Devi Chaudhary, Chameli Kha Samuha, Member
57. Sugani Devi Chaudhary, Chameli Kha Samuha, Member
58. Kalapati Devi Chaudhary, Chameli Kha Samuha, Chairperson
59. Barsha Devi Chaudhary, Chameli Kha Samuha, Member
60. Shova Devi Rana, Chameli Kha Samuha, Treasurer
61. Aaitabari Chaudhary, Prithvi Samuha, Member

Dwaidbari, Chaumala VDC, Kailali, 10 March 2008

62. Pabitra Devi Chaudhary, Gulab Mahila Samuha, Chairperson
63. Ram Kumari Chaudhary, Samjhana Mahila Samuha, Chairperson
64. Ful Kumari Chaudhary, Sirjana Mahila Samuha, Chairperson

Ekta Samaj CBO, Sripur, Kailali, 12 March 2008

65. Radha Oli, Chairperson
66. Rima Chaudhary, Treasurer
67. Mina Chaudhary Social Mobilizer
68. Pushpa Bogati, Staff - Education
69. Laxman Bogati, Manager
70. Khema Badu, Member

FinnChurchAid, Helsinki, Finland, 22 February 2008 & 8 April 2008

71. Eija Alajarva, Programme Coordinator (Asia, Middle East)

Haliya Mukti Samuha, Pachanali, Doti, 17 March 2008

72. Krishna Lohar, Chairperson
73. Laxman BK, Secretary
74. Karna Nepali, Facilitator

Hastamala Sanstha Samuha, Nepalgunj, 9 March 2008

75. Dilli Bishi, Radio Journalist

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Hatarka Haliya Samuha, Hatarka, Dadeldhura, 16 March 2008

76. Hira Devi Sarki, Member
77. Kalapati Devi Sarki, Member
78. Yasoda Devi Sarki, Member
79. Mata Devi Sarki, Member
80. Naru Devi Sarki, Member
81. Mohan Sarki, Member
82. Laxmi Ram Kami, Member
83. Karna Bahadur Sarki, Member
84. Bhim Bahadur Sarki, Member

International Labour Office (ILO), Kathmandu, 20 March 2008

85. Mr Uddhav Raj Poudyal, Chief Technical Adviser, IPEC/SECBL

KPUS, Dhangadhi, Kailali, 13 March 2008

86. Brit Chaudhary, Monitoring Assistant
87. Sakuntala Chaudhary, Local Animator
88. Kaushila Chaudhary, Treasurer
89. Sita Ram Chaudhary, Chairperson
90. Banshi Ram Chaudhary, Manager, KPUS
91. Menaka Chaudhary, Accountant
92. Ram Dev Chaudhary

Land Reform Office, Dhangadhi, Kailali, 13 March 2008

93. Bhim Bahadur Chand, Land Reform Officer

Lutheran World Federation, Nepal, 5-7 March 2008, 26 March 2008

94. Mr Aldo A. Benini, Monitoring Consultant
95. Mr Anoj Chettri, Planning Programme and Monitoring Coordinator
96. Mr Marceline Rozario, Country Director
97. Mr Yadu Lal Shrestha, Human Rights and Advocacy Coordinator (5-7, 9-18 & 26 March 2008)
98. Mr Rajan Timilsina, Coordinator, Western Region Coordination Office
99. Karna Nepali, Human Rights Advocacy Officer
100. Basanta Bhattarai, Disaster Risk Management Officer
101. Surmila Shakya, District Advisor (Banke)
102. Pradeep Bhari, District Advisor (Hills/ Dadeldhura)

Rajipur, Langadi, Chaumala VDC, 12 March 2008

103. Samjhana Devi Chaudhary, New Kalika Mahila Samuha, Chairperson
104. Ramkali Chaudhary, New Kalika Mahila Samuha, Secretary
105. Raj Devi Chaudhary, New Kalika Mahila Samuha, Member
106. Laxmi Chaudhary, New Kalika Mahila Samuha, Member
107. Soniya Devi Chaudhary, New Kalika Mahila Samuha, Member
108. Rami Devi Chaudhary, New Kalika Mahila Samuha, Member
109. Khusi Rami Devi Chaudhary, New Kalika Mahila Samuha, Member
110. Radha Devi Chaudhary, New Kalika Mahila Samuha, Member
111. Basanti Devi Chaudhary, New Kalika Mahila Samuha, Member
112. Maya Devi Chaudhary, New Kalika Mahila Samuha, Member
113. Kabita Devi Chaudhary, New Kalika Mahila Samuha, Member
114. Santi Devi Chaudhary, New Kalika Mahila Samuha, Member
115. Ram Dulari Chaudhary, New Kalika Mahila Samuha, Member
116. Lila Devi Chaudhary, New Kalika Mahila Samuha, Member
117. Mangari Devi Chaudhary, New Kalika Mahila Samuha, Member
118. Piyari Devi Chaudhary, New Kalika Mahila Samuha, Member
119. Bhalu Chaudhary, Ex Ward Member

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Rastriya Haliya Mukti Samaj Federation (RHMSF), Amargadhi, Dadeldhura, 14-15 & 17 March 2008

120. Mr Dan Singh Palle, Chairperson
121. Mr Chakra Bahadur Bishowkarma, Program Coordinator
122. Mr Bhim Kahini, District activist, Dadeldhura

Sahasi Tol, Durjana, Urma VDC, Kailali, 10 March 2008

123. Aarati Chaudhary
124. Jugani Chaudhary
125. Sadaiya Chaudhary
126. Mohan Chaudhary
127. Khusi Ram Chaudhary
128. Jholbir Chaudhary
129. Khem B. Chaudhary
130. Runche Chaudhary
131. Jit B. Chaudhary
132. Chhedu Ram Chaudhary
133. Bhim Lal Chaudhary
134. Chulu Ram Dagaure
135. Sarita Devi Chaudhary
136. Ram B. Chaudhary
137. Sita Debi Chaudhary
138. Chaiti Devi Chaudhary
139. Sushila Devi Chaudhary
140. Laxmi Devi Chaudhary
141. Chhidiya Devi Chaudhary
142. Chandra Devi Chaudhary
143. Kumari Chaudhary
144. Batasu Chaudhary
145. Paradesani Chaudhary
146. Bandhiya Devi Chaudhary
147. Dhaniya Devi Chaudhary
148. Rekha Devi Chaudhary

Uttarkhaireni Sibir, Urma VDC, Kailali, 10 March 2008

149. Bhojiya Devi Chaudhary, Laligurans Samuha, Member
150. Basanti Devi Chaudhary, Sauganda Samuha, Member
151. Sunita Devi Chaudhary, Naya Sirjana Samuha, Member
152. Naspati Devi Chaudhary, Bandevi Samuha, Treasurer
153. Sonchiriya Chaudhary, Janagaran Samuha, Member
154. Chameli Rana, Janaki Samuha, Member
155. Sri Krishna Rana, Aama Samuha, Member
156. Tika Chaudhary, Silshila Samuha, Member

Annex 6 Glimpse of groups in Kailali, Dadeldhura and Doti

A glimpse of freed kamaiya groups that were visited in Kailali

Community Name, Resources & Training, Status and Observation
<p>Durjana, Urma VDC, 4 groups established in January 2003 Benefits: Government provided the resettlement package (land, NPR 10,000 and some timber for house), in addition LWF provided some skill training for building concrete house; concrete house from LFW; conducted group strengthening activities, training in vegetable production and livestock management Other actors: Poverty Alleviation Fund (toilet slab), NEWAH (toilet superstructure), GTZ access road Status: Regular monthly meetings; mobilizing group saving, credit and seed money effectively; have obtained land registration papers & citizenship cards, vegetable production, pig raising, carpentry, house construction work Observation: Organised, well settled and enthusiastic, utilised most of the skills received through trainings, prosperous groups Future needs: interested in advanced literary classes; some would be interested in tuition programme that would allow them to study for SLC, more vegetable production training, pig raising, knitting</p>
<p>Uttarkhairesni Sibir, Durjana, Urma VDC, 3 groups established February 2004 Benefits: Government provided the standard rehabilitation package (land, NPR 10,000 and timber for house); some skill training LWF for building a house; group strengthening activities Other actors: share the GTZ constructed access road with the above groups Status: Monthly meeting, mobilizing group saving, credit and seed money effectively, citizenship cards, vegetable production, pig raising, carpentry, house construction work Observation: Enthusiastic, organised and settled; some not yet receive the land registration paper, not fully used the training received. Future needs: Not enough water pumps are not enough, training for improving livelihood</p>
<p>Sahasi Tol, Durjana, Urma VDC, arrived in 2007, illegal forest encroachers Benefits: Staying in encroached land, have not get support from any organization due to being illegally settled. Status: Agricultural and other labour form their key livelihood means. No group formed yet. Other actors: none Observation: Very pathetic condition and a fragile situation; KPUS has suggested that the community could stay in the location while a permanent settlement is sought for Future needs: permanent settlement either on this spot, drinking water, ID cards</p>
<p>Dwaidbari, Chaumala VDC, established in 2000 Benefits: Government standard rehabilitation package (land, NPR 10,000 and timber for house construction), LWF skill training for building permanent house and conducted group strengthening activities, vegetable production training Status: Monthly meeting, mobilizing group saving, credit and seed money effectively, land registration paper, citizenship cards, vegetable production, pig raising, carpentry, house construction work, member of the local community forest Other actors: PAF & NEWAH (toilets), GTZ (access road), hand pump and goat raising from local NGO Smaj Sewa Observation: In the stage of disintegration. They were members of 4-5 other groups, each which had been established when a new programme had entered the community. The group members present were mostly in their late teen or early twenties, i.e. of the freed, young generation who had not really faced the hardships of kamaiya servitude themselves. Future needs: Vegetable production, incense making, sewing and knitting</p>

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Community Name, Resources & Training, Status and Observation
<p>Baklahawa, Pathria VDC, established June 2001 Benefits: Government standard rehabilitation package (land, NPR 10,000 and timber for house construction), LWF skill training for building permanent house and conducted group strengthening activities, skills training (vegetable gardening, bicycle repair etc). Status: Monthly meeting, mobilizing group saving, credit and seed money effectively, land registration paper, citizenship cards, vegetable production, pig raising, carpentry, house construction work Other actors: NEWAH (toilets), GTZ (road) Observation: Organised, Well settled and enthusiastic community. It enjoys a harmonious relationship with the surrounding communities as is demonstrated by for instance the fact that they have formed a community forestry user group together with an adjoining Tharu community. Future needs: Thematic education (health, legal, income generation, vocational education, entrepreneurship etc), skill training</p>
<p>Amphata, Sandhepani VDC, group established in May 2002 Benefits: Government standard rehabilitation package (land, NPR 10,000 and timber for house construction), concrete house from LWF, LWF skill training for building a permanent house and conducted group strengthening activities, skills training Other actors: NEWAH (toilets), GTZ (road), BASE (basic education) Status: Monthly meeting for saving and credit, land registration paper, citizenship cards, vegetable production, pig raising, carpentry, house construction work Observation: Organised, Well settled and enthusiastic, have a formed cooperative with the amount of 180,000, there's a pharmacy in the community Future needs: Primary education and technical / vocational education</p>
<p>Chaumala VDC, group established already on or before 2000 Benefits: Land received by landlord (17 kattha per household); and school improvement from DEO, conducted group strengthening activities from LWF (KPUS), GTZ for road construction Status: Monthly meeting for saving and credit, land registration paper, citizenship cards, vegetable production, pig raising, carpentry, house construction work, teaching in school Observation: Organised, Well settled and enthusiastic, very prosperous group in terms of education and economic development but not in the area of health and sanitation as was reflected by the fact that the only toilet was in the house of the KUPS treasurers home Future needs: OSC education (tuition centre for out of school youth), vocational training, irrigation, skill training</p>

A glimpse of haliya groups visited in Dadeldhura and Doti

Community Name, Resources & Training, Status and Observation
<p>Gajurlekh, Amargadhi Municipality, Dadeldhura, group established in 2004 Benefits: Group meeting once in a month, leadership training for group management, rights based training Status: 14 haliyas freed through filing cases, all members owns registered land with a thatched roof house, owns 2- 8 ropanis of land, regular saving group meeting and mobilization of seed money Other Groups: all 14 households participated in several other groups (Mothers group, Women Freedom goat raising groups, Municipality Tole Bikas Group, NNSWA safe motherhood group, CEAPRED Vegetable production group); multiple groups, multiple monthly savings obligations Main Sources of Livelihood: Cultivating own and rented land, vegetable production, goat raising, labour work, collecting and selling of Non-Timber Forest products Observation: group had some enthusiastic and entrepreneurial individuals, had benefited from a number of other activities provided by other NGOs and government Future Needs: Proper roofing for houses (corrugated iron / tin) and some additional livelihood support activities</p>

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Community Name, Resources & Training, Status and Observation
<p>Hatarka, Amargadhi Municipality, Dadeldhura, group established in 2004 Benefits: Group meeting once in a month, leadership training for group management, rights based training Status: Among the group 3 haliyas freed by filing a case, 1- 3 ropani of land Other groups: 9 households participated in other groups (Emergency fund group, veterinary goat raising groups, NNSWA mothers group) Main sources of livelihood: Labour work, goat raising Observation: Frustrated, realised freedom is not enough, not satisfied with the support organisation Future needs: Demanding for more livelihood support activities</p>
<p>Pachnali, Doti, group 2006 Benefits: One day training for all group members consisting of leadership training, group management, rights based training etc Status: After receiving the information about rights some freed by paying loans themselves, some yet to freed be freed. Group supported jointly by LWF/N and Care Nepal. Other groups: as in other communities, several others such as FEDO conducting adult literacy classes, EDC (Equal Development Centre) conducting basic education; Poverty Alleviation Fund had provided NPR 150,000 for the group for income generation. In this community the scheme failed because community opted for goat keeping despite lack of grazing grounds. Main sources of livelihood: Work in landlord's farm, goat raising, working in India in non agricultural season, other labour work Observation: Sense of gaining argumentation and negotiation power for their rights, strong needs from alternative livelihoods but unable to demand specify probably due to lack of exposure. Future needs: Freedom movement, income generating, employment related training, skill improvement trainings on sewing, ironwork, cane craft.</p>

Annex 7 Food for Thought for Programme Implementation in the Future

Some additional points and recommendations that might help LWF Nepal and the partners in implementing the current programme are discussed here. Most of them relate to the main recommendations presented in chapter 4.2

1. **Diversified income generation:** Integrate diversified livelihood component for poverty reduction, by considering e.g.:
 - The MEDEP model of microenterprises (MicroEnterprise Development Programme of UNDP);
 - Look into the potential of Non-Timber Forest Products (NTFP) in the hills. This is one of GoN high priority programmes for income income generation in the Mid- and Far Western hill districts.
 - Network effectively with district based partners to link haliya and kamaiya groups / CBOs to other possible service providers.
 - Study District Periodic Plans & District Profiles – they are an excellent source of information on available resources and possibilities for economic and social development.
 - Organize study tours for vision building of the federation, CBOs and groups for alternative livelihood, micro enterprise development, NTFP related income generating schemes and other relevant places.
 - See if there is merit in lobbying for overseas employment opportunities for both haliyas and freed kamaiyas.
2. **Federation / NGO staff:** To implement the programme both efficiently and effectively both NGOs would probably need to have more staff at the VDC level. KPUS is working in 12 VDCs and has at the moment merely three village animators (there is one village animator vacancy). It was learned that one of animators has been responsible for 70 groups. A manageable number of groups is somewhere in the range of 15 to 20 per animator in the Terai (less in the hills). The need to incorporate livelihood / development issues more strongly also suggests that increases in the VDC level staff of both KPUS and RHMSF would be well justified.
3. **Capacity building of both KPUS and RHMSF:** If and where the capacities and resources (time) of the LWF/N staff alone are not sufficient to provide the required training inputs, consider hiring competent outside trainers from professional organizations on short-term basis for partner capacity development and training. The same approach can of course be applied for LWF/N in-house staff capacity building too.
4. **Replication** is needed but is always difficult. Please keep in mind that what works well in Dadeldhura, may be difficult in e.g. Bajura or Bajhang. Instead of direct replication, **adaptation** to better suit local conditions, resources and specific needs of each group will be needed. Recognizing the opportunities and challenges in each locality and district requires a high degree of professionalism from both the district advisers and the partners' staff.
5. **On human rights advocacy:**
 - It would be beneficial to wrap up the kamaiya liberation campaign soon and to make a clean break to a new phase of advocacy and campaigning. The new '*Kamlaharis*' who are daughters of already liberated kamaiyas are an example of this. Rather than continue campaigns on their behalf under the 'kamaiya' banner, consider advocacy under a valid issue of "victims of worst forms of child labour".
 - Consider commissioning a study on land tenure in the Far West (where to get land for haliyas, minimum a homestead?) – to be able to provide informed advice and recommendations to the government regarding the future haliya rehabilitation package.

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- To mitigate some risks caused by increased expectations and possible decisions made in haste (see below), work with government, ILO and others to develop a long term plan for liberating all forms of bonded labour, including haliyas and rehabilitating them responsibly, including the roles and responsibilities of the different stakeholders and actors. Joint advocacy is bound to have more impact.
6. **Danger of increased expectations:** Be aware that among the haliyas expectations have been raised – if frustrated, this may prove a fertile ground for a new conflict in the Far West. Also, GoN may swiftly declare haliyas free. Such a situation would lead to a prolonged need (years) of humanitarian aid in the Mid- and Far West for possibly 50,000 to 100,000 people. Consider drawing a humanitarian aid contingency plan for that so that LWF/N could quickly submit it for a humanitarian aid appeal if needed
 7. **Data management & monitoring:** The annual household survey format is excellent and produces a goldmine of data - but it is not useful information unless you analyze it! Analysing and using the data that has been collected allows LWF/N and partners to learn of what works and why (and what does not and why not) while implementing the programme.
 8. **LWF/N staff and logistics:** LWF/N has two district advisors to serve seven districts in the most difficult development context and terrain in Nepal. Currently they depend on public transport for travelling from district to district (uncertain, time consuming). For their mobility and increased efficiency consider providing e.g. motorcycles for transport.