

INDEPENDENT EVALUATION OF THE UN INTERAGENCY REHABILITATION PROGRAMME (UNIRP)

IN NEPAL

Final report

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ACRONYMS

AMMAA	Agreement on the Monitoring and Management of Arms and Armies
BCPR	UNDP's Bureau of Crisis Prevention and Recovery
BDS	Business Development Services
CAAC	Children Affected by Armed Conflict
CAAFAG	Children Associated with Armed Forces and Groups
CBO	Community Based Organisations
CPA	Comprehensive Peace Agreement
CPN-UML	Communist Party of Nepal (Unified Marxist-Leninist)
CTEVT	Council of Technical Education and Vocational Training
DCWC	Development of Children and Women Centre, Nepal
DDR	Disarmament, Demobilisation and Reintegration
DNH	Do No Harm
FNCSI	Federation of Nepal Cottage and Small Industry
GBV	Gender Based Violence
GoN	Government of Nepal
HT	Health Training
IDDRS	Integrated Disarmament, Demobilisation and Reintegration Strategy
ILO	International Labour Organisation
INGO	International Non-Governmental Organisation
IAWG	Interagency Working Group
MEDEP	Micro-Enterprise Development Programme
MET	Micro-Enterprise Training
MFI	Micro-Finance Institutions
MLD	Ministry of Local Development
MoD	Ministry of Defence
MoE	Ministry of Education
MoH	Ministry of Health
MoPR	Ministry of Peace and Reconstruction
MOU	Memorandum of Understanding
MWCSW	Ministry of Women, Children and Social Welfare
NBI	National Business Initiative
NPA-CAC	National Plan of Action for Children Affected by Conflict
PISU	UNDP's Project Implementation and Support Unit
PLA	Maoist's Peoples Liberation Army
RRF	Rapid Response Fund
SP	Service Provider
TPO	Trans-cultural Psychosocial Organisation
TOT	Training of Trainers
UCPN-M	United Communist Party of Nepal–Maoist
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNFPN	United Nations Peace Fund for Nepal
UNICEF	United Nations Fund for Children
UNIRP	United Nations Interagency Rehabilitation Programme
UNMIN	United Nations Mission in Nepal
VMLR	Verified Minors and Late Recruits
VST	Vocational Skills Training

Introduction and Background

Integration and rehabilitation of former Maoist fighters is a core and integral part of the Nepal Peace Process that was negotiated after a prolonged armed conflict between the Maoist Peoples Liberation Army (PLA) and the Government of Nepal (GoN), by the signing of the Comprehensive Peace Agreement (CPA) in November 2006. The United Nations assisted the Government of Nepal in registration and verification of 23,610 individuals, of which 4,008 were identified as “Verified Minors and Late Recruits” (VMLRs) on the date of ceasefire 25th May 2006.

The combatants remained in the cantonment sites for nearly two years due to unproductive and protracted negotiations by the key parties. However, in December 2009 the United Communist Party of Nepal-Maoist (UCPN-M), the Government of Nepal and the UN signed the UNSCR 1612 Action Plan. The UCPN-M acknowledged that the VMLRs could not remain in cantonment sites, and took the unilateral decision to discharge them. The Government of Nepal was assisted by the UN in discharging the VMLRS and subsequently the United Nations Interagency Rehabilitation Programme (UNIRP) was established, effective from June 2010 to January 2013. At the time of discharge of the VMLRs, no agreement was reached between the relevant Nepali parties on the numbers and modalities of the integration and rehabilitation of the remaining combatants in the cantonment sites.

With the programme ending in January 2013, UNDP commissioned an independent evaluation to review the results of the UNIRP vis-à-vis the programme objectives, and assess its relevance, effectiveness, efficiency and sustainability. Transition International conducted the evaluation from 19th November 2012 to 7th January 2013, starting with an initial desk review, data-base consultations and briefings from the major stakeholders of the UNIRP, followed by field missions in 15 districts where VMLRs, civil society, government officials and private sector actors were consulted. The present report outlines the findings, conclusions and recommendations of the independent evaluation team. The evaluation team is grateful for the willingness of all stakeholders to openly discuss, provide information and make available documents on the programme. The team had the pleasure to work and interact with a large number of highly qualified, committed and dedicated staff in the UN and among the implementing partners, and undertook in-depth interviews with 45 VMLRs throughout the country.

Overall Context and Political Space for the Programme

This rehabilitation programme cannot be viewed in isolation from the prolonged, unsettled political process that Nepal has witnessed since the signing of the CPA. There have been four different Prime Ministers and four deadlines missed for writing a new constitution. In addition the important Constituent Assembly elections, due to have taken place in November 2012, have also been postponed until the following spring and to date, still no consensus has been reached on a candidate for Prime Minister. The political environment remains very dynamic and characterised by significant uncertainty, which has seriously impacted the design and implementation of the UNIRP.

Unlike in some other post-conflict countries, where the UN Mission has a major role in assisting the governments to demobilize and disarm the rebels and destroy the weapons under a Disarmament, Demobilization and Reintegration (DDR) programme, the CPA and the Agreement on the Monitoring and Management of Arms and Armies (AMMAA) did not provide the UN with such a mandate. Maoist Chairman Prachanda argued that Maoist rebels were different from other rebel forces and should therefore be treated as a legitimate army and not as a defeated force¹. This had implications on programming, particularly as the Maoist Party came to power and decisions were made with regards to the future of the PLA (including the VMLRs) by a Special Committee- a multi-[arty mechanism established by the Government.

Prerequisites and conditions for a DDR related programme

¹ UNDP. 2011. Registration and Verification report: assistance to peace process in Nepal (APPN). UNDP.

The peace process in 2007 (at the time of registration of PLA) was very fragile and it was important to ensure the implementation of the AMMAA to ensure that other critical components of the peace process could move forward. National ownership of rehabilitation and reintegration support is a key requirement to ensure successful implementation in any country. In the context of Nepal, this has been a challenge as the political parties did not have consensus on a policy for support to the former PLA combatants. The same conditions of the fragility and shifting dynamics of the political environment continued into 2010- and persist to date- and compromises were again made vis-à-vis the key prerequisites and conditions accepted in implementing the programme. As a result, the UN accepted certain conditions, such as lack of access to the VMLRs for socio-economic profiling, a (temporary, though damaging) lack of public information and outreach to VMLRs, the refusal to provide agricultural assistance as part of reintegration, and a limit set by the Government on the financial support available to the VMLRs, to name a few. These conditions subsequently became an impediment in the implementation of the programme and, had such conditions not been set, the programme may have been more effective. The findings of this evaluation need to be seen in the light of the above.

Key Findings

The programme has used several good practices which could be replicated across other DDR-related programmes:

- Linking of the vocational skills training to the national certification system
- Extensive gender support
- Health service training, which catered to rural Nepal's needs
- Effective psycho-social support provided to the participants
- Building on the existing (CAAFAG) network
- Interagency collaboration and joint implementation.

The UN approach to 'deliver as one' through joint planning and programming has been successful in the UNIRP and could be a good model for other countries, with further improvements at local implementation levels.

The programme also had a number of weaknesses, as outlined in this report. Among them the following are highlighted:

The programme design lacked a focus on sustainability. Since rehabilitation is not a short-term support activity, the programme should have been planned for a longer duration with a gradual handover to the government so that long-term support, beyond the lifespan of the programme, could have been ensured.

Rehabilitation and reintegration cannot be achieved through the delivery of a package. The concept of "packages" and "entitlements" is misleading and reintegration and rehabilitation programmes should rather use the language of "assistance". This is not only a matter of semantics but would have implied a change in the approach, for example in the way implementing partners (IPs) were contracted: not as vendors to deliver a package but as agents to create change through tailor-made assistance.

Economic reintegration could have been more successful. If professional follow-up services would have been mobilised in terms of job placement and Business Development Services (BDS), the economic reintegration component of UNIRP would have been stronger and more sustainable.

Overall Conclusion

In the political context of Nepal, particularly considering the fragility of the peace process when the programme commenced and the limited resources, UNIRP has performed satisfactorily. The programme was **relevant** to the needs of the post-CPA period, as one of the key pillars of the peace process was the cantonment and integration of the PLA. Therefore, if the process of registration, verification, release of minors, and their rehabilitation had not commenced it would have impacted the adult combatants' integration and voluntary retirement process. Hence, the UNIRP has contributed to moving the fragile peace process forward. Also, in terms of child protection, the direct release and rehabilitation of CAFAAG is always of immediate relevance.

In terms of programme **efficiency**, costs per head were high. However the participants were relatively few in number and spread throughout Nepal; therefore, the programme could not achieve certain economies of scale. In addition, the cost per head also reflects fixed costs, many of which would have remained the same for a much larger number of participants.

The programme has been partially **effective**, less in terms of attracting all VMLRs into the programme, but more in terms of the positive feedback and satisfaction indicated by the majority of VMLRs and other stakeholders interviewed by the evaluation team. The effectiveness of delivery of gender-responsive, educational and psychosocial support must be highlighted, while effectiveness of economic reintegration support could have been better.

Finally, in terms of **sustainability** the programme shows mixed results. Many VMLRs will indeed be in a better position to sustain themselves, but in order to consolidate the efforts, a number of VMLRs still require follow-up assistance. Of particular worry is the large number of VMLRs who did not join the programme. In order to make the services more sustainable, an exit phase with appropriate handover to the relevant institutions is required.

Recommendations

The evaluation team proposes that the programme implements a one year consolidation phase and exit plan, with a time-bound handover of responsibilities to the relevant authorities at the national and regional levels. The proposed elements of this phase are outlined in this report

As part of the handover, the project should assist the national authorities in the design, planning and the duration of the government's support to the VMLRs, possibly in the wider framework of assistance to Children Affected by Armed Conflict (CAAC). The design should include deliverables for the national authorities at the district level that would be monitored by the Ministry of Peace and Reconstruction (MoPR).

There is a likelihood of VMLRs receiving additional financial support from the Government. In this scenario, the programme and MoPR would have a more critical role to play in guiding VMLRs on expanding their enterprises, skills and education, or otherwise using the additional funds effectively.

1. INTRODUCTION

1.1 PROGRAMME BACKGROUND

The integration and rehabilitation of former Maoist fighters is an integral part of the Nepal Peace Process that was negotiated after a prolonged armed conflict between the Maoist Peoples Liberation Army (PLA) and the Government of Nepal (GoN). The peace process culminated with the signing of the Comprehensive Peace Agreement (CPA) in November 2006, in which special provisions for the rehabilitation of fighters were made. Section 4.4 of the CPA states: “The Interim Council of Ministers shall form a special committee in order to inspect, integrate and rehabilitate the Maoist combatants”. Following the CPA, an Agreement on the Monitoring and Management of Arms and Armies (AMMAA) in 2007 led to the cantoning of the PLA, along with their weapons, in seven main cantonment sites with 21 satellite camps throughout Nepal. The UN Mission in Nepal (UNMIN) with support from the United Nations Development Programme (UNDP) assisted the GoN in the registration and verification of 23,610 individuals, of which 4,008 were classified as “verified minors and late recruits”² (VMLRs). Verified minors were those confirmed to have been under the age of 18 on 25th May 2006, the date of the ceasefire, and late recruits were those PLA fighters who were recruited after the ceasefire and were thus not eligible for assistance offered to ‘adult’ PLA soldiers. Of all VMLRs, the great majority - 2,973 - were verified minors, and the remaining 1,035 were late recruits, who joined after signing of the CPA.

The combatants remained in the cantonment sites for many years due to unproductive and protracted negotiations between the key parties. However, in December 2009, the United Communist Party of Nepal-Maoist (UCPN-M), the GoN and the UN signed the UN Security Council Resolution 1612 Action Plan, which aims to provide greater protection for children in armed conflict situations. The Resolution 1612 monitoring became the basis for the release of the VMLRs from the cantonment sites, as the UCPN-M acknowledged that the VMLRs could not remain in cantonment sites. The discharge of VMLRs was supported by the UNDP and other UN agencies. The Resolution 1612 Action Plan laid out the overall framework for the discharge process and made clear that rehabilitation packages would be available to all disqualified individuals³. The Children Associated with Armed Groups and Forces (CAAFAG) working group that had already reintegrated 7,200 self-released CAAFAG, became the basis for supporting VMLRs.

Subsequently, the United Nations Interagency Rehabilitation Programme (UNIRP) was established, effective from June 2010 to January 2013. The programme was designed in close consultation with both the GoN and UCPN-M and both parties imposed considerable constraints on the programme⁴. At the time of discharge, no agreement had been reached between Nepali parties on the numbers and modalities of integration and rehabilitation of the remaining combatants in the cantonments, complicating programme planning.

The primary objective of the UNIRP was framed around two complimentary objectives: firstly, to support VMLRs in their socioeconomic rehabilitation, and secondly, to engage communities in supporting the rehabilitation of VMLRs⁵. Through the programme, the VMLRs were offered one of four rehabilitation options: (i) vocational skills training, (ii) microenterprise development, (iii) general education, or (iv) health education.

The United Nations (UN) implemented the UNIRP under its policy of ‘UN as one’, leveraging the comparative advantage of the various agencies. The approach was based on joint planning and programming. UNDP was the lead coordinating agency of the programme and managed its five regional offices and the vocational skills training and micro-enterprise development options. UNDP furthermore provided health support to VMLRs. The United Nations Children’s Fund

² UNDP. 2007. Internal report on “Registration and Verification Report”, by the Assistance to Peace Process in Nepal Project.

³ UNPFN. 2010. Project document, pg. 4. UNPFN.

⁴ Hansen, H.S. 2010. Good practices and lessons learned: the ILO’s capacity building of service provider component of the UNIRP in Nepal. Geneva. ILO.

⁵ UNDP. 2010. Standard joint project document: UNIRP.

(UNICEF) was the lead in the education, psychosocial counselling and peace building activities; the United Nations Population Fund (UNFPA) led the health-related training and coordinated gender specific support; and the International Labour Organisation (ILO) took the lead on the capacity development and training of SPs (SP).

1.2 POLITICAL CONTEXT AND SPACE OF THE PROGRAMME

This rehabilitation programme cannot be viewed in isolation from the prolonged, unsettled political process that Nepal has witnessed since the signing of the CPA. There have been four different Prime Ministers and four deadlines missed for writing a new constitution. In addition the important Constituent Assembly elections, due to have taken place in November 2012, have also been postponed until the following spring and to date, still no consensus has been reached on a candidate for Prime Minister. The political environment remains very dynamic and is characterised by significant uncertainty, which has seriously impacted the design and implementation of the UNIRP.

Unlike in other post-conflict countries, where the UN Mission has a major role in assisting the governments to demobilize and disarm the rebels and destroy the weapons under a Disarmament, Demobilization and Reintegration (DDR) programme, the CPA and the AMMAA did not provide the UN with such a mandate. Maoist Chairman Prachanda argued that Maoist rebels were different from other rebel forces and should therefore be treated as a legitimate army and not as a defeated force⁶. This had implications for programming, particularly as the Maoist Party came to power and decisions were made with regards to the future of the PLA (including the VMLRs) by a special committee- a multi-party mechanism established by the Government.

Successful rehabilitation and integration is dependent upon political consensus among, and opt-in of, all political parties, including the UCPN-M, and state security agencies. In this programme, integration was likely complicated by the fact that the caseload⁷ had been subjected to a further four years of Maoist political education while living in the cantonments, and the growing number of new armed ethno-political and criminal groups eager to recruit militarily trained and politically aware Maoist cadres⁸. In addition, the 2011 independent evaluation of UNIRP found that 'limited support from the Government, the UCPN-M and the lack of motivation of the participants has greatly increased challenges for smooth implementation of the programme'⁹. The implications of this on the support to the VMLRs' rehabilitation programme and any future support to combatants opting for integration or voluntary retirement is far reaching. The future of these vulnerable groups is particularly uncertain, given the rapidly changing political landscape, and what it may mean in terms of re-recruitment in case of major differences in ideology among the various Maoist Party factions.

1.3 SOCIO-ECONOMIC ENVIRONMENT OF THE PROGRAMME

Nepal is among the poorest countries in the world and currently ranks 157th out of 187 countries on the Human Development Index. The country has an estimated population of 30.49 million people. The GDP stands at US\$ 18.88 billion,¹⁰ with 25.16% of Nepalese living below the absolute poverty line.¹¹ Agricultural wage households are the poorest while those headed by professional wage workers are the richest and, in contrast to most countries, households headed by females have slightly lower poverty rates. Further, the overall Gini coefficient of Nepal declined from 0.41 to 0.35 between 2003/2004 and 2010/2011 indicating a reduction in income inequality in the country¹². Spatial and social

⁶ UNDP. 2011. Registration and Verification report: assistance to peace process in Nepal (APPN). UNDP.

⁷ Both VMLRs and 'qualified' combatants – i.e. those that were not under-age and were not late recruits – received this type of education.

⁸ Saferworld. 2010. Common ground? Gendered assessments of the needs and concerns of Maoist Army combatants for rehabilitation and reintegration.

⁹ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report.

¹⁰ World Bank. 2011. World Bank. Dataset for Nepal.

¹¹ Third Nepal Living Standards Survey 2009/2010

¹² World Bank. 2011. World Bank. Dataset for Nepal.

disparities in terms of region, caste, ethnicity and gender continue to be dominant features of the Nepalese socio-economic landscape. Among the socially excluded are women, landless agricultural labourers, indigenous groups (Janajatis), lower castes (Dalits), child labourers and people at risk from HIV/AIDS¹³.

Although Nepal has made important progress in access to education with an adult literacy rate of 56.6%, there is still a significant literacy gap between males and females. According to the Third National Living Standards Survey (2010/2011), the literacy rate for men is 71.6% compared to 44.5% for women¹⁴. Increasing access to secondary education also remains a major challenge with an enrolment rate of 24%. Additionally only one half of enrolled students completed secondary school. Furthermore, despite progress on health indicators, malnutrition remains very high in Nepal. Approximately 47% of children under five are stunted in height, 15% suffer from wasting, and 36% are underweight¹⁵.

Preoccupation with the prolonged political transition has overshadowed economic issues. As a result, inadequate attention has been given to reforms that could improve the investment climate, stimulate growth, and create more private-sector jobs. In 2008 the unemployment rate in Nepal was 42.7% of the total labour force¹⁶. Nepal's minimum wage is set at Nepal Rupees (NPR) 4,600 per month for unskilled labour to NPR 4,950 for highly skilled labour¹⁷. It is against this background that the UNIRP programme was developed and rehabilitation support provided.

1.4 CHILD PROTECTION AND CHILDREN AFFECTED BY ARMED CONFLICT IN NEPAL

The UN estimates that there were approximately 10,000 CAAFAG in Nepal when the peace accord was signed in 2006. Although many youth entered the camps, numerous of the younger combatants and CAAFAG did not, or left before they could be verified. Additionally, while many children joined the armed groups voluntarily, some CAAFAG were forcibly recruited. Those who were forced to join were more willing to leave the forces whilst those who were more committed tended to stay in the cantonments. In 2006, before the signing of the CPA, a network of NGOs and INGOs making up a CAAFAG working group was initiated under the umbrella of UNICEF to provide services to the self-released CAAFAG and other children affected by the conflict.

Given that 74% of VMLRs were minors at the time of their initial verification, and that 30% of VMLRs were girls or young women, the programme approach placed strong emphasis on child and gender specific needs and relevant special considerations¹⁸. Therefore, and following international guidance and standards, the UNIRP has a strong focus on child protection.

Although there are no reliable figures, it is believed that there are approximately 20,000 Children Affected by Armed Conflict (CAAC) in Nepal¹⁹, ranging from those that actively participated in the armed struggle, those associated with the fighting forces, direct victims of open conflict and those indirectly affected by conflict due to displacement, loss of relatives and increased poverty and hardship. The issue of CAAC sits alongside additional challenges of vulnerability of children in Nepal related to poverty induced child labour. 'Exploitative child labour is a serious problem in Nepal. Recent reports have shown that 2.6 million children between the ages of 5 and 14 are working in Nepal. Of this, nearly 5% (127,000 children) are involved in what the ILO defines as 'the worst forms of child labour'²⁰. In addition, high levels of Gender Based Violence (GBV) also pose additional threats to child protection. Nepali women and especially girls are

¹³ Social Inclusion Research Fund. 2009. Available online at <http://www.socialinclusion.org.np/content-detail-51.html> [Last accessed 08/01/2013]

¹⁴ Third Nepal Living Standards Survey 2010/2011.

¹⁵ World Bank. 2011. World Bank. Dataset for Nepal.

¹⁶ World Bank. 2008. Dataset for Nepal. Available online at <http://databank.worldbank.org/Data/Views/Reports/TableView.aspx?IsShared=true&IsPopular=series> [Last accessed 4/12/2012].

¹⁷ United States Department of State. 2008. Country Reports on Human Rights Practices.

¹⁸ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report.

¹⁹ Central Child Welfare Board. 2009. Cited in UN News Service, *Nepal: Government launches plan for children affected by conflict*, 25 March 2011, available at: <http://www.unhcr.org/refworld/docid/4d9037d52.html> [Last accessed 4/12/2012].

²⁰ Varghese, S. 2004. Child Labour in Nepal: education combating unjust labour. Youth Advocate Programme International. Available online at <http://www.yapi.org/rpchildlabornepal.pdf>. [Last accessed 4/12/2012].

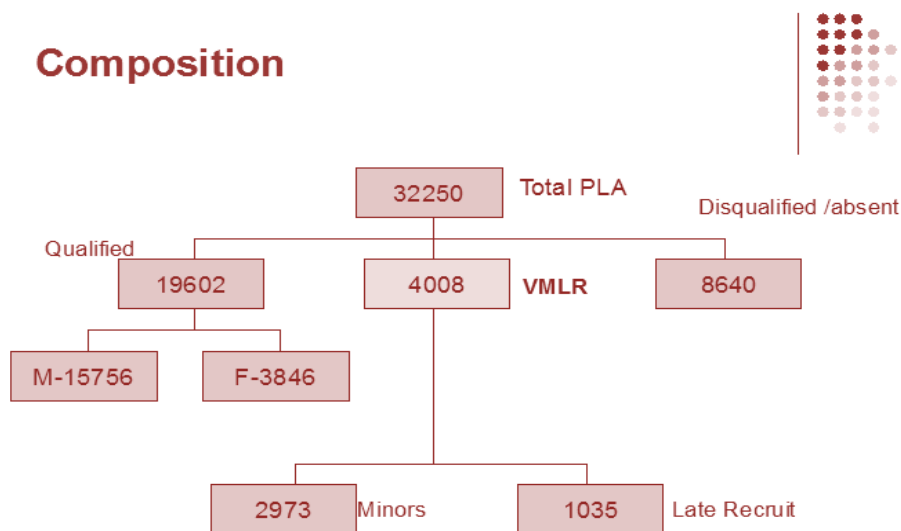
vulnerable to both domestic violence and public violence, and forced and early marriage is still a pervasive phenomenon, despite the legal age for marriage being 18. Furthermore, rape and sexual abuse in the workplace, trafficking of women and girls, and harmful traditional practices, all remain common²¹.

UNICEF’s child protection programme aims to strengthen the capacity of the Government and civil society to protect children against violence, exploitation and abuse and seeks to support the building of protective systems covering all types of child rights violations. In Nepal close working relationships have been established between Government and community child protection mechanisms and groups, to better prevent and respond to violence against children²². For example, with UNICEF’s support, the capacities of women’s federations, children’s clubs and village-level paralegal committees, are being developed, in order to raise awareness of early intervention, reconciliation and mediation, and advocate against violence, exploitation and abuse²³. These groups create pressure from within the community, using social and legal arguments to address protection abuses and focus on prevention/awareness-raising; early detection and intervention; case follow-up; and monitoring/reporting²⁴. In addition, UNICEF is helping to strengthen the Ministry of Women, Children and Social Welfare (MWCSW).

Resulting from these previous activities, the GoN, supported by UNICEF and the CAAFAG network, has endorsed a National Plan of Action for Children Affected by Conflict (NPA-CAC) which also resulted in the creation of the CAAC working group working with 14 Government ministries and departments. In its next programming cycle, UNICEF will support the NPA-CAC, with an additional focus on building the child protection system as a whole.

1.5 TARGET GROUPS AND PROFILES

The graph below presents the total numbers in cantonment at the time of verification, the total numbers disqualified due to absence, the number of qualified and the number of male and female VMLRs, including a breakdown of the Verified Minors and Late Recruits.



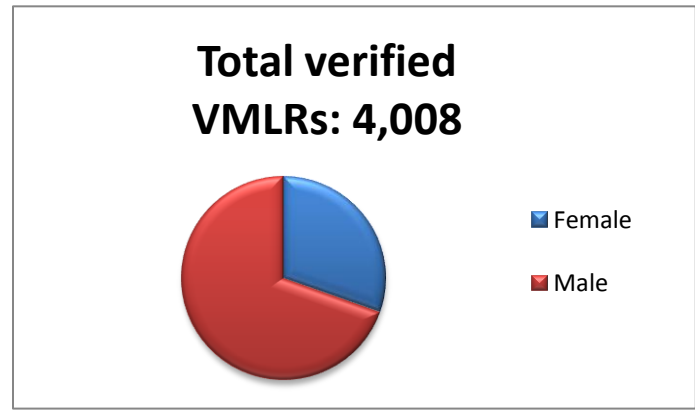
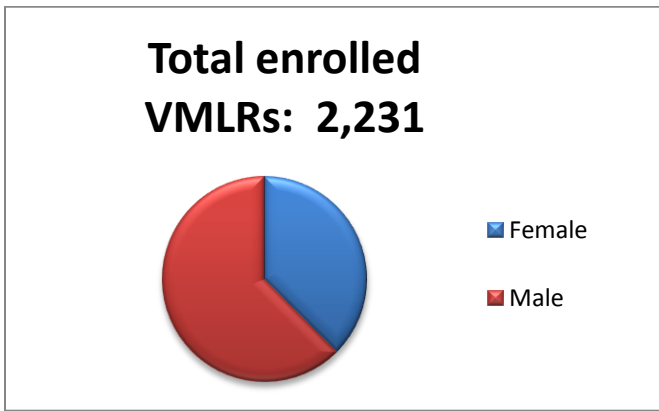
²¹ The Asia Foundation. 2010. Preliminary Mapping of Gender Based Violence in Nepal. Available online at <http://asiafoundation.org/resources/pdfs/GBVMappingNepal.pdf> [Last accessed 4/12/2012].

²² UNICEF. Protection of children from violence, abuse and exploitation. Available online at http://www.unicef.org/rosa/protection_1898.htm. [Last accessed 26/11/2012]

²³ UNICEF. Protection of children from violence, abuse and exploitation. Available online at http://www.unicef.org/rosa/protection_1898.htm. [Last accessed 26/11/2012]

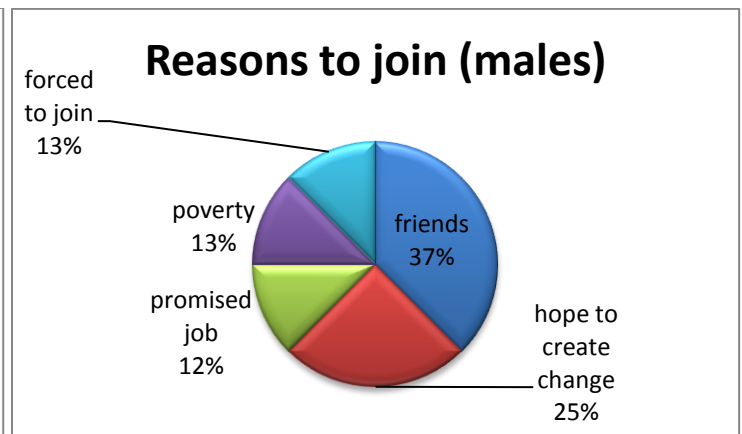
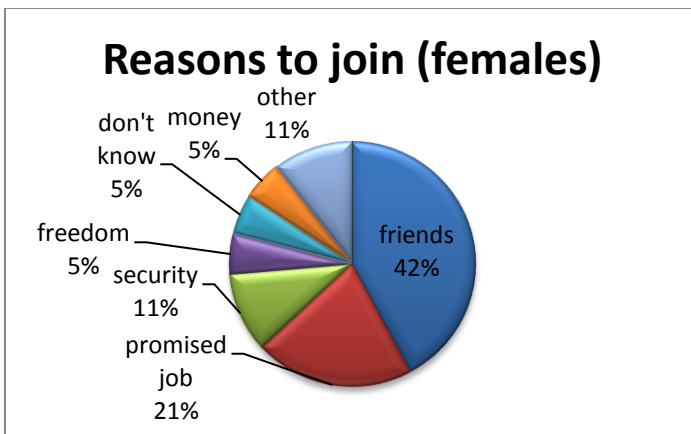
²⁴ UNICEF. Child Protection Systems. Available online at http://www.unicef.org/nepal/5522_Child_Protection_Systems.htm [Last accessed 26/11/2012].

74% of VMLRs were classified as minors at the time of verification, and 30% of VMLRs were female²⁵.



The graphs above show the number of male and female VMLRs who registered compared to the number who then enrolled for rehabilitation. The numbers indicate that almost half of all initially registered VMLRs failed to enrol, with just 56% of the original number of VMLRs signing up (the target caseload was later reduced to 3,040 and 2,231 VMLRs eventually enrolled). Additionally, the graphs show that, in terms of percentages, more women enrolled in the programme.

International lessons learned highlight that in order to provide meaningful reintegration assistance to former combatants which really leads to sustainable reintegration, it is crucial to find out why young people chose to join armed groups²⁶. It must be noted that the large majority of VMLRs joined without parental consent. During interviews with VMLRs in this evaluation the following reasons were given:



Initially, many VMLRs faced serious problems in their social reintegration, particularly at the family level. Their time with the movement, which they often joined without parental consent (particularly the girls), has changed their views and habits. Significantly, a large number of VMLRs married in the cantonment sites, and cross-caste marriage was common as part of the Maoist philosophy of equality. While this was appreciated in the movement it is highly uncommon in civilian culture and these couples are often shunned by society. They consequently tend to settle outside of their parents' towns, which left them with little family support. While cross-caste marriage may be beneficial for Nepal in helping to promote a more equitable society in the long term, these couples are facing additional challenges in their rehabilitation.

As a group, VMLRs had high expectations about the support they would receive. Many joined on the strength of the commander's promise that they would have guaranteed jobs, such as in the Nepalese army and police. When such jobs

²⁵ UNIRP. 2010. Standard joint project document: UNIRP. Page 4.

²⁶ Specht, I. & Brett, R. 2004. *Young soldiers. Why They Choose to Fight*. NY. Lynne Rienner Publishers.

failed to materialize, many VMLRs felt disappointed by the Party's inability to deliver on their promises. In addition, the combination of their early discharge, being labelled as "disqualified," and the vast difference between the VMLRs package and that of their older comrades left the majority of VMLRs disappointed and frustrated. Many became members of a VMLR association called the "Discharged People's Liberation Army," whose purpose is to lobby for their rights with the GoN. Their principle demand is equal treatment vis-à-vis the adult former PLA members, principally in terms of financial support. The difference between the two groups is indeed substantial; as part of their voluntary retirement package, the GoN gave each adult former PLA member NPR 600,000 (or more depending on their rank) whereas the value of the packages delivered to the VMLRs was up to NPR 100,000. This amount for VMLRs was set by the GoN to keep the assistance in line with Nepal's Interim Relief Programme for victims of the conflict. The incumbent GoN recently approved a cash-payment of NPR 200,000 for each VMLR but the Supreme Court has intervened and stopped payment until it provides a ruling.

The relationships between VMLRs and the movement, and between the movement and UNIRP, are dynamic. For example, in the initial stages of the programme the local commanders and party leaders advised the VMLRs not to join UNIRP. In some regions there have been, until recently, so-called "rented houses" where VMLRs lived and for which the rent was paid for by the Party and VMLRs received a stipend. However, around mid-2011, the opinion changed and the programme was seen more favourably by the local party leaders, which in turn influenced the VMLRs' approach to the programme. Among the interviewees, 26% stated that they were still in contact with their commanders.

Finally, it must be stressed that the VMLRs are scattered across 73 districts, some of which are geographically remote. Some VMLRs have returned to isolated mountainous areas where economic and education opportunities are scarce. This presents considerable logistical difficulties for delivery of assistance.

1.6 SCOPE AND METHODOLOGY OF THE EVALUATION

With the programme set to end in January 2013, this evaluation assesses its results vis-à-vis objectives, reviews its effectiveness, efficiency and sustainability and makes recommendations for follow-up activities. The evaluation explores the relevancy of the programme in the context of Nepal. *For detailed TOR of the evaluation mission, refer to Annex C.*

The evaluation team used, to the maximum extent possible, a participatory approach, working closely with staff of the relevant UN agencies, national authorities, implementing partners, direct beneficiaries and other relevant stakeholders involved in the programme. The drafting of the inception report and meetings with stakeholders took place over four days in Kathmandu, allowing the review team to be fully briefed by all actors involved.

After initial literature, programme documentation and data-base review, the team undertook three field missions and visited 15 districts, doing extensive consultations with VMLRs, UNIRP staff, SPs and implementing partners, Government officials, Maoist leaders, political parties, the association of VMLRs and private sector actors. *For details of the methodology on which the programme review was based, as well as the work plan and tools developed, refer to Annex J.*

2. KEY FINDINGS

2.1 RELEVANCE OF REHABILITATION OF VMLRS

The "process and terminology" in the selection of the beneficiaries for the VMLRs programme has been a controversial issue since 2007. Under the AMMAA (Section 4.1.3) signed on 08th December 2006, it was clearly stated that minors would be 'honourably and automatically discharged'. During the process of registration however, the term "discharged" became "disqualified" and minors were grouped with "Late Recruits", who were recruited after the CPA was signed, and thus were not considered part of the PLA. The term "disqualified," though used in the technical context of qualifying for cantonment, has extremely negative connotations when translated into Nepalese. During the course of the mission the

Evaluation Team met various stakeholders (including VMLRs, family members, Village Development Committees, youth clubs, journalists, political party members, and civil society members), all of whom expressed the perception that the UN gave an (unintentionally) dishonourable label of “disqualified” to the VMLRs, and the onus rested with the UN to correct it. The Government is now taking corrective measures, with reports on national television on 13th December 2012 that the GoN will issue new identity cards for the VMLRs, referring to them as “discharged PLA” members.

The appropriateness of grouping the VM and LR participants together is in itself questionable. The minors were recruited and were part of the PLA, whereas the late recruits joined after the signing of the peace agreement. Following Resolution 1612 and other international broader legal frameworks on CAAFAG, it would have been simpler and less controversial to mobilize resources to provide the minors with specific release and rehabilitation assistance as opposed to supporting the late recruits. The evaluation does note that at the time of commencement of the programme in 2010, the UN was assisting the Government at a time when all the parties could not reach an agreement on the support and assistance for VMLRs. It seems that UNMIN played a key role in negotiating the grouping together though no solid documentary evidence for this exists.

There may have been better political buy-in at the national level had the two categories of minors and late recruits been separated and support and financial assistance tailored to each group.

2.2 CRITICAL PLANNING ASSUMPTIONS AT THE TIME OF PROGRAMME DESIGN

The programme was designed to provide support to 4,008 VMLRs in 73 districts of Nepal. Through a tracing initiative started in 2010 and followed-up in May 2011 by the UNICEF CAAFAG network, **the target number for VMLRs was reduced to only 3,040**. The tracing initiative identified that many VMLRs had moved abroad, were already self-employed or in wage employment or were simply not interested. This tracing came too late and should have been carried out much earlier with appropriate follow up, as one would not expect the VMLRs to wait for assistance for over 18 months to two years. Ultimately, only 2231 VMLRs joined the programme. In fact the programme should have carried out a well-coordinated outreach activity to contact all the VMLRs immediately after the UNIRP was established.

Key Statistics on the Rehabilitation of VMLRs (November 2012)

Description	Number of VMLRs	Remarks
Total Number of VMLRs	4008	
Total Number of VMLRs who have left the country	968	<i>In May 2011, UNICEF through its CAAFAG network active in more than 57 districts conducted a tracing survey of VMLRs with the aim to find out the whereabouts of those who were not present during official discharge ceremonies in the cantonments. The survey revealed that 59% of those traced had gone abroad for foreign employment (32% to India, 32% to the Middle East, 29% to Malaysia and 7% elsewhere). It was further found that another 13% were engaged in a form of self/employment inside Nepal. This large sample concludes that about 60% of those not present in the cantonment during discharge (1,614) were not in the country, i.e. 968 (60% of 1614). Therefore, the actual caseload for UNIRP was decreased to 3,040 instead of 4,008 (the number eventually enrolling was 2,231).</i>
Actual Number of caseloads for UNIRP	3040	4008 minus 968

Steps in Rehabilitation Process	Of the revised planned caseload (3040 VMLRs)
Individuals who have made first contact through the toll-free phone number and regional offices	2742 (90%) (34% F, 66% M)
Individuals who have received career counselling and been referred for training or education	2477 (81%) (36% F, 64% M)
Total number of individuals who have been enrolled for training or education	2231 (73%) (38% F, 62% M)

National ownership and support to the rehabilitation and reintegration of former combatants, whether minors or adults, is a key requirement to ensure successful implementation in any country. In the context of Nepal, this has been a particular challenge as **the political parties did not have consensus on a policy for support to the former PLA**

combatants and, as a result, various compromises and unilateral decisions were made on the programme’s design and implementation. Some results of this are that:

- The programme staff was **not provided access to the VMLRs for socio-economic profiling** which could have ensured that reintegration options were better suited to the VMLRs’ circumstances.
- The **Government set a ceiling limit of NPR 100,000 (approx. US \$ 1,400 in 2010) per package** and the support was designed with this cost as the upper limit. There was no informed decision made on the basis of the prevailing regional market conditions or analysis of start-up support needed for a successful small micro enterprise.
- The rehabilitation options for the VMLRs were decided by the Technical Committee (TC) assigned by the GoN, which included representation from the Maoist party and the UN. **The options of agriculture and livestock were rejected by the Maoists representatives** as they felt enough expertise on these livelihoods existed amongst the PLA. However, the evaluation team felt that had this option been permitted, many VMLRs, especially women, would likely have selected them as most came from rural areas and would have found the option practical and relevant.
- The unilateral decision was taken by the Government to **limit education support to Grade 12**.
- The programme was initially **denied permission to carry out public information (PI)** and outreach campaigns. Though later the go-ahead for such a campaign was given, and many PI activities were launched, damage to the programme had already been done, with many potential participants opting not to enrol in the absence of relevant or accurate information. Furthermore caseworkers were not allowed to discuss protection and gender issues with the discharged.

Notwithstanding the earlier mentioned external factors that limited the quality of the support delivered to the VMLRs, there were also shortcomings in the programme design itself, as reflected in the outputs and indicators laid out in the programme document:

- The **outputs and indicators in the programme document are unrealistically ambitious for a two year** programme. At the design stage in 2010, some indicators may have seemed achievable but subsequently, as certain assumptions proved false, it should have been amended in the project board meetings. Alternatively, the programme should have been designed for 4 years duration with declining intensity, particularly to ensure delivery of job-placements, Business Development Services (BDS) and fulfilling the education promise of 4 years.
- In the education option it was foreseen that in many cases, four years of education were required, though the envisaged programme lifespan was two years. The programme document made **no provisions for how the additional two years of support would be provided**.
- **In the initial programme document of 2010, there is no mention of an exit/phase-out strategy** for the UN. Subsequently, the extension of the programme signed in May 2012²⁷ has a section on sustainability of the programme but does not delineate a process for the gradual handover of responsibilities to the national authorities at the regional and district levels.
- In the programme design, **gender responsiveness was mainly aimed towards being ‘women-friendly’**, which indeed resulted in high numbers of women participating and remaining in the programme. Towards the end of the programme more gender-responsive initiatives were instigated and gender matrixes were adapted accordingly. However, activities and indicators on changing masculinities and assisting women to become agents of change were missing.

2.3 EFFECTIVENESS OF REHABILITATION ASSISTANCE OPTIONS

The table below summarizes the key sex-aggregated statistics of individuals enrolled in the UNIRP, broken down by rehabilitation options.

Rehabilitation Package	Total number enrolled by sector	Those currently in training /education	Those who have dropped out from training/education	Those who have completed training/education	Those Employed / Started own business
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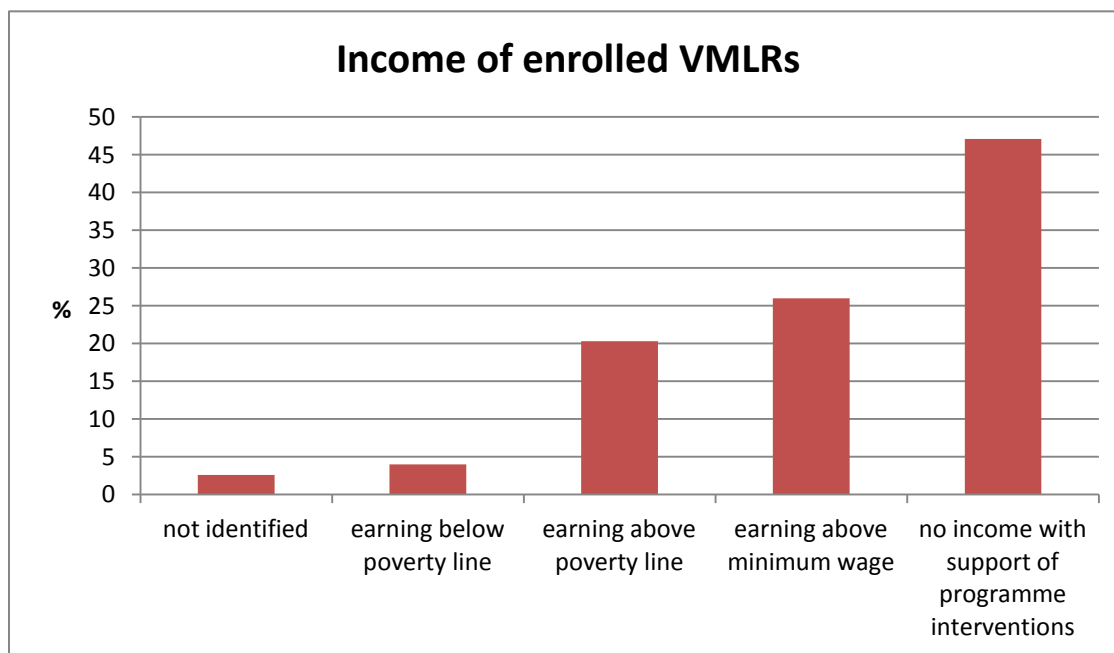
²⁷ Refer Section 6 of the UNIRP extension project document signed in May 2012.

Number Pursuing Vocational Skills Training		442 (1% F, 99% M)	0	29 (0% F, 100% M)	413 (1% F, 99% M)	190 (1% F, 99% M)
Number Pursuing Microenterprises		1319 (48% F, 52% M)	78 (22% F, 78% M)	14 (21% F, 79% M)	1227 (50% F, 50% M)	763 (51% F, 50% M)
Number Pursuing Education		410 (44% F, 56% M)	370 (45% F, 55% M)	20 (15% F, 85% M)	20 (70% F, 30% M)	-
Number Pursuing Health Training		60 (28% F, 72% M)	10 (40% F, 60% M)	3 (0% F, 100% M)	47 (28% F, 72% M)	21 (24% F, 76% M)
	Total	2231 (38% F, 62% M)	458 (41% F, 59% M) 21% out of 2231	66 (9% F, 91% M) 3% out of 2231	1707 (38% F, 62% M) 76% out of 2231	974 (40% F, 60% M)
Employment Rate (%)						58% (of the total 1687)

The effectiveness of UNIRP to achieve sustainable social and political reintegration is outlined later in the report. In terms of the effectiveness of economic reintegration, the evaluation team has taken the following thresholds for an income-based measurement to assess the VMLRs success:

- Minimum wage of GoN, which is NPR 6,200/month²⁸.
- Nepal Labour Force Survey 2008, which indicates NPR 3,000 per month as the threshold for adequate earnings²⁹.
- International income poverty line is US\$ 1.25/day,³⁰ which is also equivalent to NPR 3,000 (1\$=NPR 80).

Though 458 VMLRs are still completing their rehabilitation options (in education and micro-enterprise development), a preliminary assessment shows that, of those participants for whom data on income is available, the majority are earning above minimum wage, and a greater majority are earning above the poverty threshold. However, participation, levels of income and success rates varied widely between the options and for 54% no income is currently reported. Monitoring visits are still ongoing and it is expected that more data will become available during the first quarter of 2013.



Note: 410 VMLRs (of a total of 2252 enrolled VMLRs) enrolled in formal education and are therefore not part of this analysis on income. In addition, 88 participants that are currently listed under 'no income with support of programme interventions' are still enrolled in the training and might find employment later on.

²⁸ New minimum wage published in Nepal Gazette (Part 61, Kathmandu, Jestha 9, 2068, No 6)

²⁹ Report on the Nepal Labour Force Survey 2008, Central Bureau of Statistics, Government of Nepal

³⁰ World Bank Economic Review, 23, 2, 2009, pp. 163-184

The following four sections summarize findings on the effectiveness of assistance given in each rehabilitation option.

2.3.1 EDUCATIONAL SUPPORT

A total of 493 (290 male and 203 female) VMLRs opted for education in their counselling sessions, and of those, 431 VMLRs enrolled. Of these 20 have graduated, 20 have dropped out, and the remaining are still continuing their education. The education option seems to have been highly appreciated amongst VMLRs, many of whom are eager to catch up to their peers academically. The relatively low drop-out rates can largely be attributed to the extensive individual support provided by the psychosocial counsellors and the social workers of the SPs. These were almost all part of the CAAFAG network and could thus build upon their previous experience of dealing with children and youth of this background. Other attributing success factors were the stipends received and the additional gender-specific allowances, such as child care. From the VMLRs consulted, 87% reported that the education option was helpful to them.

The education package entailed up to four years of education support, up to grade 12 only. For the full four years school fees, stationery and uniforms are provided, all in-kind. In addition, two years of stipends of 1,800 NPR per month were provided and 4,000 NPR per month for girls that were studying far from home, for lodging. In addition, those females with children also received childcare and nutritional support. Moreover, in 2011 health coverage was added. In the last months of the programme some males studying far from home were also provided with the additional stipends.

In a bid to foster goodwill amongst teachers, students and communities, structural support of 7,000 NPR per VMLR enrolled were dispersed to schools. This funding benefitted all children at the schools and was a welcome initiative. However, as in the majority of cases only one or two VMLRs enrolled at any one school, the impact of this support has been very limited. Finally, education was the only component that applied a form of dual targeting. For every two VMLRs one other child was selected and supported through the school management committee.

However, in the design and implementation of the education component several issues were observed:

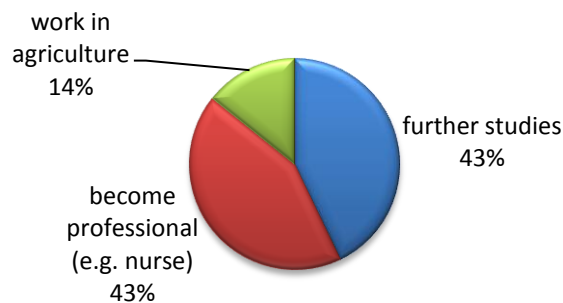
- The evaluation team observed a serious **lack of a link to the Ministry of Education (MoE) or District Education Officers**. The IDDRS guidelines state that: “Schooling programmes should be developed in liaison with the Ministry of Education”³¹. However, the programme was initially not fully supported by the GoN, and due to the sensitivities over revealing the identities of individual VMLRs, the programme was implemented in isolation. The only exception is that UNICEF did work with the MoE to develop the package of open education (distance learning) for VMLRs. However, with the increase in trust and political development, opportunities have been missed to gradually involve Government actors, especially at the local level. Due to this disconnect, no capacities of Government actors involved in education have been strengthened under the UNIRP.
- Related to this, the team found **disconnect between UNICEF’s education component for VMLR programming and UNICEF’s other education programming**. In addition to providing on-budget support for quality improvement of primary education to the MoE, (which was not appropriate for CAAFAG programming or UNIRP due to political sensitivities, the age and the education level of most VMLR), UNICEF’s education department also works directly with District Education Offices to develop annual work plans for education. The evaluation team observed that there was no connection to the VMLRs education component in this. It is understood that in the following programme on the implementation of the NPA-CAC the Government will play a bigger role.
- The most pressing issue related to this is the **duration of the package and lack of exit strategy**, which is resulting in the current situation that four years of education is promised while the project is closing after two years. During the external evaluation, IPs of the education component showed concern, as their contracts were ending in three weeks while no concrete commitment had been made to continue support. While short-term gap-filling measures are being explored by UNICEF’s Principle Service Providers (PSPs) who have other streams of funding, the risk remains that educational support will be interrupted, underlining a serious lack of planning. In the drafting of the report UNICEF explained that as an interim measure IPs contracts were extended for one month, and that negotiations are ongoing with one PSP to take responsibility to continue support. It was also explained that as part of the discussions

³¹ UN. 2006. *Integrated Disarmament, Demobilization and Reintegration Standards*. New York: United Nations. Children and DDR module 5.30, pg.27

with the programme board on the exit strategy, which took place as late as 2012, the option of the Government taking over the caseload was declined by the GoN and that fundraising for the remaining period was challenging. Educational support will be continued as part of UNICEF’s broader child protection programme which is continuing until 2017.

- The living allowance was provided in the first two years only, while for many VLMRs the second two years (often grade 10-12) is more expensive and challenging. It might have been better to **spread living allowances over 4 years** with the amount linked to the level of education (with a built-in increase for students in grades 10-12). Many needed to live away from home, or travel longer distances, for grade 10 and above, while the lower grades are most of the time available in the local proximity of the minor.
- **The lack of systematic follow-up assistance to education possibilities after completion.** No (systematic) follow up are provided, either by UNIRP or its IPs to help guide VMLRs to continue their education or access job opportunities. The programme could, at close to zero cost, be extremely meaningful in assisting the VMLRs to continue their education simply by offering additional information on scholarships and work opportunities, lobbying scholarship providers to accept promising VLMR graduates, and counselling VMLRs and their families more broadly about the education and labour markets. For example, some VMLRs who had completed grade 12 expressed they would like to join the Nepalese Police Force, for which their age and education made them eligible, but had no information on how to register. Such information could be pivotal in guiding VMLRs towards appropriate careers or helping them seek further schooling. The following graph shows that further studies and vocational training is desired by the great majority of education beneficiaries, and hence additional information on such opportunities would have been of great benefit.

What is your aim after completion of your general education course?



- The **structural support provided to schools, through the school management committee**, was indeed appreciated by schools but had minimal impact as most schools received only one or two VMLRs. More innovative in-kind support systems could have been developed, such providing a contract to VMLR tailoring graduates to produce school uniforms for vulnerable children, or hiring VMLR electric wiring graduates to improve the electric systems in the schools. That way, the support would have had multiple benefits to both schools and VMLRs from Vocational Skills Training (VST). These cross-linking of support across the options would have been easier with a more integrated interagency approach at the regional level (*see Section 3 on Management for details*).
- One specific feature to the education option was that, for every two VMLRs enrolled in education, another minor qualifying as an “other vulnerable child” from the community was also supported with schooling. However, this support was minimal, with only one year of support in terms of school fees and stationery for a value of NPR 3,000. Additionally, the number of other vulnerable children included was too low. The idea behind dual targeting, as explained in the IDDRS and Paris Principles, is to avoid singling out CAAFAG (and VMLRs) by giving them the same package and treatment. The IDDRS states that: “an approach to support war-affected children allows their sustainable reintegration, prevents stigmatisation and avoids the impression that joining an armed force brings

rewards”³². The programme did not achieve this as the number of “other vulnerable children” was too low, and the package too small, to create this mitigating effect. In addition, children were selected from the same school while a better practice would have been to select a number of community children in close proximity to the houses of the VMLRs. This is because at school VMLRs seem to be integrated and anonymous in terms of their background, as confirmed by school masters, while stigmatisation has been more prominent at the village level, as confirmed by VMLRs and IPs. As one girl stated: “every time the car comes to visit my home I have more problems [in my village] again”. In conclusion, **the programme was not successful in avoiding singling out of children.**

2.3.2 VOCATIONAL SKILLS TRAINING (VST)

A total of 442 VMLRs (436 males and 6 females) opted for the VST option, and 413 (407 males and 6 females) successfully completed the training – a completion rate of 93%. The programme delivered 34 different options of VST courses (*for a detailed list, please refer to Annex D*), each with a duration of three to eleven months. The options were selected based on an opportunity mapping conducted by the programme. Participants were eligible for training that lasted from three to eleven months; during their training they received a subsistence allowance of NPR 3,000 a month as well as an allowance for three meals a day. Cost of direct assistance fell under the cap of NPR 100,000 per package imposed by the GoN. However, the cost of some trainings went up to NPR 169,000 depending upon the option chosen by the participant (such as for Telecom Technician).

A significant benefit of the VST option was that the quality of training was maintained at the national standard, with the curricula of all VSTs offered by the programme in line with the standards of the National Skills Testing Board under the Council for Technical Education and Vocational Training (CTEVT). Out of 413 VMLRs who completed the VST, 203 appeared in the skills test examination conducted by the National Skills Testing Board. **Linking VST to the national certification system is a very good practice** that is rarely found in other DDR contexts. Of these 203, 86% successfully completed the examination and received a Skill Test Level 1 certificate, indicating that the quality of training was high. The VMLRs who passed the Skill Test Level 1 examination are now eligible to apply for Government jobs at the level of Non-Gazetted Third Class (Technical) Level³³, which is officially approved and recognized by the Public Service Commission. In short, the training not only gave skills for wage labour or self-employment, but also made the VMLRs eligible to enter a career in the public sector.

Despite the success of some participants, there were several weaknesses noted by the evaluation team:

- **A gender balance was not achieved in VST** with just six VST participants being female. One of the reasons for this was that most of the female VMLRs wanted to have home based employment opportunities, which was not possible in the case of VST. The VST component would have benefitted tremendously if the lodging support, as provided under the education component, had been available for female VMLRs. Another reason given by the female VMLRs consulted was that no in-kind post-training support after VST was available to start their own businesses.
- In general, because of the **lack of proper analysis of the labour market**, the programme faced challenges in assisting the VMLRs to select appropriate training packages. While a mapping had indeed been done, it was then merged into one list that served as a basis for rehabilitation options for all regions, thereby **losing the context specific demands of local labour markets**. The ILO was not closely involved in the development of the programme’s vocational skills training options but it later became a member of the interagency programme³⁴ and worked to establish stronger labour market links through the delivery of workshops for SPs on Labour Market Information and Analysis.
- However, it was found that more than **50% of VMLRs (210) who participated in VST did not appear in the National Skill Test Examination**. The VMLRs who did not pass or appear for the national skills test examination missed the opportunity to seek employment opportunities in the formal sector. The programme indicated that it was not possible to conduct the skill test for all VST graduates as they were scattered across the country and some of them

³² UN.2006. *Integrated Disarmament, Demobilization and Reintegration Standards*. New York: United Nations. Children and DDR module 5.30, pg 26.

³³ [http://nstb.org.np/skilltesting.php?page=Accreditation of ST Certificate](http://nstb.org.np/skilltesting.php?page=Accreditation%20of%20ST%20Certificate)

³⁴ UNDP, UNICEF, UNFPA, ILO. 2011. *Interagency Programming Mission Report: 14 to 26 February 2011*.

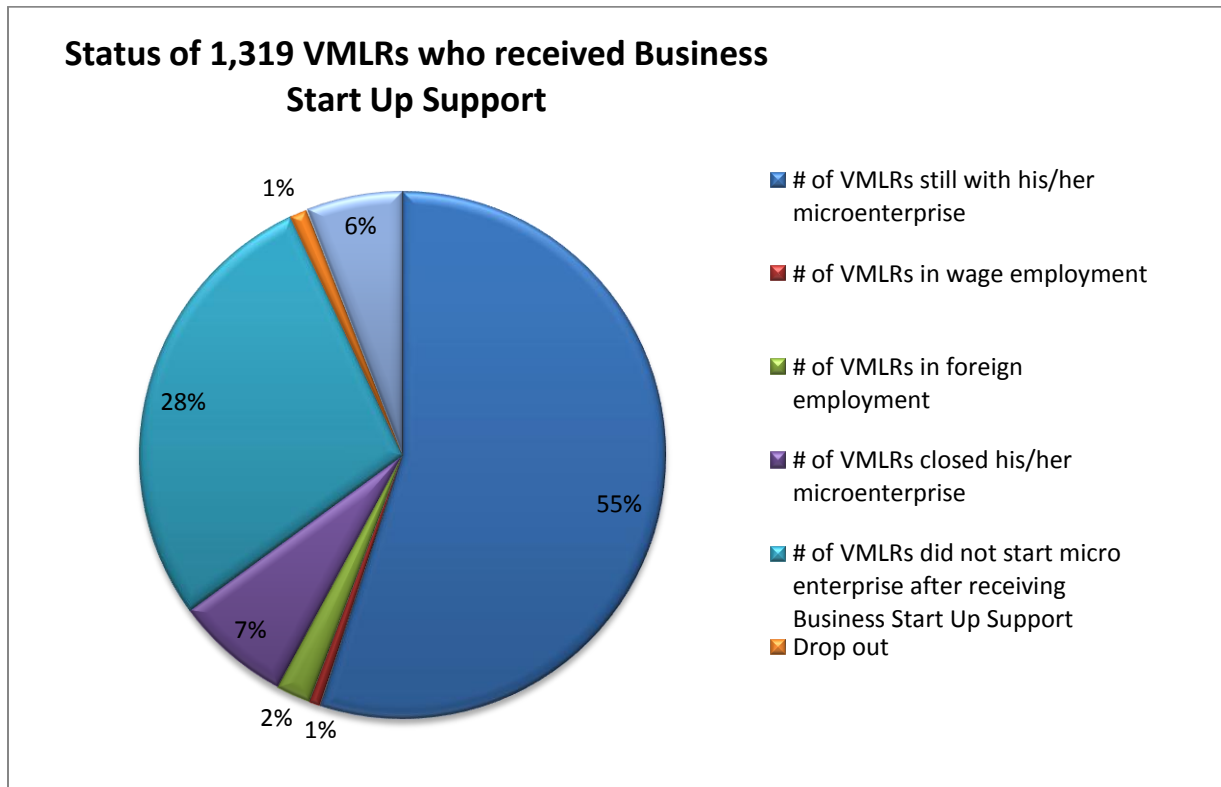
were unreachable at the time of test due to their mobility and frequent changes of contact numbers. Additionally, a small number of vocations would not have benefitted from this skills test, as there exists a separate licensing requirement – as in the case of drivers, for instance.

- A tool kit was supplied to all VST graduates after the training, which aimed to enhance the employability of trainees and/or the viability of their enterprises. However, the **use of this tool kit was not monitored** rigorously by the programme and there are some informal reported cases of graduates selling their tool kits just after receiving them. The success rate of the tool kits may have been higher had they been restricted to those opting for self-employment.
- The **follow up support to VST graduates for job linkages remained challenging** throughout the programme. According to the Terms of Reference of the PSPs, they are tasked to ensure linkages with the financial institutions to help access required resources to start a trainee’s own enterprise/business; and ensure linkages with potential employers to help trainee’s access employment opportunities. However, through discussions with the PSPs, it was found that the SPs conducted a few workshops to link VMLRs with potential employers, but inadequate follow-up support was provided in the absence of additional financial resources for this type of support. In a few exceptional cases, SPs had an existing Job Counselling and Placement Unit (JCPU) through which some of the graduating VMLRs received referral and placement support. Again, this was done on a voluntarily basis by individuals and IPs thus post training support, if provided, was an ad hoc project dependent on the partners’ existing resources. As a result, only 190 VMLRs were placed on self/wage employment out of the 413 VMLRs that graduated from VST.
- Many VMLRs were under the impression that they would secure employment in the formal sector, with **few provisions made for self-employment**. Under this option, there were no concrete interventions such as business start-up capital, business counselling and market linkage support designed in the beginning for those who wished to become self-employed following their VST courses. The programme did launch a package called “diverse support” worth NPR 20,000 at a later stage for VST graduates who were self employed or opting to start a new business. Only 11 VMLRs VST graduates were linked to micro-finance institutions.
- **The elimination of some of the IP modalities led to a significant increase in workload for UNIRP staff**. Initially, the programme made agreements with three PSPs³⁵, selected from a competitive bidding process. These organizations, in turn, engaged a number of smaller SPs across the country to conduct the VST. The contracts with PSPs ended in mid-2011 and were not renewed. The PSPs played a role in exercising quality control and monitoring over the various training institutes and activities. In some cases, PSPs and SPs coexisted within the same structure. Since the programme started to contract the smaller SPs directly, the workload of UNIRP programme staff increased in terms of contract processing, quality control and monitoring over the various training institutes and activities. This was also one of the reasons for weaker post-training support in the programme.
- Many of the implementing partners have stated that **career counselling remained weak**. The VMLRs did not have adequate information about the various options and, as a result, had unrealistic expectations about the options, picking options that were unsuitable for them, and dropped out or changed their options. Some graduates did not accept low-paid jobs in their field because of overly high expectations, despite the possibility that this first job could have provided additional training and eventually led to higher-paid work or self-employment (*see stories in Annex F*).
- In many cases, the VMLRs were trained in separate groups rather than mixing with the participants of existing ongoing training courses. This would have increased per-head training cost and left little margin for the SPs. In addition it **did not follow international best practices to avoid classrooms full of ex-combatants**. Some bigger VST providers did group VMLRs with other students who were paid for from other streams of funding. The providers interviewed explained that this went well and was very helpful in changing the mind-set and behaviour of VMLRs. The programme was, however, not designed this way.
- Trainings were mostly **conducted in urban and semi-urban areas** targeting urban employment opportunities. There were limited job placement opportunities in the rural areas where most of the VMLRs come from.

2.3.3 MICRO AND SMALL-ENTERPRISE DEVELOPMENT

³⁵ Three principal service providers are: Training Institute for Technical Instruction, Alliance Nepal and UCEP, Nepal who respectively engaged 7, 8 and 5 service providers across five regions.

Under this rehabilitation option, the programme enrolled 1,319 VMLRs (687 male and 632 female) in micro-enterprise development training. (For a detailed list of options please refer to Annex D). During the evaluation mission, the team found that some of the VMLRs were running very successful micro-enterprises, such as presented in the stories in Annex F. However 28% did not start their business after receiving start up support. The graph below shows the current status of those who opted for business start-up.



The interagency mission reported in 2011 that a high number of the participants have not started their enterprises after receiving a start-up kit. The reasons for this included: (a) they are not confident enough to launch their business and compete in the local market; and (b) they face negative perceptions from their families or communities, particularly in the case of cross-caste marriages which leaves them without family support. It furthermore highlighted that: it is difficult to track or monitor participants after their graduation because they often lose contact with the programme. Several possible reasons for not maintaining contact with UNIRP are: (a) they do not wish to be visited by UN vehicles because it attracts too much attention; (b) they do not want their past to be revealed; or (c) they leave their district, or country, to work elsewhere.

This evaluation team concurs with the earlier assessment with some modifications. About 30% (370 out of 1,227) VMLRs did not start businesses until November 2012. Of them, 47% are females and 53% are males (based on the data of November 2012). This suggests more females established their businesses. One reason particularly for males not starting business could be that some are still involved in political activities. In addition to this, a low percentage of VMLRs, 6%, (73 of 1,227 who received business start up support) were linked with the Micro-Finance Initiatives (MFIs) or Saving and Credit Cooperatives and there was no data found on registration of micro enterprises at district cottage and small industry levels. It was found by the team that those the VMLRs who registered (at their own initiatives) for micro-enterprise with district cottage and small industry and Local Chamber of Commerce and Industry, netted added advantages, as in the case of one woman running a beauty parlour, who received additional opportunities through funding from Government programmes. The programme missed an opportunity to facilitate this among all new businesses.

However, it was found that the programme took remedial actions to increase effectiveness and efficiency for this rehabilitation option:

- In addition to the business start-up capital, which ranges from NPR 30,000 to 40,000, **the programme introduced Business Promotional Support** equivalent to NPR 20,000, entailing refresher training or second round capital support or a mixture of both for upgrading the enterprises. Support was provided for those entrepreneurs who wanted to diversify their enterprises.
- The programme **re-enrolled participants who had dropped out** and introduced combined Start and Improve Your Business (SIYB) and Salesmanship and Book Keeping Training for late applicants. Entrepreneurship, life skills and civic education were also introduced into the training.
- The programme started to make some **official agreements with MFIs** and Youth and Small Entrepreneurs Self-Employment Fund Secretariat of the Ministry of Finance (MoF) for access to financial services.

Initially, the programme made an agreement with the Micro-Enterprise Development Programme (MEDEP), an UNDP-supported programme, to deliver all the packages under the micro-enterprise rehabilitation option. However, the contract was terminated at the end of 2010 as UNDP found that fund transfer from one UNDP programme to another was fraught with difficulty and that results in terms of delivery were also disappointing. Later, the programme made an agreement with two micro-enterprise SPs: F-Skill Ltd and Training Centre Nepal who, in turn, engaged a number of smaller SPs across the country to provide skills training, start up support, and business promotional support. The programme also stretched to more direct implementation modalities such as verification for business start-up and business promotion support, monitoring, business counselling, including linkages with micro-finance institutions, which had its limitations and increased costs significantly.

2.3.4 HEALTH SERVICES TRAINING

The programme offered Health Related Training and Education through UNFPA to VMLRs who met the requisite education requirements. The training was in compliance with the regulations established by the CTEVT, and the health related training and education offered a 15 to 18 month course, including institutional training and education as well as three months of on-the-job training at district and regional hospitals, primary health care centres, health posts, and sub-health posts to gain exposure to a real job scenario. During the training and education, the participants received a monthly stipend and stationery allowance, a onetime support to purchase all the required textbooks, uniform, and a transportation allowance to facilitate travel to and from their community. The participants had health care support during the entire period.

In this option, three different courses were offered: Community Medical Assistant, Lab Assistant and Auxiliary Nurse Midwife. In the first year VMLRs interested in the options were provided with entrance preparation classes so that they could participate in the national level entrance examination conducted by CTEVT annually. UNIRP, in close coordination with CTEVT, created a special quota provision for the VMLRs who participated in the entrance examination to increase the chances of VMLRs passing the national level entrance exam. Of the 41 graduates, 21 are employed and the remaining are either pursuing higher studies or continuing to seek job opportunities. Several of the female graduates are on maternity leave. **More success in finding employment would have been possible if a more formal and systematic referral system would have been put in place** by the programme.

In the second year, there was a drop in VMLRs showing interest in the health-related training, due to the prolonged duration of the training and education period with just 11 VMLRs applying for (and passing) the entrance exam. Of those, ten are now in on-the-job training, which ended in January 2013. Despite the low numbers participating, the **health-related training is a good example of certified training** addressing the need of the rural areas of Nepal where health workers are scarce. There is a considerable number of existing vacancies in the Government health department but due to the prevailing political instability, recruitment for these vacancies has not been initiated. When a new Government is formed it is likely that these vacancies will be announced and the VMLRs who have completed the training will have a chance to apply.

2.4. TECHNICAL COMPONENTS SUPPORTING REHABILITATION

2.4.1 COMMUNICATION AND OUTREACH

The programme was initially restricted from engaging in public information and outreach activities by the Government and the senior management of the UN. Accepting restrictions for PI activities, the senior management of UN was left with two damaging outcomes; without sufficient information provided by the UNIRP, the general public – and VMLRs in particular – developed a **negative perception of the programme**. This, in turn, prevented some VMLRs from joining the programme and led to a low enrolment rate. The initial number of VMLRs the programme was meant to target was 4,008, but only 2,231 finally enrolled. Public Information activities were on hold for nearly 18 months. In June 2011, the Government became more supportive and agreed with the UN's technical advice and, in July 2011, a project board decision was made to strengthen communication initiatives of the programme and challenge the prevailing negative narrative about the programme. PI activities were to focus on the programme's many achievements and tangible success stories. After the programme board decision, multiple PI activities were carried out. Among other activities public service announcements appeared in print media and radio, information kits for the VMLRs and the public were prepared, programmes on rehabilitation initiatives were broadcast by five radio stations. However, many of the products were targeted for the international stakeholders and leaders at the national level, while **the outreach component to target VMLRs and the public in rural interior Nepal remained weak**.

On the other hand, a relatively strong, but more discrete, component of the communications portfolio was outreach to CAAFAG through the CAAFAG network. The network was actively engaged in tracing discharged VMLRs at the local and community level, sharing information about the rehabilitation programme and encouraging the VMLRs to join. Similarly, the Resolution 1612 Monitoring Teams were also engaged to disseminate programme information to VMLRs³⁶. Further, through the peace building activities targeted communities have been informed, such as through theatre performances by the youth clubs supported by UNIRP.

2.4.2 COUNSELLING, INFORMATION AND REFERRAL

The UNIRP was given less than two months to identify, contract and train counsellors and to develop orientation tools. **The recruited counsellors, while highly educated, were initially not prepared to face the realities of the caseload they engaged with.**³⁷ Several implementing partners complained that the VMLRs came ill-prepared and lacking information, making their job more challenging. Later more career counselling took place.

In addition, **no gender training was provided to the counsellors at the start of the programme.** Later on in the programme, some training and guidance materials were delivered to counsellors, although most of the VMLRs had already completed counselling by that time. While counsellors did receive training eventually, the lessons were rather generic, focusing on GBV rather than targeted to the tasks of gender responsive counselling and referral. (*See section on Gender for more details*).

In addition, it is important to note that while 2,742 VMLRs contacted the UNIRP through the toll free phone line, **only 2,477 VMLR received counselling.** While many reasons can be found for the lack of counselling, the distance to the counselling sites has likely prevented a number of VMLRs from enrolling in the programme. For VMLRs living in the mountains, transport options are often limited and the trip to the counselling office can take up to three days of walking. Particularly for people with disabilities, such a trip might have been prohibitively arduous. The programme could have reached more VMLRs if mobile counselling units closer to the locations of VMLRs settlement had been made available.

³⁶ United Nations Interagency Rehabilitation Programme: Annual progress Report (2011). Page 20.

³⁷ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report: 14 to 26 February 2011. Page 7.

2.4.3 PSYCHOSOCIAL SUPPORT

An impressive network of psychosocial counsellors was developed by the UNIRP. Two regional psychosocial counsellors of the Trans-cultural Psychosocial Organisation (TPO) and the Centre for Victims of Torture Nepal were based in the UNIRP regional offices. All the regional psychosocial counsellors were female. The ten regional counsellors work with districts counsellors and social workers of the IPs in the district as well as provide direct services to the VMLRs.

In 2012 the TPO produced a longitudinal psycho-social assessment among VMLRs during the reintegration process³⁸. TPO and the Centre for Victims of Torture Nepal trained all the social workers of implementing partners working in 47 districts to deal with psychosocial issues, and all implementing partners were able to provide a basic level of psychosocial support. There was a referral mechanism set up to provide intensive psychosocial support if the district did not have the counsellors, and if it could not be dealt with at the district level the case was referred for specialised care in Kathmandu. A total of 1363 VMLRs received psychosocial support and 26 VMLRs were referred for specialised support in Kathmandu.

The evaluation team appreciated the quality and reach of the psychosocial services brought in via the TPO and those of the individual IPs, especially in the CAAFAG network. However, several issues of concern were noted:

- The team found that the counsellors geared their advice to women to re-adapt to their expected roles as wives in the communities, even in cases of domestic violence (*see Gender section*). The team had extensive conversations with two regional counsellors and two counsellors of IPs and verified some observations in interviews with VMLRs. While highly sensitive in the context of Nepal, **the programme could have been stronger in supporting cases of GBV.**
- **Little counselling took place with parents of VMLRs that were settled far away in urban or semi-urban areas.** For example, if a couple were in a cross-caste marriage, which creates social challenges in Nepal, then counselling could have been channelled towards helping their parents accept this. The programme had a chance to play a greater role in such issues, especially as these couples face serious challenges if they have no family support, but opportunities were missed.
- **Counselling capacities under this programme are only built and strengthened within NGOs and not in working with Government structures.** Therefore, the sustainability is questionable. UNIRP staff informed the evaluation team that Government agencies were not a part of the UNIRP project because of policy decision taken by the GoN not to be engaged in the implementation, but again, as part of the exit strategy linking could have been increased. However, the evaluation team recognises that the programme did contribute to the development of the child protection mechanism at district level through building the capacity of these NGOs and linking them and their trained counsellors to Government-led referral mechanisms to respond to a wider range of child protection risks.
- **Some VMLRs could have been trained to become counsellors themselves,** a good practice from other countries as they have an understanding of the issues. While some VMLRs have been trained through Training of Trainer (TOT) sessions to work as champions and trainers, more could have been done to mobilize those stronger VMLRs to become peer counsellors.

2.4.4 PEACE-BUILDING ACTIVITIES AND ENGAGEMENT OF COMMUNITIES IN REHABILITATION

As found in the midterm review, many VMLRs faced negative stereotypes stemming from being labelled as “disqualified,” and a sense of rejection, both towards women, for leaving their families, and men, for returning from fighting empty-handed. Through activities such as social and sports events and youth groups, peace-building efforts provide opportunities for receiving communities to reduce such negative stereotypes against the VMLRs. Peace-building activities may also allow community members to mitigate their fears towards VMLRs based on the assumption that they were socialized to use violence while they spent time with the PLA and may pose a threat to community security³⁹. Overall, these positive effects of peace-building activities have been especially important for the VMLRs who left their

³⁸ Trans-cultural Psychosocial Organization (TPO) Nepal. 2012. A Longitudinal Psycho-social Assessment among Verified Minors and Late Recruits during the Reintegration Process.

³⁹ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report. Pg 15.

community in the first place because they felt they were marginalised and who are having problems being accepted by their community.

While limited in scope, the programme engaged in community based peace-building activities through IPs and supported by the NGO Search for Common Ground. The latter provided training to the majority of the IPs in peace building activities, mainly through the youth clubs that were previously supported through the CAAFAG programme.

The only shortcoming to this component is the lack of connection to other structures in the community such as the Local Peace-Building Committees, the Development of Children and Women Centre and the Village Child Protection Committees who could play a bigger role in supporting these youth groups and possibly mobilise financial support from the Village Development Committees . **Overall, little community engagement was fostered through this programme** with the exception of a limited number of peace building activities, mainly with the above mentioned youth groups. No involvement of communities in terms of economic reintegration activities were mobilised, such as through bringing VMLRs into community based lending and saving schemes. The programme missed opportunities in this area.

2.4.5 MEDICAL SERVICES FOR VMLRS

The programme took innovative steps by providing medical services to VMLRs, in response to monitoring showing that many VMLRs were absent from training due to sickness. Medical services were initially only available to Micro-Enterprise and Vocational Skill Training participants but were then expanded to VMLRs in other rehabilitation options. A total of 262 females and 273 males have received health assistance. The high rate of participation in the training programmes can partly be attributed directly to health assistance received when VMLRs required medical treatment. *(For type of medical services provided to VMLR refer to Annex G).*

2.4.6 JOB PLACEMENT AND BUSINESS DEVELOPMENT SERVICES

The **referral and job placement after training remained a challenging part of the programme**, as well of the lack of the provision of and referral to business development and micro-finance services. IPs were not made accountable, nor provided with a budget to leverage or to ensure job placement or business growth. Initially the programme did not focus enough on linking the VMLRs with job opportunities but rather on gradually building their future employability; nonetheless it clearly emerged that VMLRs feel frustrated that links with the market were weak.

The Interagency Mission Report recommended that this aspect could be addressed through UNIRP's regional offices, which could be given a specific role to play in post-training and counselling, up to referral and support for job placement⁴⁰. However, the evaluation team found that UNIRP staff were too limited in number to perform these extra tasks and did not necessarily have the professional background to do this. However, some of the SPs had good networks in which to place the training graduates for employment in business and industry but this option remained unexplored. For example, F-Skill and Training Centre Nepal were limited to providing skills training, business start-up support and business promotion support while the potentials for connecting their caseload with work opportunities and the provision of BDS remained unused despite their solid track record of doing this⁴¹.

Similarly, the programme has made some efforts to provide access to financial services to the participants. As of now, three agreements have been signed with national level organisations: with the Youth & Small Entrepreneur Self Employment Fund is GoN initiative with a strong network across the country which creates employment opportunity by providing soft loans; the mid-western and the eastern regional Grameen Bikash Banks. 84 VST and micro-enterprise

⁴⁰ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report: 14 to 26 February 2011. Page 13.

⁴¹ For example, F-Skill has trained over 24,000 participants in various occupational skills until now, and of those, 84% have been found to be in gainful employment.

VMLR graduates have been linked to such micro-finance institutions. **However, no systematic linking of VMLRs to existing micro-finance providers** has been observed. None of the VMLRs consulted during the mission received any assistance or information on these opportunities.

The programme has consulted over 585 business people through dialogue on “Strengthening Socioeconomic Support Dimensions of the Rehabilitation” with close coordination with the National Business Initiative (NBI), Federation of Nepalese Cottage & Small Industry (FNCSI) and its district chapters. However, **the placement rate remained low**, mainly due to a lack of systematic follow-up with both potential employers and the VMLRs. In one of the discussions, the local Chamber of Commerce and Industry mentioned that employers do not have good faith in VMLRs as they are still linked to a certain political banner. Some private sector actors feel that it is their social corporate responsibility to support the VMLRs, however there should have been formal arrangement among the local chambers, UNIRP and the Government.

The health training offered some links to the job market, with sessions on job search skills, application writing and CV drafting offered before graduation. The CVs of the health graduates were widely circulated amongst NGOs working in health promotion and medical institutes.

To conclude, the main reasons for the low employment rates are:

- Many of those who have graduated or completed training are in remote areas that are difficult to reach for post-training follow-up, monitoring and mentoring. This has implications for their ability to find sustainable livelihood options and link up with local market opportunities.
- Many of the VMLRs resettle in areas with limited labour markets, where business opportunities remain scarce.
- Some graduates have refused low paid jobs for various reasons including high expectations.
- Opportunities are missed to more systematically engage and follow-up with potential employers.
- Business development support would have been better provided through the SIYB trainers than UNIRP staff.

3. MANAGEMENT AND COLLABORATION

3.1 PROGRAMME MANAGEMENT

The programme was appropriately part of the Peace-Building and Recovery Unit (PBRU). Since it was a highly politically sensitive programme, it reported to the country director through the PBRU. At all levels; the PBRU, heads of agencies, and the resident coordinator, there was dedicated engagement and the required support was made available. The challenging political environment and the still evolving political process resulted in the UN senior managers making compromises in the interest of moving the peace process forward vis-à-vis the technical advice from the programme. Therefore, the programme management is evaluated in the context of the realities of Nepal and the conditions that were accepted as part of political compromises.

The overall programme management has been satisfactory within the resources available in both human and financial terms. Technical support was sufficient though supplemented by missions from the Bureau of Conflict Prevention and Recovery (BCPR) and hiring of consultants. In 2010, only one project board meeting occurred, on 8th December. However, in 2011 the project board met twice and in 2012 four meetings took place. This clearly indicates the increased importance given to UNIRP by the senior managers of UN agencies.

Notwithstanding the above, certain observations were made:

- The programme was designed to provide support for 4,008 VMLRs in 73 districts. However, **all five regional offices were created in the plains**. There was a need for at least one office in the hilly areas, or temporary satellite offices based on the concentration of VMLRs in the districts, created during the initial phase of registering VMLRs into the programme. This may have encouraged more VMLRs to join – as highlighted earlier, just 56% of the original caseload eventually enrolled in the programme.

- The **staffing levels were not commensurate with the workload** and a high degree of responsibility characterised the start-up and peak of the programmes activities. There were six to seven UNIRP staff members per region, covering up to 22 districts each, with VMLRs spread out in numerous villages. Had the programme had additional staffing, VMLRs may have received better support. The workload increased due to the decision to remove some of the PSPs toward direct implementation by UNIRP staff.

3.2 INTERAGENCY COLLABORATION

UNIRP was established as an interagency programme with participation of UNDP, UNICEF, UNFPA and ILO. At the central level, the programme reached a good level of joint planning, coordination, and programming which is exceptional in DDR planning. **The ‘one UN’ approach has therefore taken a serious step forward in Nepal.**

There is however scope for further improvement by providing dedicated staff from agencies like UNICEF, UNFPA and ILO at the regional level. At the same time, cross-cutting support on psychosocial counselling, and gender specific support was provided and was delivered successfully. If regional UNIRP teams also represented interagency collaboration at national level, combined with some increased decentralised decision making, the coherence of the programme would have further increased.

3.3 WORKING WITH GOVERNMENT

The Ministry of Peace and Reconstruction (MoPR) was the custodian of the UNIRP within the GoN. The programme had strong national ownership, with key decisions being taken by the Government and programme parameters also set by GoN. However, partnership and joint implementation has been missing to some extent at the national level and completely missing in the regional and district levels. The MoPR, during the three years span of UNIRP, has had seven ministers, seven joint secretaries and three under secretaries. These changes have naturally impacted the engagement of the Government with the UNIRP.

Government officials at the regional and district levels say they have received no directions at the national level to engage with the UNIRP. Many of the chief district officers, local development officers, district women officers and other officials stated that they would have worked closely had they received directions and some funding to support joint initiatives. The MoPR has committees that are autonomous at the district level. The UNIRP did not interact with these committees; however, it would likely not have been feasible to partner, as these are political bodies with a chair that revolves every three months between the political parties. Thus, the MoPR should have vested the programme with the chief district officer at district level.

During discussions with GoN officials, it was acknowledged that an impediment to the programme’s success was a lack of national institutions that could work with the UNIRP in the regions and districts. This was a constraint of policy formulation at central level due to a lack of consensus between the political parties.

3.4 MONITORING AND EVALUATION

With limited staff, the programme has performed well in monitoring and provided follow-up services as per individual needs. Over the past three years, the programme team carried out 603 missions. This has been possible due to the good rapport between the programme staff and IP staff. In most cases, the IP did not have any contractual obligations to follow up and cater to the changing needs of the VMLRs but they continued to do so.

In comparison to other countries’ DDR programmes, UNIRP carried out a large number of home visits. Of the 1,687 VMLRs that completed training and received assistance, 1,023 were visited in their homes. Based on these monitoring visits, the programme changed some activities to increase its chances of successfully rehabilitating its caseload of VMLRs.

Rehabilitation Package	Number of individuals monitored after graduation from training	Number of individuals monitored face to face	Number of individuals monitored on telephone	Number of individuals monitored via SP/IP
Number Pursuing Vocational Skills Training	307 (2% F, 98% M)	235 (2% F, 98% M)	49 (2% F, 98% M)	23 (0% F, 100% M)
Number Pursuing Microenterprises	906 (52% F, 48% M)	788 (52% F, 48% M)	114 (60% F, 50% M)	4 (25% F, 75% M)
Number Pursuing Education	-	-	-	-
Number Pursuing Health ⁴² Training	47 (28% F, 72% M)	28 (29% F, 71% M)	19 (26% F, 74% M)	0 (0% F, 0% M)
Total	1260 (39% F, 61% M)	1051 (41% F, 59% M)	182 (35% F, 65% M)	27 (4% F, 96% M)
Post Monitoring Rate (%)	75% of 1687	62% of 1687	11% of 1687	2% of 1687
		83% of 1260	14% of 1260	2% of 1260

3.5 FLEXIBILITY AND ADJUSTMENTS MADE

One of the strengths of the programme was the flexibility applied to the problems confronting the programme, and the adjustments made during implementation. The adjustments were based on M&E missions, feedback from VMLRs and implementing partners and recommendations of the interagency mission. The adjustments resulted in ensuring active participation of VMLRs in the programme. Examples of these corrective adjustments include; medical assistance provided to VMLRs during the course of training, transportation allowance to VMLRs attending VST on par with their educational participants, introduction of one time support for the purchase of uniforms, text books and tool kits as well as additional stationery allowance, registration support to the Nepal Health Professional Council to increase employment opportunities and direct bank transfer of stipend and stationery allowance into the VMLRs account. In addition adjustments made for the VMLRs attending Health Related Training and Education and women-friendly support was changed to more gender responsive support throughout. Support to VST was enhanced and refresher training or a second round of capital support to micro-enterprise participants was introduced.

Furthermore participants were given an option to change option; among participants who were initially referred for education, 18 have changed their options to health and micro-enterprise support. These changes to the policy within the programme greatly influenced many VMLRs to continue to attend training and facilitated successful completion and therefore contributed towards the success of the programme.

3.6 STAFFING AND INSTITUTIONAL SUPPORT PROVIDED

The staff had the requisite qualifications. However, there should have been a dedicated reintegration advisor at a senior level, instead of consultants hired on a short-term basis throughout the life of the programme. Taking into account the funds spent on consultants, it would have been a better use of resources to have full time support in the initial stages of the programme.

The support from the senior managers of agencies to the programme is satisfactory, as was support from the programme HQ to regional offices. The regional office managers were either UN volunteers or national officers, which may have impacted on their ability to effect change on programme policies.

The number and experience level of staff was limited, considering the geographic spread of the VMLRs, the size of the country, the need to create the strategy/policy guidelines and planning activities at start-up, the lengthy rehabilitation

⁴² Health monitoring data was not updated in CRIMS during data compilation time.

process, multiple activities of rehabilitation at the regional level and internal reporting and documentation process of the UN. In any DDR-related programme the staff requirements are high for the first half of the programme. When the counselling and referral has been completed, the workload starts to taper and emphasis moves towards monitoring with government staff and a handing over process to the government. Such a phase-out process was not possible in UNIRP given inadequate government engagement, but nonetheless, the programme could have improved its planning and implementation by hiring a greater number of experienced staff in the programme's early stages.

Considering the number of contracts issued under these two components, the programme staff had little time to provide other kinds of support such as referral, employment, and business counselling to VMLRs. This was largely because the project did not use outcome-based contracts. In the words of one Service Provider the partners were used as a "service shop", contracted to deliver a specific service rather than an output, such as persons trained or micro-enterprises created. Transferring the onus for outcomes to partners would have freed up UNIRP staff to focus on other components of the programme.

3.7 EXIT STRATEGY

The mid-term interagency mission found in 2011 that a key objective for the remainder of the programme was the development of "a proper exit strategy including the handover of responsibility to the GoN and the disposal of UNIRP assets in accordance with UNDP procedures"⁴³. The draft phase-out strategy was developed between April and November 2012, arriving too late, given that the programme was due to close in January 2013. In mid-2012, the programme did commence its own phase-out activities, reducing staff and closing and merging regional offices, but little or no progress has been made for the gradual handover to the national authorities. Moreover, in a recent workshop on the conflict sensitivity of UNIRP phase-out in September 2012 it was argued that the exit date initially proposed could have negative consequences for the VMLRs, particularly given the current political instability in the country⁴⁴. Despite this, there is currently no definite answer for a contingency plan for the 400 education participants who will continue on until 2015, and the 750 micro enterprise participants still receiving training⁴⁵.

Participants of the phase-out strategy workshop also identified the central role that the MoE and MoPR should play in taking over the UNIRP caseload⁴⁶. The workshop concluded by questioning whether January 2013, the phase-out date originally proposed, is the right time for the exit strategy, given the large number of VMLRs still requiring support.

The team must conclude that the exit strategy for the programme is not in place, which is a weak point in terms of the planning process. Recommendations for an extension phase are presented in section 12.

4. SPECIAL CONSIDERATIONS FOR CAAFAG

The average age for joining the PLA was 15 for girls and 16 for boys, though some joined at a significantly younger age. Following international standards, the moment of demobilization determines if combatants are classified as minors or adults. In Nepal, the situation was more complex as at the date of verification there were a significant number of minors, while at the time of release, less than 20% were younger than 18. The evaluation team found that the decision to treat them as CAAFAG, following the date of verification rather than release, was appropriate as their problems and needs were those of children who missed out on education, social/family support and professional development due to their participation as children in the movement.

4.1 BUILDING ON THE CAAFAG NETWORK

⁴³ UNDP. 2011. United Nations Interagency Rehabilitation Programme annual progress report.

⁴⁴ UNIRP. 2012. Peace sensitivity in the UNIRP Phase-out strategy workshop. Interagency Strategy for Conflict Sensitivity.

⁴⁵ UNIRP. 2012. Peace sensitivity in the UNIRP Phase-out strategy workshop. Interagency Strategy for Conflict Sensitivity. Page 11.

⁴⁶ UNIRP. 2012. Peace sensitivity in the UNIRP Phase-out strategy workshop. Interagency Strategy for Conflict Sensitivity. Page 12.

Since 2006, before the signing of the CPA, a network of local and international child rights and human rights actors working on the needs of CAAFAG has been operating in a technical working committee chaired by UNICEF. The aim of this CAAFAG network has been to develop and coordinate comprehensive and harmonised responses for the release, return and reintegration of CAAFAG, and design common advocacy strategies with all relevant stakeholders. The midterm interagency programming mission highlighted the usefulness of this network, finding that “the UNIRP has benefitted tremendously from the presence and experience of the CAAFAG network”⁴⁷. In mid-2011 UNICEF renewed existing partnership for another year with CAAFAG implementing partners providing continued rehabilitation support to VMLRS in the areas of education, psychosocial support and facilitation of social-reintegration through community based peace-building activities⁴⁸.

However, CAAFAG was mainly mobilised by UNICEF for the education component, peace-building and delivery of the psychosocial counselling. The mission found, however, that several CAAFAG-network organisations also have the capacity to provide enterprise set-up support, and did so under the CAAFAG programme. It seems that there was a missed opportunity to use this cost-effective network, with local presence throughout the country, to also provide other support. Furthermore, inter-linkages between the four components would have increased if the same organisations had been involved in the different components. Another advantage of giving more service delivery responsibility to the CAAFAG network is that they were already experienced in working with children from a similar background and they could have appropriately mixed VMLRs together with CAAFAG.

4.2 SPECIAL CONSIDERATIONS IN THE LIGHT OF INTERNATIONAL NORMS AND STANDARDS

Overall, the special provisions for CAAFAG in the UNIRP are in compliance with international norms and standards. The programme followed years of intensive lobbying and work on the prevention and release of CAAFAG, and on awareness raising on child abuse (Resolution 1612 Monitoring Group) and the need for better protection mechanism. Therefore, the basis to start this programme in terms of legal frameworks, action plans and structures in place was solid. In compliance with the IDDRS guidance and the Paris Principles on the release and reintegration of children the majority of the programme was in line with international best practices. However, several elements were explicitly not in line with these, for example:

The Paris Principles state that: “a girl will often have to deal with residual relationships or feelings for her captor, as he may be both her ‘husband’ and father of her child or children. In appropriate circumstances, girls should be consulted and counselled about whether they wish to recognize or reject the relationship they had with a member of the armed group or force”⁴⁹. **The UNIRP did not aim to initially separate couples who married in the armed forces** but sought rather to help legalise marriages and provide couples’ therapy and, in some cases, provide GBV training. The IDDRS also states that: “girls have complex relationships with men within the fighting forces including their former captors. During the reintegration phases; these relationships need to be dealt with in sensitive ways to ensure that the girl’s rights are upheld and they remain secure”⁵⁰. Many girls married voluntarily in cantonment sites and separation or divorce of a couple is taboo in Nepalese culture. The question remains, however, whether the girls married voluntarily and whether initial counselling may have helped them consider whether they wished to stay married, particularly in cases where GBV is an issue. While, when commenting on the first draft of this report, UNICEF pointed to some cases where girls were assisted to separate from abusive husbands, the initial separation was not systematic and the team found a case where a girl expressed wanting help to leave, verified with regional counsellors, but support was not available. In redrafting the report UNICEF reported that there have been cases where support was provided “to help her live independently and disassociate herself from her husband”.

⁴⁷ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report. Page 17.

⁴⁸ United Nations Interagency Rehabilitation Programme: Annual progress Report (2011). Page 9.

⁴⁹ UNICEF. 2007. The Paris Principles. Principles and Guidelines on Children Associated With Armed Forces or Armed Groups. Available online at: <http://www.unicef.org/emerg/files/ParisPrinciples310107English.pdf> [accessed 27 November 2012]

⁵⁰ UN.2006. *Integrated Disarmament, Demobilization and Reintegration Standards*. New York: United Nations. Children and DDR module 5.30, pg. 11.

Combining education and vocational training/business set-up is internationally recognised as a best practice in child DDR. In a recent stocktaking exercise for the ILO, UNICEF and UNDP⁵¹ it was found that combining vocational training, life skills, literacy and numeracy has an added benefit to released children and is listed among the best practices in reintegration of CAAFAG. Furthermore, the report highlights the need to link vocational training to business development through entrepreneurial training, facilitating market access and long term business mentoring, as was successfully done in Liberia⁵². In this case the work will fulfil their immediate needs while the schooling helps prepare them for a better future. In Nepal, most VMLRs that opted for micro-enterprise would have also benefitted from education, but did not select that option in a bid to fulfil their immediate needs. When asked, 50% of the VMLRs said they would have liked to combine education with enterprise development/VST. **The programme therefore missed an opportunity to enrol more VMLRs in formal education by providing the four options as exclusive choices.** The increase in costs could have been minimal, as VMLRs in training or micro-enterprise do not need an additional stipend but only school fees and stationery support, which is NPR 3,000 per year, and could have been delivered through the ongoing CAAFAG programme.

In addition, **breaking command structures and full detachment from the movement/party is unrealistic** in Nepal. Many VMLRs remain closely tied to their former commanders even after their rehabilitation. Multiple stories from SPs of children dropping out of training during Maoists strikes are only one of the indicators. The presence of so called “rented houses” which are paid for by the Party, and where the Party provides a stipend is another. Up to 50 VMLR stay together in these houses, of which some were participating in the programme. As the Maoist force is no longer an army but a political entity, the attachment of the former VMLRs might be worrisome but is not inappropriate in the given context. Few VMLRs, however, seem interested in re-joining – just 6% of females and 20% of males interviewed stated that they are considering re-joining the party, many stressing that it would be only an option “if necessary” or “if my business fails”.

4.3 CONTRIBUTIONS OF UNIRP TO BROADER CHILD PROTECTION

The UNIRP was strongly embedded in the framework of broader protection through UNICEF and the CAAFAG network. Through extensive capacity development of NGOs in the field of child protection, district level protection mechanisms have improved. The programme did provide additional capacity development to individual members of the CAAFAG network, such as through training on peace building by Search for Common Ground, and training on GBV by UNFPA, and training of social workers in the area of psychosocial support and case management, amongst others. However, UNIRP was disconnected from any Government-led activities or structures, and therefore did not develop any Government capacities, which has been a missed opportunity both in design and implementation. Implicitly however, strengthening CAAFAG IPs might have an effect on broader child protection as many are working with district government agencies in the area of child protection- particularly in strengthening the referral system and the District Juvenile Justice Coordination Committees.

5. PARTNERSHIPS AND LINKAGES

The programme contacted and worked with more than 160 IPs at the local level. The programme conducted training on tender writing and submission to improve financial transparency, knowledge of UNDP procurement rules and regulations with the aim to ensure local NGOs were partners in implementation of UNIRP. **The programme had good linkages to civil society organisations** largely due to the implementation of part of the programme through the existing CAAFAG network.

⁵¹ Specht, I. 2010. Stocktaking report on sustainable economic reintegration of children formerly associated with armed forces and groups and other vulnerable children. ILO.

⁵² UNICEF, 2007 Impact Evaluation of the Reintegration Programme for CAAFAG in Liberia, Monrovia, Liberia. Page 7

The programme mapped 11 existing relevant programmes run by the UN and created linkages for creating employment opportunities for the VMLRs and limited number of VMLRs were employed for the short term. However, the programme did **not optimally use UN staff in the regions**. For example, UNFPA had staff in 18 remote districts, though their linkages with UNIRP were limited. Furthermore, UNICEFs education unit, especially at the local levels, could have contributed more to UNIRP, especially in linking it to the MoE. The linkage and **partnership with private sector was limited** and more could have been done to secure post-training employment and other opportunities.

The partnership with the Government authorities was weak and efforts were not made to ensure linkages in the field with departments of line ministries. Partnering and working with line ministries is a challenge even in normal circumstances and more so in a situation where a programme is managed by a newly-created ministry, as in UNIRP's case. Nevertheless, as part of hand over and exit strategy, **more efforts should have been undertaken to secure further Government involvement within the line- ministries**.

6. CAPACITY DEVELOPMENT AND SUSTAINABILITY OF REHABILITATION ASSISTANCE

6.1 CAPACITY DEVELOPMENT

Extensive capacity development focussed on local IPs and national staff within the programme was achieved. UNIRP did extensive training on psychosocial support, conflict sensitivity, gender and so on. UNFPA conducted a range of gender trainings, UNDP undertook workshops on conflict sensitivity and UNICEF invested heavily in building capacities of the CAAFAG network on psychosocial assistance and case management.

ILO assisted with capacity development of 204 SPs and 180 technical schools. Additionally the ILO built the capacity of SPs from VST, micro-enterprise training and health training. Initially, the training was to be exclusively offered to SPs that would provide training packages to the VMLRs. However, this was later expanded to include SPs regardless of their participation in the training of the VMLRs, whereby expanding the benefit of the training considerably.

During the discussion with the evaluation team, the SPs attested that the trainings were useful and helped them to deliver good training sessions, collect and analyse information on local employment opportunities for the graduates, improve presentation skills, and ease student record keeping and data processing. *For details of workshops conducted refer to Annex H.*

A reintegration workshop for programme staff was held in April 2010, Nov 2010, May 2011 and a programme retreat was organised in June 2012. A contextualised rehabilitation training workshop in partnership with Folke Bernadotte Academy in Sweden and the Interagency Working Group (IAWG), in Switzerland, was conducted from 22-27th May 2011. In this training workshop more than 50 representatives from UN interagency partners and CAAFAG network implementing partners participated⁵³. Two joint secretaries and one under secretary were nominated to attend but did not participate due to conflicting work commitments.

Furthermore, civil society, through several youth clubs and Village Development Committees, benefitted through the peace initiatives in communities, which were supported by the programme. However due to the limited budget and low number of such initiatives, the impact was limited.

In conclusion, **the programme performed extremely well in building capacities of service providers in civil society**, but as highlighted in other sections, due to a lack of Government partners in the field, there has been **almost no capacity developed by UNIRP in Government institutions**.

6.2 SUSTAINABILITY

⁵³ United Nations Interagency Rehabilitation Programme: Annual progress Report (2011). Page 15.

Given that the UNIRP programme was of limited duration, priority was placed on establishing linkages with on-going programmes implemented by UNICEF, UNFPA and UNDP. UNICEF worked with the CAAFAG working group to use their existing capacity to make provisions for psychosocial support to VMLRs. Longer term support for socio-economic reintegration, especially for minors and female disqualified combatants, was promoted through linkages with existing UNICEF and UNFPA programmes and community based initiatives, such as paralegal committees and women's credit groups⁵⁴. A limited number of VST VMLRs were provided with short term employment with UNDP's other ongoing projects.

A number of VMLRs are self-supporting, due to the assistance received through the UNIRP or through their own or their family's efforts, and do not require follow up. However, for those VMLRs who are still struggling to support themselves and those who never enrolled in the programme, follow up services could make a major difference.

The skill sets and capacity of SPs and IPs were enhanced by activities undertaken by the programme through UNIRP and the PSPs. However, there was a lack of linkage to national Government counterparts in the region and limited engagement with the line ministry departments. Therefore, presently **the programme closure will mean that follow up of VMLRs is not assured**. As indicated earlier, no lasting capacities have been built through this programme that could be of help to provide assistance to VMLRs as well as other youth at risk, with the exception of a number of Civil Society Organisations (CSO). The capacity of the Government to assist youth in difficult circumstances, such as VMLR and CAAFAG, has not been strengthened by the UNIRP and therefore the services initiated are not sufficiently sustainable.

One of the most appropriate upcoming initiatives to take over the caseload is the National Plan of Action on Children Affected by Conflict (NPA-CAC). However, the implementation of the NPA-CAC has not started and an important deadline for resource mobilisation has been missed (December 2012). The other question which is yet to have been addressed is if the VMLRs, due to their age, can be absorbed into the CAC target group.

7. GENDER RESPONSIVENESS

Emphasis has continuously been placed on the lack of gender equality in post-conflict Nepal. Ian Martin, UN Special Representative to Nepal, argues as far back as 2007 that "women are under-represented in parliament, government, political parties, the civil service and judiciary, and the leadership of civil society"⁵⁵. In addition, implementation of Resolution 1325 was extremely weak and women were noticeably under-represented in the peace negotiation process⁵⁶. However, UNIRP in Nepal is one of the few programmes to have a significant proportion of women and girls (almost 30%) who were part of the discharge process. There was therefore a strong need to prioritise and adopt a gender-sensitive approach in the programme design and implementation of the UNIRP⁵⁷.

In comparison to other DDR-type programmes worldwide, the UNIRP has included extensive additional support to female participants with outstanding results of attracting and maintaining their involvement in the programme. The results are ground-breaking, with 38% of all beneficiaries being female, a record in DDR programming and implementation.

In the programme design, gender specific outputs were created, such as output 1.4: "Specific gender needs and requirements of VMLRs are met through tailoring elements of the rehabilitation packages to meet their needs", and output 2.4: "special gender considerations regarding the verified minors and late recruits and the broader community

⁵⁴ UNDP. 2010. Standard joint project document: UNIRP.

⁵⁵ Martin, I. 2007. Implementing commitments to women's equal participation. UNMIN.

⁵⁶ Upreti, B. R., Women's role in Nepal's Peace Process, Working Draft, 2008, A paper presented at the national seminar on Women in Constitution organized by Women for Peace and Justice (Core Committee) at Hotel Yak and Yati, Kathmandu, 18-19 August 2008, pg 5.

⁵⁷ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report. Page 16.

are prioritised”⁵⁸. Specific gender indicators to measure this include the 38% of women who participate in rehabilitation from within women discharged, and qualitative feedback from participants and communities on the process to meet women’s needs. The special gender support included nutritional support to pregnant women and lactating mothers, childcare in training centres and within communities, childcare grants, maternity allowance, support to victims of sexual and gender based violence, lodging allowances in education and special reproductive health support, which was also available for spouses of VMLRs.

Nevertheless, in the design, gender was mainly geared towards being women-friendly instead of being gender responsive. However, high levels of flexibility were applied to respond to emerging gender challenges during the programme implementation. Some good examples include the three revisions of a gender matrix guiding the support, special allowances for childcare during training, and the nutritional support to pregnant and new mothers which was later expanded to include males, expansion of lodging grants for boys in education and so on. Activities and indicators on changing masculinities and assisting women to become agents of change were however missing. Furthermore the psychosocial counselling was highly gender responsive with a high number of female counsellors. Additionally GBV training was provided to most SPs.

Some observations can however be made, which could have increased the gender responsiveness of the programme:

- **Career counselling was not always gender responsive.** Counsellors did not receive any training on gender-responsive counselling, which had repercussions on the choices made by the caseload. For instance, the team found two cases that were verified with the career counsellors, where counsellors advised pregnant women to opt for the education option only as it was thought that other options would be physically too hard for them. This advice, while according to the UNIRP programme management was not systematic, is a reflection of the Nepalese culture of encouraging pregnant women to undertake low physical work. Again, while the programme did well to attract and keep pregnant women involved in the programme, which is a major achievement in itself, gender-responsive counselling training might have addressed a number of issues and may have increased the number of females option for vocational training.
- There was a high incidence of under-age girls marrying in the cantonment sites. While international practice in **DDR normally separates girls from their husbands** to give them time to reconsider if they want to stay with them, this was not done after the release of VMLRs in Nepal. This evaluation team found two cases of serious GBV amongst the couples, and according to one regional career counsellor, this is not unusual. While addressing this in conservative Nepalese society where early marriage is forbidden but is still common practice, and where issues of pre-marriage sex and having children outside of marriage are enormous taboos, providing girls with an explicit choice at the moment of discharge could still have been introduced. (*See also section 4.4 on CAAFAG for more details*). On a positive note, the mission found several instances where the women’s husbands opted for “early retirement” through the Government programme, and invested in the businesses set up by their VMLR wives.
- As previously mentioned, many VMLRs married in the cantonment sites across castes, which is normally taboo in Nepalese society and, as a result, many couples are generally settling on their own in a new, neutral location. While the psychosocial counsellors have provided extensive support to these couples, relatively **little counselling took place with their parents**, who live in different locations. As acceptance and subsequent support from families is crucial in Nepalese societies, more could have been done to facilitate this.
- Initially, the way allowances were provided was **women-friendly but not gender responsive, with only mothers receiving the available funds**. This was flagged by the mid-term interagency mission, which for example recommended that the stipend amount be raised for male VMLRs who need to study outside their homes and have children to support.⁵⁹ UNIRP duly implemented the recommendation, with fathers receiving increased allowances, although it was already late in the programme. A total of 129 (9 male and 120 female) VMLRs have received this additional stipend for lodging. The provision of additional stipend was however only available in the education option, and not in other packages. The VST component is likely to have attracted more women if this support would also have been available under this option.

⁵⁸ UNDP. 2010. Standard joint project document: UNIRP. Page 14.

⁵⁹ UNDP, UNICEF, UNFPA, ILO. 2011. Interagency Programming Mission Report: 14 to 26 February 2011.

- Finally, it is important to note that 88% of the female VMLRs consulted left home without parental consent. The reasons for joining included running away from household chores, and seeking an opportunity for more freedom and independence. While some female VMLRs have been empowered economically through the programme, the **career and psychosocial counselling mainly assisted them in re-adapting to their traditional gender role in society**. Some individual cases of girl VMLRs who became active in youth clubs etc. are noted, but the scale of this is limited. The programme in its design stage could have conducted women and community focus group discussions to make informed decisions on how to best support VMLRs to become agents of change.

8. CONFLICT SENSITIVITY AND DO NO HARM

In more recent years, policy has been informed by a deeper analysis of the links between aid and conflict, partly led by an increased awareness that relief assistance can cement divisions between conflicting groups⁶⁰. As a result conflict sensitivity and Do No Harm has been actively mainstreamed in UN development policy. In terms of conflict sensitivity in UNIRP, UNDP organised Do No Harm and Conflict Sensitivity workshops in each region. In addition in 2012 a workshop on peace sensitivity in the UNIRP phase-out strategy, took place.

The workshop identified the following conflict issues of VMLRs: increased frustration because of disparity between VMLRs and the 19,000 former PLA, short duration of support to educated VMLR (who enrolled after SLC), dependency and feeling of uncertainty after December 2012, and instability caused by the prevalence of inter-caste marriage. In addition the workshop identified the following background issues that could cause conflict: poverty and pressure to earn money, inflexibility in the programme (e.g. change of option), existing traditional beliefs in community/society and limited engagement of government⁶¹.

The annual progress report 2011 of UNIRP states that the concept of Do No Harm (DNH) in has been mainstreamed in all aspects of the programme. This facilitates a conflict sensitive overview of the programme ensuring that interventions do not contribute to negative results⁶². The mission therefore observed that explicit efforts have been made to raise awareness on conflict sensitivity, “a new topic in programming in Nepal”, according to the UNDP advisor. In addition, the programme has demonstrated high levels of flexibility reacting to issues on the ground.

However, several observations can be made:

- A particular problem with conflict sensitivity identified in the workshops on context analysis and DNH was that regional teams portray UNIRP as the “centre of the universe” in relation to other organisations, institutions and groups in their context⁶³. This might be one of the underlying factors that contributed to **the programme having such limited linkages with other initiatives on the ground**. The second issue relates to space for adaptation to local realities; while a large number of revisions of guidelines and documents have been done on the basis of recommendation and suggestions of regional offices, they were always done as a “one size fits all” adaptation, to be implemented in all districts. Because the programme is centralised there is **limited space at the regional level to make adaptations**.
- Emphasis has been placed on the need for social reintegration to avoid resentment within communities at the return of VMLRs (originally identified as a risk in the UNIRP Programme Document). The annual progress report 2011 of UNIRP⁶⁴ identified the importance of sensitisation programmes at regional, district and community level, as well as community peace-building activities to avoid this possible form of conflict. However, **the programme has not avoided singling out VMLRs** and therefore increasing their visibility. Also, peace-building activities were to a much

⁶⁰ Gaigals, C. & Leonhardt, M. 2001. Conflict sensitive approaches to development practice. Saferworld, International Alert, IDRC.

⁶¹ UNIRP. 2012. Peace sensitivity in the UNIRP Phase-out strategy workshop. Interagency Strategy for Conflict Sensitivity. Page 5.

⁶² UNIRP. 2011. Annual Progress Report.

⁶³ UNIRP. 2012. Context analysis and Do No Harm workshop notes. UNIRP Far Western and Mid Western regional offices. Page 1.

⁶⁴ UNIRP. 2011. Annual Progress Report.

lesser degree geared to the new communities where a number of VMLR settled that could not go home for social reasons.

- In terms of future DNH objectives it was pointed out in a workshop on context analysis and DNH in February 2012 that it could be helpful to support **caste-based career options** for the VMLRs to complement family or caste income-generating activities in their own communities⁶⁵. In the feedback to this evaluation UNIRP management highlighted that this recommendation was not implemented. The team seriously questions this recommendation as this will reinforce pre-conflict dynamics of marginalisation based on the unjust caste system. One way for the lower caste to improve their lives and break out of these caste roles is to achieve financial independence and educate their children. Therefore, the programme should have focussed on activities that have the highest potential for generating sustainable and sufficient income in order to have a conflict transformative impact.
- In the traditional approach, one of the goals of a DDR related programme is to break the links with each participant's commander and former military affiliation. For that reason, **the programme decided not to use the Maoist Party at the district level to locate the VMLRs** and therefore many VMLRs could not be traced. During field visits, the evaluation team learnt that the Maoist Party still has contact with most VMLRs, both in and out of the country, including those who may have enrolled in the programme had they been contacted. Limited engagement in the early stages of the programme with the Maoist Party may have been useful for enrolling more VMLRs into the programme.

9. EFFICIENCY, COSTS AND FINANCING

The unit cost of the programme - the budget divided by number of VMLRs who entered the programme - is not the best indicator of programme efficiency. This approach, while allowing for easy comparison with other DDR-related programmes, does not consider multiple significant factors, such as the conditions set by the national government, including a ceiling on costs per combatant, infrastructural limitations, which can mean that a certain type of assistance costs much more in one country than in another, or, finally, the fact that far fewer ex-combatants entered the programme than originally envisaged.

Notwithstanding the above, with the original number of participants at 4,008 the unit cost of the programme would have been US \$3,019; had the entire new number of VMLRs (3,040) confirmed during the tracing survey in May 2011 participated in the programme, the unit cost would have increased to US \$3,981. Calculating for the actual number of participants (2,231), the unit cost is US \$5,424 per head – lower only than Haiti (with a cost of \$7,420 per head) and Colombia (\$13,000 per head).

The overall percentage of funds usage was as follows:

- Direct support to participants – 40%
- Additional direct benefits and services – 16%
- Staff and overhead costs of programme – 33.4 %
- Agency (GMS, Security and management cost) – 10.6 %

Considering the above figures at face value, the programme may appear expensive and inefficient. However, DDR-related programmes like the UNIRP are not pure development projects; rather, these are highly politically sensitive programmes with security implications, and failure to undertake such programmes may have repercussions on the peace process. Therefore, UNIRP should not be analysed purely in financial terms but also in terms of the part it played in moving the peace process forward.

The cost would have been significantly reduced had the VMLRs been a larger number and concentrated in fewer areas. The mission notes that though the overhead may be high, the programme structure and staffing was planned and executed at reasonable economic parameters. Of note is that the implementation of education, psychosocial and peace

⁶⁵ UNIRP. 2012. Context analysis and Do No Harm workshop notes. UNIRP Far Western and Mid Western regional offices.

building activities through the CAAFAG network was done at relatively low cost as partners were already on the ground and serving CAAFAG.

For the enterprise component, the decision to have UNIRP staff travel to each VMLR between the first and second tranche of assistance, was too time- and resource-consuming. This would have been better and more cost-effectively done through the extension of the contracts of the SYIB providers and some of the stronger IPs.

10. LOGICAL FRAMEWORK

The Rapid Response Fund (RRF) has no baseline and targets. It was further observed that certain indicators were unrealistic and should have been amended during the implementation phase through the project board meetings. *For details on outcomes, inputs and indicators, (Logical Framework, Annex 2.3 of the Project Document for UNIRP) refer to Annex I).*

11. CONCLUSIONS

In the political context of Nepal, particularly considering the fragility of the peace process when the programme commenced and its limited resources, UNIRP has performed satisfactorily. The programme was **relevant** to the needs of the post CPA period as one of the key pillars of the peace process was the cantonment and integration of the PLA. Therefore if the process of registration, verification, release of minors and their rehabilitation had not commenced it would have impacted the adult combatants' integration and voluntary retirement process. Hence, the UNIRP has contributed to moving the fragile peace process forward. Also in terms of child protection, the immediate release and rehabilitation of CAAFAG is always of immediate relevance.

Though in terms of **efficiency**, costs per head have been high, but the participants were relatively few in number and spread throughout Nepal; therefore, the programme could not achieve certain economies of scale. In addition, the cost per head also reflects fixed costs, many of which would have remained the same for a much larger number of participants.

The programme has been partly **effective**, less in terms of attracting all VMLRs into the programme, but more in terms of the positive feedback and satisfaction with the support provided indicated by the majority of VMLRs and other stakeholders that the evaluation team contacted. Effectiveness of delivery of gender-responsive, educational and psychosocial support must be highlighted while effectiveness of economic reintegration support could have been better.

Finally, in terms of **sustainability** the programme shows mixed results. The programme has partially addressed the reasons why young Nepalese joined the armed struggle through providing them with skills that can secure them a livelihood and the majority found their place in the communities where they live. Many VMLRs are indeed empowered by the programme but in order to consolidate the efforts, a number of VMLRs still need follow-up assistance, and of particular worry is the large number of VMLRs who did not join the programme at all. In order to make services developed more sustainable, an exit phase with handing over to the relevant institutions is required.

In summary, the evaluation leads to the following conclusions:

I. The contribution of UNIRP to stabilization and peace building

Based on interviews with political parties, community leaders and other stakeholders, it is apparent that the programme has contributed significantly to the peace process in Nepal. In 2006, it was of utmost importance to canton the PLA and restrict the Army of Nepal to their barracks as an important prerequisite to the implementation of the peace agreement. Though the UNIRP did not carry out registration, verification and cantonment, these activities were part of the same rehabilitation support for the VMLRs. Subsequently, due to lack of consensus among political parties and stance taken by the Maoist Party, the PLA (including VMLRs) remained in cantonment sites for nearly three years, until the UN was given the go-ahead to provide assistance through UNIRP.

The programme has proven its relevance by contributing to stabilisation, and partially to peace-building, with the package and assistance provided to the VMLRs. Most VMLRs and stakeholders interviewed were satisfied with the support. The income levels of VMLRs who are employed or running their own small businesses are in line with average local income. Among the VMLR interviewed for the purpose of this evaluation, 81% stated that they would not join any armed struggle in the future, and 14% said they would (under some conditions, such as a change of situation in the

country or loss of job). What is important though is to understand that these interviews were conducted among those youth who actually joined the programme, which was just 56% of the initial 4,008 VMLR caseload. There is a likelihood that approximately 800 of the 1,777 (approximately 1,000 VMLR have moved abroad) that did not join or dropped out are more vulnerable to future mobilisation.

Overall, those VMLRs who received support seemed satisfied with the assistance received. All VMLRs interviewed for this report however mentioned that they wanted more support from the Maoist Party, equivalent to the support received by the adult former PLA combatants.

II. Programming in the context of Nepal

Despite the decrease from the original caseload of 4,008 to 3,040 VMLRs, the programme still failed to meet its target—by the end, 2,742 contacted the programme and received some counselling and, finally 2,231 enrolled in the programme, 809 short of the revised target. Many of these absentees have gone abroad for work, set up their own business or found jobs. The tracing exercise that was carried out in 2011 should have been done in 2010 to verify the VMLRs from the original group that would participate in the programme, and help to plan more accurately. The task of tracing the VMLRs could have received more support from the GoN and the Maoist party, who had greater access to this group.

After contacting the UN via a toll free line set up for the purpose, and after undergoing some counselling, 511 VMLRs did not join the programme. While it is common to have absentees in any programme, the UNIRP staff could not adequately follow up on this caseload and address any concerns they may have had, primarily due to under-staffing and multiple competing tasks. *Refer to remarks in Section 4.1.2.*

This level of absenteeism may be a result of several factors such as location of regional offices and scarcity of transportation options, lack of interest, delay in contact or lack of dedicated follow-up.

III. Management

The UN approach to deliver ‘as one’ through joint planning and programming has been fairly successful and effective in the UNIRP. The challenge in this approach is finding a balance of having dedicated agency staff at regional levels vis-à-vis the financial cost and use of resources of existing programmes run by other UN agencies for better programming. For example, UNICEF’s use of the CAAFAG network to deliver educational support is a good example of such an approach. However, had UNICEF had dedicated staff for UNIRP at the regional level, there would have been better coordination in planning, reporting and ensuring effective follow-up at the field level.

Throughout its lifespan, the programme faced many constraints, largely as a result of government decisions, and was able to maintain flexibility to deal with these issues. The staff were qualified, competent and able to provide the correct technical advice, though the evaluation mission felt a dedicated senior staff member, such as a reintegration advisor, would have helped the programme come up with a more robust design that would have addressed some of the flaws found by the evaluation team, such as education support planning and follow-up and linkages support to those who started businesses.

IV. Design

Presenting vocational training as an option, rather than a tool, has increased the frustration of VMLRs who could not find a job after the training and were not supported in this. At the same time the enterprise component included vocational training but of insufficient time and quality, in comparison to the training provided under the VST component. A better design would have been to have the VST component as a step in the assistance towards either self or wage employment.

Rehabilitation and reintegration cannot be achieved through the delivery of a package. The concept of “package” and entitlements is therefore unhelpful and reintegration and rehabilitation programmes should use the language of “assistance” instead. This is not only semantics but would have changed the approach, for example in the way IPs were contracted (not as vendors to deliver a package but as agents to create change through tailor-made assistance) and also

the responsiveness of the programme to local differences from a social, economic, political and conflict sensitivity approach. The individual reintegration approach of the UNIRP is referred to in the IDDRS with the following guidance: “Such an approach is characterised by the need to develop an individual long-term reintegration strategy for each ex-combatant depending upon the needs of the individual, the nature of environment of return (urban or rural) and services available in these locations”⁶⁶.

One specific feature to the education option was that, for every two VMLRs enrolled in education, another minor qualifying as an “other vulnerable child” from the school was also supported. This is consistent with the Paris Principles and Guidelines to promote community reintegration of children associated with armed forces and armed groups and serves to lessen stigmatisation of and resentment against VMLRs and to garner community support. However, the support was minimal, and the number included was too low. The other three components lacked any form of dual targeting completely and therefore the programme has not been performing well in terms of avoiding further stigmatisation by singling out VMLRs. Furthermore, because the four options were presented as exclusive options has resulted in the fact that many VMLRs did not get the opportunity to go to school, although they wanted to. International lessons learned highlight that combining school with work is the most effective and appropriate assistance for CAAFAG.

V. Gender Impact

The programme has been outstanding in attracting and maintaining a high percentage of women in the programme. Less gender specific support was provided to males, although moves were made to correct this later in the programme cycle. The programme has helped to assist the VMLR girls and young women to strengthen their economic and educational levels. However, the UNIRP did not have a strong transformative gender impact (with some individual exceptions) as the focus has mainly been on reintegration, thereby assisting girls and young women to re-adapt to the traditional norms in the society of Nepal, rather than encouraging them to become agents of change.

VI. Cost effectiveness

Costs per head have been high. The overall number of participants was relatively low and the programme could not achieve certain economies of scale. In addition, the cost per head also reflects fixed costs, many of which would have remained the same for a much larger number of participants.

VII. Sustainability of reintegration

The majority of VMLRs consulted have been accepted in their communities of settlement. They generally feel safe. Psychosocial counselling has been very impressive in the UNIRP as well as the peace-building activities, although the latter was too limited in scope. The programme has partially addressed the reasons for young Nepalese to join the armed struggle, although the disappointment over failed promises of jobs in the army and police made by their recruiters still leads to frustration. However, this is beyond the scope of the UNIRP to deliver upon. Additionally the programme could have done better built upon the strength and courage of VMLR girls and could have applied more dual targeting to avoid singling out VMLRs. Overall, **in terms of social reintegration, the programme has performed outstandingly.**

It is expected that the majority of those that were assisted will continue to be able to support themselves in the future, and their earnings are commensurate with the prevailing income level in their communities. There is a vulnerable group of VMLRs whose incomes are less than NPR 5,000 per month, and those who were not assisted by the UNIRP, who would especially benefit from further support and follow up from the national authorities. Further, the lack of employment opportunities, uneven distribution of wealth and limited public services in rural areas remain and addressing these issues was beyond the scope of one programme. **More could have been achieved in terms of economic reintegration** if linking to private sector and economic SPs (BDS, micro-finance, job placement, etc.) would have been stronger.

⁶⁶ IDDRS Module 4.30 on Reintegration (p13)- Revised Version (12 November 2010)

However, as UNIRP was disconnected from any government led activities or structures, and therefore did not develop any government capacities; there has been a missed opportunity both in design and implementation to work towards sustainability. Although this is partly to be justified in the initial phases of the programme by the lack of political buy-in, at the technical level and definitely as part of an exit strategy, **opportunities have been missed to guarantee increased national ownership.**

12. RECOMMENDATIONS

12.1 RECOMMENDATIONS FOR FUTURE PROGRAMMING IN NEPAL

The mission proposes that the programme implements a **one year consolidation phase and exit plan**, with a time bound handover of responsibilities to the relevant authorities at the national and regional levels. The key components in this would be to monitor and follow up on vulnerable VMLRs; to continue support to 458 VMLRs currently under assistance; and to engage with national authorities to find a suitable body at regional and district level for a handover of the project and proceed with a phased time bound handover to the national authorities.

One of the most appropriate upcoming initiatives to take over the caseload might be the NPA-CAC. However, the implementation of the NPA-CAC has not started and an important deadline for resource mobilisation has been missed (December 2012). The other question remains to be addressed is if the VMLRs, due to their age, can be absorbed into the CAC target group.

There is a likelihood of VMLRs receiving additional financial support from the Government. In this scenario the programme and MoPR have a more critical role to play in guidance to VMLRs and mentoring to invest in their present enterprises or enhance their opportunities by effective use of funds. Should VMLRs receive the additional payment from the GoN, with some advisory services, this will have enormous potential to boost those micro-enterprises started under the UNIRP. This could be used for follow-up education, for initial business start-up of VST graduates without jobs, and for health graduates to follow the positive example of other students to start local health centres.

In case the funding does not come through, follow-up business advice, linking to BDS and micro-finance providers and so on, will increase the chances of sustainability and growth of the enterprises. The team is advising provision of follow-up contracts with SIYB counsellors to perform this task, as they initially assisted VMLRs to develop their business plans. Follow-up assistance with job referral and placement and information and assistance to education graduates to apply for Government and other scholarships to continue their higher education will also make a major difference.

Finally the team recommends using this period to gather lessons learnt, including a survey status of missing VMLRs & adult combatants (those who opted for voluntary retirement).

12.2 RECOMMENDATIONS FOR SIMILAR PROGRAMMING IN OTHER COUNTRIES

Nepal raises some interesting questions, and perhaps suggests novel alternatives to traditional IDDRS approaches – such as reviewing whether breaking the former combatants’ military links is always a good tactic, and how to ensure that. UNIRP has used many good practices that could be further developed and used in other countries which should be well documented and disseminated.

One concrete example is **the database**, which with some further development and refinement may be useful to future DDR programming elsewhere. Of particular added value would be if the database could have local level economic opportunities listed so that individual profiles per location can be linked easily by counsellors in the field to real opportunities in their local labour markets.

The **UN delivering as one** through joint planning and programming has taken a serious step forward, and this can be built upon in other countries. The identified challenges to actually make this fully effective at the field level can be addressed in the way new programmes will be designed, especially ensuring the presence joint interagency teams at local and regional level.

The level of **flexibility in the programme** to adapt (as programmes rarely are responsive to change) was another impressive feature of UNIRP, and should be applied elsewhere as well. In addition if programme management would be further decentralised, the flexibility to adapt to regional differences would be even greater.

The way **psychosocial support** was designed and implemented provides another set of good practices in the UNIRP that can be adopted in other countries, where generally the capacities for this type of support are extremely weak.

Linking VST to the national certification system is a very good practice that is rarely found in other DDR contexts. It is recommended to continue this good practice in other countries with the addition of lobbying to attract employers interest based upon these nationally recognised certificates.

The provision of **four years of education support** is another good practise, especially when combined with lodging support. What can be added is explicit support to the graduates to find follow-up scholarships or means to continue their education after the programme stops. However, closer linkages with the MoE, and ensuring availability of funding for the full four years is essential.

Another unique feature of the programme was the option for health related training. **Provision of longer term professional education** as part of DDR should be considered elsewhere.

The UNIRP has done an **outstanding job in attracting and maintaining a high percentage of women in the programme** and the (adapted) gender specific support packages should be provided in other DDR contexts as well. On the other hand, the programme has achieved less in terms of empowering women and building on their strengths as possible agents of change, an element that requires further exploration in future DDR programmes elsewhere.

As presented earlier, there are also lessons to be learned from the weaker points of the programme, such as the **need to provide more and longer follow-up support in terms of economic reintegration support**, basing programming on accurate local labour market information and combining education with work-related support to children and youth in a **more community based fashion**.

ANNEX A: SOURCES OF INFORMATION**Government Documents**

Ministry of Peace and Reconstruction: Plan for children affected by conflict, March 2011

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ANNEX B: PEOPLE CONTACTED

#	Name	Designation	Organization/Address	Component related to	Remark
1.	Kathmandu RO/Central Office				
2.	Shoko Noda	Country Director	UNDP, Nepal	Programme	UNIRP
3.	Jorn Sorensen	Deputy Country Director (Programme)	UNDP, Nepal	Programme	UNIRP
4.	Will Parks	Deputy Representative	UNICEF, Nepal	Education	UNIRP
5.	Michael Brown	Head, Peace Building and Recovery Unit	UNDP, Nepal	Programme background	UNIRP
6.	Madhu Raman Acharya	Former Nepal Ambassador to UN	Present – Executive Director, South Asia Centre for Policy Studies (SACEPS), Nepal	Background	
7.	Lach Fergusson	Peace Building Advisor	UNRHC, Office	Background	
8.	Abdul Hameed Omar	Project Manager	UNIRP	UNIRP	UNIRP
9.	Brigitte Sonnois,	Chief Child Protection	UNICEF CO	CAAFAG and Child Protection	UNIRP
10.	Mr. Assalini	Country Director	ILO CO, Kathmandu	Economic reintegration	UNIRP
11.	Lt Gen (Retd) Bala Nanda Sharma	Convener	Secretariat of the Special Committee for Supervision, Integration & Rehabilitation for the Maoist Army Combatants	Government perspective	
12.	Dr. Narayan Khadka	Member	Central Committee, Nepalese Congress	Government perspective	
13.	Donors (Switzerland, Norway and Germany)			Donor perspectives	
14.	Gauri Pradhan	Commissioner	National Human Rights Commission	Background	
15.	Vijay Kant Karna	Former Nepalese Ambassador to Denmark	Present – Professor, Tiribhuwan University, Kathmandu	Background	
16.	Prashant Jha	Political Commentator	Kathmandu Post	Public information	
17.	Shantam S. Khadka	Programme Specialist, Peace Building and Recovery Unit	UNDP, Nepal	Conflict sensitivity	
18.	Parvati Shrestha	Consultant, (UNIRP) Education Component,	UNICEF CO, Nepal	Education/ psychosocial	
19.	Eak B. Gurung and Bodhi R. Bajracharya	CEO and Finance & Admin Officer	F-Skill, Kathmandu	Microenterp rise	SP
20.	Bhawani Shankar Subedi	ED	TITI, Kathmandu	VST	PSP
21.	Akim Shrestha	Head, Training Department	TITI, Kathmandu	VST	PSP
22.	Saurav Ram Joshi	Head, R&D	TITI, Kathmandu	VST	PSP
23.	Shalik Ram Dhakal	Head, Administration	TITI, Kathmandu	VST	PSP
24.	Ramesh Man Shakya	Head, Marketing	TITI, Kathmandu	VST	PSP
25.	Rajeshwar Devkota	ED	UCEP- Nepal	VST	PSP/SP
26.	UNIRP Team	NA	Kathmandu	Debriefing	UNIRP

				UNIRP	
27.	Najib M. Assif	Officer-in-Charge	UNFPA	Health and Gender	UNIRP
28.	Shailendra Jha	NPM	ILO CO, Kathmandu	Capacity building	UNIRP
29.	Arjun Aryal	CMA Graduate	Chidikati	Health	VMLR
30.	Nepalgunj/Dhangadhi RO				
31.	Meeting with Save the Children, TPO and Nepal Red Cross Society, District –Dhangadi				
32.	Sapana Tharu	Microenterprise graduate	Far West region	Microenterp rise	VMLR
33.	Dhansara Sarki	Microenterprise graduate	Far West region	Microenterp rise	VMLR
34.					
35.	Dhundi Raj Pokharel	Chief District Officer	Banke District	NA	NA
36.	Ramesh Thapa	Human Right Officer	National Human Right Commission	NA	NA
37.	Shyam Prakash Chaudhari	Microenterprise graduate	Banke District	Microenterp rise	VMLR
38.	MukhiyanTharu	Microenterprise graduate	Sauraha Village, Banke	Microenterp rise	VMLR
39.	Belkali Aidi	Microenterprise graduate	Khajura, Banke	Microenterp rise	VMLR
40.	Kailash Sharma	Regional Director	RNN, Nepalgunj	NA	NA
41.	JhalakGaire	Journalist	Dainik Nepalgunj (Daily Nepalgunj)	NA	NA
42.	Surka Rishi Chaulagai	Chair Person	Nepal Journalism Federation, Banke District, (Mid west)	NA	NA
43.	PromodDhital	Coordinator	Information and communication Division, Banke District		
44.	Meeting with Communist Party of Nepal, Unified Marxist and Leninist Party, Banke District				
45.	Nepali Congress Meeting Krishna Singh Pariyal, Ex- Member of Parliament , Nepali Congress, Banke Padam Bahadur Shrestha, Member, District Assembly, Banke District Vijaya Yadav, District Secretary 13 member are present in the meeting				
46.	Satish Agarwal,	Acting President	Banke CCI		
47.	Shyam Kumar Sharma,	Vice President	Banke CCI		
48.	Ajay Siwakoti	Secretary	Banke CCI		
49.	Gyanendra Bhatta	Program Manager	Kantipur Shakti Bikas Kendra, Dhangadhi	Microenterp rise	SP
50.	Govinda B. Gharti Magar	Managing Director	Sworgadwari Institute of Technology, Dhangadhi	Microenterp rise	SP
51.	Khum Prasad Pokhrel	Proprietor	Sangam Sita General Store, Dhangadhi	Microenterp rise	Vendor
52.	Hark Seti	MD	Farwest IT, Dhangadhi	VST	SP
53.	Ratna Chaudhary	Monitoring Supervisor	F-Skill, Dhangadhi	Microenterp rise	SP
54.	Shiva Rana Bhat		F-Skill, Dhangadhi	Microenterp rise	SP
55.	Kalpana Bhandari	EDF	MEDEP, Dhanagadhi	Microenterp rise	SIYB Trainer
56.	Gyanu Chaudhary	EDF	SEEWAC/Nepal, Dhangadhi	Microenterp rise	SIYB Trainer

57.	Chandani Shahi	EDF	SEEWAC/Nepal, Dhangadhi	Microenterp rise	SIYB Trainer
58.	Meeting with Regional Psychosocial Counsellor	Regional Psychosocial Counsellor	RO- Dhangadhi	All	
59.	Gopal Acharya	Principal	Bheri Technical School, Nepalgunj	VST	SP
60.	Sunil Thakur	Vice Principal	Bheri Technical School, Nepalgunj	VST	SP
61.	Pemba Sherpa	Trade Head	Bheri Technical School, Nepalgunj	VST	SP
62.	Safyullah Ansary	Instructor	Bheri Technical School, Nepalgunj	VST	SP
63.	Ratna KC	Enterprise Dev. Officer	F-Skill, Nepalgunj	Microenterp rise	SP
64.	Tek Bahadur Baruwal	Project Coordinator	F-Skill, Nepalgunj	Microenterp rise	SP
65.	Umalal BK	Monitoring Supervisor	F-Skill, Nepalgunj	Microenterp rise	SP
66.	Mahendra Updhayaya	Procurement Assistant	F-Skill, Nepalgunj	Microenterp rise	SP
67.	UNIRP Team	NA	Nepalgunj	NA	
68.	Rewati Singh	Director	Kailpal Hospital and College Pvt Ltd, Nepalgunj	Health	SP
69.	Shanta B. Budhathoki	Instructor	Kailpal Hospital and College Pvt Ltd, Nepalgunj	Health	SP
70.	Meeting with UNICEF Regional Team, CAAFAG Network and Peace Building Organizations, Amir Das Rajbhandari, OIC UNICEF Nepalgunj	NA	NA	Peace building activities	
71.	Meeting with Belkali Aidi	NA	Bageshwari, Khajura		
72.	Meeting with WDO, Nepalgunj, Banke	NA	NA	Education	
73.	Meeting with Chairperson of VCPC, Banke	NA	Kohalpur, Banke	Education	NA
74.	Youth club	Search for common ground and youth club		Peace building activities	Community/VM LR/CAA FAG
75.	Tara Khatri	Education Trainee	Kusum, Banke	Education	VMLR
76.	Barsha Khadka	Education Trainee	Kohalpur 5, Banke	Education	VMLR
77.	Dil Bahadur Oli	NA	Bankatuwa 9, Banke	Education	Parent
78.	Bhuwan Singh Dhama	CMA Graduate	Kiranpur-1, Kanchanpur	Health	VMLR
79.	Deepak Oli	VST Graduate	Bankatwa-9, Banke	VST	VMLR
80.	Parents of Deepak Oli	NA	Bankatwa-9, Banke	NA	Parent
81.	Bimala Dorji	Microenterprise Graduate	Gulareriya, Kanchanpur	Microenterp rise	VMLR
82.	Gita Tharu	Microenterprise Graduate	Sisaiya, Kanchanpur	Microenterp rise	VMLR
83.	Maya Sunar	Microenterprise Graduate	Mukundapur VDC, Dholbaja	Microenterp rise	VMLR
84.	Bishnu Prasad Bhote	Microenterprise Graduate	Kumawati VDC	Microenterp rise	VMLR
85.	Ram Bahadur Chaudhary	Microenterprise Graduate	Chaumala-8, Kailali	Microenterp	VMLR

				rise	
86.	Jai Singh Bhandari	Microenterprise Graduate	Suda-3, Sisaiya, Kanchanpur	Microenterp rise	VMLR
87.	Pampha Thapa	Microenterprise Graduate	Greta-7, Kailali	Microenterp rise	VMLR
88.	Maiya Nepali	Microenterprise Graduate	Bankatwa-4, Banke	Microenterp rise	VMLR
89.	Bharatpur RO				
90.	Maya Devi Shrestha		WARM Nepal, Bharatpur	Education	SP
91.	Parbati Silwal	Social Worker	Diyalo Pariwar, Bharatpur	Education	SP
92.	Bhimanaryan Shrestha	Counsellor	Diyalo Pariwar, Bharatpur	Education	SP
93.	Gaurav Raj Shrestha		Bhagheshwary Youth Club	Education	SP
94.	Prakash Gurung		Bhagheshwary Youth Club	Education	SP
95.	Surya Bhakta Nakarmi	Teacher	Prithavi HSS, Jutpani, Chitwan	Education	SP
96.	Rabi Kumar Pradhan	Director/Admin & Finance	Diyalo Pariwar, Bharatpur	Education	SP
97.	Kedar Nath Khanal	ED	Diyalo Pariwar, Bharatpur	Education	SP
98.	Dr. Tilchandra Bhattarai	President	Chamber of Commerce and Industry, Chitwan	NA	LCCI
99.	UNIRP Team	NA	Bharatpur	NA	
100.	Ganesh Adhikari		Hamro Driving Training Center, Bharatpur	VST	SP
101.	Rishikesh Adhikari	Instructor	Chitwan Hotel Training Center, Bharatpur	VST	SP
102.	Sriram Bhsal	Programme Coordinator	Training Center Nepal, Bharatpur	Microenterp rise	SP
103.	Shyamji Kadel	Director	Kantipur Shakti Bikas Kendra, Bharatpur	Microenterp rise	SP
104.	Indra Shrestha	Officer	WDO, Bharatpur	NA	NA
105.	Srijana Kafle	Officer	DCWB, Bharatpur	NA	NA
106.	Interaction with community leader	NA	Mukundapur, Nawalparasi	Peace building	NA
107.	Parmawati Gopali	CMA Graduate	Pigouna, Makawanpur	Health	VMLR
108.	Pratap Bal	VST Graduate	Kshitiz Motorcycle Workshop, Bharatpur	VST	VMLR
109.	Krishna Lama Thing	VST Graduate	Am Bhanjyang VDC, Makawanpur	VST	VMLR
110.	Anu Dhungana	Microenterprise Graduate	Chandranigapur, Rautahat	Microenterp rise	VMLR
111.	Tulsi Nagarkoti	Microenterprise Graduate	TCN Road, Hetauda, Makawanpur	Microenterp rise	VMLR
112.	Bal Kumari Mahato	Microenterprise Graduate	Ratna Nagar-8, Bharatpur	Microenterp rise	VMLR
113.	Sita Muktan	Microenterprise Trainee	Makawanpur	Microenterp rise	VMLR
114.	Kalpana BK	Microenterprise Trainee	Arghakhachi	Microenterp rise	VMLR
115.	Rachha Nepali	Microenterprise Trainee	Rupandehi	Microenterp rise	VMLR

116.	Urmila Rumba	Microenterprise Trainee	Makawanpur	Microenterp rise	VMLR
117.	Apsara BK	Microenterprise Trainee	Makawanpur	Microenterp rise	VMLR
118.	Biratnagar RO				
119.	Meeting with CWIN, UPCA and Save the children, Biratnagar,		CWIN Office		
	<ul style="list-style-type: none"> i. Bishnu Poudel- CWIN ii. Radha Dhungana-" iii. Umakant Chaudhary- Save The Children iv. Subash Limbu- UPCA v. Dhiraj Gopal Jha vi. Deepak Gartaula vii. Parwati Shrestha 				
120.	Meeting with SASTHM, Biratnagar				
	<ul style="list-style-type: none"> i. Rajesh Gurung- Administrator ii. Principle iii. Instructor iv. Dhiraj GopalJha v. Deepak Gartaula vi. Parwati Shrestha 				
121.	Meeting with the Local Maoist Leadership, Biratnagar, Maoist Party Office Shiv Kumar Mandal- District In charge and other district level members.				
122.	Meeting with Women Development Office and District Child welfare Board Biratnagar, Respective Office (20 minutes each), Manju Lohani- Acting Women and Children Officer, Morang.				
123.	Shiva Ram Pokhrel	LDO	Morang Biratnagar		
124.	Meeting with PAG, Birtamod PAG district office, Birtamood, Jhapa PrakashAdhikari DipendraKhanal Chandra Chudal DipeshDhaurali UshaDhimal Rita Basnet DhirajGopalJha Deepak Gartaula ParwatiShrestha				
125.	Meeting with civil society members, social activists and journalists of Jhapa, Birtamod		PAG district		
	<ul style="list-style-type: none"> office, Birtamood, Jhapa PrakashAdhikari-PAG DipendraKhanal- " Chandra Chudal-" DipeshDhaurali-" UshaDhimal-" Rita Basnet-" Anil Pokhrel-Journalist Raj Kumar Kattel-Youth Club SurendraBhandari-Jourlist Kabita Sharma- Human Right Activist RajendraGautam- Sub Editor, Local daily. Deepak Rasaili Advocacy Forum SomnathPokhrel-MadanBhandari Foundation Deepak Das- Advocacy Forum PradipPariyar-Journalist DhirajGopalJha Deepak Gartaula ParwatiShrestha 				
126.	Meeting with Teachers and visit structure support, Birtamod PAG district office, Birtamood, Jhapa				

	LekhnathBhattarai- Head Teacher Lila Prasad Bhandari- Teacher Gajendra Nepali-" NetraPathak-" BheshrajChaulagain DhirajGopalJha Deepak Gartaula ParwatiShrestha				
127.	Meeting and interaction with education participants (VMLRs), Devi HSS Chaya Sigdel Jayaprakash Rajbansi SaritaRai Khemraj Adhikari Dhiraj GopalJha Deepak Gartaula Parwati Shrestha		Devi HSS Anarmani VDC-3, Birtamood, at		
128.	Meeting with Community Group, Community Leaders and VCPC Sudarshan Baral- VDC Secretary Dhanaraj Rajbansi- Local Maoist Leader, Bhaidha Group Indra Prasad Nepal- President of Village Child Protection Committee(VCPC) Sushil Kumar Shrestha- Secretary- VCPC Durga Katwal- Member-VCPC Sarala Tamang-Paralegal Committee Subhadra Neupane-" Sundara Lohar-" Gyanraj Mainali- Teacher Keshab Ojha- " Dilmaya Poudel-Local Lila Bahadur Katwal- President of Nepali Congress Party of VDC. Chetana Poudel-CAAFAG Dhiraj GopalJha Deepak Gartaula Parwati Shrestha		Ghailaduba Office of VDC		
129.	Govinda Dahal	Member	VDC Level Youth Club Network, Dhankuta	Education	SP
130.	Sharati Moktan	Member	Glass Club, Dhankuta	Education	VMLR
131.	Asin Shrestha	Member	Youth Forum, Dhankuta	Education	SP
132.	Nita Thapa	Chairperson	Glass Club, Dhankuta	Education	SP
133.	Lokendra		Solve Nepal, Dhankuta	Education	SP
134.	Dilsingh Rai	Member	VCPC, Akhishala VDC, Dhankuta	Education	VDC Secreta ry
135.	Surya Bahadur Karki	Chairperson	VCPC, Akhishala VDC, Dhankuta	Education	SP
136.	Narendra Rai	Social Mobiliser	Solve Nepal, Dhankuta	Education	SP
137.	Dinesh Pradhan	Social Worker	Solve Nepal, Dhankuta	Education	SP
138.	Padma Bhandari	Secretary	VCPC, Akhishala VDC, Dhankuta	Education	Teacher , Thanka devi Ma Vi
139.	Bhoj Raj Khanal	EDF	Facilitation Center for Business Development	Microenterp rise	SIYB Trainer
140.	UNIRP Team	NA	Biratnagar	NA	

141.	Sudip	Trade Head	Manmohan Memorial Polytechnic, Hattimuda, Morang	VST	SP
142.	Tika	Programme Officer	Solve Nepal, Dhankuta	Education	SP
143.	Rohini Guragain	Account Officer	Sagarmatha Technical Institute, Biratnagar	Health	SP
144.	Shom Nath Adhikari	Executive Secretary	Chamber of Commerce and Industry, Biratnagar	NA	
145.	Upen Subba	CMA Trainee	Sagarmatha Technical Institute, Biratnagar	Health	VMLR
146.	Rubin Kahti	Education Student	Jaljale-7, Terhthum	Education	VMLR
147.	Sharmila Rai	Education Student	Akhisalla-7, Dhankuta	Education	VMLR
148.	Shree Ram Thapa	VST Graduate	Hattiuda-8, Morang	VST	VMLR
149.	Griman Yudh Bista	VST Graduate	Okhare-9, Bhojpur	VST	VMLR
150.	Karna Bd. Gywali	VST Graduate	Surkhet/Lekali Sekuwa Center, Hile, Dhankuta	VST	VMLR
151.	Nayalal Shardar	Microenterprise Graduate	Ramgunj, Begachhiya-1, Sunasari	Microenterp rise	VMLR
152.	Balram Sharna	Microenterprise Graduate	Prakashpur-6, Sunasari	Microenterp rise	VMLR
153.	Dil Kumari Sharna	Microenterprise Graduate	Prakashpur-6, Sunasari	Microenterp rise	VMLR
154.	Prem Kumar Limbu	Microenterprise Graduate	Basantpur -4, Terhathum	Microenterp rise	VMLR
155.	Santosh Rai	Microenterprise Graduate	Dharan-17, Sunsari	Microenterp rise	VMLR
156.	Radhika Limbu (Magar)	Microenterprise Graduate	Pakharibas, Dhabkuta	Microenterp rise	VMLR
157.	Bimala Bishwakarma	Microenterprise Graduate	Dharan-17, Sunsari	Microenterp rise	VMLR
158.	Ram Kumar Rai	Microenterprise Graduate	Mulghat, Dhankuta	Microenterp rise	VMLR
159.	Suchan Rai	Microenterprise Graduate	Hile, Dhankuta	Microenterp rise	VMLR
160.	Manju Khanal	Microenterprise Graduate	Hile, Dhankuta	Microenterp rise	VMLR
161.	On skype				
162.	Evan Rai UNICEF	Child Protection Officer (in charge of UNIRP),	UNICEF CO	Child protection	

ANNEX C: TOR FOR THE EVALUATION MISSION

The aim of this evaluation is to assess the results of the UNIRP in the light of the programme objectives. The evaluation explores the relevancy of the programme in rehabilitating the VMLRs in the context of Nepal, its effectiveness, efficiency, as well as its sustainability. The evaluation also considers the support provided by the UN agencies to VMLRs and analyses the way in which the specific target group was reached. It evaluates the extent to which the socio-economic rehabilitation of the participants has been successful, sustainable and gender responsive, in line with international guidance and standards on CAAFAG and broader DDR practices. It also reviews interagency collaboration and how national capacities have been developed under the UNIRP.

The evaluation develops a set of lessons learned that will inform both the way in which the remaining Maoist combatants could be assisted in their return to civilian life; and will inform general design and implementation of other UN supported programmes in fluid and sensitive political environments in other countries. Lessons learned are drawn from the evaluation of the main programme areas, namely (i) vocational training (ii) micro-enterprise development (iii) education, and (iv) training in the health sector.

More specifically, the evaluation covers the following areas:

- The eligibility criteria for beneficiaries of the programme, the appropriateness of the VMLR caseload, i.e. the reasons for grouping them as one caseload;
- Critical planning assumptions at the time of programme design;
- Internal and external factors influencing the implementation and success of the programme;
- The type and level of assistance provided to the VMLRs;
- The level and character of collaboration with the government, the UCPN-Maoist and other stakeholders;
- The character of the inter-agency collaboration, the specific role of the different agencies, and the role of UNICEF's child protection network, including the reason why this specific modality and approach was chosen;
- The problems confronted by the programme and the adjustments made in the programme during implementation. On what information were these adjustments based? The evaluation will assess the adequacy and quality of the M&E conducted during the programme implementation. What were the results of these adjustments?
- Gender sensitivity in the design and implementation of the UNIRP and the needs of, and services provided to, the women VMLRs in the light of international best practices;
- Mainstreaming of Conflict Sensitivity in the design and implementation of the UNIRP;
- Psychosocial support to VMLRs (challenges, responses and results);
- Special considerations of children associated with armed forces and armed groups (CAAFAG) in the light of international norms and standards;
- The identification, selection and contracting of implementing partners, as well as the supervision of implementing partners by the UNIRP team, and fulfilment of contractual obligations;
- Capacity Development of UNIRP SPs and Implementing Partners (effectiveness and impact on the training quality);
- The relevance, quality and quantity of the training provided by the programme;
- The information, counselling, referral, monitoring and mentoring services provided by the programme to the VMLRs;
- The content and effectiveness of the peace-building activities of the UNIRP;
- The quality and timeliness of reporting by the programme;
- The role of the UNIRP Regional Offices in the supervision of the implementing partners and the information flow with UNIRP management;
- The appropriateness and effectiveness of information dissemination and sensitization conducted to explain the programme to beneficiaries and other stakeholders (perceptions and management of expectations);
- Linkages with relevant related support programmes and programmes (e.g. support to war affected groups; support to PLA remaining in the cantonments);

- Overall size of the funds invested in the UNIRP, relative to number of beneficiaries and global DDR practice.

In addition, the team assessed a number of additional issues, including to what extent the sustainability and effectiveness of support provided to VMLR has been impacted by the lack of socio-economic profiling and opportunity mapping prior to start of the programme; the sustainability of economic rehabilitation; the mainstreaming of child protection and gender responsiveness; and possibly the impact of the programme on broader peace-building development and child protection in Nepal.

The evaluation explored the relevance of the programme in the light of political developments, socio-economic situation, development objectives of the government, and the role of the UN agencies in Nepal. The evaluation furthermore explored the contribution of the UNIRP to the various GoN objectives including the following from the Ministry of Peace and Reconstruction:

Objectives of the Ministry of Peace and Reconstruction⁶⁷:

- Support initiatives for constructive conflict management;
- Conduction of discussion programs, workshops and interactions and trainings to sustain peace;
- Promotion of the participation and integrity of all sphere of society in the peace process of Nepal;
- Environmental development of international support and cooperation to peace;
- Support to GON in formulating and executing policies and strategies to sustain the peace process;
- Catalytic role to construct the action plans of conflict management, immediate relief, rehabilitation and reconstruction;
- Recommendation and advisory role in formulating policies and strategies required for the peace and consensus building.

⁶⁷ Government of Nepal. Objectives of the Ministry of Peace and Reconstruction. Available online at <http://www.peace.gov.np/objective-8-en.html>.

ANNEX D: VOCATIONAL SKILLS TRAINING OPTIONS AND OPTIONS FOR ENTERPRISE DEVELOPMENT

#	Training Options	Institutional Training (IT)	OJT	Total Hours	Mode of Delivery	Completed			Drop Out			Total		
						M	F	Total	M	F	Total	M	F	Total
1	Assistant Welder	480 hrs	260 hrs	740 hrs.	IT + OJT									
2	House Wiring Electrician	260 hrs	130 hrs	390 hrs.	IT + OJT	62		62	2		2	64		64
3	Shuttering Carpenter	160 hrs	130 hrs	290 hrs.	IT + OJT									
4	Mason	390 hrs	130 hrs	520 hrs.	IT + OJT	1		1				1		1
5	Tile Fitter	160 hrs	130 hrs	290 hrs.	IT + OJT									
6	Plumber	390 hrs	130 hrs	520 hrs.	IT + OJT	11		11				11		11
7	Motorcycle Service Mechanic	780 hrs	195 hrs	975 hrs.	IT + OJT	60		60	14		14	74		74
8	Bar Bender	160 hrs	130 hrs	290 hrs.	IT + App.									
9	Scaffolder	160 hrs	130 hrs	290 hrs.	IT + App.									
10	Cook (Indian cuisine)	390 hrs	390 hrs	780 hrs.	IT + OJT	108	6	114	8		8	11	6	122
11	Cook (Chinese cuisine)	390 hrs	390 hrs	780 hrs.	IT + OJT									
12	Food and Beverage Services	390 hrs	390 hrs	780 hrs.	IT + OJT									
13	Housekeeping	260 hrs	130 hrs	390 hrs.	IT + OJT									
14	Care giver	390 hrs	130 hrs	520 hrs.	IT + OJT									
15	Dental Lab Mechanics	275 hrs	130 hrs	405 hrs.	IT + OJT									
16	Junior Barber	390 hrs	390 hrs	780 hrs.	Apprenticeship									
17	Nursery Assistant	650 hrs	390 hrs	1040 hrs.	IT + OJT									
18	Floriculture Assistant	650 hrs	390 hrs	1040 hrs.	IT + OJT									
19	Assistant Auto Mechanic	390 hrs	130 hrs	520 hrs.	IT + OJT	3		3				3		3
20	Beautician	390 hrs	130 hrs	520 hrs.	IT + OJT									

21	Continental Cook	390 hrs	390 hrs	780 hrs.	IT + OJT								
22	Refrigeration and Air Conditioning	180 hrs	130 hrs	310 hrs.	IT + OJT								
23	Electrical Appliances Repairer	460 hrs	130 hrs	590 hrs.	IT + OJT								
24	Industrial Electrician	390 hrs	130 hrs	520 hrs.	IT + OJT								
25	Radio and Television Repairer	390 hrs	70 hrs	460 hrs.	IT + OJT	8		8				8	8
26	Telecommunication Technicians	1040 hrs	340 hrs	1380 hrs.	IT + OJT	22		22				22	22
27	Welder (Tig/Mig)	480 hrs	260 hrs	740 hrs.	IT + OJT	30		30	2		2	32	32
28	Computer Hardware Training	480 hrs	480 hrs	960 hrs.	IT + OJT	14		14				14	14
29	Micro-Hydro Technician	390 hrs	390 hrs	780 hrs.	IT + OJT								
30	Solar Technician	1170 hrs	480 hrs	1650 hrs.	IT + OJT								
31	Building Electrician	390 hrs	130 hrs	520 hrs.	IT + OJT	27		27	2		2	29	29
32	Boutique Designing	390 hrs	130 hrs	520 hrs.	IT + OJT								
33	Mobile Repairing	390 hrs	130 hrs	520 hrs.	IT + OJT								
34	Light Vehicle Driving	390 hrs	70 hrs	460 hrs	IT + OJT	61		61	1		1	62	62
	Total					407	6	413	29		29	43 6	6 442

Micro-Enterprise Options

S.No	Options	Drop Out			Business Start-up Support			Business Promotional Support		
		M	F	Total	M	F	Total	M	F	Total
1	Bakery Shop				3		3	2		2
2	Bamboo Handicraft									
3	Beauty Parlor		1	1	1	56	57	1	40	41
4	Bee Keeping				1	1	2	1		1
5	Bicycle Repairing									0
6	Buffalo Farming				5	1	6	5	1	6
7	Candle Making				3		3		1	1
8	Color Shop									0
9	Computer Cyber				1		1		1	1
10	Cook and Hotel Business	1		1	57	47	104	40	37	77
11	Cosmetic Shop				13	31	44	12	30	42
12	Cycle and Rickshaw Workshop				4		4	3		3
13	Dhaka Weaving					2	2			0
14	Digital Photography	2		2	11	11	22	7	2	9
15	Electric House Wiring				14		14	10		10
16	Electric appliances									0
17	Fan & Water Pump Repairing				1		1	1		1
18	Fancy Shop				4	3	7	4	3	7
19	Fish Farming									0
20	Fruit Processing									0
21	Fruit Juice Processing									0
22	Food Processing									0
23	Foot Wear Shop				3	1	4	3	1	4
24	Fruit Shop				1		1	1		1
25	Furniture Business				7		7	4		4
26	Goat Farming				42	7	49	34	7	41
27	Grill/Iron Workshop				3		3	3		3
28	Hair Cutting				2		2	2		2

29	Herbal Production				1		1			0
30	Hosiery (Bags, socks, sweater)				1	2	3			0
31	Incense Stick					1	1			0
32	Milk Processing				1		1			0
33	Mobile Repairing	5		5	200	9	209	122	7	129
34	Mushroom Cultivation									0
35	Nepali Handmade Paper									0
36	Off-season Vegetable Farming									0
37	Pig Farming				3		3			0
38	Poultry Farming				24	2	26	19	1	20
39	Retail Shop				160	135	295	140	114	254
40	Rickshaw Service				1		1	1		1
41	Shoe Making									0
42	Slaughter House				2		2	2		2
43	Spice Shop					1	1		1	1
44	Stationery Shop				4		4	4		4
45	Sweet and Snacks Business									0
46	Tailoring		2	2	41	289	330	27	210	237
47	Tailoring, Shirting, Suiting					4	4			0
48	TV Radio Repairing									0
49	Tea Snacks / Fast Food					9	9		4	4
50	Vegetable Production				1		1	1		1
51	SIYB Drop Out	3		3						0
	Total	11	3	14	615	612	1227	449	460	909

ANNEX E: THE IDENTIFICATION, SELECTION AND CONTRACTING OF IMPLEMENTING PARTNERS

This project provided rehabilitation support with assistance from UNDP, UNICEF, UNFPA and ILO. Each agency has relevant experience on specific components of the project and responsibilities were divided accordingly. In line with this, UNICEF, ILO and UNFPA engaged various SPs to deliver services as underlined in the project document following agency's own procurement procedure. UNIRP used three major contracting processes to deliver the services under the VST and Micro-enterprise rehabilitation options:

- i) Publicly announced RFP* through UNDP's Project Implementation and Support Unit (PISU), with PISU selecting the competitive Principal SPs following UNDP procurement policy for the project. Five main SPs were selected under this process⁶⁸ to deliver outputs of the VST and microenterprise components.
- ii) RFPs that were not publically announced.* The project, with the help of PISU, requested proposals from potential SPs, with providers selected on a competitive basis following UNDP procurement policy⁶⁹.
- iii) Direct contracting.* Up to Nov 2012, the project contracted 213 vendors directly under this modality. Quotations from three relevant vendors were requested and directly selected competitive ones for the services. The maximum ceiling for such contract was USD 2,500; however, some exceptional cases were accepted up to USD 5,000.

⁶⁸ Service providers selected through public bidding are: UCEP, Nepal, TITI, Alliance Nepal, Training Center Nepal, and F-Skill.

⁶⁹ The maximum ceiling under this category of procurement was USD 30,000 per organization. Following this contracting process, the project hired 20 service providers⁶⁹ to provide SIYB, start up support, provide meals, and skills training.

ANNEX F: PERSONAL STORIES OF VMLRS

The evaluation team collected some outstanding stories that illustrate some of the conclusions drawn in the report.

Success story

Pratap Bal, a VST graduate, opted for the Motorcycle Service Mechanic Training from a public technical school. Pratap is now self-employed and making NPR 10,000 per month. He initially found employment in a workshop where he received on-the-job training and worked for one and half years at NPR 5,000 a month. He later changed jobs, joining a Hero Honda Show Room with a salary of NPR 8,000 a month, and worked there before opening his own motorbike workshop in Chitwan with an investment of NPR 350,000 with his savings and a loan from his relatives. From his motorbike workshop, he is earning about NRS 10,000 per month, and has already paid back NPR 50,000. The programme is also planning to support Pratap's business by providing diversified support which is equivalent to NPR 20,000 in kind.

To note, Pratap Bal has received a Skill Test Certificate Level 1 for Motorcycle Service Mechanic, issued by the National Skill Testing Board, which has helped him secure jobs and succeed in his chosen trade.

Success story

R.N. Mobile Service Centre in Mulghat is owned by a Ram Kumar Rai, who opted for microenterprise rehabilitation option three years before. He went through Start and Improve Your Business (SIYB) training package for 10 days followed by skills development training on cell phone repair for two and half months. To start with, he received in kind business start-up support of NPR 30,000 from the programme with which he was only able to purchase a computer and a few accessories for his microenterprise. He invested an additional NPR 200,000 in the business, of which half of the amount was support from his relative as a loan and another half was from his own savings. He is now a successful entrepreneur, and reports being able to save about NPR 10,000 to 15,000 per month. He has already paid back the loan from his relative. He is also participating in formal financial schemes, including taking out insurance and saving NPR 50 per day through a local Saving and Credit Cooperative Organization. He says he is now well respected by his family and community, and expresses satisfaction with the support received.

Failure story

Santosh Rai, from Sunsari, who opted for micro-enterprise option, went through 10 days SIYB training and three months cell of phone repair training offered by the project. He received business start-up support of NPR 30,000, which he used to purchase a computer and a few accessories for his microenterprise. He started his business in a small shop, but stopped operations after just a couple of months as there was no income and gave all inventory and assets to a cousin. According to Mr. Rai, some of the reasons for the failure of his business were: i) the selection of site was wrong since five mobile phone repair shops already existed nearby; ii) the investment in the business was low and customers preferred to go to a well equipped and decorated shop; and iii) he was not technically competent and confident following the three months of training and did not receive technical follow up support from the project.

Mr. Rai has recently come back from India where he went to work. He has re-enrolled in UNIRP and is currently receiving the Business Promotion Support, again in mobile phone repair. He is doing a refresher training and is planning to retrieve his equipment from the cousin and re-launch the business in an area where no phone repair shops exist. He is hopeful that this time, he will be technically competent – and confident – and will be able to run the business successfully.

Success Story

Chandra Kanta Poudel a CMA graduate from Rapti Technical School has joint Syangja Community Hospital as an Emergency-In-Charge since mid 2012. Using the technical skills gained through the Community Medical Assistant course and through the assistance to write effective application and CV that was provided to the group on the on-the-job training seminar day he was hired at the hospital in his own village. While working, he has also started to explore for further educational opportunity in Bachelors in Pharmacy, which may open up further opportunities. At this moment Chandra Kanta is earning NPR 7,000.00 per month with additional benefits such as free medical treatment support from the hospital. Shanker GC, another Community Medical Assistant graduate, from the same village has started working as a X-ray department –in-charge at the same salary range and benefits. Another success story is that 11 out of 42 Health Graduates who had attended the training on SGBV, reproductive health and HIV/AIDS opted opening an NGO 'Hamro Ama Ghar' to help survivors of domestic violence and street children.

ANNEX G: TYPE OF GENDER SPECIFIC AND MEDICAL SUPPORT PROVIDED TO VMLRS

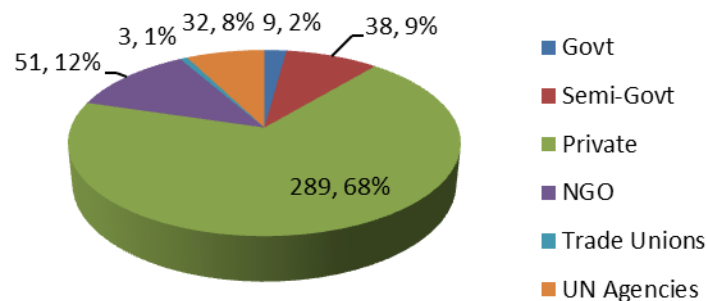
Type of Specific Support	Support Breakdown	Male	Female	Total
Gender Specific Support	Child Care Grant and Baby Food	306	511	817
	Children in Child Care Center / Child Care Taker	22	344	366
	Health Support to Children	4	179	183
	Maternity/Paternity Allowance	8	61	69
	Nutritional Diet (Participant / Spouse)	90	437	527
	Referral for Medical Needs	0	2	2
	Reproductive Health Support	1	22	23
	Training and Empowerment on RH & Gender	6	9	15
	Other Gender Specific Support	0	10	10
		Total:	437	1575
Health Support	Basic/General Health Support	257	250	507
	Emergency Accidental Support	7	7	14
	Specific Health Support	2	4	6
	Support to Life-Threatening Chronically Ill Cases	5	0	5
	Support to War Wounded and Persons with Disabilities	2	0	2
	Clinical Support	0	1	1
		Total:	273	262
Grand Total:		710	1837	2547

ANNEX H: WORKSHOPS/ TRAINING CONDUCTED BY ILO, UNFPA, UNICEF AND UNDP

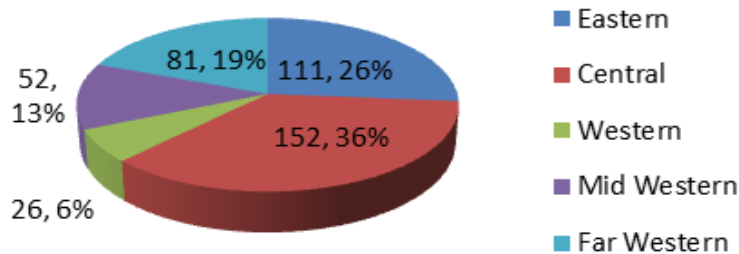
One of the major components of the programme was the capacity development of SPs and implementing partners which was led by the ILO. Largely, ILO built the capacity of SPs from VST, microenterprise training and health training. Initially, the training was to be exclusively offered to SPs that would offer training packages to the VMLRs. However, this was later expanded to include service provider, regardless of their participation in the training of the VMLRs, whereby expanding the benefit of the training considerably. ILO conducted several meetings with Principal/SPs and workshops were conducted at central and regional levels. The workshops and meetings aimed to identify capacity needs of the SPs, future planning for skill and Institutional capacity building. Two training institutes were engaged to develop and conduct the training, one was the Training Institute for Technical Instruction and the other was the Industrial Enterprise Development Institute. Besides these two training institutes, in-house expertise from ILO, both from Nepal as well as the ILO headquarters was utilized for several training modules.

422 participants from the SPs have received capacity building training (353 individuals) in various training courses. Some of the individuals participated twice in the training. The following graphs explain the distribution of the participants in terms of type of organizations, regional and gender wise participation in the training respectively.

Graph: Types of organizations that participated in capacity building training/workshop



Graph: Region wise participation in capacity building training/workshop



ILO mainly conducted capacity building training within six different areas: Computer Application in Training and Education, Capacity Building Workshop for SPs, Labour Market Information and Analysis, Training Institution Management, Training of Trainers and Trainer's Training on Effective Enterprise Development to train 422 participants through 20 training/workshop events.

During the discussion with the evaluation team, the SPs attested that trainings were useful and helped them to deliver good training sessions, collect and analyzed the information on local employment opportunities for the graduates, improvement in presentation skills, ease student record keeping and data processing. However, SPs also claimed that the capacity development would be more effective if there was hardware support along with the training packages.

It was found that some of the participating organizations in capacity building training did not provide benefits to the delivery of training programmes of VMLRs. This was somewhat ineffective in obtaining the initial purpose of the programme. The potential of the ILO remained underutilized by the programme in terms of analysis of labour market information and linking the programme interventions with the ILO constituents: trade unions, Chamber of Commerce and Industry, and Ministry of Labour and Transport Management.

Lists of other Trainings Organized by UNIRP for Capacity Building Workshop

S.No	Name of Training/Workshop	No of Participants	Types of Participants			
			SP	UN	Gov	VMLRs
1	Do No Harm Workshop, Biratnagar	15	8	7	0	0
2	Do No Harm Workshop, Nepalgunj	15	5	10	0	0
3	Do No Harm Workshop, Bharatpur	16	4	12	0	0
4	Do No Harm Workshop, Kathmandu	25	7	16	2	0
5	IDDRS workshop, Nagarkot	25	6	17	2	0
6	Orientation on Gender, Kathmandu	28	24	4	0	0
7	Orientation on Gender, Dhangadi	22	16	6	0	0
8	Orientation on Gender, Nepalgunj	18	13	5	0	0
9	Orientation on Gender, Bharatpur	24	18	6	0	0
10	Orientation on Gender, Biratnagar	25	21	4	0	0
11	2 days training on Gender and UNSCR 1325, 1820, Nepalgunj	30	20	3	7	0
12	3 days training on Gender and UNSCR 1325, 1820, Kathmandu	35	22	5	8	0
13	4 days training on Gender and UNSCR 1325, 1820, Dhangadi	36	15	13	8	0

14	Training on GBV, RH and HIV AIDS, Kathmandu	26	12	2	0	12
15	Training on GBV, RH and HIV AIDS, Biratnagar	26	12	2	0	12
16	Training on GBV, RH and HIV AIDS, dhangadi	28	12	1	0	15
17	Training on GBV, RH and HIV AIDS, Nepalgunj	26	0	13	0	13
18	Training on GBV, RH and HIV AIDS, Bharatpur	29	20	2	0	7
	Grand total	449				

ILO mainly conducted capacity building training within six different areas: Computer Application in Training and Education, Capacity Building Workshop for SPs, Labour Market Information and Analysis, Training Institution Management, Training of Trainers and Trainer's Training on Effective Enterprise Development to train 422 participants' thorough 20 training/workshop events.

UNICEF furthermore invested extensively in training of CAAFAG partners on psycho-social assistance and case management and through Search for common ground on peace building activities. The team did not receive any data on the number of trainings conducted.

ANNEX I: LOGICAL FRAMEWORK

Measurable Indicator and means of verification according to the RRF

Output 1.1: Individual Rehabilitation Option Packages (ROPs) are prepared and made available to participants

Measurable Indicator:	Means of verification:	Findings
# of packages ready to commence with SPs	Confirmation of # of packages prepared Perception survey of package recipients Routine reporting from field teams	The rehabilitation supported consisted of Vocational Skills Training, Micro-enterprise development, Health related training and education for returning back to School. Contracts were signed with 3 Principal SPs (TITI, UCEP, Alliance Nepal) and 11 Government and private technical schools to cover five development regions for Vocational Skills Training. For micro-enterprise service contracts were signed with MEDEP, NEDC, TCN, F Skill and more than 160 direct contracts at the local level. For health related trainings, a contract was signed with TITI, a principal service provider, to cover all the five development regions, which included sub-contracting with seven technical schools. Upon completion of contract with TITI, direct contracts were signed with the seven technical schools. To enrol participants into school, UNICEF contracted 12 partners (CDPs, ECARDS, CWS, IRDC, ICDC, SOLVE Nepal, DIYALO PARIWAR, SSDC, RDC, PAG, PTYSM, BNA.) directly and Save the children and World Education International as principle SPs. In addition, for technical support in psychosocial TPO and CVICT and for peace-building Search For Common Ground have been contracted.
# of packages in each classification are sufficient to meet the agreed chosen option of participants after		Sufficient slots were created to cover the number of participants in each package i.e. VST, ME, Health and Education. (VST-1,250, ME -1500, Health-100 and education-600)
# of training sessions for staff and SPs for analysis of regional labour/market		25 trainings were conducted for all regional office staff regarding mapping, liaison and referral to potential job opportunities in consultation with local employer organizations, public/private institutions. Conducted orientation session during field missions on socioeconomic support

conditions to ensure that training is tailored to meet local demand		guidelines and implementation.
% of participants whose surveys are completed and analyzed		1304 pre-condition verification and 47 enhanced livelihood need assessment surveys have been completed.
Output 1.2: Access to employment and livelihoods opportunities promoted		
# of opportunities listed in database disseminated to participants	Means of verification: Inception of databases	As of October 2012, 511 opportunities in different 11 occupations/trades listed in the database have been disseminated to participants.
# of micro-loans offered to participants by MFIs	The M&E data collection plan and empirical analysis including, weekly updates, monthly routine field reports, quarterly reports etc., focus on identifying the status of Indicators of Achievements	As of October 2012, 70 participants have benefitted from micro finance institutions/ Cooperatives/ local saving & credit group/structures. In addition, 29 participants benefitted from 12 MFIs/cooperatives including Youth & Small Entrepreneur Self Employment Fund.
# of referrals		123 participants have been referred to access micro-credit and 374 referred for possible employment opportunities.
# of participants find employment/apprenticeship offers as result of referral		As of Oct 2012, 953 or 59% out of 1,616 who have completed training under VST, ME and Health options are employed or self-employed. 37 graduates under VST refused jobs offered because they have income from other sources. The employment rate will rise to 61% if the latter group is considered as employed.
# of national stakeholders, public & private consulted	Independent evaluation Review of proxy Indicators of Achievements such as national, regional and local economic indicators and	Consulted over 585 business people including 93 business leaders (Federation of Chamber of Commerce & Industry, 9 different Commodity Associations, District Chamber of Commerce & Industry, 29 civil servants deputed from local bodies and 13 local peace committees' coordinators/representatives through dialogue on “Strengthening Socioeconomic Support Dimensions of the Rehabilitation” with close coordination of National Business Initiative(NBI), Federation of Nepalese Cottage & Small Industry (FNCSI) and its district chapter, Morang Industry Association, Morang Merchant Association, Bara /Parsa /Chitawan /Lalitpur/ Bhaktapur/ Kaski/ Lamjung/ Syangja/ Rupendehi/ Nawalparasi/ Dang/ Tulsipur/ Surkhet/ Banke/ Bardiya/ Kailali/ Kanchanpur/ Dadeldhura Chamber of Commerce & Industry, Federation of Contractor Association and its 12 district chapters.
# of agreements		As of now, three agreements have been signed with national level organisation. Youth & Small

regarding collaboration with national and international stakeholders	comparison of national employment levels versus employment levels of caseload	Entrepreneur Self Employment Fund is government of Nepal initiative with strong network across the country which creates employment opportunity by providing soft loan. 2 other MOUs were signed with Mid-western and Eastern regional Grameen Bikash Banks. They are working for providing loan in their respective region as per Nepal Rastra Bank rules and regulations.
# of consultations with donors on this issue		Consultations made with the USAID-WINROCK International, Helvetas Nepal Employment Fund, DFID, JICA among others.
# of opportunities identified through parallel programmes		35 participants benefitted from training opportunities provided by Helvetas Nepal Employment Fund in Far Western region. VMLRs who are residing in Mahottari, Sarlahi, and Rautahat got opportunities to work as social mobilizers. Employment opportunities were identified for Electrical House Wiring and Welding graduates in UNDP Rural Energy for Livelihood Programme.
# of opportunities created in the process and taken up by the VMLRs		103 job opportunities identified in VST and taken up by participants.
Record of relevant data shared with parallel programs and initiatives		Updated monthly graduation matrix since Nov 2010 which shows participants monthly employment status and shared to key stakeholders UN partner agencies, donors, national actors, GON and other programmes such as Youth & Small Entrepreneur Self Employment Fund; Swiss Development Cooperation Helvetas Nepal Employment fund; USAID Nepal and GIZ.
Output 1.3: Programme participants will receive career and psychosocial counselling		
# of participants who receive post-discharge individual Rehabilitation Options counselling	UN agency reports Surveys of participants	2,537 VMLRs (892 females, 1645 males) received detailed career counseling through UNIRP regional offices.
# of participants who receive psychosocial counselling	Counselling partner reports	A total of 1,363 VMLRs (760 males, 603 females) received psychosocial services by October 2012.
Qualitative feed-back from participants on the benefit of psychosocial counselling		2 rounds of Psychosocial Longitudinal study were conducted from April 2011 to April 2012 and final report available. See the report.
% of those with special needs who receive special support		A total of 899 (568 females, 331 males) VMLRs have received gender specific support and 530 (F260-M270) VMLRs have received health support and 28 VMLRs (15 females, 13 males) have received specialized psychosocial support.

Output 1.4: Specific gender needs and requirements of VMLRs are met through tailoring elements of the rehabilitation packages to meet their needs

% of women who participate in rehabilitation from within women discharged Agency reports Among 2,231 VMLRs who have been enrolled for training or education, 848 or 38% are women. Among 4,008 who have been discharged as VMLR, 30% are women.
 Surveys of male and female participants

informal networks supported 26 national level networks and women organizations have been supported to implement UNSCR 1325 and 1820. In addition 308 child/youth clubs have been assisted across the country, The programme has been advocating on life skills related to rights and civic education during training female participants throughout this period.
of women in the rehabilitation program who can correctly identify provisions for women in national transitional justice mechanisms and policy

Qualitative feed-back from participants and communities on the process to meet women’s needs Participants were traced in the communities to assess their needs from gender specific perspectives and robust measures were adopted to cater for their needs. As a result, women participation to the Program has risen to 42%.

Output 1.5: Individual Rehabilitation Option Packages are implemented

of participants who engage in Individual Rehabilitation Option Packages disaggregated by gender, age, caste & ethnic group UN agency reports
 Civil society partner reports
 Participants surveys

Total number enrolled in ROP: 2,231
 Gender Break down: Female 848, Male 1383
 Age:

Age Level	Male	Female	Grand Total
< 14	4	3	7
14 – 15	29	42	71
15 – 16	112	125	237
16 – 17	288	245	533
17 – 18	676	279	955
18 – 20	97	70	167

20 – 25	137	66	203
25 – 30	29	6	35
30 – 35	18	1	19
35 – 40	4		4
Grand Total	1394	837	2231

Caste: Brahmin 227, Chhetri 576, Dalit 374, Janjati 1009, Terai 39 and Unidentified 6

% participants who complete the process

As of October 2012, 1,631 or 74% graduates completed training or education.

Qualitative feed-back on the benefit of the packages

Information compiled through field monitoring missions indicates success stories that more than 60% of the graduates are engaged in productive businesses or wage employment. Attitudes and behaviours of the communities as well as VMLRs have significantly improved after they engage in economic and social activities. 45% of the VMLRs have returned to their own homes in their original communities.

% deviation for schedule delivery of financial allowances

Stationery allowances of NPR 2,500 was added to health participants, additional stipend to NPR 2,200 was added for male along with the previously provisioned only for female. 3 meals a day added to participants in training and transportation costs for VST participants were also added.

% deviation for schedule of program delivery

The programme was extended from May 2012 to Jan 2013 on a no cost basis.

Trend over time in # of complaints from participants

The programme started with a high level of frustration and aggressive behaviour of VMLRs. It remained the same until mid-2011. However, in the change political context and as a result of the consistent professional behaviour of UNIRP staff, the complaints reduced and aptitude for learning increased towards the later stages of the programme. They also began to believe in the changes that were happening in their lives as a result of the socio economic intervention. Complaints are highest among training graduates that find no employment.

Trend over time in # of disruptive incidents

Disruptive incidents reduced to almost zero since the last quarter of 2011. However some general strikes were called by the struggle committee of VMLRs.

of participants with special needs vs. # of special needs addressed

The needs of 868 participants were identified and addressed simultaneously as per the requirement. All together 1945 needs were identified and catered for.

participants post-program who find

982 VMLRs have received gainful employment after completion of training.

<p>gainful employment in the area of their ROP</p> <p>Trend over time in community attitudes towards participants</p>		<p>The general perception of the VMLRs through UNIRP has improved gradually. This attributes to the consistency of information sharing, continuous efforts toward improved programming and emerging successful entrepreneurial and employed cases casting positive impacts on local markets. Also, TV programmes and several newspapers have featured their positive changes overtime. (Note – These activities commenced in mid 2011)</p>
<p>Output 2.1: Public Sensitization and Information Campaign designed and implemented</p>		
<p># of positive journal & media spots</p>	<p>M&E weekly updates, monthly</p>	<p>About 150 positive media spots including national and international print and A/V media covered positive changed in VMLRs’ lives after return into civilian life.</p>
<p># of subsidiary journal and media spots</p>	<p>and quarterly Agency reporting</p>	<p>About 50 general and subsidiary media spots</p>
<p># of events, banners, pamphlets, and other promotional material produced</p>	<p>Media scanning and analysis by UNDP</p>	<p>2 media field visits resulted in A/V and printed media spots by 5 media organizations (2 press conferences with more than 25 media representatives), Information Kit (9 pages) 1 brochure on the Programme both in English and Nepali 1 Public Service Announcements (PSA) in 13 dailies for 16 days 4 radio PSAs were broadcasted through a network of 120 FM radio all over Nepal 4 posters of VMLR entrepreneurs 8 radio programmes on Rehabilitation initiatives were produced and broadcasted by 5 radio stations.</p>
<p>Output 2.2: The broader community assisted in addressing socio-economic rehabilitation of VMLRs through engagement in relevant capacity building activities</p>		
<p># of sensitization events at regional, district and community levels</p>	<p>UN agency reports Media reports</p>	<p>379 sensitization events at regional, districts and community levels. Lack of political space to undertake sufficient public information.</p>
<p>Qualitative feed-back from a broad range of stakeholders including participants, SPs, program staff and civil society actors regarding the rehabilitation sensitization and public</p>	<p>Qualitative analysis Community attitudinal surveys Mid-term review and evaluation</p>	<p>The programme received positive feedbacks from government counterparts who visited the participants at the field level as well as other key stakeholders including donors and media representatives. Out of 200 media spots, 75% of them reflected positive outcomes of programme. As a result of PSPs, the number of participants significantly increased up to 73% out of 3,040 VMLRs who stayed in Nepal.</p> <p>The evaluation team did not receive any document on community attitudinal surveys. Mid-term review was conducted by a special review team that represented all four agencies in</p>

information process within the context of the M&E process		February, 2011.
# of briefings/family/community events		Almost every participant in the programme has been visited during the implementation and community opinions have been collected. In addition, 14 community events by VMLRs who played as champions have been conducted. Limited number of visits to families of VMLRs who felt they could not return home.
# of participative community based programmes associated with rehabilitation/reintegration		308 participative community based programmes were associated with rehabilitation/reintegration of VMLR.
# of participants/community members engaged in the facilitation of the rehabilitation process		660 CAAFAG members, community members and VMLRs were actively engaged in the facilitation of rehabilitation process.
# of social events associated with the programmes		Around 400 sensitization and social events were conducted at regional, districts and community levels.
# of civil society organizations engaged		A large number of civil society organizations were engaged by the programme and its implementing partners.
Qualitative perception of trend in community security environment as impacted by Rehabilitation Process		Impact could be visible after couple of years. However, post reintegration survey planned for 2013 may capture elements of it. Currently few incidents involving VMLRs have been reported.
Output 2.3: Enhanced capacities of VT SPs to deliver demand driven training (ILO)		
Community perceptions of institutional/infrastructural improvement which have enhanced services to the community	Community attitudinal surveys UN Agency reports Civil society	Through continuous capacity development efforts, the training service delivery has significantly improved and SPs of UNIRP have been mobilized with necessary skills to plan and implement more effective programmes. Regional level training sessions carried out on Training of Trainers, Effective Enterprise Development based on 'Start and Improve Your Business' module have enhance the skills of SPs.

	partner reporting	The team did not see any evidence of infrastructural improvements that has enhanced services to the community.
# of community students serviced by the institution increased		205
# of VT SPs trained on quality assurance and management of training institutions (including labour market assessment skills)		All together 359 participants (23% female) from 180 institutions of Government, Semi government, Private sector NGOs, UN agencies and Trade Unions participated in training workshops.
# of VT providers trained on different options for enhancing their job matching services to their trainees (ILO)		All together 359 participants (23% female) from 180 institutions of Government, Semi government, Private sector NGOs, UN agencies and Trade Unions participated in training workshops.
# of trainers of VT providers receiving specific skill upgrading training in selected sectors		All together 359 participants (23% female) from 180 institutions of Government, Semi government, Private sector NGOs, UN agencies and Trade Unions participated in training workshops.
Output 2.4: Special gender considerations within the broader community associated with the rehabilitation process are prioritized (e.g. the role of women as vectors of peace and family builders/carers)		
Key informants opinions regarding VMLRs' entry into communities	UN Agency reports	Key informants opinions have been obtained and documented through 9 documentaries. Employers still reluctant to hire VMLRs.
% of positive opinions within communities regarding VMLRs entry into communities	Civil society reporting Survey focus groups and surveys	Through field missions, staff have reported positive change in the perception of communities towards VMLRs
# of positive media coverage of VMLR women and girls and experiences	of participants and communities on benefits of women's	More than 10 success story from women and girls have been published in local and international media.

% of SGBV survivors in the community who also participate and receive SGBV services	participation in the process	58 SGBV survivors who reported to psychosocial counsellors to receive clinical and psychosocial support.
# of people responsible for programme implementation trained on UNSCR 1325 and 1820	UNICEF/UNFPA's 1325 and SGBV programme data and reporting UN Agency report	181 people responsible for programme implementation were trained on UNSCR 1325 and 1820.

ANNEX J: METHODOLOGY, WORKPLAN AND TOOLS

The methodology for the programme review was primarily based on:

a) A review of relevant programme documentation, thematic studies and literature (see Annex A: sources of information). Broader documentation was consulted to review the extent to which the UN engaged with the relevant political environment on rehabilitation support. Additional documentation was reviewed from implementing partners.

b) Meetings with programme staff, Government officials, Maoist leaders, political parties etc. have been taken place in Kathmandu and in the field. Specific interviews and discussions with UN agency staff helped assess the lessons learned from interagency coordination and the effectiveness of comparative advantage. In interviews with government officials one of the focuses was on the question of national ownership and capacity development of the programme.

c) Field visits to locations. Formal and informal consultations, mainly in the form of focus group discussions with participants and beneficiaries took place. The following districts were visited: Kathmandu, Dhangadi, Banke, Bardiya, Kanchanpur, Chitwan, Makwanpur, Rautahat, Kapilvastu, Bhairwa, Morang, Sunsari, Jhapa, Dhankuta, Terhthum.

d) Quantitative survey on quality and effect of the assistance from the point of view of the VMLR, using stratified sampling of 40 participants among the following categories: the 4 options chosen, locations, gender and current employment status. Tools have been developed for VMLR per option chosen (health training, education, micro-enterprise and vocational training). A total of 21 male and 17 female VMLR have been interviewed for approximately 45 minutes each.

e) Survey among implementing partners to assess the quality of training and post training assistance took place. A total of 20 implementing partners have been assessed through interviews and programme document review. Tools per option for SPs were developed

f) In addition some ad-hoc visits to schools verifying support provided have taken place, as well as discussion with a few parents (in more rural settings) and youth groups supported by the programme.

e) Review of financial reports and programme indicators, targets and M&E, and support received from consultants and BCPR. This was particularly aimed at assessing the efficiency of UNIRP.

In the tools and during the analyses triangulation has been applied. Qualitative data on VMLR and some data from the SPs have been entered into a database, created for this assessment and consequently analysed. Data collected from field visits has been verified against the database.

Activities	
Week 1	Initial desk review in country, interviews, one brief visit to the VMLRs.
	Workshop with key stakeholders
	Tools development and testing
	Inception Report to be submitted
Week 2	Field Visit, interviews, desk reviews, surveys by Team Leader and National Training expert
Week 3	Field Visit, interviews, desk reviews, surveys by Team Leader, CAAFAG Expert and National Training expert
Week 4	Meetings, interviews, clarifications, assess additional documentation and work on reports and PPT
	Draft Report & PPT
	Workshop to discuss results with representatives of UNDP and other participating UN agencies, the Ministry of Peace and Reconstruction (MoPR), and relevant donor agencies
Week 5	Home-based finalisation of report submission

The following tools have been developed for this evaluation:

I) Survey Questionnaire Format for Vocational Skills Training Graduates

Interviewer Name, Signature and Date:

1.	Participant Ref/ID #			
2.	Name of Participant			
3.	Gender	M/F		
4.	Age			
5.	Address			
6.	Name of Vocational Training Received			
7.	Duration of Training			
8.	Place of Training			
9.	Name of Training Provider			
10.	Date of Training Completion			
11.	Employment Status Before Training	Wage Employed	Self Employed	Unemployed
12.	If employed before training, provide the following information:			
13.	Job Title/Name of Business			
14.	Contact address of job/business			
15.	Income from job/ business (Monthly/daily)			
16.	Employment status after training	Wage Employed	Self Employed	Unemployed
17.	If employed after training, provide the following information:			
18.	Job Title/Name of Business			
19.	Duration of job/business (month)			
20.	Contact address of job/business			
21.	Income from job/ business (Monthly)	NRS.		
22.	Income from other than job/business (Monthly)	NRS.		
23.	Access to Micro Finance services provided or Business start up/promotion support provided (for self employed only)			
24.	Stipend received per month	NRS.		
25.	Stationery cost and other cost received per month	NRS.		
26.	Special allowance received per month	NRS.		

27. Why did you choose vocational training option?

28. In case you are not working, what is the reason?

29. What % of skills learned in training centre are you using in your work?

30. Did you appear in the skill test examination conducted by National Skill Testing Board? Yes/No

31. If yes, did you pass the skill test successfully? Yes/No

32. What post training support have you received?

33. For those doing business, are you doing this alone or with others? What is your role in the group?

34. Was the programme support helpful to you? Yes/No

35. If yes, how best are you building on and/or maintaining your skills and assets to survive since receiving programme support?

36. If not, why not?

37. Do you work with other VMLRs or other people? Yes/No

38. Do they accept you? Yes/No

39. Have you been getting career counselling support? How many times? Did this help you to make your choice?

- 40. Were all the skills you wanted to be trained in available?
- 41. How many people were in your class, were they all VMLR?
- 42. Based on your experience, what are the main challenges of accessing employment? Is this different for VMLR and if so, why?

Common questions:

- 43. Are you married? If yes, is your partner also an ex-combatant? Since when are you married? Did you marry in cantonment site? How old were you when you married?
If not, do you want to get married? How have you planned for this?
- 44. When did you join as a combatant and why? Did your parents agree? How long have you been as a combatant?
- 45. Are you still in contact with your commander? Yes/No
If yes why?
- 46. Have you any plan to join in political party or youth wing of political party in future? Yes/No
- 47. If there is again an insurgency, will you go back and rejoin as a combatant? Yes/No
- 48. Are you doing better in life than other youth in the community who did not receive any other support? Yes/No
- 49. Did you come back to the community where you are from? Yes/No
Do you live with your parents/partner's parents?
- 50. Do you feel welcome in the community? Yes/No
- 51. Relation to the community in where you live now?
Family members live there
Friend live there
Former unit/combatants colleagues live there
- 52. Do you feel safe in your community/village/town? Yes/No
- 53. What advice can you give to UNIRP in terms of improving the assistance they provided?
- 54. Any other comments:

II) Survey Questionnaire Format for Micro-enterprise Support Graduates

Interviewer Name, Signature and Date:

1.	Participant Ref/ID #			
2.	Name of Participant			
3.	Gender	M/F		
4.	Age			
5.	Address			
6.	Type of enterprise			
7.	Duration of Support			
8.	Place of Support			
9.	Name of Organization which Provided Enterprise			
10.	Date of Support Completion			
11.	Level of education	Primary	Secondary	Higher
12.	Did you receive any counselling before choosing your option?			
13.	How long was your counselling?	Was it helpful?		
14.	Was what you wanted to do available?	Please explain		
15.	Did you receive any business training?	Did you develop a business plan?		
16.	Employment status	Self Employed	Unemployed	
17.	If employed, provide the following information:			
18.	Name of business/micro-enterprise			
19.	Contact address of business/microenterprise			
20.	Duration of business/microenterprise set up			
21.	# of paid employees in business (if yes, how much salary, does he/she pay per month?)	Are any family members working with you?		
22.	Present Income from business (Monthly)			
23.	Expected Income from Business after one year (Monthly)			
24.	Income from other sources than business (Monthly)			
25.	How many people are in your Business? Are they all VMLRs? What are their roles?			
26.	Business registration with Office of Cottage and Small Industry	Yes	No	
27.	Linkage with Micro Finance Institution (MFI)	Yes	No	
28.	Linkage with private sector/Local Chamber of Commerce and Industry provided	Yes	No	
29.	Business start up support provided (If yes, how much in cash or kind)			
30.	Business follow up (second tranche) support provided (If yes, how much in cash or kind)			
31.	Are you doing business alone or in a group? Did the one who helped you advise you to do business alone or in a group?			
32.	Special allowance received per month	NPR		

33. Why did you choose for business start up option?

34. Have you also received Skills Development Training before or after getting Microenterprise training? Yes/No

35. If yes, what is the name and duration of skills development training?

36. Did you get any stipend during the training?

37. If you would have had the option to do vocational training and going to school, would you have done that? Why/why not?

38. What post business set up support have you received? How many times did they come to follow-up on you? Was this helpful?

39. What are the challenges are you facing while trying to expand your business?

40. Are these challenges different for boys and girls?

41. Was the programme support helpful to you? If yes, how best are you building on and/or maintaining your skills and assets to survive since receiving programme support?

42. Did you receive any psychosocial counselling support? How many times? Was this helpful?
43. How are the others doing who have not received the similar support from the programme?
44. Based on your experience, what are the main challenges of VMLR?
45. Are these challenges same for boys and girls?
46. What are the main challenges for you to make your business grow?

47. Common questions:

48. Are you married? If yes, is your partner also an ex-combatant? Since when are you married? Did you marry in cantonment site? How old were you when you married?
49. If not, do you want to get married? How have you planned for this?
50. When did you join as a combatant and why? Did your parents agree? How long have you been as a combatant?
51. Are you still in contact with your commander? Yes/No
52. If yes why?
53. Have you any plan to join in political party or youth wing of political party in future? Yes/No
54. If there is again an insurgency, will you go back and rejoin as a combatant? Yes/No
55. Are you doing better in life than other youth in the community who did not receive any other support? Yes/No
56. Did you come back to the community where you are from? Yes/No
57. Do you live with your parents?
58. Do you feel welcome in the community? Yes/No
59. Relation to the community in where you live now?
 - Family members live there
 - Friend live there
 - Former unit/combatants colleagues live there
60. Do you feel safe in your community/village/town? Yes/No
61. What advice can you give to UNIRP in terms of improving the assistance they provided?
62. Any other comments:

III) Survey Questionnaire Format for Health Training Graduates

Interviewer Name, Signature and Date:

1.	Participant Ref/ID #			
2.	Name of Participant			
3.	Gender	M/F		
4.	Age			
5.	Address			
6.	Name Health Training Received/receiving			
7.	Duration of Training			
8.	Place of Training			
9.	Name of Training Provider			
10.	Date of Training Completion		Completed	On going
11.	Employment Status Before Training	Wage Employed	Self Employed	Unemployed
	If employed before training, provide the following information:			
11.1	Job title/Name of business			
11.2	Contact address of job/business			
11.3	Income from job/ business (Monthly)			
12.	Employment status after training (Only for those who have completed the health training course)	Wage Employed	Self Employed	Unemployed
	If employed after training, provide the following information:			
12.1	Job Title/Name of Business			
12.2	Duration of job/business (month)			
12.3	Contact address of job/business			
12.4	Income from job/ business (Monthly)			
12.5	Income from other than job/ business (Monthly)			
13.	Stipend received per month	NPR		
14.	Stationery cost and other cost received per month	NPR		
15.	Special allowance received per month	NPR		

16. Why did you choose for Health Training Option?
17. What post training support have you received?
18. In case you are unemployed, why?
19. Was the programme support helpful to you? If yes, how best are you building on and/or maintaining your skills and assets to survive since receiving programme support?
20. How are others doing who have not received the similar support from the programme?
21. How many people were in your class, were they all VMLR?
22. Based on your experience, what are the main challenges of getting employment by VMLR?

Common questions:

23. Are you married? If yes, is your partner also an ex-combatant? Since when are you married? Did you marry in cantonment site? How old were you when you married?
24. If not, do you want to get married? How have you planned for this?
25. When did you join as a combatant and why? Did your parents agree? How long have you been as a combatant?
26. Are you still in contact with your commander? Yes/No

If yes why?

- | | |
|--|--------|
| 27. Have you any plan to join in political party or youth wing of political party in future? | Yes/No |
| 28. If there is again an insurgency, will you go back and rejoin as a combatant? | Yes/No |
| 29. Are you doing better in life than other youth in the community who did not receive any other support? | Yes/No |
| 30. Did you come back to the community where you are from?
Do you live with your parents? | Yes/No |
| 31. Do you feel welcome in the community? | Yes/No |
| 32. Relation to the community in where you live now?
Family members live there
Friend live there
Former unit/combatants colleagues live there | |
| 33. Do you feel safe in your community/village/town? | Yes/No |
| 34. What advice can you give to UNIRP in terms of improving the assistance they provided? | |
| 35. Any other comments: | |

IV) Survey Questionnaire Format for Education Graduates/Trainees

Interviewer Name, Signature and Date:

1.	Participant Ref/ID #		
2.	Name of Participant		
3.	Gender	M/F	
4.	Age		
5.	Address		
6.	Current class/grade		
7.	Duration of Education support	From	To
8.	Name and place of school		
9.	Name of organization helping you		
10.	Date of Completion		
11.	Stipend received per month	NPR	
12.	Stationery cost and other cost received per month	NPR	
13.	Special allowance received per month	NPR	

14. Did you receive any career counselling? Was this helpful?
15. Why did you choose the Education Option?
16. If you would have had the option to do vocational training and going to school, would you have done that? Why/why not?
17. Is the programme support helpful to you?
18. Apart from the allowances, what additional support have you received? Does this vary between girls and boys?
19. How are the others doing who have not received the similar support from the programme?
20. What is your aim after completion of your general education course?
21. Do you have any support to continue your education?
22. Based on your experience, what are the main challenges of VMLR?
23. Is this different for boys and girls?

Common questions:

24. Are you married? If yes, is your partner also an ex-combatant? Since when are you married? Did you marry in cantonment site? How old were you when you married?
If not, do you want to get married? How have you planned for this?
25. When did you join as a combatant and why? Did your parents agree? How long have you been as a combatant?
26. Are you still in contact with your commander? Yes/No
If yes why?
27. Have you any plan to join in political party or youth wing of political party in future? Yes/No
28. If there is again an insurgency, will you go back and rejoin as a combatant? Yes/No
29. Are you doing better in life than other youth in the community who did not receive any other support? Yes/No
30. Did you come back to the community where you are from? Yes/No
31. Do you feel welcome in the community? Yes/No
32. Relation to the community in where you live now?
33. Family members live there
34. Friend live there
35. Former unit/combatants colleagues live there
36. Do you feel safe in your community/village/town? Yes/No
37. Who is providing support to you?
38. Are you doing any work? If yes, what work? In or outside the house? Are you paid for this? How much?
39. What advice can you give to UNIRP in terms of improving the assistance they provided?
40. Any other comments:

V) Survey Questionnaire Format for Vocational Training Provider

Interviewer Name, Signature and Date:

1.	Name of Service Provider	
2.	Address	
3.	Type of Service Provider	Govt[] Pvt []
4.	Director/Principal Responsible	
5.	Interviewee name(s)	
6.	Date	
7.	# of years of operation of provider	
8.	# of VMLRs trained by the organization	Male [] Female [], Total []
9.	Name/duration (hours) of the training offered by the service provider	
10.	% of female per course	

11. Do girls and boys have the same access to the programme? Yes /No
12. Do girls and boys receive the programme? Yes /No
13. Do you know of young people with disabilities who benefited from the programme? Yes/No
14. How?
15. Was vocational training based on local market demand /suitable to fetch employment?
16. What kind post training support are you providing to the VMLRs?
17. What are the challenges did you face to conduct the training for VMLRs?
18. How did you overcome them?
19. Did you mix VMLRs with other youth or not? Why/why not?
20. How many of VMLRs did you successfully place for wage/self employment from your training institute?
21. What is the average income per month for VMLRs who are employed?
22. Wage:
23. Self:
24. What are the challenges did you face to create employment for VMLRs?
25. Are these challenges different for boys and girls?
26. Did you assist trainees to start their own business? Yes/No
27. How?
28. What were the main challenges in that?
29. Were employers ready to offer employment to VMLRs?
30. What kind of capacity building training did your staff and institution receive from the programme? How did that help in delivery quality training/job placement of VMLRs?
31. What additional capacity building support would have enhanced the quality of the training further/placement of VMLRs?
32. Was the design of the training course in line with the National Skill Testing Board, CTEVT and/or Government of Nepal? Yes/No
33. What recommendations would you provide to the programme for similar interventions in the future?
34. What is the total amount of contract received from UNIRP?
NRS/\$-----
35. Number of VMLRs assisted?
36. Do you have other source of income? What are they?

VI) Survey Questionnaire Format for Micro-enterprise SPs

Interviewer Name, Signature and Date:

1.	Name of Service Provider	
2.	Address	
3.	Type of Service Provider	Govt [] Pvt []
4.	Director/Principal Responsible	
5.	Interviewee name(s)	
6.	Date	
7.	# of years of operation of provider	
8.	# of VMLRs trained by the organization	Male [], Female [], Total []
9.	Name/duration (hours) of the training offered by the service provider	
10.	% of female	

11. Do girls and boys have the same access to the programme? Yes /No
12. Do girls and boys receive the same assistance? Yes /No
13. Do you know of young people with disabilities who benefited from the programme? Yes/No
How?
14. How did the VMLRs select the business option? Was there any study conducted for business opportunity analysis at local level?
15. What kind post start-up support are you providing to the VMLRs?
16. What are the challenges did you face to conduct the training for VMLRs?
17. How did you overcome them?
18. Did you mix VMLRs with other youth or not? Why/why not?
19. How many of VMLRs did you successfully help to open their micro enterprise?
20. What is the average income per month for VMLRs who has opened their micro-enterprise?
21. What are the challenges did you face to create micro-enterprise for VMLRs?
22. Are these challenges different for boys and girls?
23. Did you assist them to register micro-enterprise in District Office of Cottage and Small Industry? How many?
24. Have you also linked micro enterprise to local chamber of commerce and industry? If yes, what support are they getting from the chamber?
25. What kind of capacity building training did your staff and institution receive from the programme? How did that help in delivery quality training/business support to VMLRs?
26. What additional capacity building support would have enhanced the quality of the training further/business support to VMLRs?
27. What recommendations would you provide to the programme for similar interventions in the future?
28. What is the total amount of contract received from UNIRP?
NRS/\$-----
29. Number of VMLRs assisted?
30. Do you have other source of income? What are they?

VII) Survey Questionnaire Format for Health Education Training Provider

Interviewer Name, Signature and Date:

1.	Name of Service Provider	
2.	Address	
3.	Type of Service Provider	Govt [] Pvt []
4.	Director/Principal Responsible	
5.	Interviewee name(s)	
6.	Date	
7.	# of years of operation of provider	
8.	# of VMLRs trained by the organization	Male [], Female [], Total []
9.	Name/duration (hours) of the training offered by the service provider	
10.	% of female per course	

11. Do girls and boys receive the same assistance? Yes /No
12. Do you know of young people with disabilities who benefited from the programme? Yes/No
How?
13. What kind of post training support are you providing to the VMLRs?
14. What are the challenges did you face to conduct the training for VMLRs?
15. How did you overcome them?
16. Did you mix VMLRs with other youth or not? Why/why not?
17. How many of VMLRs did you successfully placed for wage/self employment from your training institute?
18. What are the challenges did you face to create employment for VMLRs?
19. Are these challenges different for boys and girls?
20. How many of VMLRs successfully completed CTEVT (Council for Technical Education and Vocational Training) final examination?
21. Are employers willing to offer employment to VMLRs?
22. What kind of capacity building training did your staff and institution receive from the programme? How did that help in delivery quality training/job placement of VMLRs?
23. What additional capacity building support would have enhanced the quality of the training further/placement of VMLRs?
24. What recommendations would you provide to the programme for similar interventions in the future?
25. What is the total amount of contract received from UNIRP?
NRS/\$-----
26. Number of VMLRs assisted?
27. Do you have other source of income? What are they?

VIII) Survey Questionnaire Format for Formal Education Provider

Interviewer Name, Signature and Date:

28.	Name of Service Provider	
29.	Address	
30.	Type of Service Provider	Govt[] Pvt []
31.	Director/Principal Responsible	
32.	Interviewee name(s)	
33.	Date	
34.	# of years of operation of provider	
35.	# of VMLRs trained by the organization	Male [], Female [], Total []
36.	Name/duration (hours) of the education offered by the service provider	37. 38. 39.
40.	% of females per course	

41. Besides education, are you providing peace-building support to the communities? Yes /No
42. Are you assisting youth clubs under the UNIRP programme? Yes /No
43. Do girls and boys receive the same assistance? Yes /No
44. Do you know of young people with disabilities who benefited from the programme? Yes/No
How?
45. Are you providing any kind of support to VMLRs who have already completed education from your institute? If yes, what kind of support?
46. What challenges did you face with VMLRs?
47. How did you overcome them?
48. Did you assist any community children? How many? How where they selected?
49. What kind of capacity building training did your staff and institution receive from the programme? How did that help in delivery quality education to VMLRs?
50. What additional capacity building support would have enhanced the quality education to VMLRs?
51. What recommendations would you provide to the programme for similar interventions in the future?
52. What is the total amount of contract received from UNIRP?
NRS/\$-----
53. Do you have other sources of income? What are they?