RIGHTS THROUGH EVALUATION

PUTTING CHILD RIGHTS INTO PRACTICE IN SOUTH AFRICA AND NEPAL

Main Report

Development FOCUS International

and

In Nepal
Himalayan Community Development Forum (HICODEF)
with
ActionAid Nepal

In South Africa
The Early Learning Resource Unit (ELRU)
National Working for Water Programme, Department of Water Affairs and Forestry
iMEDIATE Development Communications

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CONTRIBUTORS

Managers, researchers and trainers
Vicky Johnson, Development FOCUS International
Edda Ivan-Smith, Independent consultant
Robert Nurick, Development FOCUS International

Partners In Nepal
HICODEF
with ActionAid Nepal

Partners In South Africa
The Early Learning Resource Unit (ELRU)
National Working for Water Programme (WFWP), Department for Water Affairs and Forestry
iMEDIATE Development Communications

Team co-ordinators and key team members
Nepal Case study
Vicky Johnson, Development FOCUS International
Pashupati Sapkota, Development FOCUS International
Surbir Sthapit, HICODEF
Krishna Prasad Ghimire, HICODEF

Nepal Mapping
Edda Ivan-Smith, Independent consultant
Pashupati Sapkota, Development FOCUS International
Mahendra Mahato, HICODEF

South Africa Case study
Robert Nurick, Development FOCUS International (manager and trainer)
Simone Noemdoe, WFWP (manager and co-ordinator)
Linda Biersteker, ELRU
Eugene August, ELRU

South Africa Mapping
Vicky Johnson, Development FOCUS International (manager)
Deborah Ewing, iMEDIATE Development Communications (co-ordinator)
Eric Apelgren, iMEDIATE Development Communications
Cosmas Desmond, Children First
Edda Ivan-Smith, Independent consultant

South African research on tourism and land reform
Deborah Ewing, iMEDIATE Development Communications
Eric Apelgren, iMEDIATE Development Communications

Report Editors
Richard Cupidi
Mary Martin

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CONTACT DETAILS

Development FOCUS International
23 York Avenue
Hove, Brighton BN3 1PJ, UK
www.developmentfocus.org.uk
Email: info@developmentfocus.org.uk

Edda Ivan-Smith
16a Digby Crescent
London N4 2HR
Tel: (020) 8802 5337
Email: Eisworks@aol.com

The Himalayan Community Development Forum (HICODEF)
Kawasoti, Nawalparasi
Nepal
Tel: 078 40172, 078 40212
Fax: 00977 078 40172
Email: mahendra@actionaidnepal.org

ActionAid Nepal
GPO Box 6257
Kathmandu Nepal
Tel: 410929, 419115
Fax: 977 (1) 419718
Email: mail@actionaidnepal.org

Early Learning Resource Unit (ELRU)
19 Flamingo Crescent
Lansdowne 7780, South Africa
PO Box 36353, Glosderry 7702
Tel: (021) 762 7500
Fax: (021) 762 7528
Email: research@elru.co.za

National Working for Water Programme
Department for Water Affairs and Forestry
Private Bag X4390, Cape Town 8000
South Africa
Tel: (021) 405 2200
Fax: (021) 425 7880
Email: simone@dwaf-wcp.wcape.gov.za

iMEDIATE Development Communications
91 Spring Road, Durban 4094
South Africa
Tel: 27 (0)31 465 2031
Fax: 27 (0)31 465 7594
Email: info@i-mediate.co.za

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ACRONYMS

AAN – ActionAid Nepal
BESG – The Built Environment Support Group
CBOs – Community-Based Organisations
CBP – The Children's Budget Programme
CGE - The Commission for Gender Equality
CHIP – Child Health Policy Institute
CINDI – Children in Distress Initiative
CRC – (United Nations) Convention on the Rights of the Child
CSP – Country Programme Strategy Paper
DFID – Department for International Development (UK Government)
DICAG – The Disabled Children's Action Group
DM&E – Design Monitoring and Evaluation
DQA – Development Quality Assurance
DWAF – Department for Water Affairs and Forestry
ECD – Early Childhood Development
ELRU – The Early Learning Resource Unit
EPP – The Division of Evaluation, Policy and Planning (UNICEF)
Gos – Government Organisations
GTZ – Gesellschaft fur Technische Zusmmenarbeit (German Technical Cooperation)
HARP – Hill Agricultural Research Programme
HICODEF - Himalayan Community Development Forum
Idasa – The Institute for Democracy in South Africa
IDS – Institute of Development Studies
IIED – Institute for Environment and Development
ILO – International Labour Organisation
INGO – International Non-Government Organisation
IoE – Institute of Education (University of London)
LFA – Logical Framework Approach
M&E – Monitoring and Evaluation
MTR – Mid-Term Review
NEWAH – Nepal Water for Health Office
NDA – National Development Agency (South African Government)
NGOs – Non-Governmental Organisations
NLC – National Land Committee
NPA – National Plan of Action (South African Government)
NPO – Non-Profit Organisation
ODA – Overseas Development Administration (Former name of DFID – see above)
PM&E – Participatory Monitoring and Evaluation
PRA – Participatory Rural Appraisal
RDC – Regional Development Committee
SANGOCO - South African NGO Coalition
SC US – Save the Children US
SCF UK – Save the Children Fund UK
SIDA – Swedish International Development Agency
UNCRC – UN Convention on the Rights of the Child
UNDP – United Nations Development Programme
UNESCO – United Nations Education and Scientific and Cultural Organisation
UNICEF – United Nations Children's Fund
WFWP – Working for Water Programme

SECTION 1

INTRODUCTION AND BACKGROUND

1.1 WHO WE ARE

This project has been managed through Development FOCUS International, an organisation working on children's rights, participation and development issues based in Brighton, England.

Our project managers have research experience in Nepal working with ActionAid which produced '*Listening to Smaller Voices: Children in an Environment of Change'* (Johnson, Hill and Ivan-Smith, ActionAid 1995); and in South Africa working with marginalized communities in the South Durban Basin documented in '*Towards community based indicators for monitoring quality of life and the impact of industry in south Durban*'.(Nurick and Johnson, Environment and Urbanisation, 1998).

Team members have also worked with SCF UK in mainstreaming children's participation into their programming work, carrying out child-focused training and child specific evaluations and baseline surveys in Iraq, Palestine, Cambodia and Southern Sudan. Also in maintaining dialogue between practitioners from different countries, leading to '*Stepping Forward: Children's participation in the development process'* (Ed Johnson, V, Ivan-Smith, Gordon, Pridmore and Scott, IT Publications 1998).

The current portfolio of projects from Development FOCUS International and Development FOCUS UK relating to children's rights and evaluation includes:

- Capacity building in rights-based approaches and child-focused programming with Plan Indonesia
- Participatory monitoring and evaluation for The Body Shop in Northern Ghana
- Participatory monitoring and evaluation for 'Saying Power', a Save the Children UK project with young people funded by the Millennium Commission
- Conducting training and co-ordinating research in participatory approaches, including evaluation techniques, for Oxfam's UK Poverty Unit and with Sustain, the alliance for better food and farming, on food poverty programmes with local government councils in the UK.

1.2 OUR OVERALL FRAMEWORK & AIMS

Although many current development projects are informed by a rights-based approach to children, in practice this is hard to realise. Rather than target children solely, this project has evaluated interventions set up on a broader basis to address poverty within a region, working with health, education, natural resources and other sectors. Our purpose has been to inform the monitoring and evaluation functions within the partner organisations as well as other organisations including DFID.

This project's rights-based approach considers children's rights within the context of human rights, and reviews strategies for putting those rights into practice. Monitoring and evaluation can be seen as an integral component of a rights-based approach when they feed back into applications as part of the learning process, thereby enhancing implementation and improving people's lives.

Poverty is about more *than lack of income. Poor people are concerned about the lack of control they have over their lives – the failure of politicians and bureaucrats to hear and respond to their concerns, their lack of access to services, their vulnerability to violence. The elimination of poverty can only be achieved through the engagement of poor people in the development processes, which affect their lives. DFID's human rights approach to development means empowering people to take their own decisions, rather than being the passive objects of choices made on their behalf. A rights perspective on poverty involves three key points:*

Participation: enabling people to realise their rights to participate in, and access information relating to, the decision-making processes which affect their lives. Democratic institutions and access to information about governments' policies and performance are necessary to enable people to participate in the decisions, which affect their lives. They also need to be able to form organisations, such as unions, women's groups or citizens' monitoring groups, to represent their collective interests.

Inclusion: building socially inclusive societies, based on values of equality and non-discrimination, through development, which promotes all human rights for all people. Promoting inclusion requires attention to legal inequalities in status and entitlements, as well as social values, which may also result in discriminatory practices in households, communities and in the implementation of policies.

Fulfilling obligation: strengthening institutions and policies, which ensure that obligations to protect and promote the realisation of all human rights are fulfilled by states and other duty bearers. Human rights institutions can increase the accountability of governments for their obligations. But human rights commitments often remain as abstract principles because governments fail to address their obligations through budgets and policies. The progressive realisation of rights requires clear target setting and local benchmarks. At the local level, people need a clear understanding of what particular rights mean in terms of concrete entitlements so as to be able to claim them."

"Realising Human Rights for Poor People" DFID, UK [2000]

One primary aim of this project is to mainstream issues of age, reviewing strategies to better target development policy and practice to meet the different needs of children and adults. Building on previous work by Development FOCUS International, this project seeks to establish, through detailed case studies, whether and how the monitoring and evaluation of development initiatives in different sectors can be carried out in a more child-sensitive manner. In this way we can start to see how broader developmental interventions – including water, forestry, agricultural, infrastructure, health and education programmes - affect the lives of girls and boys. This learning needs to feed back into further planning and implementation programmes to ensure that children's lives are improved and not harmed by otherwise well-intentioned development initiatives.

In order to put the concept of child rights into practice, this project has developed ideas with teams in Nepal and South Africa, and drawn on best practice from other organisations. Institutional analysis (or organisational mapping) has been carried out across a range of sectors and different organisations in two pilot countries - Nepal and South Africa. Organisations include GOs, NGOs, CBOs, donors and multilaterals. Examples are also drawn from DFID country programmes.

The following objectives were developed for the project:

- To understand how development interventions impact on children
- To equip staff in governmental and non-governmental institutional settings with the capacity and tools to make development decisions to address poverty which will be more child-focused and meet the different needs of children and adults.
- To develop and share approaches and tools.
- To identify where and how child-sensitive monitoring and evaluation fits into the project cycle and into a rights based approach
- To inform monitoring and evaluation functions within organisations

The project has been carried out over a period of eighteen months from January 2000 until June/July 2001.

1.3 THE PROCESS & PARTNERS

The project included a mapping process to learn from different organisations about M&E and making programmes sensitive to the differing needs of stakeholders, including any examples of where a more child-focused approach had been used. There are also detailed case studies in South Africa and Nepal that give more analysis on how to look at impacts of development programmes on children and how to build up capacity in order to do this.

The pilot countries – Nepal and South Africa – were initially chosen because Development FOCUS International has experience and a good network of contacts in those countries. However, these countries were well suited as pilot studies for other reasons.

In South Africa, human rights and children's rights are embedded in the National Constitution. The national programme of action for children is situated in the Office of the President and there are initiatives throughout government that concentrate on human rights. There is also a high level of public awareness throughout South African society about human rights, although this is not always reflected in the everyday lives of people recovering from the injustices of apartheid. Due to this history, there is an emphasis in non-governmental organisations on advocacy work which few have had the opportunity to review and evaluate. There are also NGOs, particularly welfare and faith based organisations and those in Early Childhood Development (ECD) that focus on service delivery.

In Nepal there is a history of development funding being channelled through NGOs to develop participatory methodologies and rights-based approaches. International organisations have also wanted to account for funding and evaluate the effects of their programmes. Government in Nepal, however, has been relatively neglected in terms of resources and capacity strengthening and has a lower profile on human rights. Although Nepal was one of the first countries to ratify the CRC, this has not been integrated consistently into national policy levels.

Organisational Mapping

A consultancy organisation based in Durban, iMEDIATE Development Communications, was employed to carry out a process of mapping initiatives relating to children's rights and the monitoring and evaluation functions of different organisations throughout South Africa. The partners in South Africa for the detailed case study are The Early Learning Resource Unit (ELRU) and the National Working for Water Programme, part of the Government Department for Water Affairs and Forestry based in Cape Town.

Mapping was done to draw out lessons about M&E from existing initiatives in organisations working in a range of sectors and settings. Aspects examined included: understanding M&E as part of a rights-based approach; documenting strategies that have and have not been successful in looking at quality and impact in M&E; and understanding how M&E systems can be more sensitive to issues of age and gender. The mapping process also helps to show where in the project cycle and organisational systems child sensitive procedures could be incorporated, rather than treating them as a 'new' sector of work or as "add-ons".

Mapping in South Africa involved a range of community-based organisations (CBOs), national and international NGOs and networks, government departments and commissions. It included work with land reform officials in a resettled community in KwaZulu Natal, the office for the Rights of the Child, the Commission for Gender Equity, the Commission for Human Rights, Idasa (a national NGO working to monitor government spending on the children's budget), and SANGOCO (a national network of NGOs working on poverty). In Nepal, the reference group feeding into the mapping process includes members of the Save the Children Alliance (SCF UK and Norway), ILO, Unicef, and DFID.

Case studies were also carried out by iMEDIATE on issues of land reform and tourism to establish why it is important to address children's rights in these sectors.

Detailed Case Studies

Detailed case studies were included to show how we can build capacity, how we can measure impact in different sectors, and what methods and approaches can be used. The mapping approach drew on the detail of how different organisations have tried to measure quality and impact. We wanted to look in depth at the various means for measuring the impact of development interventions on children's lives in different settings.

The partner for the detailed case study in Nepal is the Himalayan Community Development Forum (HICODEF) working on integrated development in the hilly regions of Nawalparasi. They are partners of ActionAid Nepal who also provided valuable linking with HICODEF and logistical support for the project.

The case study in Nepal illustrates why the impact of development projects on children's lives is relevant and how this may be monitored and evaluated within HICODEF programmes in the future. HICODEF and Development FOCUS International staff used participatory approaches with different stakeholders in the community to evaluate their programmes, including men, women, girls and boys of different caste/ethnicity, teachers and local government representatives. HICODEF's programmes include education, health, water and sanitation, road building, women's and children's groups, savings and credit, and environmental programmes.

The team worked in three main villages in the Nawalparasi area in the Mahabarat Mountains, investigating approaches and constraints to children's rights. The programmes were reviewed in a child-sensitive way so that future programmes could be modified to take fuller account of children's rights. A greater appreciation of children's rights was established with HICODEF staff in discussions about what child rights means to them in practice and how this accords with the UN Convention on the Rights of the Child.

Mother and child in Nawalparasi, Nepal

Many participatory evaluation methods were tested in the field by the team. These include evaluation matrices, ranking, building on mapping, time-trends and flow diagrams, as well as the examination of participation levels by different stakeholders at different stages of a project cycle. Some of these approaches were specifically designed or modified during our fieldwork and build on participatory monitoring and evaluations used by Development FOCUS International. [See also Section 5 & Appendix 1]

The South African case study looks at the kind of capacity that may need to be developed within a government department working on water and forestry issues. The National Working for Water Programme (WFWP), part of The Department of Water Affairs and Forestry (DWAF), identified the need to develop participatory M&E systems to complement its current, externally driven quantitative M&E methods. Development FOCUS International held training sessions with Working for Water staff from six regions: KwaZulu Natal, Eastern Cape, Northern Cape, Western Cape, Northern Province, Mpumalanga, with a member of staff from the WPWP national office co-ordinating. The Early Learning Resource Unit (ELRU), who are working on the childcare programme with WFWP, run their own training programmes on early childhood development throughout South Africa.

The main objective of the case study was to assist WFWP and ELRU in developing a participatory M&E system which would address children's rights in the on-going childcare program of WFWP. The kind of capacity building needed was also reviewed as part of the learning for the project. Training incorporated the following components:

- Issues of children's rights in the context of human rights
- Concepts of participation
- Ethics of working with children and young people
- Project cycle and the role of participatory monitoring and evaluation
- Review of participatory methods for working with adults and children
- Fieldwork to practice/ learning about methods
- Forward planning for activities in the regions and developing monitoring system.

Participants shared their experiences of using participatory methods and how this has led them to make adaptations which are more sensitive to the needs of people with whom they work.

WFWP staff during a workshop session

Timeline

Jan-March 2000	Strategic planning with partners and DFID staff in South Africa and Nepal
Feb 2000	Initial visits to South Africa and Nepal to meet overseas partners. Begin the mapping process and identify partners
April/May 2000	Background work in South Africa on 'Why Children' in Land Reform and Tourism issues. Planning and capacity building with Working for Water and ELRU in South Africa, and with HICODEF in Nepal.
May 2000	Development and finalisation of the methodology for mapping in South Africa and selection of organisations across sectors and levels of operation. Mapping started in South Africa and Nepal
Jan-June 2000	Shared processes in pilot regions after interim work with organisations and partners. Continued capacity building in context of case studies in South Africa and Nepal.
March/April 2001	Reference group meeting in Nepal plus additional mapping. More detailed work with DFID South Africa and Nepal.
May 2001	Final capacity building and work on detailed case study in South Africa
June 2001	Sharing workshop involving partners from South Africa and Nepal in the UK. Presentation of findings, and discussions with representatives from a range of organisations working on M&E and child rights.
June/July 2001	Final Draft Report 'Rights Through Evaluation' submitted to DFID and participating organisations to verify information.
Sept 2001	Partners and DFI disseminate information and incorporate lessons learned into programming

Sharing Between The Pilot Regions - Lessons Learned

An important component of the project was to share approaches between the pilot areas, as well as networking and sharing between different organisations. This was done throughout the life of the project by the co-ordinators supporting the pilot in the different areas and by the partners meeting for focused discussions during the project.

Reference group meetings were held in Nepal and the UK. The UK meeting included partners from Nepal and South Africa as well as a range of donors and other organisations interested in the issues. Liaison with other organisations in South Africa was done through emails and draft texts. Reference groups were made up of people working on child rights and evaluation issues. In meetings, approaches and findings were presented and emerging messages discussed. Evaluations of these workshops showed that participants appreciated an open and honest discussion of work in progress rather than a glossy presentation of a polished piece of work.

Best practice can be extracted from the two pilots and disseminated broadly amongst NGOs, government and international donors.

Examples have been chosen from different sectors to avoid treating children as a separate sector. It is important that child-sensitive evaluation should form an integral part of any inclusive approach to development.

1.4 THE STRUCTURE OF THIS REPORT

After establishing some background to this project in Section 1, Section 2 gives an introduction to why children's rights are important in the context of a more rights-based approach to development. It introduces international notions of child rights and explores the practicalities of translating policy into action. It also introduces the concepts and building blocks of participation and child-focused monitoring and evaluation to establish a starting point for the project.

Section 3 and 4 set out the organisational mapping activities in South Africa and Nepal. While Section 3 establishes context and gives the main findings for each country, Section 4 highlights best practice by looking at different levels of operation from local to national in both governmental and non-governmental settings. This section also contains more detailed analysis from DFID in South Africa and Nepal, and looks at linking levels from local to national. Section 5 presents the case study in Nepal, while the case study in South Africa is presented in Section 6.

Section 7 extracts key messages linking policy to practice and discusses the way forward. This section also indicates what could be done to achieve more child sensitive monitoring of development programmes and ultimately a better quality of life for children.

SECTION 2

CHILDREN'S RIGHTS AND PARTICIPATORY M&E

This section provides an overview of children's rights in theory and practice. Although the main principles of children's rights are widely recognised, the approaches needed to apply children's rights and the implications for children as well as adults are not widely known. Therefore, we have started by describing the main elements of children's rights in the context of policy. To illustrate how these rights and processes work in practice we have drawn on our experiences in this project.

This project highlights the importance of mainstreaming issues of age, of taking an intergenerational approach to development. Three main areas of work can be identified to justify this focus on children.

2.1 A CHILD-RIGHTS APPROACH TO DEVELOPMENT - THE THEORY

Children are involved with and affected by all the complexities of human social life. Yet, adults can and do easily assume that children are concerned only with education and health, and often ignore children's other concerns, e.g., about conflict, the environment, and their future. Development programmes have often relegated children to sectors rather than thinking of children across different dimensions of development. Children's contributions to social life have often been ignored and they are rarely seen as having a productive role in society. They are more often seen as passive recipients of development assistance.

Traditional approaches to development work have focused mainly on able-bodied male adults, excluding large sections of society. In order to address children's rights, and ensure lasting benefits for them, information is needed that will present a comprehensive picture of the reality of children's lives. This type of basic data is frequently lacking, as is the recognition and acknowledgement of children's roles in local social processes and economies. Even where gender is taken seriously, it is not necessarily the case that age/generation is taken into consideration.

Frustration about the lack of data and the invisibility of children in the planning process of development programmes stimulated the initiation of child-focused approaches to development work. Child-focused development is not a fashion, but rather a more effective way of working to improve the impact of development practice.

In 1989, The adoption of the United Nations Convention on the Rights of the Child (UNCRC) by the United Nations General Assembly signalled an important change in the context of working with children. The CRC, through its status in international law, provides a framework for any policy, practice, and research work involving children. It presents a set of standards that can be used by governments and NGOs to assess the condition of children.

Article 3 of the CRC provides a framework for a different model of working with children, emphasising the best interests of the child. `*In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be a primary consideration*'. It is in considering how the child's `best interests' are determined that a child-

focused approach comes into play. Such an approach explores the child's perspective and sense of self rather than adopt adult perceptions of "best interest".

While the adoption of the convention heralded a new emphasis on children's rights, the debate on how this could be achieved in practical terms is still evolving. Governments and their agencies, local NGOs and other members of civil society are not agreed on the attainments of these rights. Similarly, children are still seen as a separate issue. The challenge now is to mainstream their rights as a matter of course, not as a special case simply added to general policy thinking.

The publication in the UK of the White Paper on International Development, with its emphasis on good governance and human rights, pushed children's rights further up the political agenda. Similarly, organisations such as SCF have called for children to be better integrated into policy planning and thinking. In a discussion paper on macroeconomics and children SCF declared that:*" Putting children at the heart of policy-making is not special pleading on their behalf, nor is it simply a moral imperative. It is essential to the success of any economic or social policy, whether or not it is explicitly directed at children's needs*" (Van Beers, H. (1995) Participation of Children in Programming. Radda Barnen (SCF Sweden), Stockholm. Discussion Paper).

Some governments and policy makers are beginning to recognise the importance of including children in macro policies. For example, the UK Chancellor of the Exchequer Gordon Brown launched an initiative at an international meeting in February 2001 to eliminate child poverty. This initiative aims to eradicate child poverty around the world by ensuring that previously agreed international targets are met, including those addressed in the UN Convention on the Rights of the Child

Children's participation is the best-documented element of children's rights and indeed many proponents of children's rights believe that child participation is synonymous with children's rights. The right of children to participate is explicitly stated in the UN Convention on the Rights of the Child. Article 12 affirms that *"parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child*". Article 13 establishes that: "*The child shall have the right to freedom of expression. This right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print."*

In concept and practice, children's participation is fraught with problems of definition. As the whole concept of children's participation requires a radical shift in thinking, practical examples tend to give as much attention to the process as to the outcomes. Participation is a dynamic process needing continual review and examination.

Children's rights are universal as specified by the UNCRC and Human Rights declarations and agreements. Approaches for activating children's participation cannot be uniformly applied throughout the world. The degree of participation will partly depend on the political, social and cultural context in which the work takes place. The participation of children can span from just simply informing or consulting them to jointly working with them on a project where they make joint decision with adults.

2.2 PUTTING A CHILD-RIGHTS BASED APPROACH INTO PRACTICE

A child-rights approach regards children as active participants in society. Many children's organisations use the Convention as a framework within which to work. As the Convention is not a practical or programme-driven document, organisations have had to define their own methods and approaches for interpreting it. Children's participation is an emotive subject, which is why it is the most fiercely debated aspect of children's rights and therefore the most difficult to implement. Save the Children UK [*see box below*] has outlined the importance of a rights-based approach to children, and how it tries to realise children's rights through its programme work.

Rights imply obligations: This approach transforms what was previously a matter of good will, charity, and benevolence (meeting children's needs) to one of obligation, duty and responsibility.

Rights provide a move from dependency to empowerment: A needs-based approach makes children the objects of programmes with actions designed to address their needs. Whilst a rights-based approach continues to reflect children's needs, children become the subjects and holders of rights, able to contribute to exerting a claim on the adults around them. This incorporates a richer vision of what is possible for children.

Rights can encourage responsibilities: Behaving responsibly is a way of respecting other people and helps construct a healthy society. Enabling children to play a full and active role in society encourages children to behave more responsibly. It also promotes a society in which children's views are listened to and taken seriously.

The interdependency of children's rights: Needs are often ranked in some form of hierarchy, whereas rights cannot be ranked. … A detailed assessment is made of children's all-round situation, which is then followed by the most appropriate strategic intervention to support the fulfilment of their rights. … For example, work with mothers to improve child health, requires attention to a range of issues, including gender discrimination, basic education, water and sanitation.

Save the Children www.savethechildren.org.uk/childrights [2001]

Through meetings and workshops with partners and organisations, we came to appreciate that the delivery of children's rights requires more than just an understanding of the UN convention. With our partners we needed to take stock of what children's rights actually meant in practice. Some essential elements are needed to support and carry out a child rights approach to development. Together with our partners under the CRC umbrella, we carefully considered both the basic needs and the strategic needs of children:

Elements of a child-rights based approach[1]

Again, working with teams on this project we identified the more important components involved in putting a rights-based approach into practice:

Awareness

- Of human and children's rights by governments, communities, parents, policy-makers and other stakeholders.
- Knowledge and sensitivity about the dynamics within communities between girls and boys, women and men and marginalized people including those who are traditionally excluded.

Obligation, responsibility and partnerships

- Governments should fulfil the basic needs of children whose parents are unable to do so, underpinned by capacity building and a more child-centred resource allocation.
- Partnerships between governments and grassroots organisations to bridge the great gaps between policy levels.
- Donors need to support capacity strengthening at these different levels and new working partnerships to link the international, national, regional and local.
- Monitoring and evaluation should be implemented at all levels so that individuals and organisations can learn from mistakes and build on successes.

[1] Prepared by Johnson and Nurick

Participation and Inclusion
- Participation of adults and children is essential to realise rights
- All stakeholders need to be identified and included in the process
- Clear and accountable identification of the beneficiaries of a project
- Inclusion of all children regardless of gender, age, ethnicity, (dis)ability
- Recognition of the different competencies of children
- Participation of children in decision-making and planning
- Children have the right to choose not to participate
- Teams or staff should prepare for and have strategies ready to deal with potential conflict or differences of opinion that may arise through the participatory process between children and between children and adults.

Ethics
- Development has to be underpinned by a clear respect for children and their values and perspectives
- Recognition that children are potentially vulnerable
- Informed consent negotiated with children and parents.
- Negotiation and discussion about confidentiality and exposure
- Training to raise sensitive issues and to deal with the consequences.
- Provision of sufficient time and capacity to listen to children and marginalized people.
- Clarity about the purpose of any piece of work or initiative with children
- Realisation that participation can sometimes put children and their families at risk.
- Ethics are the way we turn principles into practice.

Capacity
- There should be a thorough and agreed understanding of children's rights between different partners and teams working together
- Mechanisms and commitment to follow up on action, to integrate into systems, to learn and develop more child sensitive programmes.
- Staff should possess the experience, skills, and confidence to conduct participatory processes with adults and children, or organisations should have partnerships with people that do have those skills and experience at a community level.
- Gender and generation training needs to be strengthened throughout different processes at all levels.

Applying guiding principles to our work with children will help to ensure a just and practical approach to our programmes. Ethical principles include fulfilling adult responsibilities to children. Adults have a moral obligation to protect children at risk even if this means losing access to them and the ability to do research or project work. We should be guided by good development practice that ensures the inclusion of children throughout the programme cycle.

Throughout the project, issues of capacity were raised and details are included in the sections 3 and 4 on mapping and in the details of the case studies.

2.3 PARTICIPATORY MONITORING AND EVALUATION

Rigorous monitoring and evaluation is an essential part of the process of realising children's rights. Without the means of assessing the impacts of programmes and projects, the progress that is made towards realising children's rights cannot be measured. In addition, the participation of children and young people in planning and decision-making necessitates their involvement also in the assessment and reflection process. Therefore, child-sensitive monitoring and impact assessment within a child-rights based framework requires a participatory approach to monitoring and evaluation.

Conventional M&E has been widely criticised for being top-down in nature, for focusing on 'objectivity' and quantifiable data, and for being conducted by external consultants. Within this approach, stakeholders including children and young people who are directly involved in the programme/project being assessed, have little or no input in the evaluation process; indicators of success, are set by funders and external consultants[2].

Participatory M&E seeks to address the shortcomings of conventional M&E, through the inclusion of stakeholders in the process of reflection and review. This approach goes beyond limiting local stakeholder involvement to collecting externally defined data and being the object of interviews with closed questionnaires by external consultants.

Although there is no single definition of PM&E, four common features of good PM&E practice have been identified: participation, learning, negotiation and flexibility. The box below describes these features:

> Emphasis is shifted away controlled data-seeking evaluation towards recognition of locally relevant or stakeholder-based process for gathering, analysing, and using information. Furthermore, PM&E can serve as a tool for self-assessment. It strives to be an internal learning process that enables people to reflect on future strategies, by recognising different needs of stakeholders and negotiating their diverse claims and interests. The PM&E process is also flexible and adaptive to local contexts and constantly changing circumstances and beyond data gathering. PM&E is about promoting self-reliance in decision-making and problem solving – thereby strengthening people's capacities to take action and promote change.

Estrella, (2000:4), cited above

[2] In Estrella, M *et al* , eds. Learning from Change. IT publications, London, 2000.

The table below summarises the key differences between M&E and PM&E, in terms of 'Who', 'What', 'How', 'When' and 'Why'.

Participatory Monitoring and Evaluation Guidelines

WHO	External experts	Community members, project staff, facilitator
WHAT	Predetermined indicators of success, principally cost and production output	People identify their own indicators of success
HOW	Focus on 'scientific objectivity' distancing of evaluators from other participants; uniform, complex procedures; delayed limited access to results	Self-evaluation; simple methods adapted to local culture; open, immediate sharing of results through involvement in evaluation processes
WHEN	Usually upon completion; sometimes also midterm	Merging of monitoring and evaluation, hence frequent small evaluations
WHY	Accountability, usually summative, to determine if funding continues	To empower local people to initiate, control and take corrective action

Jobes, K. (1997) Participatory M&E Guidelines: Experiences in the field. DFID, London.

Monitoring and evaluation are part of good development practice. However, this good development practice has often bypassed children and young people. Except for physical health inputs such as immunisation or school enrolment, children have rarely been the units of measurement, even in projects that directly affect them. At best, this has meant that children's specific needs have been overlooked or, at worst, negatively affected. Monitoring and measuring the impact on children has to be a fundamental part of any child-focused development programme. This will show how and if the programme is making a difference to children's lives. By exploring the work of different agencies, we hope to have a better understanding of the elements that are needed to improve work in the field of participatory monitoring and evaluation with children and young people.

2.4 EXAMPLES OF CHILD-FOCUSED M&E AND PM&E FROM THE CASE STUDIES

This section provides some examples that highlight the need for rigorous child-focused PM&E as an integral part of a child-rights based approach to development. The findings from this project have provided many examples of why it is important to address children's rights. Two key points have emerged in this respect:

- Development interventions can sometimes be harmful to children if information about children does not inform programme design and implementation.
- Talking to children and involving children can reveal new information about a community and provide a better insight into the community and poverty dynamics, thus leading to more effective and accountable development programmes.

Although many current development projects are informed by a rights-based approach to children, in practice this is hard to realise. The application of children's rights in practice requires all programmes intended to alleviate poverty to measure their impact on children's lives. If the specific needs of children are not understood and addressed, their lives can be adversely affected. For example, even with sufficient food in a household, children may still

go hungry. Or, money targeted at households through credit and savings schemes may not necessarily reach the children in that household.

Rather than just target children, this project has analysed interventions that more broadly address poverty within a region. This includes health, education, natural resources, and other general development interventions.

This project has several examples of how specific information about children can change and improve the evolution of an intervention or programme:

In South Africa

These three examples should make clear why organisations dealing with different issues, such as water, land reform and tourism are beginning to include an understanding of children's needs throughout their programme planning, design, monitoring and review.

Water

The largest NGO in the water sector notes the 'crippling' lack of M&E in the sector as a whole. It says important impacts upon children of water supply and sanitation programmes have been noted anecdotally – such as reduced teenage pregnancy since children go to the bush less, and reduced female absenteeism due to toilet facilities that afford privacy and hygienic conditions to menstruating girls. Such unforeseen impacts could have far-reaching policy implications if properly assessed.

Land Reform

The resettlement of a community through land reform has far-reaching implications for children beyond formal education provision. A Farm Workers' Project of the National Land Council (NLC) found that children were the most severely affected by evictions, and forced/slave labour. Safety is an issue of concern. A significant number of the children and youth especially the girls, expressed the view that safety of children was a serious concern. When communities are resettled, old networks and community bonds are weakened and in some cases broken. As a result, the children felt they were more vulnerable – they did not have their friends and adults who knew them around to look out for them.

The children said rape and criminal attacks on children were on the increase. They also said that the Police and other safety agencies should take complaints and reports from children more seriously. The layout of the homes and the location of amenities such as schools, shops and recreation areas was a problem. Children had to walk long distances through uninhabited areas to reach the shops and bus and taxi stands. Parents routinely sent children to run errands alone after school, even in the dark, along untarred unlit roads, and the young people said this exposed them to the risk of attack.

An 11-year-old boy said: "All shops should close early and parents must not send children to the shop at night because we get attacked by *tsotsis* [criminals]. Children are also raped when they are walking from school."

Tourism

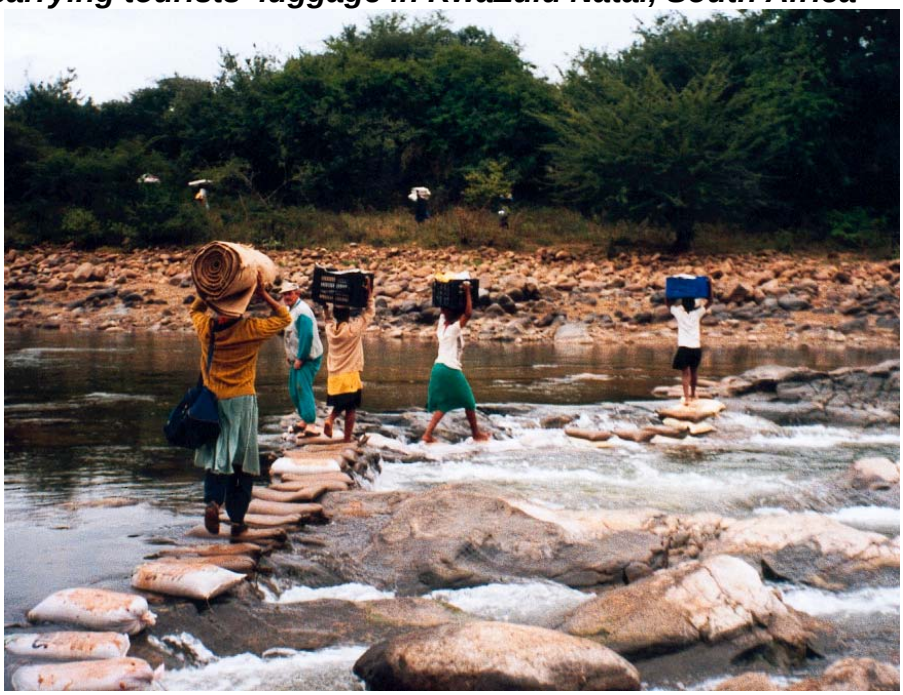
A workshop was held to capture the views of children, community leaders, NGOs and civil servants interested in a tourism project at KwaShuShu (meaning 'hot place' in Zulu and the site for hot springs) in KwaZulu, Natal. The workshop allowed children and their parents to critically consider the potential impacts the project would have on children in the community.

None of the participants expressed any opposition to the project but felt there was a need to transform the economic and social relationship between the campers/tourists and the community as a whole. The children perceived that the Campers' Association owned the site. The parents understood that the site belonged to the community but were not able to convince the children that the Nkosi (traditional leader) will change the relationship between himself and the Campers' Association. The relationship between the community and the campers has always been one of a master-servant relationship. Local people, including children, were employed solely as domestic servants, security guards and porters.

Children had the following suggestions:

- A youth organisation should be formed in the area.
- More attention should be given to the recreational and safety needs of children.
- A training centre should be built in the community to train students in travel and tourism.

Children carrying tourists' luggage in KwaZulu Natal, South Africa



In Nepal

In the HICODEF programmes the evaluation showed that both boys and girls liked the drinking water and forestry programmes best as they allowed more time to go to school and play. In the past many of the children, especially the girls, had to trek several hours a day to collect water and fodder for their animals. As a result of these programmes combined with the road and market initiatives children are now attending school more often.

The feeder road that has been built into the area has also been popular with children, as parents do not have to spend so long walking to the end of the road for provisions. Before the road was built, children had to carry goods to and from the road head that was almost a day's walk from some of the villages.

The newly constructed gravelled road and market also cut down on the workload of children in the community. Previously, children accompanied their parents to market carrying local produce and returned weighted down with household goods. Now tractors bear the burdens of portering.

Recently gravelled road

In some of HICODEF's income generation programmes however there were some unforeseen consequences for children. In their goat-rearing project for example, children ended up leaving school in order to herd their goats. This needs to be remembered in future planning of income generation programmes. The costs and benefits for children's lives need to be taken into account at the earliest stages.

Another project that omitted to consider children in the planning and design stage was the provision of a school tap for children's drinking water. The resultant tap was too high for the children to reach.

The following examples demonstrate how positive and negative aspects for children can be identified by involving children in programme evaluation:

Water Tap Stand HICODEF project	
Positive Aspects	**Negative Aspects**
Time saving	Tap stand water does not work during the monsoons so children had to fetch water from another village which takes time
Clean drinking water	No regular maintenance of taps
Easier to cook and clean	Rich people can pay for maintenance, but the poor become indebted paying into the compulsory maintenance fund
School Project	
Positive Aspects	**Negative Aspects**
Getting the opportunity to play	No study environment at home
Literacy	Corporal punishment by teachers
Getting better clothes to wear	Pulled out of school in herding time

After acknowledging these children's perspectives, HICODEF have reconsidered their methodology. They now work with men, women and children so that their programmes can be better designed and implemented. They will also be using different, more impact-orientated and child sensitive indicators for their programmes.

For example for school, instead of only considering enrolment, programmes indicators will also consider attendance of pupils and of teachers, and the learning environment at school and home. For income generation programmes, children's time in work, school and at play will be monitored.

2.5 PROCESS: WHAT IS NEEDED

In this project, participation in monitoring and evaluation of different stakeholders is seen across a spectrum. Levels of participation will vary even within the same organisation for different projects with different approaches to and understandings of participatory M&E. Clarity needs to be sought. Sometimes participation is thought of as being PRA and PRA is quoted as "the only way". But a participatory approach can include different tools, such as questionnaires and focus group discussions, if they are designed, field-tested and carried out involving different stakeholders from planning to verification of results, and if an ethical code of informed consent and confidentiality is observed. The visual tools of PRA can be employed in a mechanistic way in the programme cycle or as part of a process of empowerment and social change[3]. The team has also observed the compilation of baseline surveys using PRA that have gone no further in informing the rest of the project planning process or the monitoring and evaluation systems. M&E have to be seen within the context of a rights-based approach. Participatory tools used for monitoring and evaluation thus have to be seen within the broader context of the organisational commitment to learning and listening, and feeding into action to improve the lives of poor people in communities.

[3] [Pratt, 2001*, "Practitioners Critical Reflections on PRA and Participation in Nepal*" IDS Working Paper No. 122].

Depending on the institutional starting points and the community contexts, a balance needs to be struck between weighing down staff with complex systems and having simple ways of reviewing progress. Both can be approached in a participatory or non-participatory way. Different qualitative and quantitative levels and participation by different stakeholders may be achieved depending on institutional constraints of capacity and resources. People in communities may also not want to be burdened with having to monitor everything in a participatory way. The point is that the level of participation needs to be negotiated with different stakeholders, including children, and systems developed with them, especially in planning PM&E systems and identifying appropriate monitoring and evaluation approaches.

In both Nepal and South Africa, we had workshops that addressed the issues of capacity and what is needed in order to develop a participatory monitoring and evaluation system with children. Some of the fundamentals that the partners worked on together were:

- **Achieving a common understanding of what child rights means in practice**
  Why address child rights? What does child rights and their application mean to people in agencies and communities? What are some of the differences between needs and rights based approaches? How does PM&E fit into this framework?

- **Understanding where child rights fits into a project planning cycle**
  Reviewing the project cycle, understanding where and how children are included, reviewing project activities, analysing with staff where they include children and where they benefit children, looking at the different stakeholders and their roles, understanding how children might be involved in all stages of the cycle including M&E.

- **Creating a participatory log frame for the project with detailed action planning**
  Reaching common aims and objectives between partners, looking at the roles and responsibilities of different players in the project, detailing activities linked to the different objectives and placing them on a timeline, understanding how and when progress will be reviewed.

- **Developing child sensitive ways of working with children**
  Including child-focused approaches, an ethical code of conduct, and ways of monitoring programmes and changes in the lives of girls and boys.

One of the key messages to emerge from this project is about the importance of including monitoring and evaluation as part of a participatory and inclusive project process. Simply being able to conduct evaluations in a participatory way does not necessarily give an insight into the impact of programmes on children and other traditionally excluded sections of the community. The parameters of monitoring and evaluation and the objectives need to be negotiated, and explained with and by children. The capacity to do this is still quite limited as it means more than simply adding participatory research techniques to the evaluation process.

Participation: how do we apply it?

This question has been the focus of many of our discussions with our project partners in Nepal and South Africa. In Nepal, a useful framework for addressing this question was to pose this litany of classical questions:

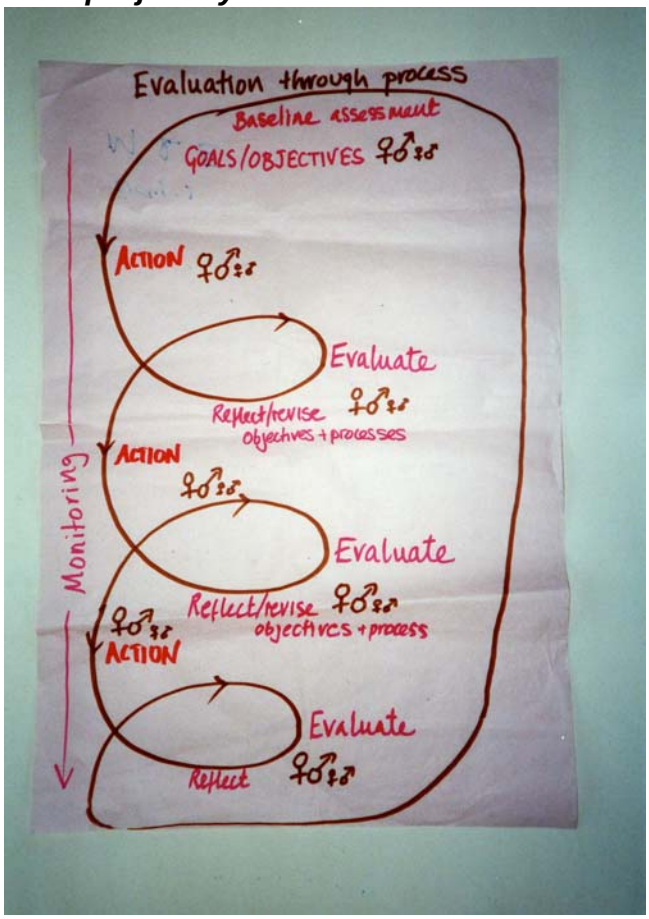
- **Why participation:** Unless the roles and specific needs of girls and boys are understood then development interventions may adversely effect children's lives and new and exciting information and solutions from children will be missed. Transparency about the objectives of participatory monitoring and evaluation is crucial. Children and communities

need to see the benefits of participation. Participation is time consuming and this also needs to be explained and seen as worthwhile. Clear results will encourage children to further develop their involvement. If they don't see the point in their participation why should they join in?

- **Participation for whom:** From the outset there needs to be clarity about the reasons for children's participation, how participation will affect the children, and how their participation will be reflected in future project design. Informed consent needs to be negotiated with children and parents/guardians and it must be made clear that children also have the right to not participate in a process. Agencies and communities may sometimes have to be realistic about the level of participation to respond to local needs and situations. Adults working with children need to start at a suitable level where children feel comfortable. It is often tempting to approach children's participation with a set agenda that has not been discussed with children.

- **When**: Traditional evaluations have been conducted at the end of a project cycle without much participation. Increasingly agencies are beginning to see that this method does not then affect change in a project. New approaches include more participatory ways of working and reviewing progress more regularly throughout the project process. This visual project cycle used in training illustrates how children and their views can be accommodated:

***Iterative child-sensitive project cycle*[4]**



[4] Prepared by Johnson and Nurick for PM&E training

- **How**: How children participate in a project including evaluation is extremely important. Simply increasing their workload is not the same as enabling them to voice their concerns and to have those concerns taken into account. The findings from the Nepal case study revealed that children where physically active in programmes but not actually taking any decisions that affected them. One of the lessons learned during this project was that the process of developing monitoring and evaluation systems works best when children's perspectives are taken into account.

As discussed previously, this project has learnt that any rights-based approach to development to must include monitoring and evaluation. The development and application of monitoring and evaluation is a dynamic process. Increasingly organisations from all spheres are trying to introduce and practise more appropriate ways of learning through using monitoring and evaluation. There is a wealth of experience and much enthusiasm for changing thinking and practice, as we shall see in the next section. Matching enthusiasm with practical experience within a clearly defined policy is the next stage.

SECTION 3

MAPPING: TRENDS AND BEST PRACTICE

3.1 INTRODUCTION TO MAPPING

Mapping involves identifying, contacting and interviewing representatives of organisations working in development – ranging from community-based organisations to international donors. Background and additional documentation is collated for all the organisations, guided interviews conducted using an in-depth questionnaire formulated for this purpose, and reports produced documenting and analysing the information.

For this project, our mapping in South Africa covered 40 organisations. Because so many organisations throughout the country were carrying out exciting work in children's rights and development, this mapping became a major feature of the South African pilot. In Nepal, 14 organisations were mapped to complement the very detailed case study that was carried out. Many of the organisations also attended a reference group, to discuss initial findings from the case study.

The object of the mapping was to look for lessons and best practice in child-sensitive monitoring and evaluation. In South Africa organisations were targeted on the basis of their role as established service providers, monitoring bodies and funders in areas that impact on children. The selection included organisations that monitored their own work, those that monitored the work of projects they supported, and those that monitored the work of governments or other service providers. It aimed to ensure a balance between sectors, between organisations with a child-related or non child-related focus, of size, of category of organisation, and geographical spread. Account was taken of cross-sectoral issues including urban/rural divisions, gender equity and the impact of HIV/AIDS. A balance was also sought between well-resourced and under-resourced organisations, and those established during the apartheid era and since liberation.

In Nepal the organisations were chosen based on their potential interest in interacting with the team on details of the case study. In the same way as South Africa, a cross-section of organisations was targeted based on many of the above criteria. Interested organisations came mainly from non-governmental organisations with some international donors. However, there were a number of government representatives from different government departments who became interested during the process, especially at the regional level.

The final lists in both South Africa and Nepal are by no means comprehensive, as financial constraints made it impossible to cover every province in South Africa or organisations outside Kathmandu and Nawalparasi in Nepal. In South Africa the inclusion of several national and network-based organisations with wide coverage and broad constituencies was intended to mitigate this.

Organisational participation in the activity was entirely voluntary. All the information presented in the individual mapping reports is from an organisational perspective and was not interpreted by the authors.

The breakdown in terms of organisational category is as follows:

Level of organisation	South Africa	Nepal
Non-governmental organisations (NGOs)	14	8
Coalitions and networks	4	1
Government agencies	15	2
National funders	3	1
International donors	5	3

A broad range of development sectors were covered. While the largest single focus (seven organisations) was on children's rights and development, the following areas were also represented:

Ageing	Environment/ housing	Religion
Community development	Funding	Tourism
Communication	Health	Urban planning
Disability	Human rights	Water
Early Childhood	Land reform	
Development (ECD)	Policing	
Education	Poverty	

3.2 MAPPING IN SOUTH AFRICA

This section presents the overall trends and examples from the South African organisational mapping. The project set out to help development policy and practice to better target the different needs of children and adults within communities. It sought lessons for monitoring and evaluating development interventions to make them more beneficial to children and therefore more effective in combating social exclusion. The following overview sets out the rationale for this focus on children in the South African context.

The Past

The role of children as activists and leaders in the South African liberation struggle, as well as victims of apartheid, achieved international recognition through the Soweto uprising and massacre of 1976.

By the early 1980s, a range of anti-apartheid organisations and groupings were beginning to prioritise the rights of children as victims – and increasingly targets – of apartheid oppression. National and international campaigns were organised, often with children's participation, to draw attention to the violation of children's rights and to assert children's rights as human rights.

In 1992, some 200 children from around the country drew up the South African Children's Charter which afterwards fed into the constitution-making process. The Interim Constitution of South Africa, adopted in 1993, included a section on children's rights and subsequently the South African government has made commitments at every level to recognise, defend and promote the rights of children.

In 1994, Nelson Rolihlahla Mandela signed the United Nations Convention on the Rights of the Child (CRC) as President of South Africa. President Mandela later launched the Nelson Mandela Children's Fund, his name and support providing powerful leverage in fundraising for child-focused projects. In 1995, South Africa ratified the CRC and in January 2000, signed the African Charter on Children's Rights.

The final South African Constitution, ratified in 1996, contains a Bill of Rights guaranteeing protection of basic human rights to all people in the country. Section 28 of the Bill sets out the specific rights of children, which are non-derogable and not subject to the qualification of progressive realisation by government depending on availability of resources.
Also in 1996, the Government launched a National Programme of Action for Children (NPA) as a vehicle for meeting its commitments under the Convention. The NPA is charged with ensuring the mainstreaming of children's rights in all government departments and monitoring progress towards the realisation of the CRC.

The present

Legislation has been repealed or passed to bring state structures and systems in line with international and constitutional obligations to children. This overhaul has included, for example, legal provision for free education, free health care to under sixes, diversionary programmes in the justice system, and poverty alleviation grants targeting children.
.
In addition to the many official measures, there have been ongoing efforts by South African civil society to popularise and realise children's rights. Community-based and non-governmental organisations exist throughout the country that are dedicated to ensuring that children's rights to survival, protection, development and participation are upheld. Many of these, as well as providing services to children, are conducting public education among adults and children, and lobbying for allocation of adequate resources to meet children's needs.

In support of state and civil society initiatives, major international and national donors are targeting funding at programmes intended to improve the lives of children. Detail on government, non-government and donor interventions is included in all of the mapping reports . Given all of the above, there can be no doubt that there exists considerable political and public will to improve the quality of life of all children in South Africa. The over-riding question is 'How does all of this translate into practice?'

In many regards, many of these rights are not yet put into practice - adequate nutrition, shelter, education, health services, protection from abuse remain out of reach of millions of children. The Concluding Observations of the UN Committee on the Rights of the Child, in response to South Africa's most recent report on efforts to implement the CRC, praise the Government's legislative and policy initiatives. However, the Committee documents many concerns about the dichotomy between progressive policy and poor practice. There is particular criticism of insufficient budget allocations and inadequate monitoring.

The Committee observes *"While the Committee notes that the principle of non-discrimination (Article 2) is reflected in the new Constitution as well as in domestic legislation, it is still concerned that insufficient measures have been adopted to ensure that all children are guaranteed access to education, health and other social services*."

The Committee goes on to say that South Africa should "*pay particular attention to the full implementation of Article 4 of the Convention by prioritising budgetary allocations and distributions to ensure implementation of the economic, social and cultural rights of children, to the maximum extent of available resources and, where needed, within the framework of international cooperation."* It also remains "*gravely concerned about the high incidence of domestic violence, ill-treatment and abuse of children, including sexual abuse within the family."*

The two studies carried out in the project on Land Reform and Tourism (see Appendix 4.1 and 4.2), illustrate clearly the gap between policy and practice. However, they also highlight one of the findings of the mapping exercise – that generally there is no resistance to a child-sensitive approach but that the implications for children have not been considered outside of traditionally child-targeted areas such as education. The case studies, and indeed the mapping reports, demonstrate that there are often significant 'unseen' and unexpected impacts upon children.

There are of course many forces and factors affecting the ability of the state and civil society to deliver on their commitments to children. The main constraints are:

- **The magnitude of the task of transforming the legacy of apartheid**

This legacy includes vast inequalities and widespread poverty, and fragmented, racially-based delivery systems**.** Most recent estimates of the child poverty rate in South Africa vary between 60% (May et al, 1998) and 72% (Haarmann, 1999). These estimates are based on income poverty lines. Nationally, 25% of children under five have severe to moderate stunting*,* 9% are underweight[5] and 31% of pre-school children have Vitamin A deficiency[6]. There are significant regional variations; the provinces, with the greatest proportions of children living in poverty, are characterised by the greatest inequality, the least developed or efficient infrastructure, and the poorest resource base.

Nearly half the population of South Africa are children. Defining poverty to include not just survival and protection but also development and participation, we can appreciate that the scale of need is immense.

- **The scale of resources required**

The funding climate in South Africa has changed dramatically since 1994 – adapting to an environment of reduced foreign investment, a macro-economic policy that prioritises debt repayment and defence spending, diminished funding for development programmes and new channels for funding the NGO sector. There has been a redirection of foreign funding from non-profit organisations (NPOs) toward government. This coupled with the inadequacy of domestic funding sources has forced an increasing number of NPOs to turn to government for funding. They have been frustrated by difficulties in accessing funds due to a lack of long-term planning, red tape, civil servants clashing with politicians etc. Money that has been allocated to service delivery departments, especially for poverty alleviation, is often poorly managed or remains unspent. This makes it difficult to advocate for budget increases and to plan properly. Many NPOs spend more time on sourcing funding than on development work. The two largest vehicles set up by government to fund NPOs viz, the NDA and the National Lottery are still not disbursing funding effectively to the NPO sector.

The combination of dwindling foreign funding and difficulties in accessing domestic funding is believed to be the main reason for the closure of a number of NPOs.

Government's failure to produce a coherent vision for interaction with NPOs after the demise of the RDP office led to confusion within departments about how to engage with the NPO sector. Cooperation between government and NPOs on service delivery and policy remains fraught with difficulties. Senior NPO managers complain of an "us and them" syndrome developing – manifesting itself as mistrust and stonewalling.

Both government departments and the NPO sector suffer from poor institutional capacity, including lack of skilled staff and appropriate financial resources and management systems.

[5] HST, 1999, quoted in Child Poverty and the Budget 2000, Idasa 2000.
[6] Child Health Unit, 1999 quoted as above.

Legal impediments to a constructive relationship between government and the NPO sector include complex tendering procedures, stringent treasury regulations, cumbersome budget approval procedures and a lack of tax incentives for donors.

One development analyst says NPOs in South Africa are "juggling the potentially conflicting role as watchdogs of government policy and practice on the one hand and welfarist delivery agents for government on the other."

In terms of children, service organisations are too over-stretched and under-resourced to organise delivery on behalf of government. The best measure of a government's commitment to putting children first is its budget allocations and spending rather than its policy statements. Idasa's Children's Budget Project has been monitoring the gap between policy and resources for four years. The recently launched Alliance for Children's Entitlement to Social Security (ACESS) has produced a strong consensus around how government should address this.

- **The catastrophic impact of HIV/AIDS**

There are direct impacts of HIV/AIDS for children, through infection (mostly mother-to-child but also through high levels of abuse and rape) and largely untreated illness, through loss of caregivers and teachers, through reduction in household income and food security, increased responsibilities and emotional distress when a family member becomes ill, through being orphaned. There are indirect effects even for children not infected or orphaned – for example, children in families that have taken in orphaned children are likely to experience diversion of household resources to meet those children's needs and the increasing demands on social services may make it harder for all children to access health and welfare benefits.

Every day in South Africa, 200 babies are born HIV positive and 200 are orphaned by AIDS. In terms of child survival, the most recent projections[7] show the Child Mortality Rate (CMR) in South Africa will rise to 100 in the next couple of years – and remain around there until 2009. The Infant Mortality Rate (IMR) is over 50 per 1000 (this is up from 45 in 1998, having been brought down from 89 in 1960, and compares to Cuba's 7). There is considerable provincial variation with Eastern Cape, KwaZulu Natal, Free State and Mpumalanga all having CMR over the national average.

According to the ASSA2000 projections, a total of between five and six million people will probably have died of HIV/AIDS by 2010. The study predicts: "The number of maternal AIDS orphans (children under the age of 15 whose mothers have died of HIV/AIDS) is expected to rise from some 300,000 currently to around 3 million by 2011".

HIV/AIDS affects most South African children in some way but relatively little research has been done into its impact and even less into children's own experiences, perceptions and responses to the epidemic. [See Marcus, T. Wo! Zaphela izingane in the literature review]

The future

The combination of a supportive legal and policy environment with an overt political commitment to children's rights, and an established civil society with a strong record of representing the interests of diverse groups, makes South Africa an ideal country in which to seek lessons for mainstreaming children's rights into development processes.

South Africa has made significant achievements in its efforts to promote equity and to mainstream gender equality issues, at state, private sector and society levels. The arguments for mainstreaming age - not just the needs of children but inter-generational

[7] Actuarial Society of South Africa ASSA2000 population projections, of April 2001

relations and the needs of older people - are in principle the same for mainstreaming gender - equity, inclusivity, representivity, and value to society. Given South Africa's record of overcoming oppression and exclusion on the basis of colour and of starting to address the challenge of gender equality, the concept of mainstreaming age is generally neither alien nor controversial. Rather, the issues cluster around awareness of the implications and methodologies for implementation.

3.3 ANALYSIS OF THEMES AND TRENDS

- **There is no resistance to the concept of developing more child-sensitive M&E**. Several organisations are in the process of, or are keen to develop, child-sensitive M&E. However, many organisations that would like to make their M&E more child sensitive lack capacity and anticipate resistance through lack of awareness.

- **Where children's needs are being considered in M&E, this is commonly done through intermediaries.** This usually means parents or caregivers expressing views on behalf of children. For example, adults have generally always documented children's history. An innovative programme to develop a 'heritage atlas' by the Durban Local History Museum, with the direct involvement of young people, represents one approach to overcoming this. The Early Learning Resource Unit (ELRU) is using participatory M&E in a pilot anti-bias project to see how children are affected when adults have been exposed to diversity training, which involves difference issues such as gender, ethnicity and disability . This project requires observation of adult-child, child-child and adult-adult interaction, to allow for the fact that changes in attitude or behaviour reported by adults might not be experienced by children. The Children's Rights Centre (CRC) is also very aware of the problem of interventions being assessed only by adults (e.g., training for caregivers). Like ELRU, CRC is concerned to develop sound principles and methodologies for children's participation. Working only with existing children's groups and involving them in every stage of a process is part of their approach.

Participants at WFWP/ ELRU training workshop

- **Organisations have difficulty identifying *qualitative* indicators**. The Disabled Children's Action Group (DICAG) is another of the few organisations talking directly to children about the impact/benefit of their services. It does qualitative evaluation in a modest but effective way, combining reports from its centres with centre visits, discussion with staff, parents and children, and direct observation of children on a continuous basis. Whereas statistics-based M&E can capture numbers of children who have been reached by services, this direct engagement with intended beneficiaries is much more likely to demonstrate delivery, or lack of it.

  This is recognised as a major challenge by the National Programme of Action (NPA), which is a government body responsible for monitoring government efforts to implement the Convention on the Rights of the Child. It is an issue for all government agencies since their performance and delivery indicators are overwhelmingly quantitative, being driven by the need for measurability in terms of budgets and public relations. The Durban Unicity, for example, has been through a broadly consultative visioning process to identify commonly desired outcomes for the city over the next 20 years. Unicity has developed some innovative indicators for service delivery but these tend to produce statistics that do not necessarily reflect quality of life for the most disadvantaged people. For example, it can monitor access to electricity by recording purchase of meter cards but these figures do not show who in a household is benefiting from the use of electricity.

- **Several organisations try to evaluate impact in terms of qualitative change.** However, interpretation of 'impact' varies greatly from one organisation to another. For example, Diketso Eseng Dipuo Community Development Trust (DEDI) expressly uses M&E to find out from the people in the community what is changing or has changed as a result of DEDI being there. The Built Environment Support Group (BESG) wants to know what difference it makes to communities and DICAG wants to see 'happy faces' in its centres. Since both intended and unintended outcomes will differ from project to project and target group to target group, it is not usually possible or advisable to have common indicators. This makes it difficult for organisations to predict what impacts they are looking for. Save the Children (SCF) and others stress the need for general principles matched with situation-specific indicators.

- **The value of qualitative indicators or principles to show impact.** This is highlighted by the approach of the South African Council of Churches (SACC). Whereas quantitative indicators are the norm for evaluating provision of education services, the SACC includes qualitative indicators for education access by vulnerable children – namely refugee children, who it says should be able to attend school 'free from harassment'. Different organisations use different methodologies for assessing such issues as treatment of members of their target groups by civil servants or members of the public at large. For example, the Black Sash directly observes attitudes and behaviour towards individuals trying to access state benefits by sitting unidentified in queues. The Department of Social Development is attempting to implement Minimum Standards for quality service delivery to vulnerable children and youth using direct observation, interviews and reporting. This approach is useful in principle although it will require large-scale training and feedback will be influenced by the presence of an observer or monitor.

- **All funding organisations support projects to monitor delivery in terms of child rights.** M&E is most effective in supporting children's rights when it is used to measure delivery against commitment (whether to policy or international conventions). For example, Save the Children Sweden supports the Institute for Democracy in South Africa (Idasa) in budget monitoring work, which produces detailed analysis of resources allocated to services benefiting children as against legislation and policy statements. All the international donors send their M&E reports back to their HQs and the analysis is used to inform planning for future programmes.

- **The Government is mainstreaming children's rights into all departments.** This policy, applied through the National Programme of Action, is potentially most useful in terms of accountability (regarding legislation, policy and programmes to promote children's rights). However, since it is government monitoring itself, and since government delivery focuses on statistical and numerical targets, there is still a need for integration of quantitative and independent qualitative tools to measure impact on the lives of children. The NPA is addressing the need for disaggregated census data to reflect children's situation more accurately. Nevertheless its M&E at this stage is not geared to helping government close the gap between policy and practice on children's rights.

- **The Government is trying to create a central channel for development funding.** Also under the auspices of the National Programme of Action, the NDA has to cover every development sector and is supposed to ensure speedy and efficient disbursement of funding. The pressure on it to deliver does not leave sufficient scope for it to develop a range of monitoring tools relevant to the many sectors it covers.

  National funders have a focus on monitoring receipt and use of funding. Indicators tend to be too far removed from activities at beneficiary level to give a helpful indication of impact. This highlights the need for improved and clearer relationships between service delivery organisations, government and funders.

- **Government service delivery departments are beginning to monitor their provision for vulnerable children.** Utilising an holistic set of 'minimum standards', this significant approach focuses completely on serving the best interests of the child. It is also important because it is supposed to be implemented in an holistic and continuous way, rather than in a sectoral, linear fashion. In theory, this means that if a child's needs are not met by one intervention, alternative interventions must be sought, always looking for a solution that suits the child rather than the system. However, resources, capacity and training to implement these very detailed standards and evaluate delivery against them, are still very limited. This situation represents an opportunity for capacity-increasing interventions by donors.

- **Monitoring at every level has highlighted fragmentation in social service delivery.** A depressing example of this is the case of child abuse cited by Mzamo Child Guidance Clinic, in which lack of capacity in a small organisation to follow-up lack of delivery in social services and possible corruption among police officers combined to leave a small child in a dangerously abusive home environment. The Child Protection Unit also raises the issue of fragmentation of services between the police, welfare agencies and the courts. The Durban Unicity is engaged in a process of strategic planning that focuses strongly on integration and coordination. The HIV/AIDS pandemic highlights most critically the need for and lack of coordination, having initially been perceived as a health issue and eventually recognised as impacting on every aspect of development. Of course, the South African Government has faced a massive task in trying to transform and integrate previously racially segregated and skewed services. Unicef is trying through its M&E to encourage and facilitate government departments and different levels of government to integrate services more effectively for children.

- **Organisations recognise the need to make development processes more child-focused.** Despite this growing awareness of the need for development of child-sensitive indicators and greater involvement of children, there is little experience of appropriate methodologies for child participation and organisations. This presents an opportunity for donors to support organisations in developing, documenting and sharing best practice. There are examples, among them the South African NGO Coalition (SANGOCO), where

lessons in participatory M&E and child participation have not contributed to building institutional memory because of rapid staff turnover.

- **Organisations operating in particular sectors or interest groups have lessons to offer**. For example, the Commission for Gender Equality (CGE) has adopted an annual Report Card system to assess government performance in different sectors in terms of gender equality. This could be adapted to assess delivery for children. Also, the CGE has initiated test cases for class actions with significant gender implications. Such measures could be adopted to enforce the children's rights enshrined in the constitution. Just as the Youth Commission monitors quality of relationships with youth organisations and government departments that provide services to youth, organisations or coalitions promoting children's rights could monitor their relationships with relevant government departments in order to improve their policy influence.

- **Less-resourced organisations can improve their qualitative M&E without sophisticated systems.** For example, DICAG does this by conducting small-scale community and centre-based surveys, which allow the voices of adults and children to be heard in a familiar and safe environment. Another example is the Children in Distress Initiative (CINDI), which administered a local-level questionnaire to assess how child sensitive local government candidates were.

- **Several organisations indicated lack of capacity to follow-up their monitoring**. CINDI provides a good example of the importance and effectiveness of follow-up in securing accountability and delivery from those charged with meeting children's needs. It has a formal system, with a hierarchy of follow-up measures with deadlines attached, to secure administrative justice for children in difficult circumstances. The CGE, a statutory body, is one of several organisations that reports lack of follow-up capacity. Budget is a major factor here. Often budgets allocated for M&E reflect the low priority attached to M&E, either by a donor or by a project.

  The most notable exception is Soul City, which has been funded to conduct an extremely comprehensive evaluation and impact assessment of its programming on HIV/AIDS for children and youth. It was able to demonstrate very impressive outcomes in terms of attitude and behaviour change among its audience. Again, financial and training support for organisations in sharing and implementing models of best practice and experience around 'what works' could be very valuable.

- **Participatory M&E is becoming more widely used.** ELRU in particular uses participatory methods and is developing methods to include children in this. Like SCF, ELRU stresses that child participation on its own is not necessarily child-sensitive. For example, children may be included in time-consuming exercises to solicit their views but then not involved in the analysis, so that adults may interpret meaning inaccurately. ELRU says it is concerned to make its M&E more child-sensitive not just through listening to children but through making sure that their voices are properly understood. The Mvula Trust uses the PHAST participatory approach to health and sanitation monitoring. The Built Environment Support Group (BESG) is beginning to adopt participatory M&E, having seen its role in assessing the 'subjective' value of community housing developments. It has used drama to encourage adults to express their feelings and such an approach could be adapted to involve children

- **Direct observation is important alongside reporting**. As mentioned above, one device the Black Sash uses to evaluate change in behaviour of civil servants is to deploy staff to pension pay points to observe treatment of members of the public and to monitor for acts of corruption or poor delivery. A systematic approach to such monitoring of

services targeting children (e.g. clinics, welfare offices) could be used both to monitor and advocate for improved treatment of children.

- **Political will and personal commitment at all levels are key factors in child-sensitive M&E**. Political will may be evident at national government level in policy on mainstreaming children's rights. However, where there are no guidelines or specific responsibilities for policy at provincial and local level, implementation depends on the commitment of senior staff. For example, the Nutrition sub-directorate involves children in evaluating the school feeding programmes in KwaZulu Natal by providing opportunities for them to comment on the service. Regardless of its efficacy (for instance whether children are inhibited by adults in expressing their views), this was initiated by just one director and has not been broadly integrated elsewhere. Similarly, the Minimum Standards provide for children's feedback on the services they receive but the commitment of individuals as well as appropriate training will determine how seriously and sensitively this is done.

- **Many impacts of development interventions upon children are not considered in M&E processes:**
  ✔ Children are clearly particularly vulnerable to the effects of environmental pollution or degradation but they are not specifically considered or involved in EIAs.
  ✔ Likewise, the resettlement of a community through land reform has far-reaching implications for children and these are not taken into account, beyond formal education provision. A Farm Workers' Project of the NLC found that children were the most severely affected by evictions and forced/slave labour (e.g. through disruption to schooling programmes).
  ✔ Children are recognised as the largest single group living in poverty in the Durban Unicity area but current poverty and quality of life indicators are not designed to reflect children's specific situations or needs.
  ✔ The largest NGO in the water sector notes the 'crippling' lack of M&E in the sector as a whole. It says important impacts upon children of water supply and sanitation programmes have been noted anecdotally – such as reduced teenage pregnancy due to less need for children to go into the bush, and reduced female absenteeism due to toilet facilities that afford privacy and hygienic conditions to menstruating girls. Such unforeseen impacts could have far-reaching policy implications if properly assessed.
  ✔ Government departments and organisations indicate they would be very receptive to recommendations to address the issue of unseen impacts on children, so there are opportunities to promote child-sensitive M&E where it has not been considered previously. Government departments such as the Provincial Departments of Land Affairs and Economic Affairs and Tourism, and the Durban Unicity respondents, also indicated openness to information and lobbying around developing more child-sensitive M&E.

- **Concepts surrounding children's participation in development are still being discussed.** SCF warns against 'involving children in everything' in the quest for being child sensitive. In the ECD sector, ELRU is particularly concerned about the ethical considerations of involving children in M&E, having noted that the ethics of children's participation has sometimes not been well thought through.

- **There are few examples of children's participation in M&E.** One organisation that takes account of the needs of children by involving them in every stage of its work is Soul City. This 'edutainment' body with a focus on the health and well-being of children, conducts its research, does its programme planning, pre-testing, evaluation and impact assessment with children. The effectiveness of this approach is evident from the very high levels of awareness and attitude/behaviour change reflected among its young audiences by successive external evaluations. Organisations working on behalf of

children note that developing and implementing child-sensitive and participatory M&E is time-consuming and costly, and budgets are not normally available for this.

- **M&E has an important role in supporting advocacy.** Most of the child-related organisations mapped use information gathered through M&E not just for future programme planning but also increasingly to inform their lobbying and advocacy work on behalf of children. Idasa, CINDI, the Black Sash and the NPA are examples. Another is the Child Health Policy Institute which monitors impacts, actual and potential, of proposed statutory and policy instruments on children's health and well-being.

- **Most organisations have mainstreamed gender sensitivity into their programme work and many into their M&E**. This means there is considerable expertise and experience in designing systems, identifying indicators and documenting information in a way that is sensitive to the needs of a specific sector. Examples include Mvula Trust's focus on women as principal users of water, the CGE's work to prioritise gender equality in government and public bodies, and BESG's attempts to ensure that women, as the main participants in community housing developments, participate fully despite their lack of representation on leadership bodies. These are just a few examples of experience that could be harnessed in mainstreaming age and children's rights into the development agenda. However, there are child-specific ethical issues that must be considered. The question of why children should participate in any particular process is critical. SCF highlights the case of a child brought onto a committee not to represent children's interests but to take minutes because none of the adults could write!

- **There is a need to look at the inter-generational relationships in M&E.** One main use of older people's welfare/social security benefits is provision for children – particularly in situations of high unemployment and HIV/AIDS in rural areas. This link is described by the South African Council for the Aged and recognised by many organisations. The funding of services and institutions for older persons needs to take into account the role older persons play in the care of children, particularly in rural areas.

- **Children with disabilities represent a particularly marginalized sector.** Lack of resources and the stigma attached to disability, particularly in rural communities, mean that it is difficult to get accurate data to monitor and evaluate the needs of and provision for children with disabilities. Hence, many of these children remain excluded and hidden. The efforts of organisations such as DICAG and Mzamo highlight the need for a more integrated approach to monitoring and advocating around service delivery to children with disabilities. This is a sector where improved coordination between NGOs, government (through the Joint Monitoring Committee), and donors is important, especially in assessing the impact of mainstreaming.

- **There is wide use of European and other international donor methods of reporting.** Some organisations say they are too quantitative, inflexible and not appropriate or responsive to the needs of their constituencies, in particular LFA. Several organisations are also critical of donors for placing emphasis on M&E without wanting to invest in any related training and development. There is sensitivity to prescription by donors regarding M&E methods. One organisation was concerned about how this mapping exercise might be used to dictate systems or indicators in future.

- **Donors need to recognise and review their role in shaping M&E.** This applies to budget allocation, reporting requirements and support (both technical and otherwise) for organisations trying to develop child-sensitive M&E. Most organisations are under some pressure from donors in terms of M&E processes, even if the organisations distinguish that from their own necessity to monitor their work. The donor role in influencing M&E can be negative (BESG's difficulty in translating the value of a community development into fixed indicators such as 'houses plus two community halls') or positive (as in Soul City being funded to conduct the 'Rolls Royce' of evaluations).

3.4 MAPPING IN NEPAL

In Nepal, the institutional mapping formed a small component of the project. The overview of the Nepalese mapping which follows provides a ‘snapshot' of some of the main issues and players in the area of children’s rights and M&E.

Background

Before the restoration of democracy in Nepal, people had little or no freedom to express their views. The political system was very restricted and access to information was limited to closely guarded official government news and reports. Such a system did not provide people with access to information on their rights.

With the restoration of democracy in 1990, people gained the opportunity to express their views openly. In the same year, the government of Nepal signed the United Nations Convention on the Rights of the Child. A number of human rights organisations began to emerge. Similarly, numbers of NGOs began work on children’s issues and rights especially of street children and domestic child workers. The voices of child labourers were raised by the NGOs, particularly those of children working in the carpet and garment industries. Child labour was subsequently banned by the government, which came under severe pressure from many organisations. Most of the research and advocacy work done by NGOs and government donors, at this time, addressed only working children in the urban areas. The issues and problems of rural children were not explored. In response to this lack of information, a comprehensive study on children entitled ‘Listening to Smaller Voices’ was conducted in the mid-hills of Nepal by ACTIONAID Nepal and ODA UK in 1993 -1994. This study revealed that the lives of children in rural areas were extremely harsh. It was found that children had to work long and hard hours for their communities and families. However, many NGOs and INGOS still focused mainly on providing health care and education services to children. Addressing children’s rights did not appear to be a priority; children were not recognised as development partners by the government and many NGOS.

Children’s rights legislation in Nepal

The Nepal government ratified the UNCRC in 1994. As part of this process, it introduced one act for the protection of children’s rights. The Ministry of Women, Children, and Social Welfare was established to implement this legislation. In each district, a committee has been formed under the supervision of a chief district officer. These district level committees have not prioritised children’s rights. Lack of capacity and commitment to children’s rights means that very few practical changes have been realised for children in Nepal.

Methodology

Fourteen national and international organisations were identified for the institutional mapping. Prior to the interviews, a questionnaire was sent to all the selected organisations. Through the interview process, information was collected relating to child rights and existing M&E systems. The interviews were conducted with representatives of organisations who were directly involved in M&E. The table below illustrates the distribution of the organisations:

Donors	3	ILO, DFID & UNICEF
INGOs	6	ActionAid Nepal Care International Nepal Plan International Nepal Save the Children UK/Nepal Save the Children Norway Save the Children US
NGOs	2	Nepal Water for Health HICODEF
Bilateral projects	3	Nepal Safer Motherhood Project [+Government] Hill Agriculture Research Project [+network] Seed Sector Support Project [+private sector]
Government	1	District Child Welfare Committee - Nawalparasi

Summary and findings

- **Many sampled organisations are in favour of child sensitive M&E.** These organisations, working directly on children's issues, are in favour of developing child sensitive M&E systems, but there is some resistance to implementation as it is considered costly and time-consuming. There is also a lack of capacity and knowledge. There is also resistance to mainstreaming children's rights within many organisations.

- **Organisations tend to carry out comprehensive work evaluations within the Country Strategy Paper (CSP) period.** Most organisations, such as, AAN, Plan, SC UK, SC US, ILO, Unicef, carry out evaluation work within their CSP period 3 to 6 years after programme intervention. At the same time monitoring and evaluation is an integral part of the programme. In practice, organisations are paying more attention to monitoring to implement programmes than evaluation which is considered a 'one-off' event taking place only once within their CSP period. Many organisations said that they regularly register programme impacts through their monitoring of target groups.

- **Feedback from M&E is often used for future planning.** Most of the organisations, including SC Norway, AAN, SC UK, ILO and Plan, use M&E results to feed back into future programme planning and design. This process enables them to address issues that children value.

- **Some organisations carry out participatory M&E and use it to evaluate their programmes**. Some organisations working directly with children are using participatory tools and techniques to assess their programmes with a child-focused approach. However, there is still uncertainty about when to use participatory methods with children. SC UK has begun to involve children in their situation analysis for new programme areas. Similarly, AAN is also involving children in their evaluation for ActionAid mid-term reviews. Save the Children Norway and Save the Children US also give priority to children's evaluation of programmes. Plan International has developed a database to monitor the "PLAN family children" which helps to measure the impact of programmes on children.

Reference group meeting in Nepal

- **Some organisations lack experience of working with children through partners**. This has caused problems, since Nepali government policy requires international organisations to work through partners in Nepal. All organisations working through partners have realised that until partners develop the capacity to be more child sensitive, programmes cannot really address children's rights in a practical way. Developing capacity in children's rights requires financial and human resources and time. Many partners and government departments have neither the resources nor the commitment to 'earmark' resources for children's rights.

- **Vision and commitment relating to child sensitive M&E are lacking at all levels.** There is a lack of clear vision, objectives, and commitment in most organisations regarding child sensitive M&E systems. In the government sector and even in the NGO sector vision and commitment are lacking in implementation, although at the policy level there seems to be more clarity and commitment to mainstreaming children's rights.

- **Lack of opportunity for sharing with organisations working with children** Some organisations, which have experience in child sensitive M&E, do not have an appropriate forum within which to share their experiences or increase the capacity of

other organisations. There is a general recognition that government bodies would benefit from a sharing forum.

- **M&E is often driven by donors, management and their reporting criteria.** Many organisations have not developed child sensitive indicators because their donors or head offices provide corporate indicators for programme monitoring. This practice overlooks the need to involve children in developing indicators. Organisations who have tried to incorporate child sensitive indicators face problems, as they have to justify this to their donors and head offices. Also, corporate indicators often do not reflect the real issues and needs of children at the local level.

- **Children do not know why, where and how information about them is used.** At the policy level, many organisations accept that children should be involved throughout the project cycle and that they should also be involved in the reporting process. Nevertheless, it has been found that they are often not informed about why they are being asked questions by organisations during the reporting process. All sampled organisations accepted that children should be able to contribute to the evaluation report. However, many organisations are not transparent with children prior to the start of a process.

- **Most organisations are becoming more participatory.** The growing trend is to involve children much more in the development process throughout the entire project cycle. Children are gradually being considered as potential development partners. With this, The rights-based approach is becoming more popular among social development organisations, as the most appropriate approach for improving the status of the children.

3.5 DIFFERENCES & SIMILARITIES BETWEEN THE PILOTS

Ostensibly, Nepal and South Africa have very different cultural and political histories. Nepal is a small land locked Asian kingdom that has never been officially colonised. South Africa is a large ethnically diverse presidential society that has only achieved democracy since 1994; Nepal also has only engaged democracy since 1990. Thus, in terms of children's rights, some of the fundamental similarities are more potent than the differences. From our experience in working in both countries and the lessons gained from institutional mapping, we can see that the differences are not as disparate as might be expected. However, in relation to children's rights there are significant.

Differences: South Africa

The different elements that emerged from the South African mapping show that the importance of and the reasons for activating children's rights seem to be well understand and supported by the majority of policy makers and NGOs.

Strengths
- There is strong political commitment to children's rights which enjoys a high profile backed by central government.
- There is broad acceptance of the importance of children's rights throughout the NGO and Government sectors, and an increasing awareness of children's needs in the general population.

Areas for capacity building
- There are only a few examples of practical experience and implementation of child sensitive monitoring and evaluation within the NGO sector.

- In the context of monitoring and evaluation there is a lack of capacity and experience in developing practical processes for delivering children's rights.

Differences: Nepal

In Nepal, the practical aspects of participatory work with children are quite well established. There are a number of international and local NGOs that have experience of developing participatory approaches in their work and many are now adopting these to use with children.

Strengths
- Experience and capacity in INGOs and NGOs in participatory tools, such as PRA, is well established.

Areas for capacity building
- Awareness of children's rights is still restricted to INGOs, NGOs and UN agencies. There is very little general understanding by the population at large of children's rights.
- Unlike South Africa, children's rights are not mainstreamed at the government level

Similarities

- In both countries the criteria for monitoring are dictated by external organisations. This hinders experimentation with impact assessment and child sensitive monitoring.
- Ethical issues in participatory approaches still need to be addressed. In South Africa, the long history of children's direct involvement in the struggle and the enthusiasm for children's participation in development, following the demise of apartheid, has meant that it is sometimes not recognised that participation is not always in the best interest of the child. In Nepal, because the emphasis has been on participatory tools, the preparation of communities has often been overlooked. Issues such as informed consent, accountability, and verification with communities and children need to be monitored.

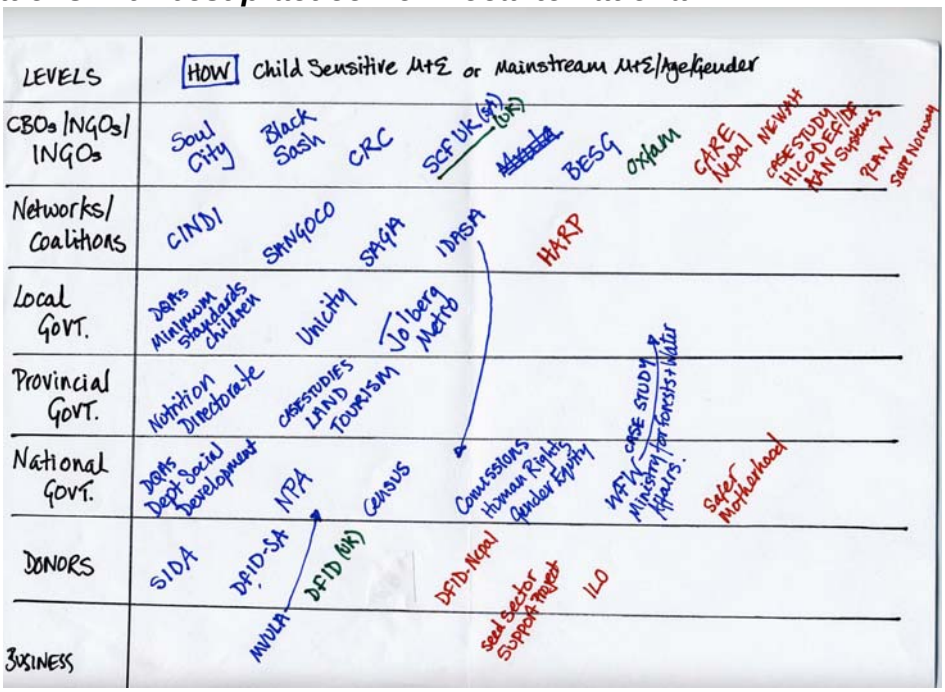
Though there are exceptions, the general experience of children's participation globally highlights the need to always consider the best interests of the child. In the next section we give examples of how various organisations throughout the world are applying children's rights in different areas.

SECTION 4

LEARNING & BEYOND FROM LOCAL TO INTERNATIONAL

This section looks at some of the Best Practice that arose from the mapping of different organisations in South Africa and Nepal. This information has been split into different levels of operation so that it is more accessible to people in different types of institutional settings. This section highlights some of the practical learning that has been gained by a range of organisations, both governmental and non-governmental, operating at all levels from local to national, including international donors.

Organisations with best practice from local to national



Key: Nepal
South Africa
International Office

4.1 NGOS WORKING ON COMMUNITY LEVEL ISSUES

Save The Children UK [Regional Office for Southern Africa] has identified the importance of looking at evaluation as an integral part of becoming a 'learning organisation'. SC recognises how understanding the impact of their programmes on children's lives can help to strengthen knowledge and capacity and thus reach and benefit a greater number of children.

Issues relating to girls and boys need to be integrated throughout the project cycle. It can be problematic to only raise issues about the impact of projects on children's lives without recognising the need to integrate their participation throughout the whole programme. SC UK are formulating and testing a checklist to raise questions and help project staff think about child rights in their projects, including some of the following issues (overleaf):

- how are children considered in the objective of the project
- how is gender and age diversity dealt with in the project
- where do the learning and advocacy targets lead to
- what levels of staff skills and resources are available to manage a child focused process and what may be needed to strengthen capacity.

The regional manager of SC in Southern Africa identified some significant barriers including:

- Facilitation with children needs experienced staff – there is a difference between 'speaking to' children and listening to them
- Children need to be involved in different stages of a programme without raising their expectations or simply adding to their workload
- It takes time for 'learning' whilst there are many pressures of time in the length of projects to deliver outputs and outcomes that are often expected from donors and SC staff.

A management culture is required that facilitates and mentors a 'learning organisation'. It can be hard to get acceptance of such a strategy that, in effect, says 'do less and learn'. This has to be part of a major shift to a more value-driven 'evaluation', in which the learning gained is used to improve the lives of more children. Therefore, this strategy of raising questions relating to child rights needs to run throughout the organisation. The questions asked may be different for different levels of management, but the issues will be the same. Action on the ground needs to be supported and complemented by action at all levels of organisation.

In Nepal, SC UK tries to ensure that all stakeholders are involved in the evaluation of its programmes, especially programme beneficiaries and implementers. SC UK is making efforts to increase participation in the M&E process. For example, they have child clubs who evaluate each others programmes. Child club members develop their own indicators to assess whether any changes have occurred, and assess how the programme should be designed based on these findings. The organisation gets direct feedback through this process and the opportunity to reconstruct programmes. This process also enables children to develop their own evaluation capacity. The results from the children's clubs evaluations are shared at local level with other stakeholders including district government departments.

Plan International Nepal has a process whereby community members forward demand forms to the organisation, documenting the programme and number of beneficiaries in the planning phase. The organisation has developed household profiles to see the types of support that are needed from the organisation and to monitor changes within the family. It also helps to assess how particular families and children are getting benefits from sponsorship, literacy and other development programmes. As a part of the evaluation process, Plan International conducts mid-term reviews every three years to assess their set indicators.

Save The Children Norway is a membership organisation that works mainly on community development projects. In Nepal it works entirely through local Nepali partners and therefore has no operational programmes of its own. SC Norway is addressing its monitoring and evaluation capacity in three ways:

- Embarking on a global process of developing monitoring and evaluation guidelines
- Developing mechanisms whereby this process can be built into current and future work
- They are developing situational analyses, which look at children and young people in relation to the Convention on the Rights of the Child

Eventually they will draft a M&E framework using the Convention as a starting point. In developing these guidelines SC Norway are using four key parameters:

- Impact on children of programmes
- Impact on adults of programmes and how adults relate to children
- Quality of the relationship between children and adults in a community context
- Degree to which children's voices are heard within an adult structure

SC Norway is also working with other organisations in Nepal in advocacy and policy areas regarding children and monitoring. The Consortium[8] for the child clubs of Nepal is one of the more high-profile advocacy initiatives. The goal of Consortium members is to further realise children's participation and citizenship rights through strengthening and extension of these child clubs. Although monitoring and evaluation has not been on the agenda thus far, it is an area that the consortium would like to pursue.

Save The Children U.S. makes sure that its M&E process forms part of the planning process. It uses various methods to evaluate its programmes. For example, it documents beneficiaries' reactions, their critical evaluation, self-evaluation of staff and case studies. The general programme staff as well as the M&E department are involved. The organisation uses this information for its annual progress report and as feedback to units, departments and management. This process also informs the redesign of future programmes and research.

The following are examples of organisations which are beginning to monitor programmes in a child-sensitive way with a view to improving their quality and targeting:

Soul City does peer reviews on their 'Edutainment' programmes. They meet in focus groups or workshops with children to evaluate their television shows and feed the results back into their future programming. They look at the attitudinal change that has come about on different issues because of a programme. They form a children's 'buddies club' so that they have a group of child evaluators with whom they are in constant communication. Soul City does not just use questionnaires, but engages the children in other forms of communication. For example, they explore children's views on myths that are commonly talked about in South Africa before and after a programme on a particular issue. DFID has funded the programme and encouraged this detailed evaluation with children. They have also now provided additional funding for Soul City to continue this type of research and learning that feeds back into better programming for children.

Child Rights Centre has a resource book and training on child rights. They use participatory exercises to explain concepts of rights and feel that their monitoring and evaluation could build on this capacity within the organisation. They ask children directly after children's groups or forums to express how comfortable they felt in the forum and what they got out of it. They also ask adults afterwards about the longer-term changes they observe in children's lives as a result of these workshops. They are keen to take the next step and consult children about longer-term changes.

[8] Other consortium members are:Biratnagar CBR Project,Child Development Society, CONCERN, Child Workers in Nepal, Hatemalo, SAFE, Save the Children Fund UK, Save the Children USA, Under Privileged Children's Association(UPCA)

Children's Rights Centre illustration

Care Nepal has institutionalised and tried to mainstream their M&E. Care look at their monitoring and evaluation as an integral part of their rights-based approach. They link it to their policy department so that programme evaluation can feed in, not only to programme design , but also to policy development. They call their monitoring and evaluation DM&E, Design, Monitoring and Evaluation, to clearly identify design and implementation with M&E. A DM&E plan is developed when Care first starts working on a project. They have systems of community self-evaluation, staff evaluation and external evaluation at different stages of the project. At present, there is still some way to go on making these systems child sensitive, but there is much interest from within the organisation.

ActionAid Nepal In their integrated community development programmes, ActionAid has just developed a new system – Accountability, Learning, Planning System (ALPS). Within this system, there is an opportunity to reflect on the impact of programmes on different members of the community – girls, boys, men and women. This system is still in its infancy and each country programme will develop its own interpretation of the guidelines. ActionAid Nepal views the system as more target-orientated than focusing on activities. The reporting systems in the organisation have had to change to put more emphasis on outcomes, impact and process, than on outputs. In mid-term reviews, there are opportunities for community self-evaluation, evaluation by staff and external evaluation.

Black Sash conducts direct observation of pension points to see who is gaining access to pensions. They also record complaints. Their aim is to ensure that poor women have access to the social services to which they are entitled and that claimants are treated properly. Direct observation is often a good methodology to use with children.

Built Environment Support Group (BESG) is concerned with the physical environment and how policies relating to the built environment affect marginalised groups. At present, they use visual methods to conduct participatory monitoring and evaluation, and participatory tools such as 'force field analysis', 'timelines' and 'satisfaction with outcomes matrices'. These are used with men and women before and after different interventions or changes in

the built environment. The BESG want to see how these techniques and impact information might be disaggregated by age as well as gender.

Newah work throughout Nepal with local government and local communities to plan and install water supplies. They have recently started to look at impact, and are currently working on five pilots which examine the changing contributions of girls and boys to water collection. They are looking also at indicators of household hygiene through direct observation of all people in the household. They are supported through DFID funding to develop their understanding on impact. The impact study is specifically being done to improve the implementation of their programmes. In terms of their ongoing monitoring, however, some of the important qualitative information could be evaluated earlier rather than at the end of the process.

Mvula Water is one of South Africa's largest NGOs working with water. They have users' groups in the community and have started to develop community based monitoring tools. They feel that it is important to see what impact their water programmes have on people in the community, and are interested in involving children and young people more. They do, however, highlight the need for capacity building for monitoring in the organisation and within the community to achieve more participatory ways of monitoring impact.

Seed Sector Support Project is a private sector enterprise supported by DFID to look at seed propagation and to provide lessons for issues of scaling up. As it is a commercial enterprise, the concerns that DFID have raised around issues of gender and poverty have not necessarily been carried through to the organisation as a whole. An impact study has been carried out using a range of interesting visual tools, although it was not analysed by the enumerators in the field but by the monitoring and evaluation staff members in the organisation. The impact information is not necessarily feeding into organisational systems and practice with regard to poverty and gender. DFID are looking at the information with interest in their ongoing efforts to scale up in this area. Therefore, the results of an impact study are indirectly feeding into implementation or at least longer-term strategic discussions on seed propagation and distribution in Nepal.

Kwazulu-Natal Tourism Authority is supporting a community-based tourism project called KwaShushu. A workshop was held to capture the views of children, community leaders, NGOs and civil servants interested in this project. The workshop focussed on the need to give children a voice regarding a tourism project in their community. The workshop also allowed children and their parents to consider critically the potential impact the project would have on children in the community.

The participants were invited to the workshop through the principal of the local school and the deputy chair of the development committee. Both parents and children responded very positively to the invitation. Four children in the group said that it was the first time they were asked to comment about development in the community. Because of this study, the Authority agreed to consider using child-sensitive monitoring indicators for the implementation of all new tourism projects. All policy makers and implementers should receive the findings of this case study, as requested, to enable them to integrate children's needs into planning legislation and policy formulation.

4.2 NETWORKS, COALITIONS & FUNDERS – LINKING LOCAL TO NATIONAL

Networks and coalitions can help to link the levels between smaller organisations working on the ground with communities and government policy level or donors.

CHIP in South Africa, as a part of the network Cindi (Children in Distress), shows the importance of follow-up on individual cases that have implications for policy relating to children and HIV/AIDS. Chip has been said to be like a 'Jack Russell, pulling at the trouser legs of the policy makers'. They tend to identify champions amongst policy makers with the political will to take children's issues seriously in the area of HIV. CHIP is interested in doing more monitoring and evaluation of the effectiveness of their network in taking up the complaints of their member organisations and changing policy.

CHIP flyer

South African NGO Coalition (**SANGOCO**). SANGOCO is one of several networks that do not solely focus on children but have said that they could integrate an inter-generational approach into their systems. Through their Poverty Hearings (supported by UNDP), they are developing poverty indicators to assess how national policy affects the lives of poor and marginalised groups. Through its Early Childhood Development (ECD) /child rights sector, SANGOCO is setting up processes for letting children speak for themselves and for making its work more child sensitive. Reporting by member organisations reflects children's needs but in the words of adults. One member observed "At the moment adults are responding on behalf of children and so we are not confident that needs of children are being catered for". SANGOCO is aware of this need.

National Children's Rights Committee (NCRC) works with organisations that focus on children. Their capacity to develop more child-sensitive indicators needs to be strengthened. There is great potential to work with the wide membership of SANGOGO to ensure that poverty indicators developed in the future are equally sensitive to men, women, girls and boys. Again, as with Cindi, there is potential to monitor the network, with evaluation feedback improving the implementation of poverty strategies.

South African Grants Association (SAGA) is another network with a broad remit. Saga would be in a position to look at funding criteria and integrate issues of age and child sensitivity into their monitoring. They are keen to have a code of good practice and to promote ethical practices in grant making. One of their main areas of funding is capacity strengthening in terms of sharing workshops, training and action research. They have expressed a desire to incorporate issues of age/generation into their already gendered systems.

Hill Agricultural Research Programme (HARP), supported through DFID in Nepal, is another fund that serves to link organisations together. Harp gives training and help in M&E to all the organisations that receive funds through them. They aim for an iterative reporting process, ensuring that organisations receive support and feedback. At present they have different levels of reporting throughout the project cycle - annually, at mid-term, and at the project's end. Harp is developing some open-ended questionnaires on impact that they are piloting and testing in the field.

4.3 GOVERNMENT & NON-GOVERNMENT WORKING AT NATIONAL LEVEL

In terms of monitoring, several areas need attention at national level. A better appreciation of children's rights approaches with guidelines and standards that should not be violated must be developed. Governments also have to strike a balance: between strengthening capacity to deliver programmes and services, and spending time and resources monitoring those services to ensure quality. There is all too often a pressure within government to go for the highly quantitative measures of output, which can be attained relatively quickly and efficiently. To understand impact these measures should be complemented by more detailed quantitative and qualitative information. This may require additional funding to strengthen capacity through line ministries, or carried out in partnership with organisations that have direct relationships with people in communities.

In South Africa, children's rights issues have been integrated throughout government departments. The National Programme Of Action (NPA) has increased awareness about children's rights at a national level. The Commissions set up in South Africa, for example the Human Rights Commission and the Commission For Gender Equity, are watchdog organisations that deal with reported situations but do not initiate inquiry. The Constitution of South Africa incorporates children's rights and therefore the Commission For Human Rights encompasses, within its remit, child sensitivity. The Commission For Gender Equity has approaches that take into account the interests and rights of marginalized groups and could be made age or generation sensitive. The South African Law Commission has started to facilitate children's involvement in the legal process that is reviewed in Children First, the magazine of a national network of children's rights activists and organisations.

The National Census in South Africa will also have progressive child focused elements, such as detailed information about girls and boys and the work they do, and especially the growing numbers of child-headed households, due to the increasing prevalence of HIV/AIDS throughout communities in South Africa.

Another national level initiative taken by the Government of South Africa is the introduction of Developmental Quality Assurance (DQA). DQA assessments require capacity building on issues of age at Directorate level and at local level. It is specified that children are stakeholders who have to participate and need to be spoken to. However, the Department feels there is a lack of capacity to implement DQAs at the local level that needs to be dealt with. Capacity building programmes currently being set up strengthen the understanding of children's rights issues and develop facilitation skills for working with boys and girls.

At the level of national government, The Children's Budget is a initiative taken by a national NGO called Idasa to monitor government spending on child related issues. This follows work done on the Women's Budget. In this initiative, they look at how national budgets are allocated and suggest budget allocations that will benefit children. Idasa monitors the work of government and various statutory bodies. It also monitors public opinion on issues related to its mission. It monitors its own work in terms of its mission, programme objectives and donor requirements. The CBP monitors its own performance and the performance of government. Its main purpose is in monitoring legislatures and strengthening their capacity to monitor the Executive. Through this monitoring Idasa expect to broaden public debate around issues related to children and the budget, and to build democracy through participation.

Their fairly simple methodology is designed mainly to source, capture and make available and accessible information for the target groups and wider audience. Researchers look at what policy and legislative documents are published, analyse them to see how child-sensitive they are, then examine budget allocations for their impact on children. They conduct policy, budget and service delivery analysis on a project-by-project basis. The CBP designs a research project and then looks for specific information; the choice is based on topical issues and under-researched issues. For example, in the case of the Child Support Grant (a state benefit paid to the caregiver of a child under 7 and living in poverty), the CBP looked at the policy, then at the allocation at national and provincial level and then looked at service delivery. It asked if sufficient funding was allocated to meet the needs of all eligible households and whether that money was being dispersed. Idasa also monitors implementation against needs and commitments reflected in public policy documents and newspaper articles.

It was previously assumed that budget reallocation was beneficial to children's lives with selected quotes given to back up the arguments. Idasa has recently begun to look at the impact of policy changes on children's lives. A pilot has been done to look how changes in the legal justice system regarding sexual offences courts have affected six children involved with the courts. They found it to be a good learning experience, in particular the realisation that looking at impact takes a lot of time. Many methodological issues that could have informed the project at the beginning were learnt in the process, such as the importance of piloting techniques or questionnaires before using them.

In Nepal, more international donor funding is starting to be channelled through Government. One example of a partnership approach is the Safe Motherhood programme of the Department of Health which is working with Safer Motherhood, a DFID funded consultancy programme co-ordinated by Options, the consultancy department of Marie Stopes International. After many different attempts to look at the quality and impact of the Government health services in remote regions, the programme has opted for simple ongoing monitoring systems with a small sample approach to impact. By understanding impact in a cross-section of different areas, evaluations will feed back into implementation and planning of better services. Safer Motherhood have tested a range of different tools for measuring impact including a Participatory Rural Appraisal (PRA) video and a peer review framework. In a Nepalese context this latter tool needs to be piloted and modified because it relies on women meeting with peers regularly, an uncommon occurrence in Nepalese society. These

tools are only as good as the facilitators and the capacity that can be put into monitoring impact. However, the most important point is that smaller-scale work partnerships can have a strong impact on government services both in quality and design.

District Child Welfare Committee does not work directly with children but sees the potential benefits of working more closely with children and developing its capacity to do this. It is organising meetings in collaboration with other organisations, such as Unicef and national and international NGOS.

4.4 LOCAL & REGIONAL GOVERNMENT & PARASTATALS

There are examples of action at a local government level where an influential individual has the political will to initiate a child sensitive process. The Mayor's office in Johannesburg, working with Jill Swart Kruger, has carried out pilot studies to assess how children living in different parts of the city, including slum areas, benefit from urban services. They are still learning from the initial pilots but have very much promoted a participatory line of inquiry, the results of which are now being shared with decision makers. In the Unicity in Durban there has been widespread consultation with different stakeholders, but this has not previously included children. The connection between local and national is very important through the line ministries.

The Gauteng provincial government Department of Agriculture, Conservation, Environment and land Affairs is setting up a World Heritage site called the 'Cradle of Mankind'. They are incorporating children into their planning process so they can see how to make the site more accessible to children. Under apartheid children were not allowed to learn about evolution. This site shows through its caves and hominid fossils that we all came from the same origins. The environmental manager has training and experience in the use of participatory approaches through her previous involvement in the Unesco supported 'Growing up in Cities' project working with children in the Canaansland squatter settlement in Johannesburg[9].

Many of the non-governmental organisations are working with decentralised government in Nepal. For example, CARE Nepal are working on gender and caste issues in Achham in the far west of Nepal. They work with Village Development Committees (VDCs) and District Development Committees (DDCs) to support the capacity at a local level. ActionAid Nepal also tries as far as possible to work with government at different levels of operation. In the detailed study for this project in Nepal, HICODEF ensured involvement of the local Village Development Committee (VDC) and District Development Committee (RDC) officials in the project planning, design and outcomes. This is referred to in Section Five.

As part of this Development FOCUS International project, two South African studies were carried out at provincial level with the Department of Land Affairs and the provincial wing of the National Tourism Authority. Using focus group discussions with members of the local communities, including girls and boys, attention was drawn to issues regarding the impacts of their programmes on children. Of these issues many officials and adults within the community had been previously unaware. The key points that emerged were:

- Land Reform policies must take into account the effects that land resettlement has on the overall development of children. In addition to educational needs, it must consider transport, spatial design, safe and environmentally clean recreation, as well as the psychological needs of both parents and children.

[9] See Swift, 1998, in '*Stepping Forward*', IT Publications.

- Youth must be encouraged and supported to form organisations and clubs that give them a voice and an opportunity to express their talents, aspirations, and ideas for the development of their area.
- Jobs for parents would not only provide for children's material needs but would also reduce parent's frustrations and the potential for violence. Employment opportunities closer to places of residence would mean lower transport costs and more time with the children. Employed parents provide children with positive role models and aspirations.

The workshops held as part of the study process showed that many development issues that are not obviously and directly related to children have important implications for them, and that improved information about this impact could improve implementation.

In the detailed case study in South Africa, the connection between central policy in the National Working for Water Programme (WFWP) and how this translates into practice regionally has been an important aspect of the analysis. This is referred to in Section 6.

Mother presenting her views to young people

4.5 GOVERNMENT DONORS AND THE UN

Many donors are mainstreaming issues of gender and environment into all of their programmes. The additional task of mainstreaming issues of age now needs to be integrated into some of the systems already in place.

DFID in Nepal and South Africa selected some of the organisations they work with in those countries to raise examples of different issues in M&E and in child sensitivity.
Many government donors have a remit from their own headquarters to take on board the issue of children throughout their programming. In DFID this has been referred to as an intergenerational approach. In the agency for Swedish International Development Assistance (SIDA), there is a request from Government to work more on mainstreaming children and integrating issues of age into different guidelines and systems.

Government and UN donors can help support the capacity building that will be necessary both within their own organisations and throughout different levels of governments to support a more child sensitive approach to development. They can sponsor the development of evaluation systems that complement a rights-based approach. This will also require themed evaluations that take into account the impact on children's lives of different development initiatives and feed back into programme implementation on a broader scale.

DFID in South Africa is currently developing the terms of reference for a rights audit. This will look at cross cutting issues, such as gender, the environment, and regeneration. They are adding an age/generation component to the other cross cutting issues in the terms of reference. This will provide a conceptual framework across the country programme. The country strategic process and a regional strategic process[10] for Southern Africa would also be good forums in which to raise and affirm issues of children's rights. In Nepal work on the Poverty Reduction Strategy Paper (PRSP) could consider how to support government to take a more inclusive approach to development. In DFID Nepal's strategy there will be a social and gender audit that could also take on board intergenerational analysis.

DFID South Africa is supporting a government education programme in the Eastern Cape, which includes a large element of capacity strengthening - training for both teachers and pupils. These training programmes include raising awareness of children's rights for teachers and for children. They are beginning to look at the impact of this programme on different stakeholders, including children and women. The National Water and Sanitation Training Institute is supported in a children as agents against change programme with Unicef, the Institute for Water and Sanitation in the Netherlands and Dutch development assistance programme. At present this is very supply led In Nepal the planned rural access programme that will be carried out with the Swiss organisation, Helvitas, will attempt to look at some of the impacts on different programmes and will specifically consider the implications of children participating in the construction of the road.

Social development and environment advisers get involved in planning meetings, ideally pre concept note. For project memorandums, there are annexes submitted for social development, environment, economics and institutional issues. A focus on gender and/or poverty has been suggested in the objectives of logframes for projects. There is an environmental screening for all projects and an Environmental Impact Assessment carried out for the larger projects. A check-list is not thought to be the way forward in DFID South Africa. In order to mainstream issues of age and to address children's rights across the programmes there needs to be more integration into existing training programmes and tailored training on child rights to fit in with the different roles of people within the organisation.

As part of its current capacity-building strategy, DFID holds training sessions on poverty for its staff from a wide range of backgrounds. These training sessions would provide a good opportunity to introduce issues of age and children's rights. The training on project management that all staff members attend are also a good opportunity for staff to be made aware of issues of age/generation as well as gender. The annual adviser's meetings could also discuss the implications of child rights for their work. In the larger offices in DFID South Africa some of the most successful awareness raising on cross cutting themes come from the advisers talking informally to different members of staff and setting up small meetings to brief them on issues. The team system of putting social development advisers on projects that need more attention to cross cutting issues in the context of a more rights based approach.

[10] the regional process is currently being discussed for its value within DFID

Social development advisers comment on the different stages of development of programmes. They need to come into discussions at the project concept note (PCM) stage and have been active in South Africa and Nepal to raise issues of poverty and gender. Social development advisers could raise age/generation in these circumstances. There are further opportunities in the output to purpose review (OPR) to incorporate a more qualitative review alongside the more quantitative inputs and outputs that are regularly monitored. There is more now emphasis on working with the M&E systems of implementing organisations to develop their capacity to monitor their progress and impact on poorer people. The evaluation at the end of a project is more often carried out for large projects and although it does not necessarliy feed into implementation for that project, information can help to inform future strategy for DFID and particaiong organisations and other stakeholders.

The capacity strengthening that is needed by organisations to fully understand a more inclusive approach to development needs to be supported . DFID is funding monitoring and evaluation processes in different organisations that are included in the mapping that has been discussed in section 3 and 4. Examples include HARP, the Safer Motherhood Programme, NEWAH in Nepal and Soul City in South Africa. Sharing approaches and tools between organisations can help to strengthen a rights-based approach to monitoring and evaluation and capacity building in child rights and an intergenerational approach can help to make planning and M&E more child sensitive.

Unicef Nepal has initiated quite a large monitoring programme and now disaggregates all data by gender. They do not have the capacity to monitor or evaluate the impact of Unicef projects on children and young people. They have spent quite a few resources on a new database for their work with children globally. They are currently doing a human rights audit of their programmes, which will include children's rights. Regarding participatory work with children Unicef is devising a baseline survey of their work in Nepal including the views of the community including children and young people.

4.6 INTERNATIONAL MAPPING OF DONORS

The following examples, multilateral, governmental and non-governmental, concern global work on monitoring and evaluation. This information was gathered from head offices, not regional or country programme offices. Though some of these organisations were mapped at country or regional level, their global or corporate initiatives may have a different emphasis, which is why they are included in this section.

The World Bank
"Evaluation is a central aspect of any endeavour. It implies that there is a methodology that allows you to look at the results of what you're doing in an effective way to influence your actions going forward. And that's something that we are really trying to do…"
The World Bank's mission statement on M&E: James D. Wolfensohn, June 1999

The World Bank has a centralised system of monitoring and evaluation that does not evaluate impact. They are very keen to develop the right indicators and set these up as benchmarks. A quality assurance task group is responsible for ensuring that each World Bank programme reaches the minimum standards. However, it is unclear what these standards are. They are aware of a lack of social analysis in their work. They also see the need to link up some of their programmes, for example lessons learned from child labour programmes could be used by water sanitation programmes. The World Bank's participatory impact assessment group is collecting best practice examples throughout its programmes. Although not specifically targeted at children the emphasis on participation and stakeholder analysis would be a good entry point for more child focused monitoring and evaluation.

Its Monitoring and Evaluation Advisory Service provides a range of services primarily targeted to Bank staff and management. The Service focuses on development outcomes and performance management offering guidance on:

- improving design of operational strategies using the Log frame
- developing practical programme and project level performance and M&E plans and systems
- building participatory M&E systems with key stakeholder involvement
- linking M&E to good supervision and implementation performance
- helping to prepare M&E systems for implementation
- assessing and enhancing in country M&E capacity

To support this guidance the M&E Advisory Team uses an array of tools and methods customized for sector and country conditions. Self-evaluation encompasses a wide range of activities. Monitoring and evaluation systems are built into projects to clarify project or programme objectives and how they are to be met, track progress and identify areas where adjustments may be needed. A monitoring and evaluation help desk is available to provide assistance in establishing these systems. Throughout the project cycle, periodic reports on progress against objectives are provided by staff.

The Impact Evaluation Thematic Group at the Poverty Reduction Unit provides support to assess and improve the impact of Bank projects on poverty reduction. One of the main objectives of this group is to collect and disseminate knowledge, to facilitate the use of sound monitoring and evaluation practices.

The Quality Assurance Group (QAG) reviews samples of projects of the International Bank for Reconstruction and Development (IBRD) and the International Development Association (IDA), to evaluate the quality of new projects and supervision of ongoing projects. Results of these analyses are fed back to project staff for learning and project improvement. QAG was established in 1996 to increase accountability by conducting real-time assessments of the quality of the Bank's performance, within the broad context of alleviating poverty and achieving development impact. For each of the three areas of Bank operations (new lending, portfolio management-, and advisory services), QAG has developed a systematic way of assessing quality. Each year QAG randomly selects a sample of products to review. Within each of the three product areas, the sample is large enough to ensure that conclusions are robust on a Bank-wide basis or disaggregated to the Regional or Network level.

All projects supported by the International Bank for Reconstruction and Development, the International Development Association and the International Finance Corporation (IFC) are required to prepare a completion report evaluating project performance, including a detailed description of project accomplishments, shortcomings, lessons learned and performance ratings.

UNDP

While not focusing on age, UNDP is attempting to mainstream poorer communities and gender into its programme design and monitoring.

- **Mainstreaming a sustainable livelihoods approach to poverty reduction.** This involves the adoption of a sustainable livelihoods perspective as part of a policy formulation and/or programme planning process to ensure that efforts, e.g., say to reduce poverty or promote environmental conservation, recognise the linkages between development themes and the effects of such linkages on the livelihoods of poor men and women.

- **Poverty-Environment Initiative.** UNDP and the European Commission are engaged in a joint initiative on poverty and the environment aimed at identifying concrete policy recommendations and practical measures that address the environmental concerns of poor people in developing countries.

- **Empower women and men.** UNDP provides policy advice to mainstream gender into development. They aim to increase gender equity, enhance efficiency and empower women and men through increased access to assets and productive resources such as land, credit, technology, training; and to enable people to participate in the political and economic processes that shape their lives.

- **Addressing the multiple dimensions of the spread of HIV/AIDS.** The causes and consequences of the epidemic are also closely associated with other challenges to development including unemployment, migration, gender inequity and governance.

European Commission
This august body is systematically mainstreaming gender issues into the conception, design, and implementation of all Community development policies and interventions. The process is now in a critical phase, as operational tools such as gender impact assessment, follow-up indicators and the integration of gender into programme design and evaluation are implemented. This could provide a welcome opportunity to mainstream age also.

Unicef
The Division of Evaluation, Policy and Planning is charged with a number of important responsibilities including human rights and global child rights policy, strategic planning and co-ordination, evaluation and research, social policy and economic analysis. These roles are integrated into the strategic planning function, which translates lessons learned from monitoring, analysis and evaluation into new policies and programmes.

EPP's efforts are designed to support Unicef's regional and country offices which have primary responsibility for country specific policy analysis, planning, monitoring and evaluation. EPP contributes to the development of in-house capacity in these areas as well as to the development of Unicef policy positions and methodologies. EPP also plays an increasing role in promoting respect for, and protection of, human rights generally, and children's rights in particular, at the UN and other international, regional and local level gatherings. The division collaborates closely with other UN agencies, donors, civil society organizations and centres of excellence in order to bring together the best available knowledge and expertise in its areas of work.

Research and Evaluation are seen as essential functions by Unicef as it develops a human rights approach to its work. Working with partners in the field - governments, civil society and other international organizations - Unicef strives to improve the situations of children and women. To do this effectively, it uses the CRC and Convention on Women as its frameworks. Ongoing analysis of economic and social policies and the design of relevant child rights indicators is part of its monitoring process. Assessments of programme performance are fed back into Unicef planning and action.

Childwatch
Some children's rights organisations, such as Childwatch International [*see box below*], have used the UN Convention as a monitoring tool to check on countries' progress in upholding children's rights. Childwatch has used the Convention as a starting point and then gathered material from governments and NGOs to develop child rights indicators at a national level.

One of the more ambitious studies on child specific indicators is a project being carried out by Childwatch International, the only organisation that systematically monitors children's rights. Childwatch also works with governments, helping them to improve their reports to the UN Committee monitoring the Convention on the Rights of the Child (CRC). Childwatch's current project, developed in close collaboration with Save the Children Fund, is designed to improve the quality of data used in national reports to the CRC. The project began in five countries - Senegal, Nicaragua, Vietnam, Thailand and Zimbabwe. After analysing existing data on children and identifying the gaps, Childwatch worked with the governments of each country to develop national indicator systems to monitor the situation of children and infringements of their rights. These systems are now in operation. Childwatch defines child-focused indicators as those which are 'disaggregated' - i.e., deal with the child separately from the general population, and also distinguish between different groups of children on the basis of age, gender, family situation, etc.

SIDA

The Swedish International Development Agency uses evaluations as a tool for management and learning. As well as providing information about the results of Swedish development cooperation to government and the general public, evaluation also serves the purpose of accountability. Evaluations of development assistance through Sida are carried out by the Department for Evaluation and Internal Audit (UTV) as well as by sector and regional departments. While the operative departments commission evaluations within their respective areas of responsibility, UTV takes a broader view focusing on thematic and strategic evaluations of wider relevance. Evaluations are most often carried out using interdisciplinary teams of external experts.

DFID

DFID has a large evaluation department, which supervises and organises evaluations of large projects costing over £7.5 million. Project planning and design goes through an approval process by administrators, social development advisers and an economist if necessary. For large projects, economists are also part of the team to check cost effectiveness and budget distribution. Depending on the type of project, the appropriate social development advisers will look at environmental implications, gender equity and, in some cases, will apply the DFID children's rights marker, which is a programme design tool for child rights programmes..

There is a growing emphasis on impact assessment in DFID's projects and evaluations. These assessments demonstrate how the project has affected the target group, how it meets international development targets along with the objectives of the specific country programme. The methodology for this is DFID's log frame, including outcomes and inputs.

There is now greater importance placed on the process of a project including its documentation. This is a relatively new initiative. However, this is still not obligatory and process documentation is not done on a systematic basis. Institutional analysis of DFID's programmes and its partners, together with other donor agencies such as the United Nations and the World Bank, is now part of the impact assessment process.

Gender equity has been a priority for DFID for a number of years. Its gender marker has been used widely in both its own projects and those of other donors. Recently it has developed a "promotion of the rights of the child marker". This is a very comprehensive set of approaches and objectives for meeting children's rights. It declares "*to score against this marker the approach and components of the project activity must be informed by an analysis of children's own perceptions and that children should also have contributed to the design of the activity*." However as mentioned before, the impact of this marker is not measured.

PLAN International
There are three major on-going initiatives within PLAN International to facilitate the participation of children and young people into identification, planning and design of programmes. There are the Child-Centred Community Development Approach (CCCDA), Child-Pro and Sasito. All three share a common approach of facilitating, through the use of participatory methodologies, the participation of children in all phases of the project and programme cycle, from the preparation and needs assessment phases, through to programme design, implementation, and monitoring and evaluation.

PLAN Indonesia has embarked on a training and capacity-building programme on children's rights and participatory appraisal for its fieldstaff, and for staff of partner organisations (local NGOs). This training programme has been designed and facilitated by Development FOCUS International.

Children in Indonesia discussing a village map made with local materials

Oxfam
Oxfam has drafted a new framework for evaluation and impact assessment, informed by its recent regionalisation process. It would seem that Oxfam has moved away from simple devising indicators to a more holistic approach, which puts more emphasis on impact assessment through adherence to its main themes and 'change objectives'.

Oxfam has developed three main themes that all programmes are obliged to address:

- Life and security, which includes humanitarian assistance and reduction in violence
- Right to a voice, which includes participation and accountability of all stakeholders
- Gender and diversity, which includes issues of equity for marginalised groups such as women, children, and people with disabilities.

In 1999, Oxfam brought in a new directive which required every programme to submit an impact assessment report to the head office in Oxford. These reports have to assess impact in relation to the following Oxfam guiding principles:

- Impact on the lives of beneficiaries
- Contribution to wider (country-level) practice change
- Contribution to gender equity
- Participation
- Sustainability and capacity-building

SCF UK
Save the Children has now developed strategies to include children at all stages of programme development, including monitoring and evaluation. There is now a global framework for evaluation, which stresses the need to have child-sensitive evaluations in the context of children's rights. This means conducting work with children and young people in line with the principle of placing children's interests at the forefront of any intervention with them.

In terms of an evaluation framework, their programme strategic plan, drafted in 2000, identifies six core areas with indicators to monitor them. These are:

Social Protection	Health	HIV/ AIDS
Education	Food Security	Children and Work

There are also four cross-cutting areas - gender, disability, the private sector, and children and economics. Currently 147 change indicators have been identified for these core areas. There are now plans to reduce these indicators, which will be used by individual country programmes to collect information relating to them.

A methodological framework has not been implemented on either a global or a national level. Although Save the Children stresses the need to involve children and young people, the practical strategies are still lacking. Save the Children is aware of this and sees it as a priority for the programme and evaluation systems. However, there have been a number of pieces of discrete work on participatory children's evaluations in different country programmes. Save the Children now sees the challenge in learning from these experiences and developing a body of experience that can inform a more rigorous methodological approach to child sensitive and participatory monitoring and evaluation. The policy department has drafted a resource pack on participatory monitoring and evaluation with children and young people. There is also a series of internal documents discussing the importance of involving children in M&E.

4.7 LINKING LEVELS – NEW PARTNERSHIPS AND APPROACHES

This section provides an overview of the different links that organisations are making. Our information is drawn from the institutional mapping work and from workshops in Nepal and the UK, held with different organisations representing NGOs, government and international donor sectors in Nepal. Working partnerships between different types of organisations, such as government bodies and NGOs, and links made between departments within organisations have emerged as examples of the way forward a more holistic approach to children's rights.

The findings from this project show that even the largest of donors, such as Unicef or the World Bank, have gaps in their capacity that can be met by smaller or more specialised organisations that work directly with communities. This cross-fertilisation of ideas and experience that can be gained from different partnerships has emerged as an important

element in developing a more comprehensive approach to children's rights and child-centred monitoring and evaluation. The challenge is now how to do this.

Some key points about the best approaches to new partnerships have been identified by the project's reference groups:

Reasons for developing partnerships

The project has highlighted the following reasons:

- Different organisations have different capacities and target groups. Linking with different organisations can provide a more comprehensive approach to children's rights and child-sensitive monitoring and evaluation.
- With different expertise, linkages enable organisations to conduct more detailed monitoring and evaluation with their partners.
- Some organisations have a working relationship with people in communities which includes a level of trust and skills to engage with marginalised people. Others have the resources and decision-making power to make change happen on a larger scale.

What is needed to develop partnerships

These were suggestions made by partners and participating organisations:

- Commitment to sharing experience with other organisations or departments within the same organisation. This should be supported by a commitment to allocate human and financial resources for partnership work.
- Transparent objectives for partnerships and for programmes, and for organisations to evaluate the success of new partnerships and more inclusive approaches to development.
- Commitment to develop a common understanding of monitoring and evaluation, as well as an understanding of the importance of M&E as a learning tool to feed into policy and programme design.
- Coherent understanding by increased and shared capacity of a rights-based approach to development and monitoring and evaluation.
- International donors taking partnerships more seriously and developing policies to mainstream children's rights.
- Documentation of best practice among organisations and incorporation into policy design and programme planning.
- Promotion of joint monitoring and evaluation of projects with different organisations.
- Initiation of joint funding programmes.
- Better inter-agency coordination, e.g., more collaboration between the different United Nations agencies, and between the different donor agencies.

There are several issues of concern that have been stated:

- Motives for making linkages with organisations need to be clear. There have been cases of large organisations linking with small organisations because of a desire to manipulate rather than to participate.
- Linking partnerships need to be as equitable as possible. They should not be simply based on financial contributions.

Some Examples of Successful Linking and Partnerships

Some organisations are involving government bodies in M&E by sharing their skills. For example, SCF UK in Nepal has involved government bodies in the education programme for children. In this programme all the concerned bodies - the District Education Office, the District Development Committee, the Village Development Committee, and local NGOs - take part and evaluate the programme jointly, incorporating their learning into next year's planning. Similarly, SCF UK evaluates its programme through children in some innovative ways. For example, one child club evaluates the programmes of another club; it then draws conclusions about why the programmes are successful or not, using indicators identified by the child clubs themselves. SCF UK is trying to establish linkages among the donors to mainstream children's rights. ActionAid also involves children in its mid- term programme reviews.

Unicef in Nepal carries out its programmes jointly with government, NGOs and CBOs, involving them in implementation and evaluation at every stage in order to learn about programme effectiveness**.** Unicef has a joint M&E system with the government, which helps with learning and capacity building on both sides. It also helps introduce new methods in government M&E systems and mobilise government resources for M&E where needed. Unicef has been carrying out its programme in line with government policy for decentralisation and M&E. People participate in programme reviews many times during the implementation period. Unicef works on children's issues from local level to the national level and gathers support from local people, politicians, administrators of various ministries, and from community representatives.

Unicef monitors its programme closely through its own systems and through the government. Its very successful education programme for girls (Meena) has mobilised people from the grassroots as well as politicians and civil servants to implement and to evaluate its programmes. Visits, observation, documentation, surveys and joint efforts with government are the most significant features of Unicef's M&E systems. This practice encourages the development of appropriate methods for working with children.

ILO collaborates with the government and its line ministries in its work with children, employers and workers. It also operates through CBOs to review existing government policies and their effectiveness, and to identify gaps based on service demand and supplies. It uses these findings to measure the impact of its work. It strengthens government capacity by providing technical inputs and support for human resource development and policy improvement. It also shares what it learns with donors, governments and other stakeholders, which helps them improve their M&E systems. In Nepal for example, the ILO shares evaluation learning with GTZ, Unesco and Unicef.

Uttahn in Nepal is a DFID Nepal rural livelihoods support programme. The objective of the programme is to provide improved knowledge and information about rural livelihoods to government, donors, local and national civil society organisations. Better understanding of strategies for economic and social well being of the poor and disadvantaged people helps to inform policy development and change, improve implementation and impact of programmes. The programme is supporting innovative action and policy research, dissemination and communication of information and the development of a livelihood monitoring and impact assessment system.

Save The Children US collaborates with partners working with children in Nepal. A partnering and capacity building unit has been established recently. Its goals are to maximise community development resources and to build local capacity in order to better implement development programmes. SCF US believes that partnerships can produce a

core of institutionally capable, technically proficient, indigenous partners that are well positioned to carry on the mission of development. SCF US has been developing local human resources by providing training to front line workers. These workers are dealing directly with children, developing the skills of a variety of health practitioners

The examples in Section 3.2 of networks and coalitions in the South African mapping, such as CINDI working on HIV/AIDS and SANGOCO working on poverty, should also be referred to as linking local to national.

4.8 SOME CLOSING THOUGHTS

Putting rights into practice and making links at international and local levels means working together to share experiences and develop new kinds of working partnerships. It is in this spirit that our project was carried out.

This report would like to share those experiences and best practice that helped the teams in the UK, Nepal and South Africa work together on monitoring and evaluation children's rights. Our individual case studies are presented in the next section so that everyone can appreciate the methodologies and findings arrived at in Nepal and in South Africa.

SECTION 5

A DETAILED CASE STUDY IN NEPAL

5.1 INTRODUCTION TO THE AREA AND CASE STUDY

The case study in Nepal was carried out at local level. Process issues can be drawn from the ways in which the tools and approaches were used with girls, boys, men and women in the community.

The research for the detailed case study was conducted in the rural, hilly area of Nawalparasi where HICODEF (the Himalayan Community Development Forum) is currently implementing integrated rural development activities. This remote area is more than a 5-hour walk from the roadhead. The majority of people living there are from the Magar ethnic group, who are Tibeto-Burmese in origin. The area is very environmentally degraded and the soil productivity is low. Because of this, people have few options and are almost totally dependent on agricultural products. Literacy levels are still very low and most of the people suffer from acute poverty. Due to the remoteness of the area, people are deprived even of the most basic government facilities like basic education, health and communications.

HICODEF has experience of working with communities in Nawalparasi. Before the formation of HICODEF, the same staff was involved in ActionAid Nepal's integrated community development programme, which started in 1993. Children's issues were of central concern to ActionAid Nepal, particularly after the study, 'Listening to Smaller Voices', which concerned children's participation. This emphasis on children made HICODEF staff more interested in child-focused programming. HICODEF programmes are funded through child sponsorship, so there is a direct link to children, but programmes work with both adults and children in each community. Staff began to see that children are not just beneficiaries but important stakeholders in their programmes. They recognised that HICODEF needs to evaluate interventions from the point of view of both boys and girls, and to consider positive and negative aspects of programme impact. Participation in this research project provided an opportunity to review their programme cycle and M & E systems.

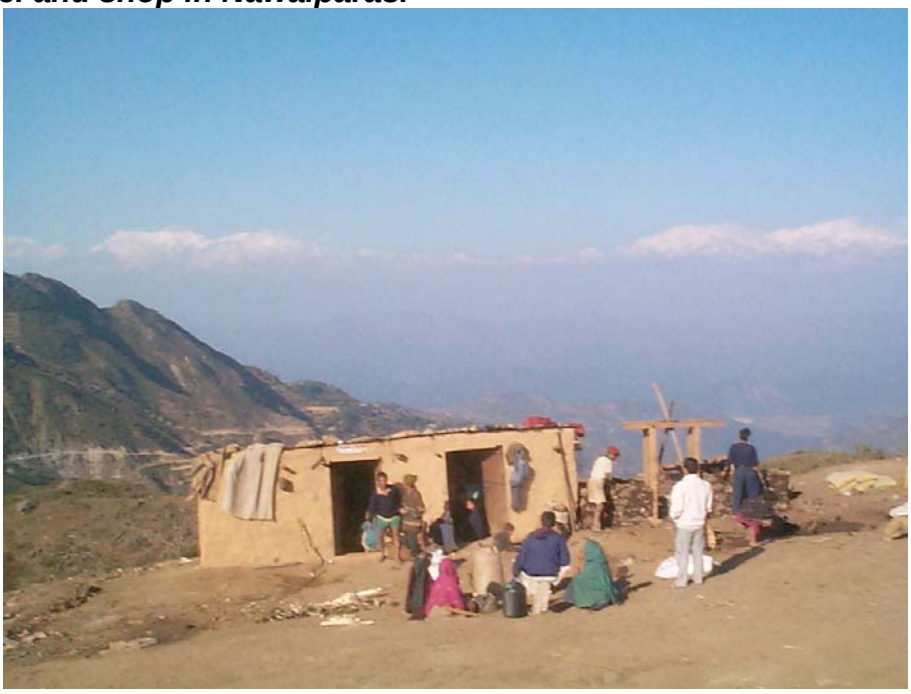
The objectives of the case study were as follows:

- To understand the impact on children of HICODEF's integrated community development programmes
- To identify child-friendly participatory tools and techniques to evaluate programmes from children's own perspectives
- To share the information and learning with others working with children

This case study looked at boys' and girls' perceptions of issues relating to their lives. It assessed how effectively children participate in HICODEF's programmes and whether they were considered as stakeholders or as enthusiastic and cheap labour for project implementation. It investigated the reactions of children to different programmes, including water, forestry, education and income generation, on the basis of their own experience. It also explored different ways of working with girls, boys, men and women in order to do this, and looked at how child-sensitive or focused HICODEF's programmes are. Finally it considered how to allow children themselves to evaluate programmes, to fit into HICODEF's view of a more rights-based approach to development.

Children should have the option to participate in the whole programme process, from planning to evaluation and reflection, not only in physical activities. Evaluating programmes in a more child-sensitive way and allowing evaluations to be carried out largely by children themselves are steps towards empowerment.

Small hotel and shop in Nawalparasi



5.2 PROCESS

Development FOCUS International met with different organisations and found partners that were interested in taking the research project forwards. ActionAid had been involved in previous work on children's participation and was keen to support the project and link Development FOCUS International with their partners, HICODEF, in Nawalparasi. The research co-ordinator employed by Development FOCUS International had just finished working with SC US on a project on child-rearing practices using participatory approaches. A meeting was held between the senior officials of HICODEF and the research co-ordinator to share the project concept and establish a relationship.

A workshop was organised with Development FOCUS International and many of the field and office staff from HICODEF to discuss the project and become familiar with each other. The workshop resulted in a common understanding of rights and child rights, of M&E and other issues that necessary to put rights into practice [see also Sections 2 and 3]. HICODEF's M&E system was discussed and reviewed with staff and common objectives were reached for carrying out the case study. It was agreed that the research for the detailed case study would be carried out in HICODEF's working area.

Timeline

The timeline overleaf outlines the process from planning, informed consent and work in the communities to review and reflection, analysis, verification with the different stakeholders, and sharing with other organisations. Throughout the process, the research team documented and analysed the information. The organisational mapping of reference groups and review of HICODEF's documentation was carried out at the same time.

Case Study Time-Line

July 2000	August 2000	Sept. 2000	Oct. - Dec. 2000	Jan. 2001	Feb.-Apr. 2001
PLAN	**INFORMED CONSENT**	**FIELD WORK**	**ANALYSIS / REVIEW**	**REVISIT**	**SHARING**
• W/S with HICODEF / DF • Understanding and developing partnership • Institutional analysis of HICODEF • Consensus on how to proceed with the research • Ethics / participatory approaches • Rights-based approach • Identifying the stakeholders • M & E and HICODEF's project cycle • Review capacity to work with children • Child rights: theory and practice • Research objectives • Team building • Select areas for school, groups, individuals and villages	• Area familiarisation • Inform concerned people in the community	• Testing out participatory process & tools • Analysing information • Identifying issues for further discussion • Informing community for next steps	• Analyse usefulness of the process & tools • Analysing outcomes • Exploring alternative tools • Review different stakeholders • Review the relevance to programmes • Learning / lessons from others • W/S with DF review process / achievements & sharing on a rights-based approach	• Triangulation • Sharing • Collecting complementary information • Discussion / analysis in team	• Workshop with children for sharing, verification and collecting more information • Discussion with men, women and within team for triangulation • Sharing in team, HICODEF, district and reference groups

KEY:
W/S = workshop
DF = Development FOCUS

Case study location

HICODEF works in 12 areas in Nawalparasi that are formally known as Village Development Committees (VDCs). As HICODEF were particularly keen to look at the impact of their programmes, three of them were selected on the following criteria:

- All HICODEF's integrated programmes have been introduced
- They are considered as old from a programme point of view
- A comparison could be made of the situation pre- and post-intervention

After selection of the VDCs, the research team visited all the areas for familiarisation and to obtain informed consent from all concerned bodies. The research was carried out as a part of HICODEF's programme, not as an extra activity. This created a more relaxed process and a familiar situation for both the team and the community participants.

Application of participatory tools and techniques

The research process was carried out in a participatory way using various participatory tools and techniques. The team applied visuals as much as possible and used local materials to make the process live, interesting and simple. The team was helped by literate children taking notes but drawings were done, comments made and their situations analysed by literate and non-literate children. All children in the villages were involved in the process, both children that attended and those that did not attend children's groups, literacy classes or schools. Boys and girls were involved separately or combined as per the needs of the research. The team took note of their different views, different ways of expressing themselves, conflicts in opinion and separate issues. Different stakeholders, like VDC officials, teachers, girls, boys, men and women, were involved throughout the process. The process for informed consent was applied continuously so that people were aware of the different stages of the process and could opt out at any time. Confidentiality of individuals was maintained at all times.

Consultation and sharing

Consultation and feedback were done throughout the research to verify information and to make sure the research was on the right track. The team also continued to explore the use of additional tools and techniques for considering impact. In every monthly HICODEF programme meeting, research updates and findings were shared. More formally, a sharing workshop was organised at district level for governmental and non-governmental agencies involved in child issues. A national level workshop was also organised with the reference group organisations with child focused programmes or monitoring and evaluation systems which are sensitive to different interest groups, including marginalised groups.

Approaches and tools

The following table shows two examples of the flow of tools that were used during the research. The first flow focused on the programmes to understand children's perspectives about them. The second flow focused on children's lives to see how well programmes actually fit in with the boys' and girls' priorities and needs.

Children's Evaluation of Programmes

FLOW OF TOOLS	PURPOSE
Social map	• Identify children's awareness on HICODEF programme • Entry point for discussion • Rapport building
Positive and negative aspect/indicator analysis of programmes	• Identify what children's likes and dislikes are • To identify the reasons of their likes and dislikes • Girls and boys preliminary evaluation of the programmes
Pair-wise ranking	• Identify the reasons of preference between each programme • Verify the information gathered from other tools • Identify the programme which the girls and boys like most, with reasons
Project cycle analysis	• Identify the children's involvement in different stage of the programme • Identify the children's involvement in different activities • Identify children's involvement in decision making process • Verify other information given by community (M /F) and children

Children's Analysis of their Lives

FLOW OF TOOLS	PURPOSE
Drawing children's vision of ideal/existing situations	• Identify the vision of children towards better condition • Find the gaps between the ideal and the present real life • Link up information with child rights
Positive and negative aspect/indicator analysis of family, community and school	• Identify the likes and dislikes of children in family, community and school and the problems • Identify the children's indicators of family, community and school • Relate children's indicator to programme indicators
Stepping exercise and action planning --- --- --- ---	• Seek ways to address the identified problems • Find the stakeholders who can contribute to settle the problems.

Other examples of tools and techniques

A number of other participatory tools and techniques were applied, examples of which are explained below.

a) Scoring work and play for gender differences and changes. The purpose of this was to:

- Identify the major work and play of girls and boys by drawing
- Know their levels of involvement in work and play, with their reasons
- Provide an opportunity for self-assessment of their involvement in different activities, comparing the work of boys and girls through visual methods
- Create fun to increase lively participation

Children scoring their indicators

b) Seasonal calendars were used to understand seasonal variations in labour, work and play. This not only helps to provide a baseline of information on children's lives, but also to plan what times of year are best to work with the children on different programme interventions and M&E activities.

c) Pictorial mood matrix or evaluation matrix for children's groups. The purpose of this was to:

- Identify the level of happiness or sadness of girls and boys about their own group
- Explore new subjects for further activities
- Collect different views of girls and boys on the same topic
- Analyse findings in relationship to their rights

d) Time allocation. The purpose of this was to:

- Identify how children allocate their time for different activities
- Identify the differences between girls and boys on the basis of workload
- Discuss about how this has changed from the past
- Have a baseline for the future

Children were oriented to the time allocation forms and timelines. They were shown how to calculate time (sometimes using watches, if they had them, or other indications about the time of day, such as when it gets light and dark or when the school bell goes etc.). They were also shown how to record activities performed at the same time. Time allocation was based on two days, before and after the school examination days, to find out their involvement in different activities both on the leisure days and at a busy time. The time spent on different activities was discussed with children and compared to the time they had spent in the past on different types of work. This information could also serve as a baseline for the future.

e) Confidence lines – individual and in child groups. The purpose of this was to know what events, activities and programmes have helped children to increase or lose their confidence with reasons.

Children were shown how to do a confidence line. A graph was drawn with one axis representing confidence and the other time. Individual children drew lines first on the basis of their own personal perspective. The reasons for the peaks and troughs in the line were noted on the line. The team then worked with the group of children to put together a confidence line for the group, noting the reasons for the changes in confidence within the group represented by the peaks and troughs on the line.

f) Focus group discussions with adults and children of different ages and gender and policy makers were also used to verify findings and do further action planning.

Analysis and documentation

Data analysis and documentation were done on the spot and throughout the research process so that information could be verified immediately and complementary information collected. The analysis was done by the HICODEF team and verified with different people in the community, including children as well as with policy makers, to check whether they agreed with the analysis.

Conclusions were drawn from all the research findings by the HICODEF research team after discussions and verification with different stakeholders (the children and adults in the communities, schoolteachers, health workers, VDC personnel etc.). Confidentiality was maintained at all stages of the work: children's age, gender, ethnicity and whether they were going to school or not were recorded without identifying the children individually.

5.3 UNDERSTANDING THE SOCIAL CONTEXT CHILDREN LIVE IN AND THEIR ASPIRATIONS FOR THE FUTURE

Children were asked to share their dreams for the future and to explain who or what could support them or hinder them in the achievement of their dreams. They were also asked the following:

- What they liked and disliked about the different worlds in which they were living (family school, community) and what action could be taken to change things
- What their aspirations for these worlds are
- What action could be taken to change things and who could provide support

Examples from these discussions are set out below. This analysis of positive and negative aspects of children's lives helped identify some of the more child focused and qualitative

indicators that could be developed alongside quantitative statistics about physical inputs and outputs.

Children's dreams

Examples of children's dreams for the future are set out below. Looking at boys' and girls' dreams, and the way in which they might realise these or overcome barriers and challenges that get in their way, allows an understanding of the way in which different stakeholders could help children to achieve their goals. The whole issue of rights is also addressed by starting from children's reality and current situation and considering how this is different from their ideal situation. Steps for action to achieve a better quality of life were considered by children in a steps exercise.

Children's dreams and future plans are heavily influenced by infrastructural development, for example, a newly constructed road, hospital, school and market, and the current socio-political situation of the country. The level of their exposure, i.e. their outer knowledge and contact with people from outside their home village, was also reflected in their dreams.

Examples of children's dreams:-

To be a teacher (5 girls)

Causes Of The Dream	Who & What Could Support Fulfilment Of The Dream	Who & What Could Restrain Fulfilment Of The Dream
• To earn better money • Prestigious job • Can get locally • Opportunity to educate others • Opportunity to serve the nation living locally	• Education • Relatives • School management committee • Local elite • Money	• If education is not completed • High competition with friends • No powerful relatives • Those who do not like to see progress (enemies)

To be a teacher (4 boys)

• To earn money • To gain prestige • To get a job in the village • Social service (making people literate)	• Education • Relatives • Parents	• Poverty (having no money) • No powerful relatives

To be a shopkeeper (1 boy)

• To earn better money • Easy job • Prestigious occupation • Life would become easier	• Newly constructed road and transportation • Education • Banks	• Parent's low level of income • Lack of education • Enemies • Use of extreme alcohol • Not knowing the commercial tricks

To be a soldier / Lahure (3 boys)

• Get a chance to travel the world • It increases the prestige of village • Get a lot of money • Get opportunity to serve the nation • Become popular in the village • Maintain physical strength • Get pension facility even in old age	• Education • Money to help get in (have to give bribe) • Relatives • Strong and healthy body • Family • Local elite	• Poverty • Lack of relatives • Friends (high competition) • If the health is down • Over population • If parents do not allow • Enemies

To be a driver (1 boy)

• Earn money • Opportunity to serve village by carrying materials • Get opportunity to travel to outer areas	• Education • Money • Skill • Training	• Low income • Incomplete education • Lack of money

Most dreams were about an easier life, with sufficient food, shelter and clothes, and with a high priority given to earning money. The major constraint to achieving their goals was a lack of money, disturbance from enemies, high competition, lack of relatives in power, and personal dissatisfaction. According to them, money, relatives, education and parents are the helping hands to turn their dreams into reality.

Children's likes and dislikes

Children expressed their likes and dislikes about different aspects of their lives at school, in the community and in their families. This was called ‘Positive and negative aspect/indicator analysis’ as it led to the development of child sensitive indicators.

The following table presents examples of children’s feedback about their likes and dislikes, and action that could be taken to improve things. It is compiled from discussions about the school environment.

The school environment

CHILDREN'S LIKES	CHILDREN'S DISLIKES	SUGGESTIONS TO IMPROVE SCHOOL ENVIRONMENT
• School nearby, able to work and study at the same time • Being able to play and have fun • Getting chance to wear new and clean clothes • Not having to graze animals and other household work • Being able to read and hear interesting stories, giving knowledge and morals • Being able to meet and interact with new people • Having a chance to study even at home because of schooling • Some of the teachers teach very nicely • Understanding how it feels to be successful in the exams and enjoying it • Being able to go to school along with younger brothers/sisters (looking after them in the process) • Being loved by the teachers • Adult literary centres being conducted in nearby schools • Getting chance to live in a healthy environment • Being able to learn new things • Regular time-table being followed in schools • Getting a chance to learn lessons on discipline and ethics. • School using the various equipment • Different furniture being made • Provision for separate lavatory and drinking water	• Quarrels among friends • Punishments by the teachers • Not getting enough time to study at home • Parents asking them to do household work instead of going to schools • Teachers not being punctual/ not teaching. • Failing exams. • Not being able to follow the lessons • Being irregular at school • Parents not providing them books and other stationery. • Teachers not teaching properly • Being hurt while playing • The teachers teaching English without former preparation • The teachers losing their temper while teaching • The teachers not teaching despite being present in school • Few extra activities • Secondary level being given special treatment over primary level • Admission fees quite expensive • The classrooms not being cleaned properly	• Conducting extra curricular activities every Friday (cultural programmes, quiz contests, etc.) • Giving the same treatment to the primary levels (letting the students go home in the absence of the teachers; when certain programmes are held; letting the senior students sit in the well equipped classrooms with proper desks and, chairs). • Charging less admission fees. • Laying a strong foundation for the classrooms

This created an initial snapshot of the school environment which started to generate ideas about the kind of related indicators that could be developed. These needed to be reviewed to decide which would be measurable as indicators and which issues staff, children or teachers would be able to monitor in their different roles. Immediately evident was the scope of the indicators and how important it is to go beyond enrolment figures to understand the quality of educational services and the ability of children to take up opportunities to attend school.

Likes and dislikes

Developing children's indicators

The list below comes from the likes and dislikes of children with regard to their community. All the negative aspects are changed to positive indicators so that they can be ranked by the children to give their perspective on the levels at different points in time. This gives and indication of whether their situation is improving or becoming worse. This was carried out for school, community and family and the following list is an example from the discussions with children about the community.

Many issues were raised by children in the children's clubs. Both girls and boys commented that they are often expected to clean up after adults - especially men - who do not seem to care about the state of the water tap, for example. Children's groups were also concerned about garbage and compost and extreme alcohol abuse. Children's groups tackle the latter by trying to shame individual adults into stopping the habit and respecting their fellow community members. The women in the community support this as do some of the men, but many men ignore the children's voices. They feel children should be quiet and obey adults.

After discussing what they like and dislike regarding the community, the team worked with children to form a set of positive indicators. These could be tought of as their aspirations for the community:

- Sanitation and clean villages
- Community living without quarrel and conflict
- Co-operation in common works
- Equal adherence to social rules by all community members
- No quarrels between husbands and wives
- No discrimination among friends
- No domination of children by adults
- Children's participation in planning community works
- Adults' help, advice and praise for children's efforts
- No discrimination between daughters and sons
- Health care opportunities
- Balance between work and study

- Infrastructural development such as roads, schools, healthcare and post
- Children's participation in decisions about issues which effect them directly
- Adults' empathy with what children say
- Children having a relationship with other organisations/agencies
- Opportunities for participation in projects
- Love from seniors

The community level issues are being reviewed in HICODEF's on-going planning to see which of the children's aspirations could be developed as indicators and who could monitor progress or decline in the situation. Each of these issues can be monitored by using techniques such as ranking to look at change from the perspective of different stakeholders in the community. Evaluation matrices, ranking scales or time-trends could be used.

Evaluation matrix

Children's ideas about actions to take

The following tables provide examples of children's feedback about solutions to situations they do not like. It is taken from discussions about the family. After children discussed their likes and dislikes and how they would like things to be within the school, community and family, they suggested solutions, with ideas of who could provide support to achieve them.

Problems and solutions concerning the family environment

ISSUES	SOLUTIONS	POSSIBLE SUPPORTERS
Quarrel in the family	• Educate parents • Parents have to convince in children's disputes • Support to uplift the economic condition of families • No use of alcohol; being aware not to store it in house • Collective decision for work in family • Parents should respect household norms	• Household head and family members • Local elite • Youth clubs • Child groups • Mother's group
Sending children herding instead of to school	• Awareness programme for parents about education • Introduce adult literacy class • Elites to convince parents • Start child learning centres • Send children to school	• Parents • Elder siblings • Local elite • Child groups • Male and female groups • NGOs • VDC • HICODEF

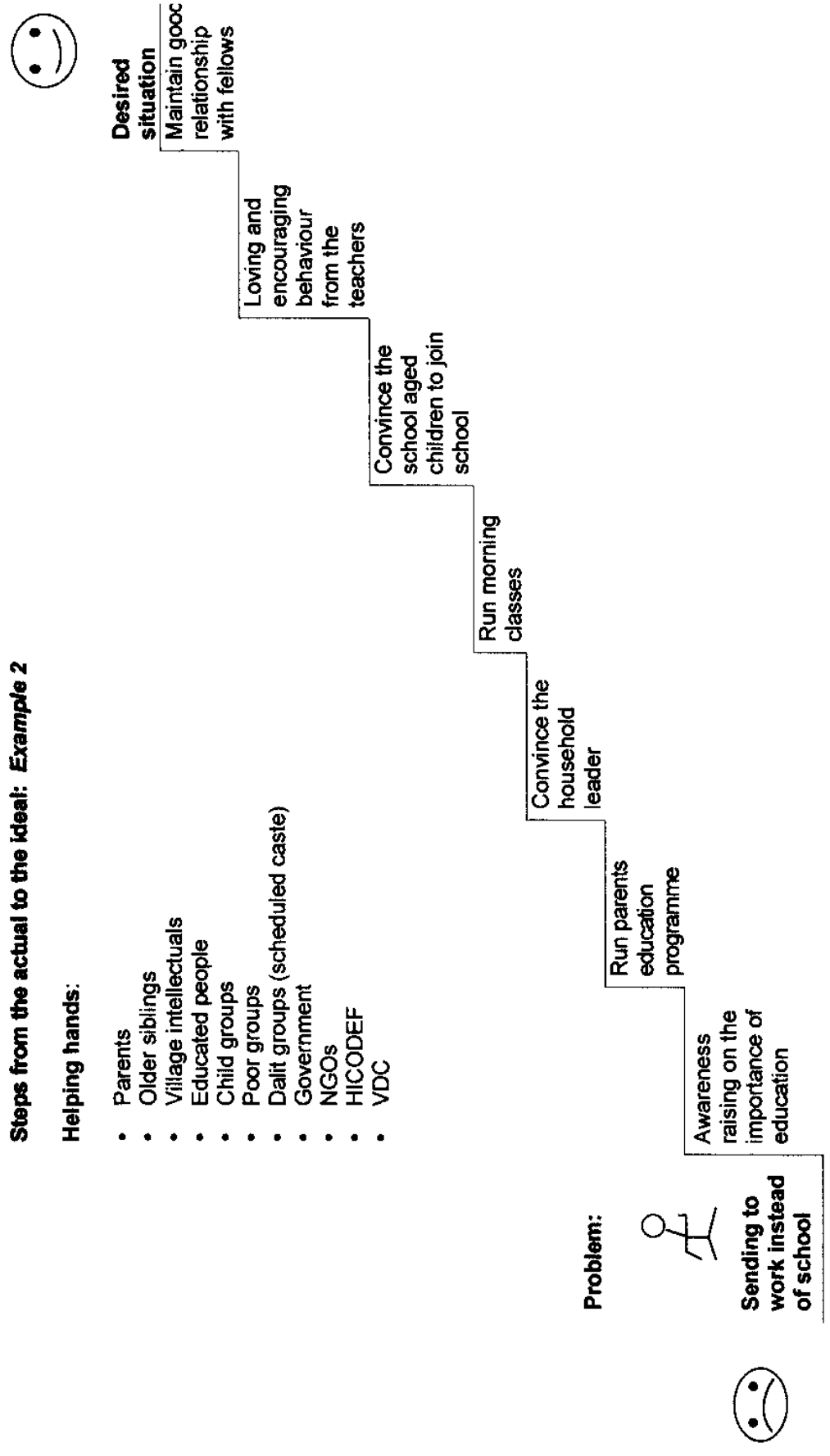
Some of these issues are highly sensitive and personal. The analysis gives at least an idea of children's aspirations for an ideal family, and the ways in which their perceived rights are being met or violated. Children still identify a need for external help to address family issues and, ideally, they would like to work toward a harmonious house with time to study and play. They also showed a desire to participate in decision-making and to work alongside serious parents, who do not drink or abuse them.

The awareness of rights is high amongst boys and girls, both members of children's groups and those who are not. Children who are not in the VDCs where HICODEF work are, nevertheless, aware of these groups. At some point this feedback should be compared with their views.

From the actual to the ideal for children

In order to add realism to achieving their dreams and aspirations, children were asked to identify steps and 'helping hands' necessary to achieve their dreams. Action oriented tools were important for ethical reasons, not just in terms of rights but also to start turning theory into practice. Examples from the detailed planning are presented below.

Steps from the actual to the ideal: Example 1
Helping hands:
Household leader and family members
Older brothers and sisters
Village intellectuals
Youth club
Child group
Ward member
Mothers' group
Desired situation
Understand importance of feeding children on time
Nutrition education to the parents
Children to assist parents on household chores
Parents to guide/help children on time
Elder children to feed the younger ones when parents are busy with other work
Feed children on time
Take care of children property
Problem
Not having food on time


Steps from the actual to the ideal: Example 2
Helping hands:
Parents
Older siblings
Village intellectuals
Educated people
Child groups
Poor groups
Dalit groups (scheduled caste)
Government
NGOs
HICODEF
VDC
Problem:
Sending to work instead of school
Awareness raising on the importance of education
Run parents education programme
Convince the household leader
Run morning classes
Convince the school aged children to join school
Loving and encouraging behaviour from the teachers
Maintain good relationship with fellows
Desired situation

Children's planning on different issues

The following are examples of planning with children, relating to school and family issues. This proves that children can plan in detail. It also helps to guide the organisation to follow-up on the plan. In the plans, children identified roles and detailed activities. The plans may help the organisation to monitor progress according to the assigned responsibilities in the future.

Example1

Children's view of roles for improving the school environment

Issue → / Stakeholders	Punishment in school	Teachers' attendance	School opening and closing times
Parents	Hard punishment may spoil the children's memories Parents should suggest teachers do not punish children hard. Punish slight if it is a must.	Complain to the headmaster and school management committee if teachers are not regular or on time. Complain to the VDC and District education office	Complain and discuss with the SMC about the problems of school time.
VDC/Ward Chairperson	Suggest teachers do not punish children hard	Report to the district education office if teachers do not obey the headmaster and SMC	Suggest teachers to be regular and punctual in school
Teacher	Be self-disciplined and do not punish children hard.	Be regular and punctual in school	Open and run school on time properly
Poor group	Suggest teachers do not punish children hard	Pressure the SMC to punish the disobedient teacher (if any)	Pressure the SMC to pressure the SMC
Child group	Convince other fellows to be disciplined and suggest teachers do not punish children hard	Pressure the teachers to be regular and punctual in school in alliance with village intellectuals.	How can the teachers teach children when they are not punctual themselves.
Mothers group	Suggest teachers do not punish children hard	Teachers make rules for the school. They themselves need to obey them. Suggest the teachers to be regular and punctual and abide the rules indicating their morale.	Suggest keeping the school running on pre-set routine.
Village intellectuals	Suggest teachers do not punish children at once Punish slight if it is a must.	Suggest teachers saying, "You are to teach children good things in spite of any wrong doing."	Schooling time must be punctual to teach punctuality to the children, otherwise how can the teachers teach other things to children? Suggest the teachers.

Example 2

Children's view of roles for improving the family environment

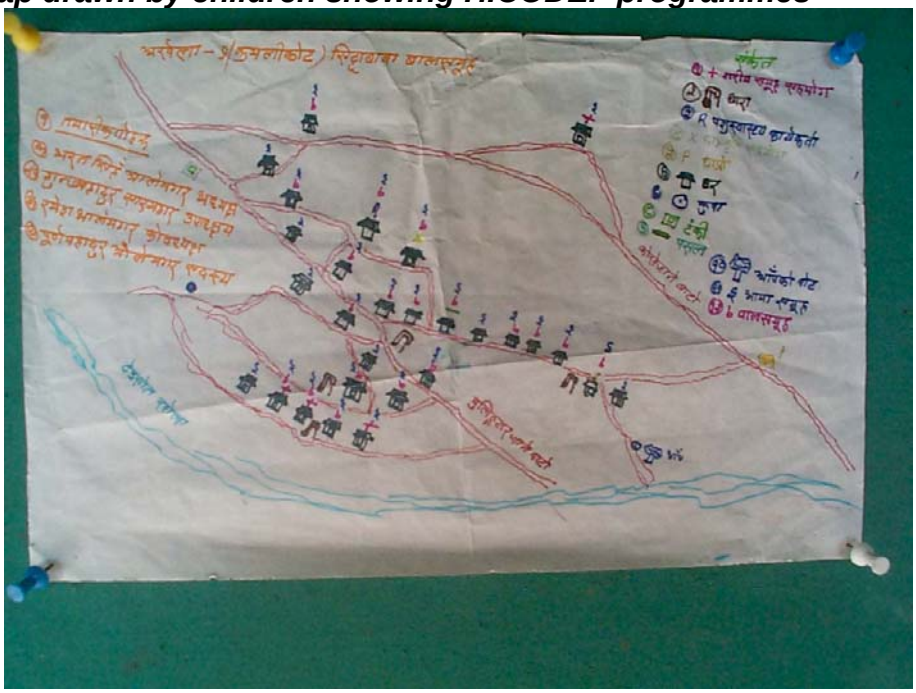
ISSUE → / STAKEHOLDERS	Going to school on time	Discrimination between daughter and son	Scolding using filthy words
Household head	Arrange necessary materials to go to school Do not make children work much Prepare time table for them	Provide equal opportunity to both daughter and son on health, education, sports etc.	Talk to children politely even though they made a mistake
Teacher	Make parents aware about the importance of education	Convince the parents that daughters and sons are the same	Convince the parents and children
VDC	Support poor families and inform guardians	Convince the parents that daughters and sons are the same, in mass gathering	Convince the parents
Local institutions	Make parent and children aware of the importance of education	Convince the parents to make no discrimination between daughter and son	Convince the parents and children

5.4 UNDERSTANDING CHILDREN'S PERCEPTIONS OF THE EFFECTS OF HICODEF INTERVENTIONS

In official HICODEF documents, the programme recognises children as active participants in the development process, but interventions in the past were seen either as programmes specifically for children or as adult programmes that did not concern children. However, programmes relating to children's clubs, formal and non-formal education, and children's health are relevant to children and children's rights. Hence the project sought to understand how all of HICODEF's programmes (infrastructure, water, forestry, income generation, health etc.) had effected children's lives.

After learning about children's perceptions of the social context they live in (school, community and family), the children evaluated HICODEF interventions. Through the mapping process, HICODEF found that children throughout the VDCs were very knowledgeable about the whole range of programmes. Even children as young as 5 or 6 years old did not have a problem identifying and discussing the different interventions.

Village map drawn by children showing HICODEF programmes



The following results are based on the children's own understanding, experience and analysis. The comparison between programmes showed that the favourite intervention amongst the children – both boys and girls – was the water tap. It saved them time spent collecting water and enabled them to keep cleaner and spend more time at school and play. They also liked the opportunity to go to school (with girls attendance very much on the increase), and the children's club was liked by those who attended. Many of the girls especially liked the community forestry programme as it saved them time collecting firewood and fodder.

Boy prioritising issues through pairwise ranking

Children's Comparative Ranking of Various Programmes
Conducted by HICODEF (Matrix Ranking)

SN	**PROGRAMME**	1	2	3	4	5	6	7	8	9	10	11	12
1.	School	X	1	1	1	1	1	7	1	1	1	1	12
2.	Female Social Workers	X	X	2	4	5	2	7	8	9	10	11	12
3.	Poor Community	X	X	X	4	5	6	7	8	9	10	11	12
4.	Animal Health Worker	X	X	X	X	5	4	7	8	9	4	11	12
5.	Shop	X	X	X	X	X	5	7	8	9	10	5	12
6.	Rodi Ghar	X	X	X	X	X	X	7	8	9	10	11	12
7.	Roads	X	X	X	X	X	X	X	7	9	7	7	12
8.	Children Group	X	X	X	X	X	X	X	X	8	8	8	12
9.	Community Forests	X	X	X	X	X	X	X	X	X	9	11	12
10.	Comm. Worker (HICODEF)	X	X	X	X	X	X	X	X	X	X	10	12
11.	Leader Farmer	X	X	X	X	X	X	X	X	X	X	X	12
12.	Tap	X	X	X	X	X	X	X	X	X	X	X	X

Overall ranking:

1. Tap - 12
2. School - 10
3. Road - 10
4. Child group - 9
5. Community Forestry - 8
6. Shops + HICODEF's Worker + Leader farmer - 6

Amongst all the HICODEF programmes, the children mentioned those listed above. Children had sufficient information about the various programmes in the village and evaluated them on the basis of their advantages and disadvantages. In their evaluation, children gave more importance to activities that affect their lives directly, such a the tap, school, road and community forests. The children did not rank activities that the agency considers very important, perhaps because these activities have a more indirect influence.

The activities prioritised by children include those that save them time, thereby reducing their workload which gives them a better chance to study or earn money. Children indicated the importance of their education in many ways, as all the programmes they preferred are related either directly to school, learning or free up time so that they can go to school.

The children expressed their likes and dislikes about many of the HICODEF programmes. Some useful child-sensitive indicators could be drawn from this information. Examples from children’s evaluation of a couple of programmes are presented overleaf:

Rural drinking water programme

LIKES	DISLIKES
• Not having to travel long distances to fetch water • Clean drinking water being available nearby • Easier to wash and clean things • Promotes kitchen gardening.	• Irregular water supply / having to carry water from far away distance on such occasions. • Repair expenses high, forcing people to take loans • Children having to clean the surroundings

Community forests

LIKES	DISLIKES
• Easy availability of meeting venues and space for storing various items due to existence of community forest office building • Surroundings looking even more green and beautiful • Members of the community forests meeting regularly • Landslides being checked • Forest conservation facilitating people's access to grass, wood and timber nearby, thus saving their time and the hard labour of having to walk to distant forests • Being able to communicate, conduct meetings and to learn various rules and regulations following the food steps of the community forests	• Children even having to look after the maintenance of community forests • Parents being punished in the case of the failure of children to look after the forests. • Having to go deep inside the forests, which is too scary, and even being scolded by villagers for failing to do so. • Grazing animals being attacked and killed by tigers

Agricultural workers

LIKES	DISLIKES
• Easy to get seeds • Advice given for cultivating vegetation • Sometimes crops are checked and fresh advice given • Training provided at times	• Not agreeing with our viewpoints in times of need • Teaches very few things, limited ability to learn • Their methods and techniques • Does not help in our work

Mothers' group

LIKES	DISLIKES
• Avoiding disputes, mediating in case of one and settling them • Regular meetings being held • Maintaining and cleaning community buildings/houses	• Only one speaker in the meetings, others only silent spectators • Not being able to do anything themselves to prove their worth. • The members themselves not sending their children to schools • Not assisting the village cleaning activities

Adult literacy centre

LIKES	DISLIKES
• Illiterate people getting chance to study • Discipline being maintained by them • Regular homework being done by the participants • Participants also sending their children to schools • The volunteers working hard to teach them	• Irregular attendance by participants • Gossiping and whispering in the study hour • Some participants not maintaining discipline • Some participants not sending their children to school • Lack of confidence among the participants to speak freely

HICODEF are in the process of reviewing some of these as they consider what they should be monitoring and who should monitor it.

Children's evaluation of their participation in HICODEF past/current interventions

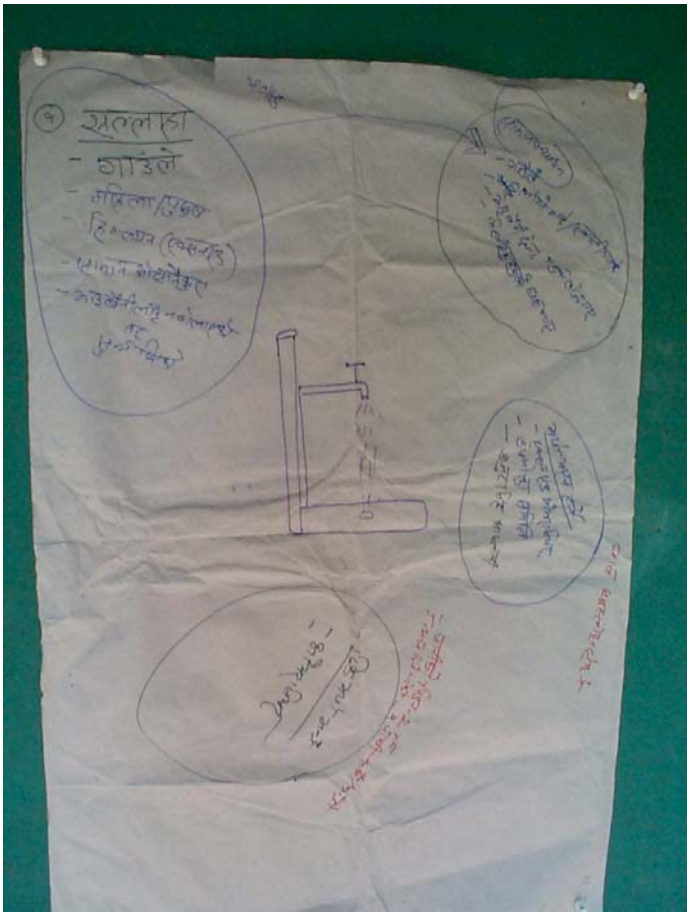
HICODEF was in the habit of saying that children participate in their programmes. They were keen to find out children's views on what this has meant. Water taps were chosen as an example for analysis, as it was the most popular programme amongst girls and boys. The team worked with children and found that, though children had participated in the physical labour involved in the construction of the tap, they did not participate in any of the discussions about planning and design. In fact one tap put in a school for drinking water was too high for any of the children to reach.

Children described the participation of different members of community in the water project as follows:

Participation in drinking water project

PLANNING	IMPLEMENTATION	MONITORING	EVALUATION
• Find out the source and place to construct tap stand **M/ O** • Decision making for the place of reserve tank **M/ O** • Agreement with the support organisation **M/F/ DWS Committee**	• Making canals **M/F/C** • Mason work **M** • Carrying stones from river bank **M/F/C** • Preparing sand for masonry work **M/C** • Helping cement & masonry work **M/F/C** • Constructing water tank **M** • Purchasing of materials **M** • Work on pipes **M/F/C** • Constructing source tank **M** • Making gate valve **M** • Plastering work **M** • Carrying sand & making place for water tank **M/F/C** • Distribution of water **M/O/ Committee** • Establishing filter net at the source **M**	• Ensuring whether pipe and tap stand is working **M/O** • Final recheck whether the project constructed as planning **M/O**	• Looking after the tank **M/F** • Repairing and maintenance **M** • Checking up on time to time **M/F** **KEY:** **M** = Male **F** = Female **C** = Children **O** = Overseer

Tap project cycle with stakeholder involvement



Summary of children's evaluation of HICODEF programmes

Children recognised the ways in which various programmes affected them, showed a keen interest in those programmes and formed their own opinions about them.

They did not overlook the role of many different people within the community in the development of the programmes, right from inception to the end. Nor had they forgotten their own role in the process. The children explained that the drinking water programme was very useful and influential, and that they had derived a number of advantages from it. Despite that, they said that their participation in any decision making process was denied both by the community and the programme itself. They were involved only in collecting building materials and carrying them to various places.

The community, even though using children, as labourers, has not recognised children's decision making and analytical capabilities. The children desperately want these capabilities to be recognised and accepted by everyone. Their desire to participate in the decision making and planning process has been denied by older people, and they are sometimes even rebuked for showing it. Often when children speak up the adults comment: "mau bhanda challa janney" meaning that the children are trying to act smarter than their parents. Sometimes they also say things like "how can you even think of doing something that we are unable to do?' This clearly shows that adults they do not think that children are capable, even though there are plenty of examples where they have proved their worth.

The children are never invited to attend any discussions or meetings. In any case they attend but still they have to sit and listen. Even if the elders are discussing them, their

viewpoints are not at all taken into consideration. On the other hand, the same elders do not miss any opportunity to make use of their labour, and these children are often involved in tough, arduous tasks.

Another point to be noted, relating to village taps, is that all the village children involved in the research process had rendered voluntary services by cleaning taps, springs, sources and surroundings collectively. According to them it is the adults who pollute such places. In spite of this, the children have never received any co-operation or appreciation from older people.

It is of the utmost importance that children should be given an opportunity to think, participate and pass their judgements on various issues, especially those affecting them. Whatever the parents/elders do to their children today, how they handle them will leave a deep impression on their minds and will surely be reflected in their future behaviour. M&E systems need to take children's participation in different types of activities into account at all stages of the development process.

Children's indicators

Children outlined different levels of solutions or indicators for changes in community, school and family. These will help HICODEF to assess whether they have been working on issues of concern to children and how they have considered children in the programmes. Some of these solutions and indicators can be developed and used in future programmes. What has been learned from the children could serve as a baseline in a sample of VDCs. In addition, impact indicators at school, community and family level could be developed for new VDCs and areas of work.

Indicators can also be developed from the analysis of different sectoral activities and programme areas. One of the most important indicators, which the children referred to constantly, is the amount of time freed up for studying and playing. Baseline studies need to consider, therefore, the relative amounts of time spent on work, education and play. This needs to be disaggregated by gender and age and the changes assessed with programmes and key events in children's lives. Indicators, and how they are assessed and verified, need further development and the systems within organisations need to be reviewed with different stakeholders in the community.

5.5 STARTING TO DEVELOP A BASELINE ON WORK AND PLAY

Children are defined within the community by their ability to work. Children work in the household on tasks like looking after siblings, washing dishes, sweeping and cleaning, herding and collecting water, fodder and firewood. Children start working on these tasks at the age of around 4-5 years. After the age of 11-12, children are regarded as capable of working quite efficiently and carrying out waged labour, while at 15-16 years they are as capable as the elder members of the family. The children are taught from an early age and given training by adults and older children to carry out various kinds of work depending upon their gender. According to their parents the children are taught the art of working rather than studying, although the value of literacy classes and school are increasing within the community.

The following tables give a snap shot of the type of work children are involved in and the gender split in the work of girls and boys. This was carried out with separate groups of boys and girls and then brought together and discussed. This kind of information, alongside the data collected in time allocation with a sample of families, can serve as a baseline for future comparison. The information is then also discussed with reference to past activites. The

relative work of girls and boys and the time involvement in different activities can be monitored in the future. Information about the relationships in the school, community and family also form part of the rolling baseline information.

The immediate observation made by girls and boys, and men and women in discussion is that waged labour and out migration of girls and boys has decreased significantly in the area. Girls and boys have far more leisure time and opportunity to play than in the past.

S #	Details of work	Girls	Boys
1.	Ploughing the field	---	10
2.	Grass cutting	5	5
3.	School going	3	7
4.	Feeding the chickens	5	5
5.	Washing utensils	8	2
6.	Cooking	8	2
7.	Fishing	5	5
8.	Weeding ginger/millets/maize etc.	5	5
9.	Working and helping in the construction of the house	5	5
10.	Carrying loads of maize	5	5
11.	Chopping the wood	2	8
12.	Feeding the buffaloes	5	5
13.	Preparing "Rakish" (a kind of liquor)	6	4
14.	Cleaning the village/roads	5	5
15.	Husking rice, maize in Dhiki (a wooden machine used for the purpose)	7	3
16.	Fencing	3	7
17.	Carrying water	6	4
18.	Grinding	8	2
19.	Grazing animals	5	5
20.	Carrying wood	5	5
21.	Looking after the pigs	8	2
22.	Sweeping the floor	7	3
23.	Washing clothes	6	4
24.	Throwing cow dung	5	5
25.	Constructing sty for the pig	1	9
26.	Going to shop for making new purchases	4	6
27.	Carrying loads	5	5
28.	Attending to the crops and saving them from monkeys	3	7
29.	Distributing invitations	-	10
30.	Looking after younger ones	7	3
31.	Weaving Gundri (a mat made of straw)	10	-

Children's seasonal workload

Seasonal calendars give important information about when in the year children are busy with work for the household or in waged labour, and therefore give a good indication of when they might want to be involved in development activities.

- Children have a particularly heavy workload in Jesth (May/June). There is agricultural work and they have to prepare for half yearly examinations if they are at school.
- Bhadra (Aug/Sept) is another busy month. Children have to be involved in heavy agricultural labour, but at the same time school opens after the long summer vacation.

Seasonal Workload Calendar

Baisakh (Apr/May) • Planting maize • Digging field • Collecting firewood • Herding • Wedding maize • Ploughing	**Jesth (May/June)** • Sowing Milled seed • Maize wedding • Sowing paddy plant • Collecting fodder • Herding • Collecting firewood	**Ashar (June/July)** • Planting paddy • Herding • Ploughing • Collecting fodder • Sweeping • Fetching water • Digging
Shrawan (Jul/Aug) • Planting paddy • Herding • Ploughing • Collecting fodder • Sweeping • Fetching water • Digging	**Bhadra (Aug/Sept)** • Weeding paddy • Harvesting maize • Collecting fodder • Planting millet • Collection of beans	**Ashoj (Sept/Oct)** » Harvesting maize » Start harvesting paddy » Plastering house » Herding » Fodder collection » Collection of green leaves from forest
Kartik (Oct/Nov) • Harvesting paddy • Harvest beans • Work in millet field • Herding	**Mangsir (Nov/Dec)** • Work on paddy harvesting • Harvesting of millet • Collection of beans from field • Kitchen garden works • Herding • Collection of straw	**Poush (Dec/Jan)** • Herding • Firewood Collection • Collection of compost • Fetching water
Magh (Jan/Feb) • Work on roofing • Collection of stones from the field • Ploughing • Firewood collection • Herding	**Falgun (Feb/March)** • Firewood collection • Work for slash and burn • Herding • Collection of manure • Ploughing	**Chaitra (March/April)** • Sowing maize • Ploughing • Work on slash and burn • Digging • Firewood collection

Children with completed seasonal calendar

Labour division between girls and boys

The following observations were made about the division of work between girls and boys:

- Girls do more household work than boys (cooking, washing, looking after the younger ones)
- The workload in the field is divided equally between girls and boys even though girls do almost all work in the household. Girls are overloaded by work.
- Girls are considered physically weaker than boys. Girls are therefore sent to graze old cattle while the boys are given young cattle. Girls, however, spend more time grazing and looking after the animals than the boys.
- Girls are hardly involved in any social activities (e.g. shopping, giving out invitations to the people etc.) Girls are thought not to be able to keep track of accounts and men instead of women tend to go to markets.
- Jobs like sweeping the floor are usually carried out by girls. When boys do these tasks, they are teased. Thus, boys don't have to do these jobs.
- Even young boys are expected to protect girls. Within the society boys are considered brave and are given the responsibility of guarding the crops in the field (especially against the monkeys). All the children are scared when they do this work. Girls may only do these kinds of tasks and go shopping with a brother, even if he is younger.

Children accept boys studying more than girls as a matter of course. There has always been a gender preference to send girls to school and although girls are now attending school more, they still leave school before they reach a high grade.

Children in leisure: games and sports

The analysis shown in the table below demonstrates the range of games played by girls and boys. Girls don't play certain games because they are too shy. They don't play with catapults, neither do they play games like Kabaddi. The former because they cannot use a catapult, and the latter because it involves lots of running, grabbing partners, pulling and pushing them and making them fall. Even though the girls like the game, they are too embarrassed to participate because they don't wear proper undergarments.

- The boys play more games than the girls and they prefer those events that involve physical exercise.
- Girls are more involved in games that are played inside and around their houses. Their participation is far less in sports that take more time or that require them to seek their parent's permission to go outside e.g. swimming.
- Boys are more active, especially in games where they have to use their physical strength for e.g. Kabaddi, volleyball, and races. This is perhaps also connected to their future dreams (refer to section on future dreams).
- Both the girls and the boys participate in various traditional games like 'Bato Chhoda' (Leave the Space), 'Dandibiyo' (a game played with a stick and a short four-sided piece), 'Lukamari' (hide and seek).
- The presence of Ghurkha soldiers, the seasonal migration of workers and the establishment of various organisations and agencies have slowly brought in new games and sports like Carom-board, ludo and volleyball which are growing in popularity.
- Parents feel that schools are the centres for learning new games and sports.
- The introduction of new games has undermined the popularity of traditional games like Ghuyetro (a sling for throwing stones) and Chhelo (shot put). Children still find activities like dancing and other cultural programs equally interesting and entertaining.
- Children by nature start playing as soon as they are free or get a break. On the whole they don't seem to play much during Ashar and Shrawan (June to August) because of monsoon and also because of the heavy work pressure during these seasons (refer to seasonal chart above).
- The children decide on the kind of games they want to play according to the number of participants and the venue. Girls and boys also like different games for different reasons that are laid out in the following table:

BOYS	GIRLS
- Requiring physical strength - Requiring them to go far away - Involving physical exercise	- Traditional - Easy/able to play inside the house - Enabling them to look after the house simultaneously

Kind of games played by children: (SCORING)

S #	GAMES	GIRLS	BOYS	REMARKS
1.	Bato Chhoda (give me way)	5	5	
2.	Bharlam Bharlam Bharkote	5	5	
3.	Kabaddi	Nil	10	Girls embarrassed for not wearing proper undergarments
4.	Daurane Khel (race)	2	8	
5.	Pryang (hanging game)	1	9	Girls embarrassed to play
6.	Rumal Chor (hiding hanky)	5	5	
7.	Left & right	5	5	
8.	Paudi (swimming)	3	7	
9.	Uphrane Khel (jumping)	5	5	
10.	Guleli Khel	Nil	10	Girls don't play as they don't have knowledge
11.	Phurio Khel	5	5	
12.	Khallaballi Lala	5	5	
13.	Ring Khel	5	5	
14.	Rumali Khel	5	5	
15.	Lukamari (hide & seek)	5	5	
16.	Ludo Goti	5	5	
17.	Gatta	5	5	
18.	Carom Board	2	8	
19.	Tato Alu	5	5	
20.	Volleyball	Nil	10	
21.	Dori (skipping)	5	5	
22.	Dandibiyo	5	5	
23.	Hulaki Dai (postman)	3	7	
24.	Majhi Dai (fisherman)	4	6	
25.	Khoppi	2	8	
26.	Guchha (marbles)	1	9	
27.	Ping (swing)	5	5	

An analysis was also carried out about which games were played at different times of year and why.

Discrimination between girls and boys is decreasing slowly according to boys and girls. But discrimination is still evident. Parents expect their daughters to get married at the age of 15-16 and still do not expect them to stay at school long. They often withdraw their daughters from the schools to either get married or work. Parents often keep having children until they have a son. Sons look after their parents in their old age; daughters leave the household to become daughters-in-law in their husband's household and are expected to work hard for their new family. Parents are expected to provide dowry for their daughters, which is a burden for many poor families.

5.6 IMPACT ASSESSMENT

The findings about the social context children are living in (school, community and family), and their evaluation of HICODEF programmes were brought together to assess the overall impact of the programmes on children's lives.

The results have been clustered into these categories or themes:

- Children's work load, labour and play
- Health and lifestyles
- Education
- Gender and caste discrimination
- Children's confidence, social capital and changing contribution to the community
- Children's participation in the development process

Mother and child in the fields

The accompanying table provides some examples of how impact was linked to the findings about children's lives. More detail about impact is given after the table.

IMPACT	EVIDENCE	TOOLS
▪ School attendance is higher, especially amongst girls ▪ School enrolment age is changing	▪ Other programmes including the tap, community forestry and road have feed up time for children that they use for study and to go to school ▪ Good school facility near the village ▪ Young children and girls are seen in the school	▪ Negative and positive analysis of programmes ▪ Time allocation ▪ Review of school register ▪ Discussion with teacher/ parents ▪ Focus group discussions (with girls, boys & adults) ▪ Observation
▪ Traditional value of girls and boys are changing	▪ Boys are also involved in some household chores (though still not as much as girls) ▪ Girls school enrolment and attendance at school is increasing ▪ Girls and boys regard themselves as being treated more equally than in the past.	▪ Scoring involvement in work ▪ Seasonal calendar ▪ Focus group discussions (by gender and age) ▪ Time allocation ▪ Observation
▪ Children are healthier than in the past ▪ More awareness of family planning, family size and an observation of lower birth rates ▪ Infant and child mortality is decreasing with more availability and use of health services and TBAs	▪ Health facilities increased nearby the village and are utilised by adults with their children ▪ Women do not want to have so many children ▪ Vaccination programme is regular and people are aware on its importance ▪ Disease like ARI and diarrhoea are not as common as in the past ▪ People hesitate to say the numbers of their children if that is more than three.	▪ Focused group discussions with men, women and girls and boys ▪ Positive and Negative aspects analysis ▪ Preference ranking ▪ Seasonal calendar ▪ Observation
▪ Development institutions started to give recognition to children as development partners.	▪ The children's magazine is valued among adults, although some of the men do not value it as much ▪ Children organise development activities in collaboration with other organisations (e.g. mothers group, CBOs, VDC, HICODEF)	▪ Focused group discussions ▪ Interaction / discussion ▪ Mood mapping ▪ Confidence line ▪ Observation
▪ Children have gained confidence	▪ Children have begun preparing programme proposals ▪ Publication of journal by children ▪ Linkage and co-ordination with other stakeholders	▪ Confidence line ▪ Discussion ▪ Preference ranking ▪ Positive and Negative aspects analysis ▪ Observation

Children's workload and labour

- The type of children's work is the same as in the past, but they spend less time working because of the accessible water supply, and the community forestry and road building programmes.
- Communities are still unable to keep children out of livelihood activities.
- Child migration for labour is at a very low level (exceptional cases only)

Parents consider children as their ‘helping hands’ though they try not to depend on their labour. This practice is different in every household, but everyone in the community is against "child labour" in theory.

As a direct result of HICODEF’s service provision and awareness programme, children move less to cities or to India to be involved in child labour. This is because programmes have provided local employment opportunities and improved income levels.

Adults recognise children's agricultural work, mainly in group farming activities. A child can be involved in agricultural work anywhere in the community. Employers have to pay children the same price as they pay an adult. The "Parma System" is a mutual exchange of labour that has increased children's involvement in agricultural work, while alleviating the heavy burden of work on them in their own fields. This system of community support reduces stress at household level.

Children no longer have to spend a long time fetching water, collecting firewood and fodder because of tap stands and community forests nearby. Children have to help their parents with household chores, but they can now do the same activities in a shorter time and in an easier way. The newly constructed gravelled road and market have also cut down the workload of children in the community, now that portering has shifted to tractors.

The burden of carrying salt

Health and lifestyles

- Children are healthier than in the past
- There is more awareness of family planning, family size and an observation of lower birth rates
- Infant and child mortality is decreasing with improved availability and use of health services and TBAs

Children said they get service from the health post and medicine while they are sick. Many people still believe in Shamanism (Dhami / Jhankri), but they consult with health workers first. One thing children mentioned to the team is that girls and boys are treated equally when sick. When asked who would get first treatment if both son and daughter become sick together, they said it would depend on who was most seriously ill.

The agriculture programme has influenced food habits, effecting children's health. Some years ago, vegetables were not used: people used dried soya beans, potato and dried fish. Adults and children now know the importance of green vegetables and they are eaten regularly. One of the parents said "Now children look healthier than in the past", and this was backed up by many other statements.

The programmes have gradually changed breakfast habits in the community. In the past, members of the community used to drink liquor early in the morning before going work, now this has shifted to tea. Children have also adopted the tea culture. Children and mother's groups are against the overuse of liquor. Children started to publish in their local child journals the names of people who disturbed others after drinking. This created an uneasy situation for the users and the consumption level of alcohol is decreasing.

Water is much more readily available**.** Sanitation and personal hygiene have improved. Children as well as adults wash their hands before meals

Lifestyle and income in relation to health:-

Greater income and infrastructural development have increased the availability of different foods. Health awareness programmes have led to improvements in the frequency, quantity and quality of food for children. This has resulted in better health conditions for children. Children can obtain bought food as well as traditional food. This availability has enlarged the practice of "choosing and searching options" among children and has made them more aware of health issues.

Women traders at the market

There has been a reduction the practice of smoking and chewing tobacco among school-aged children as a result of punishment by teachers, parent's protection and teasing by friends.

Locally available employment and increased income have reduced child and adult migration. Consequently, children spend more time living with their parents, and this has resulted in better childcare and greater time play and study.

Immunisation, a more nutritious diet and better care of parents have improved children's health status. Community members said, laughing, " We are able to save our money these days because our children do not become sick".

Women in the community use TBAs during childbirth. This practice saves the lives of both babies and women. People became more conscious about the use of TBAs and Sutkeri Samagri (materials for childbirth), first from the radio and then through training from the programme.

Parents are now shy about telling the team how many children they have if they have over three. The concept of family planning is widespread and the younger generation, as well as the older generation, are practising it. Adults used to have a saying, 'who has a stick is an owner of buffaloes and who has sons is an owner of wealth'. Now even older women and men say they would have had fewer children if they had known about family planning. Some adults also observe that the birth rate is declining since family planning has been available in the village.

Bhuvan Ale, a 42 years old local parent informed the team during the discussion that Fewer people are giving birth to disabled children nowadays and children do not suffer from 'Dhamki' (pneumonia) as they did in the past". He said this is because health has improved generally due to the health programme.

Education

School attendance is higher, especially amongst girls. Teachers reported that the enrolment of boys and girls in primary level is almost equal. Previously, parents preferred to send only their sons for education, but programmes such as non-formal education classes, REFLECT (a Freirian approach to literacy and development) and ACCESS (about access to school education) have made people – especially women – aware of the importance of girl's education. There are still less girls in the higher classes than boys but the increasing number of girls is significant.

Parents have become more aware about discrimination towards girls. In the past (and still in a few families), daughters were considered to be only a guest in the parental house for some years (before marriage), therefore parents preferred to teach them domestic work rather than to send them to school. Now, adults want to educate girls and give many reasons for this. One reason is that an educated girl would get a rich, handsome and capable groom, and if the groom is able to hold a job or earn, their lives may become enjoyable. “So, if we want to get qualified groom, we should also educate our daughters as well.” Though, the purpose of education for girls is not far sighted, there is at least a growing tendency to send girls to school The scholarship programme also gives preference to girls.

Because of access to non-formal education, the literacy rate of the whole community, including the children, has increased. The school enrolment age is younger than in the past. According to teachers, the drop-out rate is lower than in previous years. However, more girls than boys drop out at higher levels of education
The scholarship programme, support for school buildings education materials and furniture, as well as the income generation and community awareness programmes have all contributed to this.

As mentioned earlier, the growing physical facilities have contributed to the reduction of children’s involvement in collecting water, fodder and fuel and carrying goods from the Terrai. Both children and parents agreed on these issues.

Previously, school hours depended on the weather - schools were usually closed in rainy, windy, very cold or hot days because children had to study outside. Now, because of the school support programme that provides school buildings, education materials, drinking water, furniture and toilet facilities, schools are open more. This also keeps children away from employment.

Gender and caste discrimination

There is still a long way to go on issues of gender equity in Nepalese society, but traditional values that discriminated so heavily against girls are starting to change. Although girls still carry out more of the household work than boys, boys have started to become involved in unpaid, household work. Boys are, however, teased for getting involved with these activities.

Girls are still involved in social activities far less than the boys, although the literacy classes have provided the opportunity for both women and girls to meet together in a way that did not used to happen in traditional, rural Nepalese society. Boys are still more involved than girls and women in going to the market and shopping for goods.

As mentioned above, girls’ attendance at school is increasing, but has not reached the same level as boys.

The traditional 'marriage-age' has increased and now child-marriage is not an issue.

Adults no longer like to involve school-aged children in Rodi (a traditional dancing and singing place for unmarried girls and boys) and discourage them from participating in it. Those who participate in the Rodi are giving a signal that they are searching for marriage partners. Dancing now involves all ages, but is not so directly linked to finding a marriage partner.

During the research, issues of caste and ethnicity were also explored. There was found to be less discrimination amongst children on the basis of caste/ethnicity than is still prevalent amongst adults. The children's group backed up this observation. Therefore, caste may not be an issue when these children become adults!

Working with adults in a positive way

Children's confidence, social capital and contribution to community decisions

Children have gained confidence. Adults behaviour towards children has changed in a positive way, although some of the men in the community have more negative responses than the women. Because time needed for household work for all members of the family has decreased, children are less stressed. In the context of development interventions, adults and children are starting to share responsibilities though not yet on a very broad scale.

Children's clubs as pressure groups

The children's groups are generally made up both of children who go to school and those who do not. The following points were made during the exercise with groups on confidence lines.

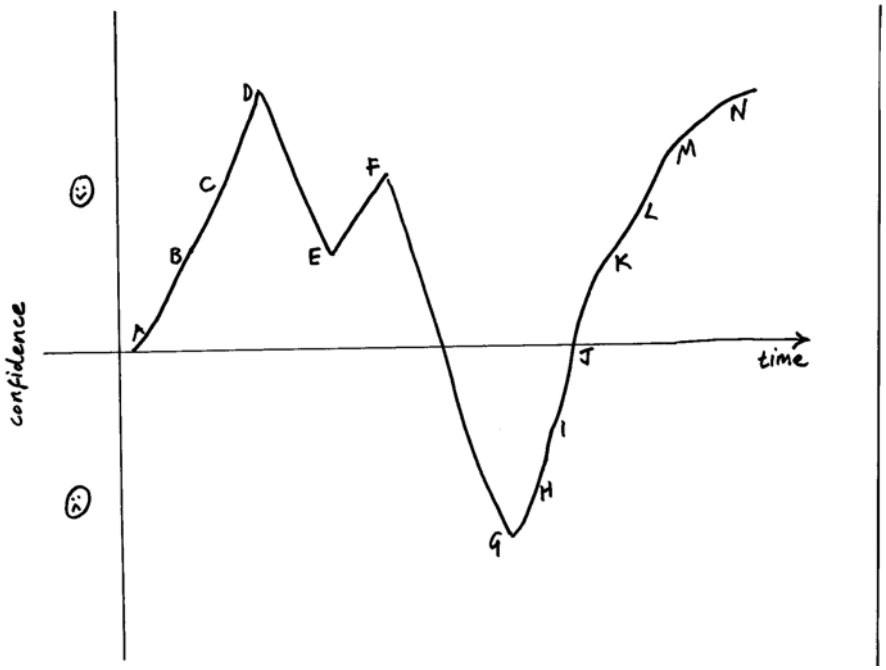
(A) The children's groups are seen as a pressure group in the community. Children discuss issues in their own group involving some dynamic adult advisers who help them, and then put proposals to the community. For example, the rule of keeping pigs in a sty was a successful suggestion from children. Children published their intentions and then went door to door to the community to convince them to their keep pigs in a sty, giving health and sanitation reasons. The children allowed people a period of time in which to construct sties. If a pig owner did not comply, then he or she had to pay a fine to the children. In some places the adjoining settlements also adopted this practice.

(B) Children provide support to other children who do not go to school. They have some funds and provide stationery for them. They also try to convince the parents to send their children to school.

(C) Children also play the role of mediators. The children try to shame the adults into behaving better by publishing their names in their newsletter. However, there are ethical issues and issues of adult responsibility to consider if children are encouraged to interact directly with drunken and violent adults, putting themselves at risk. Efforts are being made to form a good reciprocal relationship with the mothers' groups. Children feel that they are not alone and the whole force of the mothers' groups is behind them. Similarly, children settle disputes among their friends. They convince both parties to discuss their problems frankly and work to convince them to become friends.

(D) Children have established networks with other children's groups and with support agencies such as the Red Cross, the district child welfare committee and others. The Red Cross has been involved children directly in planning. Children's access in the VDCs is also increasing and they are starting to get support and resources to carry out children's programmes. Some children's groups are able to develop proposals requesting child programmes in their areas.

Confidence line carried out with children's group



A= Decision to form a child group
B= Formation of group (Oct. 1998)
C= First child group meeting (Nov.1898)
D= Got material support from AAN (Dec. 1998)
E= No meeting, no gathering because of conflict among members
F= Meeting started by secretary, started to collect Rs.2 as membership fee
G= Chairperson of group got married and left the group
H= New chairperson selected by the group
I= Decision to show street theatre
J= Started to show street theatre on Child Rights
K= People started to know about CRC
L= W/S with parents on CRC (March 2000)
M= Child group member attend W/S on CRC organised by HICODEF
N= Now (April, 2000)

Because of their participation in extra-curricular activities, children are broadening their knowledge. In every school, children have asked for extra curricular activities from the school management, and schools in several places have allocated half a day for it, every Friday. Children search for learning materials from district level agencies and I/NGOs. They also ask adults to bring materials for learning purposes. When they meet field workers, they usually ask whether they have any reading materials. There was no such practice in the past!

The ability to speak Nepali has also helped Mugar[11] children to express their views without hesitation in front of strangers as well as local adults. Children do not hesitate to meet

[11] The majority of people in the area are in the Mugar ethnic group (of Tibeto-Burmese origin).

newcomers and express their opinions. The regular presence of HICODEF fieldworkers in the community has helped in practising Nepali. Adults in the community, children and the programme staff all agreed that children were afraid at the beginning of programme interventions. It was either because they had less exposure to the outside world or because they were not able to speak Nepali. Now they enjoy both qualifications and confidence.

Contribution of children in the community

Children are involved in various activities that everyone views as beneficial to the community. For example they regularly keep their villages or toles[12] clean, especially maintaining the all-important water taps as well as the Chautaras or platforms where people rest. Adults and staff need to ensure that this is not just hard, cheap labour for children. They have also discussed amongst themselves and with adults in the community changes that they want to see in the village environment and in their lives.

Child groups have started to encourage children to join schools either by talking to them or making them aware of the importance of education, buying them stationery and other materials, even talking to and reassuring their parents.

Some parents are addicted to drinking and gambling. The children's group have had discussions in the community with adults to make them aware of the various ill affects of addiction. They have put information about this in their local magazines.

Disputes between the children, as with other disputes in the community, have been amicably settled through elders' arbitration. This has greatly helped to maintain a peaceful and cordial atmosphere within the community.

The children have encouraged activities aimed at sharpening their intelligence – such as quiz contests, cultural programmes, etc. They also celebrate children's day, informing local people about it through their publications.

In order to help in the smooth functioning of the community, the children have undertaken various initiatives to increase the community fund. They collect regular fees, organise cultural programmes and festivals, impose fines upon defaulters who fail to maintain a clean environment, and save funds through co-operative activities with other like-minded organisations. The children have started to network with youth clubs, mother groups, and VDCs.

The existence of close and cordial relationships between the children's group and other such groups have enabled them to function quite smoothly. However there are still many adults, especially men, in the community that do not agree with or support what they do.

[12] A tole is a smaller settlement within a VDC

Ethical issues and negative effects

If teams raise problematic issues with children, for example about disputes between drunken husbands and wives, they should be prepared and know how to deal with them. Generally, if children mediate and settle disputes, misunderstandings or hostilities between adults, this in itself constitutes a matter of shame and embarrassment to the adults. However, some adults in the community have accepted mistakes that are pointed out by children. The children also informed the team that wives tormented by their drunken husbands come to them with complaints seeking assistance. This could obviously have serious consequences for the children. Their rights to protection need to be considered, as well as adult's responsibilities to address disputes themselves.

Children's participation in the development process

Development organisations and agencies have started to give recognition to children as development partners. Some of the key messages to HICODEF are that there needs to be a greater understanding of how children can participate in the whole programme and project cycle.

In the context of a broader rights based approach to development, this project has helped to build on the foundations of a grassroots organisation committed to putting children's rights into practice. ActionAid, with whom they work in partnership, also advocates an inclusive approach to development. Thus, HICODEF have recognised the need to understand change in children's lives and the effects of different programmes. They also now recognise the importance of understanding all development programmes from a child's perspective, thus mainstreaming age as well as gender into their operations. By monitoring their programmes in a more child-sensitive way, HICODEF can improve implementation to the benefit of children. If children choose to participate, it is important to understand how and why and in what kinds of activities they participate – whether in planning or decision-making, as cheap labour for construction, or in monitoring and evaluation.

5.7 SUMMARY OF THE MAIN IMPACTS

The following are some of the main trends that were determined under different areas of concern relating to children's lives. The overall impact of the programmes and changes in the area and their lives fall within these themes:

Children's work load, labour and play	• Children's work takes up less time due to programmes for water supply, community forestry and road building • Freed-up time is being applied to learning activities • Communities are still unable to prevent children working • Labour migration for children is very low
Health and lifestyles	• Children are healthier than in the past • More awareness of family planning, family size and resulting lower birth rates • Infant and child mortality decreasing with greater availability and use of health services and TBAs
Education	• School attendance is higher, especially amongst girls • More girls than boys drop out at higher levels of education • School enrolment age is younger than in the past
Gender and caste discrimination	• The traditional value of girls and boys is changing • The traditional marriage-age has changed and now child-marriage is not an issue. • There is little or no caste discrimination among children.
Children's confidence, social capital & contribution to community decisions	• Children have grown in confidence • Adult behaviour towards children has improved, but some men are still disapproving • Parental pressure on children is decreasing due to less tome needed for household work • In the context of development interventions adults and children are starting to share responsibilities
Children's participation in the development process	• Development organisations and agencies beginning to recognise children as development partners • Children's physical involvement in programme activities is increasingly in building physical infrastructure and income generating programmes involving livestock .

5.8 IMPLICATIONS FOR HICODEF FUTURE PLANNING AND M&E

To a certain extent, HICODEF have already considered the interests, necessities and aspirations of the children while formulating and conducting their programmes. Some of their projects had taken children's needs into account, others had not included children in planning or decision-making as the programmes were not considered relevant to children. From this project, HICODEF has observed the importance of considering children in their broader development interventions such as water, forestry, and infrastructure, as well as education, health and children's clubs.
In the past the impacts on children's lives have not been well documented, although there was some reference to child sensitive approaches in the Country Strategy Paper (CSP) and in the more recent mid term review (MTR) carried out in the working area.

In the CSP II (1998-2002) the strategic importance of an intergenerational and inclusive approach to development is acknowledged. The document talks of "being sensitive towards the children is being sensitive to their needs, rights and their relation to the elder people". In order to actually ensure that this is happening and to provide better documentation of the effects of programmes on girls and boys, monitoring and evaluation systems need to be modified so that they are more child sensitive. In doing so, systems can also be made more sensitive to other stakeholders, and strive towards programmes that are aware of their potential positive and negative impacts on different interest groups, on people excluded by gender or age or ethnicity.

There can be simple quantitative indicators alongside some simple qualitative measures and a smaller sample of case studies where effects and impacts are reviewed in more depth. This understanding then could feed back into programming to make it more responsive.

The research in the field for this project reviewed thoroughly the situation of children within the programmes and the effects on them of different programmes. Following the completion of fieldwork, a strategic meeting was held with HICODEF staff to discuss the implications of the research findings for HICODEF.

The following propositions were put forward:

1. Within the context of a rights based approach, the M&E process should be made more sensitive to different interest groups including children.

2. Children need to be treated as active stakeholders in the development process. The failure of programmes to initiate children's participation in programmes needs to be explained in the context of a rights-based approach.

3. HICODEF need to monitor whether children get the opportunity to participate in a broad range of development programme activities. They need to discover the practical details of how and why and in what capacity they participate.

4. Monitoring should not only measure inputs and outputs, (for example, the school buildings, the enrolment lists, the number of taps) but other aspects of school and children's lives. They need to ask if children are actually being sent to the schools by their parents, or whether a programme has changed the system of making the children work even during study hour. Are teachers regularly attending the school to teach and how do they behave? What changes have been introduced in the education system?? How is the quality of education improving? Do girls stay on in higher levels of education and if not why not?

5. At the school level the children have mentioned many good influences. The reporting system fails to explain some issues that they mentioned, such as the need to promote the Nepali language. The reporting system also remains silent on subjects like teachers' presence in the school, the punishments given by teachers, efficiency of management committee, and relations between teachers, parents, managing committees and children. Even though HICODEF's reporting system has informed us about the various facilities provided and the school functions held, they have failed to describe these issues. Measures need to be taken.

6. The baseline information on children's lives created by this project could be reviewed in years to come and simple child-focused indicators developed. Some programmes may not show immediate results, but programmes can be monitored regularly and

reviewed in order to inform ongoing activities.

7. HICODEF faces a problem of not utilising its existing baseline information, collected when work started in the area. *"We have mainly only considered the numerical information and have tended to ignore the baseline information that informs us about the qualitative changes taking place over time*." A first baseline could be collected after some initial planning and design with the community and staff, and indicators including child-centred ones; subsequent changes could be reviewed within communities after a period of time. Newer baseline information could be added to create a Rolling Baseline with modified indicators. The programme needs to work with children from the beginning of the planning process.

8. Reporting systems may well collect information about the effect of programmes on different people in the community rather than children. Gender and generation analysis also needs to be carried out. Also, reporting often lacks an element of critical analysis. M&E systems often look at what has been done, how many times it has been done, how many people will benefit etc. The qualitative impacts on the lives of girls and boys have to be recognised, reported, and qualitatively acted upon.

9. HICODEF's present planning system does not seem to be as child-sensitive as it could be. Whenever we are working with the children, we should be fully aware of their household, school and community problems. Their problems should be carefully studied after which child sensitive Indicators should be prepared with children's help. The fieldwork has collected child sensitive information that can be used to develop indicators. These need to be considered alongside other indicators and a realistic plan constructed for staff and members of the community, including children, to monitor.

10. Adults need to be involved in programmes to address children's rights. Adult's awareness on rights has to evolve so that they can help put children's rights into practice. The children have made it clear who they think can solve their problems at household, community, and school levels respectively. Each individual's effort is necessary for the sustainability of the programme. At the same time, the expected roles of different actors or stakeholders, their actual roles, various difficulties and problems faced, and new lessons to be learnt should be described in details in HICODEF's programme and reporting systems.

11. There are certain programmes that are not directly targeted at children but do affect their lives. For instance, many children have expressed their positive viewpoints about community forests. At the same time, children are expected to look after the forest, their parents having to pay a penalty if they fail to do so. The reporting system should describe the difficulties faced by children as well as the various benefits received through the programmes initiated.

The implementation of HICODEF's policy has to be flexible and adapt to local geographical, economic, cultural, social and provincial conditions. Faced with diverse circumstances and dynamic issues, programmes need to be responsive and capable of change. Monitoring and Evaluation systems also need to evolve – they need to become gender and age sensitive and to develop flexible ways of working in the community. Monitoring change and periodically reviewing progress with children can help us to learn about our programmes; by understanding the impact that development programmes have on children's lives, we can modify our programmes to improve all our lives.

SECTION 6

A DETAILED CASE STUDY IN SOUTH AFRICA

6.1 INTRODUCTION

The South African case study involved a training and capacity-strengthening programme in children's rights and participatory methods; this was undertaken for the Regional Social Coordinators of the Working for Water Programme (WFWP) of the Department of Water Affairs and Forestry (DWAF), Government of South Africa (GoSA). The aim of the training was to strengthen staff capacity to engage with local communities, and to facilitate community participation in assessing the WFWP childcare programme.

Staff from the Early Learning Resource Unit, a South African NGO, contracted by WFWP to develop a monitoring and evaluation system for the childcare programme, also attended the training and capacity-strengthening programme. The collaboration of ELRU was intended to provide support and input into the design of the M&E system being developed.

The WFWP was initiated in 1995 under the Reconstruction and Development Programme (RDP). The main goal of the WFWP is to eradicate or bring under control invasive non-indigenous vegetation that has become a major environmental problem in South Africa. In particular, the high demand for water by these species has had adverse impacts on hydrological cycles, with reducing water tables and surface water sources drying up. Invasive species are also increasing the risk and intensity of bush fires, land erosion, declines in unique ecosystems (e.g. *fynbos*) and reductions in biodiversity.

The WFWP is a labour-intensive public works programme aimed at clearing invasive vegetation. Currently over 20,000 temporary jobs are created per annum, primarily in the formerly disadvantaged rural communities throughout the country. In addition, 60% of these job opportunities are reserved for women (with a priority on single female-headed households), 20% for youth, and 2% for disabled people.

WFWP has initiated an integrated childcare programme, designed to allow women to take up the job opportunities. One aspect of this initiative is the provision of a grant for children whose mothers are employed by WFWP to attend local community-based childcare facilities. It is available for children aged zero to six years for ECD and from six to 18 years in after school care. The levels of service provided by crèches vary significantly with the bulk of them located in the informal sector in deep rural and traditional areas. The programme's main purpose is to provide children with secure care, basic nutrition and beneficial environments in which to develop.

A second focus of the childcare programme is the provision of a one-off grant for crèches to assist with upgrading resources and capacity-building of staff. This funding will enable crèches to meet the minimum requirements for medium to long-term government and non-government support.

Children attending WFWP-sponsored creche

As part of the capacity-building programme for upgrading crèche resources and developing crèche staff skills, ELRU is working in collaboration with WFWP to develop a system of monitoring tools to ensure the implementation of a well-targeted and high quality support programme.

ELRU is a national research and training NGO with 21 years of experience in building capacity and developing materials and research, primarily in Early Childhood Development. ELRU runs a trainer's programme that includes modules on Adult Training and Facilitation Skills, Curriculum development and support, Management, Health, Community Development, Diversity and Special Needs.

The Family and Community Based Programme develops family and community support workers who are trained in a range of skills to assist families. These skills include the care and stimulation of children, linkages with income generation opportunities, health education and food aid. Another focus has been the training of day-care workers, pre-school and primary school teachers and governing bodies. Human rights, HIV/AIDS training and violence prevention education are new areas of training. They also undertake research projects towards policy development in the social sector, situation analyses of children for monitoring and advocacy processes, and evaluation studies.

The training and capacity-strengthening facilitated by Development Focus International, was attended by fifteen staff from WFW, comprising regional social coordinators and national and regional social development staff, and four staff of ELRU, the research manager, and three trainers.

6.2 OBJECTIVES OF THE CASE STUDY

The overall objectives of the case study were:

- To raise awareness of staff in the Social Development Unit, NWFWP, of children's rights and participation
- To strengthen staff capacity to facilitate participation of community groups – adults and children – in monitoring and evaluation of the childcare programme
- To document this process and feed it back into the case study
- To enhance the capacity of ELRU trainers to deliver child-focused PM&E training modules, and to design M&E system for NWFWP childcare programme
- To assess implications of child-focused PM&E on management systems within NWFWP

The specific activities carried out to meet these objectives were:

- Two training and capacity building workshops to develop the skills of the WFWP social development field staff
- Development and inclusion of child sensitive indicators and monitoring at WFW project level
- Application of the acquired participatory tools and methods in the ELRU 'Train the Trainer' Programme in Early Childhood Development Programme with participants from Southern Africa
- Documentation of the case study
- Sharing the case study process and issues arising and lessons learned between South Africa and Nepal

6.3 TIMELINE OF THE STUDY

October 2000	Joint Goal Exercise: Development Focus Int; NWFWP; ELRU
November 2000	1st Training Workshop
November 2000 – April 2001	Fieldwork by Social development staff
March 2001	Reflection workshop
May 2001	2nd Training Workshop
May 2001 – June 2001	Report writing
June 2001	Sharing Workshop

6.4 PROCESS

Representatives from the three organisations met in Cape Town to arrive at a consensus on the overall aims and approach to be taken with the case study. At this meeting the forward plan was drawn up for the following 8 months. The case study goals / objectives from the perspectives of the three organisations clustered in five themes is shown below:

Joint Goal Exercise

Project objectives	Different partner objectives
# 1	*How to consolidate children's benefits in the community* *PM&E of NWFWP childcare project* Working together to develop different tools and methods for effective M&E To show how working in a participatory way with different stakeholders can inform M&E function and strategies in government departments
# 2	*Opportunity to work in partnership with the public sector and an international research project to inform monitoring and impact on children* *Help to capture a good practice example to assist advocacy for others in the public sector to include and provide for children in their programmes* To share our knowledge and understanding of children in SA and how their needs might be addressed To have a detailed case study that can be used separately by partners and can feed into the broader project To work with an organisation at government level working on water issues that is interested in the impact that its work has on boys and girls To feed into the SA Report and International Report in the DFID project on child-sensitive M&E
# 3	*Effective M&E system in place and managed* To work together to develop an effective M&E system drawing on our respective experiences To develop tools and approaches together that can feed into M&E and strategy To reach shared understanding on M&E approaches which will work for childcare programme in NWFWP To share experiences and techniques in PM&E and working with children and young people
# 4	*Areas of NWFWP training (staff) on child rights (what, why, how)* *M&E training and development programme completed* For ELRU to gain more experience in participatory methods for work with children and others who are often voiceless or spoken for
# 5	*Focus on children in management APO's* *NWFWP fully comprehends ECD* *Inputs into ways of incorporating children's needs and rights in project planning* *Policy guidelines on NWFWP and child rights at different management levels* Using the M&E method as an on-going developmental approach To use the participatory pilot to inform strategy for NWFWP To ensure that work developed on M&E is relevant to institutional context of childcare programme implementation and to NWFWP To confirm the M&E functions of other organisations

Key: *NWFWP objectives*; ELRU objectives **Development Focus International objectives**

First training workshop

The training workshop took place over five days between 13 and 17 November 2000. The workshop was attended by ten staff from WFWP, and three staff from ELRU. The workshop outline is shown in the table below:

Session	Day 1	Day 2	Day 3	Day 4	Day 5
# 1	***Introductions*** • Welcome • Hopes & fears • Ground rules	*Ladder of participation game* • Participants discuss different scenarios & decide participation	***Practising methods*** • Preparation for practising methods • Practising methods	***Fieldwork***	*Feedback on fieldwork* • Process • Lessons learned
# 2	*Project background & workshop goals* • Children's rights • Concepts of participation • Ethics of working with children & young people • Project cycle & role of PM&E • Review of participatory methods • Field practice • Forward planning	***Ethics*** • Presentation on ethical issues: harm to the child; informed consent; conflicting agendas; confidentiality & trust; child protection • Do's and don'ts when working with children	*Preparation for fieldwork* • Participants discuss logistics & situation at Sinetemba Educare in the Mbekweni community • Participants to develop indicators with community & score indicators in matrix		***Forward planning*** • Fieldwork checklist Nov-Apr '01: • What methods have you used • What projects • How useful • Who participated • Use of information • Sharing information • PM&E feed into existing systems
# 3	*Human Rights & children's Rights* • Develop an understanding of concept of human rights; within this context discuss concept of children's rights	*Programme & project cycle & PM&E* • Program planning • Project cycle • PM%E			*Workshop evaluation* • What I will use • What I learned • What I liked • What I will discard
# 4	***Participation*** • Drawing participation • Ladder of participation • Group discussion on participation levels in programmes	***Participatory methods*** • Mapping exercise • Review of participatory methods			
# 5	***Evaluation of the Day*** • Mood meter	***Role of facilitators*** • Saboteur game • Good facilitation • Roles of the team members			
# 6		***Evaluation of the Day*** • Mood meter			

Creche workers and young men discussing indicators

Case Study On Participatory M&E Project at the Siyazimisela Crèche

Jabu Sibiya, Regional Social Coordinator, KwaZulu Natal Regional WFWP. Fieldwork by Social Development Staff

Name of the crèche: Siyazimisela.
Project name: Upper Mkomaas.
Project Area: Maguzwana.

The reasons why I chose Siyazimisela.

The committee for this childcare centre is well organised. This is one of those few crèches with its own site, it is not operating on someone else's premises. There are more WFWP-sponsored children than in other creches They have someone with a telephone, so it is easy to contact them.

Method: Matrix Ranking

- I started the whole process by explaining the purpose for the visit
- We did ice breakers
- I divided them into two groups -one with crèche teachers and parents, the other with members of the crèche committee and the steering committee
- I gave each group a big piece of paper to write on and asked them to identify their needs for the crèche
- I also gave them time to discuss their needs
- After they completed we combined two papers to see which are the common needs that appear from both groups. We selected those needs to form one paper.
- I gave them stones and I asked them to rank/vote for those needs that were very important to them; by doing this we were trying to prioritise needs because there were so many. I explained to them that it is impossible to do so many things at the same time I

also reminded them that their budget is only R15, 000. After that they realised that they cannot afford to list so many things.

Lesson Learned

- I found that it is not easy or possible to predict people's needs. I realised that people have their own way of doing things and they have different needs for different reasons.
- People do not just say things; they always have reasons to support whatever they are suggesting.
- I also realised that PM&E is the best tool because it gives people a chance to monitor and evaluate their projects. It also makes them feel that they are in charge of everything that will make them more responsible for their property

Case Study on Participatory M&E Project at the Mapula Mosala Creche

Agnes Mopai, the Social Co-ordinator in the Northern Province WFWP. Fieldwork with Mary from the Itirileng Educare Centre.

Name of crèche: Mapula Mosala
Project Area: Tickeyline Area

Objectives
- The impact of Working for Water to the community
- Problems facing the community
- Come with a solution

Target Group
- Committee
- Crèche Staff
- Parents

Methodology
Agnes and Mary {Service Provider} arrived at Mapula Mosala Crèche at 9 O'clock in the morning. They were welcomed. Mr Sejaphala {chairperson of the committee} opened by prayer. Everybody introduced himself/herself.

The committee members were 1 men and 4 women. Community members were 14 women and crèche staff was 3 women.

An icebreaker was done. An apple was put on the table and the people were asked to say what they thought about it and the first person to talk would also take an apple. They were also asked to tell what they leant.

Agnes welcomed everybody and explained the reason of the visit. She asked people to say anything they knew about WFWP. People had no idea about WFWP. Then she explained everything about Working for Water including the eradication of alien plants, childcare programme. They realised that most of the people knew WFWP as Water Affairs.

Women asked why WFWP supports only the WFWP workers not the community as a whole. It was explained clearly that the money is a subsidy for the crèche. Each parent including WFWP Workers must pay crèche fees. The committee had a concern about unemployment. The community has few WFWP Workers and most of people are not working. Thus, parents are not able to pay crèche fees.

The people were divided into two groups. The first group listed WFWP impact on the community and put 5 stones where the impact is high, and the second group was asked to mention problems facing their community and prioritise them by putting more stones next to the major problem. They were also asked to come with the solution of the problems. Mary & Agnes were there to help on the matrix. Then the groups were asked to report. Their report was as follows:

Matrix For The First Group [*Showing the more affected groups*]

Impact	Teachers	Parents	Children	Committee	Total
WFW subsidy to protect crèche bank account	5	3	2	5	15
Job creation	5	5	3	5	18
Fundraising	3	1	2	5	11
Late payment	5	5	5	5	20
Total	18	14	12	20	64

Matrix For The Second Group [*Prioritisation of problems*]

PROBLEMS	RATING
Unemployment	15
Lack of water	10
Lack of WFW knowledge	9
Lack of crèche building	6
Lack of educational materials in crèches	5
Lack of gardens	4
Lack of training	5

The group said that they will solve these problems by calling a meeting with community leaders, such as chiefs, civics, NGO's, WFWP Steering committee, etc. They will also ask WFWP to organise campaigns for Working for Water awareness. The methodology of the case study took four hours. All the people were served with juice and scones.

General Findings

- Everything was organised. Staff members were comfortable & the people were participating.
- No gender equality. One man among women and he was not comfortable. Most people were at work and other men sent their wives on their behalf

Lesson Learned

- Most people lack information about Working for Water
- Few people dominated the group
- The man was not feeling comfortable because all the people were women
- People can solve problems on their own, by involving the community leaders or people responsible

Reflection Workshop

There was an opportunity for staff to reflect on experiences, report back on how they have been using participatory techniques and gain extra support in their application. They also discussed their need for another meeting to reflect on experiences.

Second Training Workshop

This training workshop was for the regional WFW staff and ELRU staff involved in the M&E project.

Session	Day 1	Day 2	Day 3
# 1	*Introductions* Recap on objectives Recap on Nov. workshop	*Review of methods* Use of symbols Community visioning Timelines Network / flow diagrams Venn diagrams	*Feedback on fieldwork*
# 2	*Feedback on fieldwork Nov-Apr* Northern Province Mpumalanga North-West Region KwaZulu Natal Northern Cape Western Province Eastern Cape Gauteng National level ELRU	*Prepare for field visit* 4 groups of four Define roles Introductions / ice breakers Purpose of visit Issues to be addressed Methods Discussion / analysis Closure / farewell Next steps	*Group discussion* What is PM&E Why monitor Why child focused
# 3		*Field visit*	*Barriers to taking PM&E forward* Personal level Community level Regional/ provincial National
# 4			*Workshop evaluation* • Good & bad things • Scoring indicators

Mother's group discussing and drawing their 'ideal' creche

6.5 OUTCOMES

The outcomes from this case study are presented below. Outcomes are grouped according to the four main objectives of the case study listed in Section 6.2.

a) To raise awareness of staff in the Social Development Unit, NWFWP, of children's rights and participation

- WFWP relationship with crèches has improved since the Social Development staff acquired a clearer understanding of the rights and needs of children, especially in the field of early childhood development.
- The opportunity to incorporate broader strategies to realise the rights of children can be further explored in the WFWP, e.g. developing a closer partnership with the 20/20 Visions Programme, a child-focused environmental education and development programme.
- There is a growing understanding of the need for an enabling environment in which children and young people can take part in planning and development initiatives. Youth are therefore invited to participate in Project Steering Committees and closer ties are being developed with other government departments working with the rights and needs of children.

b) To strengthen the capacity of staff to facilitate participation of community groups – adults and children – in monitoring and evaluating the childcare programme

- There was great improvement in the general facilitation skills of the Social Development staff which is also evident in the broader scope of their work in the programme.
- Once able to understand the concept of participatory monitoring and evaluation Social Development staff improved their planning
- Given the opportunity to meet and collectively discuss the concepts, the Social development staff improved their understanding of the Child Care Programme's specific

objectives. They are now able to constructively engage project managers at local level to become “managers” of this programme.
- Social Development staff are able to facilitate understanding on the rights and needs of children at regional management level, therefore improving management’s commitment to the programme.
- Training focused on building new skills on an existing knowledge base.

c) To enhance capacity of ELRU trainers to deliver child-focused PM&E training modules, and to design M&E system for NWFWP childcare programme

- ELRU has strengthened the use of participatory techniques in its training courses and in its family work. It has also increased the time spent on these in research training modules which it offers for the projects in the early childhood development and children’s sectors.
- The power of direct field experience compared with simulations in training was reinforced by our experiences at the workshops and ELRU is building much more fieldwork into its research training courses.

d) To assess implications of child-focused PM&E on management systems within NWFWP

- It is possible to implement child sensitive monitoring and evaluation systems in a large-scale government job creation initiative such as the WFWP.
- They improved their overall management of the social development initiatives including facilitating the formation of community steering committees and HIV/AIDS interventions.
- Through this work there has been a steady improvement in the Self-Assessment Monitoring and Evaluation Tools currently applied as a set of general standards by which project performance is monitored. Through using these tools it will now be possible for project managers to develop additional project specific indicators to monitor the programme’s impact on children at macro and micro level.
- Through the implementation of this case study it was clear that management is keen to support staff training and development initiatives where there is an immediate application of the lessons learned and where the trained staff are able to implement lessons learned in an inclusive manner.

6.6 REFLECTIONS ON THE PROCESS

- The time frame was short and within this context not all the regions were able to undertake the fieldwork.
- WFWP lost three of the initial Social Development staff members between the training sessions. This was attributed to the additional skills acquired during their participation in the process of developing this case study.
- Working with an outside trainer brought a sense of objectiveness to the learning that was useful for the group who were also from different parts of the country with very diverse circumstances.
- Working in close co-operation with a national NGO, ELRU, with the experience and understanding of the subject matter was a bonus for the programme since the training process allowed for maximum understanding and transfer of skills.
- The staff was comfortable with the tools and found the applied learning process appealing since it accommodated the learning pace of each individual.

- None of the WFWP staff participating in the programme had English as a first language; most of the staff appreciated the fact that the tools are flexible and use a variety of visual materials e.g. time lines, mood barometers, mapping exercises and matrices.
- Peer learning and sharing of experiences is valuable process in personal development.
- The participation of very young children (under 6 years) in monitoring and evaluation remains a challenge. In our experience it is only possible where there is an ongoing relationship with them built up over time. Interpretation of their inputs should involve them also.
- While ELRU believes that the participatory approach is very accessible and can be effective, we feel that promoters of the approach need to consider its ethical and power considerations in much more depth. Even if the voiceless can be reached for their opinion, to what extent will the facilitating agent be able to assist the processes so that this leads to genuine participation in decisions about policies and/or resources.

6.7 NEXT STEPS

- In terms of the WFWP Child Care programme the development of participatory monitoring and evaluation indicators will continue in the context of the WFWP Childcare Programme. This will be done with a strong emphasis on a transfer of acquired skills and experiences to the stakeholders of the process.
- The WFWP Social Development staff will continue to develop broader programme indicators that will inform the management systems on the development of child sensitive participatory monitoring and evaluation systems.
- The social development staff will continue to work closely with the internal Monitoring Unit to improve the monitoring tools to be more inclusive and participatory in nature.
- Improving public participation instruments such as Local Project Steering Committees and Provincial Liaison Committees, with an eye to developing their own indicator sets in addition to monitoring at a local level the broad indicator set of the WFWP.

SECTION 7

THE WAY FORWARD

Issues of capacity and commitment characterise the main messages that have emerged from this project. To know about children's rights and participatory approaches is not enough. Most of the organisations involved in this project have a good understanding of children's rights and M&E. Linking this understanding to strategies for implementation is where the gap lies. The UN Convention on the Rights of the Child is not a programming tool -.organisations have to devise their own ways to 'operationalise' children's rights. They also have to discover what kind of monitoring and evaluation works in practice and in the context of their organisation, its systems, and its commitment to learning.

This is a challenge even for those organisations that have children's rights as their focus. But learning together and working in new partnerships, organisations that have a broad range of development initiatives can move to a more inclusive approach and mainstream issues of age into their work. Monitoring and evaluation can be more of a learning process that informs programmes about how they are affecting the lives of men, women, girls and boys, and how implementation can be improved.

What follows are the essential points that have emerged from our partners and the organisations mapped and included in reference group meetings about child rights and monitoring and evaluation.

Monitoring & Evaluation As Part Of A Rights Based Approach

Monitoring and evaluation needs to be an integral part of the development process. Information and learning needs to feedback through a reflective process into improved implementation and action.

In order to do this, there needs to be clear institutional commitment. An organisation needs to make a fundamental shift away from evaluating only how money is spent, about inputs and outputs, towards a learning organisation that uses positive and negative to improve the lives of people in the community. This commitment needs to run through the policy of the organisation, but also needs to be implemented on an individual level by everyone from directors to frontline field staff. This requires awareness raising throughout organisations and capacity at appropriate levels of operation of a monitoring and evaluation plan.

Having a continuous reflective process not only improves interventions, but can be a rewarding process of individual development and empowerment. Staff and community members who have been involved in a more participatory and iterative review process have found it very satisfying and rewarding. People in communities, including children, who participate in monitoring progress for better services and quality of life have also become enthusiastic, providing they have been a part of the whole process.

The scales between people's rights to participation and inclusion, and their rights to fulfillment of basic needs have to be balanced. While considering longer-term development requirements, we must also deal with the immediate hand to mouth conditions facing poor people and their communities. There is little point in processes of empowerment when people are too hungry or ill to think.

Mainstreaming Gender And Generation Into M&E

There are a growing number of examples of monitoring and evaluation that are sensitive to gender and to marginalised groups within communities. An inclusive process to development requires a gender and generation approach that is sensitive to issues of age. Without child sensitive monitoring, the lives of girls and boys could be inadvertently made worse. For example, programmes addressing income generation can end up causing children to be withdrawn from school, or sent to school with no teachers, or being physically punished and abused.

Child sensitive monitoring can also show us how programmes, where children are not thought of as the main beneficiaries, are effecting children's lives in a positive way. Water and forestry programmes in the hills of Nepal are the favourites of children, especially girls, as they save their time in fetching water and carrying fodder and fuel. This allows more time to go to school and to play. Just as development practitioners and policy makers have realised that gender analysis is an integral part of any development process, so too must they recognise the intergenerational approach. Children should not be seen as add-ons or separate sectors, but as active participants and important stakeholders in the development process.

Balance The Simple & Sample, The Quantitative & Qualitative

There needs to be a balance struck between broad monitoring and evaluation systems that concentrate on inputs, outputs, and simple measures of outcome, and smaller samples analysed in more detail that feed back directly into implementation.

A balance can also be struck between the quantitative and the qualitative.

Often donors need quantitative data to trace how money has been spent and to provide accountability to the tax paying public. Government departments and non-government organisations in developing countries also have to account to their public and supporters. However, we all need to appreciate the qualitative aspects of fundamental problems like poverty and discrimination which are revealed through focusing on gender, generation, ethnicity and disability.

Child Sensitive Monitoring And Evaluations In A Rolling System

Traditionally, baselines have been set up at the beginning of a process and evaluations done at the end. Currently there is a move to review work in progress at least once during the lifetime of a project. In a well-constructed M&E system, a baseline can be set up with the participation of children. This can be generated from a children's perspective, looking at issues which are important to them such as their work, play, and their relationships with families, friends, and with communities. This would involve children in a realistic planning process designed to realise their rights and aspirations.

Simple monitoring systems can be set up that are carried out by staff and people from the community. Indicators can be developed that are qualitative as well as quantitative provided that monitoring methods are well thought-out, and the capacity of staff to work with adults and children in the community is confirmed and strengthened. These simple systems need not be so time-consuming that they hamper the rest of the programming.

Evaluation or review and reflection should be done throughout the process, not merely at the end of a programme. Each stage should be inclusive,so that the different perspectives of

stakeholders, including girls and boys, can be understood. This rolling process can generate further baselines and indicators to ensure that important issues like the quality of services, or processes of empowerment are reviewed. These reviews can then feed back into ongoing programme design and development.

Understanding Impact

Children's evaluation of programmes and information about their changing lives can lead us to an impact assessment. Evidence collected with girls and boys, men and women in a participatory way can be analysed by fieldworkers and people from the community to draw conclusions on impact. If the information is qualitative and there is no baseline to work from then at least the direction of change - positive or negative - can be assessed. This then needs to be verified with different stakeholders in the community.

Impact does not necessarily have to be looked at in a large assessment study, especially if there are well-planned and inclusive processes of creating baselines and child-focused indicators. If there are simple processes to look at progress and review the effects of programmes from children's perspectives then impact can be assessed in a rolling monitoring and evaluation system. An impact assessment was carried out in the Nepal case study, as there was little in the way of child sensitive baselines and indicators. There is a sense within HICODEF now that the effect of programmes on children's lives can be more regularly reviewed.

Positive and negative effects on children's lives need to be recorded. Too often the positive and not the negative reflections are recorded. Critical analysis feeds into more effective action.

Action And Responsibility For Rights And Children's Evaluation

The impacts of programmes on children's lives need to be informed by an evaluation of those programmes by children themselves. Children of different gender, age, ethnicity/caste and (dis)ability will have different perspectives to share about their lives and how these programmes affect them.

There are ethical issues about raising rights without considering action to address them. Organisations, when they consider children's rights, often concentrate on children's clubs or educating children about their rights. This may be an important part of the picture, but putting rights into practice requires a more holistic and inclusive view of the development process.

There are also ethical issues about the participation of children relating to informed consent of children and their parents or guardians, maintaining confidentiality, and allowing girls and boys to opt out.

Universality, Context, Participation And Obligation

Children's rights are universal as accepted by governments in the CRC and in other human rights treaties. In order to put those rights into practice the realities of girls' and boys' lives need to be understood so that practical steps can be taken for their protection, provision of services and participation. Adults and children need to be included in the process of identification and prioritisation of action that will serve to address children's rights. To put children's rights into practice, the power relationships between adults and children have to be addressed and also those amongst children.

This requires an environment of trust, and an ethical code that includes maintaining confidentiality and being prepared to deal with the difficult issues that may arise when confronting the abuse of rights. Everyone, especially children, needs to feel safe to talk about issues of power and changing roles. This often necessitates meeting in separate groups. A strong sense of security should be maintained throughout to guarantee that the difficult and sensitive issues raised will not have negative long-term consequences for participants' safety or their social well-being. Workers also have a responsibility to maintain confidentiality, even where there is an atmosphere of excitement that children can 'speak out'. Children might be putting themselves at risk and be uninformed about the potential consequences of confronting officials or members of the community directly.

Policy makers have responsibilities and governments have obligations to address children's rights. Different organisations at various levels of operation from local to international should be treated as stakeholders in the process of turning rights into reality. New ways of working together will have to be found to link those who have influence over government policy and provision of services with those who have the capacity and relationship to work with men, women, girls and boys on the ground.

Support And Funding For Inclusive Processes

Having a more inclusive and participatory approach to development has been identified as a key element of a rights-based approach. This approach requires the inclusion of different marginalised groups and groups of interest, including children and adults, to identify action and review the progress and quality of development services and interventions. This takes time and money. Discussions about rights, inclusion and participation has to move beyond rhetoric and be put into practice. This requires capacity strengthening at all levels of operation and capacity building requires donor comprehension and support. Just putting participation and inclusion, gender and generation into a logframe does not operationalise the concept.

The following table shows what it took to actually start working on child rights and evaluation in practice with different organisations and partners that worked on this project:

WHAT YOU NEED	BUILDING CAPACITY	WHAT YOU GET OUT OF IT
NB: Dialogue / sharing / linking stakeholders is required throughout the process		
✔ Commitment in policy and by individuals in organisation ✔ Mechanisms and resources to follow-up ✔ Partnerships ✔ Needs assessment to tailor capacity building	✔ Joint strategic planning between different organisations & partners ✔ Rights-based approaches ✔ Child rights theory & practice ✔ Ethical issues ✔ Institutional analysis ✔ M&e and PM&E ✔ Participatory approaches ✔ Analysis and dissemination	✔ Informed and improved programme plans that are more inclusive and therefore sensitive to children ✔ Review of M&E systems ✔ Child-focused processes including children's evaluation of programmes ✔ Processes and tools that can be used with sensitivity to different marginalized groups ✔ Involvement of different stakeholders on how to turn rights into reality ✔ Individual and team confidence and skills

Mainstreaming And Continued Capacity Support

Capacity strengthening can be carried out in the context of other training on rights based approaches and poverty already running within organisations. Intergenerational issues need to be mainstreamed across organisations. Checklists may be used as with environmental checklists or screening, or issues of age and children's rights added to objectives in log-frames, but this is not enough. People need to understand why an intergenerational approach is part of an inclusive process of addressing human rights. They also need to be given the ethical approaches and tools in order to work in a participatory way and put the rights expressed in the international policy arena into practice. Continued mentorship and team support in applying skills and tools with communities and within their organisation were shown in our case studies to be vital.

To successfully implement a rights-based approach, organisational commitment, a more inclusive and participatory approach to development needs, and effective follow-up mechanisms are important. The integration of approaches into the organisational systems and policies and the commitment of management are also necessary elements. of the process. However, these must be regarded as part of the overall capacity strengthening and awareness-building programme of support. Without follow-up and commitment to action on the ground child rights will stay in the realms of theory and international rhetoric.