

Appendix 16: Field Visit Report Format

Field Visit Report



**Nepal Peace Trust Fund
Ministry of Peace and Reconciliation**

Singha Durbaar, Kathmandu
Nepal

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Monitoring Team Members:

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1. Details of the site visit

Date	Activity	Programme/Project title:	Districts/VDCs visited	Participants
14 February	Meeting with Local Cantonment Management Officer (LCMO)	Cantonment Management Project	Kailali	Monitoring Team and LCMO
15 February	Interaction in Badaipur Satellite Cantonment	Cantonment Management Project	Kailali	Monitoring Team and LCMO
15 February	Interaction in Talband Main Cantonment	Cantonment Management Project	Kailali	Monitoring Team and LCMO
16 February	Interaction with conflict victims	UNPFN Project	Kailali	Monitoring Team, community members and NGO representatives
16 February	Meeting with CDO	Relief to Internally Displaced Persons & Communities Project	Kailali	Team members and CDO
16 February	Meeting with Election Commission	Election Support Project	Kailali	Team members and EC representatives
16 February	Meeting with Dept. Of Road	Road Maintenance Project	Kailali	Team members and Representatives of Dept. of Roads
16 February	Meeting with Dept. Of Drinking water	Drinking Water Support Project	Kailali	Team members and representatives Dept. of water and sanitation
17 February	Meeting with Regional Office Manager for the UN Interagency Rehabilitation Program (IRP)	IRP Program	Kailali	Monitoring Team
17 February	Interaction in Shahajpur Cantonment	Cantonment Project	Kailali	Team members, LCMO representatives and combatants
17 February	Interaction with Police and Community Members	Police Project	Kailali	Team members, police and community members
18 February	Interaction with Police and Community Members	Police Project	Kanchanpur	Team members, police and community members

2. Purpose of the visit:

1. The joint GoN-Donor and UNPFN¹ monitoring visit took place from 14th February to 18th February 2011. This is the first time a joint visit combining the monitoring of both NPTF and UNPFN project has been conducted. The team visited NPTF and UNPFN funded projects in Kailali and Kanchanpur districts. These included: Chaumala Police Post, Jhalari Police Post, Talband Main Cantonment, Badaipur and Sahajpur Satellite Cantonments as well as a Transitional Justice and a Verified Minors and Late Recruits (VMLRs) Rehabilitation related projects funded by the UNPFN².
2. During the visit the team met with the Local Cantonment Management Officer (LCMO), community members, Maoist 7th divisional commander, Kailali Chief District Officer (CDO), District Election Commission, District Road Office and District Drinking Water Office. Although this was a good range of people, very few were women.
3. The team consisted of representatives from; GIZ, NPTF, MoPR, UNPF, Norwegian Embassy and Danish Embassy.

3. Mission Findings

Project 1 - Reconstruction of Police Units:

Activity: Visit to Chaumala (Kailali) and Jhalari (Kanchanpur) Police Post and Meetings with Chief of District Police and Community Members.

Mission findings:

The team visited Chaumala and Jhalari Police Posts, the first in Kailali, the second in Kanchanpur. The construction was, in both cases, nearly finished. In both locations, the monitoring team met with the police and the community representatives. While it consisted of a joint meeting in Chaumala, in Jhalari the team had separate meetings. The latter is to be recommended.

4. Approximately 8-9 police posts were destroyed in Kailali district and 15 were partly or completely destroyed in Kanchanpur district during the armed conflict. These two Police Posts are the first in each district to be rebuilt.
5. In both cases, the tender process was 1 month and the project was given to the lowest bidder. Notably in Jhalari (Kanchanpur) 13 builders had initially shown interests but only one submitted the final bid. A public audit was also conducted in both cases.
6. Community relations and involvement appear to be good in both cases. In Chaumala the community representatives expressed their satisfaction of the process and how the local community has been involved. In Jhalari, the community representatives explained how the relationship had been good during the construction. The community was involved in monitoring the process and were advised and included in the decision-making. Both communities appear to be satisfied with getting the police posts placed in their area.

¹ The UN Peace Fund for Nepal (UNPFN) is a multi-donor trust fund supported by the global UN Peacebuilding Fund and the governments of Canada, Denmark, Norway, Switzerland and the UK to provide UN peace building support in close complementarity with Nepal national efforts.

² Namely: UNPFN/A-8 – Support to the Rehabilitation of Verified Minors and Late Recruits, implemented by UNFP, ILO, UNICEF and UNDP, total budget: USD 9,349,660; and UNPFN/E-2 – Peace through Justice: Support to Transitional Justice, implemented by OHCHR, total budget: USD 1,999,830

7. In Jhalari, the main concern regarding community involvement was the late formation of the Community Construction Committee (CCC). The community were involved in discussion over placement of the Police Post, but the Committee was not formed until halfway into the construction process, after instruction from Police Headquarters. The community had therefore little knowledge of how the tender process was managed. The Chief Police Officer explains that divisions in the community after discussion on placement of the police posts were the reason why the formation of CCC was delayed. The nine-member CCC includes representatives from the three main political parties, private sector, two women, one Janjati and one Dalit .
8. The security situation is relatively good in both districts. There are no armed groups, and the criminal activities identified by the Chief District Police Officers include petty crime, deforestation, revenge crimes with the conflict as background and bandhs. However, the Chief District Police Officer in Kailali pointed out that there were no plans of reducing the number of police posts.
9. Both Chief District Police Officers expressed that the cooperation with NGOs and civil society was good, although the CDPO in Kanchanpur felt the NGOs were exaggerating certain issues as a means to bring the attention of national and international partners on their activities rather than looking for settling issues locally as a priority. They hoped for better coordination and communication in the future. Both District police Officers stated that NGO's were being used as informal service providers and that Police on a regular basis referred members of the community to NGO's for various services.
10. In both cases it was pointed out that the construction has faced difficulties at the end. Mostly because HQ in a cost saving measure had removed some of the final fittings from the specifications. One example is that while there has been planned for kitchens in the police posts, only the room was included in the specifications, not the wood stove, sink tables etc.

Project 2 - Cantonment Management Project: Mission Findings

Activity1 - Visit Talband Main Cantonment and Sahajpur and Badaipur Satellite Canonments and meetings with Commander of 7th Division and PLA combatants' representatives

11. In general, the combatants in the cantonments have their basic need fulfilled and the basic facilities. However, in all cantonments visited a clear expression on the need for upgrading of facilities were mentioned, especially; water supply, sanitation, living quarters also the following were mentioned; rations comparably small, medical services, no support for disabled, no education facilities. The challenges faced are somewhat similar and are related to maintenance issue. The most urgent need seems to be related to water supply in the cantonments visited, in particular in Sahajpur and Talband, additional details are inserted under the section related to the monitoring team's meeting with District Drinking Water Office.
12. All cantonments reported problems with ongoing maintenance. In all cantonments, need for improved structures, especially toilet facilities, were expressed.
13. There is no information provided to the combatants on the peace process, including the rehabilitation/integration process, or what is happening with the needs they report to LCMO (Local Cantonment Management Officer). What they know they get from the media.

14. There are no formal education facilities in any of the cantonments. GIZ is providing tutoring to young adults that are taking School Leaving Certificate exams, but no formal education for children or others. The alternative is to seek education outside the cantonments, but because of distance, few take this opportunity. In Sahajpur, the combatants want army training, that is their profession, and therefore the majority are not interested in vocational training.
15. In all cantonments women live either in separate houses or when this possibility is not available in separate rooms. In Talband and Sahajpur the women with children live outside the cantonment, in the nearby area. Female health workers are available in all cantonments.

Activity 2 -Meeting with the Local Cantonment Management Officer (LCMO),

16. The team met with the LCMO who manages the office in charge of channelling the funds from NPTF directed towards food supply and wages to the cantonments. Maintenance is also within his jurisdiction, but his mandate is not clear on this point. Although his office is identified to be the main management authority in regards to cantonments in the district infrastructure development activities are carried out by different line agencies (e.g. road, drinking water, electricity etc.) without coordination and at times without his knowledge.
17. The LCMO identified the main challenges facing him: (1) complaints from the combatants concerning wages and lower food ration package than Nepal Army, (2) the condition of the gravel road to the main cantonment which is worsened by rain, (3) problems with payment of electricity and telephone bills (indicated as a governmental responsibility) (4) inadequate water supply and sanitation facilities (5) education facilities (6) inadequate medical facilities and (7) the overall condition of the structures in the cantonments.
18. LCMO gave the impression that coordination is weak between the different line agencies (water, health, electricity, roads etc). The LCMO does not know what is spent in the cantonments by the other agencies. The Implementation Committee, led by the CDO, is the only forum where the different agencies meet and actions can be coordinated. However, they meet solely “when there is a problem”. The last meeting was held in June 2010. The LCMO informed the team that the Implementation Committee used to meet more often, but not anymore as the number of problems has decreased.
19. The LCMO indicated that the relations between the cantonments and the neighbouring communities are peaceful and no specific problems were reported.
20. The LCMO indicated that there should be education facilities as there is no clarity as to how long the combatants will remain in these structures where they already have spent 4 years.
21. The LCMO mentioned that disabled population have to live outside of the cantonments and do not receive wages. The LCMO did not know exactly the number of disabled, as this information was not passed on to them by UNMIN and the central government has not asked them to find out the number so far.
22. The transition of handing over the monitoring responsibility from UNMIN to the Special Committee is in process. The LCMO informs there is confusion about who can monitor the handing over of wages (checks) to the combatants. There will be no disbursement of wages until this matter is settled.

Activity 3 – Meeting with representatives from District Road Office and District Drinking Water Office in Kailali.

23. The team met with representatives from District Road Office in Kailali. The Office is not certain whether funds are coming from MoPR or through NPTF. The Office has funds left from previous fiscal year, and is waiting for NPTF approval on two new projects estimated to cost around Rs 5.8 million.
24. The team met with representatives from District Drinking Water Office. Last fiscal year Rs 5 million for projects were approved, blocked, then approved again, but the rainy season delayed the process further. The Office expressed two problems; first, they do not know if they can spend the money since project ended in mid July 2010. They have only been in contact with NPTF/MoPR by phone and written no letter seeking extension. Second, it's unclear whether the Maoist combatants still can form user groups. Under UNMIN they were allowed to form users' groups as special location-based group of users but since under the command of the Special Committee and as they are salaried by the government – which makes them a part of the civil service – and the civil servants are prohibited by the law to form a separate users' group. This confusion leads to further delays.

Meeting with the CDO of Kailali district

25. The CDO claimed to the team that the health and police posts reconstruction in the district was going smoothly despite some differences of opinion from different community groups about the locations. All the health posts and police posts are reconstructed in the same locations as old ones but the communities have been assured new posts in their location in the later stage.
26. He also assured that the government had not compromised quality in construction of infrastructures in the cantonments but the maintenance costs unusually higher because the ex-combatants refuse to respect standards of government (as a users' group), mishandle infrastructures and intimidate civilian technicians when they approach for follow up works.
27. The CDO also told the monitoring team that 50 percent of the conflict victims lack information regarding the relief packages offered by the government. This problem is more pertinent among the disability/injury (2831 cases loads) and property damage (938 cases loads) subgroups of the victims. As of July 2010, the local government in Kailali had paid interim relief to 480 deaths (80% of the total of 546) and 520 of the displaced (out of 1991 total case loads). The district also has registered 237 case loads of property capture caseloads and 29 disappearance case loads.
28. The CDO appreciated the role of LPCs in identifying and recommending conflict victims for reparation. He argued that since the victim groups are well organised no political influence has been experienced in recommendations made by the LPCs for compensation. Eight out of the 42 VDCs in the Kailali districts have already formed LPC chapters.

Activity – 4 Election Commission Support Project

29. The team met with representatives from the Election Commission (EC) in Far West Region. The EC is running a pilot project on voter registration in this region five districts are part of the pilot, with two chosen VDCs in each district. The EC has completed voter registration in 7 out of 382 VDCs in the Far Western Region. 1 VDC is covered in

7-10 days. This could be done faster with more resources (laptops, generators, and qualified staff).

30. The major issue is that many people in, especially women and members of the Terai-groups do not have citizenship cards. The representative from the EC estimates that as many as 40% of otherwise eligible voters could be left out due to lack of citizenship card, voters' list not updated or inability to be physically present.
31. Another issue is that outreach and awareness-raising about voter registration and citizenship cards has been weak. The EC expresses concern about the lack of interest the political parties are showing. The parties do cooperate, but are not active in outreach.
32. The EC recommends that (1) additional funds should be made available for training of enumerators and data entry staff, (2) additional funds should be made available for generators, laptops etc and (3) communicate the incentives of doing outreach and awareness raising on voter registration and citizenship cards to political parties.
33. The EC especially pointed out that they had no capacity to do problem solving on the system for voter registration, therefore training for this purpose should be enhanced, it was stated that the underlying assumption on computer literacy while designing the programme had been too high.
34. The EC informed the mission that no proper training manual existed, other than one done on personal initiative by some of the people who had participated in the initial training in Kathmandu.

Activity – 5 UNPF Project

Project 3 - Support to the Rehabilitation of Verified Minors and Late Recruits

Source of funding	UNPFN (UNPFN/A-8)
Implementing Agencies	UNFPA, ILO, UNICEF and UNDP
Total approved budget	USD 9,349,660
Status	Ongoing
Project description	To rehabilitate former members of the Maoist army verified as minors or late recruits (VMLRs) into civilian life, with potential for sustainable livelihoods.
Peace-building Impact	Key elements of the CPA and AMMAA were implemented through the socio-economic rehabilitation of Verified Minors and Late Recruits (VMLRs).
Project Outcome(s) relevant to field visit	Outcome 1: Verified minors and late recruits are supported in their socio-economic rehabilitation through individual rehabilitation option packages. Outcome 2: Communities are engaged in supporting the rehabilitation of the verified minors and late recruits.

28. The monitoring team met with Mohamed Sahr Lebbie, Regional Office Manager for the UN Interagency Rehabilitation Program (IRP) who presented the implementation of the rehabilitation process of VMLRs at the regional level and the involvement of respective UN agencies in this project.

29. Out of 336 'discharged', 292 VMLRs contacted the UN office and were provided psychosocial screening and if needed subsequent counselling and were referred for training. Out of 292, 127 candidates have engaged in training activities. To date, 35 have completed the training and 15 are either self employed or gain employment.
30. Several reasons have been raised to explain the discrepancy between the number of candidates who have contacted the UN Office and the number who have effectively joined a training course. It ranged from different patterns of discouragement, lack of proper information due to the passive outreach conducted due to the program sensitivity, and competing options such as search for alternative employment opportunities e.g. in India.
31. However, the approaching application deadline (22/3/2011) combined with an increased outreach about the program have led to an increase of the numbers of candidates.
32. With regards to the program design, it was indicated that including peace and civic education and life skills would have been beneficial to support the reorientation of the lives of these young people. It was also suggested that the combatants could have assisted in the design of training.
33. It was also indicated that peace building activities such as football matches etc. were organized to link clients together.
34. It was also stated that the program could have benefited from having national counterpart(s) ownership to engage within the implementation of the program.

Project 4 - Peace through Justice: Support to Transitional Justice

Source of funding	UNPFN (UNPFN/E-2)
Implementing Agencies	OHCHR
Total approved budget	USD 1,999,830
Status	Ongoing
Project objective	To support the development of effective transitional justice mechanisms to strengthen the peace process and promote a society built on respect for the rule of law and human rights.
Peacebuilding Impact	The peace process is strengthened on the basis of respect for the rule of law and human rights including by dealing with human rights and international humanitarian law violations connected to the conflict.
Project Outcome(s) relevant to field visit	One of the project outcomes is to contribute to effective transitional justice process through increased public awareness on transitional justice and strong network of conflict victims for justice through: <ul style="list-style-type: none"> - increasing public awareness on transitional justice through radio programmes and community orientations; - empowering conflict victims through networking.

35. The monitoring visit was twofold. First a meeting was organized with the consortium of 3 local NGOs responsible for implementing this project at the district level. Secondly the monitoring team had the opportunity to meet and interact with members of one of the network created.

- 36.** The monitoring team met with representatives of the 3 NGOs and was provided with an update of the project implementation. Overall the project is on track. After a careful mapping and assessment process, the 6 victims' networks have been set up and training courses started in January 2011 in two networks. A total of 232 victims in the 6 networks had been supported, which is 4,3% of the approximately 5300 victims registered in the region. The radio programs have been prepared in Nepali and Tharu languages and airing has started. The feedback was very positive and the creation of awareness among local communities is already visible. The project's next step in the creation of the network at the district level. The collaboration with OHCHR, including the disbursement rate, was deemed very satisfactory.
- 37.** The project consortium noted that conflict victims are challenged by the lack of education among the government line agencies about the process of accessing relief packages which is hindering the disbursement. Often times the victims are directed to wrong procedures or agencies. Also the victim verification is not done systematically.
- 38.** The monitoring team had the opportunity to interact with one of the victims' group set up by the project. Overall, they praised the initiative seeing the network as a very positive step. However, they mentioned that the project timeframe could be extended for an additional 6 months. This additional time would serve to ensure the sustainability of the network by, for example bring the network down to the ward level. They also have indicated that they have not approached yet the government. Additional funding would help to strengthen the training and networking activities.
- 39.** It was mentioned that while the meetings of the network are very useful, traveling to the meeting location is often a problem, especially for the women due to their household duties. A suggestion to conduct rotational meetings to decrease the traveling burden was identified.
- 40.** The program had suffered cut in original budget applied for (3,5 million) to 0.8 million, which affected the possibility of training and frequency of meetings.
- 41.** Similarly, the program combined with other initiatives and information sources has informed and trained them on how to file a complaint. However, it was noted that no support was further provided to conduct the filing process. It was mentioned that one solution could be to create linkages between this program and e.g. paralegals program (e.g. UNICEF) to accompany the victims during the filing process.

4. Recommendations

General

- The monitoring team commends the set up and conduct of the first joint monitoring visit to both NPTF and UNPFN projects and recommends this practice to be further replicated when relevant and applicable.
- To the monitoring team, to explore future possibility of joint monitoring visits and further enhance this joint monitoring initiative. For instance, by setting up preparatory meetings to jointly define the objective of the mission and expected outcomes.
- To the NPTF Secretariat to enhance its communication with regards to the fund's management processes (e.g., reporting and extension procedures) with relevant implementing agencies and coordinating offices to enable better information flow up to the district level. This would result in smoother projects implementation and avoid implementation blockage for administrative reasons and as a result increase the fund's efficiency.
- To the monitoring team, to ensure that meetings be also organized with representatives of specific groups who are more likely to be marginalized – e.g. women, minor political parties, other community members. This may mean having meetings in the evenings or in less central places.
- To the NPTF/PFS to develop and implement a visibility strategy. The projects visited in this trip did not have knowledge about the source of funding. It is also recommended that the NPTF/PFS developed a project tracking system.

Police posts project

- The NPTF should work and follow up closely on forthcoming Police Post reconstructions to make sure that the community is involved and a Community Construction Committee is formed in due time.
- The NPTF should look into ways of improving coordination and cooperation between Police and NGO/Civil Society groups. Police infrastructure is usually developed with the aim to secure police and to ensure adequate facilities for detention of suspects'. Facilities for victims are usually not catered for. Designated facilities for interviews, examinations etc. can be important in order for the victim to provide useful information, and to improve the willingness to use the police for resolution of conflicts or reporting of crimes. Special consideration should be given to facilities for counselling of victims, especially rape victim examination and counselling or interview of minors. A model for public – private partnership could be considered where the facilities could be constructed in connection with police posts, but be staffed and run by service providing non state actors. The important aspect is the availability of service, not necessarily whether it is police staff undertaking the counselling. Using the same approach as counselling facilities, consideration could be to ensure facilities for legal aid, paralegal support and mediation services in connection with the new police posts being constructed. If facilities should not be part of the current programme, discussions could be included in the management structures of the programme to allow non state actors to set up such facilities in connection with police posts
- Gender and juvenile offenders should also be considered in the design of infrastructure. It is likely that current standards do not address these issues adequately.

- While the infrastructure under development is at the local level and is unlikely to include larger detention facilities, the consideration could be relevant at district levels.
- Consideration could also be given for development of referral mechanisms as opposed to detention for juvenile offenders.

Cantonments

The implications of the lack of coordination between NPTF, LCO, cantonment and Implementing agencies in the districts are that the efforts made at national level in NPTF to ensure proper management and maintenance of the cantonments are in fact not executed to the degree perceived at the central level. Since the communication is not functioning the effect is that combatants grow increasingly frustrated while the centre (NPTF and MoPR) feel enough has been done. This has potential for unnecessarily raising tensions.

Suggestions for improving the situation are;

- The NPTF must make clear to Dept. of Water and roads the procedures for extensions of projects.
- To the responsible institutions to look into the possibility to improve access and support to education in the cantonments.
- To the responsible authority to investigate in the issue of disabled combatants who are living outside of cantonments and where appropriate design and implement relevant measures and assistance.
- The NPFT must look into the legal aspect of the formation of user groups in the Cantonments in the backdrop that the ex-combatants are now under the Special Committee, and communicate the findings to all implementing agencies.
- The NPTF should seek clarification on payment of electricity and phone bills for the cantonments. Who is responsible for paying these? Why have they not been paid?
- The NPTF should communicate to cantonments in writing what has been agreed in terms of support. Consideration could be done on issuing a newsletter or using local radio stations as means of information dissemination.
- The NPTF must look into the issue of monitoring of the transfer of wages to Maoist Combatants.
- For the next visit, the monitoring team should meet with members of neighbouring local communities to better their understanding of their relations with cantonments.
- The GoN/DAG should meet with the LCMO to discuss any problems they face and how they work with the cantonments and explore opportunities for better information sharing and local coordination.
- The NPTF should look at ways to strengthen local coordination for cantonment management. There is also need to look at how the Implementation Committee is functioning.
- The NPTF-DAG should look at cantonment maintenance in depth and also ask the LCMO for a report on progress on this project.

Election Commission

Should there be another phase to support the Election Commission, the project should ensure an outreach and communications support in order to ensure that communities are well aware of the registration. Further, the EC in the districts will require support on logistics such as computers, generators and technicians.

UNPFN Peace through Justice: Support to Transitional Justice

- To the UNPFN, to share the monitoring results with the line Agency and explore the possibility to create linkages between this project and other UN initiatives. For instance with the UNICEF paralegal project to further support victims when filing for interim relief.
- To the project implementers, to conduct rotational meetings in the various project locations to decrease identified women's travelling burden.
- To the Implementing Agency, the very short time horizon with no real plan to continue support to the victims groups has to be addressed; the total length of project was 7 months (Nov 2010 – May 2011). While obvious constraints do exist in terms of OHCHR mandate etc. the choice of partners for the organisation of victims groups could to some degree address the sustainability issues. Partnering with larger organisations with other funding could perhaps ensure more continuity in the support to the groups. Experience with other victims networks show that follow-up action to assist in claiming support is important. It could also be considered how to link the networks to income generating programmes as gaining a dignified livelihood was a urgent challenge for several victims.

UNPFN Support to the Rehabilitation of Verified Minors and Late Recruits

- To the project implementers, to explore the possibility to provide wider human-side social reintegration support, such as peace and civic education, beyond the four 'packages' as a mean to further support and reorient the lives of VLMRs. The problems faced by the Verified minors and late recruits so far point to issues relating to integration into their communities. Therefore a community integration approach may be needed in addition to the focus on individual rehabilitation as is the case now.
- Lessons learned related to problems for VMLR's should be done to inform the rehabilitation programme of the future rehabilitation of the remaining 19,000 combatants who will not be reintegrated into security forces.
- Discussions on how to assist communities, not only individuals with absorbing former combatants should be initiated, possibly through CAAFAG (UNICEF) or through civil society networks.
- Existing initiatives that can be linked to the rehabilitation, especially livelihood and income generation or youth focused initiatives should be considered.
- The focus in the Peace and Development Strategy on employment generation should be considered to specially cater for former combatants (VMLR).

5. Conclusions

This visit marked a positive step forward in terms of regularizing and combining monitoring visits of the NPTF and UNPF. A few important issues were identified that needs to be addressed and followed up for better utilization of monitoring information and smooth implementation of NPTF and UNPF supported projects. A comprehensive field visit guideline will be helpful in guiding systematic field visits that are beneficial for all. PFS needs to prepare more rigorously for field visits, which may involve meetings with relevant implementing agencies at the centre, well coordinated predetermined roles of the team members, preparation of checklists, and agreed outcomes of the monitoring visit. Similarly almost all monitoring visits indicate considerable amount of follow-up work to be done at the centre, which should be taken up more seriously. A joint meeting with UNPF has proved to be a useful way of sharing and learning for both the NPTF and the UNPF and this should be done more frequently.