Combating Child Labour

IPEC IN PAKISTAN





International Labour Organisation

International Programme on the Elimination of Child Labour **IPEC**

Shermin Khan

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PREFACE

The International Programme on the Elimination of Child Labour (IPEC) was created in 1992 by the ILO, with substantial contributions from the Government of Germany, as a renewed effort to combat child labour. In June 1994 the Government of Pakistan and the ILO signed a Memorandum of Understanding on a national programme for the progressive elimination of child labour in the framework of IPEC.

Since then, a large number of programmes and activities have been implemented to contribute to this objective. IPEC Pakistan is now the single largest IPEC programme out of more than 20 national programmes throughout the world. This brochure reflects on IPEC Pakistan's past, present and future.

In the first section the framework in which IPEC activities take place is elaborated upon. The second section gives an overview of on-going and completed Programmes. They are evidence of a multi-sectoral approach, involving the three traditional ILO constituents (Government, employers' organizations, workers' organizations) as well as Non-Governmental Organizations. The reader will find that the activities are categorized accordingly in this brochure. In the third and last section some future directions of IPEC in Pakistan are highlighted.

IPEC support in Pakistan includes Mini Programmes, Action Programmes and Major Programmes. Mini Programmes are small-scale projects, with a budget of less than US$3000. Action Programmes are projects in the range of US$50,000 over a two-year period, funded from the regular IPEC country budget. Major Programmes are comprehensive projects, funded (at least partly) from other sources, specifically bilateral donors. In this brochure each of these kinds of programme is highlighted.

Director, ILO Office,
Islamabad,
Pakistan.
December 1997

INTRODUCTION

ILO AND CHILD LABOUR

The ILO is unique amoung international organizations in that it brings together, on an equal footing, governments, workers and employers in a common endeavour to improve social protection and conditions of life and work throughout the world. Created together with the League of Nations by the Treaty of Versailles in 1919, the ILO became in 1946 the first specialized agency associated with the UnitedNations.

The Preamble to its Constitution commits the ILO to the protection of children as one of the essential elements in the pursuit of social justice and universal peace.

Shortly after its foundation, the ILO adopted its first Convention on child labour. A number of Minimum Age Conventions followed, applying to specific sectors and occupations. The two Conventions on forced labour - No. 29 of 1930, and No.105 of 1957 - which have been widely ratified, continue to be instrumental in the fight against all forms of child labour. More recently, comprehensive standards have been laid out in the Minimum Age Convention, No.138, 1973 and its accompanying Recommendation - No. 146. A new Convention on child labour, which would focus on the most hazardous and exploitative forms of such labour, is expected to be discussed and considered for adoption by the International Labour Conference in 1998 and 1999.

ACTION COMBATING CHILD LABOUR

The ILO has launched a vigorous offensive against child labour. In 1992 this effort received new impetus with the creation of the International Programme on the Elimination of Child Labour Labour (IPEC), made possible by a contribution of the German Government. Belgium has supported the programme since 1992 and now donors, including Australia, Canada, European Union France, Italy, Luxembourg, the Netherlands, Norway, Spain and the United States also provide resources. The Programme is now operational in more than 20 countries.

Given the enormity and the complexity of the child labour issue it is unrealistic to believe that this problem, which has existed for such a long time, can be eliminated overnight. While the achievement of this ultimate goal is being pursued, ILO-IPEC places priority on halting the most intolerable forms of child labour.

The priority target groups include:

- **children working under forced labour conditions and in bondage;**
- **children in hazardous working conditions and occupations; and**
- **children who are particularly vulnerable, i.e. very young working children (under 12 years of age) and working girls.**

Pakistan signed a Memorandum of Understanding with the ILO in June 1994 on a national programme for the progressive elimination of child labour within the frame work of IPEC.

The aim of the cooperation is to promote conditions to enable the Government to progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination through a phased and multi-sectoral strategy.

IPEC strategy in Pakistan involves:

- motivating ILO constituents and other social partners to create alliances;
- carrying out a situation analysis to find out the nature and magnitude of child labour problem;
- assisting partners in devising national policies to address specific child labour problems;
- strengthening organizations and setting up institutional mechanisms;
- creating awareness at all levels;
- promoting development and application of protective legislation;
- supporting direct action with child workers and their communities to demonstrate the possibility of preventing children at risk from entering the workforce prematurely and withdrawing children from exploitative and hazardous work;
- reproducing and expanding successful projects in order to integrate their strong points into regular programmes and budgets of the social partners; and
- integrating child labour issues into social and economic development policies, programmes and budgets.

IPEC PARTNERS

The struggle against child labour must be rooted in each society's own culture, institutions and aspirations. Children and their families are the first line of defence against child labour.

As in other ILO-IPEC countries, the Ministry of Labour is actively involved in the programmes; and cooperation is being sought with other ministries concerned, such as the Ministry of Women Development, Social Welfare and Special Education. Provincial governments are also active partners in the programme.



School for working class children run by Community Welfare Organization, Lahore

The cooperation of employers is crucial in the combat against child labour. So is the role of Workers organizations as active partners. A wide range of non-governmental organisations (NGOs) are major partners in combating child labour.

The programme will be working with many other partners in the fight against child labour, among them the media and the judiciary, health institutions, universities and parliamentarians.

Support is given to partner organizations to develop and implement measures which aim at preventing child labour, withdrawing children from hazardous work and providing alternatives, and improving the working conditions as transitional measures towards the elimination of child labour.

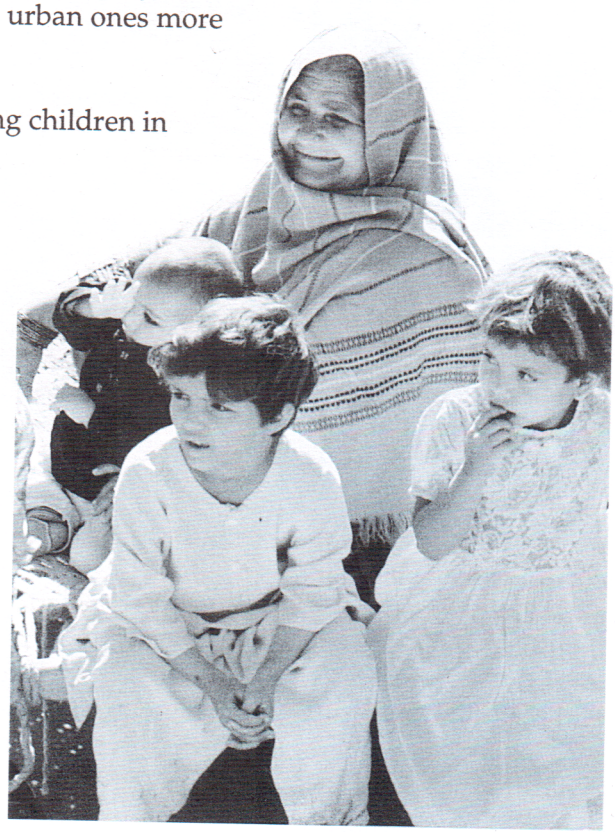
NATIONAL CONTEXT

Pakistan' s high population growth rate of 2.77 per cent (according to the Economic Survey, 1996-97) is considered highest in the region and poses multiple challenges, problems and threats to the country's limited resources and economic and social development. Thirty per cent of the country's population lives below the poverty line. Pakistan's GNP per capita in 1996 was US$ 490, but income is not equally distributed. The over-all literacy rate is estimated at 38.9 per cent: 50 per cent for men and 27 per cent for women (Economic Survey 1996-97).

The total number of employed labour force (10 years of age and above) is estimated at 35.15 million in 1996-97, of which urban is 9.48 and rural is 25.67. An ILO-IPEC assisted national child labour survey (1996) conducted by the Federal Bureau of Statistics for the Ministry of Labour, Manpower and Overseas Pakistanis, found 8.3 per cent (i.e. 3.3 million) of the 40 million children aged 5 to 14 years old to be economically active practically on full-time basis. Due to enumeration problems encountered in the provinces of Sindh and Balochistan, this figure is considered to be an under-estimate by about 300,000.

A majority of the children who work are boys in both rural and urban areas. Of the 3.3 million working children, 73 per cent (2.4 million) are boys and 27 per cent (0.9 million) are girls. Children's contribution to work in the rural areas is about eight times greater than it is in the urban areas. One-third (33 per cent) of the employed children are literate, boys being more educated than girls and urban ones more than rural ones.

In terms of occupations, 71 per cent of the working children in Pakistan work mainly in elementary (unskilled) occupations relating to agriculture, sales and services, mining, construction, manufacturing and transport; and 19 per cent in craft and related trade activities. A great majority of the girls (80 per cent) and boys (68 per cent) work on the farms or in sales and services. Craft and related trade work absorbs the second largest portion of both female and male workers (19 per cent each). In terms of industrial distribution, 67 per cent are employed in the agricultural sector and 11 per cent in the manufacturing sector.

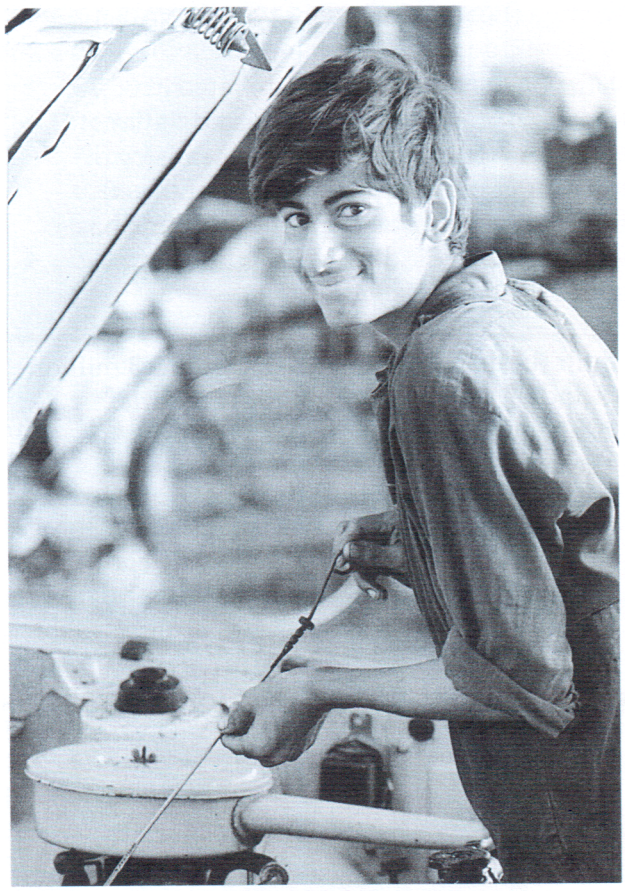


Participation of both adults and children in raising awareness

Employment status by broad categories indicates that about 70 per cent of the working children are working as unpaid family helpers, 23 per cent are employees and 7 per cent are self-employed. In unpaid work the proportion of female working children is higher (78 per cent) than male working children (67 per cent). In paid work, the proportion of male working

children (25 per cent) is higher than female working children (17 per cent). Significant urban-rural differentials are observed in the employment status. In rural areas, three-fourths of the working children are working as unpaid family helpers, while in urban areas it is less than one-third.

About 46 per cent children work more than 35 hours per week. A good proportion of the children at the national level work 56 hours or more. Boys work longer hours than girls. Around 7 per cent of working children suffer from illnesses/injuries frequently and 28 per cent occasionally. Most illnesses/injuries (71 per cent) suffered by working children were in agriculture, followed by mining, construction, manufacturing and transport.



Boy in automobile workshops in Lahore

Why do children work? According to most parents (54 per cent), children work in order to assist in household enterprises. Other reasons given are: to supplement household income (27 per cent); and because no one else is available for household chores (14 per cent). This survey provides the most comprehensive baseline information on the magnitude and nature of child labour in Pakistan.

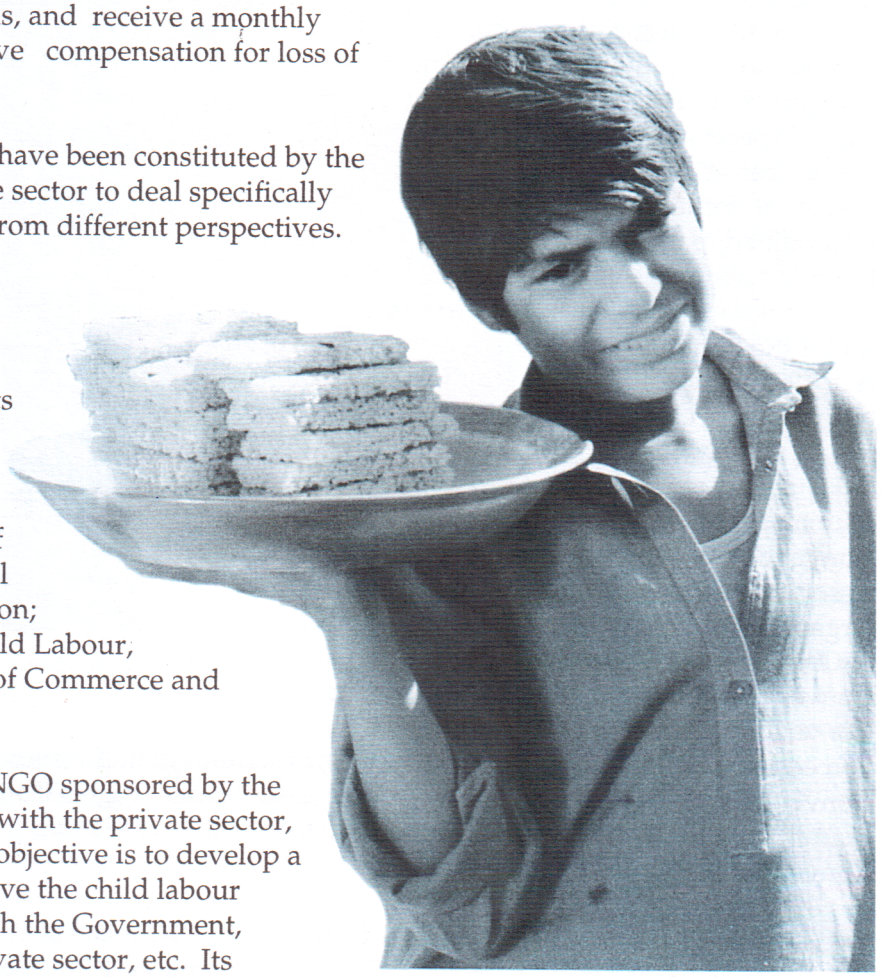
In the education sector, several significant steps have been taken. Policy reforms and administrative measures have been adopted for expanding access, reducing wastage, eliminating disparities and gender imbalances and improving quality. Among these measures is the promulgation of compulsory primary legislation by the Provincial Governments of Punjab and the North West Frontier Province (NWFP); strengthening institutional structures; and encouraging private sector, NGO and community participation. There is also a move to demand legislative coverage for non-formal education. To improve access of girls to primary schools, a co-education primary school policy has been adopted in all the provinces. The minimum qualifications and age for female teachers in remote areas have been relaxed and special incentives are provided to female teachers. Efforts are also made to localize teacher recruitment and deployment. International agencies such as UNESCO and UNICEF are collaborating with the Government, particularly through the Prime Minister's Literacy Commission, to promote Education for All (EFA).

The Government and the private sector have had to respond to the tremendous international pressure exerted on Pakistan for its child labour practices by international human rights groups

and trade unions. The threat of boycott of goods that involve children in the manufacture or production process has been there for some time. The soccer ball industry's response lead to the signing of an Agreement, in Atlanta, Georgia, USA, in February 1997, between ILO, UNICEF and the Sialkot Chamber of Commerce and Industry (SCCI). In this initiative, for the first time, organizations representing multinational corporations and their local suppliers joined with international organizations in a concerted effort to eliminate child labour from a specific industrial sector. The multi-funded project is being executed and implemented by international and national organizations, and has the direct involvement of the ILO in both social protection and rehabilitation as well as monitoring programme in Pakistan.

In view of the seriousness of the problems of child labour, the Government has taken several steps. Among these is the establishment of rehabilitation centres for working children by Pakistan Bait-ul- Mal, the Government welfare agency established in 1992. Pakistan Bait-ul-Mal has opened some 30 full-time schools (called National Centre for Rehabilitation of Child Labour) in various parts of the country at a cost of Rs 27 million (approximately US$675,000). Each Centre has 60 students. Students are provided with uniforms and mid-day meals, and receive a monthly stipend, while parents receive compensation for loss of the child's wages.

Several committees/bodies have been constituted by the Government and the private sector to deal specifically with the child labour issue from different perspectives. Among these are: National Committee on Protection of Rights of Children, established in the context of the Convention on the Rights of the Child by the National Commission for Child Welfare and Development (NCCWD) of the Ministry of Women Development, Social Welfare and Special Education; Advisory Committee on Child Labour, established by the Ministry of Commerce and Industries.



Young street vendor

Child Care Foundation, an NGO sponsored by the Government in cooperation with the private sector, was established in 1996. Its objective is to develop a multipronged strategy to solve the child labour problem in collaboration with the Government, NGOs, trade unions, the private sector, etc. Its functions are: development of a certification cum monitoring system; undertaking welfare projects; and launching awareness raising campaigns

against the use of child labour. ILO is an observer on the Board of CCF and is providing technical advisory services to CCF for the development of a monitoring system in the carpet industry.

LEGAL FRAMEWORK

The Constitution of 1973 prohibits employment of children of 14 years and younger in factories, mines and other hazardous occupations. Pakistan was an initiator of the World Summit for Children (1990) and ratified the Convention on the Rights on the Child in the same year. In the early 1990s two acts were adopted which have an important bearing on child labour. The Employment of Children Act of 1991 and the Bonded Labour System (Abolition) Act of 1992 aim to protect children from all forms of exploitation including bondage. Efforts are being made to effectively implement these Acts. Aspects of implementation are to be made clear at the provincial level and the system of implementation is to be streamlined, particularly in the case of the Bonded Labour System (Abolition) Act of 1992. Vigilance Committees constituted under the Bonded Labour System (Abolition) Act, 1992, which need to be strengthened to become more effective.



Scavenger in Lahore

Pakistan has ratified five of the seven Basic Human Rights International Labour Conventions. Those ratified are: Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87); Right to Organize and Collective Bargaining Convention, 1949 (No. 98), Forced Labour Convention, 1930 (No. 29), Abolition of Forced Labour Convention, 1951 (No. 105); Discrimination (Employment and Occupation) Convention, 1958 (No.111). The two other Basic Human Rights Conventions are currently being examined. These are: Equal Remuneration Convention, 1951 (No. 100) and Minimum Age Convention, 1973, (No. 138).

Pakistan has also ratified several other Conventions that relate to work of young persons. These are: Night Work of Young Persons (Industry) Convention, 1919 (No. 6), the Minimum Age (Industry) Convention (Revised), 1937 (No. 59) and the Night Work of Young Persons (Industry) Convention (Revised), 1948 (No. 90).

ACTIVITIES AND PROGRAMMES

ILO's assistance to Pakistan on the elimination of child labour is continuing actively, following the signing of the Memorandum of Understanding (MOU) on a National Programme for the Elimination of Child Labour in June 1994 between the Government of Pakistan, represented by the Ministry of Labour, Manpower and Overseas Pakistanis, and the ILO within the framework of its International Programme on the Elimination of Child Labour (IPEC). The aim of the cooperation is to promote conditions to progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination. The MOU, initially valid until the end of 1996, has been extended up to 31 December 2001.

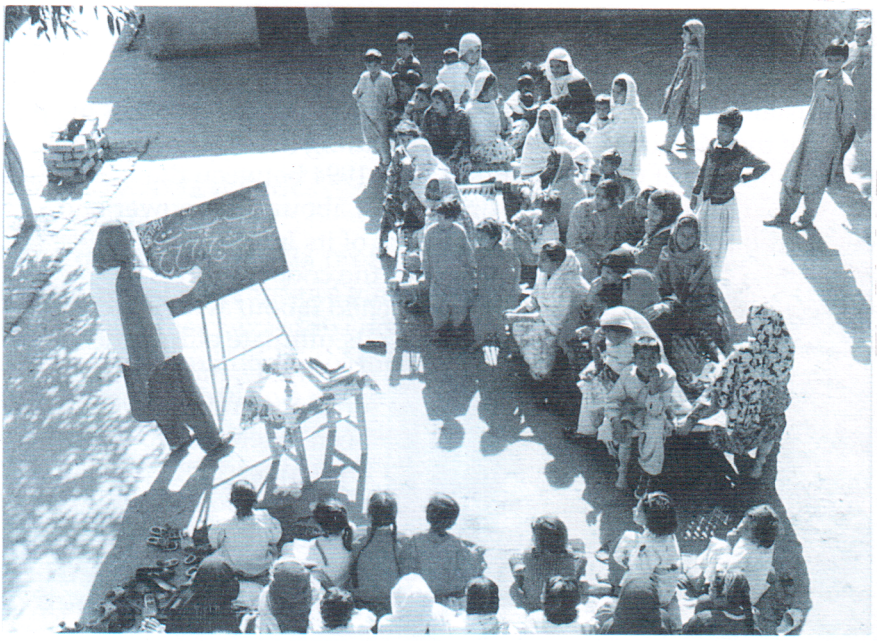


Participants in the Special NSC Meeting, October 1997

NATIONAL STEERING COMMITTEE ON CHILD LABOUR

The officially gazetted National Steering Committee is chaired by the Federal Secretary for Labour. Its first meeting was held in October 1994 and the latest meeting, the sixth, was held in October 1997. The NSC is comprised of representatives of concerned Federal Ministries (social welfare, education, health, planning, finance), representatives of employers' and workers' organizations as well as non-governmental organizations (NGOs). Having started with two social welfare NGOs as the NGO representatives, the NSC now includes two active IPEC partner NGOs with programmes for the elimination of child labour. UN agencies, namely UNICEF, WHO, UNFPA and UNESCO are invited to NSC Meetings in observer capacity. The European Commission, which is a major donor to the IPEC programme in Pakistan, is an observer in the meetings. Pakistan Bait-ul-Mal, the Government welfare agency which has committed substantial resources to the IPEC programme is also invited. It has been recommended to include the provincial Labour Departments/Directorates as regular members.

The role of the NSC is gradually but certainly changing from a forum simply for sharing of information and experiences to a body with a coordinating role on child labour issues. This



Rehabilitation center run by Sudhaar, Kasur

new role is becoming increasingly important because different Ministries, such as Ministries of Commerce and Social Welfare, have set up Committees of their own to address the issue from their own specific perspectives, such as exports and trade perspectives for the Ministry of Commerce and child welfare and rehabilitation by the Ministry of Social Welfare. The capacity of the NSC is being strengthened to cope with this emerging role and responsibility.

PRIORITIES OF THE IPEC PROGRAMME

In line with ILO's active partnership policy (APP), there is close consultation and involvement of ILO's tripartite constituents (Government, employers and workers) and other partners in identifying their priorities and needs to address the issues of child labour.

The Programme is making substantial progress and impact. At the central level, the Ministry of Labour, Manpower and Overseas Pakistanis, and at the provincial level, the Provincial Directorates of Labour Welfare have been active partners in the IPEC Programme. Employers' and workers' organizations as well as NGOs are also active partners.

The comprehensive and integrated approach adopted in the ILO-IPEC's direct action programmes, which involves the family, community and employers from the start of the programmes, has enabled the programmes to enjoy recognition and acceptance in the communities. Targeting a small number of younger, non-working siblings, as a preventive measure, in addition to the working children in direct action programmes, has gained acceptability in communities.



A young happy girl at school

CURRENT ACTIVITIES

IPEC - supported activities in Pakistan include Action Programmes, Mini Programmes and Major Programmes; technical advisory services in the areas of ILO's competence and expertise.

Fourteen IPEC Action Programmes have been completed successfully since 1995, sixteen Action Programmes are currently ongoing and another will commence shortly. In addition, two major programmes (as described below) have been launched and others are in the planning and development stage.

Implementing agencies for IPEC programmes include the Government, at the national and provincial levels; employers' and workers' organizations, and registered NGOs, including professional associations.

IPEC activities are in the area of Law and Policy, Institutional Development and Policy Support, Awareness Raising and Direct Support.

DIRECT SUPPORT

The direct action programmes work closely with the working children, their families and employers, and the local communities to raise their awareness Technical assistance on child labour issues has been provided to ILO constituents and NGOs. A dialogue has been opened on the issue with other UN agencies, foreign missions and international donors.



Carpet weaving girls, Sharifpura

The First Meeting of IPEC Partner Organizations was organised by ILO-IPEC in March 1996 to draw lessons from experience in implementing IPEC action programmes, to stimulate means of cooperation between IPEC partner organizations, and to encourage the replication of successful approaches among a wider group of organizations. A Technical Consultative Meeting was organised by ILO-IPEC in March 1996 to finalise the programme proposal "Combating abusive child labour through prevention, withdrawal and rehabilitation", taking into consideration existing experiences in Pakistan to address child labour and child bonded labour.

Capacity of partner organizations has been enhanced since the start of the Programme, but partners still need to build capacity in management and reporting of their programmes.

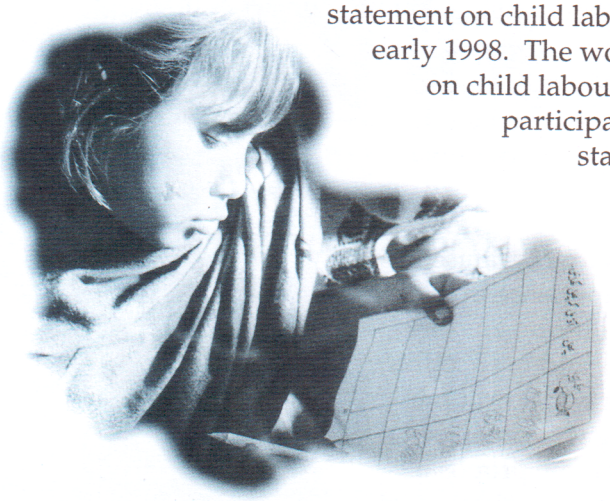
Local resources for action to combat child labour have been mobilized, particularly from Pakistan Bait-ul-Mal. The concerns of working children need to be addressed through other major development programmes as well. To look at some of the possibilities, IPEC supported a study to see how child labour concerns could be addressed through the Social Action Programme (SAP), a major development programme. Recommendations of the study will be taken up as relevant. SAP is an integrated multisectoral programme involving primary education, primary health, nutrition, family planning and rural water supply and sanitation.

When IPEC became operational in Pakistan in June 1994, the general stand on child labour was that it exists but not to the extent projected in the media (and in ILO publications). There was a willingness and commitment to address the issue but limited capacity within the country to

deal with it. Since then, partners have been quick in grasping the conceptual framework of IPEC.

The *situation analysis of child labour* has been completed through the qualitative and statistical surveys. A module of questions on child labour has been finalized and is being attached to the on-going Labour Force Survey. As a result of the survey exercise, there is now available reliable data on the magnitude of child labour and the involvement of child labour by major economic sectors. The survey results are widely accepted and quoted. Furthermore, capacity has been developed within the Federal Bureau of Statistics (FBS) an attached department of the Ministry of Finance and Economic affairs, Government of Pakistan to undertake child labour surveys, to monitor the situation by attaching the child labour module to the Labour Force Surveys, and generally to sensitize its office and field staff to child labour.

The *policy development exercises* are ongoing. The employers policy and statement on child labour will be presented at a national conference in early 1998. The workers' and NGOs' policies and plans of action on child labour are being developed with extensive participation from the grass-root level. The exercise started with consultations at the local level with groups of workers and NGOs, which will lead to provincial level discussions and drafts, and then to national level workers and NGO policies and plans of actions. These will feed into the national policy and plan of action to be developed by the Ministry of Labour, Manpower and Overseas Pakistanis. These exercises at the local levels are providing opportunities for the local level inputs into the national policy and plan of action. Consequently, implementation of programmes and activities resulting from the national policy will be more acceptable and practical at the implementation level. It is also providing opportunities for creating awareness of national and international instruments related to child labour.



Basic education in a Sudhaar run center in Kasur

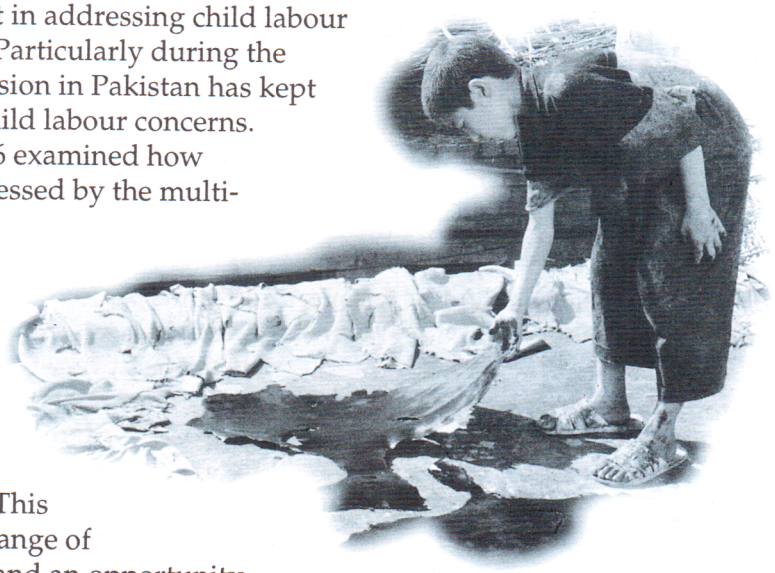
The direct action programmes have been designed with a *comprehensive and integrated approach*, i.e. the family, community and the employers are motivated and involved from the beginning and they are sensitized to workers focus on children not in isolation but as part of their social, psychological and physical environment. This approach has enabled the programmes to achieve considerable acceptance in the communities and receive good, though not always easily-achieved, cooperation from the owners and the families.

Some 16 IPEC action programmes and numerous IPEC mini programmes are under implementation by a *wide range of partners* including government, employers and workers organizations and NGOs. The direct action programmes are mobilizing local communities and providing alternatives to working children and families. These programmes are making "visible" practical action and providing models of workable solutions to the child labour

problem. The awareness raising programmes are creating and enhancing awareness of child labour issues among various groups, e.g., workers and employers, parents, and practioners in child labour programmes.

At least two IPEC action programmes have been *replicated* in the 1996-97 biennium. The first is Action Programme No. 304 with the NGO Sudhaar, whose first programme as an NGO was the IPEC action programme which it has now replicated in two other areas in Kasur, with the support of several new sources of funds, including Radda Barnen (Swedish Save the Children), and the funds from school children in Massachusetts, USA. The second is Action Programme No. 306 with the Pakistan Carpet Manufacturers Association (PCMEA) and the Bunyad Literacy Community Council (BLCC). The action programme was established in two rural communities in Punjab. At the end of the first phase of the action programme, the PCMEA took responsibility for the first two programme sites and requested IPEC assistance in mobilizing four new communities and establishing the programme there. PCMEA will replicate the model in other rehabilitation programmes which it intends to establish.

Within the last two years, child labour concerns and action have been *integrated* into the programme of the Government through Pakistan Bait-ul-Mal, which has opened some 30 Rehabilitation Centres, following closely the IPEC comprehensive and integrated approach, but going further into financial support for the children and the families, which is within its mandate as a welfare agency. The Government has also shown interest in addressing child labour issues in the Ninth Five-Year Plan. Particularly during the last six months, the World Bank mission in Pakistan has kept in contact with IPEC as it looks at child labour concerns. An IPEC-supported study in 1995-96 examined how child labour concerns could be addressed by the multi-donor supported Social Action Programme in Pakistan.



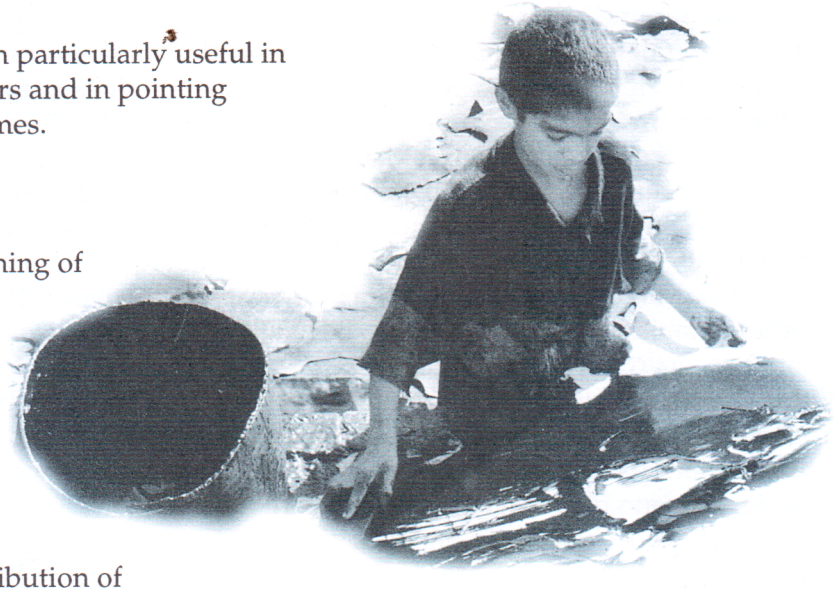
Leather tannery, Kasur

ILO-IPEC in Pakistan has set up a *Working Group on Child Labour*, comprised of UN and international donor agencies and organizations, international NGOs and representatives of foreign missions. This group provides a forum for the exchange of information, experiences and ideas, and an opportunity for a dialogue on the various issues involved in relation to child labour. It functions as a platform for exploring inter-agency collaboration and identifying strategies that would strengthen links.

Numerous individuals, ranging from UN officials to media personnel have been given *briefings* on child labour issues and ILO-IPEC in Pakistan. *Visits to IPEC programme sites* have been facilitated for international media personnel. This has resulted in better understanding of child labour issues and the IPEC strategies; and reporting on IPEC activities in international press.

The IPEC programme in Pakistan has achieved good *geographical coverage* and started to deal with a *wide range of categories* of child labour: children working in leather tanneries, automobile workshops, domestic services, children working as carpet weavers, beggars and as apprentices. children working in the textile, leather and garments sectors, and children in the numerous occupations in the informal sector.

The *mini programmes* have been particularly useful in collaborating with new partners and in pointing directions for future programmes.



Leather tannery, Kasur

RECENT DEVELOPMENTS

The ILO announced the launching of two major projects on the elimination of child labour in Pakistan.

1. *Soccer ball project*

The first project, Elimination of child labour in the soccer ball industry in Sialkot, Pakistan , with an initial contribution of about US$1.5 million, which has now risen to over US$ 2 million is a joint partnership between the Sialkot Chamber of Commerce, ILO and UNICEF, Save the Children - UK, Pakistan Bait-ul-Mal, and Bunyad Literacy Community Council (BLLC). ILO-IPEC funds, amounting to over US$755,700, are provided by the United States Department of Labour. Pakistan Bait-ul-Mal has committed an additional amount of about US$ 195,000 (Pak Rs.7,780,500) towards ILO's Social Protection and Rehabilitation programme of the project. UNICEF's contribution is US$200,000 and Sialkot Chamber of Commerce and Industry (SCCI) is contributing US$250,000 towards the project's Prevention and Monitoring. Save the Children -UK has a commitment of about US$900,000 from the British Department for International Development's bilateral programme funds. Soccer Industries Council of America (SICA) and (FIFA) have provided US$100,000 each towards the project. The aim of the project is to eliminate child labour in the soccer ball stitching industry in Sialkot over the next two years.

As a token of the commitment of Pakistani workers to the cause of elimination of child labour in Pakistan, All Pakistan Federation of Trade Unions (APFTU) has made a token contribution of US$1,000/- to the Sialkot project.

A Project Coordinating Committee has been established under the overall Sialkot project and the Partners' Operational Framework for the activities has been endorsed by the Project Coordinating Committee.

2. *Child/bonded labour project*

The second project, PAK/96/MO1/EEC - Combating abusive child labour through prevention,

withdrawal and rehabilitation , is being launched in partnership with the European Commission and the Government of Pakistan with the total cost of US$2.2 million, equivalent to about Pak Rupees 88 million. The European Commission contributes over US$1.2 million in grant aid under the European Community budget. The Government of Pakistan will donate more than US$650,000 through Pakistan Bait-ul-Mal. The ILO contributes US$200,000.

This will be the first comprehensiv, nation-wide programme to address bonded/child labour through concerted action by governmental and non-governmental agencies in Pakistan. It will serve as a model for replication in Pakistan and other countries aiming to come to grips with this complex problem.

With support of the ILO's International Programme on the Elimination of Child Labour (IPEC) and the European Commission, the programme will raise awareness on exploitative and hazardous child/bonded labour practices in society; increase the capacity of the government machinery, employers, and workers, organizations and NGOs to withdraw children from bondage and prevent children from entering it.

Both projects have been developed on the basis of extensive preparatory work including national tripartite consultations, the child labour survey and special studies in Sialkot district. Other recent developments include the following:



Involvement of younger siblings of working children

3. *Surgical instruments project*

Further to previous requests by members of the National Steering Committee to develop programmes for working children involved in sectors other than soccer balls in Sialkot, ILO-IPEC has developed a third major project, Programme to eliminate hazardous and exploitative child labour in the surgical instruments manufacturing in Sialkot through prevention, withdrawal and rehabilitation. Funds, approximately US$250,000, available to IPEC Pakistan from the initiative of Italian social partners of ILO and UNICEF for the elimination of child labour in Bangladesh, Nepal and Pakistan are being utilised for this programme in Pakistan. The programme has substantial involvement of employers' and workers' organizations.

4. *Regional project in trafficking in children*

The first phase of the Pakistani component of the regional project RAS/96/M12/UK - Combating the trafficking of children and their exploitation in prostitution and other intolerable forms of child labour in Asia includes development of national report on the scope and trends of trafficking in Pakistan; and establishment of a task force on trafficking in children. The programme is being implemented by the National Commission for Child Welfare and Development of the Ministry of Women Development, Social Welfare Special Education, Government of Pakistan, Islamabad.

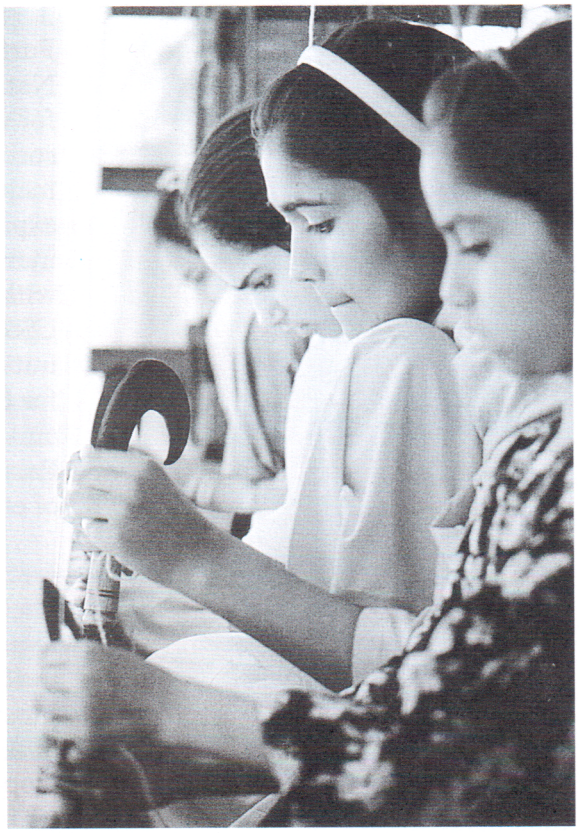
5. *Monitoring in the carpet industry*

Further to a request from the Pakistan Carpet Manufacturers and Exporters' Association (PCMEA) and the Export Promotion Bureau (EPB), Ministry of Commerce, Government of Pakistan, the ILO agreed in principle to provide technical support to develop and implement a comprehensive monitoring and social protection programme to eliminate child labour in the carpet industry. The funding for the programme is expected from the resources (up to US$100,000/-) committed by the US Department of Labour for the purpose. The PCMEA's contribution would be around US$250,000/- per year on an on-going basis.

Earlier to this, on the initiative of the Child Care Foundation (CCF), an NGO established by the private sector with support of the Government, ILO provided technical support to CCF for conducting preliminary research in the carpet industry. CCF carried out focal group discussions in Punjab and Sindh to collect necessary information that could be used in developing the proposed monitoring system within the Prevention, Monitoring and Social Protection Programme to eliminate child labour in the carpet industry.

6. *Pre-vocational training project*

The Swiss Agency for Development and Cooperation (Swiss SDC) is discussing a major IPEC programme in Pakistan. This will involve pre-vocational training in the North West Frontier Province (NWFP) for children 12-14 years of age, strengthening of governmental and non-governmental institutional capacity in the planning, coordination and implementation of pre-vocational training for working children, and the furtherance of a policy dialogue on the issue. Swiss SDC resources expected for the programme are up to US$400,000.



Carpet weaving girls, Sharifpura

7. *Technical report on child labour and finalization of child labour module*

To finalise the Technical Report on the Child Labour Survey and the Child Labour Module to be attached to subsequent Labour Force Surveys, ILO's Statistics and Employment Branch, provided technical advisory services in 1997.

8. *Targeting the intolerable forms of child labour*

Discussions are underway with donors, such as UK Department for Internation Development (UK-DFID), for developing a multi-faceted, comprehensive and integrated child labour elimination programme targeting the most intolerable forms of child labour.

9. *Strategy and policy development exercises*

The NGO strategy and policy exercises on the elimination of child labour are being facilitated by the National Commission on Child Welfare

and Development (NCCWD), Ministry of Women Development, Social Welfare and Special Education, government of Pakistan, in cooperation with local and provincial NGOs.

The Employer's Federation of Pakistan is in the final stages of developing the employers' strategy and policy exercises and the employers' statement will be finalised and discussed at a national conference to be scheduled shortly.

The exercise to develop workers' policy, strategy and plan of action on the elimination of child labour and the protection of working children started in August 1997. Consultations with various workers groups were held in all the four provinces and the workers policy draft prepared. Provincial workshops were organized to discuss the draft which was endorsed at a national seminar in December, 1997.

The employers', workers' and NGOs strategies and policies will feed into the national strategy and policy on the elimination of child labour and the protection of working children to be developed by the Ministry of Labour, Manpower and Overseas Pakistanis and endorsed by the National Steering Committee on IPEC.

10. Asia Regional Consultations (Lahore, 11-13 August 1997) for the Oslo International Conference on Child Labour (27-30 October 1997).



Training and education project run by Bunyad Literacy Community Council, Sharifpura

This was organised by the Norwegian Embassy, the ILO and the UNICEF offices in Islamabad. Participants to the Regional Consultation included representatives of Governments, employers' and workers' organizations, and NGOs from Bangladesh, India, Indonesia, Nepal, Pakistan, Phillippines, Thailand and Vietnam. Workers' and employers' representatives from China and Sri Lanka attended. The Asia Regional Consultation focussed on the four Oslo themes: Prevention, removal and rehabilitation approaches; Legislation and enforcement; Basic education; Social mobilisation and the role of civil society; Practical action/workable solutions to the child labour problem. IPEC Pakistan represented ILO in planning and organising and also provided technical support through presentation of the theme of Practical action/workable solutions.

ACTION PROGRAMMES

ASSISTANCE ON THE ELIMINATION OF CHILD LABOUR TO GOVERNMENT OF NWFP

Action Programme No. ***P.090.91.342.154***

This awareness-raising programme is improving the general level of awareness about the problem of child labour and helping to form a broad-based consensus on the need for action. This, in turn, is intended to provide the necessary foundation and public support for more specific, targeted, and sustained action by the Directorate of Labour in regard to child labour. Training is provided in labour legislation. Briefings/ orientations are arranged for public officials. The programme is also collaborating with workers' and employers' organisations and NGOs in NWFP to combat child labour.

Implementing Agency:
Directorate of Labour Welfare
Government of North West Frontier Province (NWFP)
Peshawar



Girls in a Sudhaar run center in Kasur

PAKISTAN REPORT ON COMBATING THE TRAFFICKING IN CHILDREN

Action Programme No. ***P.090.72.342.051***

(Under the overall regional project RAS/96/MI2/ UK- Combating of Trafficking of Children, their Exploitation in Prostitution and Other Intolerable Forms of Child Labour in Asia)

In recent years the trafficking of people, and children in particular, has become an issue of global concern. Initiatives in various regions in the world have been launched in response to this phenomenon. With support of the Government of the United Kingdom the ILO has developed a project covering South-East and South-Asia. In Pakistan, which is one of the target countries, this has resulted in an Action Programme which aims to contribute to the effective combating of trafficking of children, their exploitation in prostitution and other intolerable forms of child labour. In the first phase, the National Commission for Child Welfare and Development (NCCWD) the Ministry of Women Development, Social Welfare and Special Education, a governmental agency, is to provide a broad-based research, policy and implementation framework in Pakistan for the proposed second phase of the regional programme. The current AP will result in a Country Report on the issue, as well as the establishment of a Task Force on child trafficking.

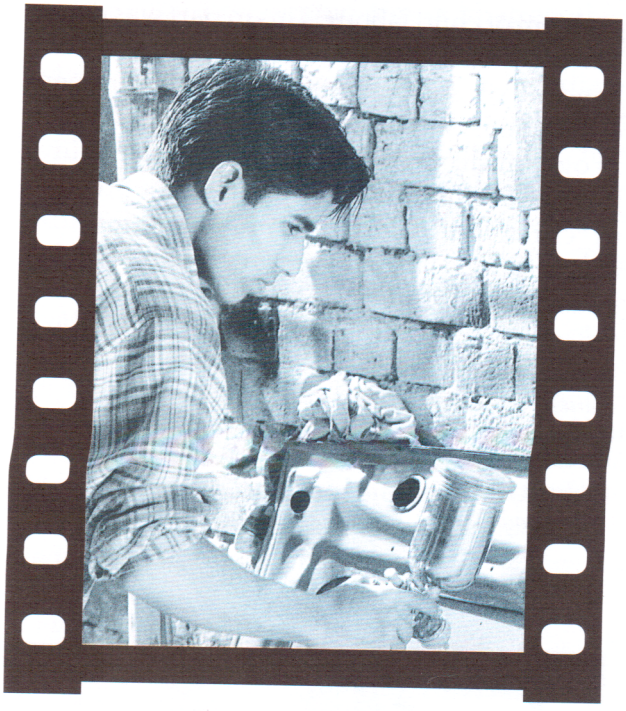
Implementing agency:
National Commission for Child Welfare and Development (NCCWD)
Ministry of Women Development,
Social Welfare and Special Education
Islamabad

CHILDREN IN BONDAGE: WORKSHOP ON THE SOCIAL PHENOMENON OF PESHGI'-DEBT BONDAGE

Action Programme No. ***P.0907.1.342.311***

A technical seminar will be organised in Karachi to facilitate the analysis of the social phenomenon summarised in the word "pesghi" (loan/advance) through an exchange of views among various groups. The seminar will also create awareness of the issues involved in debt bondage system, especially those related to child bonded labour; educate on the prevailing labour laws on child and bonded labour and discuss methods of implementation and problems encountered; and identify actions to combat child bonded labour in Pakistan.

Implementing Agency:
Directorate of Labour Welfare
Government of Sindh, Karachi, Sindh



Automobile workshop, Lahore



Education to working children, Insaan Foundation, Lahore

NATIONAL RAPID ASSESSMENT OF CHILD LABOUR

Action Programme No. ***P.0907.1.342.302***

At the time IPEC started there was little systematic planning on how to deal with the problem of child labour. This in part was due to lack of information, which then was limited to a handful of studies on the more prominent occupations, such as carpet-making. This Action Programme has provided background information in qualitative terms on the problem of child labour to enable agencies and organisations to plan their interventions more effectively.

Implementing Agency:
Ministry of Labour, Manpower and Overseas Pakistanis
(in collaboration with SEBCON and provincial research teams)
Islamabad



Training in carpet weaving at Bunyad Centre, Sharifpura

NATIONAL SAMPLE SURVEY OF CHILD LABOUR

Action Programme No. ***P.0907.1.342.303***

The elimination of child labour in Pakistan was hampered by the lack of reliable, comprehensive and up-to-date information about the problem. Without better quality statistics on the magnitude of child labour, it was extremely difficult for the Government to allocate the necessary resources. In Pakistan the main source of statistical data on the labour force is the annual Labour Force Survey (LFS) conducted by the Federal Bureau of Statistics, but this includes information only on young people above the age of 10 years and primarily in the formal sector. Many children may be working outside those categories. The survey conducted under this Action Programme has provided baseline information on the magnitude of child labour, including children working in the household and informal sectors. After this survey, a module on child labour has been developed and attached to the LFS. This will enable the Government to monitor the situation of child labour and to formulate and implement a realistic and comprehensive plan of action for the ultimate elimination of child labour.

Implementing Agency:
Ministry of Labour, Manpower and Overseas Pakistanis
(in collaboration with Federal Bureau of Statistics (FBS))
Islamabad

TRAINING IN LABOUR LEGISLATION

Action Programme No. ***P.0907.1.342.310***
P.090.91.342.153

Through this Action Programme, steps were taken towards developing a systematic training programme for those involved in labour inspection. The ILO Training Guide on Labour Inspection has been adapted to the local context following consultations with them, to be used in a national training programme with support from IPEC.

Implementing Agency:
Directorate of Workers' Education
Ministry of Labour, Manpower and Overseas Pakistanis, Islamabad

STRENGTHENING GOVERNMENT CAPACITY TO PLAN AND COORDINATE ACTION ON CHILD LABOUR

Action Programme No. ***P.0907.1.342.301***

This Action Programme aimed to strengthen the capability of the Ministry of Labour, Manpower and Overseas Pakistanis to initiate, coordinate, and ultimately sustain a comprehensive national programme on child labour. It facilitated the strengthening of an ongoing mechanisam for planning and coordinating child labour action. The programme facilitated the constitution of a National Steering Committee on IPEC and organised meetings of the NSC. This first phase of the programme has been completed and a second phase will start shortly. As a result of this programme, the Ministry in the second phase, will be able to use situation analysis in programme planning and prioritisation at the federal and provincial levels.

Implementing Agency:
Ministry of Labour, Manpower and Overseas Pakistanis
Islamabad



Community Welfare Organization school, Lahore

NON-FORMAL EDUCATION AND AWARENESS PROGRAMME FOR CHILDREN WORKING IN TEXTILE, GARMENT AND LEATHER SECTORS

Action Programme No. ***P.090.1.342.163***

Children generally work long hours in unhygienic environment, without legal and economic protection or social security cover in the various stages and processes in textile sectors. This Action Programme will aim to remove children from exploitative employment relations, hazardous work or hazardous working environment and conditions through integrated rehabilitation and prevention services (non-formal education, health and safety, and counselling) to working children and as a preventive measure to younger children. The programme will also increase awareness of the issues among members of the trade unions, the working children and their families, employers and the general public. Seminars will be organised for PNTLGWF members; group discussions and meetings will also be organised to create awareness and mobilise community action.

Implementing Agency:
Pakistan National Textile, Leather & Garments Workers
Federation (PNTLGWF), (Workers' Organisation)
Multan, Punjab

CHILD LABOUR AWARENESS RAISING AMONG WORKERS

Action Programme No. ***P.090.91.342.165***

A number of fallacies surrounding child labour contribute to its perpetuation. Therefore, awareness raising is of the utmost importance. In this Action Programme, the All Pakistan Federation of Trade Unions (APFTU) is addressing the level of awareness among its members on child labour issues varying from health hazards of premature work to the need for viable options and alternatives, including education, skills development and labour laws on child and bonded labour. For this purpose the APFTU is organising fifteen local, four provincial and one national seminar. At these seminars, members who are to be trained as resource persons on child labour, are being identified. Furthermore, an APFTU Resource Center on Child Labour is being established, which will continue to provide information and training on the issue to APFTU members and other workers.

Implementing agency:
All Pakistan Federation of Trade Unions (APFTU)
(Workers' Organisation)
Lahore , Punjab



Leather tannery, Kasur

NATIONAL SEMINAR ON CHILD LABOUR ISSUES OF CONCERN TO WORKERS

Action Programme No. ***P.0907.1.342.312***
P.090.91.342.152

Through this Action Programme a three-day national seminar was organised to explore child labour issues of concern to workers. The seminar identified actions to be undertaken by workers to protect child workers and for the elimination of child labour.

Implementing Agency:
Pakistan Workers' Confederation (PWC)
Workers' Organisation)



Top & Bottom: Non-formal education center run by Insaan Foundation, Lahore



NETWORK OF EMPLOYERS FOR PROTECTION OF WORKING CHILDREN

Action Programme No. ***P.090.91.342.158***

The Government of Pakistan has promulgated laws regarding the protection of working children and the elimination of child labour. Employers have an important role to play in raising general awareness of the problem of child labour. This Action Programme aims to enhance the capacity of EFP to take action to protect working children through establishing a network of Employers' for Protection of Working Children (NEPWOC), comprising of a nucleus on child labour at the EFP secretariat (Karachi) and 20 focal points nationwide. The programme is also creating/ enhancing employers' awareness of the exploitative and hazardous child labour practices and alternatives, national legislation and international standards related to child labour. Employment of Children Act, 1991; Bonded Labour System (Abolition) Act, 1992; International Labour Convention on Minimum Age, No. 138 and its accompanying Recommendation No. 146 were translated into local languages (Urdu and Sindhi) under the previous phase of the AP.

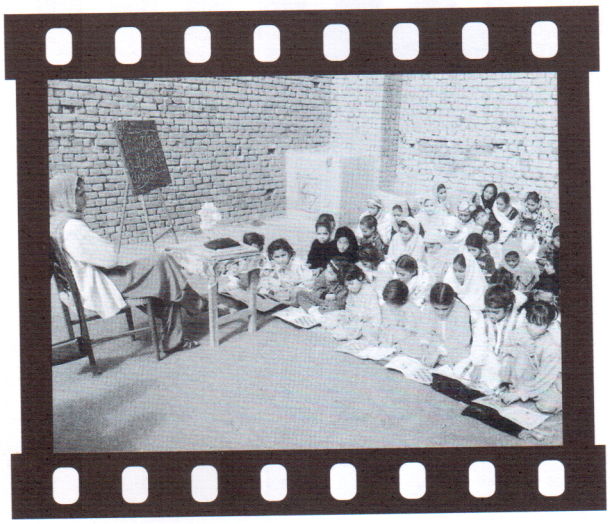
Implementing Agency:
Employers' Federation of Pakistan (EFP)
(Employers' Organisation)
Karachi, Sindh

PCMEA/BLCC PROGRAMME FOR TRAINING AND EDUCATION FOR CARPET WEAVING CHILDREN

Action Programme No. ***P.090.91.342.164***

This programme is testing new methods of addressing child labour in the carpet industry. Since sending children into carpet-weaving has become accepted as standard practice in many small villages in recent years, one way of intervening to remove young children from the industry and prevent new children from entering is to work with the community as a whole: raising its awareness of the liabilities of the practice for the families as well as the children, ensuring that there are adequate educational facilities in the community for the children, and undertaking any other activities that would address the causal factors of child labour and enable the community to substitute adult workers for the children.

Implementing Agency:
Pakistan Carpet Manufacturers & Exporters Association
(PCMEA) - (Employers' Organisation)
(in collaboration with Bunyad Literacy Community Council (BLCC) - (NGO)
Lahore, Punjab



Non-formal education center run by Insaan Foundation, Lahore

NON-FORMAL EDUCATION AND OCCUPATIONAL SAFETY AND HEALTH PROJECT FOR CHILDREN WORKING IN THE AUTOMOBILE WORKSHOPS

Action Programme No. ***P.090.91.342.155***

Northwest Frontier Province (NWFP) is an area with a large transport industry, and therefore large numbers of repair and service workshops exists. This Action Programme is using non-formal education as a point of intervention to sensitise both employers and the child workers to the hazards of child work in general and the specific hazards of work in automobile workshops. The Programme is providing direct services, including non-formal education, health services and counselling to 250 children (boys) working in workshops. Additionaly, 20 adult workers are being trained in making the working environment in the automobile workshops safe, and in providing first-aid. Through participation of the local community in the project, greater compliance is expected to result on the part of the employers and workshop owners in withdrawing the children from hazardous tasks and from contact with hazardous substances. Since this model of intervention is workshop-based it is considered easily replicable.

Implementing Agency:
Pakistan Paediatrics Association (PPA)
(Child Abuse Committee) - (NGO)
Peshawar, NWFP

REHABILITATION AND PREVENTION PROGRAMME FOR CHILDREN WORKING IN LEATHER TANNERIES

Action Programme No. ***P.090.91.342.156***

Leather tanning has been identified as one of the hazardous occupations in the Employment of Children's Act, 1991. Kasur, with over 160 tanneries, is one of the major tanning areas in Punjab. Generally, children between 8-14 years are not employed directly by the tannery owners. They are hired by contractors either on daily wages or through the "peshgi" system which involves the advancement of a loan to parents/guardians. This rehabilitation and prevention Action Programme aims to remove children from hazardous tasks and contact with hazardous substances in the tanneries and to prevent children from entering such occupations. It is providing integrated rehabilitation and prevention services (including non-formal education, health and safety, conselling) to 150 children working in the tanneries and 50 younger siblings (as a preventive measure). It is raising the consciousness of the children, the parents, the employers, and the community as a whole, on the issues of child labour.

Implementing Agency:
Sudhaar - (NGO)
Lahore, Punjab



Leather tannery, Kasur

NON-FORMAL EDUCATION AND SKILLS ENHANCEMENT PROGRAMME FOR CHILDREN WORKING IN DOMESTIC SERVICES

Action Programme No. ***P.0900.91.342.157***

Children working in domestic services, like other working children, are deprived of education and are prone to mental and physical abuse. This Action Programme is providing non-formal education to such children between the ages of 6 and 14. It is also enhancing their skills, emphasising safety at work and helping build self-esteem. The programme endeavours to mainstream some of these children into the formal school system. It also raises awareness about the child labour problems, especially in regard to children working in domestic services.

Implementing Agency:
Working Women Association (WWA) - (NGO)
Islamabad

THE COALITION AGAINST CHILD LABOUR

The Coalition against Child Labour was formed on 21 September 1997 in a meeting of 45 NGOs in Islamabad. The Lahore-based NGO Sudhaar is the interim coordinator of the Coalition. An important rallying point in the near future is the Global March, which will be planned and implemented in Pakistan under the auspices of the Coalition. The objective of the Coalition is to come to a joint position on child labour issues and concerns among the participating NGOs and, consequently, to plan and implement advocacy and awareness campaigns in a coordinated way. IPEC is providing support to the Coalition in its formative stages.

Children in a Sudhaar run center in Kasur

APPRENTICESHIP MONITORING AND EDUCATION PROGRAMME FOR WORKING CHILDREN

Action Programme No. ***P.090.91.342.159***

Many families send their children to work as a way to learn vocational skills. However, many times these "apprenticeships" turn out to be hard labour in dangerous conditions and for minimal pay. This Action Programme is operationalising a model for the "ustad-shagird" (apprenticeship) programmes for working children and the monitoring of such programmes. It is providing integrated rehabilitation and prevention services (including prevocational training, non-formal education, health and safety, counselling) to 50 children working as apprentices and 30 younger siblings (as preventive measures). It aims to remove these children from hazardous substances in the repair workshops. Awareness is being created within the families and the communities and they are being mobilised to address issues. Workshop owners, mechanics, parents and working children are cooperating with the programme.

Implementing Agency:
Islamic Welfare Society (IWS) - (NGO)
Lahore, Punjab



EDUCATION AND AWARENESS PROGRAMME FOR STREET AND BEGGAR CHILDREN

Action Programme No. ***P.090.91.342.160***

Children who are forced into begging as an occupation feel degraded and are often victim of physical abuse. They are deprived of educational and other development opportunities. The model developed during the first phase project (1995-96) is put in use. The effectiveness of the religious structure (mosques, teachers) in advocacy and awareness raising about the issue of child beggars was tested and is being used more systematically in the second phase. The religious support to eliminating child beggary could bring about long-lasting changes in attitudes and self esteem. The programme provides rehabilitation services (non-formal education, recreation, counselling and health services) to the target group children. It creates awareness amongst partners and families and the community at large which unwitttingly sustains child beggary by responding to their calls of beggary. A casual survey conducted under the first phase programme showed that many of the families of child beggary would be willing to receive training in income-generating skills. The NGO, De Laas Gul, has a programme for training women in income-generating activities, such as sewing and embroidery. Through this second phase, DLG is going to provide these training opportunities to the older family members of the target group children. If this link of the families with the NGO's other activities is established successfully, it will eventually shift the economic burden from the child to the adult in the family.

Implementing Agency:
De Laas Gul (DLG) - (NGO)
Peshawar, NWFP

PARTICIPATORY PROGRAMME ON AWARENESS FOR THE ELIMINATION OF CHILD LABOUR

Action Programme No. ***P.090.91.342.161***

The mind set of entire communities has to be gradually changed before any measure to combat child labour can be successful and sustainable. Components of this programme include street theatre/skits, speech contests and recreational activities; it also involves one-to-one and group meetings and counselling with working children and their families and employers. They are being made aware of health consequences of premature labour, occupational safety and health issues, relevant legislation and the provision for protection of working children within the legislation. IFP has established a resource centre under the programme. The target group for the participatory awareness activities include IPEC action programmes in Punjab. Older children (11-14 years) are encouraged to form self-help groups, who after developing a good understanding of the issues involved, bring other working children into dialogue and discussion on the issue of child labour; their educational developmental needs and educational and other alternatives available to them. These agents of change also make other children aware of the protection that they are entitled to under the national legislation and other instruments ratified by Pakistan. Children of five to fourteen years of age are targeted for participation in the activities.

Implementing Agency:
Insan Foundation Pakistan (IFP) - (NGO)
Lahore, Punjab

CHILD LABOUR INFORMATION, AWARENESS AND REHABILITATION PROGRAMME

Action Programme No. ***P.090.91.342.162***

As is the case in most developing economies, the informal sector has grown at an extremely rapid pace in urban Pakistan and the populous city of Karachi is no exception, particularly in its squatter settlements. Home-based work abounds here for both adults and children. Through this Action Programme, the implementing agency, PILER, is establishing two rehabilitation centres. Through the centres an integrated programme of non-formal education, counselling, health services and recreation is being provided to working children (180 target) and younger siblings (60 target). The programme also includes awareness-raising and counselling for the families and employers of these working children. A resource centre houses documents and material on child labour and related subjects and provides a venue for various activities under the programme. The strategies identified and tried will be replicated in other centres that have been established by PILER.

Implementing Agency:
Pakistan Institute of Labour Education and Research (PILER) (NGO) Karachi

RESEARCH FOR A CHILD LABOUR MONITORING SYSTEM

Action Programme No. ***P.090.91.342.166***

The Government and the export industries in Pakistan are increasingly aware of consumers' concerns about child labour. One of the means envisaged to reduce these concerns is the development of a child labour monitoring system. In this Action Programme the foundations of such a system are being laid. The implementing agency, Child Care Foundation (CCF), an NGO sponsored by the government in cooperation with the private sector, has provided a broad-based research framework for developing a monitoring system. Focus group discussions were organised in the selected pilot-sites, four of which are in Punjab and two in Sindh. Interviews were conducted with selected sub-contractors, work-unit owners, and government officials. Data was collected and synthesised and is being discussed for further action.

Implementing agency:
Child Care Foundation of Pakistan (CCF) (NGO)
Lahore

Left & Right: School for working class children run by Community Welfare Organization



MAJOR PROGRAMMES

ELIMINATION OF CHILD LABOUR IN THE SOCCER BALL INDUSTRY IN SIALKOT, PAKISTAN

(Under the overall joint ILO, UNICEF, SCCI, SCF-UK, PBM, BLCC project "Elimination of child labour in the soccer ball industry in Sialkot, Pakistan")

ILO-IPEC Programme No: PAK/97/MO1/USA
Pakistan is a major exporter of sports goods, particularly hand-sticthed soccer balls. The industry, concentrated in and around Sialkot has come under considerable international pressure for the involvement of children in the manufacturing of these balls. An agreement signed between the ILO, UNICEF and Sialkot Chamber of Commerce and Industry (SCCI) in February 1997 in Atlanta, USA, has lead to a joint project which aims to eliminate child labour in the manufacturing of soccer balls through voluntary participation of manufacturers. The overall project is being implemented jointly by the ILO, UNICEF, SCCI, Save the Children - UK, Pakistan Bait-ul-Mal, and Bunyard Literacy Community Council. The project has two main components: Prevention and Monitoring: and Social Protection. The ILO's contribution to these are:

Prevention and Monitoring
The ILO has set up an external monitoring system to identify the occurrence of child labour in the soccer ball industry in Sialkot and to ascertain its phase out. The monitoring team collaborates with the participating manufacturers, who are responsible for the internal monitoring.

Social Protection
A wide range of activities have been designed to provide alternatives to the working children and their families, who are affected by the Prevention and Monitoring programme. For ILO these activities include the establishment of Village Education and Action Centres, which are to provide rehabilitation services, including non-formal education, skills training, income generation activities for adults in the family, credit/loan/savings facilities, and awareness raising.



Community participation in a rehabilitation center

COMBATING ABUSIVE CHILD LABOUR THROUGH PREVENTION, WITHDRAWAL AND REHABILITATION

Action Programme No. PAK/96/M01/EEC

This programme will be the first comprehensive, nationwide programme to address the most intolerable forms of child labour, with a special emphasis on bonded or forced child labour. The programme will be implemented in partnership with the European Commission and the Government of Pakistan with the total cost of US$2.2 million. This two yeas project will adopt a three-pronged approach.

1. Establishing 18 Community Education and Action (CEA) Centres, throughout the country and in urban and rural areas, for rehabilitating children in specific economic sectors and occupations with a high incidence of child/bonded labour; to withdraw a selected number of them from this type of work; to prevent their younger siblings from entering it and to provide them and their families with viable alternatives; and to mobilize communities in the combat against child/bonded labour through intensive awareness-raising and advocacy.

2. Strengthening the capacity of the Directorate of Labour Welfare in the four provinces to raise awareness and mobilize provincial and district administrations, employers (owners and managers), young and adult workers and Vigilance Committees set up under the Bonded Labour System (Abolition) Act, 1992; to monitor workplaces to withdraw bonded children from exploitative and hazardous work; and to ensure that these workplaces become child/bonded labour free; and

3. Strengthening the capacity of the Pakistan Bait-ul-Mal (PBM); the Provincial Commissions for Child Welfare and Development (PCCWD) and the provincial/district PBM offices; and the Bunyard Literacy Community Council, the Child Abuse Committee of the Pakistan Paediatric Association and the Pakistan Human Rights Commission to provide an integrated package of support services to ex-bonded labour through community action.



Top: Leather tannery, Kasur
Bottom: Boy in automobile workshop

MINI PROGRAMMES

06 Sep 1994 - 31 Dec 1997

Sr. No.	a) Title b) Implementing Agency
1)	Film on Awareness of Child Labour issues *Sudhaar, (NGO) Lahore*
2)	High-level field trip to hazardous work-sites involving child labour *Save the Children Pakistan, (NGO) Peshawar*
3)	Focus group meeting with working children *Sudhaar, (NGO) Lahore*
4)	Awareness programme for the elimination of child labour *Pakistan Psychological Foundation (PPF), (NGO), Islamabad*
5)	Health and occupational safety awareness/ protection programme for children working in brick kilns *Alfalah Development Institute, (NGO), Lahore*
6)	Printing of additional copies of translation of national and international instruments on child labour *Employers' Federation of Pakistan, (EO), Karachi*
7)	Development and production of brochure on child labour *Pakistan Paediatric Association (PPA), (NGO), Peshawar*
8)	Children's Universal Day *Save the Children Pakistan, (NGO) Peshawar*
9)	Child labour issues and trade unions *Pakistan Institute of Labour Education & Research (PILER) (NGO), Sindh*
10)	Making cloth bags with promotional message and IPEC logo *Savera Organisation, (NGO) Lahore*
11)	One day awareness raising programme by the Ministry of Human Rights *Ministry of Human Rights, (GOP) Islamabad*
12)	Child labour brochure*Society for the Protection of the Rights of Child (SPARC) (NGO), Islamabad*
13)	Child labour brochure*Society for the Protection of the Rights of Child (SPARC) (NGO), Islamabad*
14)	PNTLGWF two-day seminar in Faisalabad on education for children working in the textile, leather and garment section *Pakistan National Textile, Leather & Garments Federation (PNTLGWF), (WO/TU), Multan*
15)	PNTLGWF two-day seminar in Multan on education for children working in the textile, leather and garment section *PakistanNational textile, Leather & Garments Federation (WO/TU), Multan*
16)	Tripartite Seminar on child labour in carpet weaving industry Directorate of Labour Welfare/ Centre for the Improvement of Working Conditions and Environment. (Govt. of Punjab), Lahore
17)	Child labour day *Save the Children Pakistan, (NGO), Peshawar*
18)	Elimination of child labour through mass awareness/advocacy *Pakistan Federation of Trade Unions of Transport Workers (PFTUTW), (WO/TU), Lahore*
19)	Study in the health and work of children working in workshops and as garbage collectors *Pakistan Institute of Medical Sciences (PIMS), (INST), Isl.*

20)	Consultation and planning on future action on children working in domestic services *Working Women Association (WWA), (NGO), Islamabad*
21)	Review and planning consultations on programe for children working in the automobile workshops *Pakistan Paediatric Association (PPA), (NGO), Peshawar*
22)	Visit to Peshawar by Secretary Labour Sindh, Directors of Labour from Sindh, Punjab and Baluchistan, to IPEC Action Programme NO. P.0907.1.342.300 *Directorate of Labour Welfare, (P/GOP) Sindh, Karachi*
23)	Thematic calender on child labour *Institute of Social Research and Development.(NGO), Karachi*
24)	Provision of education options to working children *Pakistan Labour Federation (PLF), (WO/TU), Lahore*
25)	Children's Universal Day*Save the Children Pakistan, (NGO), Peshawar*
26)	Thematic calender on child labour (1998)*Institute of Social Research and Development. (NGO), Isl.*
27)	Newsletter on child labour *Ministry of Labour, Manpower & Overseas Pakistanis,Isl.*
28)	Preliminary support to coalition against child labour *Sudhaar, (NGO), for CACL*
29)	Special meeting of National Steering Committee *Ministry of Labour, Manpower & Overseas Pakistanis, Isl.*
30)	Preliminary publicity for the Global March against Child Labour. *Society for the Protection of the Rights of the Child (NGO).*



POLICY DEVELOPMENT

Development of policy and comprehensive plan of action for the elimination of child labour and the protection of working children

Support towards the development of policy and a comprehensive plan of action for the elimination of child labour and the protection of working children is a major priority of IPEC in Pakistan. The current environment is most appropriate for development of policy on the elimination of child labour and the protection of working children. A good level of awareness has been created about the issues involved. There is now on-going dialogue and debate on the various aspects of the issues. Social alliances, formal and informal, have been formed and and communication is enhanced by networks of information exchange. Significantly, there are demonstrations of tested strategies and action to provide models of practical action.

NGOs and policy development (IPEC Action Programme No. P.090.91.342.167 - to commence shortly)

Policy, strategies and plan of action exercises for the elimination of child labour and the protection of working children are underway in Pakistan. Since 1995, the involvement of non-governmental organisations (NGOs) in the action to combat child labour has been wide-spread and considerable. Therefore, IPEC will provide support to the National Commission for Child Welfare and Development (NCCWD) of the Ministry of Social Welfare, to consult a wide range of NGOs throughout the country. To do so, the proposed programme envisages a series of activities and outputs, including local level consultations, draft and final NGO policy, strategies and plan of action, provincial workshops, a national seminar to finalise and endorse the NGO policy, strategies and plan of action.

Employers and policy development

Activities by employers for the employers policy, strategies and plan of action have been facilitated by the Employers Federation of Pakistan (EFP) and their statement and programme in this regard will be finalised and endorsed at a national conference in early 1998.

Workers and policy development

A similar programme of consultations and development of policy, strategies and plan of action for the elimination of child labour and the protection of working children is also being implemented for the workers' organisations in collaboration with Pakistan Workers' Confederation (PWC), All Pakistan Federation of Trade Unions (APFTU), All Pakistan Federation of Labour (APFOL), and other trade unions and workers' groups, and the Provincial Directoraates of Labour Welfare,

Government and national policy comprehensive plan of action

The Ministry of Labour will participate in the national policy seminars of the employers' and workers' organisations and NGOs. The employers', workers' and NGOs' policy statements will feed into the national draft policy, strategies and comprehensive plan of action to be developed by the Ministry of Labour, discussed and endorsed by the National Steering Committee and forwarded to the concerned national authorities.

FUTURE DIRECTIONS

With the extension of the validity of the Memorandum of Understanding (MOU) on a National Programme for the Elimination of Child labour signed in June 1994 between the Government of Pakistan and the ILO within the framework of its International Programme on the Elimination of Child Labour (IPEC) for a five-year period up to 31 December 2001, assistance is expected to continue to promote conditions to progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination. IPEC action programmes will continue to be implemented as will mini-programmes and major programmes.

After a promising start, the IPEC programme is well-established. Most direct action programmes which started in the 1994-95 biennium continued in 1996-97. Several of these direct support programmes were able to test and develop strategies and measures which have been and can be replicated.

In line with ILO's active partnership policy (APP), close consultation and involvement of ILO's tripartite constituents and other partners in identifying their priorities and needs to address the issues of child labour will continue. There has been considerable capacity building of partner organizations, but much still needs to be done. Therefore, capacity building of the partner organizations will continue to be an important feature of the programme in the future.

With the availability of reliable data on child labour, assistance is being provided in the development of policy and comprehensive plan of action on the protection of working children and the elimination of child labour in Pakistan. ILO tripartite constituents as well as IPEC partners and local groups are being involved in these policy and strategy exercises. The implementation of the policy and plan of action will require technical and financial support. The national child labour survey is expected to be followed by establishments and workplace surveys in specific industries.

In order to sustain action against child labour it will be essential to strengthen the coordinating capacity at the federal and provincial levels and undertake direct support programmes in the provinces. All initiatives to combat child bondage will be strongly supported and measures will be identified to strengthen the Vigilance Committees on bonded labour, as one way to create changes at the community level. Intensive awareness raising and sensitization activities will continue in order to create a social consensus on the unacceptability of certain forms of exploitative and hazardous child labour.

CHALLENGES FOR FUTURE IMPLEMENTATION AND MONITORING OF THE IPEC PROGRAMME ARE:

- Making projects an integral part of time-bound national programme to combat child labour;
- Encouraging country-ownership of projects;
- Creating and facilitating broad social alliances of various partners;
- Supporting development and implementation of strategies for information exchange and communication on child labour issues;
- Implementing model projects that can be replicated elsewhere in the country or in other economic sectors;
- Promoting development and application of protective legislation;
- Promoting awareness, application and ratification of child labour related International Labour Conventions;
- Promoting integration of child labour issues into social and economic development policies, programmes and budgets;
- Maintaining close consultation with ILO tripartite and other IPEC partners;
- Strengthening the capacity of partner organizations, including government, employers' organizations, trade unions and other workers' organizations, NGOs and professional associations, to plan, coordinate and implement child labour action;

ANNEXES



IPEC AT A GLANCE

The aim is to work towards the progressive elimination of child labour by strengthening national capacity to address child labour problem, and by creating a world wide movment to combat it.

The priority target groups are bonded child labourers, children in hazardous working conditions and children who are particularly vulnerable, i.e. very young working children (below 12 years of age), and working girls.

The political and commitment of individual governments to address child labour in cooperation with employers' and workers' organizations, other NGOs and relevant parties in society such as universities and the media is the starting point for all IPEC action. Sustainability is built in from the start through an emphasis on in-country "ownership". Support is given to partner organizations to develop and implement measures which aim at preventing child labour, withdrawing children from hazardous work and providing alternatives and improving the working conditions as a transitional measure towards the elimination of child labour. A phased and multi-sectoral strategy is applied consisting of the following steps:

- motivating a broad alliance of partners to acknowledge and act against child labour;
- carrying out a situation analysis to find out about child labour problem in a country;
- assisting with developing and implementing national policies on child labour problems;
- strengthening existing organizations and setting up institutional mechanisms;
- creating awareness on the problem nationwide in communities and workplaces;
- promoting the direct action with (potential) child workers for demonstration purposes;
- replication and expanding successful projects into the programmes of partners; and
- mainstreaming child labour issues into socio-economic policies, programmes and budgets.

Since its inception in 1992, the Programme has increased tremendously. In 1992-93, 155 Action Programmes were implemented. In 1994-95 the number of Action Programmes (including mini programmes) almost tripled to 447. For the biennium 1996-97 a further increase is expected.

Participating Countries:
Since 1992: Brazil, India, Indonesia, Kenya, Thailand and Turkey.
Since 1994: Bangladesh, Nepal, Pakistan, the Phillipines and Tanzania;
1996 onwards: Bolivia, Chile, Costa Rica, Egypt, El Salvador, Guatemala, Nicaragua, Panama and Venexuala.

Donors:

Since 1991: Germany
Since 1992: Belgium
Since 1995: Norway, Spain, France, Australia and the United States;
Since 1996: Canada, Luxembeurg, the Netherlands, Italy and European Commission.

THE PRIME MINISTER OF PAKISTAN

My Government is determined to eliminate child labour from the country. Our commitment to this cause is manifest in numerous initiatives taken by the Government such as awareness raising programmes, progressive legislations about child labour and the proactive policy of mainstreaming the youth in the learning process and educational activities. The problem of child labour is deeply rooted in the society for reasons of acute poverty, socio-economic compulsions, population growth, unemployment and centuries old employer-employee relationship of traditional nature. Out efforts to overcome this problem will, therefore, bear fruit only through constant struggle and multidimensional socio-economic programmes focusing particularly on the welfare of poor families and expansion of educational facilities. Inshallah, we shall succeed in our endeavor through determination and strong will for the betterment of our younger generation. I am sanguinely hopeful that the future will bring happiness and prosperity to the younger generation. We have started the struggle for the eradication of child labour through a phased programme. The international community has endorsed our policies and programmes. They are supporting us through sustainable and pragmatic programming.

The Government of Pakistan and ILO have signed a memorandum of understanding known as ILO-IPEC MoU that has helped in strengthening institutional capability of the country to overcome the problem progressively with the involvement of trade unions, employers organizations, NGOs and Government agencies. In addition, the Government has established 28 rehabilitation centres under the supervision of Pakistan Baitul Mal in different cities throughout the country. Children are withdrawn from their work place and imparted informal education and pre-vocational training at these centre.

The importance the Government is attaching to this issue is evident from the fact that the subject of child labour figures prominently in the 9th Five Year Plan (1998-2003). A reasonable amount has been proposed to be earmarked for projects for the elimination of child labour both at the federal and the provincial levels.

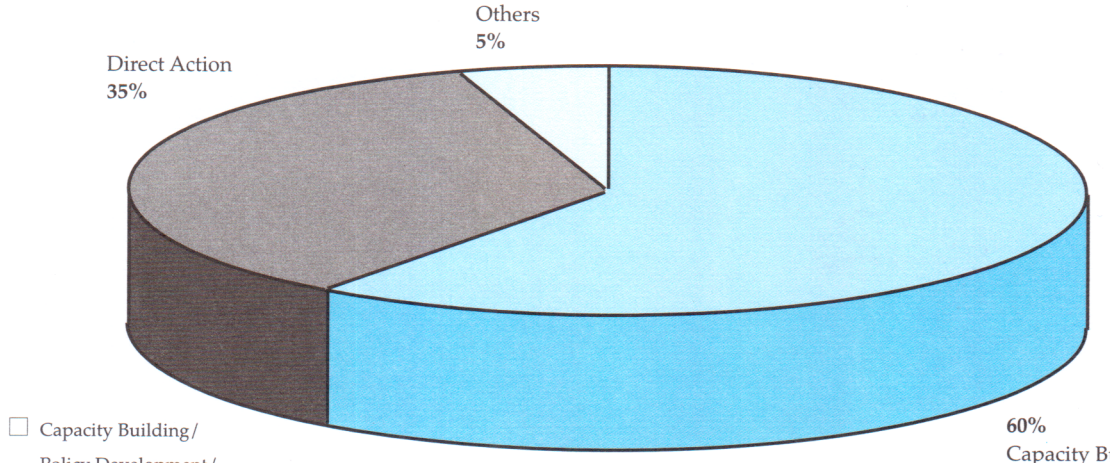
I have directed the Ministry of Labour to set up a Ministerial Task Force to work out an integrated and comprehensive strategy to overcome the problem. This Task Force will come into being very shortly. In order to implement the plan of action and policies formulated by the Task Force, a high powered Advisory Committee will be set up. These initiatives, I believe, will go a long way in dealing with the issue of child labour effectively.

The problem of child labour cannot be dealt with effectively without the availability of relevant and reasonable accurate data. My Government is contemplating to set up a National Information Exchange Forum. This forum will be established in collaboration with the International Labour Organization. Through this forum it will be possible to interact and exchange information with NGOs and other agencies involved in the task of elimination of child labour. Through this forum it will also be possible to project the actual situation of child labour in Pakistan to dispel the misperceptions amongst the international community.

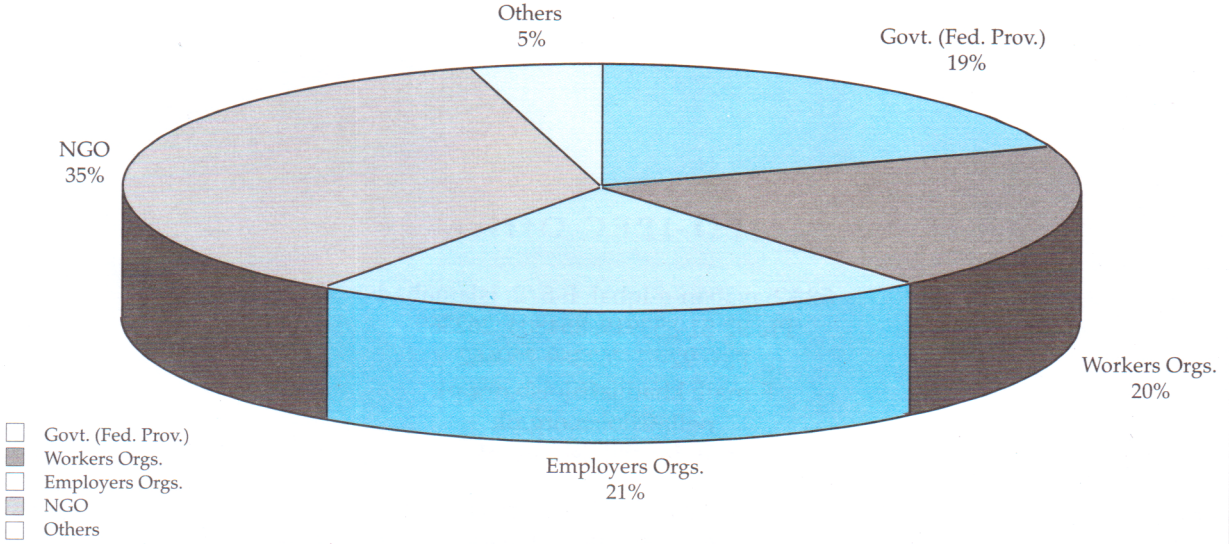
I would like to say that our efforts are not limited to the elimination of child labour from Pakistan only. We join all other nations in this noble task and extend our full cooperation in their struggle to eliminate child labour. We would like to join them in their efforts to work for a brighter future of the children the world over.

(The Prime Minister's statement was presented at the Oslo Conference on Child Labour, October 1997)

IPEC Pakistan
1996-97
Areas of Support



IPEC Pakistan - 1996-97
Programme Resource Allocation
(excluding major projects - soccer ball & child bonded labour)



ILO-IPEC Office

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