

**Project of Support to the National Time Bound Program on the
Worst Forms of Child Labor in Pakistan (2003-2008)**

ILO Project No: PAK/03/P50/USA

Final Expanded Evaluation Report

Evaluation Team

Sarah Tirmazi, Ph.D., International Consultant & Team Leader

Syed Mohammad Ali, National Consultant

&

Impact Assessment Team of the Sustainable Development Policy Institute (SDPI)

Dr. Abid Suleri (Executive Director, SDPI), Kiran Habib and Syed Asghar Shah

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ACRONYMS

APSO	Action Program Summary Outline
BLCC	Basic Learning Community Centers (NGO)
BLS	Baseline Survey
Bunyard	NGO, IP, POSTBP, Sialkot
CCB	Citizen's Community Board
CIWCE	Center for Improvement of Working Conditions and Environment, GoPunjab
CL	Child labor
CLMS	Child Labour Monitoring System
CRC	Convention on the Rights of the Child
CTA	Chief Technical Adviser
DCC	District Coordination Committee
DCO	District Coordination Officer
DED	Design, Evaluation and Documentation Section, ILO, Geneva
DEP	District Education Plan
DG	District Government
DPNet	Development Policy Network
ECA	Employment of Children Act, 1991
EDO	Executive District Officer
EDO-CD	Executive District Officer for Community Development
EFA	Education for All
EFP	Employers Federation of Pakistan
EMIS	Education Management Information System
ESR	Education Sector Reforms
FBS	Federal Bureau of Statistics
GoP	Government of Pakistan
IAS	Impact Assessment Survey for Rag-pickers, Rawalpindi
ILO	International Labor Office
IP	Implementing partner
IPEC	International Program on the Elimination of Child Labor
ITA	Idara-e-Taleem-o-Agahi (NGO), IP, POSTBP, Rawalpindi
LFA	Logical Framework Analysis
LFS	Labor Force Survey
MDGs	Millennium Development Goals
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NEAS	National Education Assessment System
NEMIS	National Educational Management Information System
NFE	Non-formal education
NGO	Non-governmental organization
NORAD	Royal Norwegian Development Agency
NIPA	National Institute of Public Administration
NRSP	National Rural Support Program (NGO), IP, POSTBP, Hyderabad
NSC	National Steering Committee

NTBP	National Time Bound Program
NWFP	North West Frontier Province
OSH	Occupational Safety and Health
PBM	Pakistan Bait-ul-Mal
PEMRA	Pakistan Electronic Media Regulatory Authority
PPAF	Pakistan Poverty Alleviation Fund
POS	Project of Support to the National Time Bound Program on WFCL
PRSP	Poverty Reduction Strategy Paper
RA	Rapid Assessment
SDPI	Sustainable Development Policy Institute
SIMAP	Surgical Instruments Manufacturing Association Pakistan
SME	Small & Medium Enterprises
SPF	Strategic Program Framework
SPIF	Strategic Program Impact Framework
SPO	Senior Program Officer
SRSP	Sarhad Rural Support Program (NGO), IP, POSTBP, Shangla
Sudhaar	NGO, IP, POSTBP, Kasur and Sialkot
TBP	Time Bound Program
TF	Taraqee Foundation (NGO), IP, POSTBP, Gwadar
TICSA	Combating Child Trafficking for Labor and Sexual Exploitation
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
US DOL	United States Department of Labor
WFCL	Worst Forms of Child Labor
WFP	Workers Federation of Pakistan
Zakat	Compulsory Islamic religious tax on wealth

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EXECUTIVE SUMMARY

1. Background

ILO/IPEC's Project of Support to the Time Bound Program (TBP) on elimination of Worst Forms of Child Labor (WFCL) was launched in September 2003 to implement action programs to combat child labor in six hazardous industries. These hazardous industries include glass bangles, tanneries, surgical instrument manufacturing, deep sea fishing, coal mining, and rag picking. The action programs were implemented by six selected NGOs jointly with the district governments. The services provided under the project included focusing on non-formal education, mainstreaming children into the formal education system, provision of literacy and skills training, health screening, and linking children and their families with social safety nets and micro-credit facilities.

This final expanded evaluation of ILO/IPEC project of support to the TBP in Pakistan, being undertaken following a mid-term project evaluation, includes specific impact studies to provide an indication of results on ground, as well as focusing on broader and longer term changes for direct beneficiaries and with regard to the policy environment. A policy study was undertaken during the expanded final evaluation, based on the experience of implementing the district model in Hyderabad, where children are involved in hazardous glass bangle manufacturing processes to gauge the impact as well as potential replication value of the ILO/IPEC support to elimination of the worst forms of child labor in Pakistan. An impact assessment survey (IAS) of rag pickers in Rawalpindi and Islamabad was also undertaken, to focus on impacts of direct beneficiaries of the project. The survey covered 4 of the 10 areas that the implementing partners was working in, and undertook a survey of a random sample of 400 children, both from the withdrawn and prevented categories.

Conclusions and recommendations

2. Results: enabling environment

The analysis shows that the objectives of the project were realistic but depended on the meeting of various conditions. Continuity of the project's specific activities would require appropriate resources to be financed through the public sector.

The key assumption for the Project of Support was regarding the success of the newly constituted district government system. Given the newness of the local government system, these assumptions were relatively risky, although promising at the same time. The assumption concerning adequate resources being available, especially at devolved government levels, was always quite risky, given historic budgetary issues between federal and provincial governments. Finally, the reliance on grass roots organizations to monitor and support efforts was based on the risky assumption that resources would be available on a smooth and continual basis at the local government level.

The strategy for project design was well thought and careful consideration was given to all aspects including complementing with on-going ILO supported interventions. National

development plans were given sufficient consideration, and the strategy was well placed within these plans.

In terms of legislation, the project has supported the consolidation of some 70 laws into a single legislative draft. This is a very positive endeavor as also reinforced by existing research. An empirical study of the Employment of Children Act (1991) and its effect on child labor was undertaken using PIHS data for 1991 (Fasih, 2007). The research showed that there was a “significant decrease in probability of working for 13 year old children in the months after the implementation of the law”. However, the study also noted, though did not empirically test, that if penalties for hiring children are too high, then employers can pass on potential costs in terms of giving even lower wages to children. Further areas of research could look at combined impacts of supporting child labor laws with compulsory education laws. The national child labor laws remain incompatible with ILO conventions C138 and C182, and the ILO can assist with helping debate the issues in consensus with the key actors. This can be done through a nation wide consultation process where legislative improvements can be rigorously addressed according to national aspirations and international standards.

The project has positively impacted in terms of the draft PRSP-II in developing a technical paper in conjunction with other donors and national organizations to reinforce the requirements of child labor. Similarly, project inputs in the draft National Education Policy have been positive from the perspective of child labor needs. These joint endeavors can be very beneficially continued in future programs, especially in terms of actual inclusion of child labor interventions in the final PRSP.

The National Steering Committee has met infrequently, although it is key to the government’s leadership role in continuing effective child labor programs. The NSC membership includes representation of most relevant ministries, except finance, although that is a very key ministry. Representation of districts is also absent, and hence issues that arise at the district level cannot be addressed adequately, given that the Project of Support has worked more extensively at the district level. The NSC can also be made more effective through regularly scheduled meetings, and the capacity of the Child Labor Unit in the Ministry of Labor can be enhanced to make the unit more effectual in support of the NSC’s endeavors. The unit should be responsible for policy research on child labor issues, including developing guidelines to address funding constraints, and policy and legislative initiatives, for there to be successful advocacy at the national levels. Good research based advocacy, and stronger coordination with the provinces and the districts would focus more support and resources at the ground level for elimination of the worst forms of child labor. The ILO can play an even more active role as a facilitator and provider of technical assistance in developing policy issues papers for the NSC to debate and discuss. The NSC mandate should include ensuring that all externally funded child labor funded projects are under one umbrella, and in coordination with national policies. The NSC can also coordinate and reflect government ownership by translating international commitments into national policies and legislation, and from thence into the national, provincial and district budgets.

The establishment of District Coordination Committees (DCC) provided the project a degree of legitimacy which proved instrumental in ensuring the overall participation of relevant line department in the project’s action program. In Hyderabad, which was given special consideration

during this evaluation, the District Nazim authorized the formation of a technical committee, formed under the Executive District Officer for Community development (EDO-CD), which included all EDOs, to help facilitate important issues like mainstreaming of NFE students, and formation of the Child Labor Monitoring System (CLMS). The DCC has been fairly active both in Hyderabad and some of the other project districts, and enhanced activism can only benefit in the resolution of child labor issues.

While there is a strong sense of commitment of the district government to address child labor, the DCC could have taken a more proactive role in formulating a roadmap to address the various problems after the end of the project, in conjunction with other actors such as employers and workers federations, and the implementing partners (IPs). The IPs could also have helped the DCC undertake this exercise, as a part of the exit strategy of the project, under the aegis of ILO/IPEC.

District Education Plans were formulated for all project districts, which is a solid achievement. However, although the District Education Plans recognize the problem of child labor to a great extent, they do not create an explicit link between the NFE centers of the project and the mainstream education system, which would have been of great benefit. The NFE centers have been extremely successful in enhancing children's and parents' enthusiasm for good quality education, and future projects would need to be more resourceful in generating ideas and means for their sustainability. In the majority of cases, parents of child labor prefer the NFE centers to the regular school system, given their flexibility, and better quality instruction, and this need should be addressed in future projects.

There has also been good success in mainstreaming children in the worst forms of child labor into the regular school system. The affordability of attending regular schools is important, since these are often at a distance from the place of residence, relative to the NFE centers, and can constrain parents. The schools themselves need considerable support to be able to encourage the children to continue with formal education, given that they already feel overburdened. However, the government still has the responsibility of ensuring the availability of good quality compulsory primary education.

As noted in the National Rural Support Program (NRSP) conducted study on the Hyderabad district model, it is vital to track the future status of vocational training participants, to see to what extent the skills they obtained are being utilized for income generating activities. Since the advanced training course for vocational training was not conceived by the ILO-IPEC project, it has veered away from offering training which could have a direct effect in improving the child labor situation. For instance, could girls enrolled in the advanced beautician course in Hyderabad, or the ones who participated in the initial seamstress course, perhaps have been more beneficially trained to take up more high-end services in the bangle industry itself, such as manufacturing safe gloves. Future programs would need to further assess vocational training and endeavor to actually place children in the new jobs, and provide them some initial support to continue effectively. This has been done successfully in other countries, mainly by bringing potential employers on board from the outset. Finally, the social mobilization strategy for employers of children requiring vocational training needs to be rigorously reassessed, since

children have continued to have issues in getting time away from work, especially given that the benefits of vocational training have been very limited.

The implementing partner, in conjunction with other stakeholders, can usefully explore the possibility of fostering partnerships amongst the trained girls, to access upper-end markets and make better profits. The young girls may not have the mobility or know-how to undertake the responsibility of delivering clothes to the shops by themselves, or even as a group, thus the need for market link-up would be vital. In this regard, the project could have reviewed other relevant initiatives on the ground to draw lessons from them¹, and further helped interested community members prepare a detailed feasibility study of such a venture.

The NRSP collaborated with the health department, and involved other stakeholders to undertake not only health screenings but also to set up health camps and undertake supplemental blood screening of people who came for medical checkups. While the target community for the blood screenings was not exclusively working in the glass bangles industry, it did generate visibility for the project in localities where child labor is predominant, and such interventions can provide the needed visibility to interventions addressing child labor.

Although there have been supplemental activities like blood screenings conducted by the District Health Departments in conjunction with the IPs to maximize the impact of intended health activities conceived under the project, it could have focused more on following up on the referrals made during the health screenings through some arrangement with the health department to make this health screening of vulnerable children a recurrent feature, even after they have been mainstreamed into government schools.

Although a range of activities were held in collaboration with the labor department, for instance in Hyderabad, the results of these activities were not tangible, except perhaps for the support lent by the Labor Department to facilitate the child Labor Monitoring System (CLMS) data gathering process. The outcome of awareness raising activities conducted with the labor department was also hard to discern, given the lack of OSH standards in practice with glass factories and the presence of under-aged workers in processing bangles in informal factories located in shops around the famous 'Choori gali' (Bangle market) in Hyderabad. Further assessment of such activities, and a revised strategy and activities, seems called for. The interventions in terms of model workshops and other OSH activities are impressive, despite a couple of areas where further redesign is needed, especially in the glass bangle industry.

Besides creating awareness concerning OSH, the IP teams can in future work with the district Labor Departments to ensure provision of safe materials, such as handling trays to contain chaotic spread of items like glass bangles or surgical instruments, adequate safeguards on required machinery, provision of adequate ventilation, adequate light, and proper electrical wiring. These are items that the manufacturer can take the financial responsibility for, and the project can simultaneously make increased efforts on social mobilization with factory owners to help them realize the utility versus the cost of implementing these measures, and on convincing the labor department machinery to ensure punitive action against those discarding OSH measures.

¹ For instance, see the USAID funded Home Bound Women Embroiderers Project which was evaluated as very successful in linking women in remote areas with high end markets.

However, the most important activities of the Labor Departments are the need to reinvigorate factory inspections processes in order to keep a check on child labor in the formal sector. Capacity building in knowledge about child labor laws needs to be ongoing, and the capacity, authority and resources of labor inspectors needs enhancement.

The district governments and their development partners definitely have much greater understanding of the issues involved in the elimination of the worst forms of child labor, due to their involvement with the project, and in designing effective action programs. However, effective action in areas such as improving public schools, income alternatives, and linkages with social safety nets seemed to require more input at the highest national level and provincial levels.

There have been situations of NFE centers competing with public schools, hence the imperative of further bolstering the government schools. It is suggested by the IPs that the education department could rent the NFE centers to run evening classes for those students who have already been mainstreamed. It is also been proposed that the Mother's Groups formulated under the project should join School Management Committees (SMCs), and work with them to improve the state of public schools where their children have been mainstreamed. Other possibilities are for the NFE centers to be operated as privately run entities, or else be adopted by the government itself, which has been done for two centers in Rawalpindi in the rag pickers sub-project. These proposals are all valid, and indicate that foresight in working with the District Government in sustaining the NFE centers, and working to include mothers in SMCs might yield more sustained results.

2. Results: targeted interventions

The evaluators did not receive adequate information on formal capacity building efforts by ILO and the implementing partners (IPs) to be able to address this question adequately, in particular in terms of assistance with proposal writing skills (although these were written adequately at the start of the project), preparation of budgets, management practices, and monitoring and evaluation. Many IPs were long term partners, and had a good working knowledge of ILO aims, objectives and processes, and the personnel heading the IP are well versed in child labor issues. However, the capacity of staff at the mid-level, or in the field, was uneven. Some staff was excellent in their understanding of the issues, and their ability to translate plans into action. Other staff members require much more support and capacity building to understand the concepts, and to implement these effectively.

In terms of definitional issues, the capacity of the IPs is a grey area. The IPEC/ILO definitions regarding withdrawn and prevented child labor are quite clear, but in the project documentation, withdrawn refers to any child who enters NFE centers or regular schools, whether or not they have totally withdrawn from the worst forms of child labor, which in most cases they have not been, based on the rag pickers impact assessment survey.

Despite is, the impact assessment survey results demonstrate the very positive effect of getting children out of child labor and into NFE centers. The children in rag-picking declined considerably. The change in the working status of the children also suggests that alternatives like

the provision of free schooling for underprivileged children can make a significant difference in their lives.

The Citizen's Community Boards are a major pillar in terms of sustaining some of the project activities, such as the CLMS, but there has been relatively little success in formalizing the CCBs. This demonstrates that the weaknesses of the local government system need to be addressed using a more concerted effort in conjunction with other donors and local organizations, since it is a considerable challenge, but one that must be effectively taken forth.

Considerable progress has been made in terms of initiating and drafting the National Time Bound Program and additional effort will be needed to have the draft finalized and approved by the concerned government agencies.

Although solid criteria were used in selection of NGOs to work as implementing partners on the project of support, it is always more useful to encourage competition among NGOs and government agencies for such funds, based on their technical and financial proposals. If this process is undertaken under the aegis of a subcommittee of the NSC, the process will boost ownership, and give greater credibility to the entire process, thus enhancing the support given by other key players, as well as ensuring even greater efficiencies in the utilization of scarce financial resources.

3. Results: supporting areas

The project document was well researched and developed, and relied extensively on existing information about the sector. Past IPEC experiences and interventions are well accounted for, in the case of experiences in Pakistan. In future project, the experience of other countries, especially in terms of providing alternative employment opportunities to families of child labor, would be an appropriate step. Furthermore, the project design can greatly benefit from being integrated with government social safety nets such as zakat, Bait ul Mal, and other programs that contribute to the incomes of poor families, and further strengthening transparent processes in the use of all the funds.

The relationship and linkage with the workers and employers' organizations is very positive. However, these organizations work for the most part with the formal sector, whereas child labor exists primarily in the informal sector. Hence, there is a critical need to develop strategies and interventions that involve non-formal labor organizations in an effective manner, especially in developing and monitoring standards for working conditions in the informal sector. Trade unions can also help organize workers in the informal sector to promote collective bargaining. The chambers of commerce and employees associations can also inform government on policy and legislation, helping keep a balance between business interests and corporate social responsibility. The codes of conduct that have been developed are also a step in the right direction. Employers associations can also develop internal monitoring systems to keep a check on child labor.

In terms of targeting of beneficiaries, this area was well thought and substantive actions taken in terms of the rapid assessment surveys that were undertaken at the outset of the project. The issue that needs to be addressed in future projects is the need to take the child labor market as a whole,

in order to develop interventions such that reduction in one child labor sector, will not mean an increase in another sector. The impact assessment survey shows that this has happened to some extent, and this is also a concern verbalized by senior government officials.

Concerning CMLS, the innovation of using community based systems to provide information on child labor is a practical idea, and can be replicated using other groups, including School Management Committees, in case the CCBs formed by the project are no longer functional. Concerning the data collation process itself, there is now significant information available for most sectors involving child labor, including the glass bangle industry, however information for the latter is still all clustered under one category, even though the forms on which this data is collected specify which particular glass bangle processing stage these children are found in. Organizing information down to this level of detail in the database could subsequently prove useful in designing prioritized and/or targeted interventions for the most hazardous of these processes.

4. Results: other areas emerging

Although tremendous efforts have been made in social mobilization and the setting up of NFE centers for working children for which the children and their parents are extremely enthusiastic, future projects have to make an effort to make these centers sustainable from the start. Not only in this project, but in similar projects elsewhere, the key reaction of parents and children is one of great anxiety regarding what will happen to their children once the project ends and the NFE center closes. Another issue is that the timings of the centers need to cater to working children's timings, and to ensure that it does not inconvenience them further. Although the effort is to completely withdraw children from child labor, given economic realities, this can only be a phased process, unless the government makes an all out effort to address the issue. Hence, the NFE centers are a beacon of light for the children and their families and which should be fully supported.

Finally, future projects need to take more of a program approach, even at the district level, and keep the entire child labor picture in sight. Project interventions have to cater to the fact that when children withdraw from working in one sector, they may shift to another sector with hazardous labor. Possibly the EU-supported child labor survey can be developed within a more comprehensive strategy.

The ILO role has been discussed in different areas in recommendations, especially in working with the NSC on policy and legislative issues, and in further assessments, for instance of the CLMS. It is also useful for ILO to focus on harnessing additional resources for child labor interventions.

5. Process of design and implementation

In terms of indicators for the project, these have been found to be of limited use to the users and to the evaluators, and can bear to be designed more carefully for future projects. Furthermore, the means of verification of the indicators do not have strong validity, and can also be better thought through for future projects. The overall usefulness and validity can be greatly enhanced if more

effort is put into their design in future projects, and greater effort made to collect the relevant information, including for tracking of costs and benefits.

With regards to the CLMS database, it is vital that the statistical reports being generated by it are also analyzed and reviewed by the District Coordination Committee, and then shared with the provincial and federal labor secretaries, and other senior government officials, so that practical actions can be identified at the most appropriate level by the concerned authorities. The model's usefulness can be further assessed by stakeholders prior to expanding the program to other union councils and districts.

The Database of Direct Beneficiaries Monitoring and Reporting (DBMR), developed through the project would benefit from a redesign in future projects, so that not only can the database be effectively inputted and used to track individual children, it can also be used for more comprehensive analysis regarding child labor trends within the project. The database should best be developed as a pilot for the national child labor database, after taking into account the requirements of the key actors.

The project was thoughtfully and comprehensively designed, taking into account stakeholders' input through the SPIF framework. This contributed to making the project objectives and assumptions realistic for the most part, and this approach will be helpful in the design of future projects. One area that needed further work at the design stage was the computation of costs and benefits of the different activities in the project. This has been emphasized as a requirement by senior government officials, and it also allows updating during the midterm and final evaluations of future projects to better demonstrate efficiency.

The recommendations of the midterm evaluation were not acted upon in terms of the project's continued implementation, which indicates that the project should take a more proactive role in addressing issues and working out solutions in conjunction with the implementing partners, both NGOs, and government.

6. Good practices and replicability

The institutional framework was fairly well developed, demonstrating the commitment of the public sector to provide an appropriate environment for the project, both in terms of national policies and legislation, and in terms of international commitments dealing with elimination of the worst forms of child labor.

Some excellent interventions have been developed under the POSTBP, which are highlighted below:

- The district model, and the district coordination committee, is a well strategized and well implemented model for focusing on elimination of the worst forms of child labor in a coordinated and effective manner, while bringing together the various stakeholders.
- The process of the project design, and the excellent rapid assessments, baseline surveys and other documentation has ensued.

- Linkages with employers and workers' associations are a key element in successful implementation of child labor projects, since these linkages bring some of the most important actors into the fold.
- The confirmed success of the NFE centers, and the resulting enthusiasm of parents and children for education is an extremely positive aspect of the project.
- The active involvement of ILO/IPEC in national policy and development such as the PRSP, the National Education Policy, and Labor legislation has had very positive results, both in terms of impacting policy, but also in terms of highlighting the need for agencies to work together on national issues.
- The professional working relationships between ILO staff, the implementing partners, and district government officials has been very successful, and is a prerequisite for strong sustained efforts.
- Linkage with media can have a very positive impact as shown by the results of the supporting media project, in giving a constructive and high profile to child labor issues.

In terms of wider policy impacts, these will bear fruit once the National Education Policy, for instance, is finalized and implemented in all parts of the country. Project staff has made an earnest effort to have child labor addressed in the draft policy, and the impacts will go well beyond the parameters of the POS. Another area is the technical submission by ILO staff for the Poverty Reduction Strategy document, which once finalized and implemented will have a major impact on policy implementation throughout the country. Finally, the streamlining of labor laws will have definite positive repercussions.

The POS was in 6 very different districts of the country, but the district model is replicable as long as some basic conditions are met. The key prerequisite is availability and assurance of financial resources to undertake the activities, which would require national and provincial support, especially for education, health, and labor issues. The availability of well grounded IPs is also a requirement, as is a modicum of stability in the postings of district government staff. The establishment and funding of CCBs, both in working on child labor issues, as well on collection of data on children in the particular union council or village would be a requirement for replicability. The importance of sound income generating activities that can provide alternative income for the parents of children in the worst forms of child labor cannot be emphasized enough, as well as support during the initial stages of any enterprise.

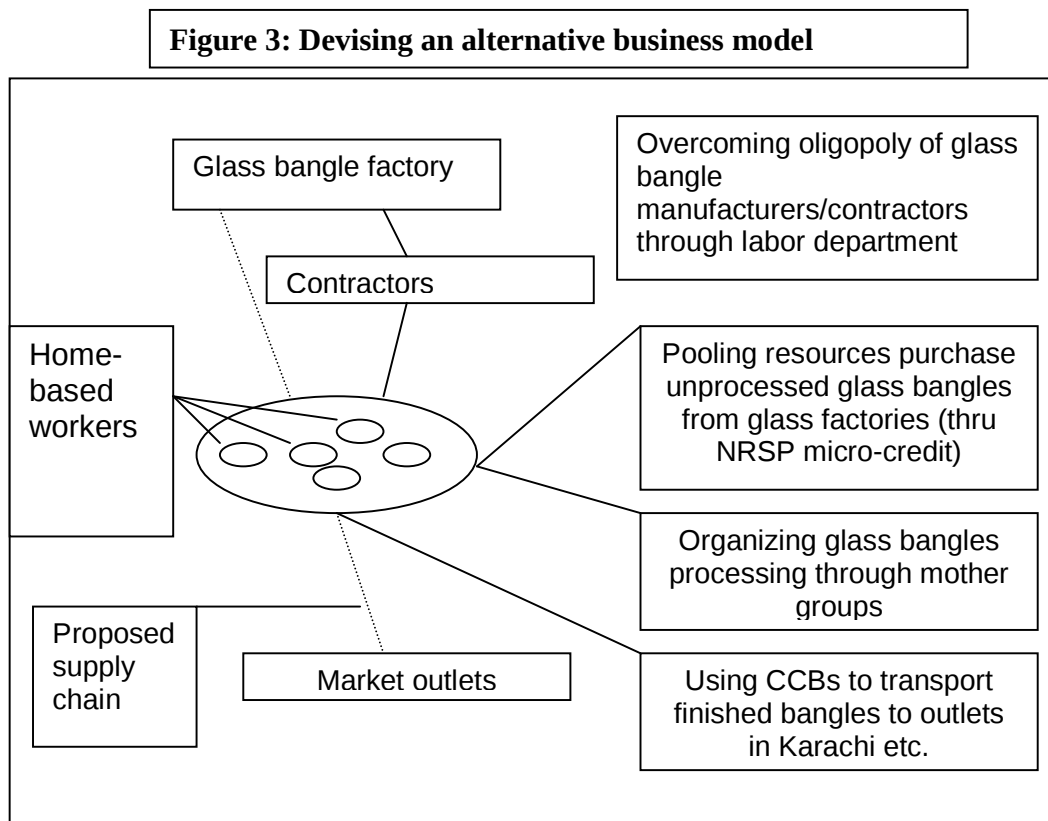
7. Further development of support to the national TBP

In terms of sustainability, a significant step has been taken by some of the districts in budgeting for child labor activities after the close of the POS. However, the bigger issue of adequate resources needs to be addressed at the national and provincial levels, given the resource sharing mechanisms through the National and Provincial Finance Commission awards and the continued centralization of resources. It would be advisable in future projects to ensure solid linkages with

the social sector ministries, but also with finance, and planning and development, since financial and investment decisions are made in these two ministries, respectively.

In terms of alternative livelihoods, while the ILO project in Hyderabad worked with the NRSP to bring micro-finance to its project sites, it thereafter could have provided further input concerning the types of projects the micro-credit beneficiaries should focus on. For instance, the potential utility of having created a business model using youth and mother's groups to organize processing and delivery of finished glass bangle to external outlets is evident here. Hence, the provision of marketable skills and subsidized micro credit can help achieve greater success.

Figure 3 illustrates the potential issues of relevance to this concept, besides pointing to the evident hurdles, and how they may be overcome to secure the benefits of value addition for the home based workers themselves.



Informal feedback from youth groups, CCB members and even from social mobilizers brought forth some interesting ideas, for example, could the project not have set-up worker owned factories? Another reiterated possibility was of creating a sustainable business model for home-based glass bangle manufacturers in Hyderabad, and creation of outlets at higher levels of the value chain (see diagram).

With regard to social safety nets, the project should have conferred with legal experts or else with higher echelons within the Ministry of Religious Affairs (MORA) to have obtained

exemptions to existing rules concerning eligibility for MORA scholarships, or identified other means to assure financial assistance for beneficiaries of its NFE centers. A higher level of government action was needed to secure social safety benefits for eligible poor families, and in the case of Pakistan Bait ul Mal (PBM), this could have been managed through closer coordination with the Ministry of Social Welfare, since it is the parent body of PBM.

FINAL EVALUATION REPORT ON THE PROJECT OF SUPPORT TO THE NATIONAL TIME BOUND PROGRAM

1. Background

ILO/IPEC's Project of Support to the National Time Bound Program (TBP) on the elimination of the Worst Forms of Child Labor (WFCL) in Pakistan was launched in September 2003 to assist the Government of Pakistan to formulate and implement a comprehensive National Time Bound Program to eliminate the worst forms of child labour. Direct action programmes targeted industries and sectors in which hazardous child labour occurred, including glass bangles, tanneries, surgical instrument manufacturing, deep sea fishing, coal mining, and rag picking. The action programs were implemented by six selected NGOs jointly with the district governments. The direct services provided under the project included focusing on non-formal education, mainstreaming children into the formal education system, provision of literacy and skills training, health screening, and linking children and their families with social safety nets and micro-credit facilities.

Figure 1 below shows the project areas on the Pakistan map.



Figure 1. Project map

The final expanded evaluation of ILO/IPEC project of support to the TBP in Pakistan, being undertaken following a mid-term project evaluation, includes specific impact studies to provide

an indication of results on ground, as well as focusing on broader and longer term changes for direct beneficiaries and with regard to the policy environment. A policy study was undertaken during the expanded final evaluation, based on the experience of implementing the district model in Hyderabad, where children are involved in hazardous glass bangle manufacturing processes to gauge the impact as well as potential replication value of the ILO/IPEC support to elimination of the worst forms of child labor in Pakistan.

An impact assessment survey (IAS) of rag pickers in Rawalpindi and Islamabad was also undertaken, to focus on impacts of direct beneficiaries of the project. The survey covered 4 of the 10 areas that the implementing partners was working in, and undertook a survey of a random sample of 400 children, both from the withdrawn and prevented categories.

A summary of the project, including the overall budget, is presented in Table 1 below.

Table 1. Project Summary

Project Title	Supporting the National Time-Bound Program on the Elimination of the Worst Forms of Child Labor in Pakistan
Project number	PAK/03/P50/USA
Start date	September 30, 2003
End date	September 30, 2008
Funding source	US Department of Labor (USDOL)
Funding amount	US\$ 4,008,360

1.1. National Time Bound Program plan of action

1.1.1. The ILO context

ILO in Pakistan has been working on a number of initiatives for the elimination of child labor, and the project while being designed referred closely to these ongoing initiatives. The first initiative was the Technical Working Group headed by the NCCWD with which ILO/IPEC supported the Combating Child Trafficking for Labor and Sexual Exploitation (TICSA) project. It was expected that the Project of Support would benefit from the initiatives under the TICSA Project and promote them in its up-stream work at policy level by incorporating specific references in the revised National Policy and Plan of Action to Combat Child Labor. The second was the ILO/IPEC-NORAD Media Project which was expected to undertake capacity building of media managers, national television and radio producers and media managers to produce media products. The Media Project was expected to be an integrated part of the Project of Support, and its main role would be to highlight worst forms of child labor concerns in the media. Thirdly, there was the ILO supported Social Finance Program. The Project of Support was expected to utilize the findings of the research and other initiatives into its policy level work to reflect these issues into child labor related legislation and the revised National Policy and Plan of Action to Combat Child Labor.

1.1.2. The Pakistan national context

The project document identified national policies in the following categories:

Core framework policies for the elimination of the worst forms of child labor which included the Poverty Reduction Strategy (PRSP), the National Policy and Plan of Action to Combat Child Labor (2000), the National Plan of Action for Education for All (2001-2015), the Education Sector reforms Action Plan (2001-2005). The project design also identified a second category of other important national policies, such as the National Labor Policy of 2002 and the National Population Policy of 2002. All these policies provided the institutional framework for the Project of Support.

The Project of Support assisted in mainstreaming child labor within the broader Poverty Reduction Strategy by providing inputs to a technical paper jointly developed by the federal Ministry of Labor. UNICEF, Save the Children UK and some national NGOs were also involved in the preparation of this technical paper which highlighted the need for recognizing child labor as a key priority area of concern in the entire poverty reduction endeavor.

In terms of education, the Ministry of Education led the drafting of a new education policy starting in 2005. The POSTBP along with other IPEC projects in Pakistan provided technical inputs to the drafting process of the policy implementation plans with a particular focus on the educational and skill training needs of child laborers.

The draft NTBP has also been formulated. It is a medium-term plan covering the period from 2008 to 2016 that exclusively addresses the issue of the WFCL. It is in line with the National Policy on Child Labor and also forms a part of the Plan of Action on Combating Child Labor (NPPA-CCL). The tripartite consultative process was led by the Ministry of Labor along with its Provincial Labor Departments in Lahore, Peshawar, Quetta and Karachi in February-March 2008. In addition to the key ILO constituents namely the Employers' Federation of Pakistan (EFP) and Pakistan Workers' Federation (PWF), various provincial departments (education, health, social welfare, Pakistan Baitul Mal, Zakat, etc.), district governments and civil society representatives, mainly the implementing partner NGOs of TBP POS, participated in these consultations. The provincial consultations were aimed at:

- Re-visiting and amending the list of interventions (projects, programs, initiatives, etc.) planned under NTBP to eliminate WFCL;
- Identifying roles and responsibilities of various key stakeholders for each action;
- Building consensus on the actions and mobilizing resources; and
- Setting a time frame for each action.

The evaluators were unable to obtain information on the TBPs contribution and linkage with the MDGs and UNDAF, although the linkage with the former is implied through the PRSP, and through the National Education Policy, which itself incorporates elements of the EFA framework.

1.2. Scope and Status of Project of Support

1.2.1. Background of the beneficiaries

According to the information obtained from beneficiaries in the impact assessment survey, 47% of the beneficiaries or their parents were daily wage laborers, 16% were self-employed, another 16% were rag-pickers, while 9% were paid employees, 8% had their small businesses; the remaining 4% declared domestic work or others as their source of income. The children of the 16% who declared rag-picking as their main source of income seemed more vulnerable in terms of engaging in rag-picking.

1.2.2. Interventions under the Project of Support

The Project of Support worked with children and their families, local and national government, and employers and workers organizations. Table 2 outlines all the different actors involved and interventions under the POS.

Table 2. Interventions under the Project of Support

Target Group	Interventions
Children 5-14 years	Withdrawal and prevention through NFE, primary completion, and mainstreaming to regular schools, including OSH awareness
Children 15-17 years	Withdrawal through literacy and vocational training, including OSH awareness
Children 5-17 years	Withdrawal and prevention through linkages with District Zakat Committees for scholarships to continue education or vocational training
Families/ Community members	• Awareness on WFCL/OSH through community groups and IPs • Linkages with District Zakat Committee for access to social safety nets • Linkages with credit providers in the target areas
Employers/ Contractors	• Awareness on WFCL and OSH concerns by district labor officials and social partners • Implementation of OSH measures in selected work places to eliminate hazardous conditions
Adult Workers	Awareness on WFCL and OSH concerns and organization of informal labor force by social partners
District Government	• Organize District Coordination Committee • Sensitize district government on WFCL through awareness package & workshops • Facilitate Education Department in developing District Education Plan reflecting educational/ training needs of WFCL • Work with Community Development Department to facilitate registration of community groups as Citizen Community Boards (CCBs)

Source: Project of Support Time Bound Program Project document, ILO, 2003

1.2.3. Agencies involved and districts under the POS

The various agencies and organizations that have been involved in implementing the project are presented in Table 3, including the specific project areas covering all four provinces.

Table 3. Agencies, activities and districts in the Project of Support

Agency	Activity	District
Federal Ministry of Labor	National Time Bound Program	All districts
Provincial & District Governments	District model	See districts below
<i>Bunyard (BLCC) and Sudhaar</i>	<i>Surgical instruments</i>	<i>Sialkot (Punjab)</i>
<i>Idara Taleem Aghahi (ITA)</i>	<i>Rag-picking</i>	<i>Rawalpindi & ICT (Punjab)</i>
<i>National Rural Support Program (NRSP)</i>	<i>Glass bangles</i>	<i>Hyderabad (Sindh)</i>
<i>Sarhad Rural Support Program (SRSP)</i>	<i>Coal Mines</i>	<i>Shangla (NWFP)</i>
<i>Sudhaar</i>	<i>Tanneries</i>	<i>Kasur (Punjab)</i>
<i>Taraqee Foundation</i>	<i>Deep sea fishing</i>	<i>Gwadar (Balochistan)</i>
Center for the Improvement of Working Conditions & Environment (CIWCE), Lahore	Promotion of occupational safety & health awareness	All 6 districts
Employers Federation of Pakistan (EFP)	Awareness raising and capacity building of employers & contractors	All 6 districts
Pakistan Workers Federation (PWF)	Awareness raising and capacity building of workers	All 6 districts

1.2.4. District level interventions in detail

The Hyderabad district model will be discussed more fully in this report, since that was assessed in detail during the course of this evaluation. The Hyderabad model used a two-pronged approach to meet its objectives. On the one hand, it focused on ‘upstream activities’ which involved working with functionaries of the District Government to address the child labor issue; and on the other hand, it involved local communities including child laborers themselves, their parents, schoolteachers and other community members in a range of ‘downstream activities’. This two-pronged approach translated into corresponding project activities, as follows:

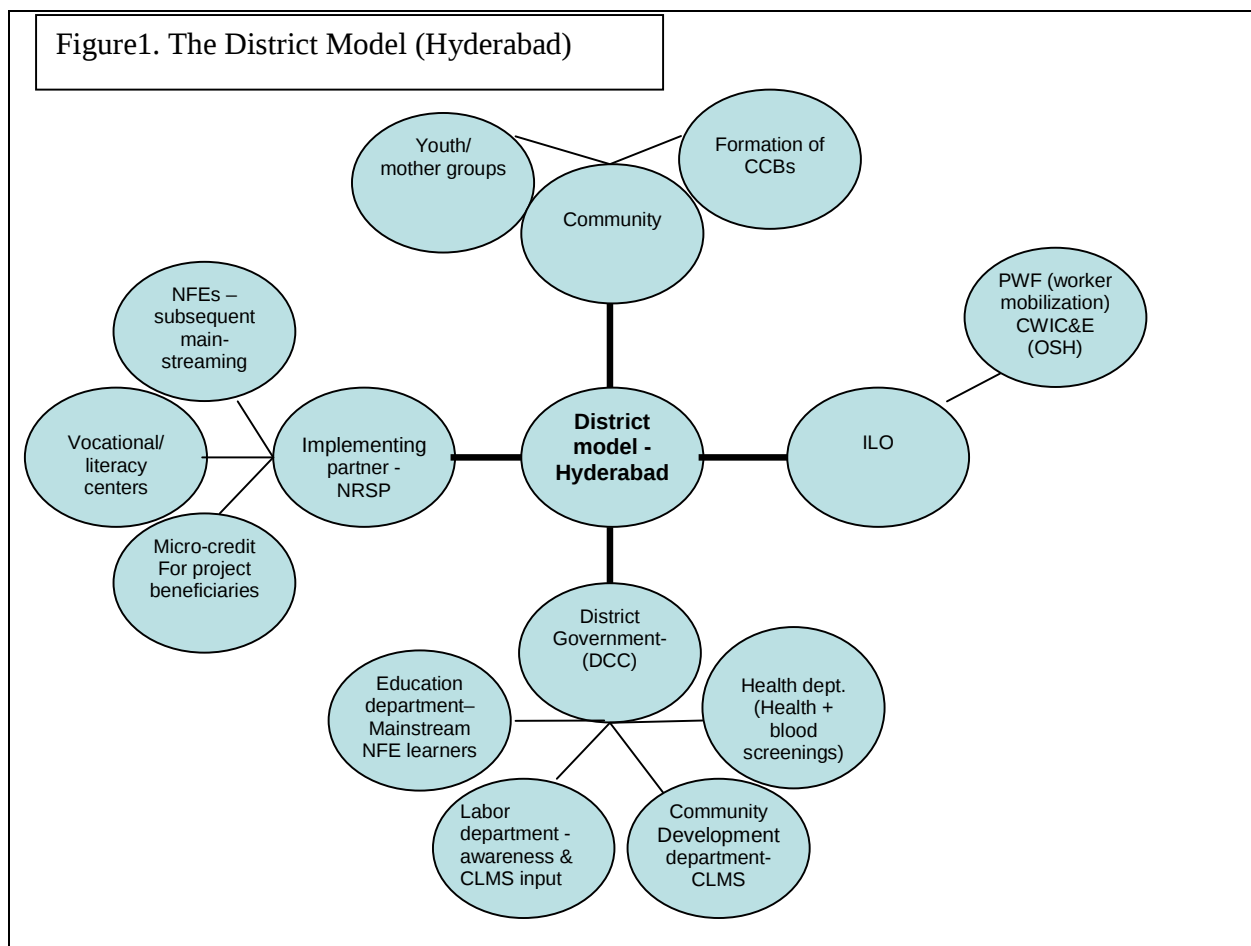
1.2.4.1. District Upstream Activities

These included sensitization of district government for formation of a District Coordination Committee (DCC), formation of a Child Labor Monitoring System (CLMS), and development of the Hyderabad District Education Plan.

1.2.4.2. District Downstream Activities

These included establishing 108 non-formal education and 60 literacy centers, conducting health screening of NFE students, linking the target families with micro-credit providers, advocating for the provision of Ministry of Religious Affairs (MORA) scholarships for the NFE Learners and *zakat* for their families, and the sensitization of print and electronic media.

Figure 1 illustrates the specific roles and inter-relations between the various stakeholders which were created under this model.



1.3. Methodology of Evaluation

1.3.1. Overall methodology

The overall methodology for the final expanded evaluation of the Time Bound Program's Project of Support (POS) incorporated the following elements:

- Through desk study of all ILO/IPEC evaluation materials, project documentation, and Government of Pakistan documentation regarding the POS
- Meetings were conducted at the federal level with officials of the Ministry of Labor, the Ministry of Social Welfare and Special education, and some donors working in the same field
- Field visits were undertaken to Sialkot, Kasur, Rawalpindi, Hyderabad and Gwadar, and extensive consultations held with staff of implementing partners, district government officials, representatives of employers' and workers' organizations, mother's groups, students of NFE, public schools, and vocational education, and vendors.
- The Shangla district was not visited due to security constraints
- The national consultant visited Hyderabad for almost one week to conduct a through evaluation of the district government model
- The Sustainable Development Policy Institute (SDPI) developed questionnaires and conducted a survey of the rag-pickers community in Rawalpindi
- A stakeholders' workshop was conducted at the end of August in Lahore, as a part of the data collection and information gathering phase, to discuss preliminary findings, especially for the Hyderabad district model and the rag pickers impact assessment survey, and to develop recommendations based on these preliminary findings of the evaluation.

The evaluation team comprised the following team members, and undertook fieldwork as noted below:

- Sarah Tirmazi, Ph.D., International Consultant and Team Leader (visits to Sialkot, Kasur, and Hyderabad)
- Syed Mohammad Ali, National Consultant (visits to Hyderabad and Gwadar, and evaluation of Hyderabad district model)
- Impact Assessment Team, SDPI: Dr. Abid Suleri (Executive Director), Kiran Habib (Research Associate) and Syed Asghar Shah (Monitoring and Evaluation Specialist) (Rawalpindi/Islamabad rag pickers impact assessment survey)

1.3.2. Hyderabad district model methodology

The national consultant undertook two field trips (of 5 and 2 days respectively during mid-July 2008). Besides extensive meetings with project personnel of the implementing partner; the National Rural Support Program (NRSP), a range of discussions with the NFE teachers, teachers at schools where NFE children had been mainstreamed, project vocational training centers, mother and youth groups, members of CCBs formed under the project were conducted. Other relevant stakeholders including Pakistan Workers Federation and glass bangle workers and dealers associations were also consulted. Whereas to focus on services for direct beneficiaries, mothers as well as NFE, and literacy centers students, were interviewed. For assessing policy implications, numerous line departments and the relevant political representatives were consulted including the District Nazim, the EDOs for Community Development, Education, and Health. The CLMS located within the EDO-CD's office was also visited, and two meetings were held at the Labor department. To ascertain success in terms of creating partnerships and collaboration, and to also focus on replicability and sustainability issues, the integration of the project with line

departments, and its success in terms of creating awareness through media related activities, and the linkage of intended beneficiaries with the micro-enterprise unit within the NRSP were focused upon. To contextualize and substantiate findings emerging from verbal discussions, secondary sources of information were collected whenever possible. These information materials were mostly made available by the NRSP project staff in the form of reports, correspondence, awareness materials developed under the project, and various meeting minutes.

1.3.3. Methodology of the Impact Assessment Survey

The survey was based on the Tracer Methodology² and was carried out to gather primary data for this target group impact assessment focusing on the beneficiaries, which were child rag pickers in Rawalpindi and Islamabad. The study included both quantitative (structured questionnaires) as well as qualitative (focus group discussions) tools for data collection.

Two types of survey questionnaires were developed for better reliability of the data in view of the fact that the ages of the beneficiary children ranged from 4-17 years. Hence, there was one questionnaire that was administered directly to the beneficiary children aged 12 years and above whereas the other questionnaire was for children below 12 years of age. The questionnaires were fairly similar, but with some important differences. The questionnaire for children under 12 was administered to a household member of the beneficiary child, preferably the mother or the father, and in the presence of the child so that he/she could add in or correct the information when required. The findings in this report present the accumulative percentages of the data gathered from both age groups.

The important aspects that were studied to determine change in the lives of the beneficiaries included (i) education, (ii) paid work, and (iii) household chores and attitudes. Work and education however were the areas of core importance.

Out of the total 1844 beneficiary children, a sample of 400 was taken through the process of stratified random sampling with proportional allocation. There were 10 educational drop-in centers run by Idara -e-Taleem-o-Aagahi (ITA, the implementing partner of ILO) in Rawalpindi and Islamabad out of which four were selected for drawing a sample of 400 children.

Children in all of these centers were divided into two main categories that is, withdrawn and prevented. According to the definition used, 'withdrawn' were those children who were involved in rag picking but were later enrolled in the Aagahi centers. The 'prevented' category comprised of children who were the siblings of the children involved in rag picking. The sibling or prevented category was targeted since due to their living in the same household and social environment, the children were more vulnerable to becoming involved in the same kind of work as their siblings. Two of the centers selected and assessed in detail were in Rawalpindi whereas the other two fell under the jurisdiction of the Islamabad Capital Territory (ICT). All these four centers were offering non-formal education, literacy programs and vocational trainings to the rag picker children and, all of these centers had also mainstreamed their NFE graduates into formal schools. The staff of these centers also facilitated the field team in tracing and interviewing the

² A Tracer Study is concerned primarily with the changes at the level of the former beneficiaries' lives. As such, a Tracer Study is one evaluation methodology, among others, that contributes to understanding of the long-term impacts of direct action programs.

children who had been mainstreamed into formal education after graduating from the NFE program and were no longer studying in the Aagahi centers. Gender ratio and significant positive or negative indicators impacting the overall targets or performance of the center such as a high or low drop out ratio in a particular center, were also used as a criteria for selecting a center.

A team of ten experienced enumerators (5 male and 5 female) went through a two-day intensive orientation and training workshop after which they pre-tested the questionnaires in the field. The field team's work was closely supervised by the SDPI impact assessment team, which culminated in an authentic collection of data with a 93.6% level of significance and only a 6.4% margin of error. This means that the random sample results are a close approximation of the total population.

2. Results: Enabling environment

2.1. Building the knowledge base: institutional framework

Research undertaken under the POS was planned at the design phase. Specifically, the Development Policy Network (DPNet) was established in conjunction with the Pakistan Institute of Development Economics (PIDE) to make research and information available on child labor. Some research was conducted but was not of publishable quality and this area remained weak.³

2.2. Objectives of the Project of Support

The objectives of the POS per the project document are presented in table 3, as well as a discussion on whether or not these were realistic.

Table 3. Were the objectives of the PoS realistic?

Immediate Objectives	Elements	Remarks on whether objective was realistic
1. Enhanced national knowledge base available on child labor	Reliable & gender sensitive information on child labor available in national surveys.	Realistic from the point of view that donors can support government in conducting needed survey. However, the last child labor survey took place in 1994
	Policy research on child labor promoted for inclusion in national development policies.	This was a realistic objective, and the activity planned was to link up with a key national research organization. However, the activity did not progress satisfactorily.
2. Improved policy and legislative framework to address and monitor WFCL.	National Policy & Plan of Action to Combat Child Labor revised with specific and gender sensitive targets	A realistic objective given the focus on child labor issues, both at the national level and as part of the donor's assistance platform.
	Employment of Children Act 1991 amended.	Realistic

³ Technical Progress Report, March 2008

Immediate Objectives	Elements	Remarks on whether objective was realistic
3. Educational and training needs of children in worst forms of labor reflected in national instruments on education.	Educational & training needs of children in worst forms of labor highlighted in the National Plan of Action on EFA 2015 and ESR 2001-05.	Realistic
4. Key stakeholders receptive to the development needs of child labor through awareness activities	Issues concerning WFCL highlighted in electronic and print media.	Realistic
	Issues concerning WFCL highlighted through awareness activities.	Realistic
5. Target district governments allocating resources to address educational and training needs of children in worst forms of labor.	District government in target areas sensitized to WFCL issues.	Realistic
	WFCL concerns addressed in District Education Plans.	Realistic given that technical assistance was provided to frame the plans
	Additional resources leveraged from targeted district government for addressing WFCL.	Not realistic since resources at district level are dependent upon flows from the provincial level, which in turn is dependent on flows from the federal level. Hence, target would have to be federal level and then provincial level.
6. Target district authorities and community groups monitoring WFCL incidence, & communities taking affirmative action	District labor officials conduct awareness meetings on WFCL related legislation and OSH issues for employers/ contractors	Realistic. However, as with all public sector, the resources to conduct such work and see it through is a necessary condition.
	Local stakeholders sensitized on WFCL issues through awareness activities	Realistic.
	Community groups identify children in WFCL and those at risk for affirmative action.	Realistic.
	Community based monitoring system established.	Realistic with a qualifier. But community always needs long term financial and human resources to continue such activities. They are not feasible without proper incentives.
7. Children in worst forms of labor and their families are linked with credit facilities and social safety nets.	Children withdrawn from WFCL and those at risk get access to District Zakat Fund for scholarships to continue education and vocational training.	Realistic only for children enrolled in public schools, per the enrolment criteria of the Zakat Fund. The majority of child labor is outside the public school system.
	Families with children in WFCL linked up with District Zakat Fund for subsidies and grants.	Realistic if appropriate push given through the federal level, given the concentrated nature of financial authority.

Immediate Objectives	Elements	Remarks on whether objective was realistic
	Families with children in worst forms of labor are linked up with credit programs by government bodies and other organizations operating in target districts.	Realistic since several credit agencies get subsidized funds through the World Bank and other donors, for onward transmission to end users.
8. Boys and girls in worst forms of labor, and those at risk have access to formal and non-formal education, and vocational training.	Children in worst forms of labor and those at risk provided access to educational and vocational programs.	Realistic.
	Children in worst forms and those at risk enrolled in NFE centers	Realistic.
	Selected children enrolled in NFE centers mainstreamed to government schools.	Realistic if alternatives exist for the income the children generate, and if parents are convinced.
	Selected children out of total children enrolled in NFE centers complete primary education as private candidates.	Realistic if above conditions met.
	Children in worst forms of labor enrolled in literacy centers.	Realistic if possible for these older children to take time off from work.
	Selected children in worst forms of labor out of total children enrolled in literacy centers enrolled in vocational training programs.	Realistic given above conditions are met.

Source: Col 1-2, Project document, September 2003

The analysis shows that the objectives of the project were realistic but depended on the meeting of various conditions. Continuity of the projects specific activities would require appropriate resources.

2.3. Assumptions and external factors

The key assumption for the POS was regarding the success of the newly constituted district government system. Interventions at the impact level emphasized district level linkages for sustaining and enhancing impact, and the project design made an assumption that the decentralization process (District Devolution Plan) would be strengthened, and district governments would continue to have access to adequate funds for implementing the education sector and other reforms while acknowledging and responding to the educational/ training needs of the worst forms of child labor. Moreover, the registration of community groups as Citizen Community Boards and their access to district government development funds would be an important factor for sustaining their role of monitoring the worst forms of child labor and taking affirmative action.

Given the newness of the local government system, these assumptions were relatively risky, although promising at the same time. The assumption concerning adequate resources being available, especially at devolved government levels, is always quite risky, given historic budgetary issues, at all levels. Finally, the reliance on grass roots organizations to monitor and

support efforts is based on the risky assumption that resources will be available on a smooth and continual basis at the local government level.

2.4. Project design and gender issues

The project design planned to reduce gender gaps in education for girls, in particular the provision of technical assistance to include gender specific targets in educational plans, both at the national and the district levels. The project design also referred to encouragement of elected women councillors to join community groups. Furthermore, the targeted beneficiary children were disaggregated by gender.

2.5. Strengthening the legal framework

There has been substantial legislation concerning child labor, starting with the Constitution of Pakistan, which prohibits employment of children below the age of 14 in any hazardous employment. The Employment of Children Act (1991) had given specific guidelines for employment of children under the ages of 18 and 14, and the conditions under which they could work, in concert with ILO C.182. Finally, there was the National Policy and Plan of Action to Combat Child Labor (2000), the Human Trafficking Ordinance (2002). The establishment of a National Commission for Child Welfare and Development (NCCWD) under the auspices of the Ministry of Social Welfare and Special Education was undertaken to support the implementation of policies and legislation.

In terms of other institutional arrangements, the Local Government Ordinance of 2001 provided the legislative and operational framework for developing models at the grass roots level. The overall national level was supported by the Poverty Reduction Strategy Papers (PRSP). Other related policies were the National Labor Policy (2002), the National Policy for the Development and Empowerment of Women (2002) and the Population Policy (2002). In terms of education, the relevant frameworks were the National Plan of Action for Education for All (EFA), and the Education Sector Reforms Action Plan 2001-2005. Finally, support was anticipated to be provided through the United Nations Development Assistance Fund (UNDAF).

The draft Employment and Services Condition Act (ESCA), 2008 brings together about 70 different labor laws currently enacted in the country. The Ministry of Labor has developed the draft Act in conformity with C138 and C182, and also incorporated the contents of Employment of Children's Act, 1991. Furthermore, the schedule of hazardous sectors has been updated with 4 occupations and 39 processes. ILO/IPEC is providing technical assistance to the Federal Child Labor Cell to help formulate rules and regulations for addressing WFCL under the ESCA legislation.⁴

With reference to international commitments, the Government had ratified key ILO conventions dealing with child labor in its worst forms. These key conventions are C.138 on minimum age and C.182 on the worst forms of child labor. Furthermore, ILO/IPEC had an ongoing Memorandum of Understanding with the Government of Pakistan, which included the establishment and regular functioning of a National Steering Committee for Child Labor. Pakistan is also a signatory to the UN Convention on the Rights of the Child, and the Dakar declaration of Quality Education for All by 2015. Finally, the Millenium Development Goals

⁴ ILO/IPEC Technical Progress Report, March 2008.

encompass key areas in child labor elimination.

An empirical study of the Employment of Children Act (1991) and its effect on child labor was undertaken using PIHS data for 1991 (Fasih, 2007). The research showed that there was a “significant decrease in probability of working for 13 year old children in the months after the implementation of the law”. However, the study also noted, though did not empirically test, that if penalties for hiring children are too high, then employers can pass on potential costs in terms of giving even lower wages to children. Further areas of research could look at combined impacts of supporting child labor laws with compulsory education laws.

2.6. Facilitation of the National Time Bound Program (NTBP) on Worst Forms of Child Labor and National Plan of Action

The draft NTBP has been produced and covers the period from 2008 to 2016.⁵ It is in line with the National Policy on Child Labor and also forms a part of the Plan of Action on Combating Child Labor (NPPA-CCL). The tripartite consultative process was led by the Ministry of Labor (MOL) along with its provincial labor departments. In addition to the key ILO constituents, the Employers’ Federation of Pakistan (EFP) and Pakistan Workers’ Federation (PWF), various provincial departments (education, health, social welfare, Pakistan Baitul Mal, Zakat, etc.), district governments and the civil society (mainly the implementing partner NGOs of TBP POS) participated in these consultations. The provincial consultations were aimed at (i) re-visiting and amending the list of interventions (projects, programs, initiatives, etc.) planned under NTBP to eliminate WFCL; (ii) identifying roles and responsibilities of various key stakeholders for each action; (iii) building consensus on the actions and mobilizing resources; and (iv) setting time frame for each action. Through ILO/IPEC technical assistance, the Federal Child Labor Unit would be preparing the final version which is eventually expected to be forwarded by the MOL for Cabinet approval. The leadership role played by the senior officials of the Federal Ministry of Labor in this endeavor is of crucial importance in addressing child labor concerns at all levels of government, and in directing financial and human resources towards the resolution of issues.

2.7. Mainstreaming of Child Labour in relevant policies, programmes and institutions and influence on national policy

The Project of Support has made headway in several key initiatives at the policy level, and these initiatives are discussed more fully in the following sections.⁶

2.7.1. Pakistan Poverty Reduction Strategy Paper–II

The Government of Pakistan has been in the process of finalizing its Poverty Reduction Strategy Paper-II (PRSP-II). The first draft was issued in May 2007 at the Pakistan Development Forum meetings. The meetings this year have been postponed due to the uncertain political situation in the country. The TBP POS provided its inputs to the PRSP process through a technical paper developed jointly with the Ministry of Labor in March 2007. UNICEF, Save the Children UK and some national NGOs were also involved in the preparation of this technical paper which highlighted the need for recognizing child labor as a key priority area of concern in the entire poverty reduction endeavor. This activity has a potential for a large payoff in terms of directing resources toward child labor at the federal, provincial and district levels.

⁵ ILO/IPEC Technical Progress Report, March 2008.

⁶ Ibid.

2.7.2. Draft National Education Policy 2007

The Government of Pakistan has formulated its new National Education Policy (NEP), 2007, which is yet to be finalized by the concerned authorities with the consent of key stakeholders. In parallel to the policy formulation process, the Ministry of Education initiated the drafting process of its implementation plans as a means of receiving feedback from stakeholders and subsequently enhancing the thematic coverage of the policy itself. With due consideration to the fact that 20.6 million children (5-14 years) are out of schools and many of these children may be in or vulnerable to child labor including its worst forms⁷, the POS TBP along with other IPEC projects in Pakistan has provided technical inputs to the draft policy implementation plans with a particular focus on the educational and skill training needs of child laborers. The inclusion of child labor issues in the NEP is a significant achievement under the POS, and will impact on resource provision for child labor specific needs in the public education sector.

2.7.3. Consultation with FBS on Child Labor Surveys

The POS TBP team met with officials of the Federal Bureau of Statistics to discuss the possibility of FBS involvement in (i) the Second National Child Labor Survey, and (ii) the inclusion of the age cohort 5-9 years in the next Labor Force Survey (to be held in 2010). The National Census is planned for 2008 and the intended sample of the child labor survey has to be based on demographic census. Moreover, the FBS has indicated that it will be unable to carry out the Second Child Labor Survey until late 2009. The Labor Force Survey methodology uses separate parameters and the age cohort 5-9 years cannot be included the Census.

2.7.4. Policy effects deriving from field programs

There have been important changes in district policy due to the project, the most significant of which is the budgeting of funds after the close of project⁸ by two of the districts, Hyderabad and Rawalpindi. The district budgets now include line items for child labor activities.

The project made an effort to link up children working in the worst forms of child labor with the Ministry of Religious Affairs (MORA) scholarships, and with the Ministry of Social Welfare's (MOSW) Pakistan Bait ul Mal (PBM) programs for working children but the process is incomplete. These social safety nets also work with poor parents to provide some financial assistance. According to the MOSW officials, the project needed to coordinate with the Ministry since the PBM falls under the administration of the Ministry.

2.8. Developing and building institutional capacity for action on child labour (child labour monitoring systems)

Institutional capacity development is discussed at the national and the district levels in the following sections.

2.8.1. National level: Ministry of Labor

National Steering Committee (NSC) has the potential to be extremely effective in coordinating all child labor activities in the country, including coordination with other line Ministries, and working with the Planning and development and Finance Ministries to bring adequate resources

⁷ National Education Census, 2007

⁸ Of the six POS TBP projects, most closed at the end of June and/or July 2008.

to the sector. However, the meetings of the NSC have been infrequent, and its effectiveness not tangible. The key area that is affected due to a non-functional NSC is the ownership of the government as well as relationships between other key ministries: labor, finance, social welfare, health and education. The POS is specifically affected in terms of sustainability, since the latter is dependent on functional relationships between all these ministries, in the context of child labor, and the requirement to build and implement comprehensive programs that include education, health, social welfare, all funded through the aegis of the finance ministry, at national, provincial, and district levels. Currently, given the serious economic crisis facing Pakistan, there is minor political focus in such social services programming according to senior government officials.

The Child Labor Unit in the Ministry of Labor has been more active in the past, during the preparatory stage of the project, but has become less so as the project has progressed. The unit is currently understaffed which prevents its taking on an even more effective role, although it remains the base for all information and data on child labor activities in the country, including pending policies and legislation.

2.8.2. District level: District Coordination Committee (DCC)

In Hyderabad, the District Nazim, or the District Coordination Officer (DCO), is designated the chairman of the DCC, while heads/executive district officers of different government departments including the District Coordination Officer, and the Executive District Officers for health, education and labor. Followed by the District Nazim's notification to constitute DCC, NRSP signed a Memorandum of Understanding (MOU) with the district government on January 23, 2007 in which details of roles and responsibilities of NRSP as an implementing agency and Hyderabad district government were agreed upon. This MOU provided the tangible basis for implementation of the Hyderabad district model allocating specific responsibilities for the NRSP and the district government. For example, the former was meant to establish liaison with the District Government Officials (the EDO-Education, EDO-Community Development, EDO Health, and the District Labor Officer) for motivating them to review and incorporate WFCL concerns in their purview of work and to help achieve project targets such as mainstreaming, health screenings, and formation of CCBs. On its part, the district government committed to proactively engage the DCC and specific line departments.

Although 10 DCC meetings were meant to be held, only 4 such meetings could be held in Hyderabad. According to project personnel, the main reason for this was the frequent transfer of government personnel. For instance, since the inception of the project in mid-2006, 10 DCOs, 2 EDO-CD, 3 EDO-Education, 4 EDOs for Health, 3 DO-Labor and 2 DO of Pakistan Bait-ul-Mal were transferred. The District Nazim was also unavailable for three pre-scheduled meetings. The importance of Hyderabad in provincial politics, and the frequent political visits to the district, kept not only the District Nazim busy but also disrupted the schedule of upstream activities. Thereafter, riots ensuing after former Prime Minister Benazir Bhutto's assassination also disrupted project activities on ground. A fire was set at the offices of the Education Department, for instance, which led to the burning of all the NFE learner records. The NRSP still had these records, and copies of these files were sent to the Education Department.

The establishment of DCC provided the project a degree of legitimacy which proved instrumental in ensuring the overall participation of relevant line department in the project's

action program. Subsequent sections will highlight interactions undertaken by individual line departments to carry forward specific action programs of the project. Moreover, the District Nazim himself authorized the formation of a technical committee, formed under the EDO-CD, which included all EDOs, to help facilitate important issues like mainstreaming of NFE students, and formation of the Child Labor Monitoring System (CLMS).

2.8.3. Mobilization of partners

Both the logical framework and strategic program impact framework (SPIF) were developed for the project, and successfully linked inputs, activities, outputs and objectives. The SPIF was relevant for planning the intervention, since it allowed for a structured process of discussion among the many stakeholders, as well as ownership by national public and private sector entities, as well as civil society representatives. The project did forge useful links with key stakeholder through the SPIF process, including federal government representatives, local government representatives, employers and workers federations, and members of the NGO and donor community. However, the continuity in building and sustaining alliances could have been enhanced further during the course of the project.

2.8.4. Mobilization at the district level

2.8.4.1. Department of Education

In Hyderabad, providing education facilities to the children working in the glass bangle industry was a vital component of the action program. The project enrolled a total number of 3250 NFE learners, mainstreamed 1533 girls and 964 boys, and 152 boys and 174 girls were placed into private schools, and 301 were provided educational referrals for direct induction into government schools.

Moreover, the EDO-Education Hyderabad constituted a district education technical committee for preparation of the District Education Plan 2007-2010⁹, for which the ILO provided technical assistance. The resulting document addresses the problem of child labor in the district by dedicating an entire chapter to the issue, which is entitled 'Worst Forms of Child Labor and other forms of child labor: Linkages with Education, Literacy, Vocational Training and Social Safety Nets'. It recognizes the necessity of providing both formal and non-formal education to help mainstream children involved in child labor, as well as the need for pre-vocational and vocational training opportunities for such children.

Due to the involvement of the IP personnel with the education department, and with the district government, the District Nazim has allocated a special fund of Rs. 2 million in the financial budget for FY 2008-2009 to help mainstream more children involved in the glass bangle industry into the education system.¹⁰ However, the District Nazim stressed that the purpose of the fund was to open a window and a budgetary line item for further necessary funding.

2.8.4.2. NFE Centers and syllabus

The NFE centers in Hyderabad began to be established in January 2006. Even before their establishment, the project had begun to identify out of school children and potential teachers. The teachers themselves played a significant role in motivating parents to enroll their children in

⁹ Hyderabad District Education Department, 2007

¹⁰ District Government of Hyderabad, 2008

NFF centers. Venues for establishing of NFEs were also identified with the collaboration of the education department. The Education Department had also started providing free books to all NFE centers from January 2007 onwards. Prior to this date, books and stationary for NFE students was being provided under the project itself.

NRSP with the help of another NGO, Sudhar, developed an NFE syllabus, based on the Sindh Textbook Board Syllabus which was reviewed by the District Education department. The IP staff held meetings with the EDO-Education in which the methodology of establishment of NFE centers, syllabus, and duration of each class was discussed and officially approved.

2.8.4.3. Monitoring and examination of NFEs

According to the NRSP staff, the district education department conducted sporadic monitoring visits of project NFEs and literacy centers, and it also took the responsibility of developing examination papers for the NFE exams. During the examinations, visits of representatives of the education department were facilitated by the NRSP-TBP personnel. The NFE leaving certificates were also checked and verified by the education department to ensure the sense of ownership of the mainstreaming process.

To sensitize government school teachers concerning the problems faced by children involved in labor, the NRSP worked with the District Education Officer (EDO, Elementary) to issue a notification to 52 teachers to attend a six day training concerning child labor, which conducted from August 6 to August 11, 2007. Subsequently, 52 government school teachers, 32 male and 20 female from Latifabad and Hyderabad Tehsils attended this training according to NRSP project records. However, it is important to state here that the in effect the result of this sensitization training proved irrelevant since many of the head teachers who attended this event were not then sent NFE learners.

2.8.4.4. Mainstreaming of NFE students

A number of meetings for mainstreaming NFE students were held by the EDO-Education. The concerned District Officer, Additional District Officers, Supervisors and Head-masters of schools were present. The EDO-Education also issued a notification (on September 28, 2007) instructing head masters/head mistress of all government girls/boys primary schools, and Supervisors of Education (SPEs), both male/female, to facilitate the process of mainstreaming all NFEs' students, and to even to show some flexibility with regards to age.¹¹ As of April 2008, 2,816 learners, against the project target of 800, had been mainstreamed into government and private schools, according to NRSP records.

Moreover, to ensure that the mainstreamed students were able to catch up with regular students after being inducted into government schools, the project had arranged special tuition classes for these mainstreamed students in the evenings, using its NFE centers and teachers, whose services were available to the project until the end of June 2008.

¹¹ The notification by the EDO-E issued in this regard asserted that 'students whose age is below ten may be admitted in classes from 1st to 5th in nearby schools. Those children whose age is above ten, or those who are drop out students, who want to continue their studies may be allowed doing so by appearing and qualifying in 5 class examinations after being prepared (through special coaching) in NFE centers running under the ILO-IPEC project.

2.8.4.5. NFE centers and education

The NRSP tried to collate data to indicate how many mainstreamed children had remained in government schools since being mainstreamed. Ascertaining this information had not been built into the project design at the inception stage, so the only feasible way to get this estimate was to count the number of mainstreamed NFE children who had appeared for the final exams in the government schools where they had been mainstreamed. Of the total number of children mainstreamed through the 108 NFE centers, which was 2170, 1919 had since appeared for the annual exams administered by the government schools where they had been mainstreamed, which indicates that most of the mainstreamed children had not dropped out yet.¹²

Although the District Education Plan for Hyderabad recognizes the problem of child labor to a great extent, it does not create an explicit link between the NFE centers of the project and the mainstream education system, due to which they are now under threat of being dissolved. The project provided school fees of 326 children enrolled in private schools from the NFE centers, based on the agreement with parents that they will shoulder this responsibility after the project ends. However, there is now reported reluctance by parents to pay private school fees for their children.¹³

The Hyderabad project has taken some other good steps to help ensure sustainability. The curriculum developed for the NFEs was according to the Sindh Text Book Board, and thus it was endorsed by the district government of Hyderabad and formally communicated to the district education department. The EDO Education even appointed supervisors (from the Education Department) to monitor NFEs and oversee examinations of NFE learners, which helped create a sense of ownership of the NFE students, and their subsequent mainstreaming into the government schools. Subsequent lobbying to safeguard the future of NFE learners has resulted in the District Nazim publicly announcing that DG Hyderabad will take care of the NRSP-TBP project's learners after June 2008. He has even reserved Rs. 2 million for this purpose in the current year's district budget (District Government of Hyderabad, 2008). But this allocation is provided to support the ILO project, without specifying for what purpose, or how this allocation will be tied to the District Education Plan. The budget sheets attached to the District Education Plan do allocate money specifically for the NFE and literacy centers under the Government's Education for All commitments; however there is no special financial provision for securing the planned 20% allocation of seats for working children.

There was also evidence of children being withdrawn from government schools and being enrolled in project operated NFE centers.¹⁴ In American colony, a mother took her ten year old daughter out of the government primary school and had admitted her to the NRSP run NFE center. She has done so since she finds the NFE center to be smaller, and run by a female teacher, so she felt safer sending her 'growing' daughter to it, instead of a big and chaotic boys' school. However the NFE Center is now scheduled to close, and this girl who had been

¹² This data was compiled at the request of the national evaluator, since the NRSP had primarily been considered with mainstreaming children, without assessing how many of these children had dropped out since the few months that mainstreaming took place.

¹³ For example, a woman in Jinnah colony asked the national evaluator during a Mothers Group meeting, who would pay for her daughter to keep attending the private school, if the project support was now ending.

¹⁴ While the national consultant came across just one instance in the limited number of interviews he conducted, the possibility of this being a wider phenomenon cannot be ruled out.

withdrawn from the mainstream, will have to be sent back to a government school again, at the risk of her not being able to cope, and dropping out of school altogether. While the NFE centers did not bar admitting students who had been to government schools at some stage and dropped out, certainly the project did not intend parents to be withdrawing their children from government schools and putting them into NFEs.

2.8.4.6. Literacy and vocational centers

In Hyderabad as of May 2008, NRSP had enrolled 1502 students in its literacy centers, of whom 1427 were girls, and the remaining 75 students were boys. In addition, 259 girls and 41 boys from within these vocational centers had further benefited from vocational training. In the case of boys: electrician and mobile-telephone repair courses; and in the case of girls: dressing making and beautician courses. These courses were held in different government institutes due to special arrangements made for the admission of literacy centers graduates. The NRSP also selected twenty girls who had attended the beautician's course at the Women's Technical Training Center in Qasimabad, and imparted additional advanced training of four months at the privately owned Aaj Beauty Skin Care Center in Rashem Bazar. Moreover, the NRSP plans in the future to perhaps link these girls with the beauty parlors to its Micro-enterprise Development Program, and to provide them with specialized toolkits as well, using its own resources.

As noted in the NRSP conducted study on the Hyderabad district model, it is vital to track the future status of vocational training participants, to see to what extent the skills they obtained were being utilized for income generating activities. Since the advanced training course was not conceived by the ILO-IPEC project, it has veneered away from offering trainings which could have a direct effect in improving the child labor situation. Could girls enrolled in the advanced beautician course, or the ones who had participated in the initial seamstress course, not have been better trained to take up more high-end or OSH related services in the bangle industry itself, such as manufacturing safe gloves, instead of being trained to become beauticians, a service, which does not have direct social benefits, and which may not have a market in the poorer areas where families are involved in glass bangle processing.

2.8.4.7. Health Departments

The project provided health facilities in the form of health screening for all students of NFEs and literacy centers, as well as blood screening and medical camps for larger communities in collaboration with the district health department. Serious patients were referred to government hospitals, although no follow-up of referrals made by the MO Health was always conducted. In Kasur, there was an instance of the IP making the effort to get further treatment in Lahore for a child who had been injured while at work.

In Hyderabad, a panel of two doctors, who were representatives of District Health Department, conducted the health screenings in all 108 NFE's and 60 Literacy centers' students of the NRSP-TBP project. A total of 4797 children were health screened, which included 1485 boys and 3312 girls. Of these, 1,666 NFEs and literacy centers learners were found to be suffering from different illnesses ranging from blood disorders, lower back pain, dehydration, burns and cuts, skin problems, abdominal diseases, vertigo, eye or ear problems, and respiratory problems. Besides offering them treatments, health tips were provided by the doctors concerning correct seating posture, the need for protection of their eyes from flames and of skin from burns.

Free medical camps were also initiated in conjunction with the district health department. In addition, the Hyderabad project collaborated with private sector sponsors to undertake blood screening of the wider population in its project site areas in coordination with local youth groups during the above mentioned health camps.

The NRSP collaborated with the health department, and involved other stakeholders to undertake not only health screenings but also to set up health camps and undertake supplemental blood screening of people who came for medical checkups. While the target community for the blood screenings was not exclusively working in the glass bangles industry, it did generate visibility for the project in localities where child labor is predominant.

2.8.4.8. Labor departments

The Hyderabad District Labor Department agreed to help create awareness concerning Occupational Safety and Health (OSH) of workers and implementation of labor laws. The Regional Directorate of Labor (for Interior Sindh, who is based in Hyderabad) held a series of meetings/workshops to sensitize the labor officers, labor inspectors, factory owners, establishments and shop owners on WFCL as per ILO convention 182. The Assistant Director Labor assisted EDO-CDD in finalization of the child labor monitoring format, and then assigned 8 labor inspectors for collection of CLMS data.

The ILO Convention 182 was also translated from English into Urdu by the labor department and translated copies were distributed among the bangle factory owners. Display charts were also developed of the translated ILO Convention 2008 and displayed on entrance gates and exposed places of bangle industries, with the support of the labor department.

Although a range of activities were held in collaboration with the labor department, the results of these activities were not tangible, except perhaps for the support lent by the Labor Department to facilitate the CLMS data-gathering procedure. The department could not even take action when the CLMS data report led the Provincial Secretary for Labor to ask the district officials to take action on addressing this problem (see sub-section on CLMS database above). The outcome of awareness raising activities conducted with the labor department is also hard to discern, given the lack of OSH standards in practice with glass factories and the presence of under-aged workers in processing bangles in informal factories located in shops around the famous ‘Choori gali’ (Bangle market) in Hyderabad (also see sub-section below concerning conversations with glass factory employers and labor contractor).

The district governments and their development partners definitely have much greater understanding of the issues involved in the elimination of the worst forms of child labor, due to their involvement with the project, and in designing effective action programs. However, effective action in areas such as improving public schools, income alternatives, and linkages with social safety nets seemed to require more input at the highest levels nationally.

For instance, the NRSP staff was of the view that social security could be extended to home-based workers, to bring them into the fold of responsibility of the industry owners, but no indication to this effect is yet evident on the ground. According to a private labor contractor, for example, who has a team of twenty employees whose services are hired by different glass

factories, most factories prefer hiring managers, accountants, and security personnel as their permanent employees, and keep a few dozen employees on record, while hiring almost a hundred employees off the record' to avoid paying social security benefits to them. This contractor said that there is also under-eighteen year old workers employed on a daily wage basis, and he himself has three such workers within his own team. But, it is important to keep in mind the fact that the ILO convention 182 makes a distinction between children under 18 and over 14 as child work, which is not a criminal offence, provided that such work is not hazardous. The same distinction is made in the Factories Act, which the Labor Department follows. However the ability of the labor department to inspect factories had been curtailed due to complaints by industries. However, the Government of Punjab has again empowered labor department inspections and categorically asked them to focus on child labor concerns as well. An issue that arose with Department of Labor officials in each district was that a single inspector had very little clout in any case when walking into a factory, especially a well guarded one.

It is doubtful whether factory owners in Hyderabad will concede to the demand of workers to bring them into the ambit of responsibility of the owners in terms of better benefits. The factory owners feel they are on the verge of collapse,¹⁵ and are apparently keeping a majority of their factory workers on a contract basis to avoid the responsibility of looking after their long-term welfare. In terms of the empowerment of labor inspectors, whether this will lead to improved working conditions on the ground cannot be claimed with certainty given the overriding compulsions of poverty.

2.8.4.9. Occupational Safety and Health (OSH) interventions

In 2007, the CWIC&E collaborated with ILO-IPEC to devise Occupational Safety and Health innovations in the ILO-IPEC project sites including Hyderabad. In the case of Hyderabad, the NRSP helped CWIC&E identify 10 sites for introducing OSH standards on a pilot basis, with the hopes of showcasing these innovations to vendors and contractors, to enable their broader replication. There are also some issues with the 10 OSH innovations beings pilot-tested by the CIWC&E in Hyderabad.

One site of an OSH innovation where the NRSP had referred a poor family to the CIWC&E to test its design of a *marvi* machine which requires exerting lesser pressure due to a better designed leverage system, and that can be used without having to haunch over it. However, there is also a chemical process involved before the bangles are pressed, which is a toxic mix of chemicals including glue, for which an exhaust fan had been provided, but it did not seem sufficient enough to free the room of the toxic fumes of glue and other chemicals.

The OSH innovation for bangle jointing/welding was a workstation built of bricks and mortar, and a plastic seat was provided to avoid hunching over the flame. To safeguard against the constant heat of the flame, a thick glass had also been provided to shield the welder's face from the flame, and gloves were provided to protect their hands. The obvious problems in this regard concerned the gloves, which were too thick to allow the welder to hold the delicate bangle, much less to exert adequate pressure on it to enable the slight gap in it to be welded by the flame. Also,

¹⁵ According to the owners of two glass bangle factories, Pakistan only has limited demand for glass bangles at the time of the two Eid functions, and the increasing cost of utilities, and labor demands for salary increase, has already made their profit margins too thin.

the glass placed over the flame seemed un-tempered, and had burst just a few hours before the evaluators' visit, while a young girl was at work over the workstation which was supposed to have been a demonstration site for adoption of this innovation. Even the workstation built for doing the work had neglected to consider the need for leaving some space for the gas and air pipes required for the welding process, which had to be created subsequently by the volunteering family, and had already led to a big crack at the base of this workstation. Finally, the height of the chair was too low to allow anyone to hold up their arms for more than a few minutes. Perhaps the model can be used effectively if people stand and do the work, as done in most factories around the world.

Unless the above issues emerging from the site-visits are addressed within the pilot-phase, the demonstrated value of the OSH practices will obviously be comprised. Moreover, given the prevailing tensions within contractors, vendors and factory owners, the replicability of the OSH strategy remains questionable. In comparison to other industries which have the resources to implement OSH, the informal and deprived home-based workers may not be able to adopt OSH related prescriptions, without external financial support, even if the measures are useable and evidently helpful. However, there is evidence of trying to at least involve multiple stakeholders in this process, since CWIC&E is now also working on a model code of conduct for utilization by the Workers Federation of Pakistan, specifically for the glass bangle industry (EFP, 2008).

2.9. Mobilisation of partners, resources and linkages (networking)

Some of the collaboration between ILO and other donor organizations has already been mentioned in terms of input into the PRSP in the form of a technical paper outlining areas for more intensive work on elimination of child labor. However, one key forum for collaboration and coordination is the National Steering Committee for Child Labor, chaired by the Secretary of the Ministry of Labor. Only one meeting of the NSC has been held during the project period, in 2005. As the secretariat for this committee, ILO/IPEC's role is to discuss agenda's and meeting dates with government, and assist with preparation of issues papers. The government's responsibilities would include building capacity of the Child Labor Unit in the Ministry of Labor, since that is not functioning at the strength needed for the considerable coordination, policy and legislative work required of it.

The project has had a good working relationship with the Media Project and other ILO/IPEC supported projects, since the same ILO/IPEC staff is working on supervising all the projects. However, in terms of sharing of experiences on the ground, and at the policy level, there seems less coordination on that account. When workshops are held, they seem to involve IPs of that particular project only, although some IP representatives may be working on more than one project, and hence, have the information and context regarding other projects. However, this is incidental, and not due to coordination and information sharing by the POS. Also at the level of the district coordination committee, it is not evident that other donor representatives funding similar projects are invited to these. For instance, UNICEF is probably active in both Sialkot and Hyderabad regarding child labor issues, and would be a natural partner at the district level. The project has leveraged important future resources in the form of a €5 million European Union grant for a child labor project to support the Government of Pakistan and Civil Society Organizations in implementing the "National Policy and Plan of Action to Combat Child Labor".

It is expected that a child labor survey will also be conducted in late 2009 under the auspices of the EU funded project.

3. Targeted interventions

3.1. Building local capacity for action on child labor and interventions

3.1.1. Capacity of partner organizations

The partnerships with the IPs were carefully selected by ILO/IPIC staff. Some IPs had been long term partners of ILO, whereas others had worked on similar projects. This enabled the IPs to understand the strategic directions of the project, and to plan accordingly in terms of implementation. However, the civil society representatives on the NSC have been critical of the lack of competition in selection of NGOs for the POS TBP. There is unevenness in capacity and performance, between districts, and between activities. In Hyderabad (glass bangles) for instance, the experienced IP, NRSP, is working across Pakistan, has a reputation for working closely with government, and has well skilled staff. In Sialkot (surgical instruments manufacturing) as well, both Bunyad and Sudhaar, have worked with ILO on similar projects. Also, given the context of Sialkot, the environment is much more conducive to work on child labor, since there have been several projects, and international attention, especially on the soccer ball manufacturing industry. The Kasur project (tanneries) was also implemented by Sudaar, which has a great deal of experience in Punjab, and in child labor, although relations with government could be further improved, especially in terms of the functioning of the CLMS, as well as staff visits to brief government officials. Although the IP in Gwadar (deep sea fishing) was quite experienced, the work suffered somewhat, partially due to the distances involved in getting to places in Balochistan, and the frequent turnover of district government staff. Finally, the Rawalpindi (rag picking) IP, ITA, also has a great deal of experience, both in working closely with district government, and in social mobilization.

Even though the IPs were well recognized and respected, staff are not always at the same level of experience and effectiveness for each activity, and there were cases in which better support to staff in the key issues of mobilization would have been helpful. In one or two cases, staff was simply not in congruence with the job expected of them, regardless of capacity.

In some cases, partnerships with community members became too concentrated. In Hyderabad, for instance, there was a significant amount of overlap noted within the broader context of the project inputs, which will affect the outcomes as well, since many of the benefits of the project were concentrated within the same locality or involved the same individual for expediency purposes. For example, one NFE teacher is also a youth member, as well as having formed a CCB under the project. Another example is that of a literacy center in Makrani muhalla (neighbourhood) which was located in the same residence which had been rented out for the NEC Center. In fact two shifts of the NEC center were being run from this location, by two sisters, teaching NFE and literacy students respectively. There was some further evidence of concentration in terms of location of NPE Centers in the American Quarter for example, where eighteen centers were located, and two of them were adjoining each other, and another one located in the next street. Such an overlap could potentially lead to a concentration of responsibilities with individuals, and has implications for outreach.

The limited funds available in terms of teacher salaries or rents allocated for NFE centers for example, may have led the NRSP to offer package deals to adequately educated locals to undertake more than one responsibility to help the project meet stringent targets. The broader implications of this strategy do need more attention prior to replication of this model on a broader scale however.

3.1.2. Effectiveness of capacity building of implementing partners

The evaluators did not receive adequate information on formal capacity building efforts by ILO and the IPs to be able to address this question adequately, in particular in terms of assistance with proposal writing skills, preparation of budgets, management practices, and monitoring and evaluation. Many IPs were long term partners, and had a good working knowledge of ILO aims, objectives and processes, and the personnel heading the IP are well versed in child labor issues. However, the capacity of staff at the mid-level, or in the field, was uneven. Some staff was excellent in their understanding of the issues, and their ability to translate plans into action. Other staff requires much more support and capacity building to understand the concepts, and to implement these effectively.

The Center for Improvement of Working Conditions and Environment, Labor and Human Resource Department, Government of the Punjab was engaged by the Minister of Labor and Manpower, to undertake consultations prior to ratification of the ILO Convention 182, and thereafter to identify the sectors wherein the worst forms of child labor existed. Much of this baseline work provided the basis for the interventions introduced by the ILO-IPEC project. Subsequent to this work however, the CWIC&E remained involved in its own provincial mandate to focus on broader industrial safety standards, and providing trainings and design innovations to this effect.

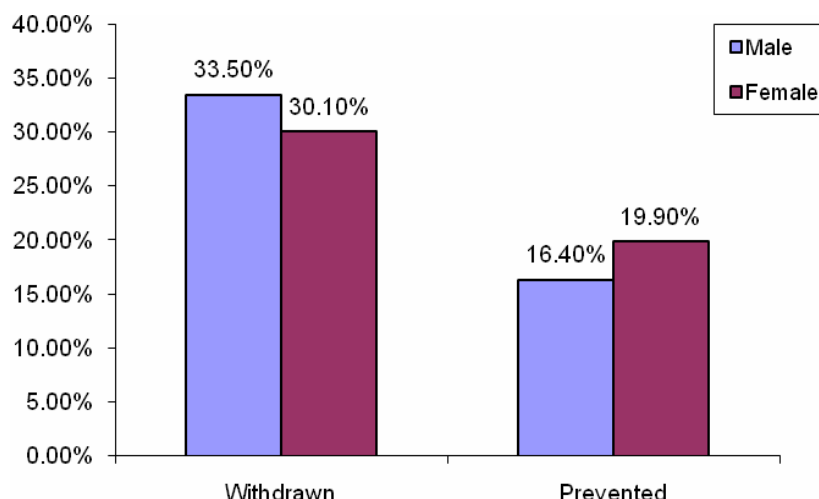
Another innovation concerned the bangle straightening process, which involves placing unprocessed bangles on flames to straighten them, before they can be jointed together. Long hours spend bending over a flame on a low bench, have been avoided by providing a proper-sized bench, however there is still no backrest on this newly designed bench under the OSH initiative, which makes it even more uncomfortable than sitting on a smaller stool, where it is easier to adopt different postures to avoid bodily strain. Maybe again, need higher workstations, which allow workers to stand.

3.1.3. Children withdrawn and prevented from child labor: capacity and definitional issues

In the impact assessment survey, the rag picker children enrolled in the NFE centers were categorized as ‘withdrawn’ and ‘prevented’. The ‘withdrawn’ category of children were those who were involved in rag-picking as an economic activity at the time of enrollment in the ITA center whereas the ‘prevented’ mostly comprised of the younger siblings of these children, who were more vulnerable to be involved in the same work but were not really involved in this activity (due to their age or other reasons) at the time of enrolment in the NFE center.

Table 8. Distribution of enrolled children according to ITA defined categories

Gender	Withdrawn	Prevented	Total
Male	33.5%	16.4%	49.9%
Female	30.1%	19.9%	50.1%



In the impact assessment survey, 64 percent of the children enrolled in the NFE centers fell in the category of ‘withdrawn’ whereas the remaining 36 percent were categorized as ‘prevented’ by the IP. A majority of the respondents however may have simply shifted their work timings from the morning to the evening because of the school, but continued to be engaged in the same work as shown in the analysis. In the prevented category, the percentage of girls was higher than the boys whereas in the withdrawn category, boys exceeded girls.

The data in the section on ‘work’ discussed in the complete IAS report, suggests a divergence from the ILO’s definition of children considered to be “withdrawn”, as only 22 out of 247 children of the sample population reported that they had completely withdrawn from rag-picking.

There were 21 children in the sample population who reported that they had completely withdrawn from rag picking and also from all other forms of work. They were previously involved in rag picking but after having benefited from ILO’s intervention program through enrolment in the NFE centers, these 21 children left rag picking and did not engage in any other form of work either. At the time of this evaluation (at present) all of these 21 children were simply studying. Out of these, 20 children were receiving non-formal education whereas one child had been mainstreamed into formal/ regular school. There were 11 females and 10 males in this category and all of them were below 12 years of age.

The Technical Progress Report (TPR) gives 2 categories for presentation of results for prevented and withdrawn children. Firstly, a table (Table A) provides information on those ‘withdrawn’ children who are still working, but have enrolled in some educational setup: NFE, regular school, or technical and vocational education. Secondly, the second table (Table B) is to give information on those children who have completely withdrawn from the worst forms of child labor, which is the definition that the ILO includes in some detail in its TPR. For the March 2008 TPR, Table B is not filled out.

3.1.4. Citizen Community Boards (CCBs)

The project had explicitly aimed for mobilization and facilitation of the community and Community Development Department (CDD) to establish Citizen Community Boards (CCBs)¹⁶. For this purpose, training workshops have been conducted in collaboration with the EDO-CD titled 'How to Get CCB Registered'. After these workshops, in Hyderabad, the IP succeeded in assisting in the formation and registration of 10 CCBs by the CCD, as per the project target. Other workshops were conducted for helping CCBs prepare funding proposals. Another round of 8 workshops was conducted by the CD department for facilitating CCBs to prepare funding proposal for their schools.

In Hyderabad, despite all this work, as of April 2008 only 3 IP facilitated CCBs had submitted proposals to the CD department for funding. In addition to forming CCBs to initiative development projects within their communities, the project facilitated CCBs were also used for facilitating CLMS data collection, a task which the project envisions continuing in the future, for CLMS updating.

Besides the above noted lackluster performance with regards to submission of development proposals by the IP facilitated CCB, it is curious to note that none of these CCBs was asked to provide a platform for working on child labor issues.

3.2 Development and successful implementation of models of intervention

3.2.1 Number of beneficiaries reached

At the field level, the interventions reached the target population for the most part. The project was the most successful in establishing non-formal education (NFE) centers in needed areas and engaging parents and children. The targets were exceeded in terms of enrolment in the NFE centers. The details of targets versus achievements are presented in Table 4.

Table 4. Targets versus achievements

Children (Direct Beneficiaries)	PART A* Children withdrawn (2) or prevented (3) from child labor(1) through the provision of "educational services or training opportunities" (4)					
	Male		Female		Total	
	Target	Project duration	Target	Project duration	Target	Project duration
Withdrawn	8,050	6,180	2,050	3,855	10,100	10,035
Prevented	750	1,166	950	647	1,700	1,813
Total	8,800	7,346	3,900	4,502	11,800	11,848

***Note:** A child is counted in Part A of this table at the moment of enrolment in the educational or training opportunity. A child should be counted in Part B at the point in time when they can be considered to have been withdrawn or prevented. No targets or achievements were noted in Part B of the table, which is not duplicated here.

Source: POSTBP Project document for targets and ILO/IPEC Technical Progress Report (March 2008) for achievements.

¹⁶ CCBs are an important forum for undertaking development activities at the grassroots level, under the Local Government Ordinance 2001.

As shown, the number of girls “withdrawn” or enrolled in educational or training opportunity has exceeded the target, and not met the target for boys, whereas in the case of “prevented” the situation in terms of achievement of targets is the reverse.

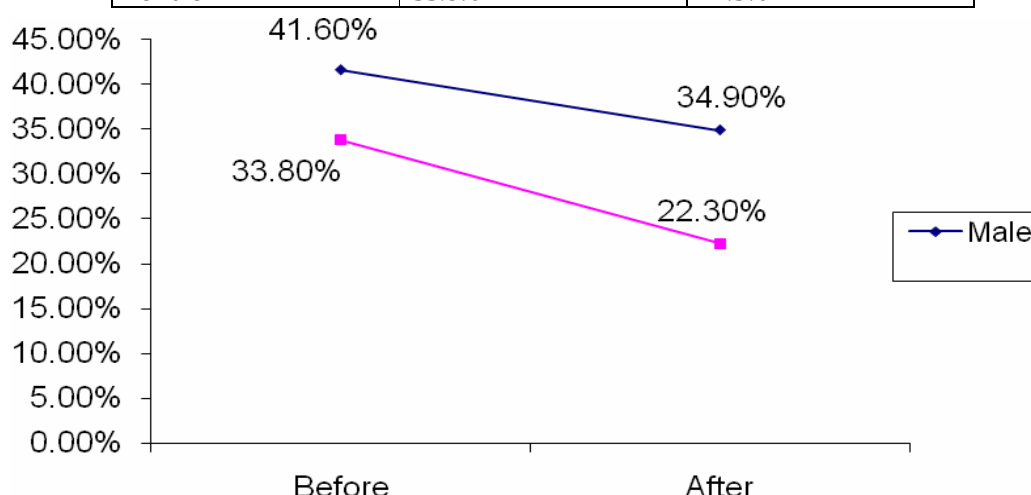
Several factors have affected project implementation and attainment of objectives that were outside the control of project management. Most importantly, since the institution of the local government system, there has been conflict between the provincial and district managers in terms of sharing of resources, which has led to a lack of movement in terms of district initiatives. There is considerable turnover of key district staff such as the executive development officer for education (EDO(E)), which impacts upon the ownership taken by district government officials in the process, and their effectiveness. The security situation has been uncertain, and the project in Shangla (NWPF) for instance, has suffered the impact, and constrained the movement of ILO staff on supervisory visits.

3.2.2 Effectiveness of action programs

The situation of the Rawalpindi rag pickers was analyzed to evaluate effectiveness through the impact assessment survey. It was found that before joining the IP NFE center, 76 percent of the respondents were working (in all sectors, not only rag picking), whereas after the program intervention this percentage came down to 57 percent. This shows a significant reduction in child labor.

Table 7. Work Status of the beneficiary children in Rawalpindi/Islamabad

Gender	Before	After
Male	41.6%	34.9%
Female	33.8%	22.3%



The positive change in the work status of the respondents was more pronounced in the case of girls as compared to the boys. The reasons for this are probably that the age factor for the girls and the cultural traditions and practices demanding more active involvement of the girls in household chores as they grow up.

In view of the socio economic status of the target population, which suggests that this segment of society is among the poorest of poor, expecting a large change in the status of the working children without devising any alternative livelihood strategy for the families would be unrealistic.

3.2.3 Timeliness in achieving objectives

In terms of reaching the target population, and mobilizing the district government's to institute district coordination committees, the objectives have been timely. However, some of the national targets have not been met in a timely manner, such as the initiation of a child labor survey and subsequent development of a national child labor data base for monitoring purposes. The Child Labor Monitoring System (CLMS) does exist at the district levels in varying degrees. This is true for most of the six POSTBP districts, but for only a few of the union councils within that district, where the process of institutionalization was begun under the aegis of the project. However, no cohesive or comprehensive system exists nationally, provincially, or even at the district level or a system to utilize that data.

The Government of Pakistan's National Time Bound Framework was completed in draft form in May 2008, and there is no evidence that a National Steering Committee meeting is to be held soon to discuss the draft. Overall, there has been an issue with regular meetings of the National Steering Committee for Child Labor, with the last meeting being held in April 2005, only once during the tenure of the Project of Support. The previous meeting was held in May 2003, before the start of the POSTBP. According to the ILO project staff, the Ministry of Labor should initiate the meetings. However, the Ministry's representatives feel that the ILO staff should initiate the meetings through the provision of an agenda since the ILO is the secretariat for the NSC.

3.2.4 Documentation of models

The Hyderabad district model has been documented by the implementing partner, NRSP. The models in Sialkot and Rawalpindi have also been documented.

3.3 Mobilization of local communities and strategies used

3.3.1 Views about project centers in Rawalpindi/Islamabad

All the male participants of the focus group discussions (FGDs) in Habib colony showed their appreciation for the ITA school administration and teachers for having provided their children with an opportunity to get educated. Women and mothers in Habib colony too, were happy and satisfied with the work of the ITA staff, their teaching methods, standard of education and most of all that the center is providing free education to poor people. A majority of the men/ fathers of the beneficiary children in Sohan were also appreciative of the noble idea of opening free schools for the working children. However, they were not satisfied with the staff hired for the school in their community. They were also very critical of the standard of education, competency of the teachers and lack of discipline in the school, which lets the children leave the premises of the school anytime to wander outside whereas their parents believe that their children are safe in the school busy studying. As opposed to the men, women in Sohan seemed quite satisfied with the IP staff, their teaching methods and with the quality of education being provided to their

children. However they also stressed on the point that parents and teachers should ensure that children attend school regularly and do not leave the school premises before the classes are over.

Women in Sohan also had similar views and recalled the period when the project started and how the people involved in community mobilization stressed on the fact that the education to be provided in the center would be free. They were of the view that the promise of free education proved to be a great incentive indeed for convincing people in the community to send their children to school. However, a majority of men in Sohan were not aware of such visits by the ITA/Aagahi center staff in their community and were rather of the view that children came to know about this center by themselves as it was close to the place where they used to go for rag picking. The views by men in Sohan indicate that community mobilization and contacts with men of the community were somewhat weak resulting in some sort of a communication gap between the school staff, the cluster coordinator and the fathers. Men in Sohan also complained about the absence of an effective monitoring mechanism by ILO and ITA in this particular community.

3.3.2 Perceptions about education for girls and boys

There was no second opinion with regard to the importance of education for girls and boys. Both men and women participants in all FGDs strongly supported the idea that children whether girls or boys must get education. Talking of their own experience and pointing to the changes that education has brought in the lives of their children, parents seemed very happy with the impact of education. They proudly shared that their children have learned good manners and now greet their elders. Besides, they are now more hygiene conscious, they want to wear clean clothes; they are able to read and write now and have developed great interest in studies, which they want to continue beyond the non-formal education program. However, it would all depend on whether education beyond this school would be affordable for them or not.

3.3.3 Gender differences in perceptions about children's work, particularly rag picking

Most of the children in the selected communities are involved in rag picking and the parents justify it being done on the pretext of poverty and increasing inflation. They are involved in paid activity like rag picking as well as in unpaid work at home in the form of daily household chores. They expressed that they do not want them to be involved in this work as it is a dirty job, which poses serious threats to their children's health, but then they are forced by circumstances to do so. Small girls are allowed to go for rag picking whereas the older ones are not allowed to go outside their homes for this activity.

As opposed to the women, the men in Sohan had a very casual attitude towards children's work particularly rag picking. Many of them were of the view that it does not have any implications for the child's health as they firmly believed that disease and illness is from God and can affect anyone. The male elders of the same community too found nothing wrong with children being involved in rag picking and were of the view that it is a childhood occupation where a child learns bargaining skills by negotiating with the junkyard dealers. They also believed that this occupation, is usually not taken up by most children for a lifetime and the nature of work eventually changes as children grow up, implying that there was nothing wrong with it. This calls for more positive attitudinal change through advocacy and social awareness programs.

The strategy for children under 14 was to talk to mothers, which was culturally and gender sensitive. For children of ages 14 plus the strategy was to talk to the children themselves and the employers. This latter strategy could have been improved as the findings have shown. In discussions with parents in the rag pickers project, the mothers' social mobilization was stressed, but not that of the men of the household, leaving a gap in understanding.

4 Supporting areas of work for TBP process

4.2 Identification of strategic linkages and coordination

The project design took into consideration existing projects and partnerships. For instance, after signing the Memorandum of Understanding with the Government of Pakistan in 1994, IPEC designed and funded a series of action programs and mini programs to address child labor issues in various sectors with a diverse group of implementing partners all over the country. The action programs were implemented in collaboration with trade unions, employers' associations, government departments and civil society organizations.

The first major IPEC Project funded by US Department of Labor (USDOL) was initiated in Sialkot in 1997 to eliminate child labor in the soccer ball industry. The Sialkot experience has been acknowledged as a major success in addressing child labor issues by the international community.

Another project funded by US Department of Labor is to address child labor in the carpet weaving industry. The project expected to closely coordinate the carpet project with the national Time bound Program through the joint IPEC-Pakistan Technical Adviser (Chief Technical Adviser) of the Project of Support.

An employers' association, Surgical Instruments Manufacturers Association Pakistan (SIMAP) and IPEC have collaborated to implement a social protection project to address child labor in surgical workshops in Sialkot. The surgical project was also expected to be integrated in the Project of Support through technical cooperation in complementary interventions. IPEC launched a project in 1998 with Pakistan Bait ul Mal to provide full time education, recreation and subsistence allowances to children. The project was seen as an example of a government institution sustaining project activities after termination of donor funds.

The lessons learned from these and other projects were incorporated in the POS design, to overcome issues of weak ownership by communities, long term sustainability in project design, building linkages with existing institutions, and improving the quality of services, especially education. However, there were some new elements in the current project design, primarily the district government model of project implementation, regarding which there was limited knowledge, given the newness of the local government system in Pakistan. Although similar local government systems were earlier introduced in other countries in the Asian region, such as Indonesia, there is no evidence that regional and international lessons learned were applied to the project's design.

The project document was well researched and developed, and relied extensively on existing

information about the sector. Past IPEC experiences and interventions are well accounted for, in the case of experiences in Pakistan.

4.3 Links to ILO Tripartite Partners

Being a tripartite body aiming to bring together government with employers and workers, the ILO's TBP in Pakistan has involved the Pakistan Workers' Federation (PWF) and the Employers Federation of Pakistan in its ongoing project activities as well to help create awareness concerning worst forms of child labour, and to undertake more specific activities like helping workers mobilize and develop codes of conduct for employers.

PWF is the single largest national trade union center in Pakistan currently, with eight regional offices in the four provinces of Pakistan with an affiliation of 419 unions and a membership of more than 880,000 workers nationwide representing the majority of unionized workers.¹⁷ PWF was created through merger of three national centers of Pakistan, namely: All Pakistan Federation of Trade Unions, All Pakistan Federation of Labor and Pakistan National Federation of Trade Unions.

On the other hand, the Employers' Federation of Pakistan was established in 1950 to promote and promote employers' interests. Other objectives of EFP are to assist and guide its members in the creation and maintenance of industrial harmony and to develop and train human resources for better management and growth through trainings and dissemination of information.¹⁸ Given their individual mandates, both these entities were considered relevant partners to help address the worst forms of child labor, and were thus engaged by the ILO/IPEC to help achieve TBP targets.

4.4 Government involvement and support

The leadership role of the federal ministry was greatly appreciated at the stakeholders workshop conducted by the evaluators in Lahore on August 28-29, 2008, as the Federal Secretary of Labor, along with his key staff, participated fully during the two days of deliberations. The Punjab Secretary of Labor also contributed in the workshop, and made some important announcements concerning the pending issue of factory inspections not being allowed in Punjab. The Secretary resolved to allow inspections in the near future, which would have a positive impact in decreasing the incidence of child labor. The Nazim for Rawalpindi participated actively, and shared his district's contributions towards the elimination of child labor, as did the Naib Nazim of Gwadar. There was also full participation by representatives of the Employer's Federation of Pakistan, and the Pakistan Workers' Federation. The role of the ILO/IPEC team was strongly acknowledged for their substantial professional interactions with these key stakeholders, and the support provided through the POS.

4.5 Strategic Planning and work on monitoring and evaluation

4.5.1 Targeting of beneficiaries

During the preparatory phase of the project, rapid assessment and baseline surveys identified the numbers of children working in the 6 different sectors that have been under consideration in the POS. These surveys allowed the project implementing partners to identify and target

¹⁷ For more details, refer to the Pakistan Workers Federation website: <http://www.pwf.org.pk>

¹⁸ For more details, refer to the Employers Federation of Pakistan website: www.efp.org.pk

appropriately. However, in terms of actual criteria for selection of program beneficiaries, these are not explicitly mentioned in the project document.

The magnitude of this form of child labor was assessed and reported in SDPI's Rapid Assessment Study for ILO of 2004 according to which the estimated numbers of rag pickers in the provincial capitals of Pakistan were given as: Karachi (33,000-40,500), Lahore (35,000-40,000), Peshawar (10,000-12,000), and Quetta (8,000-10,000). These estimated numbers were based on the survey findings as well as on the reports of some NGOs. It therefore becomes pertinent in the evaluation process to determine the criterion used for the selection of the rag pickers project site, under the POS.

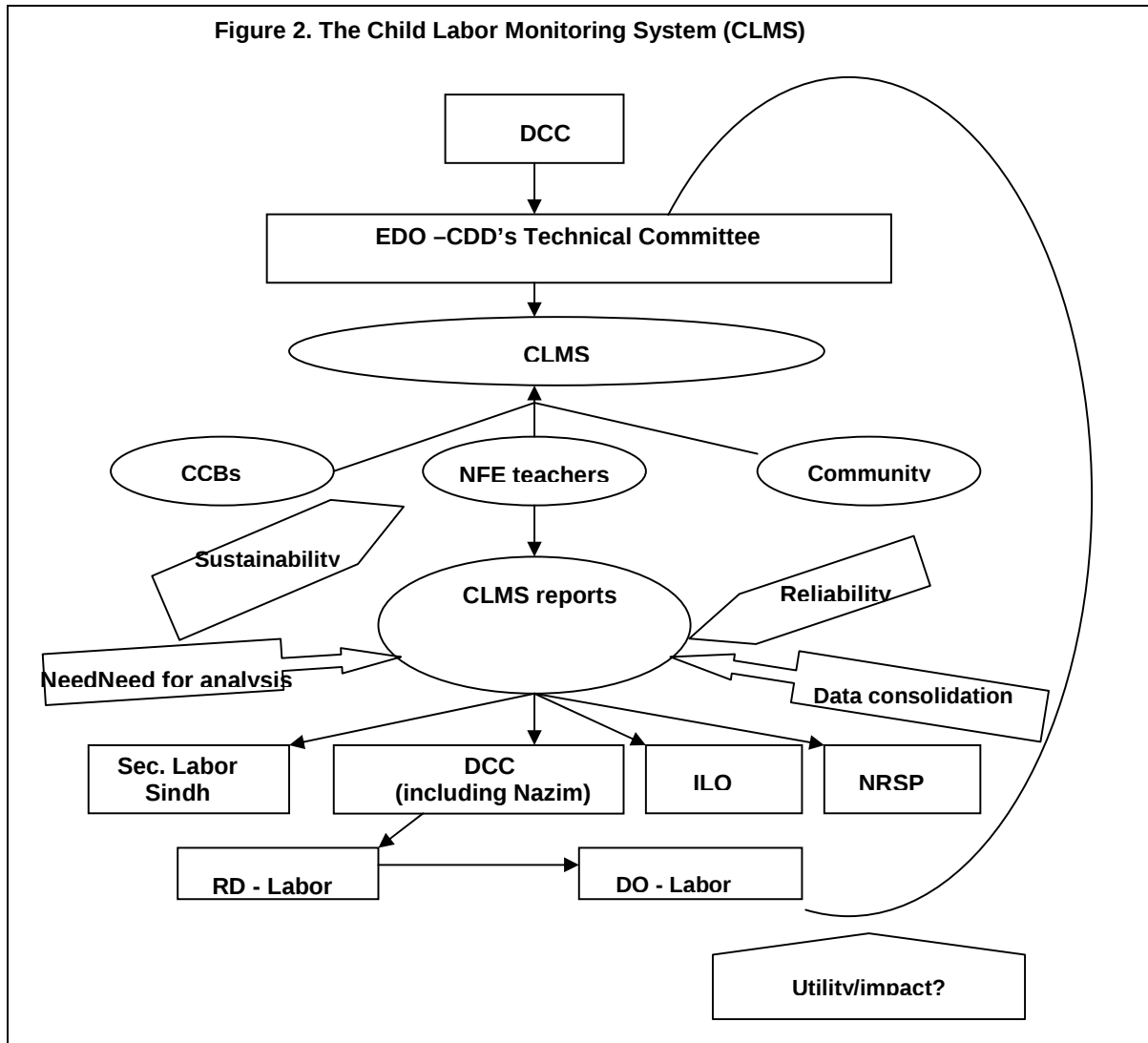
4.5.2 Strategies for coordinating and implementing child labor monitoring

The Child Labor Monitoring System (CLMS) is an important component of the project, which aims to ensure that incidents of child labor in the district are properly monitored and reported for more effective planning, and monitoring. The CLMS involved the community for data gathering purposes, and the office of the Executive District Officer – Community Development (EDO-CD) was designated to be responsible for operating the system and generating reports on a continual basis, even after the project ended.

In the case of Hyderabad, for designing the concept of the CLMS and its data collation format, the project team conducted 10 meetings under the chairmanship of EDO-CDD. The Additional Director and District Officer for Labor, the District Officer and Deputy District Officers for Social Welfare also participated in the deliberations. The final version of the CLMS format designed at Hyderabad was sent to ILO-IPEC Islamabad office and with their technical input was designed to ascertain the nature of child labor, with gender and age desegregations based on the categories of 5 to 9 years old, 10 to 14 years old, and 15 to 17 years.

Figure 2 below provides a graphic illustration of the CLMS, and its various reporting routes.

Figure 2. The Child Labor Monitoring System (CLMS)



Once the data collection format was finalized, the technical committee decided CCB members and NFE teachers would be involved in filling of the CLMS data according to the provided format. The CDD Office would compile the report and send them to all concerned personnel. The EDO-CD established (through an official notification) a CLMS cell and provided a trainee IT Officer to generate the reports on a regular basis.

Reports generated by the CLMS prompted the Provincial Secretary of the Labor Department to write to the Regional Director of Labor,¹⁹ to take notice of the evident child labor problem in the Hyderabad district. The Regional Director referred the problem to the District Officer of Labor (who reports to his office instead of to the EDO-CD in local governments where Regional Directors for Labor are not positioned). The DO Labor in turn reported that since most of this child labor in the glass bangle sector at least was confined to the shops, the EDO-CD was in

¹⁹ The Regional Director of Labor is a provincial government employee based in Hyderabad and responsible for dealing labor issues across interior Sindh

effect the competent authority to take action, since the District Officer for Shops working under him. However the Department of Labor directly reported this matter back to the Secretary Labor, instead of to the EDO-CD. The Secretary of Labor now has the discretion of either asking his counterpart in the Local Government department to bring this issue to the notice of the EDO-CD through the DCO, or the District Nazim.

Concerning CMLS, the innovation of using community based systems to provide information on child labor is a practical idea, and can be replicated using a range of other groups including School Management Committees etc. in case the CCBs formed by the project are no longer functional. Thus far, five CLMS reports have been sent out by the EDO-CD to a range of stakeholders which provides data on different forms of child labor (the utility of which has already been discussed above). Concerning the data collation process itself, there is now significant information available for most sectors involving child labor, including the glass bangle industry, however information for the latter is still all clumped under one category, even though the forms on which this data is collected specify which particular glass bangle processing stage these children are found in. Organizing information down to this level of detail in the database could subsequently prove useful in designing prioritized and/or targeted interventions for the more hazardous of these processes).

The circulation of CLMS reports has had some evident impact in the form of the instructions sent by the provincial labor department to the Hyderabad regional director for labor to address the prevalence of this problem. However, the eventual outcome in this regard has been that no tangible action was taken in this regard except correspondence between line departments.

4.5.3 Child labor monitoring variables: are these sufficiently disaggregated?

Project indicators are disaggregated in terms of gender and age, and by geographical area. The child labor monitoring system (CLMS) at the district level has the potential for further disaggregation by important demographic variables. However, the CLMS is still under process and will need further support to develop into a useful tool for analysis and monitoring. Moreover, the project progress reports could have further clarity and ease of use for the reader by clearly stating achievements against objectives in the beneficiaries table.

4.5.4 Completeness and analytical usefulness Direct Beneficiary Monitoring and Reporting

According to the impact assessment survey team for the Rawalpindi/Islamabad rag pickers' survey, there were quite a few discrepancies and inconsistencies in the data provided by the implementing partner, and no satisfactory database was maintained. The number and names of beneficiaries did not match when the data at the IPs central office and at various centers was compared. One reason for this may be the turn over rate of children during an academic year. Due to these problems, the IP data was not used for drawing the random sample.

The data provided through the Database of Direct Beneficiaries Monitoring and Reporting (DBMR), developed through the project, was slightly better. Interestingly, some of the names of the beneficiaries which were present in IP data were missing in the DBMR data. To reduce the chances of error, only those beneficiaries were selected that were present in the data sheets of both the IP and DBMR. In practical terms, it meant that the DBMR data was used for drawing

the random sample. However, the survey team mentioned that the DBMR database itself had some problems; mainly

- The database was not user friendly. It was time consuming process to segregate data gender wise.
- The data cannot easily be used for the analysis of trends or cross-sectional analysis, since it is set up to track individual children, not analyze trends across different categories of children. The evaluators had to make special arrangements to be able to access the data for analysis.
- The DBMR data for Rawalpindi was not up to date, since it was approximately two year old data.

The inputting of data into the DBMR system is a complex real time process. If there are frequent power losses, and internet connections are not good, which is often the case, the data can be lost while the operator is entering it. Given that the data inputting in an urban hub like Rawalpindi/Islamabad has a two year lag, implies that the situation is not much better in the other project areas. Finally, the actual use of the data, by ILO staff or others, was not evident.

5 Results: Impact assessment study”

The impact assessment study of the rag pickers in Rawalpindi was specifically included in this evaluation to look at direct effects of the project on the beneficiaries and this section presents the survey results in some detail.

5.1 Reason for working

Among Rawalpindi rag pickers, the children who were working were asked to give reasons as to why they were working. The data was indicative of a worsening situation in the before and after periods of the program intervention suggesting more family pressure on the respondents to earn. In the before period, 49 percent of the male respondents and 58 percent of female respondents said that they were working to supplement the family income whereas in the current or the after period, this percentage went up to 51 percent and 64 percent respectively. This could be due to the gap in the family income that was created because of the reduced working hours of the children after they got enrolled in the schools or it could also be a result of the rising inflation or, due to a combination of both factors.

Similarly in the before period, 34 percent of the male respondents and 11 percent of the female respondents said that they were working to support their families indicating or explicitly stating that they were the sole bread earners of their family whereas in the after period, a slight increase (36%) was reported in case of the boys and a little decrease (10%) in case of the girls, who were working as sole bread earners. This again was reflective of the level of poverty of the target group and the economic compulsions under which these children work. The expectation of a total withdrawal of these children from paid work may not be possible unless their families are provided with the means and opportunities to improve their economic status, which was not part of the project’s strategy except in Hyderabad. This is also evident from the fact that in the before period, 10 percent of the female respondents were working to pay for the outstanding debt of

their families whereas in the after period, this percentage was increased to 12 percent indicating a difference that one member's income or the loss of it, could make for the family.

Table 10. Reasons for working

Reasons for working	Before		After	
	Boys	Girls	Boys	Girls
To supplement family income	49.0%	57.5%	51.2%	63.5%
To pay outstanding family debt	6.9%	10.0%	6.0%	11.5%
To help in household enterprise	1.0%	2.5%	0.0%	0.0%
Learn skills	0.0%	0.0%	1.2%	1.9%
To work in place of an adult family member who is away	0.0%	3.8%	0.0%	1.9%
To work in place of an adult family member who died	0.0%	1.3%	0.0%	0.0%
Earn for him/herself	8.8%	3.8%	6.0%	11.5%
To support his/her family – sole breadwinner	34.3%	11.3%	35.7%	9.6%

5.2 Main tasks performed at work

When the respondents were asked to specify the tasks that they perform at work, a majority mentioned rag picking. However there was a significant difference in the percentages of the before and after periods showing a positive change due to the program intervention. Before the program intervention, 67 percent of the sample population was involved in rag picking whereas after the program intervention, this percentage went down to 41 percent.

Due to the poverty levels of the target group, the children's families did not withdraw the children completely from all kinds of paid activities. However, the fact that the children left rag picking is to the credit of the work of the IP and the district government's efforts. The other tasks or paid activities that the respondents were involved in were selling fruits and vegetables, embroidery and sewing, mechanical work, cleaning and washing, plumbing, car washing and, casual labor.

Table 9. Main tasks being performed at work

Main task	Before	After
Rag-picking	66.5%	40.7%
Mechanic shop	1.2%	5.1%
Car washing	0.0%	6.8%
Embroidery	9.4%	11.9%
Selling fruits/ vegetables	14.7%	13.6%
Cleaning & washing	4.7%	3.4%
Casual labor	3.5%	18.6%

However, the data also illustrate the withdrawal of child labor from one sector and into another, and further categorization of indicators would provide information for the entire city/area under study. This was also an issue raised by senior federal level officials about whether child labor interventions in one area create a shift into other areas, and hence the need to undertake a more comprehensive evaluation or assessment of the actual trends in child labor.

5.3 Education (Formal, Non-Formal and Literacy) in the Rawalpindi centers

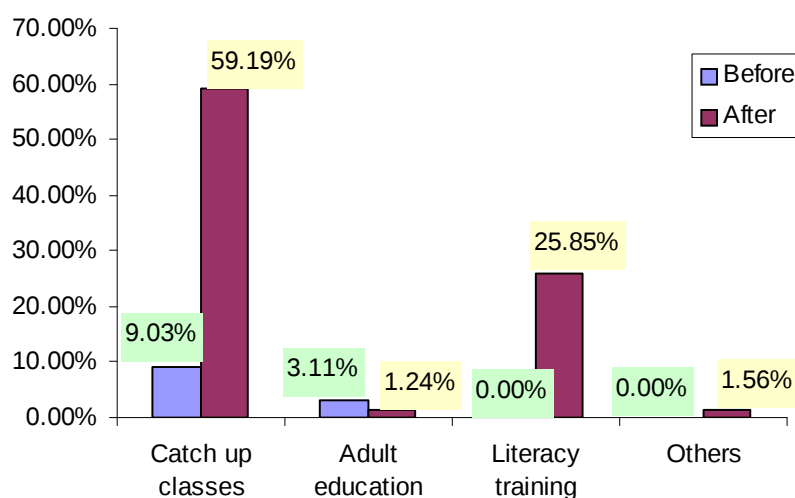
In response to the question on whether the respondent ever attended school before joining the NFE center, a huge majority of the respondents said ‘no’ for the period before program intervention. Only 13 percent of the boys and 16 percent of the girls were attending school earlier. However the situation changed for the better after the program intervention when 25 percent of the boys and 17 percent of the girls reported they were attending a formal school.

Table 11. Respondents Receiving Non-Formal Education

Status	Before	After
NFE	11.7%	77.11%

The highest percentage of the beneficiary children was enrolled in the non-formal education program of the Aagahi centers. Before the project intervention, very few children of the target group got the opportunity of receiving some kind of non-formal education. It is evident from the fact that before the program intervention only 12 percent of the respondents were receiving some kind of a non-formal education whereas after the program intervention, a drastic change was recorded with 77 percent of the respondents being enrolled in the NFE program.

Table **. Types of non-formal education being received in the periods before and after the Project intervention



Since the intervention program’s aim was to mainstream as many NFE graduates into formal schools as possible, the highest number of students in the NFE was enrolled in the program for catch up classes.

5.4 Beneficiary working hours

Among Rawalpindi rag pickers, the pattern of working hours of the beneficiaries changed, showing increased percentages in the after intervention period for the respondents who were working for 1-3 hours a day and for those who were working for 4-6 hours a day. However, the percentages of beneficiaries working for 7-8 hours a day decreased in the after period indicating a positive trend.

Table 12. Working Hours of Rag pickers in Rawalpindi

Working Hours in day	Before		After	
	Boys	Girls	Boys	Girls
Less than 1 hour a day	0.0%	0.0%	0.0%	7.3%
(1 – 3) hours	23.9%	35.1%	33.7%	40.0%
(4 – 6) hours	33.0%	22.8%	37.3%	30.9%
(7 – 8) hours	25.0%	24.6%	10.8%	9.1%
More than 8 hours	15.9%	15.8%	15.7%	0.0%
It varies	1.8%	1.8%	2.4%	12.7%

The number of working days of the respondents also decreased significantly when compared in the before and after intervention periods. Before the program intervention, 36 percent of the boys were working 7 days a week whereas after the intervention, this was reduced to 31 percent. Similarly, before the program intervention, 57 percent of the girls were working 7 days a week whereas after the program intervention, this was reduced to 40 percent.

Table 13. Number of working days in a week

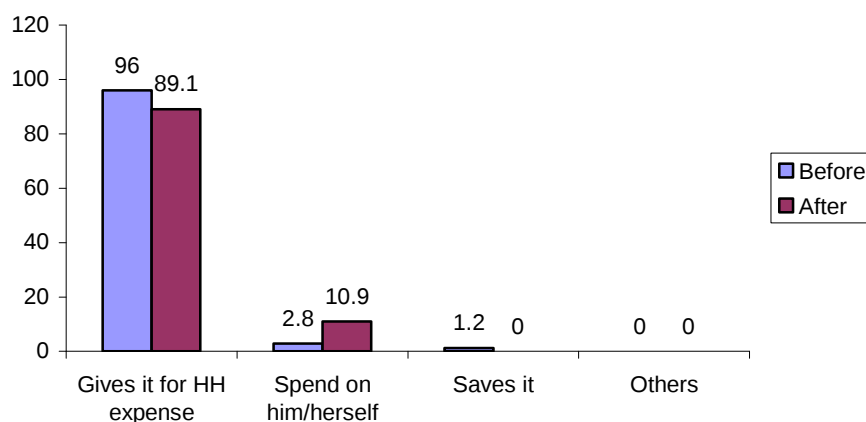
No. Of days	Before		After	
	Boys	Girls	Boys	Girls
1 day	0.0%	0.0%	1.1%	0.0%
2 day	0.0%	0.0%	0.0%	5.5%
3 day	0.0%	2.5%	4.5%	3.6%
4 day	3.0%	1.2%	4.5%	3.6%
5 day	6.9%	9.9%	4.5%	5.5%
6 day	46.5%	17.3%	45.5%	20.0%
7 day	35.6%	56.8%	30.7%	40.0%
It varies	7.9%	12.3%	9.1%	21.8%

In addition to its own work on OSH awareness-raising, the implementing partner, the National Rural Support Program (NRSP) project identified 10 sites, where the independently hired Center for Improvement of Working Conditions and Environment could pilot and demonstrate innovations for adoption of better and safer work equipment for bangle making.

5.5 How do beneficiaries spend the money they earn?

The majority of the earnings are used for household expenses, whereas some are spent by the children on themselves.

Figure **. How the money is spent



5.6 Results contributing to ILO work: ILO Decent Work Country Objectives

The TBP approach contributes to the major international development objectives of a world free of poverty and free of the misery that poverty brings. The IPEC project, along side other ILO activities directly contributes to ILO's central goal of promoting decent work for women and men.

According to the project document: "A key component of the direct action programs implemented under the Project of Support will be effective social mobilization advocating education for all children including those in the worst forms of labor." Also, "most of the families and children themselves prefer to combine work with education and it is later a question of weaning them away from the worst forms of child labor through provision of relevant and viable education and training opportunities that may lead to decent work possibilities."²⁰ Hence, the Project of support to the TBP falls squarely under the umbrella of the Decent Work Country Program of the ILO.

6 Process of Design and Implementation

6.1 Appropriateness and effectiveness on ongoing design, planning, review, consultation and monitoring process

6.1.1 Project indicators

The targets for project indicators are outlined in the Project Monitoring Plan (PMP). In the PMP (February 2008), the "planned" indicators columns have been completed, but the "actuals" columns remain incomplete except in a very few cases. In the workplan section, out of a little over 100 total activities, about 48% are indicated to be in progress, 37% have been completed, 9% have been dropped, and 7% have not been started yet. Overall, the utility of the PMP is limited, since the information is incomplete.

The actual usefulness of the key project indicators and the validity of their means of verification

²⁰ POSTBP Project document, 2003, p. 45

are discussed below.

Table 6: Usefulness of key indicators and validity of means of verification

DEVELOPMENT OBJECTIVE		Elimination of the worst forms of child labor in Pakistan		
IMMEDIATE OBJECTIVES	INDICATORS	USEFULNESS	MEANS OF VERIFICATION	VALIDITY
1: Enhanced national knowledge base is available on WFCL for use by policy makers, researchers and planners.	Information on child labor in national surveys and baseline surveys conducted under the Project is reflected in research studies and policy documents.	The information would need to be collected first and be robust and reliable. If good, solid information were available, it would be used by various agencies and research entities.	Review of policy documents and national survey reports	The validity would come from the reliability of the data as confirmed by national and international agencies, and its use
	Accessibility of information on child labor	Reliable data accessible at a common website, for instance, in database and spreadsheet formats would be useful.	TBP monitoring and evaluation process/system (to be established)	N/A
2: Improved policy and legislative framework available..	Number of prosecutions for violations of legislation on WFCL	Good indicator, but requires a lot of political will and working with employers and workers federations to build support.	Ministry of Labor's record on child labor violations under the revised legislation on WFCL	Input from employers and workers federation would help here. It should be a district level effort consolidated at provincial and national levels.
	Access of children in worst forms of labor to educational and training opportunities.	This would have to be at federal, provincial and district level plans.	Review of revised National Plan of Action to Combat Child Labor TBP monitoring and evaluation process/system (to be established) Follow-up survey – repeat baseline	NPA should incorporate targets at national, provincial and district levels Agreed that TBP M&E system needs to be established Agreed that baseline survey of child labor needs to be comprehensively designed, administered, and the results made accessible to the public

DEVELOPMENT OBJECTIVE		Elimination of the worst forms of child labor in Pakistan		
IMMEDIATE OBJECTIVES	INDICATORS	USEFULNESS	MEANS OF VERIFICATION	VALIDITY
N/A3: Educational and training needs of children in worst forms of labor are reflected in national instruments on education.	Resource allocation for addressing educational/training needs of WFCL	Useful once educational plans at different levels incorporate educational and training needs of children in worst forms of labor, budget for the plans, and the entire process is tracked annually or six monthly	Review of ESR updates TBP monitoring and evaluation process/system (to be established)	Tracking of annual federal and provincial budgets regarding education allocations and expenditures under different programs and not just ESR
4: Key stakeholders ((district governments, employers, workers, community) are receptive to the development needs of child labor.	Media coverage against child labor	Good indicator	Media study	A study would help track increase in positive media coverage. However, should work with PEMRA to have broadcasters track CL coverage indicating positive or negative trends
	Allocation to address development needs of children in worst forms of child labor	The GOP at federal, provincial and district levels would need to plan for projects, and then translate plans into budgetary requirements, followed by allocations	Review of relevant national development plans. TBP monitoring and evaluation process/system (to be established)	Review of plans, subsequent budgets, allocations and expenditures for federal, provincial and district levels
5: Target district governments allocate resources to address educational and training needs of children in worst forms of labor.	Conditions & performance of government schools in target areas	NEMIS data (although imperfect) can be utilized to look at conditions. NEMIS can also track the child labor component in schools. Performance data at the school level is not available, other than the regular examination system. The NEAS system looks at performance for sample of schools each year, and will do so every 2-3 years, and can attempt to incorporate tests for CL enrolled in schools.	Review of target districts Education/Literacy Budget	The budgets are a necessary but not sufficient condition for monitoring conditions and performance in schools. See “usefulness” of indicator. Even for budgets, first need the plan, then the budgetary allocation, then the expenditure performance.

DEVELOPMENT OBJECTIVE		Elimination of the worst forms of child labor in Pakistan		
IMMEDIATE OBJECTIVES	INDICATORS	USEFULNESS	MEANS OF VERIFICATION	VALIDITY
	New NFE and literacy centers established by target district authorities	Good, but need to include numbers of children enrolled and their performance, and cost effectiveness of the centers.	Education/ Literacy Department record	See “usefulness” for development of corresponding means of verification
			District Education Plan	After plans are budgeted for, allocations made, and expenditures tracked.
6: District authorities and community groups are monitoring WFCL incidence, and communities are taking affirmative action in target districts.	Number of employers, contractors and sub-contractors provided awareness on WFCL, related legislation, and OSH concerns	Okay, but need to include non-formal sector since most child labor occurrences are in this sector	District labor office records	Confirm is labor office records incorporate non-formal sector
	Number of children in worst forms withdrawn and children at risk prevented through enrolment in educational/ training programs.	Include variable to show that these children do not drop out. Data has to cover all sectors, since children drop out of one sector and go into another.	TBP monitoring and evaluation process/system (to be established) Repeat baseline report Monitoring systems of educational/ training programs Project monitoring system for those programs implemented by IPEC	N/A Agreed that baseline report can be repeated. However, children do move from one CL industry into another, and baseline will not capture that movement. Agreed, NEMIS can be utilized to some extent for monitoring Agreed, if the issue of CL movement into other sectors is accounted for.

DEVELOPMENT OBJECTIVE		Elimination of the worst forms of child labor in Pakistan		
IMMEDIATE OBJECTIVES	INDICATORS	USEFULNESS	MEANS OF VERIFICATION	VALIDITY
7: Children in worst forms of labor and their families are linked with credit facilities and have access to social safety nets.	Number of children in worst forms of labor and children at risk benefiting from social safety nets	Good indicator if monitored within comprehensive data base that takes into account all sectors that include child labor, including non-formal sectors	Record of institutions extending social safety nets in target districts TBP monitoring and evaluation process/system (to be established) Follow-up studies (repeat baseline)	Record of the institutions has to be linked up with the comprehensive data base N/A See earlier comments on repeating baseline –good way to proceed is development of a comprehensive data base linked up at district, provincial and federal levels.
	Number of families (with children in worst forms and children at risk) not relying on children income through access to social safety nets and/or credit programs	Need tie in to comprehensive data base Supporting mechanisms that ensure long term viability of family's income	Record of organizations extending credit facilities in target district TBP monitoring and evaluation process/system (to be established) Follow-up studies (repeat baseline)	Actual use of credit should also be monitored System needed to monitor how credit used, especially in terms of long term viability of family's income Baseline has to be comprehensive for all sectors in a particular geographical area.
8: Boys and girls in worst forms of labor, and those at risk have access to formal and non formal education, and vocational training.	Number of children in worst forms of labor and children at risk enrolled in education, literacy and vocational training programs.	See Indicator # 5 above for usefulness. Ensure that children are not dropping out of NFE and regular schools.	Information from community monitoring system Project records and database	Tie in to national NEMIS and provincial EMIS's. Also have EMIS at district level. See Punjab example of tracking each child partaking of education services, which can be used as a model in each target district.
	Number of children in worst forms of labor and children at risk retained in education, literacy and vocational training programs.	See above	Record of education and training centers TBP monitoring and evaluation process/system (to be established)	The individual records have to tie in to district, provincial and national level monitoring systems.

DEVELOPMENT OBJECTIVE		Elimination of the worst forms of child labor in Pakistan		
IMMEDIATE OBJECTIVES	INDICATORS	USEFULNESS	MEANS OF VERIFICATION	VALIDITY
	Number of children in worst forms of labor and children at risk completing in education, literacy and vocational training programs.	See above	Follow-up study (repeat baseline report) Project monitoring system	See point above regarding baselines
	Number of children in worst forms of labor and children at risk mainstreamed to formal government schools from non-formal education system.	Need tie in to district, provincial and national EMIS	Follow-up study (repeat baseline report) Project monitoring system	See point above regarding baselines

6.1.2 Ongoing design and implementation

With reference to the recommendations of the draft midterm evaluation report, these have not been officially incorporated in the project. Although the ILO/Islamabad project office has given serious consideration to the results of the midterm evaluation in terms of future programming, there was a conscious decision not to make any major changes in the final months of the POS. In summary, there is no evidence of changes in project design based on the results of the midterm evaluation at the grass roots level. However, strong efforts have been made at the policy level to provide technical input related to child labor elimination into the national education planning of the Government of Pakistan, as well as the Poverty Reduction Strategy process. The output of the midterm evaluation is also being used to input into design of future programs.

6.2 Challenges in implementation

The challenges in implementation of the project have been the following: the focus of the project on the district model is exceptional, but the district government system itself was new in Pakistan and the various financial and resource issues continue. The devolution to local levels itself remains uncertain, affecting implementation.

A second challenge is that the financial compulsions of the beneficiaries and a lack of alternatives continue to have a serious bearing on the project's success. Finally, the context and environment is full of challenges, with poor quality and insufficient schools and healthcare, and lack of effective formal social safety nets.

7 Summary of the key contributions of the project

7.1 Key outcomes of the project in relation to the National Plan of Action (NPA)

As mentioned in an earlier section, the National Time Bound Program, including the Plan of Action are in draft for consideration of the National Steering Committee when it meets, and after that agreement, to be processed according to the government's legal framework. The NTBP was drafted with the technical assistance of the ILO under the Project of Support.

7.2 Good Practices and Models of interventions and key project legacies to build upon

Some excellent interventions have been developed under the POSTBP, which are highlighted below:

- The district model, and the district coordination committee, is a well strategized and well implemented model for focusing on elimination of the worst forms of child labor in a coordinated and effective manner, while bringing together the various stakeholders.
- Linkages with employers and workers' associations.
- The confirmed success of the NFE centers, and the resulting enthusiasm of parents and children for education.
- The active involvement of ILO/IPEC in national policy and development such as the PRSP, the National Education Policy, and Labor legislation.
- The professional working relationships between ILO staff, the IPs and district government officials for strong sustained efforts.
- Linkage with media can have a very positive impact.
- The process of the project design, and the excellent rapid assessments, baseline surveys and other documentation has ensued.

In terms of wider policy impacts, these will bear fruit once the National Education Policy, for instance, is finalized and implemented in all parts of the country. Project staff has made an earnest effort to have child labor addressed in the draft policy, and the impacts will go well beyond the parameters of the POS. Another area is the technical submission by ILO staff for the Poverty Reduction Strategy document, which once finalized and implemented will have a major impact on policy implementation throughout the country. Finally, the streamlining of labor laws will have positive repercussions.

Conclusion: The POS was in 6 very different districts of the country, but the district model is replicable as long as some basic conditions are met. The key prerequisite is availability and assurance of financial resources to undertake the activities, which would require national and provincial support, especially for education, health, and labor issues. The availability of well

grounded IPs is also a requirement, as is a modicum of stability in the postings of district government staff. The establishment and funding of CCBs, both in working on child labor issues, as well on collection of data on children in the particular union council or village would be a requirement for replicability. The importance of sound activities that can provide alternative income for the parents of children in the worst forms of child labor cannot be emphasized enough. Finally the security situation has to be stable to allow successful replicability of projects. A case in point is the Shangla project (coal mining) which suffered in implementation from a lack of security in the region.

7.3 Key contribution of project to work of ILO

7.3.1 Sensitization of the media

Various initiatives under the POS have contributed to changes in cultural perceptions regarding child labor. The district officials that the project worked with have gained tremendous insight into the issues and solutions needed, in part through the functioning of the district coordination committee, which brought together key officials of the district government, under the leadership of the elected mayor or nazim. The POS has also built upon the gains made in other projects, especially in Sialkot. The small manufacturing units for surgical instruments usually carry a sign outside their premises informing readers of child labor laws and their implementation within the premises. The Media Project has interacted closely with the POS, and has made great strides in the last 3 years in raising awareness about child labor issues. There are now fairly regular programs dealing with child labor issues on the different television channels. Since the media project works within the ambit of the Ministry of Information, the project implementers have undertaken to provide curriculum upgrades for junior and mid level officials, within the mandated training courses of the Ministry.

However, it should be noted that employers and vendors hiring the 14-18 age group need considerably more sensitization in terms of child labor issues, and their resolution. The project has also provided capacity building for senior government officials who receive advanced training through inclusion of child labor issues in the curricula of the training institutes, such as the National Institute of Public Administration (NIPA).

7.3.2 Model development

The POS has contributed to the development of a model that can be useful in future work, especially in terms of the development and implementation of the district model. The non-formal education centers have also been very successful.

8 Further development of support to National TBP

8.1 Sustainability of current project contribution

8.1.1 Overall

Sustainability efforts are a process, and this project is an integral part of the process of government and national ownership. Overall, the project's sustainability indicators are the following: Mainstreaming of child labor in public schools has been achieved to some extent, and more so in some districts than others. The technical and vocational education activities need

additional work in order to be better focused on results, and in terms of provision of better jobs to working children. There has been a lot of awareness raised about child labor issues in all the districts that were visited, which is a good forecast for sustainability. Sustainability is also impacted through policies and legislation that provide a supportive enabling environment. The linkages with social safety nets such as Zakat and Bait ul Maal are a key pillar for the project's results to be grounded and for continuity. Microfinance interventions can provide alternatives for poor families, if combined with capacity building in small and medium enterprise activities. At the national level, there needs to be coordination of all activities by the National Steering Committee for Child Labor. At the provincial and district levels, activation of the child labor units is required, and further support of the unit at the federal level. Sustainability is also impacted by children continuing in schools in a focused manner.

8.1.2 The economic condition of the families

This information was collected from the parents of 272 beneficiary children who were below 12 years of age. Talking about the impact of program interventions on their economic conditions, a vast majority of the parents that is, 77% said there is no change in their economic well being, it is the same as it was before the program intervention, 12% said that due to the program interventions their economic condition has improved, while 7% stated that it has worsened.

- i. Commenting about their hardships during the program interventions (not due to the interventions though), 61% said they have faced loss of income, 21% found little to eat, 7% had illnesses and 4% said failure of business has increased their hardships.
- ii. As a result of hardships, 38% have withdrawn their children from school, the same percentage of respondents compelled their children to work, and 13% were unable to offer their children enough food.
- iii. 77% of the respondents said that their children were involved in economic activity while 23% said there was no involvement of children in economic activities.

Empirical evidence from a SIMPOC survey²¹ clearly shows that school and work do not mix. The key results are that that:

- There is a negative correlation between child labor and education
- If work and school are combined, performance in school and attendance suffers
- Girls can suffer a double burden preventing them from education, since they work at home and outside the home
- Rural working children are the most disadvantaged

8.1.3 District level

At the district level the project's sustainability is mainly referenced to the NFE centers and health activities. Sustainability is possible when the local governments begin assuming responsibility of running the systems put in place by the ILO project, through resources generated locally, provincially or nationally. However, overall the project has created a sound model for the elimination of the worst forms of child labor.

8.1.4 Impact assessment survey of rag pickers

²¹ ILO, June 2008

In terms of on the ground results, a vast majority of the respondents for the survey of rag pickers said that they could not stop working even if they wanted to do so for reasons such as: supporting the family or supplementing the family income or to repay debts. Some felt that they had no alternative for their survival whereas others said that they were forced by circumstances to work. Hence, it was reinforced that finding a sustainable solution for the elimination of child labor was not possible without addressing poverty. However, those saying they could stop work after the project also increased significantly on average.

8.1.5 Provision of micro-credit to project beneficiaries in Hyderabad

Given NRSP's extensive experience in micro-credit lending, the project was able to quickly establish the branch offices of its credit program at local levels throughout the project area whereby the beneficiary communities could easily access the credit program for alternate income generation activities. The project activated its mother's groups to provide micro-credit and disbursed credit to 1,800 beneficiaries as of June 2008, against a set target of 1250 beneficiaries.

Conclusions: Despite the impressive performance with regards to disbursing credit, and the general coinsurance of participants the micro-enterprise set up by them was providing better incomes, there were invariably families which got loans whose children were not even involved in child labor. For instance, one of the NFE teachers in the American Quarter had been given such a loan, since she met the NRSP criteria for micro-lending, even though there is no one involved in child labor in her own family. Moreover, whether profits made from micro-finance, after paying back the loan interest are sufficient enough to allow leaving bangle processing work from households is not clear, given the brief feedback provided by mother groups. This is an issue which merits more research.

8.1.6 Future financial sustainability

Some of the NFE centers, in Rawalpindi, for instance, have been taken over by the district government. There has been commitment by the district government's in Hyderabad and Rawalpindi to provide funds for continuation of activities, which is a clear indicator of the commitment of the government's. The national and provincial commitments, in financial terms, need further leveraging.

8.1.7 Sustainability vis a vis ownership

Ownership has been increased considerably at the level of the districts, where 2 of the 6 districts have included budgetary line items for child labor projects, and some funds, in the 2008-2009 budgets. The national level is also taking ownership and a leadership role vis a vis ILO's key counterpart, the Ministry of Labor. Furthermore, the Workers Federation and Employers Federation staff has been keenly involved in the project. Additional interventions and capacity building could have taken place with the Ministry of Social Welfare and Special Education, which houses the National Commission for Child Welfare and Development (NCCWD) to enhance ownership in that Ministry. Finally, provincial ownership could have been significantly strengthened, and remains a weak area.

8.1.8 Social safety nets

The project attempted to secure social safety nets for poor families with child labor in the form of pooling funds from the Zakat and Usher department. The District Zakat Committee provides

MORA (Ministry of Religious Affairs) scholarships to deserving students. Meetings were held by the project teams with the District Zakat Committee, and Bait-ul-Mal Department.

The project team in Hyderabad, for instance, developed a procedure for selecting deserving NFE center learners for MORA scholarships. Instead of focusing on merit, the criteria aimed to be need based. It maintained that the beneficiary must belong to the glass bangle sector, his/her family income should not exceed Rs. 2500 (per month), they should not have any fixed assets, nor more than one family member to earn the livelihood for the family. A preference was to be given to disabled children. For identification of students based on the above criteria, the field staff conducted meetings with the community members such as teachers, Imami Masjid, shopkeepers, and mother groups. The Zakat department also assisted the project team in the eventual identification of 462 learners.

Subsequent to doing all this work it was realized that the Zakat funds cannot be given to the NFE students until they are mainstreamed into government schools. Now that most of the NFE students have been mainstreamed in Hyderabad according to the IP, the project staff believes that the MORA scholarships will be made available to them. However, ensuring this in effect will require much more input, whether the NRSP will be able to undertake this effort subsequent to the end of the project remains to be seen.

8.1.9 Sustainability of child labor monitoring systems

The child labor monitoring systems may be sustainable in districts such as Hyderabad and Sialkot where they have been better developed. In Kasur, the system was not functioning as far as the computer system in the district government office was concerned, a problem that can be easily remedied. The system is dependent on the Citizen's Community Boards (CCBs) for collection of data and transmission to the CLMS cell at the district level. However, specific resources are not available for the system to continue collecting data at the grass roots level and compiling it at the district government level, and experience shows that adequate resources are a key incentive for implementation and follow up.

8.1.10 Sustainability vis avis socio-cultural and gender areas

In Rawalpindi, there was a major change with regard to the work timings children which can affect sustainability in terms of the gender and cultural context. An overwhelming majority shifted from the morning in the before period to the evening in the after period of the program intervention. The reason for this change in the work timings was due to the morning school hours of the ITA centers.

Table 14. Work Timings

Working time	Before		After	
	Boys	Girls	Boys	Girls
Morning	59.4%	46.5%	33.3%	14.8%
Evening	12.9%	13.9%	48.1%	68.5%
Night	1.0%	1.0%	0.0%	0.0%
Around clock	18.8%	7.9%	9.9%	0.0%
Don't have regular working hours	6.9%	9.9%	7.4%	14.8%
Others	1.0%	1.0%	1.2%	1.9%

Before the program intervention, 59 percent of the boys used to work in the morning whereas after the program intervention, this percentage had decreased to 33 percent. Similarly, in the before period, 47 percent of the female respondents used to work in the morning whereas in the after period, this percentage was slashed to 15 percent. The difference in the before and after situation, is much more pronounced and obvious from the evening work timings of the respondents. Before the program intervention, only 13 percent boys used to work in the evening whereas after the program intervention, this percentage was recorded at 48 percent. Similarly, before the program intervention, only 14 percent of the female respondents used to work in the evening whereas in the period after the program intervention, this percentage went up to 69 percent. Such a major change in the work timings of the female respondents could also be linked to the fact that mainly girls are involved in the segregation work of the collected material, which is brought home mostly during the latter half of the day.

The timing issue does endanger sustainability since the evening hours are probably not conducive for work outside the home, and the results show that children are being compelled to do just that, perhaps compromising the safety of the children.

8.1.11 Areas of future strategic support

The project did excellent work in the reports, surveys, and rapid assessments generated during the preparatory phase. Considerable information has also been collected at the district level regarding the status of working children, as well as education interventions. However, this information would need to be consolidated in one data bank to be usefully available for the development of future.

There can be benefit from greater effort at involvement of all stakeholders, both government (labor, education, health, social welfare, finance) at all levels (federal, provincial, local), external donors, and civil society organizations, in implementation of future projects, utilizing a program approach.

9 Conclusions and recommendations

8. Results: enabling environment

The analysis shows that the objectives of the project were realistic but depended on the meeting of various conditions. Continuity of the project's specific activities would require appropriate resources to be financed through the public sector.

The key assumption for the Project of Support was regarding the success of the newly constituted district government system. Given the newness of the local government system, these assumptions were relatively risky, although promising at the same time. The assumption concerning adequate resources being available, especially at devolved government levels, was always quite risky, given historic budgetary issues between and federal and provincial governments. Finally, the reliance on grass roots organizations to monitor and support efforts was based on the risky assumption that resources would be available on a smooth and continual basis at the local government level.

The strategy for project design was well thought and careful consideration was given to all aspects including complementing with on-going ILO supported interventions. National development plans were given sufficient consideration, and the strategy was well placed within these plans.

In terms of legislation, the project has supported the consolidation of some 70 laws into a single legislative draft. This is a very positive endeavor as also reinforced by existing research. An empirical study of the Employment of Children Act (1991) and its effect on child labor was undertaken using PIHS data for 1991 (Fasih, 2007). The research showed that there was a “significant decrease in probability of working for 13 year old children in the months after the implementation of the law”. However, the study also noted, though did not empirically test, that if penalties for hiring children are too high, then employers can pass on potential costs in terms of giving even lower wages to children. Further areas of research could look at combined impacts of supporting child labor laws with compulsory education laws. The national child labor laws remain incompatible with ILO conventions C138 and C182, and the ILO can assist with helping debate the issues in consensus with the key actors. This can be done through a nation wide consultation process where legislative improvements can be rigorously addressed according to national aspirations and international standards.

The project has positively impacted in terms of the draft PRSP-II in developing a technical paper in conjunction with other donors and national organizations to reinforce the requirements of child labor. Similarly, project inputs in the draft National Education Policy have been positive from the perspective of child labor needs. These joint endeavors can be very beneficially continued in future programs, especially in terms of actual inclusion of child labor interventions in the final PRSP.

The National Steering Committee has met infrequently, although it is key to the government’s leadership role in continuing effective child labor programs. The NSC membership includes representation of most relevant ministries, except finance, although that is a very key ministry. Representation of districts is also absent, and hence issues that arise at the district level cannot be addressed adequately, given that the Project of Support has worked more extensively at the district level. The NSC can also be made more effective through regularly scheduled meetings, and the capacity of the Child Labor Unit in the Ministry of Labor can be enhanced to make the unit more effectual in support of the NSC’s endeavors. The unit should be responsible for policy research on child labor issues, including developing guidelines to address funding constraints, and policy and legislative initiatives, for there to be successful advocacy at the national levels. Good research based advocacy, and stronger coordination with the provinces and the districts would focus more support and resources at the ground level for elimination of the worst forms of child labor. The ILO can play an even more active role as a facilitator and provider of technical assistance in developing policy issues papers for the NSC to debate and discuss. The NSC mandate should include ensuring that all externally funded child labor funded projects are under one umbrella, and in coordination with national policies. The NSC can also coordinate and reflect government ownership by translating international commitments into national policies and legislation, and from thence into the national, provincial and district budgets.

The establishment of District Coordination Committees (DCC) provided the project a degree of legitimacy which proved instrumental in ensuring the overall participation of relevant line department in the project's action program. In Hyderabad, which was given special consideration during this evaluation, the District Nazim authorized the formation of a technical committee, formed under the Executive District Officer for Community development (EDO-CD), which included all EDOs, to help facilitate important issues like mainstreaming of NFE students, and formation of the Child Labor Monitoring System (CLMS). The DCC has been fairly active both in Hyderabad and some of the other project districts, and enhanced activism can only benefit in the resolution of child labor issues.

While there is a strong sense of commitment of the district government to address child labor, the DCC could have taken a more proactive role in formulating a roadmap to address the various problems after the end of the project, in conjunction with other actors such as employers and workers federations, and the implementing partners (IPs). The IPs could also have helped the DCC undertake this exercise, as a part of the exit strategy of the project, under the aegis of ILO/IPEC.

District Education Plans were formulated for all project districts, which is a solid achievement. However, although the District Education Plans recognize the problem of child labor to a great extent, they do not create an explicit link between the NFE centers of the project and the mainstream education system, which would have been of great benefit. The NFE centers have been extremely successful in enhancing children's and parents' enthusiasm for good quality education, and future projects would need to be more resourceful in generating ideas and means for their sustainability. In the majority of cases, parents of child labor prefer the NFE centers to the regular school system, given their flexibility, and better quality instruction, and this need should be addressed in future projects.

There has also been good success in mainstreaming children in the worst forms of child labor into the regular school system. The affordability of attending regular schools is important, since these are often at a distance from the place of residence, relative to the NFE centers, and can constrain parents. The schools themselves need considerable support to be able to encourage the children to continue with formal education, given that they already feel overburdened. However, the government still has the responsibility of ensuring the availability of good quality compulsory primary education.

As noted in the National Rural Support Program (NRSP) conducted study on the Hyderabad district model, it is vital to track the future status of vocational training participants, to see to what extent the skills they obtained are being utilized for income generating activities. Since the advanced training course for vocational training was not conceived by the ILO-IPEC project, it has veered away from offering training which could have a direct effect in improving the child labor situation. For instance, could girls enrolled in the advanced beautician course in Hyderabad, or the ones who participated in the initial seamstress course, perhaps have been more beneficially trained to take up more high-end services in the bangle industry itself, such as manufacturing safe gloves. Future programs would need to further assess vocational training and endeavor to actually place children in the new jobs, and provide them some initial support to continue effectively. This has been done successfully in other countries, mainly by bringing

potential employers on board from the outset. Finally, the social mobilization strategy for employers of children requiring vocational training needs to be rigorously reassessed, since children have continued to have issues in getting time away from work, especially given that the benefits of vocational training have been very limited.

The implementing partner, in conjunction with other stakeholders, can usefully explore the possibility of fostering partnerships amongst the trained girls, to access upper-end markets and make better profits. The young girls may not have the mobility or know-how to undertake the responsibility of delivering clothes to the shops by themselves, or even as a group, thus the need for market link-up would be vital. In this regard, the project could have reviewed other relevant initiatives on the ground to draw lessons from them²², and further helped interested community members prepare a detailed feasibility study of such a venture.

The NRSP collaborated with the health department, and involved other stakeholders to undertake not only health screenings but also to set up health camps and undertake supplemental blood screening of people who came for medical checkups. While the target community for the blood screenings was not exclusively working in the glass bangles industry, it did generate visibility for the project in localities where child labor is predominant, and such interventions can provide the needed visibility to interventions addressing child labor.

Although there have been supplemental activities like blood screenings conducted by the District Health Departments in conjunction with the IPs to maximize the impact of intended health activities conceived under the project, it could have focused more on following up on the referrals made during the health screenings through some arrangement with the health department to make this health screening of vulnerable children a recurrent feature, even after they have been mainstreamed into government schools.

Although a range of activities were held in collaboration with the labor department, for instance in Hyderabad, the results of these activities were not tangible, except perhaps for the support lent by the Labor Department to facilitate the child Labor Monitoring System (CLMS) data gathering process. The outcome of awareness raising activities conducted with the labor department was also hard to discern, given the lack of OSH standards in practice with glass factories and the presence of under-aged workers in processing bangles in informal factories located in shops around the famous 'Choori gali' (Bangle market) in Hyderabad. Further assessment of such activities, and a revised strategy and activities, seems called for. The interventions in terms of model workshops and other OSH activities are impressive, despite a couple of areas where further redesign is needed, especially in the glass bangle industry.

Besides creating awareness concerning OSH, the IP teams can in future work with the district Labor Departments to ensure provision of safe materials, such as handling trays to contain chaotic spread of items like glass bangles or surgical instruments, adequate safeguards on required machinery, provision of adequate ventilation, adequate light, and proper electrical wiring. These are items that the manufacturer can take the financial responsibility for, and the project can simultaneously make increased efforts on social mobilization with factory owners to

²² For instance, see the USAID funded Home Bound Women Embroiderers Project which was evaluated as very successful in linking women in remote areas with high end markets.

help them realize the utility versus the cost of implementing these measures, and on convincing the labor department machinery to ensure punitive action against those discarding OSH measures.

However, the most important activities of the Labor Departments are the need to reinvigorate factory inspections processes in order to keep a check on child labor in the formal sector. Capacity building in knowledge about child labor laws needs to be ongoing, and the capacity, authority and resources of labor inspectors needs enhancement.

The district governments and their development partners definitely have much greater understanding of the issues involved in the elimination of the worst forms of child labor, due to their involvement with the project, and in designing effective action programs. However, effective action in areas such as improving public schools, income alternatives, and linkages with social safety nets seemed to require more input at the highest national level and provincial levels.

There have been situations of NFE centers competing with public schools, hence the imperative of further bolstering the government schools. It is suggested by the IPs that the education department could rent the NFE centers to run evening classes for those students who have already been mainstreamed. It is also been proposed that the Mother's Groups formulated under the project should join School Management Committees (SMCs), and work with them to improve the state of public schools where their children have been mainstreamed. Other possibilities are for the NFE centers to be operated as privately run entities, or else be adopted by the government itself, which has been done for two centers in Rawalpindi in the rag pickers sub-project. These proposals are all valid, and indicate that foresight in working with the District Government in sustaining the NFE centers, and working to include mothers in SMCs might yield more sustained results.

9. Results: targeted interventions

The evaluators did not receive adequate information on formal capacity building efforts by ILO and the implementing partners (IPs) to be able to address this question adequately, in particular in terms of assistance with proposal writing skills (although these were written adequately at the start of the project), preparation of budgets, management practices, and monitoring and evaluation. Many IPs were long term partners, and had a good working knowledge of ILO aims, objectives and processes, and the personnel heading the IP are well versed in child labor issues. However, the capacity of staff at the mid-level, or in the field, was uneven. Some staff was excellent in their understanding of the issues, and their ability to translate plans into action. Other staff members require much more support and capacity building to understand the concepts, and to implement these effectively.

In terms of definitional issues, the capacity of the IPs is a grey area. The IPEC/ILO definitions regarding withdrawn and prevented child labor are quite clear, but in the project documentation, withdrawn refers to any child who enters NFE centers or regular schools, whether or not they have totally withdrawn from the worst forms of child labor, which in most cases they have not been, based on the rag pickers impact assessment survey.

Despite is, the impact assessment survey results demonstrate the very positive effect of getting children out of child labor and into NFE centers. The children in rag-picking declined considerably. The change in the working status of the children also suggests that alternatives like the provision of free schooling for underprivileged children can make a significant difference in their lives.

The Citizen's Community Boards are a major pillar in terms of sustaining some of the project activities, such as the CLMS, but there has been relatively little success in formalizing the CCBs. This demonstrates that the weaknesses of the local government system need to be addressed using a more concerted effort in conjunction with other donors and local organizations, since it is a considerable challenge, but one that must be effectively taken forth.

Considerable progress has been made in terms of initiating and drafting the National Time Bound Program and additional effort will be needed to have the draft finalized and approved by the concerned government agencies.

Although solid criteria were used in selection of NGOs to work as implementing partners on the project of support, it is always more useful to encourage competition among NGOs and government agencies for such funds, based on their technical and financial proposals. If this process is undertaken under the aegis of a subcommittee of the NSC, the process will boost ownership, and give greater credibility to the entire process, thus enhancing the support given by other key players, as well as ensuring even greater efficiencies in the utilization of scarce financial resources.

10. Results: supporting areas

The project document was well researched and developed, and relied extensively on existing information about the sector. Past IPEC experiences and interventions are well accounted for, in the case of experiences in Pakistan. In future project, the experience of other countries, especially in terms of providing alternative employment opportunities to families of child labor, would be an appropriate step. Furthermore, the project design can greatly benefit from being integrated with government social safety nets such as zakat, Bait ul Mal, and other programs that contribute to the incomes of poor families, and further strengthening transparent processes in the use of all the funds.

The relationship and linkage with the workers and employers' organizations is very positive. However, these organizations work for the most part with the formal sector, whereas child labor exists primarily in the informal sector. Hence, there is a critical need to develop strategies and interventions that involve non-formal labor organizations in an effective manner, especially in developing and monitoring standards for working conditions in the informal sector. Trade unions can also help organize workers in the informal sector to promote collective bargaining. The chambers of commerce and employees associations can also inform government on policy and legislation, helping keep a balance between business interests and corporate social responsibility. The codes of conduct that have been developed are also a step in the right direction. Employers associations can also develop internal monitoring systems to keep a check on child labor.

In terms of targeting of beneficiaries, this area was well thought and substantive actions taken in terms of the rapid assessment surveys that were undertaken at the outset of the project. The issue that needs to be addressed in future projects is the need to take the child labor market as a whole, in order to develop interventions such that reduction in one child labor sector, will not mean an increase in another sector. The impact assessment survey shows that this has happened to some extent, and this is also a concern verbalized by senior government officials.

Concerning CMLS, the innovation of using community based systems to provide information on child labor is a practical idea, and can be replicated using other groups, including School Management Committees, in case the CCBs formed by the project are no longer functional. Concerning the data collation process itself, there is now significant information available for most sectors involving child labor, including the glass bangle industry, however information for the latter is still all clustered under one category, even though the forms on which this data is collected specify which particular glass bangle processing stage these children are found in. Organizing information down to this level of detail in the database could subsequently prove useful in designing prioritized and/or targeted interventions for the most hazardous of these processes.

11. Results: other areas emerging

Although tremendous efforts have been made in social mobilization and the setting up of NFE centers for working children for which the children and their parents are extremely enthusiastic, future projects have to make an effort to make these centers sustainable from the start. Not only in this project, but in similar projects elsewhere, the key reaction of parents and children is one of great anxiety regarding what will happen to their children once the project ends and the NFE center closes. Another issue is that the timings of the centers need to cater to working children's timings, and to ensure that it does not inconvenience them further. Although the effort is to completely withdraw children from child labor, given economic realities, this can only be a phased process, unless the government makes an all out effort to address the issue. Hence, the NFE centers are a beacon of light for the children and their families and which should be fully supported.

Finally, future projects need to take more of a program approach, even at the district level, and keep the entire child labor picture in sight. Project interventions have to cater to the fact that when children withdraw from working in one sector, they may shift to another sector with hazardous labor. Possibly the EU-supported child labor survey can be developed within a more comprehensive strategy.

The ILO role has been discussed in different areas in recommendations, especially in working with the NSC on policy and legislative issues, and in further assessments, for instance of the CLMS. It is also useful for ILO to focus on harnessing additional resources for child labor interventions.

12. Process of design and implementation

In terms of indicators for the project, these have been found to be of limited use to the users and to the evaluators, and can bear to be designed more carefully for future projects. Furthermore, the means of verification of the indicators do not have strong validity, and can also be better thought through for future projects. The overall usefulness and validity can be greatly enhanced if more effort is put into their design in future projects, and greater effort made to collect the relevant information, including for tracking of costs and benefits.

With regards to the CLMS database, it is vital that the statistical reports being generated by it are also analyzed and reviewed by the District Coordination Committee, and then shared with the provincial and federal labor secretaries, and other senior government officials, so that practical actions can be identified at the most appropriate level by the concerned authorities. The model's usefulness can be further assessed by stakeholders prior to expanding the program to other union councils and districts.

The Database of Direct Beneficiaries Monitoring and Reporting (DBMR), developed through the project would benefit from a redesign in future projects, so that not only can the database be effectively inputted and used to track individual children, it can also be used for more comprehensive analysis regarding child labor trends within the project. The database should best be developed as a pilot for the national child labor database, after taking into account the requirements of the key actors.

The project was thoughtfully and comprehensively designed, taking into account stakeholders' input through the SPIF framework. This contributed to making the project objectives and assumptions realistic for the most part, and this approach will be helpful in the design of future projects. One area that needed further work at the design stage was the computation of costs and benefits of the different activities in the project. This has been emphasized as a requirement by senior government officials, and it also allows updating during the midterm and final evaluations of future projects to better demonstrate efficiency.

The recommendations of the midterm evaluation were not acted upon in terms of the project's continued implementation, which indicates that the project should take a more proactive role in addressing issues and working out solutions in conjunction with the implementing partners, both NGOs, and government.

13. Good practices and replicability

The institutional framework was fairly well developed, demonstrating the commitment of the public sector to provide an appropriate environment for the project, both in terms of national policies and legislation, and in terms of international commitments dealing with elimination of the worst forms of child labor.

Some excellent interventions have been developed under the POSTBP, which are highlighted below:

- The district model, and the district coordination committee, is a well strategized and well implemented model for focusing on elimination of the worst forms of child labor in a coordinated and effective manner, while bringing together the various stakeholders.

- The process of the project design, and the excellent rapid assessments, baseline surveys and other documentation has ensued.
- Linkages with employers and workers' associations are a key element in successful implementation of child labor projects, since these linkages bring some of the most important actors into the fold.
- The confirmed success of the NFE centers, and the resulting enthusiasm of parents and children for education is an extremely positive aspect of the project.
- The active involvement of ILO/IPEC in national policy and development such as the PRSP, the National Education Policy, and Labor legislation has had very positive results, both in terms of impacting policy, but also in terms of highlighting the need for agencies to work together on national issues.
- The professional working relationships between ILO staff, the implementing partners, and district government officials has been very successful, and is a prerequisite for strong sustained efforts.
- Linkage with media can have a very positive impact as shown by the results of the supporting media project, in giving a constructive and high profile to child labor issues.

In terms of wider policy impacts, these will bear fruit once the National Education Policy, for instance, is finalized and implemented in all parts of the country. Project staff has made an earnest effort to have child labor addressed in the draft policy, and the impacts will go well beyond the parameters of the POS. Another area is the technical submission by ILO staff for the Poverty Reduction Strategy document, which once finalized and implemented will have a major impact on policy implementation throughout the country. Finally, the streamlining of labor laws will have definite positive repercussions.

The POS was in 6 very different districts of the country, but the district model is replicable as long as some basic conditions are met. The key prerequisite is availability and assurance of financial resources to undertake the activities, which would require national and provincial support, especially for education, health, and labor issues. The availability of well grounded IPs is also a requirement, as is a modicum of stability in the postings of district government staff. The establishment and funding of CCBs, both in working on child labor issues, as well on collection of data on children in the particular union council or village would be a requirement for replicability. The importance of sound income generating activities that can provide alternative income for the parents of children in the worst forms of child labor cannot be emphasized enough, as well as support during the initial stages of any enterprise.

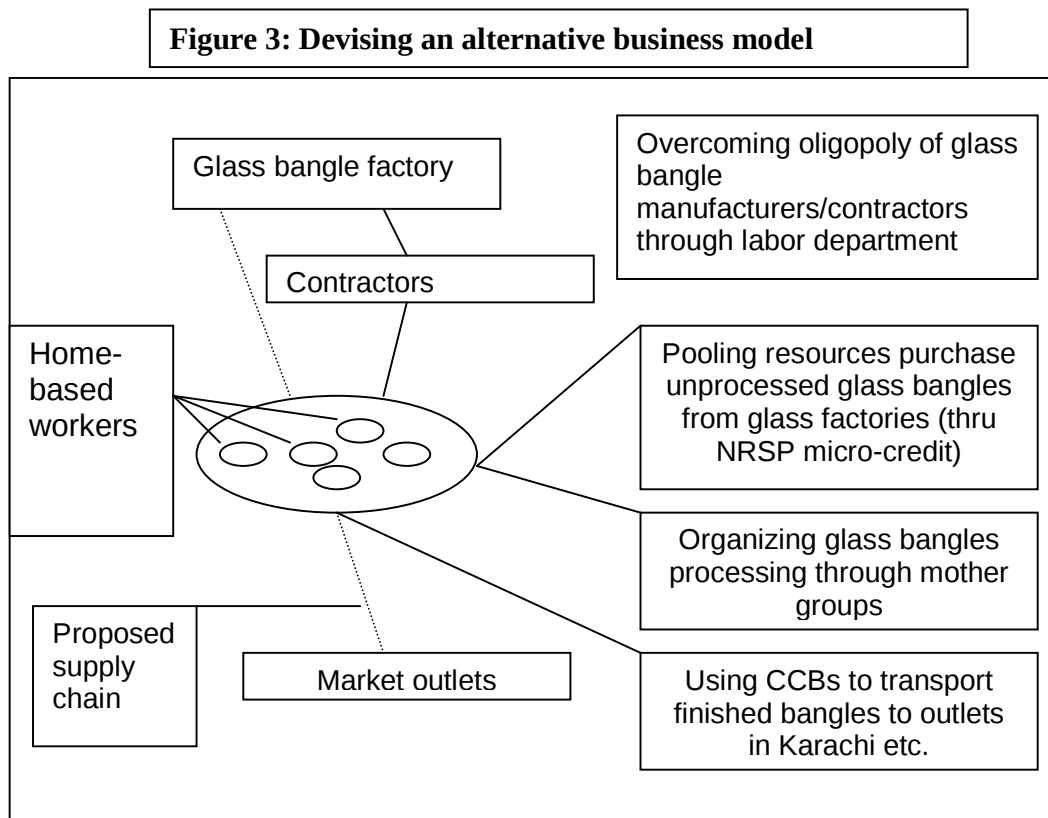
14. Further development of support to the national TBP

In terms of sustainability, a significant step has been taken by some of the districts in budgeting for child labor activities after the close of the POS. However, the bigger issue of adequate

resources needs to be addressed at the national and provincial levels, given the resource sharing mechanisms through the National and Provincial Finance Commission awards and the continued centralization of resources. It would be advisable in future projects to ensure solid linkages with the social sector ministries, but also with finance, and planning and development, since financial and investment decisions are made in these two ministries, respectively.

In terms of alternative livelihoods, while the ILO project in Hyderabad worked with the NRSP to bring micro-finance to its project sites, it thereafter could have provided further input concerning the types of projects the micro-credit beneficiaries should focus on. For instance, the potential utility of having created a business model using youth and mother's groups to organize processing and delivery of finished glass bangle to external outlets is evident here. Hence, the provision of marketable skills and subsidized micro credit can help achieve greater success.

Figure 3 illustrates the potential issues of relevance to this concept, besides pointing to the evident hurdles, and how they may be overcome to secure the benefits of value addition for the home based workers themselves.



Informal feedback from youth groups, CCB members and even from social mobilizers brought forth some interesting ideas, for example, could the project not have set-up worker owned factories? Another reiterated possibility was of creating a sustainable business model for home-based glass bangle manufacturers in Hyderabad, and creation of outlets at higher levels of the value chain (see diagram).

With regard to social safety nets, the project should have conferred with legal experts or else with higher echelons within the Ministry of Religious Affairs (MORA) to have obtained exemptions to existing rules concerning eligibility for MORA scholarships, or identified other means to assure financial assistance for beneficiaries of its NFE centers. A higher level of government action was needed to secure social safety benefits for eligible poor families, and in the case of Pakistan Bait ul Mal (PBM), this could have been managed through closer coordination with the Ministry of Social Welfare, since it is the parent body of PBM.

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List of people interviewed

No.	Name	Designation	Organization
1.	Syed Musrat Shah	Project Officer – Non-Formal Education (NFE) Centers	NRSP-ILO
2.	Aminullah Khan	Project Officer, Human Resources & Social Organizer	NRSP-ILO
3.	Imran Khan	Social Organizer	NRSP-ILO
4.	Abdullah Chana	Field Coordinator	NRSP-ILO
5.	Faisal Raza	Field Coordinator	NRSP-ILO
6.	Alia Ali	Field Coordinator	NRSP-ILO
7.	Dilbar Khan	Field Coordinator	NRSP-ILO
8.	Nazar Joyo	Project Manager	NRSP-ILO
9.	Ghulam Sarwar Uttero	District Officer Labour	Labour Department
10.	Hussain Ally	Additional Deputy Labour	Labour Department
11.	Shafqaat Hussain Umar	Executive District Officer (EDO) - Community Development	District Government – Hyderabad
12.	Aziz-ul-Hassan	Assistant Officer to Zila Nazim	District Government, Hyderabad
13.	Dr. Bux Ali Pattafi	Executive District Officer (EDO) - Health	Health department, District Government, Hyderabad
14.	Dr. Bashir Ahmad Solangi	District Officer, Health (Administration)	Health department, District Government, Hyderabad
15.	Q. Muhammad Hakeem	Focal person to Zila Nazim on Education	Education Department, District Government, Hyderabad
16.	Ali Ahmad Lund	District Coordination Officer, Hyderabad	District Government, Hyderabad
17.	Abdul Aziz Ansar	Deputy District Officer (DDO), Social Welfare./Community Development	District Government, Hyderabad
18.	Dr. Sadiqqe Shah	District Officer Education (Literacy)	Education Department, District Government, Hyderabad
19.	Mubaraq Ali	Supervisor – Non-formal Education, Hyderabad	Education Department, District Government, Hyderabad
20.	Dr. Azam Rajput	Headmaster, Government Primary School for Boys (GPSB), Wazar Ali, Hali Road	Education department, Hyderabad
21.	Abdul Rahim Khan	Headmaster, Government Primary School for Boys (GPSB), Railway Colony	Education department
22.	Fakir Alem	Headmaster, Government Primary School for Boys (GPSB), Apwa	Education department
23.	Naveed Mohd. Ali	Headmaster, Government Primary School for	Education department

No.	Name	Designation	Organization
		Boys (GPSB), Muslim	
24.	Jamila Mirjal	Assistant Deputy Education Officer (ADEO) – Female	Education department
25.	Zareen Ismail	Assistant Deputy Education Officer (ADEO) – Female	Education Department
26.	Syed Muzaffar Shah	Executive District Officer (EDO) - Education	Education Department
27.	Ahsan Muhr	District Education Officer (DEO) – Sindh Education Management Information System	Education Department
28.	Syed Anwar Ali	Ex-Assistant District Officer (ADO) - Male – Administration Officer, Education department (serving)	Education Department
29.	Ghulam Mustaza Saand	DEO, Literacy	Education Department
30.	Iqbal Ahmad Memon	DO (Headquarters)	Education Department
31.	Sarwat Jahan	Hesco Ltd.	Pakistan Workers Forum
32.	Syed Abid Ali	Zonal Chair	Pakistan Workers Forum
33.	Saeed Ahmad	General Secretary	Pakistan Workers Forum
34.	Malik Sultan Ali	Vice Chairman	Pakistan Workers Forum
35.	Agha Abdul Waheed	Finance Secretary; District Committee	Pakistan Workers Forum
36.	Agha Abdul Waheed	District Committee Member	Pakistan Workers Forum
37.	Qazi Saeed	Secretary, Labour Hall	Pakistan Workers Forum
38.	Mehboob Ali	Deputy Secretary General	Pakistan Workers Forum
39.	Abdul Latif Nizami	PWF member	Pakistan Workers Forum
40.	Mohammad Iqbal Khan	PWF member	Pakistan Workers Forum
41.	Ali Haider	Joint Secretary of Gazi CCB and member, ILO- NRSP youth group, and NFE teacher	ILO-NRSP NFE teacher
42.	M. Ashfaq	Chairman, Gazi CCB and Chairman of ILO- NRSP youth group, and NFE teacher	ILO-NRSP NFE teacher
43.	Adil Riaz	Chairman, Jinnah CCB, and NFE teacher	ILO-NRSP NFE teacher
44.	Shakeel Ahmad	Joint Secretary, Jinnah CCB, and NFE teacher	ILO-NRSP NFE teacher
45.	Qadar Jamali	Chairman, Bunyaad CCB, and NFE teacher	ILO-NRSP NFE teacher
46.	Ahmad Rajput	Joint Secretary, Quaid CCB, NFE teacher	ILO-NRSP NFE teacher
47.	Dr. Munir Qazi	Chairman, Quaid CCB, NFE teacher	ILO-NRSP NFE teacher
48.	M. Hashim Khan	Chairman, Roshan CCB, and NFE teacher	ILO-NRSP NFE teacher
49.	Imran Ali	Youth group	ILO-NRSP NFE teacher
50.	Asiam	Youth group	ILO-NRSP NFE teacher
51.	Kamran Ali	Youth group	ILO-NRSP NFE teacher
52.	Rao Ghayoor Hassan	Accountant (for Shadman) & and General	Shadman Glass Bangles Industry

No.	Name	Designation	Organization
		Secretary, PSWS	
53.	Mohiuddin Siddiqui	Partner	Nafees Glass Bangles Industry
54.	Dr. Muhammad Ashfaq Qureshi	Medical Officer	Health Department, Hyderabad
55.	Dr. Tabassum Azam	Woman Medical Officer	Health Department
56.	Dr. Jamil Ahmad Arian	Medical Officer	Health Department
57.	Dr. Rizwana Zafar	Woman Medical Officer	Health Department
58.	Anwar Salahuddin Abbasi	Labour contractor	Private contractor
59.	Nur-ul-Amin Merged	District Coordination Officer	District Government, Gwadar
60.	Majid Soorabi	Tehsil Nazim	Gwadar Tehsil
61.	Khan Mohammad	EDO – Education	Education department, Gwadar
62.	Muhammad Aslam	EDO - CD	District government, Gwadar
63.	Dr. Nazr Bana	EDO - Health	Health department, Gwadar
64.	Dr. Anwar	District Coordinator, DOT & Malaria Campaigns	
65.	Syed Abdullah Shah	Project Officer	Taraqee Foundation
66.	Zafar Ali	Social mobilizer	Taraqee Foundation
67.	Ashgar Shah	(Former) Regional Coordinator	Taraqee Foundation
68.	Naseem Balouch	Mechanical engineer	Gawadar Fishing Harbour and Mini-port
69.	Charag Ibrahim Baluch	Tehsil Nazim	Pasni tehsil
70.	Ghulam Nabi	Tehsil Naib Nazim	Pasni tehsil
71.	Jibran Sabir	Social Mobilizer, Pasni	Taraqee Foundation
72.	Arsalan Aslam	Youth group member, Mahagiree mohalla	ILO project
73.	Shakeel Ahmad	Youth group member, Mahagiree mohalla	ILO project
74.	Danish Sabir	Youth group member, Mahagiree mohalla	ILO project
75.	Shakeel Muhammad Hussain	Youth group member, Mahagiree mohalla	ILO project
76.	Khuda Ganj	Youth group member, Mahagiree mohalla	ILO project
77.	Jibran Sabir	Social Mobilizer	Taraqee Foundation
78.	Shakeel Muhammad Hussain	Youth group member, Mahagiree mohalla	ILO project
79.	Khuda Ganj	Youth group member, Mahagiree mohalla	ILO project
80.	Zafeer Ahmad	Youth group member, Mahagiree mohalla	ILO project
81.	Amir Iqbal	Naib tehsil nazim, Omarah	Local government representative, Ormara, Gwadar
82.	Asif Nizam	Social mobilizer	Taraqee Foundation

No.	Name	Designation	Organization
83.	Mohammad Rafiq	Vocational trainer (boat maker)	Vocational center instructor, ILO project
84.	Taj Mohammad	Vocational trainer (engine mechanic)	Vocational center instructor, ILO project

Note: the above list does not include details of all interviews/focus group discussions with community members including mothers of NFE students, NFE students, shopkeepers, etc.