

ILO-IPEC

IN PAKISTAN:

ACHIEVEMENTS

OF A DECADE

[1994-2004]



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Mr. Malik Asif Hayat, Secretary of the Ministry of Labour, Manpower and Overseas Pakistanis and Mr. Donglin Li, the Director of ILO, Pakistan at the signing of the MoU ceremony, with Honorable Ghulam Sarwar, Minister for Labour, Manpower & Overseas Pakistanis in the center.

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ACRONYMS AND ABBREVIATIONS

APFTU	All Pakistan Federation of Trade Unions
APFOL	All Pakistan Federation of Labour
APSO	Action Programme Summary Outline
ATC	Apprenticeship Training Centre
BLCC	Bunad Literacy Community Council
CAPs	Core Action Programmes
CBOs	Community Based Organizations
CACL	Coalition Against Child Labour
CRC	Convention on the Rights of the Child
DLG	De Laas Gul
CAC-PPA	Child Abuse Committee of the Pakistan Paediatrics Association
CCF	Child Care Foundation of Pakistan
EC	European Commission
EFPP	Employers Federation of Pakistan
FBS	Federal Bureau of Statistics
FECs	Family Education Committees
FWBL	First Women Bank Limited
IMAC	Independent Monitoring Association for Child Labour
IPEC	International Programme on the Elimination of Child Labour
IPs	Implementing partners
MPs	Mini Programmes
NFE	Non-formal education
NSC	National Steering Committee
MoU	Memorandum of Understanding
MoL	Ministry of Labour, Manpower and Overseas Pakistanis
Moi&MD	Ministry of Information and Media Development
NGOs	Non-governmental Organizations
OSH	Occupational Safety and Health
TBP	Time Bound Programme
TEVTA	Technical Education and Vocational Training Authority
NCCWD	National Commission for Child Welfare and Development
NWFP	North West Frontier Province
PBM	Pakistan Bait-ul-Mal
PCMEA	Pakistan Carpet Manufacturers and Exporters Association
PILER	Pakistan Institute of Labour Education and Research
PNFTU	Pakistan National Federation of Trade Unions
PNTLGWF	Pakistan National Textile and Leather Garments Workers Federation
PBC	Pakistan Broadcasting Corporation
PTV	Pakistan Television
PWC	Pakistan Workers Confederation
PWA	Progressive Women Association
PRSP	Poverty Reduction Strategy Paper
PRWSWO	Pakistan Rural Workers Social Welfare
ProDocs	Project Documents
SCCI	Sialkot Chamber of Commerce and Industry
SIMAP	Surgical Instruments Manufacturing Association of Pakistan
SPARC	Society for Protection and Rights of the Child
SDC	Swiss Agency for Development and Cooperation
SDC	Skill Development Council
USDOL	United States Department of Labour
VECs	Village Education Committees
WFCL	Worst Forms of Child Labour
WWA	Working Women Association

FOREWORD:
From the Secretary of Labour, Manpower and Overseas Pakistanis
And ILO Director

The ILO's International Programme on the Elimination of Child Labour (IPEC) was launched in Pakistan in 1994 with the signing of a Memorandum of Understanding (MoU) between the Government of Pakistan and the ILO. The MoU was signed to tap assistance from the ILO for translating into action, the commitment of the Government of Pakistan concerning the elimination of child labour. This commitment is enshrined in Pakistan's constitution, law and the National Policy to Combat Child Labour. Over the past decade, the Pakistani government has made concerted efforts towards the elimination of child labour and towards this challenging goal, the government has made primary education compulsory, provided free text books, free girls education in Punjab, increased government funds for education, facilitated the use of government schools in the afternoon for child labour education in NWFP, and child labour skill development academy in Peshawar, as well as enabling setting up of non formal education centers for children withdrawn from hazardous labour, in government schools, among others.

In addition, since its launch, the IPEC programme has developed and implemented more than six large projects, 48 core action programmes and over 50 mini programme towards the overall goal of gradually eliminating child labour, especially its worst forms, found mainly in a range of family owned, small scale informal industries. Through these interventions of ILO-IPEC, many models and approaches to curb child labour were developed and applied. Some of these approaches were later adopted and replicated in a number of other countries across the world.

The interventions in some of the informal sectors such as soccer ball stitching, auto workshops, carpet weaving and surgical instruments manufacturing have recorded extremely positive achievements that resulted in enormous advantages both for the children working in these industries and for the employers or owner/operators.

Through ILO-IPEC activities over the past decade, the institutional and technical capacity of ILO's constituents and social partners have also been strengthened. Policy makers, opinion leaders, the media, the general public and the consumers of the goods that Pakistan exports to other countries have become much more aware of and sensitive to the detrimental effects of child labour in the country.

Both the Government of Pakistan and ILO consider the IPEC interventions over the past decade very successful but there is still a lot that has to be done. The ILO, the Government of Pakistan, through the Ministry of Labour, Manpower and Overseas Pakistanis and the social partners, remain committed to the cause. The Government of Pakistan has been making concerted efforts to address child labour through legislative applications, resource mobilization and capacity building of its own institutions.

As it has done over the past ten years, ILO-IPEC will continue to act as a catalyst, continue to provide technical assistance to address child labour as a priority on the development agenda of the government.

In marking the end of a decade of dedicated work by all partners, ILO and the Ministry of Labour, Manpower and Overseas Pakistanis would like to extend their gratitude firstly to all donors for their generous financial contributions. The role of Trade Unions, Employer Organizations and the social partners are also gratefully acknowledged.

It is a matter of pride to present this brief report on the achievements of the ILO-IPEC Programme and hope that it will serve as a record and a reference document for institutions and individuals alike.

Malik Asif HAYAT
Secretary
Ministry of Labour, Manpower and Overseas Pakistanis
Pakistan
August 2005

Donglin LI
Director
ILO
Pakistan

INTRODUCTION AND BACKGROUND

Child labour has been a global problem for many generations but the intensive campaign focusing on the child labour issue launched by the international media during the 1990s had created heightened awareness on the problem in both the governments, the private sector and the general public in many countries. The urgency of addressing the problem gained further momentum when Pakistan's trade privileges were adversely affected with the filing of cases against the country before the U.S.

Recognizing the need that a comprehensive approach to address the child labour problem in various forms and dimensions is essential, Pakistan initiated and adopted a series of legislative, policy and administrative measures to ensure the prevention, withdrawal and eventual elimination of child labour. These legislative measures include the Employment of Children's Act 1991 and Abolition of Bonded Labour Act 1992. The Government of Pakistan has also ratified the UN Convention on the Rights of the Child, thereby demonstrating its commitment to ensuring the well being of children.

In June 1994 the Government, represented by the Ministry of Labour, Manpower and Overseas Pakistanis, has signed a Memorandum of Understanding with the ILO for the progressive elimination of child labour. In March 1998, the Government constituted a Task Force on Child Labour which has been mandated to formulate policies and strategies for the elimination of child and bonded labour in the country. Subsequently, a National Policy and Plan of Action (NPPA) to Combat Child Labour was prepared and approved by the Government Cabinet in May 2000. Within the context of the NPPA, a number of action programmes and projects aimed at eliminating child labour were initiated. Some of the major projects included those targeted at industries, namely, soccer ball, carpet and surgical instruments. Thematic projects to combat child labour were also implemented. Among those were the projects on the provision of education and training and combating abusive child labour through prevention, withdrawal and rehabilitation. At a smaller scale, action programmes combating child labour through provision of non-formal education and skills enhancement were also implemented. These programmes were targeted at children working in automobile workshops, domestic services, small shops, textile, garment, leather tanneries and commercial agriculture, among others.

In August 2001, the Government of Pakistan ratified ILO Convention 182 which calls for immediate and effective measures to prohibit the worst forms of child labour. As the first step towards fulfilling its commitment under the Convention, the Government has asked for ILO-IPEC technical assistance for launching the Time Bound Programme (TBP) to eliminate the worst forms of child labour in the country in the next ten years. In order to prepare activities for the TBP, national consultations were held resulting in the identification of 29 hazardous occupations for children below 18 years of age. Out of these, six hazardous sectors were prioritized, namely: glass bangle making, surgical instruments, tanneries, deep sea fishing/ship breaking, coal mining and rag-picking/scavenging. To create the knowledge base for these activities, a number of baseline surveys and rapid assessments were conducted which resulted in designing and formulating the initial interventions for the elimination and prevention of the worst forms of child labour in Pakistan.

This report is based on the progress made by the IPEC programme since its inception in Pakistan. It is intended to serve as a reference and a record of ILO's achievements over the past ten years. It also serves as a check list of what was planned and what has been achieved, an exercise to identify bottlenecks and an instrument to share experiences for the benefit of governments, social partners and other partners concerned with child labour issues. More copies of this report in print can be obtained from the ILO Area Office, Pakistan.

CHAPTER ONE: Introduction

1.1 Background and Introduction: ILO-IPEC

'The International Labour Organization (ILO), from its inception, has made child labour one of its central concerns. ILO's work on child labour over the decades has mainly taken its cue from the phrase "protection of children" in the Preamble to its Constitution¹. From this understanding emanates also the point of view that all work by children cannot be defined as child labour. The child labour slated for abolition therefore falls into the following three categories²:

- (1) "Labour" that is performed by a child who is under the minimum age specified for that kind of work (as defined by national legislation, in accordance with accepted international standards), and that is, thus, likely to impede the child's education and full development.
- (2) "Labour" that jeopardizes the physical, mental or moral well being of a child, either because of its nature or because of the conditions in which it is carried out, known as hazardous work.
- (3) The unconditional worst forms of child labour, which are internationally defined as slavery, trafficking, debt bondage and other forms of forced labour, forced recruitment of children for use in armed conflict, prostitution and pornography, and illicit activities.

The 'Global Report' as a follow-up to the 'ILO Declaration on Fundamental Principles and Rights at Work, 2002' has also described the problems associated with child labour as follows:

"Child Labour is clearly detrimental to individual children, preventing them from enjoying their child-hood, hampering their development and sometimes causing lifelong physical or psychological damage; it is also detrimental to families, to communities and to society as a whole. As both are a result and cause of poverty, child labour perpetuates disadvantage and social exclusion. It undermines national development by keeping children out of school, preventing them from gaining the education and skills that would enable them as adults to contribute to economic growth and prosperity."

This description, being the centerpiece of ILO's thought on the problems of child labour in Pakistan, identifies the purpose and objectives for the development of International Programme on the Elimination of Child Labour (IPEC) in the year 1992. The Programme has the aim of working towards the progressive elimination of child labour, with the prime objective of promoting conditions that enable the governments to progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination through a phased and multi-sectoral strategy. ILO-IPEC's priority target groups are bonded child labourers, children in hazardous working conditions/occupations, particularly vulnerable children of less than 12 years of age, and working girls.

¹A Future Without Child Labour: 2002; Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work; International Labour office Geneva.

² ibid

Employment of children in Pakistan, which typically exists in the informal sector of economy, is by and large, driven by poverty and demographic pressures. In the early Nineties, when the issue of child labour came into limelight at the international level, the export industry of Pakistan, including soccer ball stitching and carpet weaving, had attracted the attention of the international community. For involvement of child labour in these sectors, a tremendous international pressure was built up on these sectors. This created a lot of awareness about the issue and made all the stakeholders, including government, entrepreneur, exporting and importing interests and local community to work vigorously for the elimination of child labour.

The Government of Pakistan signed a Memorandum of Understanding (MoU) with International Labour organization (ILO) in June 1994 for initiating a national programme for the progressive elimination of child labour within the framework of ILO's International Programme on the Elimination of Child Labour (IPEC). Under the MoU, a National Steering Committee (NSC) was formed. The NSC was represented by the directly relevant government institutions, namely, the Ministry of Labour, Manpower and Overseas Pakistanis (MoL); Ministry of Education, Ministry of Industry and Commerce; employers and workers organizations; and non-governmental organizations (NGOs). The main focus of ILO-IPEC in Pakistan has been on building the capacities and strengthening the institutions of its major partners, particularly of the concerned Government institutions to address effectively, the issue of child labour in the country, as well as provision of services to children who have been withdrawn from hazardous occupations.

1.2 Need for a Report on the Decade's Review

Many achievements and successes have been identified as outcomes of ILO-IPEC's interventions since its initiation in the country. Substantial work done by ILO-IPEC and the Government of Pakistan in addressing the problem of child labour has not been documented. Individual projects and programmes under ILO-IPEC have been reviewed and evaluated but the overall interventions undertaken during the complete life of ILO-IPEC in Pakistan, or during the whole decade, have not yet been put together to reveal the broader picture. In the belief that all the constituents of the Programme as well as the public at large would be interested in acquiring knowledge of its work in eliminating child labour and to learn from its experience so far, ILO in Pakistan decided to undertake a study of the ILO-IPEC's achievements over the past decade. Dataline Services (Pvt..Ltd.), a local development consultancy firm based in Islamabad was assigned to this task.

1.3 Purpose of the Study

The purpose of the study was to identify and document the major achievements of ILO-IPEC's experience in Pakistan from the period 1994 to 2004.

This report endeavors to identify ILO-IPEC Pakistan's major achievements, the main trends and directions, synergies among interventions, the processes followed, the dialogues initiated, the good practices and the lessons learnt. It also tries to assess the overall impact of such achievements on the situation of child labour in the country and how ILO-IPEC initiatives have contributed to the pursuit of the national development goals of the Government of Pakistan.

1.4 Approach, Process and Methodology

This Decade Report has not been prepared with an evaluation approach; rather the focus remains on enumeration and documentation of achievements, identification of good

practices and of major lessons learnt during the ILO-IPEC experience in Pakistan. The ILO's aim is to present an overall picture of the achievements of all the major projects and programmes/activities undertaken by ILO-IPEC in Pakistan. The focus of this report is to serve as a knowledge base and to be used as a learning tool and a reference for future ILO-IPEC initiatives in Pakistan.

A large volume of secondary qualitative and quantitative data was collected, analyzed and is being presented in the report for all types of ILO-IPEC interventions during this period.

A detailed inventory of all core action programmes and major projects (completed and on-going) since 1994 was developed from various ILO-IPEC records. Close to one hundred interventions, including the action programmes of large projects which were implemented during this decade by ILO-IPEC Pakistan, were identified (excluding about 30 mini programmes or MPs). The documents related to each of the intervention were identified and collected from the ILO-IPEC 'archives' and present records including project documents (ProDocs). The documents also consisted of Agreements; action programme summary outlines (APSO); 'Final Output' reports; progress and evaluation reports; workshops and seminar reports; brochures/monographs/fact sheets; relevant national reports, documents and statistics; survey and research studies; baseline surveys; strategic plans and policy documents, etc. The 'Data-sheets', included information about major aspects of the interventions (e.g., about: title/reference of the project/action programme; start and closing dates; donors; volume of funding; implementing partners' (IPs) geographical areas; sectors and priority areas; objectives; target population and the like. For the collection of primary data, a number of check-lists and guidelines were prepared.

This report is based on the findings of analysis of the secondary data as well as the primary information collected from relevant persons and groups in ILO-IPEC, the Government, primarily the MoL and provincial labour departments, during meetings and discussions, visits to the selected sites of on-going interventions including non-formal education centers, work places, families, employers and trade union representatives, implementing partners and project staff. The desk-review also assisted the consultants in gaining a conceptual clarity and identification of the major issues to be focused in the following phase of the assignment i.e., primary data collection.

CHAPTER TWO: ILO-IPEC in Pakistan

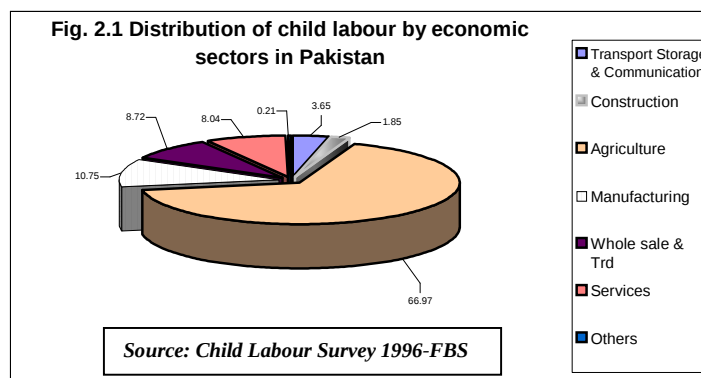
2.1 Situation of Child Labour in Pakistan

While the Constitution of Pakistan prohibits child labour {Article 11 (3) and Article 37 (e)}, and the country has also ratified ILO Conventions prohibiting and protecting child labour, the latter remains unfortunately an undeniable reality. Pakistan has adopted a series of legislative measures to ensure the prevention, protection and eventual elimination of child labour: the Employment of Children's Act 1991 and Abolition of Bonded Labour Act 1992 (other ILO Conventions ratified by Pakistan include: Conventions: 6 (Night Work of Young Persons (Industry) Convention, 1919), 29 (Forced Labour Convention, 1930), 59 (Minimum Age (Industry) Convention (Revised), 1937), 81 (Protocol of 1995 to the Labour Inspection Convention, 1947) and 105 (Abolition of Forced Labour Convention, 1957)). It has also ratified the UN Convention on the Rights of the Child (CRC) in November 1990, and in August 2001 it ratified ILO Convention 182 which calls for immediate and effective measures to secure the prohibition of the worst forms of child labour.

The causes of child labour are multiple and complex, so are the forms, varying from extremely discrete to subtle openness. The working children remain among the most vulnerable members of society due to multiple factors, including impoverishment, malnutrition, socio-economic disparities and lack of awareness and lacuna in the implementation of existing laws.

Until 1996, no authentic and reliable data was available on the situation of child labour in Pakistan. This absence of information has also been a cause, for long, of hindrance to society's recognition of the issue, not to mention the effective action against child labour in the country. The first 'National Child Labour Survey' was carried out in 1996 by the Federal Bureau of Statistics, Government of Pakistan with the technical assistance of ILO-IPEC. The survey shed some light on the nature and extent of this important issue for the first time. Thus, the reality of existing child labour could not be denied any more.

Available ILO statistics show that of the 127.3 million economically active children of 5 to 14 years of age in Asia and the Pacific, 3.3 million were in Pakistan. The working children represent above 8% of the total children's population in this age group. The gender distribution of child labour in Pakistan presents a picture, which is much in favour of the female child as compared to the situation in other countries, even though the same trend is observed internationally, in terms of gender aspects of child labour.



The female child workers are estimated to represent only about one-fourth of the total working children. However, this might be to some extent, due to a general trend of under-reporting of female child work and also because they are mostly bound to work at home (own farms, family business, etc.) which is often not considered child labour by the parents. The quantum of child labour increases with age as large majority of the working children are in the age group 10 to 14 years (82%). The rest (less than one-fifth of all), are between the five to nine years age group. The working children in the higher age-group of 15 to 18 years were not covered in the 1996 survey but they are expected to be included in the next national survey planned for the coming years. It is expected that the figures for the overall working children in the country will be significantly higher once children in the higher age categories are also included in future surveys.

According to the 1996 National Child Labour Survey, two-thirds of the working children are in the agriculture sector in rural areas. Of the rest, manufacture, wholesale and social services around large urban and industrial centers employ significant number of child workers. Since most children work in the informal economy, it is even more difficult to control or reach out to help them.

In addition to stealing their precious childhood, child labour in Pakistan (as the case is elsewhere), also means that these children are deprived of education and other positive learning and growth opportunities. According to the National Child Labour Survey, only about one-fourth of the total working children had a pre-matriculation education at the time the survey was conducted.

The Survey indicated that working children were suffering from abuse of longer working hours: around 46% of the working children, especially in the urban areas, were putting in more than the normal 35 hours per week. The problem of work related illnesses/injuries was also prevalent (7%).

2.2 Historical Background of ILO-IPEC

In 1992, the International Labour Organization (ILO) created the International Programme on the Elimination of Child Labour (IPEC). The aim of the programme is to work towards progressive elimination of child labour by strengthening national capacity to address child labour problem, and by creating a worldwide movement to combat it.

The Government of Pakistan was aware of the existence of child labour problem, which provided a basis for the enactment of the Employment of Children Act, 1991 followed by various administrative and other initiatives to address the issue of child labour effectively.

To demonstrate its commitment for the elimination of child labour, the Government of Pakistan signed a Memorandum of Understanding (MoU) with ILO in June 1994 for launching the ILO's IPEC programme in Pakistan with the primary objective of progressive elimination of child labour.

Since then, ILO-IPEC has initiated a number of small, medium and larger interventions to address the priority issues of child labour in the country. Most importantly, ILO-IPEC has tried to assist the Government of Pakistan in achieving its commitments and development objectives for the elimination of child labour. It has worked in the areas of capacity building, advocacy, awareness raising, legislative reviews, Policy and Plan of Action, and direct and indirect support to the working children.

2.3 Introduction to ILO-IPEC Pakistan:

2.3.1 Objectives: The primary objective of the IPEC programme is to promote conditions to enable the Government to progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination, through a phased and multi-sectoral approach.

2.3.2 Strategies: The ILO-IPEC strategy in Pakistan consists of: mobilizing and working with the ILO's 'Tripartite Constituents' i.e., the Government, workers' and employers' organizations, private business groups and other civil society representatives (mainly the community, parents, NGOs etc.). Secondly, it prioritizes its efforts and resources through a phased and multi-sectoral effort of prevention, protection and withdrawal of child labour from its most hazardous and worst forms in order to achieve its goal of progressive elimination of child labour in the country.

As a catalyst over the decade, ILO-IPEC strove to facilitate the process of active and committed participation from the government as the leading force in decision-making, ownership and implementation of plans and policies for eventual elimination of child labour. In this process, ILO-IPEC tried to ensure that its other tripartite constituents are also fully and duly involved.

The selection of four broad priority areas of activities supported by ILO-IPEC is cross-cutting in nature and strategically designed: awareness raising; development of laws and policies; strengthening of institutions and capacity building; and direct support to the working children. The interventions combined more than one area in order to maximize the benefit.

ILO-IPEC interventions during the decade, focused on a number of planned intermediary efforts such as the immediate withdrawal of children from hazardous work; where withdrawal was not possible, reduction in the daily working hours through provision of non-formal education (NFE); occupational safety and health, as well as vocational/pre-vocational training. Other social protection packages included NFE for younger siblings in order to prevent their entry in the job market at an early age; enhancement of skills for income generation and micro-credit as an alternative to income from child labour etc.

2.3.3 Priorities: The priority target groups for the programme include: children working under forced labour conditions and in bondage; children in hazardous working conditions and occupations; children who are particularly vulnerable, i.e. very young working children (under 12 years of age) and working girls.

2.4 ILO-IPEC interventions in Pakistan

2.4.1 Types and Scale of Interventions

Depending on its volume of funding, duration of activities etc., ILO-IPEC has undertaken a number of initiatives of small, medium and larger scales during this decade in Pakistan:

- **Mini Programmes (MPs)** are normally limited to US\$5,000 and with one implementing partner. MPs are often a one-time activity, commissioned and funded from the ILO-IPEC German funding, and monitored by ILO-IPEC. However, sometimes larger projects funded by different donors also have mini programmes.
- **Core Action Programmes (CAPs)** are mostly less than US\$100,000 and are regulated under a 24 months/biennium cycle with one implementing partner. CAPs are primarily financed through the initial ILO-IPEC German funding and these were selected, sanctioned and monitored by ILO-IPEC and the National Steering Committee.

- **Projects** consisted of multiple implementing partners and mostly involve a funding of more than US\$100,000, from one or more donors. However, in half of the projects there is also a significant financial contribution in cash, from local employers' organizations (Soccer Ball, Surgical and Carpet Projects by SCCI, SIMAP, and PCMEA respectively). Projects are usually for longer duration and most of them have had two phases (each for two to three years). Projects consist of several action programmes (APs) and each AP is usually implemented by a different implementing partner (IP), although one IP may be responsible for more than one AP.

During the decade, ILO-IPEC initiated a large number of Mini-Programmes (MPs) close to 50 Core Action Programmes (CAPs) and seven (6) larger Projects excluding the Project of Support to the National Time-Bound Programme. The latter mega programme, along with its seven action programmes (each focusing on one hazardous area of child labour), may be considered as ILO-IPEC Pakistan's occupation for the next decade (following 2004). Each of the six larger projects also includes several Action Programmes (in all, about 58 APs, with 44 implementing partners). Mini Programmes are spread over the decade. More CAPs were undertaken during the first half of the decade, but the larger projects were initiated mostly during 2nd half of the decade.



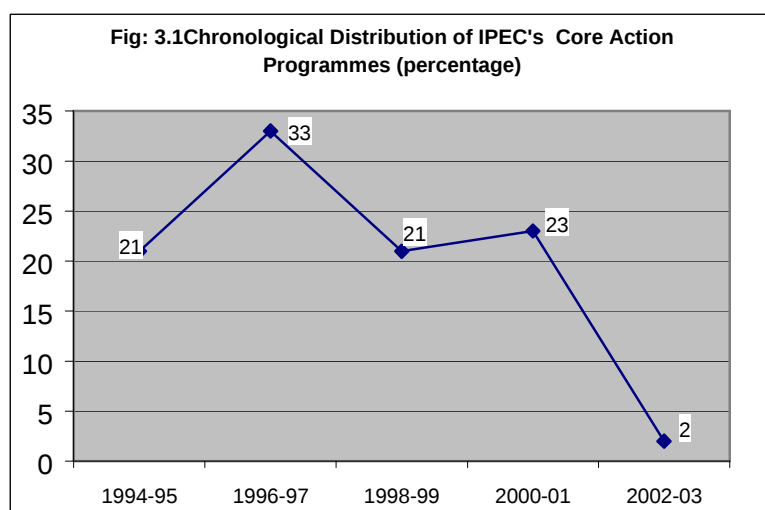
A group of girls attending a non formal education centre set up by one of ILO-IPEC partners for the Carpet project in Sheikhpura district of Punjab.

CHAPTER THREE: Core Action Programmes of ILO-IPEC

3.1 General

ILO-IPEC's Core Action Programmes (CAPs) are important in the overall programme for elimination of child labour in Pakistan. Their specific relevance lies not only in the numbers, but also in their geographic and thematic spread. A wider space is created under these programmes for diversity of implementing partners, sectors, etc. The composition and spread of CAPs and larger projects is mutually complementary and compensatory in many respects e.g., if more projects have focused on semi-organized industrial or manufacturing sectors (soccer ball, carpet weaving and surgical instruments), more CAPs have focused on street children, domestic labour, beggars, children working in auto-workshops, textile industry, small restaurants, commercial agriculture etc. Both the larger projects and CAPs have been implemented by the Government and relevant government departments, workers and employers organizations as well as by NGOs. More often, CAPs have involved the workers organizations as implementing partners, while more projects have been implemented by the employers' associations. The projects focused on the working children in the rural and peri-urban areas, whereas CAPs tended to cover primarily urban working children.

Following the signing of the Memorandum of Understanding (MoU) with the Government of Pakistan in 1994, a National Steering Committee (NSC) was formed in order to identify the activities to be carried out under the ILO-IPEC programme. The NSC, chaired by Secretary of the Ministry of Labour, had representation from all the major stakeholders primarily, the Government (federal and provincial); workers' and employers' organizations as well as the business community and non-governmental organizations (NGOs). The mandate of the NSC was to facilitate the implementation of the child labour elimination programme by identifying, approving and monitoring the various actions and interventions. Before the larger projects started, there were either Core Action Programmes (CAPs) or a few 'Mini-Programmes' (MPs). The CAPs first appeared in the first biennium (1994-95) when ten of them were initiated (Fig. 3.1). The entire funding for CAPs was ensured by ILO-IPEC through the initial German Government support.

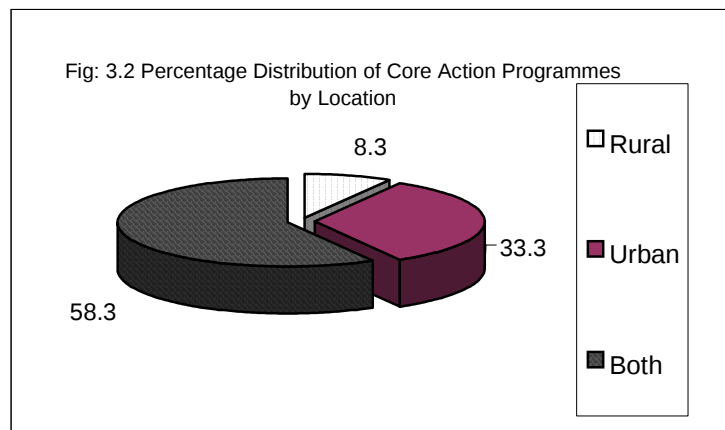


This chapter presents an overview of all the completed and on-going CAPs of ILO-IPEC Pakistan. The overview is based on the findings of a desk-review. During the study, some of the selected CAPs were also visited for a deeper understanding of these interventions.

3.2 Scope and Geographical Spread of the CAPs

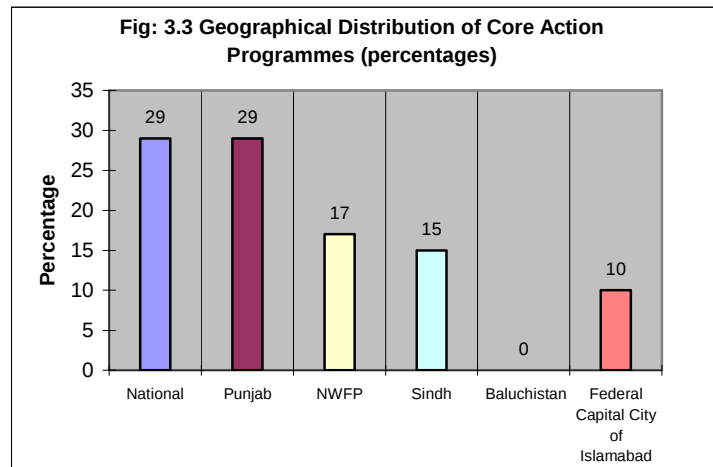
The area-specific CAPs of ILO-IPEC are usually those interventions that involve direct actions with the working children. The selection of sites has been prioritized on the basis of a number of crucial factors. These include the urgency or need for the action, feasibility, availability of a potential implementing partner as well as the comparative assessment of the scale and quality of impact of such efforts. The CAPs may be classified into two broader categories: those specific to a geographic location and those designed to benefit larger population at the national or provincial levels.

The CAPs that are not specific to any geographic location (58%) cover all areas. The 'urban' core action programmes (33%) include those specific sector-related efforts which involve mostly the working children in larger cities and peri-urban locations. These generally include interventions aiming at withdrawal, prevention and rehabilitation of children working in auto-workshops, domestic labour, small restaurants, transport etc. Relatively fewer CAPs (8%) were exclusively for rural areas (Fig.3.2).



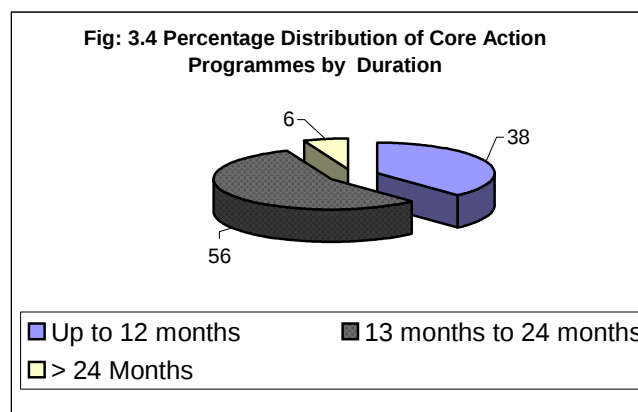
The 'National' or country-wide CAPs generally focused on capacity building, research and data collection, large scale awareness raising campaigns; law and policy development; and vocational training for children and their families in line with the local market needs. For instance, the CAP under which the first National Child Labour Survey was carried out, or the one that supported the National Policy and Plan of Action (1996, MoL and FBS; and 2000, MoL respectively), fall in this category.

Most ILO-IPEC core action programmes are in the province of Punjab (29%), followed by NWFP (17%), and Sindh (15%). The province of Balochistan was covered by eight (8) CAPs that involved more than one province (or national CAPs). A little less than one-fifth of them have a 'National' focus i.e., covering more than one or all provinces; and focusing mostly upon those strategic areas that have no geographical boundaries i.e., policy development, legal improvements, research, capacity building, media or/and other awareness raising campaigns (Fig. 3.3).



3.3 Duration

As pointed out earlier, CAPs are approved biennially, have a duration of 13 to 24 months (56% of them), although some CAPs may be for as short a period as six or even fewer months depending on the nature of intervention. More than one-third of the CAPs (38%) had durations of less than a year. The few CAPs, which were implemented for more than two years, were the interventions that were extended at a later stage (Fig. 3.4).

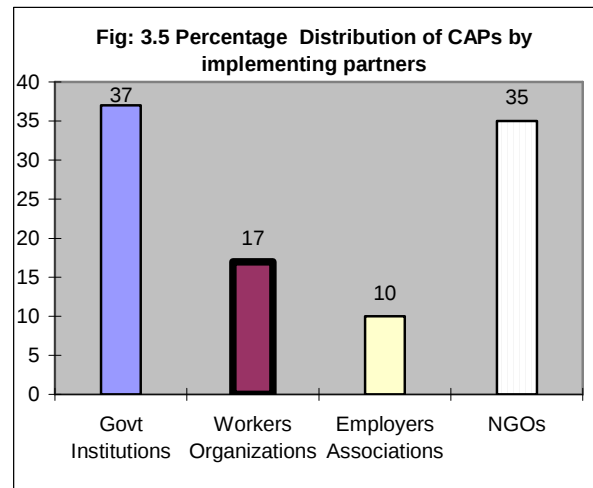


3.4 Implementing Partners

ILO-IPEC Pakistan has ensured the involvement and participation of all its tripartite constituents in its interventions as part of its strategy. The ILO-IPEC CAPs have also involved all of its constituents i.e., the Government, employers and workers organizations,, also the civil society and its social partners (the parents, the community, the private sector and the NGOs).

The Government institutions have been the most important implementing partners of the Core Action Programmes of ILO-IPEC (37.5%). Next in importance are the non-government organizations (NGO, 35%). Workers' organizations have also implemented one-sixth of all the CAPs. In terms of numbers, the share of CAPs by employers' organizations was 10%. It is important to point out that a CAP is normally a 'mono-IP' agreement and it is understandable that more CAPs could not have been allocated to employer's organizations

alone. It is also relevant to mention that whomsoever the formal IP of CAPs may have been, employers' involvement has been ensured by the implementing partners. For instance, all ILO-IPEC direct interventions with working children sensitize and orientate the employers on child labour issues, in addition to negotiating with them and motivating them so that they allow the working children to attend non-formal education (NFE) (Fig. 3.5).



Among the governmental institutions, the Federal Ministry of Labour, Manpower and Overseas Pakistanis and its four provincial departments have been the most involved. The related provincial Directorates of Labour (DoL) as IPs include: Labour Welfare; Workers' Education and Labour Wing; Manpower Training etc. Others among this larger category of Government institutions are: Ministry of Women Development, Social Welfare and Special Education and also its National Commission for Child Welfare and Development (NCCWD), Federal Bureau of Statistics, Department of Social Work (University of Peshawar), Directorate of Primary Education and the semi-autonomous institution, namely the Pakistan Bait-ul-Mal (PBM).

During this period, the workers unions have played a key role in implementation of Core Action Programmes and the Projects (17%). Among the workers organizations are the All Pakistan Federation of Trade Unions (APFTU), Pakistan National Federation of Trade Unions (PNFTU), All Pakistan Federation of Labour (APFOL), Pakistan National Textile and Leather Garments Workers Federation (PNTLGWF) and Pakistan Workers Confederation (PWC).

Employers organizations remained involved in the implementation of CAPs from the very beginning of the child labour elimination programme in Pakistan. The major players in this respect have been the Pakistan Carpet Manufacturers and Exporters Association (PCMEA), Employers Federation of Pakistan (EFP), and Site Association of Industries (in all, 10%). In addition, the Skill Development Councils have remained active partners in the Core-Action Programmes and Projects.

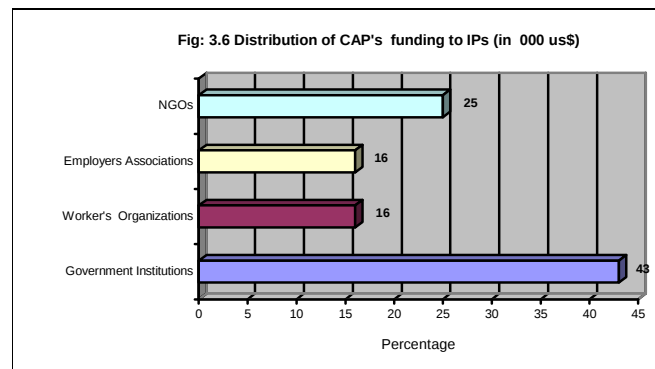
The NGOs have also played a significant role in the implementation of ILO-IPEC CAPs. In all, nine national and province-based NGOs have implemented one-third of all the CAPs during the last ten years. The NGOs associated with the implementation of CAPs include Pakistan Pediatric Association (Child Abuse Committee), Sudhaar, Working Women Association (WWA), De Laas Gul (DLG), Society for the Protection and Rights of the Child (SPARC), Progressive Women Association (PWA), Pakistan Institute of Labour Education and Research

(PILER), Pakistan Rural Workers Social Welfare (PRWSWO) and Bunyad. Many NGOs also became implementing partners in the larger projects.

3.5 Funds and their utilization by partners

CAPs and Mini-Programmes were supported by ILO-IPEC through the German Government funding, with a local contribution of 10% of the total cost in kind by the implementing partners (IPs). Approximately US\$22 million have been made available to the ILO-IPEC interventions in Pakistan during the entire decade. Of this total, around US\$ Two million have been allocated to the CAPs alone.

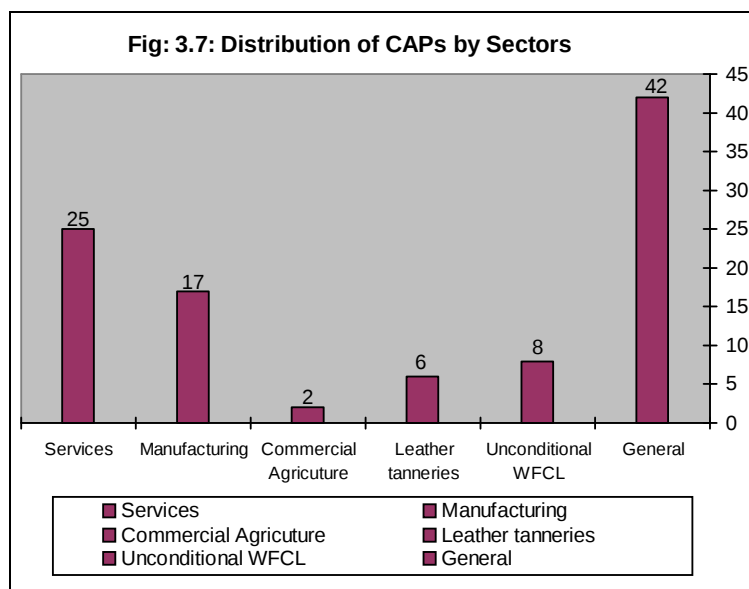
Slightly above half (53%) of the funds has been allocated to the CAPs during the second half of the decade. The highest percentage of the financial commitment has been to the CAPs implemented by the Government agencies i.e., 43% of the total funding to CAPs. The workers and employers organizations together, have had a share of about one-third in this allocation (16% each). The NGOs utilized one-fourth of the funds allocated to the CAPs (24.5%). (Fig. 3.6).



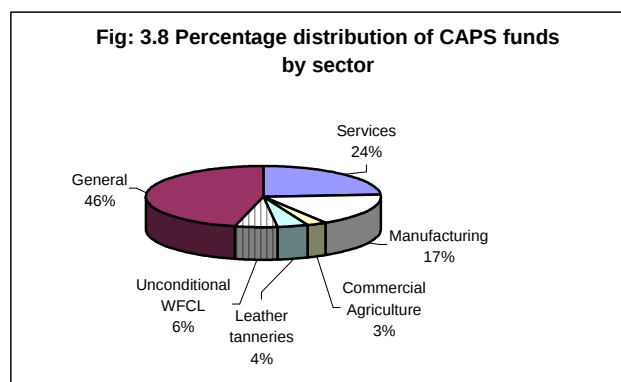
From the financial point of view, the major focus of CAPs has been on the ILO-IPEC's priority area of 'Direct action with working children' since the highest percentage of funds have been to the CAPs in this area (46% in all) .

3.6 Sectors and Strategic Areas of Focus

Most ILO-IPEC CAPs (58%) have focused on some specific sectors in which child labour is found: Labour services (domestic labour, auto-workshops; small restaurants and hotels) 25%; manufacturing sectors (carpet weaving, textile and leather garments and industrial workers) 17%; commercial agriculture, 2%; leather tanneries, 6%; and un-conditional worst forms of child labour' (beggars/street children, trafficking, prostitution, bonded labour, mines, transport and smuggling) 8%. The remaining CAPs (42%) are more 'generic' interventions involving awareness raising, research, training/human resource development and development of law and policy, etc. (Fig. 3.7).

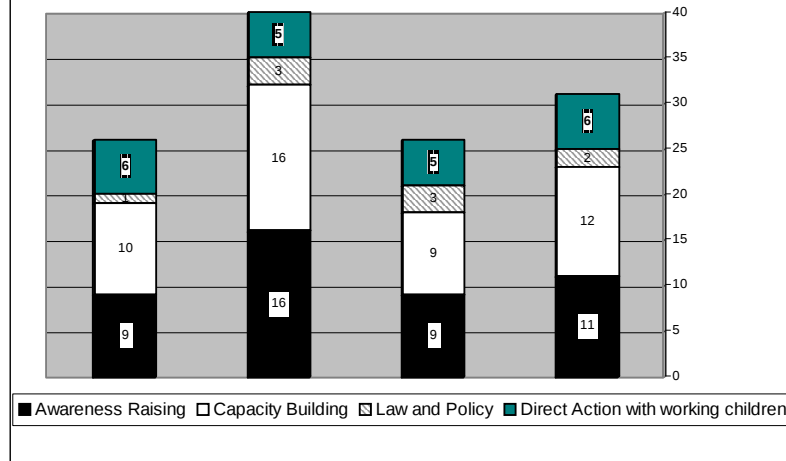


As regards the financial resources allocated to CAPs, the sector-specific interventions have received the major share (54%). Services sector received the highest allocation (44%) followed by the manufacturing sector (31%). About one-tenth of the sector-specific funding (Fig. 3.8) were committed to addressing the 'unconditional worst forms of child labour'.



Whether focusing on a sector or not, all ILO-IPEC initiatives have more than one priority or strategic area. Four such priority areas of ILO-IPEC are: awareness raising; capacity building; addressing law and policy issues and direct action with working children. Almost all CAPs are designed to strengthen the capacities of a target group or/and of the implementing partner, even though the main thrust of the interventions is creating awareness. Half of all the CAPs involved direct action with working children. A little less than one-fifth of all CAPs focused on the development of law and policy or their implementation (Fig. 3.9).

**Fig: 3.9 Number of CAPs by Strategic Areas
(Multiple Response)**



The four priority areas discussed above may be sub-divided into thirteen components including training, institutional strengthening, research and data collection, etc. (see the list below).

ILO-IPEC Priority Areas in CAPs

Capacity Building

- Capacity building, institutional strengthening
- Research and data collection
- Planning and monitoring
- Advocacy
- Awareness raising and sensitization
- Other priority areas (TA, coordination, networking, etc.)

Law and policy

- Policy development and review, Action Programmes & legislature
- Inspection and implementation of laws

Direct support

- Non-Formal Education
- Pre-vocation skills training
- Health/health education
- Occupational safety and health
- Counseling/legal aid

The overall position of CAPs, against the four larger areas has already been given above. It is difficult to categorize them against all the sub-areas due to their integrated nature. However, it was relevant to enumerate some crucial sub-areas distinctly e.g. production of materials for awareness raising, trainings; research studies, law and policy, etc. Acquiring additional reliable information about child labour issues has been a major emphasis of the ILO-IPEC activities in Pakistan. Most of the CAPs included a component of data collection and research (67%), for better planning and monitoring of ILO-IPEC interventions. Of these, some were specifically designed for research e.g. the first National Child Labour Survey (1996-MoL and FBS), and a number of modular surveys and rapid assessments. Additionally, all CAPs contained a component of training and capacity building of various stakeholders

including the implementing partners. A total of 45 formal trainings were conducted under the CAPs including:

- Inspection, research and monitoring (Government officials):	06
- Monitoring (employers and workers groups)	04
- Occupational Safety and Health (Volunteers)	06
- NFE teaching methodology (Teachers)	15
- Vocational and Pre-vocational training (Working children)	10
- Income-generation skills (families of working children)	02
- NGO network	01
- Communities	09
- Production of kits and manuals	03
- Micro-credit (to families of working children)	02

The enhancement of knowledge about various issues of child labour through research enables the ILO-IPEC CAPs to design more effective awareness raising strategies and materials. As pointed out earlier, all CAPs included a component of awareness raising, however, one-third of all CAPs were specifically designed for this activity (e.g. the CAPs related to the 'Global March'). Most research studies were published and disseminated whereas a tremendous amount of promotional material including posters, stickers, brochures, videos, calendars, etc. were produced and distributed during the implementation of various CAPs.

Although all CAPs worked for a better implementation of legislature and policy related to working children, fewer CAPs formally addressed this area. National Policy and Plan of Action to Combat Child Labour was the result of one such CAP (2000, National Child Labour Unit-MoL). Policy and Plans of Action for NGOs and employers were also developed under these types of CAPs. Extensive training of Labour Inspectors of the Directorates of Labour (DoL) were also conducted, focusing on the implementation of national legislations related to employment of children, particularly the Employment of Children Act 1991 and Bonded Labour System Abolition Act 1992.

3.7 Beneficiary Population

More than half of all ILO-IPEC interventions have tried to provide benefits to the working children directly. A little less than half of all the CAPs are in this category. During the decade, ILO-IPEC has tried to provide direct benefit to more than 60,000 working children and their younger siblings through provision of non-formal education (NFE) and other activities. The CAPs focused on providing benefits to more than 5,000 working children directly.

3.8 Gender Focus

In all ILO-IPEC interventions, gender is a cross cutting element and every effort was made to focus on both male and female working children. A few sectors like surgical instruments, auto-workshops and restaurants, employ only male children, while domestic labour, textile, carpet, agriculture, soccer ball, bangles employ both young girls and boys. When the sector is dominated by male children, female members of the family were also included for Non Formal Education (NFE), vocational training and micro-credit schemes.

3.9 Age Factor

In accordance with the National Policy and Plan of Action on child labour, most ILO-IPEC interventions have focused on working children up to the age of 14 years. The more recent interventions focus primarily on hazardous work and have extended the coverage of the working children up to the age of 18 years. This is in response to the Government of Pakistan's ratification of ILO-Convention 182 on Worst Form of Child Labour.

3.10 Mini Programmes

The Mini-Programmes (MPs) have a multiple utility for ILO-IPEC interventions. They are usually 'small' actions, often not pre-planned, and having a small budget allocation (US\$5,000 maximum). They do not involve a lengthy documentation process for their approval and, therefore, allow ILO-IPEC and its partners to take quick action when necessary.

The MPs are also useful in ensuring collaboration with new partners and in pointing direction for future programmes. The MPs also provide a possibility of undertaking supportive actions during implementation of an on-going project or CAP which was not initially planned and provided for in the approved budget. A quick review of the MPs revealed that they were mostly focusing on three major types of activities: awareness raising; direction and planning for action; situational analysis/small surveys. More than half of the MPs (53%) were targeted at awareness raising activities such as production of promotional materials (video production, brochure, hand-outs, calendars, posters, etc.). This also included translations in local languages and printing of promotional and knowledge enhancement materials on child labour. A number of seminars, workshops, marking international events concerning child labour were financed under these types of initiatives.

A substantial number of MPs have focused on planning for action against child labour (29%). Under this group, the type of activities undertaken include mostly pre-intervention activities such as pre-feasibility, planning, consultations, meetings etc. Another important activity under the MPs was conducting of small surveys, and focus group discussions for situational analysis of working children in diverse sectors (16%).

The Mini Programmes were implemented by almost all ILO-IPEC partners. The NGOs were the most prominent implementers (41%), followed by the governmental organizations (34%). Workers' organizations implemented 16% of the MPs and employers' associations were involved in about one-tenth of all MPs.



Two young girls manufacturing glass bangles at home in Hyderabad District.

CHAPTER FOUR: Large Projects of ILO-IPEC

4.1 General

Following the second extension of Memorandum of Understanding (MoU) with the Government of Pakistan in August 1996, ILO-IPEC financed a number of crucial research and primary data collection activities. The most important of these was the first National Survey on Child Labour carried out in 1996, a number of rapid appraisals and child labour surveys in the soccer ball, surgical instruments and carpet manufacturing sectors. The results of these surveys provided ILO-IPEC Pakistan with more sound justification for longer-term planning of its initiatives.

ILO-IPEC's success and the impact of the interventions supported by the German Government funds during this period attracted more donor interest. This enabled ILO-IPEC to develop more interventions with multi-donor funding and with diversity of implementing partners and for longer periods. The larger projects could also work in a holistic and integrated approach using multi-pronged strategies towards withdrawal, prevention and rehabilitation of children from hazardous labour.

ILO-IPEC Pakistan launched its first large project titled 'Elimination of Child Labour in the Soccer Ball Industry', in the Sialkot district of Punjab Province in August 1997. For the next two years it continued to focus on the Soccer Ball industry as well as on its Biennium CAPs. Encouraged by the positive outcomes of the Soccer Ball project, ILO-IPEC launched three mega projects soon after. In 1998, it initiated the project for Combating Abusive Child Labour, covering 18 different sites in all the four provinces of the country. This project, funded by the European Commission (EC), was completed in 2002. The Carpet project was launched in April 1999 in three districts of Punjab province, only a few months after the start of the Combating Abusive Child Labour project. The Swiss Agency for Development and Cooperation (SDC) agreed to fund a project 'Combating Child Labour through Education and Training' in three districts of the NWFP which started in September of the same year. The fifth project of ILO-IPEC for the children working in manufacture of Surgical Instruments was initiated in July 2000, also in Sialkot district.

Table: 4.1- Duration of ILO-IPEC Projects

	Years										
Project	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Soccer Ball	Aug							June			
Abusive CL						Oct					
Carpet			Apr						Oct		Mar
Education (SDC)			Sep						Dec		
Education (DANIDA)								May	Dec		
Surgical				Jul						Dec	
Media							Jul		Jul		
PoS-TBP*						Prep	Phase				
CDL								Aug		Feb	

*Including 24 months Preparatory Phase

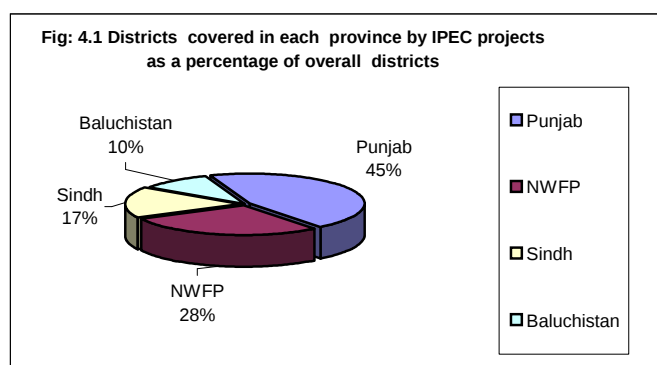
These were essentially the six projects of the ILO-IPEC's first decade in Pakistan. The second phase of these projects (except for the EC funded Combating Abusive Child Labour Project), with more focus now on expansion, sustainability and quality of results kept ILO-IPEC busy for the rest of the period while new CAPs also continued to be implemented. The other challenging task for ILO-IPEC was the designing and the preparatory phase of the new, larger but more focused initiative for ILO supporting the National Time-Bound Programme efforts. In September 2003, ILO-IPEC launched its Project of Support to the National Time-bound Programme). The 'Combating Child Labour through Media' that aimed at advocacy and awareness raising, funded by the Norwegian Government is another successful project of ILO-IPEC. It was launched in July 2003 for two years. The 'Media Project' was initially a Core Action Programme by its design, volume of funding and donors; however, subsequently it has been converted into a full project. Since the Child Domestic Labour (CDL) Project and the Education Project (DANIDA Component) have been initiated in 2004, therefore these are discussed here.

The following section presents findings of the desk review of all the ILO-IPEC's completed and on-going projects. The ILO-IPEC Project of Support to the National TBP is not discussed here in detail but its description is found in a later chapter, along with the overall future perspectives of ILO-IPEC in Pakistan.

4.2 Scope and Geographical Spread of Projects

The area-specific initiatives of ILO-IPEC are usually those interventions that involve direct action with working children. The selection of sites for the projects was prioritized on the basis of the need for action, feasibility, availability, capacity and willingness of implementing partners. The three larger projects addressing child labour in the soccer ball industry, surgical Instruments manufacture and carpet weaving were, therefore, located in the Punjab province. All of these projects focused on the rural and peri-urban areas. These interventions have been, however, balanced by the national-level Combating Abusive Child Labour Project. The latter covered the four provincial capitals as well as 14 small cities and towns in the country. The Swiss-funded project 'Combating Child Labour through Education and Training' focused on three districts of the North West Frontier Province, namely Peshawar, Nowshera and Mardan.

In all, ILO-IPEC projects have been located in 29 districts of the country: 13 in the Punjab province, 8 in NWFP, 5 in Sindh and 3 in the Balochistan province (see figure 4.1).

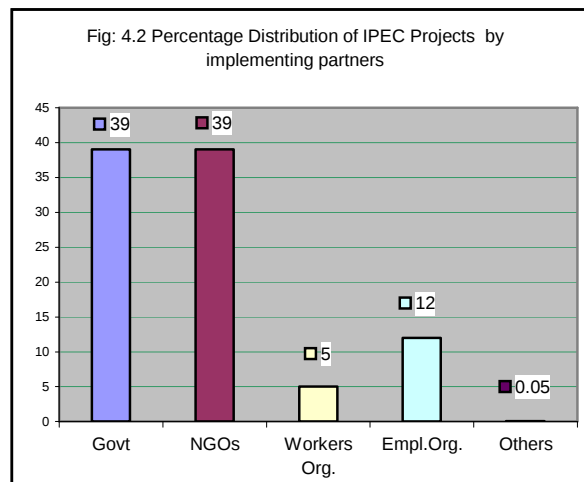


Only the 'Media Project' is not specific to any geographical location as it is a national intervention and designed to bring benefit to the whole country. It aims to create awareness on the worst forms of child labour (WFCL) and the related ILO Convention 182, among the masses and specific groups through the electronic and print media. It is also designed to enhance the capacity of the public-sector media professionals, primarily in the Ministry of Information and Media Development (MoI&MD) as well as its related agencies such as the Pakistan Television (PTV) and Pakistan Broadcasting Corporation (PBC) at the federal and provincial levels, to design and implement mass awareness campaigns on child labour and overall labour issues.

4.3 Implementing Partners

Like the CAPs, ILO-IPEC projects in Pakistan have also followed a strategy that ensures the involvement and participation of all its tripartite constituents.

Following the above strategy, each of the ILO-IPEC projects in the country has formally or informally involved all the direct stakeholders in the implementation process. Formally, ILO-IPEC projects involved 39 implementing partners through signing of Action Programme partnership agreements. As in the case of CAPs, the Governmental and non-governmental institutions have played an equally crucial role in the implementation of ILO-IPEC projects (39% each).



Among the Governmental institutions, the Ministry of Labour, Manpower and Overseas Pakistanis and its four provincial departments have been the key players in the implementation of larger projects. In the Combating Abusive Child Labour Project, the role of the Government institutions has been significant and nine out of the total 13 APs were signed under the project with them. The Ministry of Labour and its provincial-district level departments assigned themselves a leading role through the involvement and mobilization of its officials and particularly, of the Labour Inspectors in implementation of the Employment of Children Act (1991) and the Bonded Labour System (Abolition) Act (1992). The Pakistan Bait-ul Maal of the Ministry of Social Welfare and Special Education has also participated actively in the process. Others included in this category are: various Directorates of Education Department (especially in the NWFP for the Swiss-funded project), the semi-autonomous organizations like the Skill Development Council (SDC) and Apprenticeship Training Centre (ATC).

The Employers' involvement in the projects in the manufacturing sector has been indispensable (soccer ball, surgical instruments and carpet). They have taken on the responsibility of monitoring of the child labour in the related sectors. In addition, they contributed considerable amount of funds towards the implementation of the three projects. Their contribution is an encouraging new trend in the country. Similarly, the Trade Unions, though relatively limited, have played an important role in facilitating the implementation of many projects. At the same time, Worker's organizations have remained the third most important implementing partners of ILO-IPEC in the implementation of its Core-Action Programmes (CAPs).

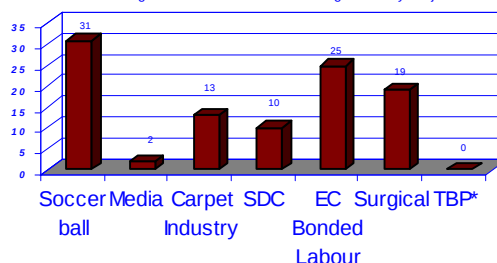
The role of NGOs has been important in organizing the provision of non-formal education (NFE), vocational training involvement of parents and siblings of working children in the activities, mobilizing communities and grass-roots organizations and for other social protection components in the projects.

Among the NGOs, Bunyad Literacy Community Council (BLCC) has been involved in the two phases of each of the projects in the province of Punjab (Soccer Ball, Surgical Instruments and Carpet projects). In the implementation of first phase of the Soccer Ball project, BLCC was the only formal implementing partner besides the Sialkot Chamber of Commerce and Industry (SCCI). BLCC has also been involved as a crucial partner in the national Combating Abusive Child Labour Project (training of the teachers and counselors of the NFE centers employed by the PBM).

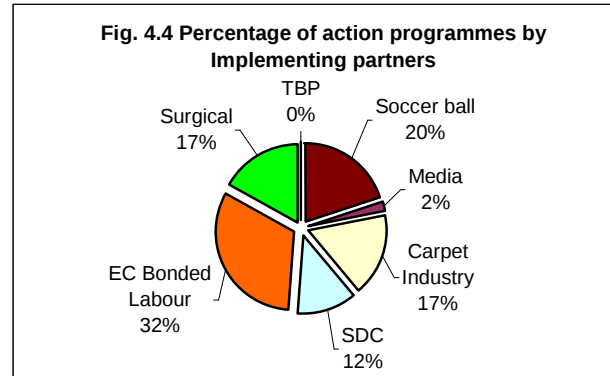
Sudhaar, another established partner of ILO-IPEC was involved in the provision of social protection component of the projects. This NGO has been an active partner in the implementation of both phases of the surgical instruments and carpet projects as well as in the second phase of the soccer ball project. Other partners are BAIDARI, SAHE and the Child Abuse Committee of the Pakistan Pediatrics Association (CAC-PPA). BAIDARI and CAC-PPA played an indispensable role in covering the health aspects e.g., awareness about health risks of their work and provision of health and hygiene education, health screening and treatment of working children. De Laas Gul has participated in the Swiss-funded project in the NWFP and Child Care Foundation of Pakistan (CCF) in the Carpets Project in Punjab. Their roles have been similar to that of BLCC and Sudhaar in the projects. Others NGOs include National Rural Support Programme (NRSP), and Human Rights Commission of Pakistan (HRCP).

Each project has more than one action programmes (APs), except for the media project. In all, 53 APs are included in seven projects (excluding the TBP project) during the period under review. The soccer ball, followed by the EC-funded projects has the maximum number of APs (Fig.4.4) (Note: carpets project has implemented 20 actions programs so far).

Fig.4.3 Percentate of Action Programme by Projects



The 53 APs of projects were implemented by 41 partners. The Combating Abusive Child Labour Project and soccer ball projects had the highest percentage of implementing partners (32 % and 20% in this order of importance Fig: 4.4).



4.4 Donors and Volume of Funding

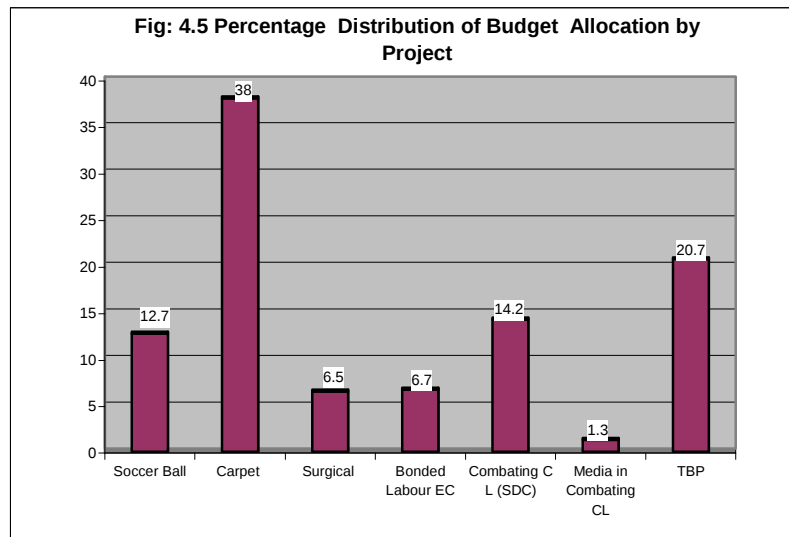
Unlike the CAPs which are supported by the German funds, the larger projects each have one or more donors. They are funded predominantly by foreign donors, including US Department of Labour, the European Commission, the Government of Germany, Swiss Development Corporation, The Italian Government, Italian Social Partners, the Norwegian Government, FIFA and UNICEF. However, in half of the projects there was also a significant financial contribution (in cash) from local employers' organizations and private businesses, as in the case of funding by the PCMEA for the carpet project. Overall, the United States Department of Labour has allocated the maximum amount of funds to the ILO-IPEC projects (almost 59% of the total allocation during the period).

Other donors like the European Commission (EC), Italian Government and the Italian Social Partners and Swiss Development Agency have supported individual projects. The SDC allocated about 14% of the total projects' funds but the entire fund allocation to the related project 'Combating Child Labour through Education and training' in the NWFP were committed by this donor alone. The EC also committed entire funding required by the Bonded Labour Project. The Italian Government and Italian Social Partners together represent 69% of the total allocation to the project for children working in the manufacture of surgical instruments in the Sialkot district. Other donors with smaller but important contributions are, NORAD (four-fifths of the total commitment to the Media project), along with the German-ILO-IPEC commitment; FIFA in Soccer Ball and UNICEF contribution towards the Child Bonded Labour project.

The most significant financial commitments to the projects are from the three major employers' organizations: the PCMEA, Sialkot Chamber of Commerce and Industries (SCCI), and SIMAP. In all, they committed about US\$2.5 million in the three projects and about 10% of the total allocation to all projects. For instance, the Carpet Project alone has a total contribution of US\$ 1.8 million from PCMEA; and SIMAP committed around US\$300,000 for the Surgical Project. Similarly, the SCCI has contributed US\$400,000 for the Soccer Ball Project. Moreover, under the Media Project, Pakistan Television Corporation (PTV) and Pakistan Broadcasting Corporation (PBC) have also contributed more than US \$ 300,000 in free air time for various media products. The local donor funding is a distinguishing feature of the ILO-IPEC-Pakistan projects. The cash contribution made by the Sialkot Chamber of Commerce and Industries for the soccer ball project was the first of such local contributions.

This good practice was followed later by the PCMEA and SIMAP. Normally, all implementing partners commit around 10% of the total budget allocation for an intervention under their responsibility which is in kind.

Among the projects, 'Carpet Project' has received the highest financial commitment (about 38% or from the US DOL for Phase I and II combined), and the Media Project, the smallest commitment (about 1.3% of the total budget allocation to larger Projects) (Fig. 4.5).



4.5 Strategic and Priority Areas

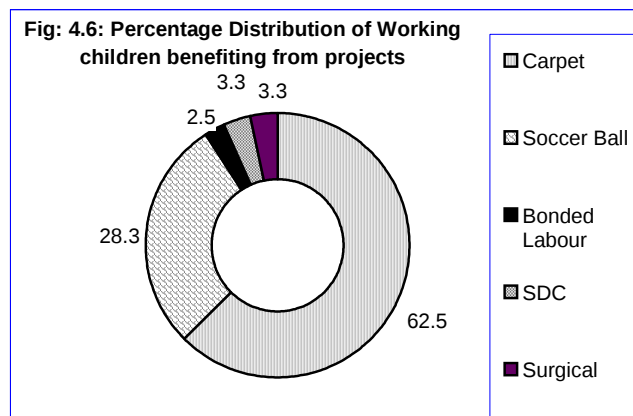
All the ILO-IPEC projects had a strong component of training of implementing partners' personnel e.g., the labour inspectors of the Departments of Labour, or teachers of the Departments of Education, of workers' representatives, media professionals, and NGOs. All projects have also had a continuous research and data collection, collation, analysis and dissemination components for better planning and more effective implementation and monitoring. Research and development of data-base has been a strong feature of these projects. Similarly, projects had major components on sensitization, mobilization and awareness raising with all major stakeholders including the working children, their families and the communities. A large volume of promotional and awareness-raising material has been produced during the implementation of all the projects. Similarly, all projects worked directly with the working children with a focus on their withdrawal, protection and rehabilitation. Since all such projects focused on the children working in hazardous and worst forms of child labour, they also reinforced the efforts at the policy and legislature levels, including advocacy on these laws and their enforcement.

As pointed out earlier, the ILO-IPEC projects that target the working children directly provided non-formal education (NFE), pre-vocational and vocational training, awareness about work place hazards, and Occupational Safety and Health issues. Targeted children were provided with regular medical check-ups and treatment. Micro-credit, skills related to income-generation, educational, health and career counseling were also integral parts of most of these projects.

4.6 Beneficiary Population

Larger Projects of five to six years' duration and that have more human and financial resources have succeeded in reaching out to impressive numbers of working children, their families and other relevant community groups. The population that directly benefit includes not only the working children but also their younger siblings aiming at preventing their entrance in the job market, through non-formal education. Also in this category, other family members, particularly the mothers and elder sisters receive awareness and counseling, vocational or skill enhancement training in income generating activities and micro-credit as an alternative to income from child labour. Other groups that benefit include the community and their leaders, manufacturers, vendors/sub-contractors (small and large), teachers, master trainers, labour inspectors, adult workers, youth, opinion leaders and decision-makers, etc. Although the ultimate beneficiary group is the working children, all action programmes of a project do not always address them as their immediate target group. An immediate beneficiary of an AP may be an intermediate or indirect beneficiary of another action programme. For instance in one AP, the NFE centers' teachers benefit directly or labour inspectors through training while the working children remain the ultimate beneficiary.

All the ILO-IPEC projects together have benefited more than 60,000 working children and their younger siblings as of the end of 2004 (latter, about 20% of all). All these children benefited primarily through non-formal education and vocational training programmes. The 'Carpet Project alone' tried to extend its benefits to about 26,000 weaving children during its two phases, including about 20% of their siblings. Similarly, the 'Soccer ball' project provided benefits to a total of 10,572 children working in the industry, including their siblings. The project targeting children working in the manufacture of surgical instruments and the project 'Combating Child Labour through Education and Training' (NWFP) reached out to almost 4,000 children. The national Combating Abusive Child Labour Project benefited more than 1,000 working children (Fig. 4.6).



For the working children targeted by the projects through NFE activities, working hours were reduced substantially by three to four hours daily. All the children who were mainstreamed to formal schools and who wanted to continue studying after completing primary education were withdrawn from child labour completely (approximately. 10,000). The targeted children were provided with pre-vocational and vocational training and career counseling for better and 'decent' work when they grow up as adults. Their numbers also add up to about 10,000 over the decade.

Close to 5,000 family members, particularly the adult females, have received training on income-generating skills. They have also benefited from micro-credit schemes as alternatives to income from child labour. The soccer ball project alone linked some 2,207 families of working children to micro-credit schemes who received about Rs. two million as an alternative to income from child labour and to enhance their socio-economic status. This was accompanied by skill training of 3,000 adult family members (mostly females) in income-generating activities. A recent evaluation by the PRSP shows that more than 70% of these families have no more children working in the soccer ball industry or any other sector. One thousand families benefited from a similar micro-credit facility in the project for children working in the carpet weaving through the First Women Bank Limited. Another 300 families of the children working in the surgical instruments manufacturing also received micro-credit. PBM provided some monetary assistance to every child who attended an NFE center, in the Child Bonded Labour project as an alternative source of income as well as an incentive for parents to send their children to school.

Employers, manufacturers, vendors/sub contractors were one of the most important target groups for the three ILO-IPEC projects, the soccer ball, surgical instruments and carpet industry. In all, some 2,000 members of this group were involved in the project through formal registration, training of master trainers etc. They received sensitization and awareness on child rights and on the issues of child labour- they were made to understand the need for non-formal education, the importance of reducing working hours, occupational safety and about hazardous work. Similarly, approximately 4,000 teachers and counselors of non-formal schools also received training and orientation on NFE methods and on child labour issues.

Many members of the communities as indirect beneficiaries benefited from awareness raising on child labour issues, and participation in community based child labour monitoring systems. For instance, the soccer ball project organized around 500 such groups in as many villages through Village Education Committees (VECs) and Family Education Committees (FECs) in the entire district of Sialkot (Punjab). The carpet project also succeeded in ensuring community input and involvement in addressing child labour in the sector. Hundreds of adult workers were also sensitized on child labour issues through workers organizations like the APFOL and APFTU (as part of the Carpet and Surgical Projects).

4.7 Female Child workers:

Like the CAPs, the projects focusing on the working children directly, tried to benefit all the children working in a specific sector. If the surgical instruments' manufacturers employ only the male children, they have to focus on these children as the immediate beneficiary. However, in such a case, the project also seeks to extend benefits to female siblings of the working children for the NFE; and adult females in his family for vocational training and provision of micro-credit. The carpet project benefited 70% female child workers and soccer ball project about 60% female working children; while the Swiss-funded project in the three districts of the NWFP has reached about 58% female and 42% male children of the total children targeted. The Combating Abusive Child Labour Project covered some 20% female child workers.

4.8 Age Factor

All of the ILO-IPEC projects have focused on the working children between the age group 7-14 years, as their main target group. Similarly, youth and older working children have been reached through vocational training, or if they had attained the primary level education, they were assisted in being channeled into the formal schools for higher education. Many of

these children developed an enthusiasm to acquire more education and aspired to get a decent job when they become adults. The implementing partners reported that with the discontinuation of the project support, these children could return to work in hazardous sectors. Ensuring that this does not happen remains a challenge for ILO-IPEC; therefore, sustainability is now an important challenge in ILO-IPEC projects.

Experience shows that attainment of mere primary-level education does not prevent children from re-entering hazardous occupations till the age of 18. Most of these projects are, therefore, currently working on the sustainability of the positive achievements in this respect and providing vocational training and career counseling besides encouraging them to continue studies, whenever it is possible. The ILO Convention 182 on the worst forms of child labour (WFCL) defines the child as a 'person under the age of 18', the surgical project has formally been extended to provide assistance to children up to the age of 17 years, especially when they are involved in certain hazardous processes in the manufacture of instruments. The TBP Project also covers all the working children up to the age of 18 years as it focuses precisely on the WFCL.

CHAPTER FIVE: ILO-IPEC's Decade in Pakistan

5.1 Creation of an Enabling Environment

ILO-IPEC interventions in Pakistan during the last decade have had many short and long-range qualitative impacts. The most important achievement of ILO-IPEC in this period is the tremendous difference and impact it has created in the overall atmosphere and change in attitude of the general public towards child labour as a social menace. The environment today is more conducive to addressing more effectively and boldly, the problem of child labour in Pakistan. With regard to the elimination of child labour in Pakistan, the ILO-IPEC's role was that of a catalyst, a facilitator, to enable all the major stakeholders, especially the Government of Pakistan for effective and sustainable actions.

The major achievements of ILO-IPEC in Pakistan against its four closely interlinked priority areas or the strategic foundation for the programme are summarized as follows:

a. Awareness Raising

Awareness-raising is one of the most important aspects of the ILO-IPEC strategies. Subsequently, the awareness and advocacy strategy resulted in the recognition of the problem, which also often resulted in ownership and responsibility in terms of undertaking concrete actions. There is no doubt that during its first decade in Pakistan, ILO-IPEC has been able to create, through its interventions, a large-scale awareness about the reality of child labour in the country.

Some of ILO-IPEC's concrete efforts in this area are:

- A number of seminars, workshops and meetings with directly related institutions i.e., the Government, adult workers, trade unions, employers' organizations, NGOs, community, parents etc. have been supported.
- ILO-IPEC, its partners and other organizations have produced a large volume of promotional materials like brochures, booklets, newsletters, posters, documentaries, calendars etc. Under the media project, the Ministry of Information is committed to providing free air time on national television and radio channels. Various media products like dramas, discussion forums and jingles are being developed for broadcasting through Pakistan Television Corporation and Pakistan Broadcasting Corporation.
- Impressive participation by Pakistan in the Global March against child labour in April 1998 that culminated in Geneva (June 1998) in support of the draft ILO Convention 182 on worst forms of child labour and eventually, adopted by the member states in June 1999.

b. Institutional Strengthening and Capacity Building

In addition to forging effective and long-term partnerships, ILO-IPEC's first ten years emphasized joint efforts towards building capacities and strengthening the institutions of its tripartite partners. The partners are clearly more capable now of undertaking scientific research on child labour and related issues. ILO-IPEC's partnership with them have enhanced their institutional capacity to better plan, implement, monitor and evaluate relevant interventions including awareness raising campaigns. The major achievements in this regard include the following:

- National Steering Committee established in 1994 to plan, implement and monitor the ILO-IPEC activities..
- The Ministry of Labour, as the chair of the NSC, has undertaken several internal evaluation missions of various ILO-IPEC action programmes.
- National Information Exchange Forum was established (NIEF) to coordinate research and data collection activities and sharing of findings.
- Effective internal and external monitoring systems are now in place implemented by the employers in carpet, soccer ball and surgical instrument industries and ownership of these systems by the employers ensuring their long-term sustainability.
- Coalition Against Child Labour (CACL) established, with more than one hundred NGOs working to protect child rights in Pakistan at the grass roots level in the context of the UN-CRC and ILO conventions.
- Networks of Employers/manufacturers associations, Workers' Unions and NGOs have been developed to carry out large awareness and advocacy campaigns, data-sharing, training etc. to curb child labour and monitor the employment of children in hazardous occupations.
- The government also constituted a task force in March 1998 on child labour, chaired by the Minister of Labour, Manpower and Overseas Pakistanis, to formulate policies and strategies for the elimination of child and bonded labour. This Task Force approved the National Policy and Plan of Action to combat child labour in the year 2000.
- Different ministries have formed committees to address the issue from their perspective and mainstreaming of child labour concerns in their policies and plan of actions. Prominent in this regard are the Ministry of Women Development, Social Welfare and Special Education..
- Government officials, particularly the labour inspectors of the provincial directorates have received rigorous orientation and training for better and more effective child labour inspections. Others who got similar support include employers and workers representatives, community volunteers, teachers and NGO staff.
- The first National Survey of Child Labour was carried out in 1996 by the Federal Bureau of Statistics with the collaboration of the Ministry of Labour.. Other researches include a number of modular surveys, rapid assessments and several sector-related localized surveys.
- The capacity of the Punjab Council for the Rights of Children and Child Labour Resource Center (DoLW) was strengthened through a two-year ILO-IPEC intervention. The support consisted of development of child labour training course and the production of training materials. The Center now has the capacity to train the Government officials, labour inspectors, NGOs and workers' organizations.

c. Law and Policy Development

Through the efforts of ILO-IPEC in Pakistan, an environment of high level of willingness and support has been created among all the major stakeholders. In addition to the improvement in legislature concerning child labour and formation of the National Policy and Plan of Action, the Federal Government established a fund of Rs100 million for the education of working children. The other major developments in this connection are:

- In June 1994, Government of Pakistan and ILO signed a Memorandum of Understanding (MoU) on Child Labour. Subsequently, the MOU has been extended;
- National Policy and Plan of Action to Combat Child Labour was developed and promulgated by the Federal Government (May, 2000);
- Labour Policy, with two articles on child labour was launched;
- National Policy and Plan of Action for Abolition of Bonded Labour was promulgated by Federal Government in September 2001.

- In August 2001, the government of Pakistan ratified the ILO Convention 182, which calls for immediate and effective measures to secure the prohibition of the worst forms of child labour (WFCL).
- With technical support from ILO-IPEC, the Government has identified, through tri-partite consultations, 29 hazardous occupations for children below the age of 18 years.
- The MoL with technical support of ILO-IPEC, developed strategic framework for the elimination of worst forms of child labour (WFCL) in accordance with the National Development Programmes in 2003;
- The above process was coordinated and supported through mainstreaming of child labour as an issue and its targets for the next decade or so e.g., in the Education for All (EFA) and Pakistan PRSP.
- Since 2003, ILO-IPEC has been assisting Pakistan to formulate and implement the National Time Bound Programme (TBP). Identifying the 29 hazardous occupations for children was done partly for this purpose. The prioritized hazardous sectors among them are: glass bangle making, surgical instruments, tanneries, deep sea fishing/ship-breaking industry, coal mining, and rag picking.

d. Direct Support to the Working Children

As different facets of the ILO-IPEC's work are closely integrated, the use of systematic feed back from "hands-on" programme implementation has been providing a solid basis for improving and refining not only the programme design and implementation, but also generated information for child labour policy and advocacy.

ILO-IPEC has focused particularly on withdrawal, protection and rehabilitation of working children in hazardous and exploitative work through its direct action interventions. The strategy involves provision of non-formal education (NFE) of working children and their younger siblings (the latter for their protection from entering the job market), social protection packages including OSH, mainstreaming of children to formal schools and vocational and pre-vocational training for elder children below 18 years along with carrier counseling. Providing alternative sources to income from child labour for the families of working children are also part of this strategy, which includes skill enhancement for income generation activities and micro-credit. The other integrated facets of such interventions are: awareness raising, social mobilization and sensitization; capacity building; direct involvement of employers, contractors/vendors and manufacturers groups, adults working along the children but also the trade unions, communities etc.

Other important achievements of ILO- IPEC for child labourers include:

- About half of all CAPs and almost all of the larger Projects have provided direct support to the working children.
- In all, ILO-IPEC initiatives have directly benefited more than 60,000 working children and their siblings. Their working hours were reduced and those who completed elementary education and were mainstreamed in the formal schools for secondary courses were withdrawn completely from work.
- Through intensive sensitization and awareness campaigns about child labour issues, employers were committed to allowing working children to attend the NFE centers regularly. The employers became major partners in these interventions.
- A positive dent has been made in the vicious cycle of poverty, child labour, illiteracy and related disadvantages for the working children and their families as direct beneficiaries.

5.6 Lessons Learnt

Since its inception in 1994, ILO-IPEC has accumulated a wealth of experience through its numerous interventions of different types and with a diversity of partners, geographical areas and focus. The cumulative impact of the overall experiences contributed to the creation of an enabling environment for the future actions. During the last ten years, ILO-IPEC in Pakistan has learned considerably from these experiences and consolidated its strengths and identified its weaknesses. As more material and human resources became available, ILO-IPEC tried innovative approaches for long-term sustainability and follow up actions. This has been more possible in the larger projects through longer duration in the form of a second phase, but also some of the core action programmes (CAPs) which were funded up to three phases such as the project targeting children working in textile and leather garments in Multan (PNTLGWF); and 'Education and Awareness Programme for Children forced into Begging' (DLG in Peshawar, NEWFP); and NFE, Occupational Safety and Health Programme for Working Children in Auto-workshops (PPA, Peshawar, NWFP).

ILO-IPEC has drawn lessons from its successful experiences in Pakistan paving the way for more effective planning of future interventions. These can be summarized as:

- a. **Level of funding:** The level of funding for an intervention plays an important role in its success. ILO implemented the ILO-IPEC interventions on a priority basis as regards their fund requirements. In the cases of projects, adequate finances were made available for implementation.
- b. **Involvement and commitment of the government:** In addition to other constituents, the involvement and active participation of the government departments like Provincial Labour Departments, Pakistan Export Promotion Bureau, Pakistan Bait-ul-Mal, Skill Development Councils and others, have been instrumental in achieving success.
- c. **Use of common interfaces:** Many of the ILO-IPEC interventions have common interfaces and generally speaking, they have been utilized effectively, but more specifically in the larger projects due to their design. For instance, all the CAPs and projects have had a strong component of awareness raising and capacity building. This led to maximization of positive impact of these efforts. Sensitization of employer's groups on one hand and others such as the communities, workers and the larger awareness campaigns at the national level, on the other hand, have reinforced positive results of each other's efforts; for example, all the three larger projects related to manufacturing sector (carpet, soccer ball and surgical instruments) have ensured the participation of all the tripartite constituents. Some of the common activities such as awareness raising, child labour monitoring and capacity development of these partners have played a significant role in the success of these projects. Even in smaller CAPs, advocacy and sensitization have resulted in good impact and visibility of issues gauging maximum support at the highest policy level.
- d. **Complementarities within and between interventions:** Like common interfaces, the activities are mutually complementary and reinforce positive results. The field activities carried out over the past decade provided ILO-IPEC the opportunity to develop a standard approach for all the interventions, paying due regard to quality and uniformity (such as a standard approach to NFE activities, production of advocacy materials, linking parents to micro credit). In the process, ILO-IPEC also allowed room for flexibility to ensure that activities are developed and implemented in line with the specific needs of the target children in sectors where there are peculiarities. Along these principles, related awareness raising materials were produced and sessions held with all the

stakeholders; children were screened and health examinations carried out, and the children suffering from ailments were provided medicines.

This holistic approach in the interventions has the potential to ensure achievement of stated objectives. For instance, the interventions under the component of alternative income generation to the families of working children produced better results. Under the carpet project, the First Women Bank Limited (FWBL) provided easy access to its financial and non-financial services to families of carpet weaving children, as a sustainable and decent alternative to child labour earnings. In a short span of one year, it achieved all of its objectives and targets. FWBL established micro-finance units in Sheikhpura and Gujranwala districts to support 42 micro-businesses. It also formed 119 community Groups for Income Generation (GIG) with a membership of 869. The GIGs have generated savings of Rs. 309,676 and disbursed 586 micro-credits amounting to Rs. 5,193,000 to families of carpet weaving children. The FWBL also provided vocational skills training to 144 women who had close family ties with the carpet-weaving children. A similar strategy was applied successfully in the soccer ball project that began implementation before the carpet project and, subsequently, in the surgical instruments project.

- e. **Space for Innovation:** The "Ergonomic" loom developed by the Carpet project caters for the weavers' health and reduces hazards associated with the carpet weaving. The new loom makes the work less hazardous for children who cannot be withdrawn from the sector. These looms have been installed by the project at 30 model workplaces and are under constant review for possible technical improvement and economy in its manufacturing cost. ILO-IPEC is supportive of such innovative technical advances.
- f. **Mainstreaming:** Child labour as an issue cannot be addressed in isolation but needs support and commitment from a multiple number of institutions for mainstreaming child labour. Pakistan Bait-ul-Maal (PBM) was first involved as a major partner in the EC funded project for Combating Abusive Child Labour. Under the Project, the PBM initially established 18 NFE centers which were not only owned by PBM after the completion of the project but it increased the number to over 100 NFE centers. This is a positive initiative for sustainability since PBM is also committed to accommodating those working children who have been affected by the introduction of Convention 182 (worst forms of child labour-WFCL), through a Ministerial Decree.

Significant financial contribution from employer's organizations in some projects is another example that has become a recognized tradition now (SCCI, PCMEA and SIMAP). This is an approach which needs to be further promoted. Employer's Federation of Pakistan (EFP), for instance, is one of the oldest partners of ILO-IPEC and may agree to a similar commitment in the future as well.

Another successful experience of mainstreaming is by the Sialkot Chamber of Commerce and Industries (SCCI). From the very beginning, the soccer ball project involved manufacturers and exporters in efforts for the elimination of child labour from this sector. ILO-IPEC under the Soccer Ball Project established an, Independent Monitoring Association for Child Labour (IMAC) that has the overall objective of preventing and eliminating child labour in the production of soccer balls in Sialkot district. Subsequently, ILO-IPEC transferred complete knowledgebase of child labour monitoring system, staff and equipment to IMAC. The child labour monitoring system is targeting all the manufacturers engaged in production, assembling and manufacturing/stitching of hand and machine-made soccer balls to bring them into the monitoring net. IMAC has ensured the membership of more than 90% of all manufacturers involved in soccer balls export.

Additionally, most of the smaller contractors are still being recruited as members. The members of IMAC are formally bound not to employ children in their businesses.

Mainstreaming of child workers who received NFE, into formal schools has been an important feature of ILO-IPEC interventions, particularly for the projects, during their second. This linking-up has been, however, a responsibility of the project-implementing partners so far. ILO-IPEC is presently working on the establishment of a permanent system in order to continue this link between the NFE centers and formal schools through the involvement of the representatives of the formal education authorities, NFE teachers and communities after projects are finalized.

Similarly, pre-vocational, vocational training and career counseling are some of the social protection packages, which are relatively more recent elements of the ILO-IPEC interventions. It is possible, therefore, that the implementing partners may not get enough time to improve the related strategies from this experience. For example, the selection of skills for vocational training, both for boys and girls may need further understanding of the overall trends and opportunities in the job market at the immediate geographical environments. Vocational training in line with the needs of industries is even more relevant now due to the extension of coverage to children of up to the age of 17 years engaged in hazardous work. The older working children (15-17 years) may need to be prepared for mainstreaming sometimes in the same sectors of work (albeit under safer working conditions) from which they were withdrawn or protected originally. Through quality training and apprenticeship schemes, these children may be able to get decent work in their own localities when they are adult. This is particularly relevant for some manufacturing sectors such as the surgical, soccer ball and carpet but also some other locally concentrated industries.

- g. Forging closer working relationships:** In the implementation of larger projects, ILO-IPEC was able to develop a strong relationship with and between its partners. The interventions that were able to develop rapport with all the major stakeholders and kept them informed as well as involved in consultations, therefore, benefited more from their common interfaces. For example, most of the projects could fully involve the employers groups, trade unions, the Export Promotion Bureau and the Provincial Government Labour Department that oversees and regulates the working conditions/rights of the workers. Also fully involved were parents, community, workers' organizations, business communities and NGOs as active implementing partners, all of whom played significant roles in the success of the projects. They all reinforced each other's efforts and messages.

ILO-IPEC could successfully forge close and long-term rapport with the individual partners of CAPs. Since each of the IP has been responsible for a separate CAP, links between and among individual implementing partners, however, were not systematically facilitated during this process. It is evident that such links may be useful for collective learning in addition to reinforcing each other's work. Additionally, links with labour unions (and with other ILO-IPEC constituents) may be further facilitated/developed through ILO-Pakistan's main activities. This will further assist all stakeholders in tackling the issue of child labour from a broader perspective of job market and of overall political economy of labour.

- h. Committed and competent project management:** The success of the larger projects lies in the skills and dedication of their staff that are committed, competent, and able to see and benefit from opportunities for innovation, and ensuring networking for effective coordination between different implementing partners. Good relationship between the

partners results in sharing of the relevant information and making concerted efforts for the achievement of the project objectives. Strong coordination also manifests itself into economy in project expenditure. ILO-IPEC has successfully liaised with the staff of all projects and enabled a learning environment, resulting in more motivation by the staff of the projects, both ILO-IPEC project staff and the staff of the implementing partners.

The National Steering Committee (NSC), with the assistance of ILO-IPEC staff in Islamabad, has been actively involved and responsible for the overall core action programmes (CAPs). Through this platform, there has also been a stronger link, particularly between the federal and provincial line departments. During the preparatory phase of the Time-Bound Programme, this link was further reinforced through a series of consultations at provincial and national levels using the NSC platform. The challenge remains for ILO-IPEC is how and to what extent it can maintain the commitment gained during the last decade for benefit of the national Time-bound Programme in future. This is particularly important in the context of TBP's planned work in the six districts of Pakistan, which according to their design will work actively with the respective district governments as downstream interventions through district education planning, strengthening linkages with technical training institutions and social security and micro credit schemes for the families of working children. The upstream interventions will involve close collaboration with the Federal Government at the policy level.

CHAPTER SIX: ILO-IPEC in Pakistan- Future Perspectives

6.1 General

Over the past decade, ILO-IPEC Pakistan programmes and activities have concentrated their attention on creating an enabling environment in terms of gaining political will and mobilizing a broadly based support programme for the fight against child labour. It has also made efforts towards enhancing the capacities of its major partners.

A concrete outcome is the ratification of ILO Convention No. 182 on Worst Forms of Child Labour (WFCL by the Government of Pakistan in 2001) and subsequently, the Government requested for technical assistance from the ILO's International Programme on the Elimination of Child Labour (IPEC) in the form of a Time-Bound Programme (TBP) so that the government can fulfill its international commitment to curbing child labour under the Convention.

As a response to the request by the government, ILO-IPEC planned a preparatory phase of the TBP and developed a project document. This preparatory assistance phase aimed at generating enough information on the worst forms of child labour (WFCL) in the country. In order to develop a comprehensive Project of Support for the National Time-Bound Programme and to take immediate measures to eliminate WFCL within a determined period of time i.e., 2015, the United States Department of Labour (US-DOL) had generously contributed to this major undertaking by ILO-IPEC.

The ILO states that "The TBP concept combines sectoral, thematic and area-based approaches, linking action against child labour into national development strategies, particularly those addressing poverty reduction, education and employment promotion' (p. 71, 'A Future Without Child Labour', 2002, ILO-Geneva). Pakistan is also committed to Dakar Declaration for quality Education for All (EFA) by the year 2015. The Government of Pakistan is integrating its objectives and goals on child labour into its national policy and action plans such as the National Plan of Action 2015 and Education Sector Reforms 2002-06 (ESR). Moreover, the UN Millennium Goals have been adopted by the Government of Pakistan and integrated in these, the goals of the PRSP. The goals of the ESR action plans are also fully integrated with the relevant Millennium Development Goals i.e.: (1) Eradicate extreme poverty and hunger; (2) Achieve Universal Primary Education; (3) Promote Gender equality and empowerment; (4) Reduce child mortality; and (5) combating HIV/AIDS. The UN Millennium Summit incorporated into the Millennium Development Goals as well as the EFA goals.

The PRSP has fully mainstreamed the issue and made a clear reference to child labour as an area to address in its poverty alleviation efforts. This cumulative and integrated broader strategy is expected to have large-scale impact on the reduction of child labour in Pakistan. ILO-IPEC in Pakistan has formally signed a Memorandum of Intent recently with the World Bank assisted programme of Pakistan Poverty Alleviation Fund (PPAF) to link families of child labourers to micro-credit facilities. All these developments are providing an environment that is conducive to the successful implementation of TBP in Pakistan.

6.2 Preparatory Phase of TBP

The TBP preparatory phase, which was completed during 2002-2003 with funding from the US Department of Labour, undertook the following activities:

a. Consultations: Extensive consultations were carried out at seven different targeted locations across the country with the relevant Government bodies, representatives of workers and employers' organizations and NGOs. Through tri-partite consultations, a national list of 29 hazardous occupations for children under the age of 18 years was developed under the guidance of the Ministry of Labour. Following this, the stakeholders identified six additional hazardous sectors for priority actions for ILO-IPEC. These sectors include tanneries, coalmines, surgical instrument, rag pickers, and deep sea fishing.

b. Baseline Surveys/Rapid Assessments: Based on the list of hazardous occupations, further consultations were carried out to reach an agreement on fewer, but priority areas or occupations. Six such areas were identified for further research at various locations. The following baseline surveys and rapid assessments were conducted:

- Tanneries (district Kasur in Punjab province)
- Coal Mines (district Chakwal in Punjab province)
- Surgical Instruments manufacturing (district Sialkot in Punjab province)
- Glass-Bangle Making (district Hyderabad in Sindh province)
- Rag-pickers (Lahore, Quetta and Peshawar cities)
- Deep-Sea Fishing, Sea-food Processing and Ship-Breaking (6 towns of Balochistan coastal belt, mainly in the Gwadar district).

The researches and policy review helped ILO-IPEC to develop a comprehensive TBP Project Document and formulate Action Programmes related to each of the six hazardous and worst forms of occupations.

c. Policy Review: In order to determine the extent of the enabling environment that exists already in the country, a review of various national policies including education, labour laws concerning children and their enforcement, Poverty Reduction Strategy Paper (PRSP), Local Government Ordinance, resource mobilization, mapping of ILO-IPEC partners capacity, etc. was carried out.

d. Capacity Building of Partners and Awareness raising of the General Public: A number of workshops and consultations were conducted for sensitization and orientation of various stakeholders on the Time-Bound Programme and on WFCL.

6.3 National Time-bound Programme (TBP Project)

The new initiative of ILO-IPEC i.e., Project of Support to the National TBP, has started for a duration of four years and focuses on child labour in the six hazardous work sectors: that were covered by the base line studies and rapid assessments, referred to earlier. The United States Department of Labour (USDOL), which has already committed the major portion of the ILO-IPEC projects so far in Pakistan, allocated an initial amount of US\$ 4,008,360 for the implementation of the Time bound Programme.

In implementing the ILO-IPEC programme, stronger linkages will now be forged under the TBP project, between the community groups and the District Zakat Committees, credit providers, formal schools and vocational training centers. District Coordination Committees

with representation from key stakeholders are also being organized. Linkages and synergies will be developed with other organizations (with UN agencies in the context of UNDAF) working in similar areas in the districts, in order to benefit from the cumulative impact of each other's efforts.

The TBP projects provide ILO-IPEC and its partners with an opportunity to build upon the experience gained and lessons learnt through implementation of its numerous interventions during the last decade. Some of the TBP projects focus on new work sectors, and some of the geographical locations where ILO-IPEC has no previous experience such as Gwadar district of the Balochistan Province. This also mean dealing with some new partners who have not been involved in the implementation processes followed during its first decade. It will be a major challenge for ILO-IPEC to use its past experience for the maximum benefit of interventions related to the TBP projects during its second decade in Pakistan.

CONCLUSION:

As the case is for all development initiatives, donor or national resources, the set of international agreements, or the national legislative measures and the commitment of governments alone would not be enough to completely eradicate the child labour menace. The collective efforts to eliminate child labour in any given country must be based on a combination of all these. In addition, ILO-IPEC cannot address all the issues related to child labour in Pakistan on its own. ILO is reliant on the active involvement and participation of its tripartite constituents and all partners that concern themselves with the well being and development of children.

Over the past decade, ILO-IPEC has assumed the role of a catalyst. It has provided technical assistance to the Government of Pakistan and its partners in the development of plans, policy reviews, and has been making efforts to integrate child labour concerns in the development plans of the Government. Since 1994, ILO-IPEC has also managed successfully to facilitate the enhancement of the capacity of government institutions. ILO-IPEC made relentless efforts to make policy makers, opinion leaders and influential people, as well as the general public, aware of the social evils of worst forms of child labour and attempted to highlight the detrimental effects of child labour on overall development issues and trends in the country.

This report is an attempt to document in more detail, ILO-IPEC's efforts in the country, the partnerships ILO has forged, its achievements over the past decade and most importantly the impact of all the activities that have been carried out. The most visible and concrete achievement in the past ten years is the sustained commitment of the Government of Pakistan, the strong partnership that has been formed among ILO's constituents, and the number of children who have benefited from the collective efforts of all partners.

The results achieved and documented in this report provide ILO-IPEC and all its partners, with renewed energy and fervor to continue their efforts towards the eventual elimination of child labour in Pakistan.

August 2005

Pakistan