



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Project of Support to the National Time Bound Programme on the Worst Forms of Child Labour Pakistan

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**An independent mid-term evaluation by a team of external
consultants**

December 2007

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants¹. The field mission took place in December 2007. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

¹**Ms. Samia Raoof Ali**

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Acronyms

APSO	Action Programme Summary Outline
BLCC	Basic Learning Community Centers (NGO)
BLS	Baseline Survey
CCB	Citizen Community Board
CIWCE	Center for Improvement of Working Conditions and Environment
CRC	Convention on the Rights of the Child
CTA	Chief Technical Adviser
DCC	District Coordination Committee
DCO	District Coordination officer
DED	Design, Evaluation and Documentation Section of ILO/IPEC
DEP	District Education Plan
DG	District Government
DPNet	Development Policy Network
ECA	Employment of Children Act
EDO	Executive District Officer
EFA	Education for All
EI	Education Initiative
ESR	Education Sector Reforms
FBS	Federal Bureau of Statistics
GoP	Government of Pakistan
ILO	International Labour Office
IPEC	International Programme on the Elimination of Child Labour
ITA	Idara-e-Taleem-o-Agahi (NGO)
LFA	Logical Framework Analysis
LFS	Labour Force Survey
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NFE	Non-formal Education
NGO	Non-government Organization
NORAD	Royal Norwegian Development Agency
NIPA	National Institute of Public Administration
NRSP	National Rural Support Programme
NSC	National Steering Committee
NWFP	North West Frontier Province
OSH	Occupational Safety Health
PBM	Pakistan Bait-ul-Maal
PCMEA	Pakistan Carpet Manufacturers and Exporters Association
PPAF	Pakistan Poverty Alleviation Fund
PoS	Project of Support to the National Time-bound Programme on WFCL
PRSP	Poverty Reduction Strategy Paper
RA	Rapid Assessment
SIMAP	Surgical Instruments Manufacturing Association Pakistan
SME	Small & Medium Enterprises
SPF	Strategic Programme Framework
SPIF	Strategic Programme Impact Framework
SPO	Senior Programme Officer
SRSP	Serhad Rural Support Programme
TBP	Time Bound Program
TF	Tarqee Foundation (NGO)
UN	United Nations
UNICEF	United Nations Children's Fund
US DOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

Acknowledgements

In Memory of Late Dr. Christopher Hermann

Special acknowledgement is due to the late Dr. Hermann, team leader of the MTE Evaluation Mission of February 2007. He had in-depth knowledge of development work, and held a very high view of the Project of Support to the National Time-bound Programme on the Worst Forms of Child Labour in Pakistan. He thoroughly understood the challenges of the Project and was extremely impressed with its District Model interventions. Dr. Hermann summed his views succinctly, while presenting the assessment at the National Stakeholder Consultations in Islamabad, as he remarked:

“While on the surface this (project) looks just one other project targeting a specific group of poor children and their families, this Project is far more than this....”

I would like to acknowledge the role played by Dr. Hermann in evaluating the Project of Support. All discussions, consultations and the views of Dr. Hermann are incorporated in the report. I found him to be a thorough professional and above all a gentle soul.

– Samia Raoof Ali
January 2008

Process of Mid-Term Evaluation:

In February 2007, ILO first commissioned the Mid-term Evaluation (MTE) of the Project of Support to the National Time-bound Programme on the Worst Forms of Child Labour in Pakistan. To carry out the MTE, the ILO commissioned a team of consultants, comprising Dr. Christopher Hermann (Team Leader) and Ms. Samia Raoof Ali. The MTE was carried out during the period 5-16 February 2007.

The consultants reviewed the project documents, held discussions with the project management, implementing agencies, stakeholders, and direct beneficiaries. The evaluation team also held extensive meetings with government officials of relevant ministries at the federal and provincial levels, workers and employers federations, representatives of international agencies, district governments' elected representatives and officials. The evaluation team also carried out field visits to project interventions sites, NFE centers, and held discussions with the target children at NFE centers, teachers of NFE centers, mothers groups, siblings of child labourers, community groups, and Citizen Community Boards. In addition two district level stakeholder meetings were carried out in target districts of Hyderabad and Sialkot, and one national level stakeholder consultation was held in Islamabad.

However, due to Dr. Hermann's protracted illness and his subsequent passing, the MTE report could not be completed. Consequently, in November 2007, the ILO again commissioned Ms. Samia Raoof Ali (member of initial MTE team) and assigned her to complete the MTE Report. In order to facilitate this work, another national level stakeholder workshop was also organized to fill any information gaps in the finalization of the MTE report.

*This report consists of the findings of the MTE carried out in February 2007 and subsequently in December 2007. **The project period under review is from October 2003 till February 2007.***

The report is based on four sections. The Section I consists of "Introduction" and the "MTE methodology".

Section II, comprises of findings in three parts:

- *Design and Relevance;*
- *Effectiveness, Implementation and Achievements; and*
- *Efficiency and Programme Performance*

The Section III discusses "Replicability and Sustainability". The report concludes with Section IV, in which "Conclusions and Recommendations" and the "Final Word" are presented.

SECTION I

1. INTRODCUTION

In 1994, Government of Pakistan signed a Memorandum of Understanding with the ILO to start the International Programme on the Elimination of Child Labour (IPEC) activities in the country. Subsequently, in 2001, the Government of Pakistan ratified ILO Convention 182 and requested technical assistance from the ILO's International Programme on the Elimination of Child Labour (IPEC) to assist the Government in fulfilling its international commitments under the Convention. The first support to Pakistan was a preparatory phase to generate sufficient information to initiate the development of a comprehensive National Time-bound Programme² (TBP) to take immediate measures designed to eliminate the Worst Forms of Child Labour (WFCL) within ten to fifteen years and to provide the basis for the design of the first interventions in support of the National time-bound Programme (TBP) on the Worst Forms of Child Labour in Pakistan.

In this background, the partners from government, employers' and workers' groups, non-governmental organizations and civil society have been actively involved in the formulation of the national TBP strategy under the Strategic Programme Framework, as also referred in the project document. Stakeholders' involvement in the entire process is to ensure commitment to, and responsibility and accountability for the various programme components. The existence of National Policy and Plan of Action to Combat Child Labour (NPPA-CL) and the consensus of the stakeholders on broad strategy were the two aspects on which the Project of Support relied upon. However, one challenge that the NPPA-CL faced was its ambitious and un-realistic targets, as it set 2005 to eliminate the worst forms of child labour from the country.

In this backdrop, the Project of Support (PoS) to the national time-bound programme on worst forms of child labour was initiated in Pakistan in October 2003 with the financial assistance of the US Department of Labor (US \$ 4 million). Initially it was for four years, but subsequently it has been extended for one more year to be concluded in September 2008. It is important to mention here that the project was designed after an exhaustive preparatory phase, which helped the ILO in developing national ownership of the project.

1.1 MTE Methodology

The Design, Evaluation and Documentation Section of IPEC Geneva has commissioned the mid term evaluation of the Project of Support to the National Time-bound Programme on Worst Forms of Child Labour. The evaluation process commenced with a detailed briefing from ILO Geneva, and subsequently with the donor of the project, US Department of Labor. A comprehensive desk review of various documents including, the project document, Technical Progress Reports, Action Programme Documents, and other relevant document, was undertaken.

Detailed discussions were held with the Director of the ILO Islamabad Office, and the project management consisting of Chief Technical Advisor, IPEC Pakistan, and the senior programme officer. The evaluation team also held numerous meetings with government officials (federal, provincial, and district), UNICEF, Save the Children UK, US Embassy in Islamabad, representatives of employers and

² IPEC has developed **Time Bound Program (TBP)** methodology to help host countries in the elimination of worst forms of child labour. TBP is essentially a strategic program framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in a given country within a defined period of time. It is a *Nationally owned initiative* that emphasizes the need to address the root causes of child labor, linking action against child Labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (USDOL) has elaborated this concept based on previous National and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL. More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabor>

workers organizations, project partners/stakeholder and direct beneficiaries. The evaluation team visited Rawalpindi, Hyderabad, Sialkot, Karachi, Quetta, Lahore and Islamabad to review project interventions and conduct meetings with the stakeholders.

During the field mission to the project sites, the evaluation team visited the project established Non-Formal Education (NFE) and Literacy centers, held discussions with former child workers and their siblings at NFE centers, NFE teachers, mothers groups, members of the community groups, district government officials, local councilors, activists, vendors, and staff of partner organizations.

Moreover, the evaluation team held detailed discussions with Federal Secretary, Ministry of Labour, Provincial Labour Secretaries from Governments of Punjab and Balochistan, Secretary General, Pakistan Workers Federation, President, Employers Federation of Pakistan, and heads of implementing partner NGOs (NRSP, Taraqee Foundation, Sudhaar, BLCC, and ITA). This report is based on the above mentioned desk review, meetings, field visits, group discussions and stakeholder workshops as per the following:

- February 2007: Hyderabad, Sialkot, Islamabad, Karachi, Quetta, Rawalpindi, Lahore
- December 2007: Lahore

Key Point: The evaluation team would like to draw attention to the stakeholder workshop programme for Lahore (Annex-A). As part of the evaluation methodology, an interactive workshop was highly useful to receive collectively the stakeholders' views about the strengths and weaknesses of the project.

It is pertinent to mention that both the district officials and partner NGOs, from each target district, participated as one entity and collectively presented their POS TBP (project of support to TBP) project in a seamless manner. It was refreshing to see common understanding and motivational spirit between the district officials and the NGO partners on the issue of WFCL. District officials demonstrated the ownership of the project interventions and candidly discussed their limitations and suggested ways to overcome government constraints.

This workshop for the first time also gave an opportunity to the district officials and partner NGOs from all the POS TBP target districts to come together for sharing and learning from each other's experiences. It was also for the first time that the federal officials got an opportunity to interact with **POS TBP** target district officials on the Project interventions. This interactive workshop environment generated quality discussions about the POS TBP Project both at the community, district and policy levels. This was greatly better than any one to one typical discussions and meetings that are mostly devoid of such quality of dialogue about any projects interventions. The participants found this to be a very useful experience of sharing and learning.

The evaluation team has benefited immensely from this dialogue to have a better understanding of the POS TBP project interventions and would like to recommend similar workshops for any kind of evaluation of development projects.

SECTION II

2 PROJECT DESIGN AND RELEVANCE

The Project of Support (PoS) is attributed as highly demand driven and home grown interventions from ILO in response to the actions and request of the Government of Pakistan to eliminate the worst forms of child labour from the country. PoS was preceded by an exhaustive preparatory phase to lay the foundation for POS TBP interventions and develop its ownership. The following were the two stages:

- Preparatory Phase of the National Time-bound Programme on WFCL, therefore
- Project of Support (PoS) to the National Time-bound Programme on WFCL

2.1 *Preparatory Phase of the National Time-bound Programme on WFCL*

In 2002, the National TBP Preparatory Phase was designed to undertake four broad tasks: (i) Consultations; (ii) Baseline Surveys and Rapid Assessments; (iii) Policy Review; and (iv) Capacity Building and Awareness Raising of Social Partners. The major activities included the mobilization of political and social commitment, development of adequate databases, undertaking in-depth policy research, and consultations on the formulation of the initial framework for Pakistan's National TBP. These measures have helped towards creating an enabling environment for the formulation and implementation of the National TBP. Similarly, baseline and rapid surveys on various worst forms of child labour have been used to design direct interventions on prioritized worst forms of child labour (WFCL). Through consultations, a national list of hazardous work for children (below 18 years) was identified. In this regard, the Ministry of Labour, based on tripartite consultations, developed a list of 29 of the most hazardous occupations for children (in Dec 2005, total hazardous occupations were raised to 34 and made part of Employment of Children Act 1991.). Of these occupations and processes, six sectors (see table on next page) and geographical locations were identified jointly with the Ministry of Labour and ILO's social partners to be addressed on a priority basis in the Project of Support.

Subsequent to the national demand, four base line surveys³ and two rapid assessment studies⁴ were carried out in these prioritized hazardous sectors. These baseline surveys provided specific estimates of WFCL in the targeted sectors and geographic locations. These also gave useful information about the dynamics of the problem and required targeted actions. The following table provides the numbers of WFCL identified in each of the target sectors:

	Prioritized Hazardous Sector	District	Province	WFCL Girls	WFCL Boys	Total WFCL
1	Glass Bangles	Hyderabad	Sindh	2,806	6,778	9,584
2	Deep Sea Fishing	Gwadar	Balochistan	0	2,478	2,478
3	Rag-pickers	Rawalpindi/Islamabad	Punjab/ Islamabad	263	3,237	3,500
4	Surgical	Sialkot	Punjab	0	5,133	5,133
5	Leather Tanning	Kasur	Punjab	0	717	717
6	Coalmining	Chakwal/ Chirat/Shangla	Punjab/NWFP	0	357	357

³ Base Line Survey on the Worst Forms of Child Labour in Glass bangle Industry in District Hyderabad
Base Line Survey on the Worst Forms of Child Labour in Surgical Instrument Industry in District Sialkot
Base Line Survey on the Worst Forms of Child Labour in Leather Tanning in District Kasur
Base Line Survey on the Worst Forms of Child Labour in Coal Mining in Chakwal and Cherat

⁴ Rapid Assessment on the Worst Forms of Child Labour in Rag-picking
Rapid Assessment on the Worst Forms of Child Labour in Deep Sea Fishing, Sea Food Processing and Ship Breaking

In addition, the TBP Preparatory Phase also carried out policy reviews on the newly established local government system and the education policy to examine the enabling environment to design project strategies. However, one of the important aspects during the TBP preparatory phase was a high-level stakeholders' consultation to identify the Strategic Programme Framework (SPF) at the country level for the elimination of the WFCL. The SPF clearly identified broader interventions for the Project of Support (PoS) to the National Time-bound Programme on WFCL, as given below:

	Major Areas	Linkages with Policies, Strategies, Legislations
1	Education and Vocational Training	Linkages with National Plan of Action EFA 2015 and Education Sector Reforms
2	Awareness Raising and attitudinal changes	Linkages with Communication Strategy & Media
3	District government for good governance	Linkages with Local Government Ordinance 2001 bringing in District Devolution Plan
4	Child Labour monitoring system	Linkages with Employment Act 1991
5	Enforcement of legislation on child labour	Linkages with Employment of Children Act 1991, ILO Convention 182 and the need to amend the legislation to bring it in conformity with C 182
6	Empowerment of Families	Linkages with Poverty Reduction Strategy

All these measures contributed in the design of the Project of Support (PoS). This clearly indicates that the PoS is a demand driven project, and ILO has ensured that the project remains a home-grown one to keep the ownership strongly entrenched among the national stakeholders.

2.2 Project of Support to the National Time-bound Programme on WFCL:

The Project design has taken into account strategies identified in the Government of Pakistan's National Policy and Plan of Action to Combat Child Labour, Poverty Reduction Strategy Paper-I (PRSP), and National Plan of Action on Education for All. The design clearly resonates to the needs identified by the national stakeholders to eliminate WFCL from Pakistan. It operates at the national level to strengthen the enabling environment, and at the target districts aiming at six prioritized hazardous sectors to demonstrate how child labour in the worst forms of labour can be eliminated following the time-bound Approach. Both these components mutually strengthen and support each other, as these are logically designed and are well intertwined. The project explained that it was envisaged that the success of direct interventions at the field level will enable resource generation at the national and international levels to scale up the interventions.

The strength of the PoS is its spread from policy to community level, a blend of up-stream and down stream interventions. The two-pronged focus of the PoS can be articulated in the following table:

Component 1	Strengthening the enabling environment supporting the elimination of the worst forms of child labor	This component focuses on promoting change in the policy and enabling environment through which progress can be made in eliminating the worst forms of child labor. This work links with key issues identified in the National Policy and Plan of Action. It includes work on promoting child Labour in National and local policy frameworks, improving the knowledge base, harmonizing and enforcement of laws, awareness raising and advocacy, and building the capacity of stakeholders.
Component 2	Targeted, direct interventions to tackle the worst forms of child labor	This component involves direct targeted interventions in six sectors identified by the National Plan of Action as priority areas for the elimination for child labor. Through programs in these areas the project aims to remove children from the Worst Forms of Child Labour and prevent other children entering such work. The intentions is that these interventions provides models which can be use elsewhere by Government at National and local level in their own efforts to implement the National Plan of Action and eliminate the worst forms of child labor.

3.3.1. Key Strategies:

The Project of Support is based on the following set of eight key strategies, targeting the policy and community level interventions:

- National Knowledge-base
- Legislation and Policy
- National Education Framework & WFCL
- Awareness
- District Governments
- Child Labour Monitoring Mechanism
- Social Safety Nets
- Education and Vocational Skills Training.

3.3.1. Logical Frame-Work:

The Development Objective of the Project is the “Elimination of Worst Forms of Child Labour”. Towards this goal, it contributes through various immediate objectives and outputs. It is clear that most of the immediate objectives (six out of total eight) are focused at policy interventions both at national and district levels. On the other hand, only two immediate objectives are aimed at direct community level interventions. In other words, it is evident that the PoS design is not a mere service delivery but a good combination of policy programme interventions and targeted service delivery measure. However, the project design does not pay attention to government structures at the provincial level. It is an important tier, as it provides policy directions and financial resources to the districts development plans. The objectives, outputs and activities are crisply articulated and logically interlinked. Moreover, the indicators are well defined and relevant to the respective objectives.

This innovative design to work both at policy and community levels can be considered as one of the main strengths of the project’s conceptualization. Moreover, the design of the project targets the then newly established district governments and aims to involve them to address the issue of WFCL. This indicates the boldness of the design effort and also the fact that the project design attempts to keep

mainstreaming of its interventions in-focus right from the beginning, thus setting a higher level of goal and calculated risk to the project implementation.

The uniqueness of this project lies in the sophistication of its preparatory phase, as it created a conducive environment and provided a sound basis for the implementation of the project. The extensive involvement of the diverse stakeholders seems to have developed local ownership of the interventions and the PoS can be considered as a home-grown project.

3.3.1. Coordination:

The Project of Support design also pays attention to coordination with other ILO-IPEC on-going interventions and those by other development agencies. It has envisaged working in tandem with ILO-IPEC ongoing interventions in the surgical sector. Thus, the PoS further builds on and strengthens the ILO-IPEC's Italian funded project in the surgical sector in Sialkot district. Moreover, PoS also envisaged working closely with the ILO-IPEC Media Project funded by the Norwegian Government.

In addition, the PoS design compliments with US DOL funded Education Initiative through Save the Children UK in District Kasur to target WFCL in the leather tanning industry. Save the Children UK is focusing on children of 5-14 years of age working in leather tanning. Keeping this factor in consideration, the PoS only targets children of 15-17 years working in the leather tanning – thus avoiding duplication of effort.

3.3.1. Management Structures:

The tri-partite National Steering Committee, chaired by the Federal Secretary, Ministry of Labour has been envisaged as the overall supervisory mechanism to the Project of Support. The project's management structure, however, consists of one chief technical advisor (CTA), one senior programme manager (the actual designation of the staff is senior programme officer), and assisted by programme support, finance and administrative support staff. The CTA's role has been envisaged to provide technical guidance to the PoS and also to all other US DOL funded projects in Pakistan. The position of CTA has been co-funded equally from the US-DOL funded Carpet Project and the PoS. Moreover, the CTA has been entrusted to deliver policy level work. Similarly, the senior programme officer was entrusted to manage the direct interventions at the district level. However, in reality the CTA and also the SPO have provided strategic guidance and technical support to other non US DOL funded initiatives and projects (e.g. EC Child labour Project, SDC funded Education project, Norwegian Funded Media Project)

2.3 *The Collaborating Institutions*

Field interventions have been extensive and various partners are engaged to implement the project activities, whereas at the policy level efforts have also initiated. In February 2007, the evaluation team was informed that a consultant has been engaged to start the preparation of national time-bound programme on WFCL.

On the other hand, the PoS made quantum efforts in its field operations in the target districts. It has made elaborate efforts to select the partner organizations for its field activities. These implementing partners (NGOs) have been well selected. The selection of partner NGOs for the implementation of each action programme pertaining to different sectors of WFCL was an important task at the onset of the project. The tri-partite National Steering Committee (NSC) chaired by the Ministry of Labour in its meeting in early 2005 not only endorsed the selection criteria for partner organizations but also endorsed the list of potential agencies to be considered for the implementation of the field activities. Subsequently, under the guidance of NSC, the project management through an intricate process identified and selected implementing agencies for the target six hazardous sectors.

The following table indicates various implementing partners at multiple levels:

Interventions		Collaborating Institutions
Policy Level Interventions	1	Creation of Knowledge Base
		Development of National Time-bound Programme on WFCL
		Review of Laws on Child Labour
		National Education Plan and Child Labour
		Awareness through Electronic Media
Community Level Interventions		Child Labour Intervention in Surgical (District Sialkot)
		Tanning (District Kasur)
	2	Glass Bangles (District Hyderabad)
		Rag-picking (District Rawalpindi)
		Deep Sea Fishing (District Gwadar)
		Coal Mines (District Shangla)

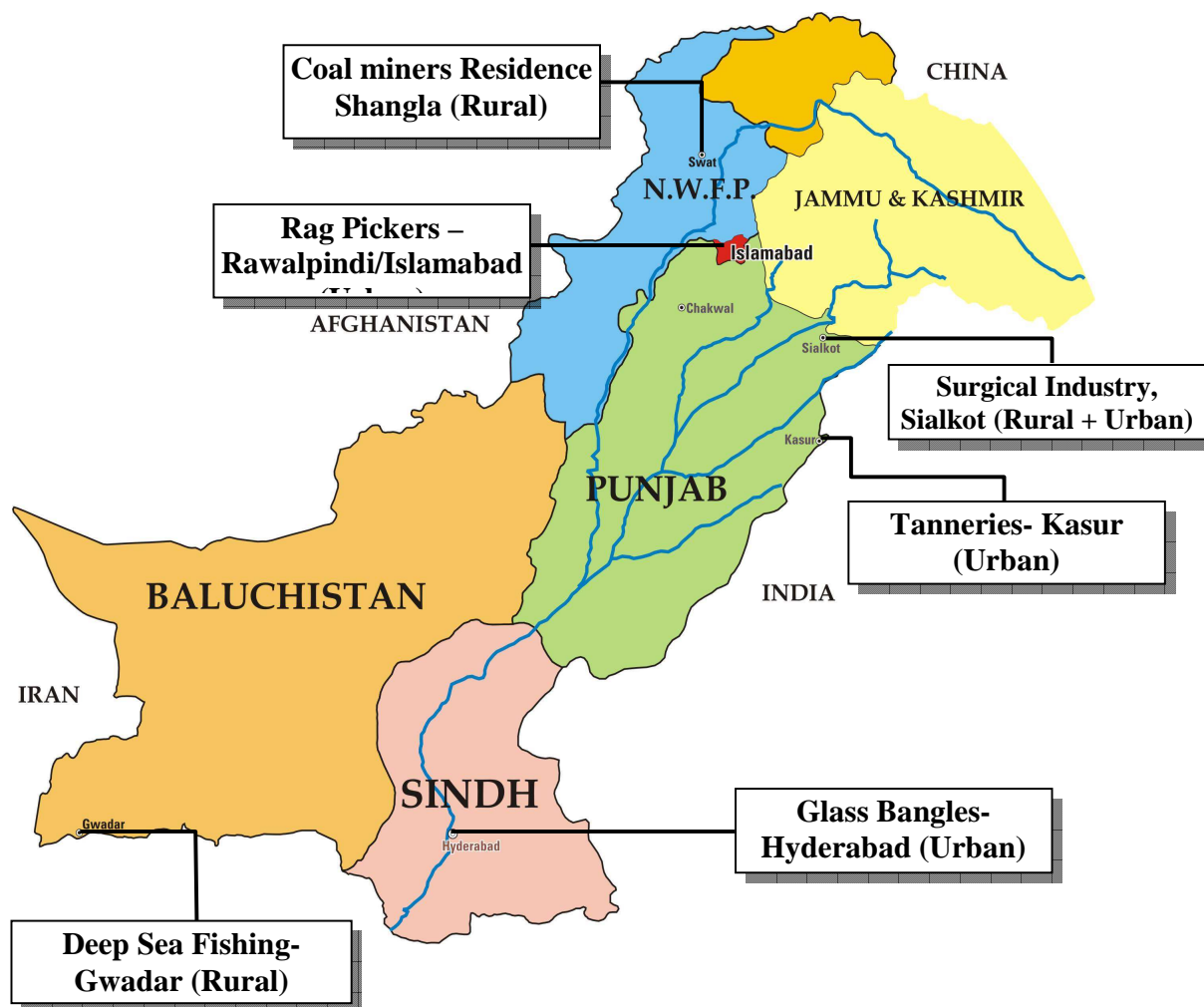
On awareness raising, the project has also engaged Pakistan Workers Federation, and Employers Federation of Pakistan. In addition, the project also provided some assistance to the Pakistan Central Mines Labour Federation in Balochistan to create awareness on child labour issues.

2.4 Geographical Spread

The geographical spread of the project is evident from the map given on the next page, clearly indicating the wide spread of the field interventions. These interventions have a presence in each of the four provinces of the country, ranging from the coastal district of Gwadar in the extreme south close to the Iranian border and to the mountainous District Shangla in the north. Also the field interventions have rural, urban, and semi-urban context and socio-cultural diversity. The project management, while realizing these challenges, has provided extensive training and orientation to the partner NGO staff and subsequent technical backstopping. The evaluation team finds this technical backstopping by the project management to be an accomplishing task, as it helped build the capacity of these NGOs to holistically attempt to tackle the issue of worst forms of child labour. Many partner NGOs have clearly identified and appreciated the role of technical supervision and guidance provided by the PoS TBP national staff.

The PoS achievements reflect the implementing agencies have well understood the TBP methodologies and concepts, as designed in the project document. At the same time the results-based implementation requirements of the project have also contributed in securing the results achieved at the district level.

Project of Support – WFCL Target Areas



3. EFFECTIVENESS - ACHIEVEMENTS AND IMPLEMENTATION OF THE PROJECT

The two major components of the Project of Support are spread between policy and community levels in its efforts to assist the National Time-Bound Programme on WFCL. Under Component 1 (policy level) there are four immediate objectives that deal with national policy and two immediate objectives with the district policy, with fourteen combined outputs. The Component 2 (community Level) has two immediate objectives with a total of nine outputs.

The components together address the following eight key strategies:

- National Knowledge-base
- Legislation and Policy
- National Education Framework & WFCL
- Awareness
- District Governments
- Child Labour Monitoring Mechanism
- Social Safety Nets
- Education and Vocational Skills Training

Overall the Project of Support has proven its effectiveness as it succeeded in translating international commitments of the Government of Pakistan into successful and concrete targeted field interventions to address the worst forms of child labour (WFCL). The Project has created a replicable model to address WFCL at the district level, described as the “**District Model**”. This model has been acknowledged and appreciated by government, employers’ and workers’ organizations and partner NGOs. In fact, many of these NGOs (for example NRSP, TF, SRSP) shared that this experience has helped them learn new lessons, such as how to engage district authorities to enhance the impact of community level interventions. Similarly, the district officials have also acknowledged the role of the project in establishing healthy partnership between the district government and the NGOs to achieve better results, both at district policy and reaching the vulnerable population. The project is now strategically placed to make headways at the policy level interventions. Therefore, it must make all efforts to translate gains made at the district level towards the policy level.

In the remaining part of this section, achievements against each immediate objective/key strategy are analyzed separately.

3.1 *Project Steering Forums*

The Project of Support is being supervised by the tri-partite National Steering Committee (NSC), chaired by the Secretary, Ministry of Labour, Manpower and Overseas Pakistanis. Moreover, the project has developed a useful mechanism to roll out the district component, by gaining support of the target district governments, and getting District Coordination Committees on WFCL/CL established. These district forums have been constituted and notified by the target district governments, chaired by District Nazim or District Coordination Officer. These forums also have tri-partite membership and the POS TBP implementing partners provide necessary support.

Since 2003, the NSC has only met once. This meeting took place in early 2005 where it gave approvals of selection criteria and identification of potential implementing partners for the project. However, not many efforts took place afterwards to assist the Ministry of Labour in convening the subsequent meeting of the National Steering Committee. Perhaps, in this regard, the project could have taken a more proactive stance by involving the ILO Office to lobby with the ministry directly and also by involving the Pakistan Workers Federation and Employers Federation of Pakistan. Both of these powerful bodies are also represented in the National Steering Committee. However, the MTE could not find any

evidence indicating that the project made an attempt to influence the Ministry to hold regular NSC meetings.

On the other hand, the DCCs in each of the target districts have been convened frequently to provide necessary support to the project's field interventions and to help overcome the bottlenecks.

3.2 National Knowledge Base (Objective 1)

The project has been making various steps to include cohort 5-9 years into the national level data collection instruments, however, it has yet to demonstrate substantial results vis-à-vis the first indicator. The evaluation team meetings with senior officials of the Federal Bureau of Statistics (FBS) only indicate that they are pre-occupied with their regular work and no substantial cooperation between the project and the FBS could yet materialize. This has created a challenge. Nonetheless, the effort of lobbying with the FBS is clearly visible as they agreed to the need to work on the second national child labour survey given the availability of time and the resources. Similarly, on the second indicator to produce policy research, the project has yet to make any progress. However, the project maintains that it is documenting the various results coming out of the field operations and will publish these in the remaining project period.

3.3 Legislation and Policy (Immediate Objective 2)

This objective focused at ensuring that an improved policy and legislative framework would be available. The Ministry of Labour is in process to consolidate and harmonize around 70 national labour laws into six; this also includes the Employment of Children Act 1991. Moreover, the labour inspection, which is a provincial subject, has also been restricted by the respective provincial governments. The project maintained that this created multiple challenges for its corresponding interventions. It was further shared that the project managed to continue lobbying at the policy level by participating in policy discussions, and to promote the issue of worst forms of child labour. Nonetheless, the evaluation team felt that the project could have initiated its technical assistance to the Ministry of Labour to help revise the Employment of Children Act 1991.

While looking at the second indicator of this objective, the project has already developed the Terms of Reference and hired a consultant to work on the development of the draft National Time-bound Programme on WFCL. Once the draft TBP document is ready, the evaluation team was informed that it would be shared with the Ministry of Labour for inputs, revisions and subsequent tri-partite consultations. Although, this intervention is delayed by at least 18 months, it appears that the project is on the right track to accomplish the development of National TBP in the remaining period of the project. It appears that the need to develop the National TBP is more supply driven (project target) than the demand driven. Moreover, the multiple changes of the Secretaries of the Ministry of Labour slowed the pro-active approach of the Ministry which it had till 2003. This relatively reduced interest is also evident from the fact that the Ministry could only hold one meeting on the National Steering Committee on Child Labour. However, vigorous efforts are required to roll-out this intervention in a meaningful way. The evaluation team felt that given the sophistication of the project approach and innovative field interventions the project management must provide technical guidance and work closely with the Ministry of Labour to develop the National TBP on WFCL.

3.3.1. NIPA & Civil Services Academy

Although, it was not intended in the project document, the project has successfully managed to introduce child labour issues in the regular training programmes organized by the National Institute of Public Administration (NIPA) for the career promotion of the senior government officials. This is a breakthrough, due to the fact that it helps to sensitize and build the capacity of a senior cadre of government officials on the issue of child labour particularly its worst forms. These senior officials then go on to take important assignments at the federal/provincial policy level and also play a vital role at the

district policy planning. In addition, the project has also introduced the WFCL issues in the training of newly inducted officers of the management cadre at Civil Services Academy.

3.3.2 PRSP-II

Moreover, the Project of Support took the initiative to mainstream child labour/WFCL concerns into the Poverty Reduction Strategy Paper (PRSP-II). It has brought together a technical group consisting of UNICEF, Save the Children UK, and couple of national NGOs to prepare a technical note suggesting measures to dovetail Child Labour/WFCL issue into the PRSP-II. It was reported that this technical note was discussed with the government, and subsequently the Ministry of Labour has officially sent it to the Ministry of Finance for incorporation into the PRSP-II. Perhaps, it was one of the significant contributions of the project, even though it was not initially planned, to help influence the PRSP vis-à-vis child labour/WFCL issues.

3.3.3 Child Labour Unit, Government of Balochistan

It is worth highlighting the PoS initiative to provide technical assistance to the Provincial Labour Department, Government of Balochistan to help establish its Child Labour Unit. The PoS has provided a consultant and ensured that the issue of Child Labour/WFCL continued to receive attention in the province. It was also useful as the project interventions in the Gwadar district received significant support from the provincial government to swiftly roll out the field activities. This technical assistance has enabled the Child Labour Unit to process the drafting of new project proposals on child labour for submission to the Ministry of Labour for funding.

3.4 National Education Framework & WFCL (Immediate Objective 3)

The third objective is “Educational and training needs of children in worst forms are reflected in national instruments on education”. It has only one indicator looking at the resource allocation for addressing the educational/training needs of child labour. The PoS management indicated that it has been taking part in the various discussions organized by the Ministry of Education to seek technical inputs from donors and the UN system. The project has managed to put together a brief technical note and communicated it to the Ministry of Education, regarding the technical and educational needs of WFCL.

More importantly, the project shared that it will engage meaningfully with the Ministry of Education to provide additional technical inputs to mainstream educational needs of children in the worst forms of labour into the national educational policy and programmes. The Ministry of Education, in their briefing in Feb 2007, shared with the evaluation team that they would look forward to receiving additional inputs from the project. The Ministry of Education did mention that in early 2004, the PoS actively engaged the Ministry to share its views on linkages between education and child labour with all the target district governments.

Although, the PoS has remained engaged with the Ministry of Education, it needs to provide substantial inputs to at least contribute towards mainstreaming WFCL concerns into the national education policy. The evaluation team feels that the Ministry is willing to receive more inputs on the WFCL from the project.

3.5 Awareness (Immediate Objective 4)

Under this key strategy the Immediate Objective 4 states “Key stakeholders (district governments, employers, workers, and community) are receptive to the development needs of child labour”. PoS has made some excellent progress against indicator 1. The project has provided substantial support through the development of content and training on WFCL to ILO-IPEC’s NORAD funded Media Project. It

took the lead role by extending extensive technical support in the development of a host of documentaries, drama, discussion programmes on child labour and particularly its worst forms in Pakistan. These media products were subsequently aired on state run television and radio channels. The PoS also carried out a host of training sessions on WFCL for the media managers. Perhaps it is due to the effective technical support that the PoS has extended to the Media Project that it secured funding from NORAD for its second phase.

However, against indicator 2, the PoS has appeared to move slowly to engage social partners (employers and workers organizations) to create better level of awareness on WFCL in the target districts. The PoS has carried out one small consultation each, separately, with Employers Federation of Pakistan and Pakistan Workers Federation at the end of 2006. These activities were aimed at receiving inputs to identify strategies for subsequent interventions. This seems to be in the right direction; however, it is rather delayed in the implementation of the project to achieve desirable results. In February 2007, the Project indicated that it will shortly design the actual interventions to be implemented by the social partners. These are the stakeholders that the project has conceived will help it to leverage more resources for the education of WFCL from the district authorities. It is important that the PoS substantially engage the representatives of workers and employers organizations in field activities.

The PoS has been observing the World Day Against Child Labour at federal and provincial levels. The implementing partners have been observing the same day at the target district level. The event that the project organized at the federal level had active participation of the federal government. Particularly on June 12, 2006 the former Prime Minister of Pakistan also met children benefiting under the rag-picker action programme, and expressed his commitment to fight child labour particularly its worst forms.

3.6 District Government and the PoS Interventions (Immediate objectives 5, 6, 7, 8)

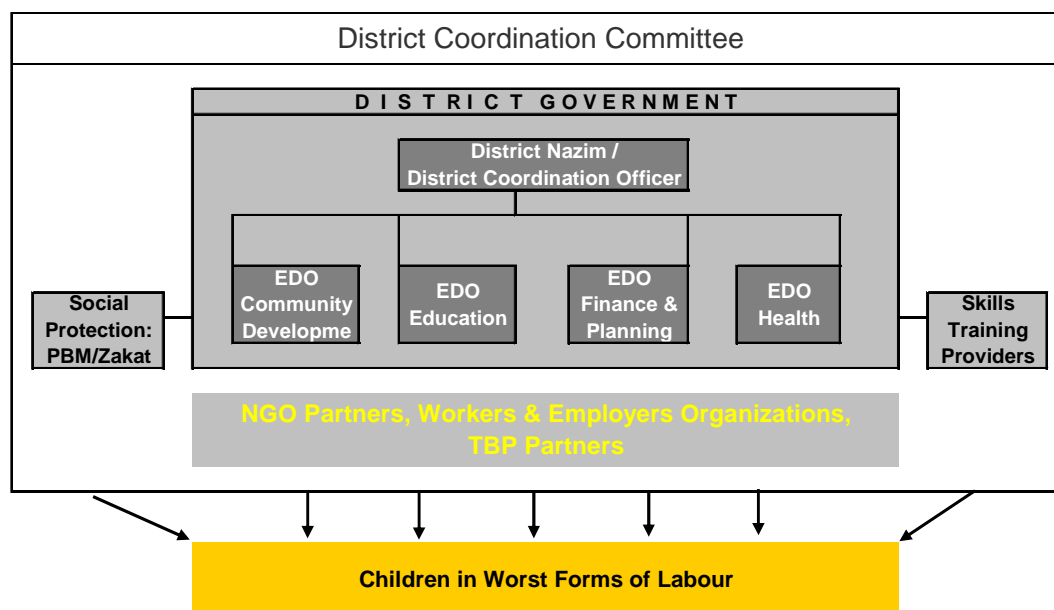
Under the above theme, the remaining four key strategies, and corresponding immediate objectives, are covered. These key strategies are targeting District Governments (IO 5 – District Policy); developing Child Labour Monitoring Mechanism (IO 6 – District Policy); linking WFCL/families with social safety nets (IO 7 – Service Delivery) and provision of education and vocational skills training services for target children and their families (IO 8 – Service Delivery).

All Action Programmes have set targets to leverage resources from the respective district governments for the educational and health needs of WFCL. In this regard, so far, the PoS managed to achieve the active cooperation of district education, district health and district community development authorities. The following sub-sections will specifically discuss the role of target district governments in the action programmes on WFCL and the Project's efforts to secure district governments' commitments and leveraging of district resources.

3.7 District Government (Immediate Objective 5)

Under the Local Government Devolution Plan 2001, District Government is the main governance system for service delivery at the local level. The district government comprises elected representatives and government officials, and headed by District Nazim (Mayor). However, it is the District Coordination Officer (DCO), a senior government official, who supervises all service delivery offices and the day to day affairs of service delivery. The PoS has built a sophisticated **District Model** mechanism - bringing together district government and its officials, line departments, NGOs, workers and employers organizations and implementing partner (NGOs), to ensure the commitment, active involvement and leveraging of resources of the target district governments and stakeholders.

D I S T R I C T M O D E L



As depicted in the model representation above, the PoS through its action programmes has managed to ensure the involvement of district government and different key stakeholders in the project activities. In all target locations District Coordination Committees (DCCs) on WFCL/CL have been established, and chaired by either the District Nazim or DCO. These District Coordination Committees have the following composition:

District Nazim/District Coordination Officer	(Chair)
Executive District Officer – Community Development	(Focal Official)
Executive District Officer – Education	(Member)
Executive District Officer – Health	(Member)
Executive District Officer – Finance & Planning	(Member)
Representative of Pakistan <i>Baitul Maal</i> (Line Dept)	(Member)
Representative of Pakistan <i>Zakat</i> (Line Dept)	(Member)
Representative of Skills Training Providers	(Member)
Representative of Workers Organization	(Member)
Representative of Employers Organization	(Member)
NGOs working on Child Labour	(Member)
PoS Partner NGO on TBP	(Member)

It is pertinent to note that the PoS has managed to get officials of Pakistan *Baitul Maal* and *Zakat* into the DCC, despite the fact that these offices are not devolved to the District Governments and are still managed from the federal level.

The evaluation team's review of the official documentation and correspondence among various target District Governments, PoS, and Implementing Partner NGOs, clearly indicate the regular meetings of the DCC in target districts and necessary actions, follow-up on various decisions to support the project's district interventions and overall WFCL/CL concerns. The evaluation team reviewed the minutes of meetings of DCC of different target districts. The evaluation team also attended two DCC meetings that took place in Hyderabad and Sialkot, which were also convened as stakeholders' workshops to review the status of the project's district interventions.

- **Stakeholders Meeting in Hyderabad:**
The DCC cum stakeholders meeting in Hyderabad was chaired by the elected District Nazim (Mayor) and attended by key district officials, representatives of workers and employers organizations, NGOs and the Project partners. This gave a first hand opportunity to the evaluation team to witness the “**District Model**” in action. Executive District Officer – Community Development (EDO-CD) presented the status of various interventions that are being carried out with the support of ILO and its partner NGO – NRSP. The District Nazim assured continued support to initiatives of the PoS in Hyderabad.

In subsequent, individual meeting the District Nazim, Mr. Kanwar Jameel appreciated the support of ILO and the US Department of Labor to build the capacity of his various officials, policy work and the direct support for the target children working in the worst forms of glass bangle making. He expressed that his district government is committed to mainstream all the children benefiting under the programme. He also indicated that his District Government would try to retain NFE teachers - hired and trained by the project. However, he also candidly acknowledged the limited resources and technical know how to handle the issue of WFCL and desired continued ILO’s technical assistance for a few more years. Moreover, he stated the need for technical support to address child labour in all hazardous sectors and not limited to only one.

- **Stakeholders Meeting in Sialkot:**
Similarly, the DCC cum stakeholders meeting in Sialkot was chaired by the District Coordination Officer (DCO) and participated by all stakeholders including the district officials. In this meeting, the status of project interventions was discussed, and how district government was extending its own resources to enhance the service delivery (health services and school premises) to WFCL and their families. The DCO Sialkot acknowledged and appreciated the support of ILO and the US Department of Labor to eliminate WFCL in the surgical industry. The DCO clearly indicated that his officials still needed technical assistance from the ILO to develop robust district policies to target the issue of child labour, not only in the surgical sector but in all forms of child labour.

The evaluation team could clearly notice a vigorous commitment of the target district governments, both at political and administrative levels. Various project interventions were being dovetailed with the district’s education, health and community development programme, as these were presented and discussed by the respective district governments.

The evaluation team observed that there were clear signs of initial commitment of the district authorities on the issue of WFCL. Moreover, it is also clear that this process of involving district government and stakeholders is an excellent beginning of a new approach to tackle WFCL, however it requires long term support from ILO.

3.7.1 District Education Office

The district education offices have been engaged and have provided technical inputs in the Non Formal Education curriculum development and endorsement, teachers training, monitoring of NFE/Literacy centers, conducting examination, and mainstreaming of target children to government schools (in Sialkot 524 children have already been mainstreamed into formal schools). One interesting example has been the District Education Office in Hyderabad, which has specially appointed one of its officials for monitoring of the NFE centers established under the action programme.

More importantly, the District Education Offices (Hyderabad, Sialkot) with the support of the implementing partner NGOs and the PoS have developed first drafts of District Education Plans that incorporates WFCL concerns. Other target districts are also at different stages to develop their respective District Education Plans, which will help them to address the educational needs of all forms of child labour. Moreover, the project has also indicated that it is in the advance stage to roll out

Government School Teachers Training Programme for all the target districts on linkages between school drop out and child labour.

It is important to note that the District Nazim Hyderabad has expressed his considerations to adopt the 108 NFE centers established under the PoS in Hyderabad District, given the availability of resources. On the other hand, District Nazim Rawalpindi has already issued instructions to adopt one Drop-in-Center and the Finance and Planning Office is preparing a budget to allocate resources. District Nazim has also made a public announcement that his government has the intentions to adopt the rest of the Drop-in-Centers established under the project as well.

3.7.2 District Health Office

The PoS made considerable progress, through the District Government support, regarding the health services for the target children. However, it is pertinent to note that LFA only talks about health screening of target children. The PoS has improvised and designed this intervention in a manner to sensitize district health officials on WFCL issues and leverage district health resources.

Partner NGOs jointly with the District Health officials have already got the health screening of the target children (4892) at the NFE centers and the process is ongoing. Moreover, this collaboration has also succeeded in encouraging district health authorities (Hyderabad, Sialkot, and Kasur) to designate government doctors to provide health services to target children and their families. District Health Offices (Sialkot, Hyderabad, Kasur, and Gwadar) with the inputs of the Project developed Health Screening Forms.

The process involves the assigned doctors to visit and perform the health screening of target children at the NFE centers and provide basic treatments and referral to district health facilities for treatment. Special health camps have also been organized. The major health problems of these children are due to their hazardous working environment and poor living conditions. The results of these health screening were also used by the implementing partners to reinforce an awareness campaign to break children away from the hazardous working conditions. This intervention clearly shows the innovative manner in which the PoS has used the health interventions to influence the agenda of district government.

3.7.3 District Community Development Office

The Project of Support has made progress to leverage financial resources for the WFCL issues. The project has positive intervention developments to sensitize the District Community Development Office. This office is custodian of 25% of District Development funds specifically earmarked to provide financial grants to Citizens Community Boards (CCBs) for development purposes. In this regard, the project succeeded in mobilizing marginalized communities in four districts (Sialkot, Hyderabad, Kasur, and Rawalpindi). The project through its partners mobilized, organized and trained a total of 27 groups, out of which 17 have already been registered as CCBs with the District Community Development office and 10 are in advance stage of getting registered. The next stage will be critical for the Project of Support to ensure that the implementing partners help these CCBs develop projects and get financial grants from the district authorities. This is an important intervention for the project.

It is significant to note that the scope and achievements against immediate objective 5 clearly goes beyond the two given indicators, as the project is not only working on education related interventions but also on health and community development activities. Moreover, the interventions like the development District Education Plan under the leadership of the respective target district governments clearly establish that the PoS has made steady progress against the indicators of this objective.

3.8 Child Labour Monitoring System (Immediate Objective 6)

The Project of Support envisaged putting in place a mechanism to capacitate target district authorities and communities to monitor the incidence of child labour and take affirmative actions. In this regard, the project made various interventions through all action programmes.

The Employment of Children Act 1991 and the National Policy and Plan of Action 2000 demands that a child labour monitoring system be put in place. The project is mobilizing the district labour officials and community groups to monitor and report on the incidence of child labour. Already the District Labour Official with the support of the implementing partners carry out visits to the contractors and employers in the target hazardous sectors to inform them about the national legislation against child labour and their responsibilities. Implementing partners have conducted effective community mobilization to identify target children to be enrolled in the NFE and literacy centers. One of the important interventions was to introduce work place improvements in the three target sectors, glass bangles, tanneries and surgical instruments. However, this activity has yet to be initiated.

Presently, the project is mobilizing community groups formed around each NFE Center and the newly established Citizen Community Boards (CCBs) to perform the function of child labour monitoring and provide this compiled information through a simple form to the District Labour Office for further action at the District level and onwards transmission of the information to provincial and federal levels. The project is in advance consultations with various target district offices and has jointly developed initial monitoring forms, and subsequently the training will commence. Training for NFE teachers and Centre Management Committees, and CCBs are planned to collect data, compile reports and communicate with the district authorities. The PoS also indicated to the evaluation team that it is exploring the possibility to link up with the monitoring mechanism being installed by the National Reconstruction Bureau of the Government of Pakistan at the district level. PoS succeeded to make positive movements on both indicators. However, substantial efforts are required to further activate the district governments to role out the child labour monitoring system and subsequent affirmative actions. Given the paucity of time, the PoS may try to focus the consolidation of CLMS efforts at least in one district for the demonstrative effect.

3.9 Social Safety Nets (Immediate Objective 7)

The PoS is making efforts to link target children and families with social safety nets of the Government, (the *Baitul Maal* and *Zakat* programmes), but so far no concrete result has been achieved. Though, efforts have been started with the involvement of target district governments, to link WFCL and their families with *Zakat*, however the PoS, at the minimum, could raise its experience at the policy level to highlight the challenges it encountered in materializing such a link.

3.9.1 Linking WFCL with Educational Grants

It has been reported that the PoS negotiations with the concerned district authorities to link WFCL with the Zakat educational grants are in process. The target WFCL have been identified to be linked with these educational grants. The project has helped start a process with the provincial Zakat council and the Chairman District Zakat Committee to allow educational grants of Zakat to reach out to target children of the project. Currently the Zakat rules applicability is not flexible to allow educational grants for students of the private/community educational institution, as these are only disbursed to the students of government schools. However, linking WFCL with Zakat educational stipends requires a policy level direction, as its rules and procedures for the disbursement of Zakat funds are not flexible.

Zakat programme is a vertical programme directly managed by the federal government. Moreover, the PoS would require getting this policy change at the federal level, possibly through the National Time-bound Programme on WFCL. If this is not achieved, it will continue to create challenge for the PoS to realize this link by working only at the district level.

3.9.2 Linking WFCL families with financial subsistence

Under the Zakat Programme, funds are also available for social welfare through permanent rehabilitation grants and guzara (subsistence) allowance for the poor. At present these are disbursed to the already registered mustehqin (deserving). On the request of the PoS, the District Zakat committee has also asked the provincial authorities to increase these provisions and provide flexibility to involve families of WFCL for these grants. Decentralization and relaxation of Zakat measures and procedures will help in the optimal use of Zakat funds and put an end to its lapse. This again demands that the PoS must lobby effectively at the federal level to bring about such policy changes or clarification of rules to get WFCL and their families included in the beneficiaries. If the PoS succeed in this, it will be a major breakthrough, however, efforts at the federal level have yet to start.

3.9.3 Micro-credit: Leveraging of US \$ 1 million for Target WFCL families

The PoS through its three implementing partners (NRSP, BLCC, and Taraqee Foundation, who are also micro-credit providers) ensured that they bring in a total of US \$ 1 million from their own resources to the WFCL families in Hyderabad, Sialkot, and Gwadar districts. These three partners are running separate credit programmes and receive micro credit funds directly from Pakistan Poverty Alleviation Fund (PPAF). The PoS has ensured that these implementing partners also provide micro credit from their PPAF funded programmes to target families of WFCL. Presently, 300 families of the target children have received micro credit amounting to Pak rupees 2.991 millions (US \$ 48,242⁵).

The project has successfully managed to leverage this amount to be diverted to the families of WFCL. The benefits of micro credit to the families could not be assessed at this stage due to time constraints and was also beyond the TORs of the mid term evaluation. Moreover, the time period between the loan disbursement and midterm evaluation is also too short to make an assessment. However, this aspect should be assessed either through the final evaluation or a collaborative research study to assess the impact of micro credit on the families of working children. The case study should not focus on micro credit but on the linkage between the impact of micro credit on the target poor households in terms of withdrawal and prevention of their children from worst forms of labour.

PoS performance against the second indicator of immediate objective 7 has the potential to demonstrate meaningful impact. It has shown improvisation in leveraging funds for micro-credit from implementing partners, which is quite commendable. However, now the PoS must also ensure that all partners' committed funds under the micro credit are disbursed and policy level changes take place for *Zakat* and *Bait-ul-Maal* for social protection linkages to the WFCL families.

⁵ 1 US \$ = Pak Rs. 62 Nov 2007

3.10 Education and Skills training (Immediate Objective 8)

The immediate objective 8 focuses at the provision of non formal education, literacy and pre-vocational training for a total of 11,000 children in worst forms of labour. This intervention has rolled out in multiple intertwined components of community mobilization, establishment of NFE, literacy centers, hiring of teachers, involvement of district education authorities, and administration of education component.

3.10.1 Community Mobilization

Most of the PoS geographical districts and target population had no interventions to address child labour issues prior to the ILO's Project of Support (for example in districts of Hyderabad, Rawalpindi, Gwadar, and Shangla). Moreover, the target communities were never exposed to ideas of empowerment and their rights to education and development. Given this context, the project paid particular attention to undertake large scale community mobilization activities in the target sectors on WFCL. Through the concentrated efforts of the project at the community level initial break through was achieved in sensitizing and mobilizing the target communities. The project successfully formed mothers groups, youth groups, Community Groups, contract/vendor groups. In total 336 community groups have been formed across the target areas, which is a good achievement.

This has been an important achievement of the PoS, as through its implementing partners, it has organized a large number of community groups, and sensitized them on the WFCL. It gave them trainings, and motivated them to carry out affirmative actions on the issue of child labour including its worst forms. This is one important intangible impact of the project. The evaluation team held meetings with a number of mothers' groups, community groups and vendor groups in Rawalpindi, Sialkot and Hyderabad. Many of these despite their poverty were extremely motivated to keep their children in school and highly appreciative of the support.

3.10.2 Direct Beneficiaries

The project document specifies that upon completion it would withdraw and prevent at least 11,000 children from the worst forms of child labour in six hazardous sectors at six different geographical areas in the four provinces. The PoS has also set a target of 800 children to be directly referred to government educational facilities – thus the total targets become 11,800 children. The sectors addressed by the PoS are rag pickers in Rawalpindi/Islamabad (Punjab Province), glass bangles in Hyderabad (Sindh Province), deep sea fishing in Gwadar (Balochistan Province), leather tanneries in Kasur (Punjab Province), surgical instruments in Sialkot (Punjab Province), and coalmines in Shangla (North Western Frontier Province). The following table, as per the PoS progress reporting, indicates the targets and the number of children reached till February 2007.

Districts	Hazardous Sector	Target Children for NE/Lit	Achieved: Children in NFE/Lit
Sialkot	Surgical	2550	2,420
Hyderabad	Glass bangles	4750	3,902
Gwadar	Deep Sea Fishing	1400	1,075
Rawalpindi/ISB	Rag-picking	1800	981
Kasur	Leather Tanneries	250	152
Shangla	Coal Mining	250	0
		11000	8,530

All implementing agencies dealing with the different sector components maintain records and provide quarterly progress reports. These reports reflect the number of working children benefiting from non-formal education, literacy and their integration to mainstream education.

3.10.3 Withdrawal and Prevention of Children

The evaluation team found that both the PoS staff and the implementing partner agencies staff have a clear understanding of the definitions of withdrawal and prevention of children from hazardous work, which are in line with the ILO definitions. PoS also informed that social mobilization using health messages have helped the project to make early headways to prevent children from entering the target hazardous sectors and withdraw and rehabilitate children in the worst forms of labour.

The project also shared that each of their target “occupation” consists of various “processes” with varying degrees of associated hazards - for example the surgical occupation has multiple processes like grinding, filing, fitting etc. PoS with the technical support of Center for Improvement of Working Conditions and Environment (CIWCE), Department of Labour, Government of Punjab, has developed a sophisticated analysis of each of the processes of the target hazardous occupations. This analysis then further determines whether all “processes” are hazardous for all age-cohorts of target children (5-9years, 10-12 years, 13-14 years and 15-17 years) or some processes may be non hazardous for some age cohorts, for example 15-17 years in a particular “occupation”.

The PoS and CIWCE with active inputs of the stakeholders, has developed matrix analysis that looks at each target hazardous “occupation” and level of hazards in each of the associated “processes” for children in different age-cohorts. Following the generic table indicates this sophisticated but extremely useful analysis to determine children withdrawn/prevented from hazardous labour process (Legend: A= Any Target Occupation; A1..5 = multiple process of the target occupation):

Occupation: A				
	5-9 years	10-12 years	13-14 years	15-18 years
Process A 1	Hazardous	Hazardous	Non-Hazardous	Non-Hazardous
Process A 2	Hazardous	Hazardous	Non-Hazardous	Non-Hazardous
Process A 3	Hazardous	Hazardous	Hazardous	Non-Hazardous
Process A 4	Hazardous	Hazardous	Hazardous	Hazardous
Process A 5	Hazardous	Hazardous	Hazardous	Hazardous

This table appears in line with national legislation (for example the Employment of Child Act 1991) and withdraws children away from the hazardous process of the targeted occupations. However, older children may be working in non-hazardous processes for shorter duration, and after getting education.

During February 2007 deliberations of the MTE, the PoS shared that it has been following these patterns of analysis for the targeted occupations of glass bangles, surgical instrument manufacturing, leather tanning, rag-pickers and deep sea fishing. Referring to the technical inputs of the CIWCE, the project informed that all processes in the coalmine occupation are hazardous for all children under the age of 18 years.

The PoS has used a professional approach in dealing with children in the target hazardous sectors. It would be useful, if PoS could share these matrix analyses with the target district governments. This approach has helped the PoS to withdraw younger children completely from the target hazardous sectors, and move older children away from the hazardous process to safe conditions. However, this approach could be challenging while dealing with the rag-picking sector.

The evaluation team has also found that the partners understanding of child labour withdrawn and prevention has been in line with the ILO recognized definitions. Moreover, the partners were all well versed with the matrix analysis for withdrawal and prevention of target children.

3.10.4 Children at Non Formal Education/Literacy Centers

Non Formal Education to children working in worst forms of labour was one of the main objectives of the TBP Action Plan. The project has significantly achieved this important aim. NFE centers and literacy centers are in place and functional. At the time of the mid term evaluation 239 NFE/Literacy centers were imparting education to the target children. Given the fact that the project's field operations actually started in early 2006, the identification of target children and their enrolment at NFE and literacy centers has been a rapid and commendable process. The process of incorporating working children from WFCL receiving education at the NFE/literacy centers into mainstream education in government schools has been initiated and 524 children have already been integrated in formal government schools. The NFE/literacy centers are imparting non-formal/literacy education to 7385 children. Siblings of target working children were also receiving education at the NFE centers.

It is significant to mention that the target children at NFE centers visited by the evaluation team at Rawalpindi, Hyderabad and Sialkot had never been to school before. All target children visited at NFE Centers expressed rejoice at receiving education and their keen and continuous interest in it.

3.10.5 Mothers of Target Children

The evaluation team also held meetings with the parents. The mothers expressed full support to these educational facilities and applauded the effort of the project to reach them at their door step and provide education in their vicinity. These mothers also pointed out visible positive change in the attitude of their children as result of coming to NFE centers. They felt the children have improved in manners, self hygiene, and self-esteem. They also informed children no longer misbehaved with their parents. They were eager to do their homework with interest. The mothers also expressed satisfaction on the performance and efforts of the teachers.

3.10.6 NFE Teachers

One of the PoS's important achievements is the development of NFE teachers. The project has enhanced the potential, skills and opportunity of NFE teachers whose motivation and performance is impressive. Time constraint did not allow assessing how the NFE teachers have benefited from the project but their contribution to the project is outstanding. However, this workforce of trained teachers is an asset that Project of Support has created, as most of these teachers are women from the local communities. This project outcome is also complementary to the government's efforts of empowerment of women, opportunity for women, skill development and enhancement for women. Assessing this aspect may be beyond the scope of the final evaluation but it may be accommodated in ILOs Gender Program to assess the impact of ILO/IPEC-POS TBP programme on these teachers. This would also support other efforts of the Government of Pakistan such as contribution towards poverty reduction, and empowerment of women. These teachers can be further supported to strengthen the agenda of elimination of worst forms of child labour in their respective communities. They can effectively advocate the issue of WFCL in the communities and can play an important role for awareness raising campaigns, and form coalitions to address WFCL in future subject to further support.

The attitude of the teachers at NFE centers was very encouraging and their level and commitment was evident from the physical condition of the class rooms, utilization of teaching aids and a number of other ways to create a child friendly learning environment at the centers. The PoS performance against all indicators of the immediate objective 8 reflects achievement. It has succeeded in identifying, enrolling and retaining the children with its education programme. There has been little drop-out of children from the NFE centers. Already, some of the partners have motivated the WFCL and their families to mainstream children into the government schools (for example in Sialkot 524 children has been mainstreamed). The NFE teachers have played a significant role in motivating children and creating a high level of their interest in the education.

3.11 Attitudinal Change

The PoS has contributed significantly to a major attitudinal change in the areas of its working among all stake holders and the direct beneficiaries. The PoS is also working with the families and it reflects a major attitudinal change in parents as well. Mothers groups and their meetings are also a new concept and forum for the target group. The project has induced a vital attitudinal change at all levels including the working child, family, district government, and other stake holders.

3.12 Strengthening Indigenous Institutional Capacities

The Project has also contributed in enhancing the capacity of the implementing partners (indigenous), for example Sudhaar and BLCC. Moreover, the project has also built the capacities of larger NGO partners on the issue of WFCL, for example NRSP, SRSP and TF who already run large scale development programmes across the country and have huge organizational set-ups. Resultantly, the project has made these institutions more effective in addressing the important issue of elimination of worst forms of child labour in the country beyond the project period. These organizations are now well equipped with the approaches and tools to address the issue and are significant contributors towards achieving the overall objective of elimination of worst forms of child labour for the future. The project has enhanced the capacity and potential of these indigenous organizations to address the WFCL issue at a larger level and these NGOs could be important vehicles in the sustainability mechanism.

4 EFFICIENCY/PROGRAMME PERFORMANCE

The PoS implementation was timely. Some delays occurred but these did not mar the project achievements at the district level. Each Action Programme was initiated at separate timings due to the preparation and submission of separate Action Programme Documents and their approval. Action Plan of Children working in coalmines was delayed due to the earthquake in 2005. The project area of the Shangla district was also an earthquake affected area. All Action Programmes are operated through the NGO offices. Only Sialkot has an ILO office which was set up prior to start of PoS. The project is managed from the ILO area office, a complex task which has been successfully accomplished.

4.1 Project Management

The Project of Support has only two key technical officials, the Chief Technical Advisor (CTA) and the Senior Programme Officer (SPO). The CTA's responsibilities have been multiple in addition to the PoS, he has also been providing technical advice to the Carpet Project and few other IPEC projects. In many ways the CTA's role has been strategic to provide coordination and coherence to all IPEC interventions in Pakistan under the TBP approach. Moreover, the CTA also took the additional burden of work generated due to the earthquake in Pakistan. It appears that the senior staff has established a seamless teamwork to manage this huge work load. The CTA provided the necessary space and delegated district level interventions to the SPO. Given the magnitude, sophistication, diversity and geographical spread of the PoS districts, it is commendable to see the substantial results achieved despite the fact that the project operated with a limited technical team.

Given the responsibility of the district level interventions, SPO has demonstrated great clarity of the district government policy initiatives, WFCL issues and community level dynamics. Both the district government concept (a complex issue in the beginning) and the efforts to address WFCL were new and initiated more or less simultaneously. Sound understanding of both devolution and WFCL helped the SPO to steer the process of PoS in an effective way. Perhaps, these combinations have helped him to design and evolve the innovative **District Model** approach to address the WFCL in Pakistan. This enabled him to manage the diverse action programmes from the central level and nurture the district model approach. It is noteworthy, that the officials of the federal, provincial, and district governments,

partner NGOs, representatives of workers and employers organizations and other stakeholders (visited by MTE) have acknowledged the credible commitment and dedication of the SPO. He has been instrumental in the success of the PoS at multiple levels.

Moreover, each of the six action programme were different and a separate entity in itself and required advance level of technical capacity to design and implement these. Interesting aspect of the management has been to coordinate the diversity of PoS's field interventions, both in terms of geographical spread, ranging from coastal belt to the mountainous regions, and secondly addressing the issue of Worst forms of child labour within varied set of socio-cultural dynamics. The Project has also successfully negotiated with a huge challenge of dealing with six different stand alone projects that have their own hazards, stakeholders, approach, challenges and unique interventions requirements.

In addition, it is also commendable that both CTA and the SPO have worked to generate additional resources, and managed to mobilize European Commission to bring its resources to fill the gap within the TBP methodology being pursued by ILO.

4.2 ***One Glance Assessment of Project of Support***

Over all impact of the PoS has been very effective in translating the national level commitments to the ground level interventions in an effort to address the issue of WFCL in a holistic manner. The project has initiated a remarkable model, involving local authorities and NGOs, to address worst forms of child labour at the district level. The model is appropriately described as “**District Model**” to address WFCL. This has been acknowledged and appreciated by multiple stakeholders including the government. It is significant to state that the Ministry of Labour appreciated ILO's “District Model” approach at the MTE workshop in Dec 2007 as well as in MTE meetings in February 2007.

However, the project is required to work more at the policy level to link these districts interventions and experiences at the policy level. The project claims that it is at the right moment to translate its district level interventions into the policy level targets. The development of National Time-bound Programme on worst forms of child labour, would be a significant step, although these particular interventions appears to be delayed by at least 18 months. A consultant has already been on board. The project is critically poised to benefit from its district level gains to be reflected at the policy level. It is expected that the PoS will move quickly on its interventions at the policy level.

The following table gives a panoramic assessment regarding the health of the PoS at the time of MTE in February 2007. The table (on the next page) present all the Immediate Objectives and corresponding outputs in the logical link, albeit at few places long sentences have been shortened in the interest of space though keeping the key message intact. This flow chart under each of the 8 immediate objectives has marked the outputs cells in three different colors (Green, Yellow, and Red) indicating the level of progress against each output as per the following legend:

IO	=	Immediate Objective
OP	=	Output
Green Cell	=	Good Progress
Yellow Cell	=	Useful Progress
Red Cell	=	Little Progress

Panoramic View of PoS Health at MTE February 2007

■ Good Progress ■ Useful Progress ■ Little Progress

DEVELOPMENT OBJECTIVE				
Elimination of worst forms of child labour in Pakistan				
FEDERAL POLICY	IO 1	IO 2	IO 3	IO 4
	Enhanced national knowledge base...	Improved policy and legislative framework (on WFCL)...	Educational and training needs of WFCL reflected in national instruments on education.	Key stakeholders are receptive to development needs of child labour.
	OP 1.1	OP 2.1	OP 3.1	OP 4.1
	child labour sensitive national surveys...	National Child Labour Policy revised	National Plan of Action on EFA 2015 sensitive to WFCL	Issues concerning WFCL highlighted in media.
DISTRICT POLICY	OP 1.2	OP 2.2	OP 3.2	OP 4.2
	CL Policy research promoted for inclusion in development policies	Employment of Children Act 1991 amended.	Plan Resources Allocation for WFCL in ESR 2001-05.	WFCL awareness activities.
	IO 5	IO 6		
	District govt give funds for edu/trng of WFCL	District govt/ community groups monitoring WFCL		
COMMUNITY LEVEL	OP 5.1	OP 5.2	OP 6.1	OP 6.2
	District govt sensitized on WFCL	WFCL addressed in District Education Plans.	District labour officials conduct WFCL awareness meetings with employers	Local stakeholders sensitized on WFCL issues.
	OP 5.3	OP 6.3		OP 6.4
	Resources leveraged from district govt for WFCL.	Community groups identify 9600 in WFCL and 1400 at risk		Community based monitoring system established.
	IO 7	IO 8		
	WFCL/families linked with credit facilities and social safety nets.	WFCL and on risk have access to edu/trng		
	OP 7.1	OP 7.2	OP 8.1	OP 8.2
	800 WFCL and on risk linked to Zakat Fund for edu/trngs	750 families with children in WFCL linked up with District Zakat Fund for subsidies and grants	9600 children in worst forms of labour and 1400 children at risk provided access to educational and vocational programs	5600 WFCL and 1400 children at risk enrolled in NFE centres
	OP 7.3	OP 8.3		OP 8.4
	500 WFCL families linked with credit programs for income generation.	1750 children out of total children enrolled in NFE centres mainstreamed to government schools.		700 children out of total children enrolled in NFE centres complete primary education as private candidates.
	OP 8.5		OP 8.6	
	4000 children in worst forms of labour enrolled in literacy centres.		800 of the children enrolled in the literacy centres will be enrolled in vocational training programs.	

4.3 Resource Allocation and Utilization of Funds

During the implementation stage the Project of Support budgetary allocations among various budget lines have been changed. Largely the resources kept in the Provision for Cost Increase have been taken away to other budget lines. However, the over all Project budget has remained the same, that is US \$ 4,008,359.

While looking at delivery of the PoS, it is evident that the delayed start of field activities has affected the overall delivery. Nonetheless, the PoS has managed to deliver and as field activities are rolled out should further improve in the remaining period of the project.

Delivery of each of the action programme also indicates range of progress from reasonable to exceptional. In the case of implementing agencies Sudhaar, NRSP, BLCC, ITA, and TF appear reasonably good. In case of SRSP the action programme started at the time of MTE in February 2007.

It is evident that the Project has been making strides to role out all interventions. Most of the resources allocated for field activities have already been programmed and are now being delivered. The PoS has been in its full swing as far as its district operations are concerned which is commendable by all means.

MTE Mission is of the view that perhaps more resources could have been allocated for programme activities to increase the depth of interventions in the field or to increase the target number of direct beneficiaries.

Nonetheless, the fact that the Project has developed all of its action programmes and these are being implemented in geographically wide and diverse areas is in itself a great achievement. However, PoS must ensure that its delivery against the action programmes further increases given that 19 months are left in the remaining period of the project, as of February 2007.

Generally, at the end of projects substantial financial resources in lieu of savings are lapsed. MTE mission strongly recommends efforts must be made from hence onwards to proactively identify potential savings and plan to utilize these to strengthen the project impact. Some potential options have been given in the recommendations.

SECTION III

5 REPLICABILITY AND SUSTAINABILITY

Certainly, the **District Model** approach of the Project of Support to address WFCL has demonstrated to be a replicable intervention in other districts. Each of the six Action Programmes was in itself a stand alone project addressing WFCL issues in diverse circumstances and with their unique challenges. The PoS has successfully implemented the District Model targeting six diverse hazardous sectors in six different geographical locations. This clearly establishes that the District Model can be replicable in other districts too.

Sustainability is a process that requires support beyond the preliminary stage from all stakeholders. The Project of Support to the national TBP is a good beginning of this process. The issue of worst forms of child labour is complex in its magnitude and has multiple complexities. Although, the project has very well laid down the institutions and mechanisms (the district governments, Citizen Community Boards) for sustaining its interventions right from the beginning, there are challenges.

The District Model approach under the present situation will help some of the PoS activities to be sustained but overall the effort to eliminate the WFCL from the country is much larger in magnitude and needs long term commitments from the national government and the international partners.

The evaluation team suggests the following aspects from a sustainability point of view for the project interventions:

5.1 *Capacity Building of Government Departments at all Levels*

The concept of devolution was new but has been initiated. Under the present environment and mechanism the District Governments are in place. These are still going through some bottlenecks but the process is ongoing and establishing. The project promotes developing and strengthening of linkages between the district government and the target population. It also enhances the sensitization and awareness raising among the elected district representatives and the government functionaries at the district level. The PoS support in development of District Education Plans (DEP) incorporating child labour at large and specifically children working in WFCL is an important factor.

The District Coordination Committees (DCCs) on worst forms of child labour are in place in the project districts. These DCCs can become a viable forum to address the issue of child labour and the project activities. Involvement of District Education Department would also develop the linkages pertaining to education of working children and sustaining the activities of the project. Community Development support will be ensured.

However, these forums are in the embryonic stage and would need time to mature to the level of addressing the issue on their own. The commitment is evident from all district level stakeholders. (At the federal level also the MOL expressed its commitment during the meetings with the review mission).

Capacity building of the district level departments to address the issue of child labour requires a long term process support, specially the labour officials at district level. It must be ensured each district has a functional office of labour department which has the enhanced capacity to address the issue of child labour. For example, in Gwadar there is no labour official and the Community Development Officer is taking on this added responsibility. Moreover, the role of labour inspectors needs to be redefined.

5.2 Reach Out To Vulnerable Population (District Government and NGOs to reach out to vulnerable people)

The project's target group is one of the most vulnerable populations below the poverty line. Past experiences reflect where all development efforts target the poorest of the poor, yet these often fail to reach out to the most vulnerable population. The project provides the sustainable basis to the Government of Pakistan's efforts to reach out to the most vulnerable population.

The project is a commendable effort of collaboration of all stakeholders, for example partnership-building of NGO and government. It is the stepping stone having the potential to be strengthened and consolidated into a viable mechanism for the future service delivery to reach out to the marginalized groups of WFCL families. The target district governments have developed an understanding of the project requirements towards the government. There is documented evidence of the District Government by the Nazim to government departments of education, health, *Zakat*, and Pakistan *Baitul Maal* to support the project efforts.

5.3 Strengthening of Community Groups

The Citizens Community Boards (CCBs) formed by the PoS should be further strengthened through technical and financial resources.

The project should further promote the formation of youth groups of child labourers (16-18 years) withdrawn from worst forms of labour and accommodated in mainstream education and vocational training. It will be useful to organize the child labourers entering youth to raise WFCL concerns at various levels. These youth groups could in future develop into NGOs promoting and advocating the elimination of worst forms of child labour.

Similarly, mothers groups should also be developed and strengthened to build their capacity and eventually could take the role of micro entrepreneurs linked directly with the market. This has to be a process and each sector would require a different form of market strategies and opportunities. These mothers groups can be supported to enhance their existing skills and given trainings in life skills, literacy, enterprise management and marketing. Efforts will also be required to ensure these women have easy access to financial services and products. However, all these require basic research.

These organizations should be supported in formation, strengthening, capacity building. With the required support these organizations in a span of several years can acquire an important role to contribute towards the elimination of WFCL.

5.4 Role of Civil Society

The project has achieved awareness raising to an effective level within its components. However, it is a process and has to go forth to all sections of the society, at government level, community level and civil society at large. As a part of awareness raising as well as sustainability measures, sensitization to the child labour issue has to be at all levels.

For institutionalization and mainstreaming, sensitization towards the issue at large and specifically towards worst forms of child labour, forums have to be developed and strengthened to advocate the issue and stress towards its mainstreaming. These groups and forums should play an interactive role. These should initiate and support the child labour issues and work towards the elimination.

Sensitization of youth and children of well to do families towards the issue and involving them is also one of the measures to address the issue for future. Philanthropists supporting the cause can also be made part of the forums at DCC level. It is also essential to involve the community to take social responsibility.

5.5 Concerns and Challenges

It is refreshing to observe that the project is striving to ensure that the out reach of the district government services is extended to the most deprived population (WFCL and their families), which may not necessarily benefit from such government facilities. Capacity building of target District Offices need to be further enhanced and consolidated during the later part of the project. However, the challenge still lies ahead to ensure that these district offices carry forward the WFCL concerns in their respective activities.

The devolution process is a watershed period in the history of Pakistan, as it has actually transferred authority and resources to the district level. This means a structural change in service delivery as roles and responsibilities have been decentralized from federal and provincial levels to the elected representatives and government officials at the local level. Although it is still undergoing initial teething challenges. The target District Governments expressed the understanding of WFCL issues and the PoS. However, such understanding of the issue is not yet visible in their present ongoing district development programmes, but the District Governments have expressed to accommodate the issue of addressing WFCL in their future development planning. The sensitization process on WFCL issues has been ongoing from the advent of the project and in the previous year (2006) the District Coordination Committees (DCC) were formed in all project districts.

Presently, the District Governments have their priorities set in chasing the assigned targets of enhancing enrolment of primary education laid down by the federal and the provincial governments. The targets require achieving 100 percent enrolment at primary level. In this manner District Government through education enrolment is addressing child labour. However, they are not approaching child labourers directly – or in their residential or working concentrations. District governments do not have the mechanism to identify the target group of children involved in child labour including its worst forms. Presently, district governments’ assumption that its global enrolment drive for ‘out of school children’ is sufficient to bring child labourers to school, thus, using same strategy to address idle children and the child labourers. However, experience shows that it requires more effort to withdraw children from work and bring them to school. In this regard, the PoS is demonstrating to the target district education departments as how to bring them to education.

The evaluation team found that the target District Governments are sensitive on the issue of WFCL and have expressed their commitments to address this issue too. However, at present none of the District Governments have the issue of child labour addressed in their main development plans. Clearly, the novelty of the issue and lack of necessary technical capacity are the hindering blocs for them. The evaluation team is of the view the target District Governments requires technical guidance and support for few more years to develop necessary skills on the issue of child labour including its worst forms.

Moreover, stakeholders have also expressed that due to limited financial resources the project could not extend to many vulnerable geographical locations in Pakistan. Therefore, in any future project, substantial resources and time-periods need to be allocated.

Since the District Model is a recent initiative, project partners have expressed concern regarding frequent turn over of the district officials (DCO and EDO). In few target districts the partner NGOs expressed the setback faced when concerned district officials, who had acquired an understanding of the project’s interventions and extended support, were transferred.

The project partners also expressed a gap in terms of provincial government policy guidance to the target districts in addressing the issue of WFCL.

SECTION IV

6 CONCLUSIONS AND RECOMMENDATIONS

The evaluation team based on its review of the PoS, makes the following conclusions and specific short and long term recommendations:

6.1 *Conclusions*

In the light of the evaluation team findings and the discussions held at various levels it can be stated that the initial breakthrough has been made and partnerships have been established with the implementing partners and target district governments. The preliminary requirements have been met with. The linkages between the implementing partners and local officials and other relevant partners have been set up and support has been provided by the local officials. Moreover, the target communities have been sensitized and mobilized on the issues of WFCL. Achievements on the ground are visible. It is anticipated that these linkages will strengthen and sustain the PoS activities but only to a limited level.

The implementing partners are committed to the issue of addressing the worst forms of child labour. However, institutional capacity and resources are required to further strengthen their capacity on a long term basis. Institutional capacity and resources are the most important concerns to address WFCL issue that is of a huge magnitude. Although, the partner government officials have been sensitized and trained on the issue this process also needs to involve lobbying with the elected representatives at all levels, from union councils to the national level. At present perhaps this is beyond the scope of the PoS but such partnerships should be developed with the elected representatives/political parties.

Realistically concluding the issue of sustainability of activities of this level under the present circumstances falls on the government. Sensitization and awareness raising has been successfully met with but it has to go beyond this level to address the issue of elimination of WFCL as a whole. This is the initial stage of a long process and requires continuity of support. At least, such support should continue until the level of sufficient consciousness and adequate financial resources can be provided. Such a collective campaign will mainstream the issue into the relevant policies and help achieve the overall objectives to eliminate WFCL from Pakistan.

At the federal level discussions held with the officials of Ministry of Labour reflect commitments to take forth the issue of WFCL. What has to be sought is the political commitment at all levels which needs to build forums to lobby for the issue. At present and for some future time government's commitment to address the issue of WFCL would need further international support. At this stage despite the impressive and effective achievements of the PoS it would be too early a stage to advise that Pakistan can address the issue entirely on its own without any international financial and technical assistance. In this regard, ILO is strategically placed both in terms of knowledge and experience, to provide necessary technical assistance to the government of Pakistan to eliminate WFCL from Pakistan.

6.2 *Short Term Recommendations for the remaining period of PoS*

6.2.1 Policy Level

- a. National TBP on Worst Forms of Child Labour must be developed to ensure sustainability of interventions both at policy and district levels.

- b. Roll-out its education policy level initiatives and provide some technical level assistance to the Ministry's policy formulation efforts. Moreover, PoS must jointly with the Ministry of Education promote the District Education Plan to scale it up in other districts.
- c. Ensure that national level data collection instruments are child labour sensitive.
- d. PoS must document the "District Model", comprising of tool-kit of its various components to eliminate the worst forms of child labour, and disseminate it both nationally and internationally for knowledge sharing. Document the community mobilization strategies adopted by implementing agencies in different target districts to capture the cultural change
- e. Given the limited time left, PoS at least must carry out robust policy level advocacy with government's social safety nets, Pakistan *Baitul Maal* and *Zakat*, to highlight the need to built flexibility into policies and programme of *PBM* and *Zakat* to rehabilitate children in the worst forms of labour and their families.
- f. Provide necessary technical support to the Ministry of Labour to periodically convene the National Steering Committee meetings to develop synergies among on-going child labour programmes run by ILO, other donors and the Government of Pakistan.
- g. Establish a strong linkage and supervision of the four provincial governments with their respective POS TBP target district governments to sustain the "**District Model**" interventions.
- h. The Child Labour Monition System (CLMS), presently being developed jointly with the target district governments, must be mainstreamed into the monitoring systems of National Reconstruction Bureau, Government of Pakistan, called National Reconstruction Information Management System (NARIMS), being installed at the district level. At the minimum, PoS must try to achieve this in one target district.
- i. Establish linkages of this Child Labour Monitoring System with the respective provincial governments and finally with the federal government.
- j. Promote and show-case the "**District Model**" at the provincial and federal levels for replication. National TBP on WFCL must fund the PoS developed district model at least in four districts – one each in the four provinces. Funds are already available with Ministry of Labour for child labour education. PoS must facilitate this process to get this process to move forward and get sustainable action.
- k. Jointly with federal and provincial governments, PoS must facilitate the target district governments to share good practices and success stories of the "**District Model**" with other district governments to generate demonstration effect. It is important that the factors responsible for the good practice of the district model be highlighted for replication.

6.2.2 District Level

- l. The PoS must get the District Education Plan (DEP), being developed with the target district governments, recognized from the provincial education departments and particularly from the Ministry of Education.
- m. The PoS should further augment its Occupational Safety and Health interventions, and develop model workplaces in the three target sectors of glass bangles, tanneries, and surgical, as planned in the project document.

- n. Engage target sector employers' and workers' organizations on more substantial level. The PoS must involve workers and employers organizations more intimately during the remaining period of the project.
- o. Further build the technical capacity of target district government officials, through trainings and exposure visits, to address the issue of worst forms of child labour.
- p. The PoS experiences in each of six target districts, including case studies, must be documented for knowledge sharing and for future interventions.
- q. Video documentary focusing each target district should be developed and launched at federal, provincial and district levels. These video documentaries should also be aired by involving public and private electronic media.
- r. Carryout a case study focusing on the linkages between the impact of micro credit on the target poor households in terms of withdrawal and prevention of their children from worst forms of labour.

6.3 Long Term Recommendations

These are additional and longer term recommendations for the consideration for the ILO-IPEC. However, these may be more useful during the possible second phase of the Project of Support to the National TBP.

- a. Strengthening of Government efforts to address WFCL at all levels
- b. Reinforcement of political commitment at all levels
- c. Formation of National Body to address WFCL/CL in Pakistan and stronger role of National Steering Committee (NSC) of the Ministry of Labour
- d. Continued strengthening of District Model, through capacity building of district government (both elected representatives and government officials) to effectively address WFCL concerns.
- e. Special allocations to the government of international financial resources to address WFCL in Pakistan. This should be independent of investment being made in the national education sector, as it fails to reach out to the marginalized groups of WFCL families. Presently, the large scale international investment focuses more on education and does not adequately address the WFCL/CL concerns. This has to be separated from investment in Education. The issue of Child Labour directly needs a different approach than enhancing the school enrollment. A more vital commitment from the International Community has to be visible. These should be consolidated efforts following the ILO/IPEC-TBP replication.
- f. Future WFCL interventions must also target mothers through literacy and health assistance.
- g. Continued technical and financial support from the international community
- h. A social consensus within the civil society towards elimination of Worst Forms of Child Labour
- i. Coalition formation of following stakeholders on child labour
 - NFE teachers
 - Citizens Community Boards (CCBs)
 - PoS Implementing Partner NGOs - These organizations have a key role and can become core NGOs working in the area of WFCL by forming coalition to address the issue in terms of strong advocacy and lobbying.
- j. Promotion of research on child labour
 - National Child Labour Survey
 - National Data base – with district level desegregation
 - Social Research through Higher Education Institutions
 - Continued utilization of electronic media to highlight issues of WFCL for attitudinal change at the grass root levels.

7 FINAL WORD

Finally, the evaluation team would like to emphasise that the Project of Support has demonstrated its effectiveness as it succeeded in translating international commitments of the Government of Pakistan into successful and concrete field interventions to address the worst forms of child labour (WFCL). The project has created a replicable model to address WFCL at the district level, described as “**District Model**”. This model has been acknowledged and appreciated by government, employers’ and workers’ organizations and partner NGOs. In fact, many of these NGOs (for example NRSP, TF, SRSP) shared that this experience has helped them learn new lessons, such as how to engage district authorities to enhance the impact of community level interventions. Similarly, the District officials have also acknowledged the role of the project in establishing healthy partnership between the district government and the NGOs to achieve better results, both at district policy and reaching the vulnerable population. The project is now strategically placed to make headways at the policy level interventions. Therefore, it must make all efforts to translate district level gains towards the policy level.

ANNEXES

Annex-A

Mid-Term Evaluation of
Project of Support to National Time-bound Programme on WFCL Pakistan
September 2003-February 2007

Stakeholder Consultation

December 6, 7 2007, Lahore

DAY-1 (December 6, 2007)

Introductory Session 8:30-10:30		
8.30 to 9.00	Registration of Participants	
9.00 to 9.05	Talawat (Recitation from Holy Quran)	
9.05 to 9.10	Welcome Remarks	ILO
9.10 to 9.30	TBP Interventions: Policy level	CTA, TBP Project
9.30 to 10.00	TBP Interventions: Community Level	SPO, TBP Project
10.00 to 10.15	Scope of the Mid-Term Evaluation	Evaluator (consultant)
10.15 to 10.20	Statement by Representative Workers	Pakistan Workers Federation
10.20 to 10.25	Statement by Representative of Employers	Employers Federation of Pakistan
10.25 to 10.30	Statement by Representative of Government	Ministry of Labour

Tea Break (10.30 to 11.00)

Session 1 11.00 to 13.00		
11.00 to 11.30	Introduction of Participants: - Who is Who - Association with TBP Project	Participants
11.30 to 11.45	Scope of the Consultative Workshop and Expected Outcomes	Evaluator (consultant)
11.45 to 12.00	Expectation and Fears from the TBP Project – Please write on cards	Participants
12.00 to 13.00	Plenary to discuss expectations and fears from the TBP Project	Participants

Lunch Break (13.00 to 14.00)

Session 2 District Model to Eliminate WFCL 14.00 to 17.30		
14.00 to 14.45	Presentation: Interventions in District Hyderabad, WFCL in Glass Bangle Industry - Presentation (30 min) - Discussion (15 min)	District Government Hyderabad and TBP Partner (NRSP)
14.45 to 15.30	Presentation: Interventions in District Sialkot, WFCL in Surgical Industry - Presentation (30 min) - Discussion (15 min)	District Government Sialkot and TBP Partner (BLCC & Sudhaar)
15.30 to 16.15	Presentation: Interventions in District Rawalpindi, WFCL in Rag-picking - Presentation (30 min) - Discussion (15 min)	District Government Rawalpindi and TBP Partner (ITA)
16.15 to 17.00	Presentation: Intervention in District Gwadar, WFCL in Deep Sea Fishing - Presentation (30 min) - Discussion (15 min)	District Government Gwadar and TBP Partner (Taraqee Foundation)
17.00 to 17.15	Brief Presentation: Interventions in District Shangla, WFCL in Coalmines	District Government Shangla and TBP Partner (SRSP)
17.15 to 17.30	Group Formation for Day 2	Evaluator (Consultant)

End of Day -1

DAY-2 (December 7, 2007)

Session 3 Group Work 9.00 to 12.30		
9.00 to 9.05	Tilawat (Recitation from Holy Quran)	
9.05 to 9.30	Presentation on Key Questions and discussion	Evaluator (Consultant)
9.30 to 11.30	Group Work: - Group A (Districts Gwadar, Hyderabad, Shangla) - Group B (Districts Sialkot, Rawalpindi, Kasur) - Group C (Policy Level Interventions) - Group D (Role of Workers/Employers in Project)	Participants
11.30 to 12.30	Group-A (Gwadar, Hyderabad, Shangla) - Presentation (30 min) - Discussion (30 min)	Participants of Group A

Lunch and Prayer Break (12.30-14.00)

Session 4 14.00 to 17.00		
14.00 to 14.45	Group-B (Sialkot, Rawalpindi, Kasur) - Presentation (30 min) - Discussion (15 min)	Participants of Group B
14.45 to 15.30	Group-C Policy Level Interventions - Presentation (30 min) - Discussion (15 min)	Participants of Group C
15.30 to 16.15	Group-D Role of Workers/Employers in Project - Presentation (30 min) - Discussion (15 min)	Participants of Group D
16.15 to 17.00	Discussion on Sustainability of TBP Project Interventions	Participants
17.00	Vote of Thanks	

Tea

Annex-B

Key Questions for Group Work

[Stakeholder Consultation; December 6, 7 2007, Lahore]

Generic Questions for All Groups:

1. What is the TBP Model?
2. How the TBP Model is helping the government?
3. Is the TBP really working in Pakistan?
4. What is the readiness of the government?
5. Is the TBP Model appropriate model for Pakistan or something more appropriate suggested?
6. Project's Monitoring System:
 - What is the project's monitoring system?
 - What are its strengths and weaknesses of the Project monitoring system?
 - How it can be improved?
7. What are the strengths of the PoS to the National TBP?
8. What are the gaps of the PoS to the National TBP?
9. How Child Labour/WFCL issues can be incorporated into District Development Plans?

Groups A & B

District Group A (Sialkot, Rawalpindi, Kasur)

District Group B (Gwadar, Hyderabad, Shangla)

1. How TBP partners have tried to provide assistance to the district officials to mainstream child labour issues into district development programmes initiatives?
 - Education
 - Labour
 - Community Development
 - CCB
2. How district officials view these initiatives of taken by the TBP partners? (where district officials are available they must discuss this questions in detail)
 - DCC
 - Technical support to various district offices
 - Advocacy
3. TBP partners efforts to influence district agenda on child labour issues, discuss the following:

- How far it has been proving successful:
 - What are the gaps in this approach?
 - How these gaps can be improved?
4. How far the TBP partners involved the district authorities in the project's community level interventions (down-stream)?
 - community mobilizations
 - formation of CCBs
 - planning and opening the NFE/Literacy centers/skill training
 - monitoring of these centers
 5. How useful, or otherwise, you think about the TBP Project's approach (District Mode) has been?
 - Is it useful to run a service delivery project, without any involvement of district authorities?
 - Has the involvement of the district authorities in the project an intervention has helped better achieve the project objectives or not?
 - How has been the experience so far?
 6. What level of technical assistance/support the TBP Project Management, [Chief Technical Advisor, Senior Programme Officer, Programme Assistants] has been able to provide the TBP Partners in the implementation of the action programmes in the districts.
 - What has worked best?
 - What did not work?
 - How it can be improved?

Key Questions for Group Work

Group C **Policy Group**

1. How far the TBP project has been able to respond to the policy level context?
 - a. Policy on Child Labour
 - b. Child Labour Laws
 - c. Policy and Plan of Action on Education
 - d. National survey on child labour
 - e. Any other policy
2. How far the TBP project has succeeded in creating national level awareness on child labour issues
3. How far the TBP project has succeeded in contributing to knowledge creation on child labour within the country.
4. How far the TBP project has managed to create institutional capacities of relevant government ministries/departments/offices

5. How far the TBP project has managed to provide assistance to the Government of Pakistan in eliminating worst forms of child labour.
6. How you view TBP Project's "District Model Approach" to address the child labour issues in the county?
7. What has been the role of the TBP Project management (Chief Technical Advisor, Senior Programme Officer, Programme Staff) in providing technical assistance to the concerned government agencies? How much the project has succeeded in achieving these objectives?
8. What are the success stories of the TBP project and its gaps?
9. What are your recommendation for the sustainability of project interventions at the district and higher levels?
10. What would you recommend to the TBP Project to focus more in the remaining project period?
11. What would you recommend to ILO in the design such large-scale project and in its implementation?

Key Questions for Group Work

Group D

Role of Workers and Employers Organization

1. What are your views about the TBP project?
2. How it is helping ILO constituents to eliminate worst forms of child labour from Pakistan?
3. What roles workers and employers organization are playing in the district to eliminate WFCL?
4. How this project has provide any support to workers organization in fight against WFCL
5. How this project has provided any support to employers organization in fight again WFCL.
6. What will you recommend to the TBP Project management, for the remaining project duration?
7. What will you recommend to the ILO for such level national projects in the future?

Annex-C

MTE Field Mission Programme (Feb 2007)

Mid-Term Evaluation of Project of Support to National Time-bound Programme on WFCL

Field Mission Programme
February 5-16 2007

Lead International Consultant: Mr. Christopher Hermann
National Consultant: Ms. Samia Raoof Ali

Day Zero (Islamabad) Sunday, February 4, 2006

Arrival of Mr. Herman from Bangkok
To be booked at Grand Mansion Guest House

Meeting between the Two Consultants

Day 1 (Islamabad) Monday, February 5, 2007

09:00-10:00 Meeting with Mr. Donglin Li, Director, ILO Islamabad

10:00-14:00 Meeting with TBP Project Management and Team Members:
Mr. Ahmet Ozirmak, Chief Technical Advisor, IPEC/TBP
Mr. M. Saifullah Chaudhry, Senior Programme Officer, IPEC/TBP
Working Lunch

14:30-15:30 Meeting UNICEF

16:00-17:00 Meeting with the consultant to Develop National Time-bound Programme on Worst
Forms of Child Labour

Day 2 (Islamabad) Tuesday, February 6, 2007

09:00-10:00 Re-scheduled for Feb 7, 15:00hrs.
TBP Presentation Continued

10:30-11:00 Meeting Representatives of Ministry of Information and Broadcasting

11:30-12:00 Meeting with Federal Bureau of Statistics

- 12:00-12:30 Meeting with Pakistan Poverty Alleviation Fund
- 13:00-13:30 Meeting with Hassan Mangi, Director, NCCWD, Ministry of Social Welfare and Special Education
- 13:30-14:00 Working Lunch Break
- 14:30-15:00 Meeting with Ministry of Education
- 15:30-16:00 Meeting with US Embassy Officials

Day 3 (Islamabad/Rawalpindi/Karachi)

Wednesday, February 7, 2007

- 08:30-10:00 Briefing by ITA – Implementing partner on the Rag-picking Action Programme
- 10:00-10:45 Travel to Rawalpindi to Drop in Center for Rag-pickers
- 10:45-11:45 Meeting with target children see the Drop-in Center operations.
(Direct Beneficiaries)
- 11:45-12:30 Meeting with the parents and community members
(Direct Beneficiaries)
- 12:30-13:30 Lunch Break and Travel to office of District Government
- 13:30-14:30 Meeting with District Nazim/DCO on Rag-picking Project
- 15:00-16:00 Meeting with Central Labour Advisor/Senior Research Officer, Ministry of Labour, Manpower and Overseas Pakistanis
- 16:30-17:00 Meeting with Save the Children-UK

Departure to Karachi at 19:00 hrs

Overnight stay at Karachi

Day 4 (Karachi/Hyderabad)

Thursday, February 8, 2007

- 07:00-09:00 Road Travel to Field Office Hyderabad
- 09:00-10:00 Briefing from implementing partner NRSP on Glass bangle Action Programme
- 10:30-11:30 Meeting with Zila Nazim/DCO, Hyderabad
- 12:00-13:00 Meeting with Representatives of Pakistan Workers Federation in Hyderabad office

- 13:00-14:00 Lunch
- 14:30-15:30 Visit NFE center and meeting with children
(Direct Beneficiaries)
- 15:30-16:30 Meeting mothers of WFCL, and community members
(Direct Beneficiaries)

Overnight stay in Hyderabad

Day 5 (Hyderabad/Karachi)

Friday, February 9, 2007

- 10:00-12:00 Stakeholders Workshop-I:
Meeting of District Coordination Committee on Child Labour to review the Project Progress, Sustainability of Activities and Way Forward.
- 12:00-13:00 Working Lunch with Chairman, District Zakat Committee, Hyderabad
- 13:00-15:00 Travel to Karachi
- 16:00-17:30 Meeting with Mr. Ashraf Tabani,
President, Employers Federation of Pakistan.
Member ILO Governing Body, Employers Group

Overnight stay in Karachi

Day 6 (Quetta)

Saturday, February 10, 2007

- 09:00-11:00 Flight to Quetta
- 12:00-13:00 Meeting with Provincial Secretary, Department of Labour, Government of Balochistan.
- 13:00-14:00 Working Lunch with Focal Person on Child Labour, Dept. of Labour, Government of Balochistan
- 14:30-15:00 Meeting with Mr. Sultan, General Secretary, Balochistan Federation of Trade Union, Quetta
- 15:30-17:00 Meeting with the CEO, Taraqee Foundation

Overnight Stay in Quetta

Day 7 (Sialkot)

Sunday, February 11, 2007

Flight to Lahore

Overnight Stay in Lahore

Day 8 (Lahore)

Monday, February 12, 2007

10:00-11:00 Meeting Secretary Labour, Government of Punjab

11:30-12:30 Meeting with Mr. Khurshid Ahmed, General Secretary, Pakistan Workers Federation;
Member ILO Governing Body, Workers Group

13:00-14:00 Working Lunch with Child Labour Focal Person, Department of Labour, Government
of Punjab

15:00-18:00 Travel to Sialkot

Overnight stay at Sialkot

Day 9 (Sialkot)

Tuesday, February 13, 2007

09:00-11:00 Briefing from ILO-IPEC Surgical Project on Coordination between TBP and Surgical
Project
Briefing from BLCC – Implementing Partner
Briefing from Sudhaar – Implementing Partner

11:30-12:30 Meeting with DCO, Sialkot

12:30-13:00 Working Lunch

13:00-14:00 Meeting with Surgical Instrument Manufacturing Association of Pakistan

14:30-15:30 Visit NFE center and meeting with children
(Direct Beneficiaries)

15:30-16:30 Meeting mothers of WFCL, and community members
(Direct Beneficiaries)

Overnight stay in Sialkot

Day 10 (Sialkot/Islamabad)

Wednesday, February 14, 2007

10:00-12:00 Stakeholders Workshop-II:
Meeting of District Coordination Committee on Child Labour to Review the Project
Progress in Sialkot, Sustainability of Activities and Way Forward.

13:00-17:00 Travel to Islamabad

Day 10 (Islamabad)

Thursday, February 15, 2007

11:00-12:00 Meeting with Federal Secretary, & Central Labour Advisor, Ministry of Labour, Manpower and Overseas Pakistanis

Day 11 (Islamabad)

Friday, February 16, 2007

10:00-12:00 National Workshop on the Progress of
Project of Support to National Time-bound Programme on WFCL

Chaired by Ministry of Labour

Federal Ministries

Provincial Labour Departments – Balochistan, Punjab, NWFP, Sindh

Representatives of Selected District Governments

(Gwadar, Hyderabad, Sialkot, Kasur, Rawalpindi)

Representatives of Pakistan Workers Federation

Representatives of Employers Federation of Pakistan

Representatives of Implementing Agencies

UN Agencies

13:00-13:30 Debriefing with Director ILO – Islamabad Office

Mission Concludes

International Consultant Departs on February 17, 2007

Annex D



INTERNATIONAL PROGRAM ON THE ELIMINATION OF CHILD LABOR

For Consultant to
finalize the
evaluation report
Nov. 5, 2007

TERMS OF REFERENCE

for

Completing the Independent Mid-Term Evaluation
(started January 2007 completion November 2007)

Supporting the Time-Bound Program on the Elimination of the Worst Forms of Child
Labor in Pakistan

ILO Project Code:	PAK/03/P50/USA
TC Code :	P27006342059
Financing Agency:	United States Department of Labor
Type of Evaluation:	Independent Evaluation
Geographic Coverage:	Sialkot (Surgical) and Kasur (Tanneries) in Punjab, Gwadar (Deep Sea Fishing), in Balochistan, Hyderabad (Glass Bangles) in Sindh, Islamabad and Rawalpindi (Rag pickers), ICT, Shangla (Mining) in NWFP
Project start date:	30 September 2003
Project end date:	30 September 2008 revised
Total Project Funds of Donor:	US\$ 4,008,360

I. Background and Justifications

These Terms of Reference should be read in conjunction with the Terms of Reference for the mid-term evaluation which is annexed to the present document.

Background to the Mid-Term Evaluation

A mid-term evaluation was scheduled to take place in February 2007. The evaluation began with a desk review and field visits by a team of two evaluation consultants (an international evaluator was designated evaluation team leader and the national consultant was designated evaluation team member.) The evaluation team conducted a two week long field visit in various project sites in Pakistan and conducted a stakeholder workshop with the key stakeholders in Islamabad.

Submission of the draft evaluation report to DED was delayed due to the health of the international evaluator. DED received the preliminary notes and a rough draft of the report from the international consultant. Due to health reasons, the international evaluator was unable to complete the evaluation report. DED, upon consultation with the key stakeholders decided that the best way forward in completing this evaluation exercise was to contract the evaluation team member (national consultant) to finalize the draft report based on the notes of the international evaluator, her own notes from the consultations and field visits as well as the findings from the stakeholder workshop.

A final expanded evaluation/impact assessment exercise is planned to take place towards the end of project implementation, this evaluation will cover elements of the TBP more broadly.

II. Scope and Purpose

Scope

Remains the same as that in the Terms of Reference for the mid-term evaluation

Purpose

The purpose of this exercise is to complete the mid-term evaluation process that began in January of this year. The purpose remains the same as that for the mid-term evaluation.

III. Suggested Aspects to be Addressed

Please refer to the Aspects in the Annex TORs.

IV. Expected Outputs of the Evaluation

1. A desk review and consultations with key stakeholder
2. A draft methodology/programme for the stakeholder workshop
3. A two-day stakeholder workshops facilitated by the evaluator
4. Draft evaluation report including stakeholder workshop proceedings, findings from field visits by evaluation team, and all the annexes
5. Final Report including:

- Cover Page including the proper project title and the project number
- Table of Contents
- Acronyms (All acronyms used for the first time in the report must be spelled out.)
- Executive Summary including recommendations
- Clearly identified findings
- Clearly identified conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including the present TORs
- Standard evaluation instrument matrix
- List of places visited, people consulted, those who participated in meetings/workshops etc.

The total length of the report **should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.** The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Microsoft WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The final report will be circulated to key stakeholders (those participants present at the stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate in the report and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

The following is the proposed evaluation methodology. While the evaluation consultant can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation will be carried out using the following main methodological elements

- A desk review and consultations with key stakeholders to clarify any issues that the evaluation consultant may wish to address
- A two-day stakeholder workshops with participation from key stakeholders in each project district and from ILO/IPEC sub-regional and/or HQ and the US Embassy (if possible).
- Draft report based on desk review, consultations, two day stakeholder workshop, notes of the late international evaluator, preliminary rough draft of the report, her own notes from the original field visits.

Qualifications and Responsibilities of the Evaluation Consultant

- The evaluator will be the national consultant (original evaluation team member) of the MTE process that began in January 2007. findings.

The evaluator will be responsible for drafting the evaluation report with inputs from the consultations, notes, desk review and stakeholder workshop. Upon feedback from stakeholders to the draft report, the evaluator will further be responsible for finalizing the report and incorporating any comments deemed appropriate.

The evaluation will be carried out with the technical support of the IPEC-DED section. The logistical support will be provided by the project office in Pakistan with the administrative support of the ILO offices in Pakistan. The ILO Office in Pakistan will provide support to organizing the workshop (contents and facilitation of workshop will be the responsibility of the team leader). DED will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.

It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**. The evaluation should be carried out in adherence to the ILO Evaluation Framework and Strategy, the ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

Timetable and Workshop schedule:

The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

The evaluator (international consultant) will be engaged for 18 **days**, including 2 **days** for stakeholder workshop in Lahore. It is expected that during the process the evaluator will be in contact with DED as appropriate.

Detailed Schedule and Duration

Evaluation will be undertaken in November 26th – Jan. 11.

Consultant	Tasks	Dates
Evaluator	Desk review of documents including field visit notes and original stakeholder workshop report/notes	Nov 26-27
Evaluator	Consultations and interviews including with US Embassy staff person as appropriate	Nov. 28-30
Evaluator	Stakeholder workshop	Dec. 6-7
Evaluator	Draft report based on previous notes and new round of consultations	Dec. 8-12
DED	Circulate draft report per procedure	Dec. 17-21
Evaluator	Finalize the report with stakeholder inputs	Jan. 7-11

Desk Review Materials and Other Sources of Information

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Technical and financial reports of partner agencies • Direct beneficiary record system • Good practices and Lessons learnt report (from TPR) • Other studies and research undertaken • Action Programme Summary Outlines • Mini-programme documents • Project files • National workshop proceedings or summaries • National Plan of Action documents

Consultations with:

- Project management and staff
- USDOL
- US Embassy-Pakistan)
- Partner agencies
- Relevant Social Partners, Employers' and Workers' Groups
- Boys and Girls
- Community Members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc. as identified by the evaluation consultant
- Provincial Steering Committees
- Possible others to be identified

Final Report Submission Procedure

For an independent evaluation, the following procedure is used:

- The team leader will submit a draft report **directly to IPEC DED in Geneva** IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the team leader by the date agreed between DED and the team leader or as soon as the comments are received from stakeholders.
- The final report is submitted by the team leader **directly to IPEC DED in Geneva** who will then officially forward it to stakeholders, including the donor (USDOL).

VI. Resources and Management

Resources:

The resources required for this evaluation are:

For the evaluator:

- Fees for an international consultant for 18 work days
- Air tickets from Islamabad to Lahore and two nights DSA in accordance with ILO regulations and policies

For the evaluation exercise as a whole:

- Stakeholder workshop expenditures
- Any other miscellaneous costs

A separate budget is available.

Management:

The evaluation consultant will report to and discuss any technical and methodological matters **directly with DED** should issues arise. IPEC project officials in Pakistan will provide administrative and logistical support during the evaluation mission.

ANNEX to TOR for completing Independent MTE



INTERNATIONAL PROGRAM ON THE ELIMINATION OF CHILD LABOR

TERMS OF REFERENCE for Independent Mid-Term Evaluation (January 2007)

**FINAL
VERSION:
Basis for
Contract**

Supporting the Time-Bound Program on the Elimination of the Worst Forms of Child Labor in Pakistan

ILO Project Code:	PAK/03/P50/USA
TC Code :	P27006342059
Financing Agency:	United States Department of Labor
Type of Evaluation:	Independent Evaluation
Geographic Coverage:	Sialkot (Surgical) and Kasur (Tanneries) in Punjab, Gwadar (Deep Sea Fishing), in Balochistan, Hyderabad (Glass Bangles) in Sindh, Islamabad and Rawalpindi (Rag pickers), ICT, Shangla (Mining) in NWFP
Project start date:	30 September 2003
Project end date:	30 September 2008 revised
Date of the Evaluation:	January 2007
Total Project Funds of Donor:	US\$ 4,008,360

I. Background and Justifications

Project Background

The aim of IPEC is the progressive elimination of child labor, especially its worst forms. The political will and commitment of individual governments to address child labor - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening National capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labor, promoting social mobilization against it, and implementing demonstrative direct Action Programs (AP) to prevent children from child labor and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

A **Time Bound Program (TBP)** is essentially a strategic program framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labor (WFCL) in a given country within a defined period of time. It is a ***Nationally owned initiative*** that emphasizes the need to address the root causes of child labor, linking action against child labor to the National development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. This implies a commitment to mobilize and allocate National human and financial resources to combat the problem. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous National and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.⁶

From the perspective of the ILO, the elimination of child labor is part of its work on standards and fundamental principles and rights at work. The fulfillment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the NATIONAL TBP should be analyzed.

In 2001, the Government of Pakistan ratified the ILO Convention 182 and requested technical assistance from the ILO's International Programme on the Elimination of Child Labour (IPEC) to assist the Government in fulfilling its international commitment under the Convention. The first support to Pakistan was a preparatory phase to generate sufficient information to initiate the development of a comprehensive National TBP to take immediate measures designed to eliminate Worst Forms of Child Labour within ten to fifteen years and to provide the basis for the design of the first interventions in support of the National TBP in Pakistan. Partners from government, workers' and employers' groups, non-governmental organizations and civil society have been involved actively in the formulation of the National TBP strategy. Stakeholders' involvement in the entire process is to ensure commitment to, and responsibility and accountability for the various Programme components.

In 2002, National TBP preparatory phase was designed to undertake four broad tasks: (i) Consultations; (ii) Baseline Surveys and Rapid Assessments; (iii) Policy Review; and (iv) Capacity Building and Awareness Raising of Social Partners. The major activities included the mobilization of political and social commitment, development of adequate databases, undertaking in-depth research of policy studies, and consultations on the

⁶ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabor>.

formulation of the initial framework for Pakistan's National TBP, including the first series of interventions in support of the National TBP. The policy studies, the consultative process, social mobilization and capacity building have helped towards creating an enabling environment for the implementation of the National TBP, while base line and rapid surveys on different worst forms of child labor have been used to design direct interventions on prioritized worst forms of child labor. Through consultations, a National list of hazardous work for children (below 18 years) was identified. In this regard, the Ministry of Labor, based on tripartite consultations, developed a list of 29 most hazardous occupations for children. This list was recently revised and the list now contains 35 hazardous occupations. Of these occupations and processes, six sectors⁷ were identified jointly with the Ministry of Labor to be addressed on a priority basis. (Please see Annex 1 for the geographical coverage of the Project of Support.)

A major goal of the preparatory phase was to ensure that the National TBP is appropriately dovetailed and consistently formulated within the context of the strategic framework of the National Policy and Plan of Action to Combat Child Labor and of other national socio-economic plans.

Further it was identified that *the IPEC's Project of Support to the National TBP (the project)* would support the implementation of National Plan of Action/National TBP by 2 major components:

<p>Component 1:</p> <p>Strengthening the enabling environment supporting the elimination of the worst forms of child labor</p>	<p>This component focuses on promoting change in the policy and enabling environment through which progress can be made in eliminating the worst forms of child labor. This work links with key issues identified in the National Policy and Plan of Action. It includes work on promoting child labor in National and local policy frameworks, improving the knowledge base, harmonizing and enforcement of laws, awareness raising and advocacy, and building the capacity of stakeholders.</p>
<p>Component 2</p> <p>Targeted, direct interventions to tackle the worst forms of child labor</p>	<p>This component involves direct targeted interventions in six sectors identified by the National Plan of Action as priority areas for the elimination for child labor. Through programs in these areas the project aims to remove children from the worst forms of child labor and prevent other children entering such work. The intentions is that these interventions provides models which can be use elsewhere by Government at National and local level in their own efforts to implement the National Plan of Action and eliminate the worst forms of child labor.</p>

Under Component 1, there are 6 immediate objectives and 14 outputs. Under Component 2 there are 2 immediate objectives and 9 outputs. (See Annex for further details).

In essence *the IPEC's Project of Support to the National TBP*, since its launch in September 2003 has been acting as the main technical advisor to National stakeholders in the National TBP. The focus so far has been, as stated in the project document, on the areas of intervention on Knowledge Base, Policy Development and Implementation, Mobilization. Since then, the project has been providing support to the development and functioning of a suitable institutional framework and process for developing and managing the National TBP, such as planning, monitoring and evaluation processes.

Progress so far:

The Project of Support to the National TBP began to be implemented in September 2003. Until the arrival of the Chief Technical Advisor (CTA) in the country in September 2004, a series of workshops, orientations and

⁷ Six sectors are: 1) surgical instrument manufacturing; 2) leather tanneries; 3) coal mines; 4) glass bangles; 5) rag-pickers; and 6) deep sea fishing

information sessions were organized and conducted at the district level where the six priority sectors that the Project of Support is targeting are based.

The National Steering Committee (NSC) met in April 2005 to endorse the selection criteria for IPEC's partners and implementing partners were identified. IPEC then called for proposals in the form of action programmes from these credible and experienced NGOs. However, the earthquake disaster of 8 October 2005 in the country caused considerable delays in the development and finalisation of the action programmes. Late in 2005, four action programmes (deep sea fishing, glass bangles, tanneries, and surgical sectors) were finalized and activities underpinning these action programmes began to be implemented, a fifth started in early 2006 (rag-picking) and sixth has started in late 2006 (coalmines). The development of the action programme for the mining sector was delayed on purpose as one of the districts to be covered by the action programme is affected by the earthquake. The AP for this sector has now started its operational phase.

The Project of Support to the National TBP has been acting as the umbrella project for all the other IPEC supported CL activities in the country and to ensure close coordination among all the CL projects, provided a platform on which to share good practices and learn from each other. Through collective efforts, IPEC has become more visible and the issue of child labour has been attracting a lot of both media and public attention. The Project of Support has also worked on good coordination and relations with donors, government departments and other development partners.

Background to the Mid-Term Evaluation

The project is half way through the current phase and would greatly benefit from the mid-term evaluation of progress made towards achieving its objectives. This evaluation needs to be conducted as agreed in the project document and its mandatory for ILO-IPEC projects. The evaluation will be an opportunity to assess progress, and assess whether the project is still relevant, capitalizes on opportunities and moves in the right direction. Also, it offers an opportunity for learning from experiences and considering suggestions for improvements.

A final expanded evaluation/impact assessment exercise is planned to take place towards the end of project implementation, this evaluation will cover elements of the TBP more broadly.

II. Scope and Purpose

Scope

This mid-term evaluation will focus on the ILO-IPEC project mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL and especially the National Policy and Plan of Action and the National TBP framework. The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the field visits.

The scope of the present IPEC evaluation includes all project activities to date including Action Programs (AP). The evaluation should look at the project **as a whole** and address issues of project design, implementation, lessons learned, replicability and recommendations for future programs and any specific recommendations for use in the project of support to the TBP in Pakistan.

Given the key contribution of IPEC to the National TBP process in the promotion of an enabling environment, and as a facilitator in the overall National TBP strategic program framework, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project as a component of the National Policy and Plan of Action and the National TBP in particular on the role of ILO and the project in ensuring that child labour issues are reflected in other national policies and plans (education and health).

Purpose

The mid-term evaluation should serve as a **learning tool** for the project management team. The purpose of the mid-term evaluation is to review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), to examine the likelihood of the project achieving its objectives and to examine the delivery of the project inputs/activities and an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success. The mid-term evaluation should provide all stakeholders with the information on the possible need to revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on policy and strategies and suggest a possible way forward for the future.

It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support project to the National Policy and Plan of Action and the National TBP, for other existing or planned ILO/IPEC interventions as well as in broader terms of action against child labor in the Pakistan. Finally the evaluation should aim to identify any emerging potential good practices.

The evaluation will also involve the review of the project of support in providing support to the overall TBP framework in Pakistan to identify any needed changes in the strategy of the IPEC project of support. The analysis should focus on how the National TBP concept was promoted, what has been done for mobilizing action on child labor, what is involved in the process of design, managing and implementing a TBP process and what the ILO/IPEC project has done for the process.

Given that the TBP approach is relatively recent, the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.

III. Suggested Aspects to be Addressed

The evaluation should address the overall ILO evaluation concerns such as **effectiveness, efficiency, relevance** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programs and Projects, January 1995*.

The following are the broad suggested aspects that can be identified at this point for the evaluation to address. **Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with DED.** The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed.

The evaluation will be conducted following UN evaluation standards and norms.

Project Design (Validity of Project) and Relevance

- *Assess whether the objectives of the project are responsive to the identified problems and needs.*
- Assess whether the linkages between inputs, activities, outputs and objectives are clear and logical.
- Assess the **use of SPIF** (Strategic Program Impact Framework) for the project design and for planning the intervention. Has it been useful?

- Has the project document provided adequate guidance on how the intervention would address the relevant gender issues among the target groups?
- Assess the relationships between the project and other child-focused interventions supported by IPEC (such as the Surgical Instrument project or the Carpet Project) and by other organizations in the country. Have adequate synergies and coordination been developed with the USDOL-funded Education Initiative?
- Is the project design relevant according to the other existing interventions? Have synergies and economies of scale been created?
- Has the project design been logical and coherent? Were relevant indicators of achievement and means of verification properly designed? Usefulness of the indicators for monitoring and measuring impact should also be assessed.
- Assess how the idea of a phase-out/exit strategy for project components has been addressed during the projects' design phase, as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- How well did the project design take into account local capacity and efforts already underway to address child labor and promote educational opportunities? How well has the project design taken into account the involvement and coordination of major partners, such as the Ministry of Labor and Department of Education?
- Does the strategy address the different needs and roles, constraints, access to resources and access to project services of women and men, boys and girls, in the target group?

Achievements and Implementation of the Project (Effectiveness)

- Is the project making sufficient progress toward its immediate objectives? Is the expected number of beneficiaries being reached? Are outputs being delivered on a timely basis, and are they of appropriate quality?
- The IPEC project of support to the TBP plays a role as an umbrella project for other IPEC-supported child labour activities in the country, how has this set-up affected the implementation of the TBP itself in terms of CTA role and time, synergies and overlaps between projects and leverage with stakeholders.
- How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labor been enhanced as a result of the project activities? In particular, what has been the impact of capacity building on the enforcement of laws related to hazardous child labor?
- The government has devolved authority and resources at the district level to expedite social development process. Assess the level of success the project has achieved in mainstreaming CL/WFCL into development thinking and programs of the target district governments.
- How is the level of the government's involvement to support the project? Which departments in the government?
- How effective has the efforts of both IPEC and its partners been so far on upstream, policy level interventions of the project and what impediments, if any, are there for more impact of the project in this regard?
- Are financial and time resources being used efficiently in the collection of data and measurement of the indicators?

- Given project resources, will the project be able to achieve its goals and targets? What are the major constraints/impediments and how can these be addressed?
- Have there been other initiatives undertaken by the district governments, NGOs and communities to combat child labor in hazardous occupations, if so, what are they? How are they linked to the project and what was the involvement of the IPEC project to these initiatives?
- How effective is the project in raising awareness about child labor and in promoting social mobilization to address this issue?
- What, if any, lessons learned have been produced from these Action Programs at this stage in project implementation so far? What possibilities are there for effective replication of efforts?
- Have children participating in program interventions been completely withdrawn from hazardous work or had their working hours significantly reduced? How effective is the beneficiary tracking systems in determining this?
- What has been the impact on the overall program of the delayed implementation of many Action Programs?
- Assess the overall efficiency of the project by comparing the allocated resources with the results obtained so far by the project.
- Review whether technical and administrative guidance and the support provided by the project staff, relevant ILO units and partner organizations have been adequate for the implementing partners.
- Assess the method and criteria by which children were identified and selected as project beneficiaries in each of the sectors being targeted by the project. Is the Child Labor Monitoring System (CLMS) likely to be sustainable?
- Assess **the use of SPIF** for review and monitoring as part of project implementation. Has it been useful? How could its use be further improved?
- To what extent are factors outside the control of project management affecting project implementation and attainment of the objectives/goal?
- How effective has the project been in building the capacity of national, state, and local staffs? What were the effective methods used for capacity building?
- Are steps being taken to improve district governments' recognition of the NFE system and is the formal education system able to accommodate the needs of children who have been withdrawn and channeled to the government schools? What are the major constraints in this regard? Any recommendations for improvement?
- How well are management structures, such as the National Steering Committee, working? Assess the participation of different stakeholders in these structures and in program implementation? How is this participation, or lack thereof, affecting progress toward project's objectives? How can the NSC be made more effective?
- How effective is the process by which action program proposals are reviewed and approved and resources ultimately allocated?
- How well does the project work with the Government of Pakistan and other partners in the targeted sectors and districts?

- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labor?
- Is the project strategy in line with the relevant Conventions of child labor?

Sustainability of the Project

- How effective has the project been to date in promoting local and national ownership of the program and promoting long-term sustainability? Has the idea of a phase-out strategy for the project been clearly articulated and progress made toward this goal? What steps have been taken to ensure project sustainability?
- What is the level of long-term commitment and the technical and financial capacity of local/national institutions (including governments) and the target groups to continue? Besides the Village Education Fund, are there any other concrete examples?
- Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether action has been taken to sensitize local institutions and target groups on this issue.
- Assess the project's success in leveraging resources from various stakeholders and partners to prevent and eliminate child labor in the context of the TBP. What process is being undertaken by the project to identify and cooperate with other initiatives and organizations? Analyze the level of private sector/employers' organization's support to the TBP, paying specific attention to how these groups participate in the project activities.

Special Concerns

- Examine the extent and nature to which the project has provided key technical and facilitation support to the further development, enhancement and implementation of the National Plan of Action to Combat Child Labor.
- Examine how the project has interacted and possibly influenced national level policies, debates, and institutions working on child labor.
- Assess to what extent the planning monitoring and evaluation tools have been promoted by the project for use at the level of National Plan of Action to Combat Child Labor and by other partners.
- Assess the influence of the project on national data collection and poverty monitoring or similar process.
- Assess the extent to which the project has been able to mobilize resources, policies, programs, partners and activities to be par of the National Plan of Action to Combat Child Labor.

IV. Expected Outputs of the Evaluation

- 1) A desk review
- 2) An evaluation instrument prepared by the evaluation team prior to the field visits
- 3) Field visits to each of the project sites
- 4) Three Stakeholder workshops facilitated by the evaluation team in two of the project districts (with involvement of stakeholders for all project districts in most appropriate workshop) and one national level workshop and a programme for the workshops
- 5) Draft evaluation report including stakeholder workshop proceedings, findings from field visits by

evaluation team, and all the annexes

6) Final Report including:

- Cover Page including the proper project title and the project number
- Table of Contents
- Acronyms (All acronyms used for the first time in the report must be spelled out.)
- Executive Summary including recommendations
- Clearly identified findings
- Clearly identified conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including the present TORs
- Standard evaluation instrument matrix
- List of places visited, people consulted, those who participated in meetings/workshops etc.

The total length of the report **should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.** The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Microsoft WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The final report will be circulated to key stakeholders (those participants present at the stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate in the report and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

The following is the proposed evaluation methodology. While the evaluation consultant can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation consultant will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programs to the project. Some further standard evaluation instruments related to the TBP project of support will be proposed to the consultant to use.

The evaluation will be carried out using the following main methodological elements

- A desk review to establish the specific evaluation instrument
- Field visits to project sites for consultations with project staff, project partners, beneficiaries and other key stakeholders.
- Discussions with key stakeholders and other informants.
- Towards the end of the field visits stakeholder workshops in two of the project districts with

participation of all project districts in the most appropriate workshop (geographic location-wise) and a national level stakeholder workshop will be held. Each workshop will have participation from key stakeholders in each project district and from ILO/IPEC sub-regional and/or HQ (if possible).

Qualifications and Responsibilities of the Evaluation Consultant

The evaluation team will consist of 2 evaluation consultants who previously have not been involved in the project. One of the consultants will be the team leader (international consultant), and the other evaluation team member will be the national consultant.

The background of **the team leader** (international consultants) should include:

- Relevant background in social and/or economic development.
- Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
- Experience in evaluations in the UN system or other international context as team leader
- Relevant regional experience preferably prior working experience in Pakistan.
- Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
- Experience at policy level and in the area of education and legal issues would also be appreciated.
- Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF
- Familiarity with and knowledge of specific thematic areas.
- Fluency in English and knowledge of local language would be appreciated.
- Experience facilitating workshops for evaluation findings.

The background of the evaluation **team member** should include:

- Experience in evaluation of development projects, in particular with local development projects;
- Relevant background in social and/or economic development;
- Experience in the area of children's and child labor issues and rights-based approaches in a normative framework in Pakistani contexts would be highly appreciated;
- Experience working in Pakistan;
- Fluency in speaking and writing in English and local languages;
- Experience facilitation workshops for evaluation findings.

The evaluation team will be responsible for undertaking a desk review of the project files and documents, undertake field visits to the project locations, and facilitate the workshops.

The team leader will be responsible for drafting the evaluation report with inputs from the team members. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report and incorporating any comments deemed appropriate.

The evaluation will be carried out with the technical support of the IPEC-DED section. The logistical support will be provided by the project office in Pakistan with the administrative support of the ILO offices in Pakistan. The ILO Office in Pakistan will provide support to organizing the workshop (contents and facilitation of workshop will be the responsibility of the team leader). DED will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.

It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

Timetable and Workshop schedule:

The total duration of the evaluation process including submission of the final report should be within two

months from the end of the field mission.

The team leader (international consultant) will be engaged for **30 days**, including 14 days for field visits in Pakistan and the workshops, and the national consultant will be engaged for 20 days of which 14 days for in-country field visits. It is expected that during the process the evaluation team will be in contact as appropriate.

Detailed Schedule and Duration

Evaluation will be undertaken in January 29th – March 2007. A detailed schedule is available in Annex 2.

Desk Review Materials and Other Sources of Information

Available at HQ and to be supplied by DED	<ul style="list-style-type: none">• Project document• DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none">• Progress reports/Status reports• Technical and financial reports of partner agencies• Direct beneficiary record system• Good practices and Lessons learnt report (from TPR)• Other studies and research undertaken• Action Programme Summary Outlines• Mini-programme documents• Project files• National workshop proceedings or summaries• National Plan of Action documents

Consultations with:

- Project management and staff
- USDOL (or a labor officer from the US Embassy-Pakistan)
- Partner agencies
- Relevant Social Partners, Employers' and Workers' Groups
- Boys and Girls
- Community Members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc. as identified by the evaluation consultant
- Provincial Steering Committees
- Possible others to be identified

Final Report Submission Procedure

For an independent evaluation, the following procedure is used:

- The team leader will submit a draft report **directly to IPEC DED in Geneva** IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the team leader by the date agreed between DED and the team leader or as soon as the comments are received from stakeholders.
- The final report is submitted by the team leader **directly to IPEC DED in Geneva** who will then officially forward it to stakeholders, including the donor (USDOL).

VI. Resources and Management

Resources:

The resources required for this evaluation are:

For the team leader:

- Fees for an international consultant for 30 work days

- International travel lump sum from consultant's home to Pakistan in accordance with ILO regulations and policies
- Fees for local DSA in each project location as appropriate

For the national consultant:

- Fees for a national consultant for 20 work days
- Fees for local DSA in each project location as appropriate

For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

A separate budget is available.

Management:

The evaluation consultant will report to and discuss any technical and methodological matters **directly with DED** should issues arise. IPEC project officials in Pakistan will provide administrative and logistical support during the evaluation mission.

Annex 2 of Original TOR: Schedule to complete

Phase	Responsible Person	Tasks	Dates
I	Team Leader	<ul style="list-style-type: none"> ▪ Telephone briefing with IPEC DED ▪ Telephone briefing with USDOL ▪ Desk Review of project related documents ▪ Evaluation instrument based on desk review 	January 29- February 2 or prior to field visit (5 days)
	National Consultant	<ul style="list-style-type: none"> ▪ Desk Review of project related documents ▪ Providing inputs to the team leader for Evaluation instrument based on desk review 	
II	The Evaluation Team with logistical support by the Project Management	<ul style="list-style-type: none"> ▪ In-country briefing with ILO Pakistan and a labor officer from the US Embassy-Pakistan ▪ Consultations with Project Management ▪ Consultations with project partners in Pakistan 	February 5-6 (2 days)
		<ul style="list-style-type: none"> ▪ Field visits to project locations ▪ Consultations with project partners, girls and boys, parents and other beneficiaries ▪ 2 half-day workshop in with key stakeholders from the project locations and one national level workshop (one day) 	February 7-16 (6-7 days)
III	Team Leader	<ul style="list-style-type: none"> ▪ Draft report writing based on consultations from desk review, field visits, and the stakeholders' workshop. 	Feb. 19-23 (5 days)
	National Consultant	<ul style="list-style-type: none"> ▪ Providing inputs to the team leader for the draft report 	Feb. 19-20 (2 days)
IV	DED	<ul style="list-style-type: none"> ▪ Circulation of the draft report to key stakeholders ▪ Consolidate comments of key stakeholders and send to the evaluation consultant 	(2 weeks)
V	Team Leader	<ul style="list-style-type: none"> ▪ Finalize the report including explanations on why comments were not included 	(5 days)

ANNEX 3 of Original TOR

Component 1	
Immediate Objectives	Outputs
1. Enhanced national knowledge base available on child labor	1.1 Reliable & gender sensitive information on child labor available in national surveys.
	1.2 Policy research on child labor promoted for inclusion in national development policies.
2. Improved policy and legislative framework to address and monitor WFCL.	2.1 National Policy & Plan of Action to Combat Child Labor revised with specific and gender sensitive targets
	2.2 Employment of Children Act 1991 amended.
3. Educational and training needs of children in worst forms of labor reflected in national instruments on education.	3.1 Educational & training needs of children in worst forms of labor highlighted in the National Plan of Action on EFA 2015 and ESR 2001-05.
4. Key stakeholders receptive to the development needs of child labor through awareness activities	4.1 Issues concerning WFCL highlighted in electronic and print media.
	4.2 Issues concerning WFCL highlighted through awareness activities.
5. Target district governments allocating resources to address educational and training needs of children in worst forms of labor.	5.1 District government in target areas sensitized to WFCL issues.
	5.2 WFCL concerns addressed in District Education Plans.
	5.3 Additional resources leveraged from targeted district government for addressing WFCL.
6. Target district authorities and community groups monitoring WFCL incidence, & communities taking affirmative action	6.1 District labor officials conduct awareness meetings on WFCL related legislation and OSH issues for employers/ contractors
	6.2 Local stakeholders sensitized on WFCL issues through awareness activities
	6.3 Community groups identify children in WFCL and those at risk for affirmative action.
	6.4 Community based monitoring system established.

Component 2	
Immediate Objectives	Outputs
7. Children in worst forms of labor and their families are linked with credit facilities and social safety nets.	7.1 Children withdrawn from WFCL and those at risk get access to District Zakat Fund for scholarships to continue education and vocational training.
	7.2 Families with children in WFCL linked up with District Zakat Fund for subsidies and grants.
	7.3 Families with children in worst forms of labor are linked up with credit programs by government bodies and other organizations operating in target districts.
8. Boys and girls in worst forms of labor, and those at risk have access to formal and non-formal education, and vocational training.	8.1 Children in worst forms of labor and those at risk provided access to educational and vocational programs.
	8.2 Children in worst forms and those at risk enrolled in NFE centers
	8.3 Selected children enrolled in NFE centers mainstreamed to government schools.
	8.4 Selected children out of total children enrolled in NFE centers complete primary education as private candidates.
	8.5 Children in worst forms of labor enrolled in literacy centers.
	8.6 Selected children in worst forms of labor out of total children enrolled in literacy centers enrolled in vocational training programs.