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IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

**Combating Child Labour in the
Carpet Industry in Pakistan Phase I
PAK/99/M01/USA
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A Final Project Evaluation

by

An Independent Evaluation Team

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Table of Contents

Acronyms	ii
Glossary	ii
Executive Summary	iii
Section 1	1
1. Introduction.....	1
2. ILO-IPEC in Pakistan	1
3. Overview of the Carpet Industry.....	2
5. Overview of the ILO/IPEC and the PCMEA Child labour Project	3
6. Strategic Interpretations and modifications	5
Section 2	6
7. Project Performance	6
8. Management.....	13
9. Impacts on Child Labour	13
10. The Stakeholder Perspective on the design, implementation and impacts of the project	15
Section 3	18
11. Findings.....	18
12. Conclusions.....	19
13. Recommendations.....	21
14. Lesson Learned	22
Annexes	
Annex 1: Terms of Reference for Evaluation.....	24
Annex 2: Interviews.....	34
Annex 3: Stakeholder Consultation and Dialogue: Process, Contents and Participants, December 17 and 18, 2003.....	39
Annex 4: Evaluation Methodology.....	45
Annex 5: Presentations	48

Acronyms

APFTU	All Pakistan Federation of Trade Unions
CCF	Child Care Foundation
FEC	Family Education Committee
GIG	Group for Income Generation
ILO-IPEC	International Labour Organization-International Programme on Elimination of Child Labour
MOU	Memorandum of Understanding
NFE	Non-Formal Education
NGOs	Non-Governmental Organizations
NSC	National Steering Committee on Child Labour
PCC	Program Coordinating Committee
PCMEA	Pakistan Carpet Manufacturers and Exporters Association
TCP	Technical Cooperation Programme
US-DOL	United States Department of Labor
VEC	Village Education Committee
VEF	Village Education Fund

Glossary

Peshgi	Cash and in-kind advances that village-based contractor provide to carpet weaver families
Tana Bana	Specific knitted patterns on which a carpet weaver weaves a carpet
Phanda	Knot
Talum	A language that designers of hand-knotted carpet use in Pakistan to write a design

Executive Summary

The purpose of this evaluation, as articulated in the TORs and discussed in a telephone briefing with IPEC-DED and reconfirmed in a first meeting with the ILO-IPEC project manager on 5 December 2003, was to conduct ‘a comprehensive evaluation’ of the project entitled ‘Combating Child Labour in the Carpet Industry in Pakistan Phase I’. In this case, the comprehensive evaluation means the analysis of design, implementation, performance and impacts of the project as they related to the specified project objectives stated in the project document dated February 1999. Thus the objectives of this evaluation were to:

- Assess the effectiveness of the design and processes that delivered the specified outputs;
- Determine the quality and sustainability of benefits that the target groups of beneficiaries received;
- Evaluate the impacts on child labour situation in the carpet industry;
- Articulate the perspective of the stakeholders on the design, implementation, performance and impacts of the project;
- Identify the practices and processes that may further refine the implementation of the Phase II of the project;

Over the period of 25 working days in December 2003, a team of two consultants conducted this evaluation. In so doing, the team used the evaluative framework outlined in the Guidelines for the Preparation of Independent Evaluation of ILO Programmes and Project¹ and the TORs developed for this evaluation exercise. Information about the design, implementation, performance and impacts of the project was gathered and triangulated with the help of the following research methods; unstructured interviews, group discussions, document analysis, structured stakeholder consultation and dialogue, statistical analysis of external monitoring database and observations (see Annex 3).

MAJOR FINDINGS

1. The project entitled ‘Combating Child Labour in the Carpet Industry in Pakistan Phase I’ is highly relevant in the context of the new labour inspection policy of Government of Pakistan which does not focus on home-based industries.
2. The total number of carpet manufacturers who have voluntarily joined the program has doubled in the last four years (from 15 to 31).
3. All the stakeholders are of the view that this project is designed to reduce the working hours of carpet weaver children in Sheikupura and Gujranwala district.
4. ILO-IPEC and its partner organisations worked extensively to evolve multiple criteria, which were successfully used to identify beneficiaries of the social protection program.

¹ Developed by the ILO Evaluation Unit- Bureau of Programming and Management, Geneva

5. The services of the project are accessible to a fairly large group of carpet weaver families and their children.
6. 1807 carpet weaver children gave up carpet weaving and 4,433 carpet weavers spend a reduced amount of time on weaving carpets in Shiekupura and Gujranwala.
7. Evidence suggests that the project did not prevent children entering the labour market of carpet weaving.
8. Both the prevention and monitoring and social protection programs are capital and labour intensive.
9. The ILO-IPEC team is overworked and under-resourced.

Sub-Program 1: Workplace Monitoring and Prevention

10. With the assistance of the participating carpet manufacturers, the ILO-IPEC has established an internal monitoring system, which is functional.
11. The participating carpet manufacturers, however, did not develop in-house capacity to monitor themselves and independently child labour in their own village based supply chains.
12. The external monitoring system is well-organized and functional and it offers a new and community-oriented method of monitoring child labour and the social and economic lives of carpet weaver children and their families.
13. The internal and external monitoring databases contain rich data which is under utilized as this data could be used to develop impact indicators.

Sub-Program 2: Non-Formal Education, Health, Recreation and Counseling

14. The ILO-IPEC and its partner NGOs have established 306 non-formal education centers for the carpet weaver children.
15. The NFE centers have provided quality non-formal education to over ten thousand children.
16. The local Government schools are reluctant to accept the students of NFE centers because the schools have limited capacity.

Sub-Program: Income Generation

17. The carpet weaver families consider the credit and saving program as an effective intervention which aims to address their economic needs.
18. The program has limited scope as it reaches only those carpet weaver families that meet the defined criteria - most disadvantaged.
19. It encourages the carpet weaver families to proactively participate in the education of their children.

20. The impacts of credit and saving program on child labour situation in the carpet industry are unclear.

Sub-Program: Pre-Vocational Education

21. The carpet weaver families view the pre-vocation training program as an appropriate intervention that prepares their children to earn living.
22. The impacts of this program on child labour in the carpet industry are undetermined.

Sub-Program: Capacity Building

23. The community support system, which consists of Village Education Committee and Family Education Committee, is well organized.
24. This two-tier system has contributed significantly in refining the quality of both program components.
25. The members of Village Education Committees and Family Education Committees are reluctant to take up the full responsibility of financing and managing NFE centers.
26. The ILO-IPEC has carried out rigorous program monitoring which enhanced the capacity of the partner organisations- Buniyad, FEB, SDC, CDC and Sudhaar-and they improved the performance of the social protection program.

CONCLUSIONS

Conclusions are drawn in two different formats; firstly, in reference to the project objectives and secondly, in reference to the program components- prevention and monitoring and social protection programs

Conclusions by Objectives

Objective 1: By the end of the Programme, child labour in the carpet sector in Sheikupura and Gujranwala will have been reduced through workplace monitoring and provision of alternatives for children withdrawn from the conditions of child labour.

Conclusion: In 56 months, through workplace monitoring and provision of alternatives 1807 carpet weaver children gave up carpet weaving and 4,433 carpet weaver spent a reduced amount of time on weaving carpets in Shiekupura and Gujranwala.

Objective 2: By the year 2 of the programme a plan will have been established for the expansion of the programme implementation in the rest of Punjab Province and the implementation in new areas will have been started.

Conclusion:

Phase II of the program began in 2002 which included three new districts of Punjab.

Conclusions by Program Components

1. Prevention and Monitoring Component

Relevance: The monitoring component accurately documented the production structure and labour market of the carpet industry in the Sheikupura and Gujranwala districts. Without this information, it would have been difficult to successfully achieve the desired objectives.

Effectiveness: The implementing organization effectively used the monitoring component for the identification of locations of carpet weaving, carpet weaver children and their families. The component also provided accurate information about the instances of child labour in the carpet sector of Shiekupura and Gujranwala. The monitoring, however, did not prevent² children entering in carpet weaving occupation.

Sustainability: Both internal monitoring and external monitoring programs are unsustainable. Both are capital and labour intensive and would not survive in the absence of competent organizational set up. Had the participating manufacturers developed the proposed in-house capacity to monitor child labour in the carpet industry, the internal monitoring component would have been survived.

2. Social Protection Component

Relevance: The Social Protection component of the project addressed the educational and training needs of the identified carpet weaver children. It also addressed the economic needs of the selected carpet weaver families.

Effectiveness: Whether this component contributed in the removal of conditions of child labour in the carpet industry? If we use the definitions³ as the criteria to respond to this question, then it is fair to say that the project contributed to the reduction of child labour in two different ways; it reduced the number of working hours and helped families to withdraw their children from carpet weaving. The component, however, failed to meet the second criteria⁴; children are still weaving carpets and are thus exposed to health hazards.

Sustainability: The implementing organisations have been making significant efforts to figure out community driven methods (VEF) of sustaining the social protection program and a part of it may survive but is unsustainable. It relies heavily on the external support-finances, management and monitoring. However, this view of sustainability⁵ is only valid if the project is conceived as a permanent set up for carpet weaver children and their families.

² The project defines the notion of 'prevention' – this refers to children that are either a) siblings of (ex-) working children that are not yet working or b) those children not yet working but considered to be high-risk of engaging in exploitative work- Technical Progress Report-September 2003

³ **Reduction of child labour:** The concept means to reduce working hours of carpet weaver children. **Elimination of condition of child labour:** The concept refers to the actions that would eliminate the hazardousness of carpet weaving activity and offer primary non-formal education to carpet weaver children. **Withdrawal:** Carpet weaver children who would become students of full-time formal schools (Government or Private) should be considered withdrawn from the condition of child labour

⁴ **Elimination of condition of child labour:** The concept refers to the actions that would eliminate the hazardousness of carpet weaving activity and offer primary non-formal education to carpet weaver children

⁵ Mid Term Self-Evaluation Report, 2001 provides this definition of sustainability- page 16

If sustainability in the context of this project means that all NFE students complete their three years of non-formal education, then the question of continuity of this set up does not arise.

RECOMMENDATIONS

- The ILO-IPEC and the PCMEA should reformulate the objectives, methodologies and LFA of the project in the light of the modification⁶ they have already made. This is essential to clarify the strategic focus of the second phase, i.e. reduced working hours of carpet weaver children.
- The ILO-IPEC should conduct a post implementation situation analysis of the child labour situation in the project area. The situation analysis should focus on the reduction of working hours of children and also attempt to explore whether carpet weaver children have shifted to other occupations.
- The project needs additional human resources at management level as well as technical staff members. However, further addition in the project staff should be done in consultation with the ILO-IPEC project team.
- The ILO-IPEC should work on an exit strategy, which should aim at the continuity of the program interventions along with an incremental devolving of management responsibilities to other stakeholders. This can be achieved in several ways but given the current scenario, the most appropriate option is to create a consortium of competent and resourceful organisations (public and private) at district level that take up the responsibility of financing and managing the child labour project. In so doing, ILO-IPEC should also select a local public or private organization at district level that should implement the monitoring component of the project. ILO-IPEC should act as a third party verification body and conduct a social and labour audits of the carpet industry each year and produce a public report.

SPECIFIC RECOMMENDATIONS: PHASE II

- The participating carpet manufacturers and exporters should begin developing in-house capacity which facilitates them to monitor child labour in their own village based supply chains. ILO-IPEC should provide technical support to individual manufacturer in achieving this objective.
- The participating manufacturers should be given training in supply chain management and managing labour relations in distant supply chains.
- An intervention is needed to involve contractors in the program. The intervention should provide clear incentives to contractors. It may take different forms - training on the management of small enterprise, credit program (recurrent cost and capital cost), strong linkages to carpet manufacturers, or training on labour standards. All benefits should strictly be given to those contractors who agree to operate in child labour free business environment.

⁶ “ . . . a different approach was designed for this project where children would be allowed to work for limited hours (2-3 hours per day) provided they were allowed to be enrolled in the non-formal Education centers’ Technical progress report-September 2003, pp 31

- The implementing organisations should continue to employ the implementation process that has emerged in the Phase I, i.e. mobilizing community, organizing physical, human and social resources at village level and conducting on-going evaluation.
- Credit and saving and skills training program should be scaled up at the level similar to the non-formal education program
- The internal and external monitoring databases should be used to develop a set of impact indicators which must reveal the correlation between the interventions and various aspects of child labour.

LESSON LEARNED

- I. Given the context of the carpet industry-diffused structure and informal labour market- and the demands of the child labour elimination approach, the timeframe of the program was proven to be unrealistic. A successful implementation of the program needs a timeframe of five years, in which the first year should be considered as a formative phase, the next three years should be considered as an implementation phase, and the final year should be considered as the sustainability phase.
- II. Social mobilization is the key to successful implementation of the program. Village Education Committee, Family Education Committee, contractors and teachers provide vital inputs to obtain the desired results.
- III. The Internal and External monitoring alone or Social protection program alone does not guarantee the complete elimination of child labour. Both are essential.
- IV. Those industries, such as the carpet industry, which are driven by the chains of village-based contractor and sub-contractor, require effective strategies to address the needs of contractors as they are the employers of children and resist the changes in labour practices.
- V. In the presence of the weak and discreet linkages between manufacturers and village-based contractors, smooth implementation of a child labour program is difficult, if not impossible.
- VI. Coordinating and lead role of a resourceful and credible organization, in this case ILO-IPEC, is vital to build partnerships between NGOs, local communities, private sector and Government departments and to mobilize resources from multiple sources.

Section 1

1. Introduction

The report has three sections. This section describes the project and its context. It also analyzes the project the way it has been implemented and evolved over the period of 56 months from April 1999 to December 2003. Section two critically examines the design, implementation, performance and impacts of the project. The final and third section draws attention to the findings, conclusions, recommendations and lesson learned. This report also includes 4 Annexes including an annex on the evaluation methodology.

2. ILO-IPEC in Pakistan

2.1. The national census in 1998 estimated that the total population of Pakistan was 140 million of which the total number of employed labour force (10 years of age and above) was 37 million. The Government of Pakistan joined the Technical Cooperation Programme (TCP) of the ILO-IPEC in 1994. In 1996 the ILO-IPEC and the Federal Bureau of Statistics for the Ministry of Labour, Manpower and Overseas Pakistanis conducted a National Child Labour Survey and concluded that the total number of economically active children aged 5 to 14 was 3.3 million.

2.2. The Government of Pakistan and the ILO-IPEC signed a Memorandum of Understanding (MOU) from 1994 to 1996 and then both partners extended it for another five years till 2001. A National Steering Committee (NSC) on Child Labour was set up to supervise the implementation of the Child Labour Program. The Federal Secretary of Labour, Manpower and Overseas Pakistani became the chair of NSC while the representatives of the relevant Federal Ministries (Social Welfare, Education, Health, Planning and Finance) became the members. The NCS further extended its membership and involved the representatives of selected employers, workers, non-governmental organizations and other relevant UN agencies. The World Bank and the donors of the ILO-IPEC projects also became observers of NSC. Over the period of nine years, the ILO-IPEC designed and implemented 15 Action Programmes in different sectors of Pakistan. The children and their families involved in the Soccer Ball, Surgical, and Carpet Industries benefited significantly from the Action Programs. The carpet industry program was the first initiative in Pakistan and it started as an experiment in 1994 and formally scaled up in 1998-1999.

2.3. In 2001/02, the Government of Pakistan replaced the policy of unannounced inspection of labour conditions and put in place a 'reactive policy'. It instructed the owners and managers of industrial units to display, at prominent places, the details of total number of workers, and the conditions of safety and health. The Government expects that if workers of a specific industrial unit find incompatibility between what is being publicly displayed and what is actually happening, then, they should report to the Government Labour Department. The labour department will then take appropriate action. This approach may prove ineffective to improve the labour practices and conditions in the carpet industry as the industry is home-based and carpet weavers are not organized. For the industries that have diffused production structures and informal labour practices, child labour projects similar to this carpet industry child labour project are needed.

3. Overview of the Carpet Industry

3.1. The annual export of hand-knotted carpets from Pakistan in 2001-2002 contributed approximately 249 million US dollars to the economy of Pakistan. The United States of America, Germany, the United Kingdom, Italy and France were the top five importers of hand-knotted carpets in that year. The carpet industry is well organized at the top level and has formally established an association - the Pakistan Carpet Manufacturer and Exporter Associations (PCMEA) - which protects and promotes the interests of carpet manufacturers and exporters. Over 300 carpet manufacturers and exporters are registered with the Association.

3.2. The PCMEA is an elected body and represents the interests of two distinct groups - carpet manufacturers and exporters. The former themselves produce and export carpets and own small factory type units for carrying out the pre and the post carpet weaving processes. The latter merely buy finished carpets from the local open market and export them. Both carpet manufacturers and exporters operate through the chains of village-based contractors and sub-contractors. As competitors, the members of the PCMEA are secretive and hide the information about their village-based carpet supply chains, even from a neutral party, as they believe that the openness would lead to a competitive labour market and may also damage their strategic position vis-à-vis each other.

3.3. The open and closed market systems determine the contractual arrangements between city-based carpet manufacturers or exporters and village-based contractors. In the open market system, village-based contractors design and produce carpets and then sell them to the city-based manufacturers or exporters. Instead in the closed market system, the city-based manufacturers engage village-based contractors who exclusively work for them.

3.4. Contractually different though the open and closed market systems are, they include similar labour practices and quality control processes. Village based contractors and sub-contractors recruit carpet weavers and monitor the quality of both high (Sutri) and low (Mori) grade carpets. Contractors give cash or in kind advances (Peshgi) to carpet weaver families. This is a standard procedure to recruit carpet weavers. Majority of carpet weaver families prefer to work with a contractor who gives the advances and this choice often prevents them to shift to other occupations.

3.5. The total number of looms in Pakistan is between 300,000 to 350,000 of which 80 percent are located in Punjab. 80 percent looms are installed at the houses of carpet weavers. Estimates show that the pre and post weaving cost is only 10 percent of the total cost of carpet manufacturing while 90 percent is the cost of carpet weaving. Carpet weaving includes knitting of pattern (Tana Bana) on a wooden or on an iron loom and knotting (Phanda) yarn on a knitted pattern according to a specific design (Talum). Village-based contractors and master weavers knit patterns on carpet looms while skilled and semi-skilled weavers do knotting (weaving). Children are involved in the second task.

4. Child Labour and the Carpet Industry in Pakistan

4.1. Estimates show that the total number of carpet weavers are 1.5 million of which 5 to 10 percent are children and of which 85 percent are girls aged 7 to 14 years. Why do more girls work in the carpet industry? The interviews, which were conducted during this

evaluation, with the carpet weaver families in the two districts of Punjab indicate that the male members of carpet weaver families often opt for voluntary unemployment. To them, carpet weaving is low-paid work and is suitable for girls and women who, for social or domestic reasons, have fewer chances to get better paid home-based employment.

4.2. Evidence shows that many carpet weaver children suffer from back ache, bone deformation and acute respiratory illnesses. Even more, carpet weaving - some women declared in their interviews - also reduces the chances of pregnancy among girls if they work for several years. Carpet weaving is thus a hazardous occupation, particularly for girls, and should be addressed within the framework of the ILO Convention 182. In August 2001, the Government of Pakistan ratified the Convention 182.

4.3. The position of carpet industry on the involvement of children in carpet weaving is inconclusive. Some participating carpet manufacturers, who were interviewed, strongly defend the involvement of children in carpet weaving as they believe that the complete removal of children from the industry would lead to labour shortage. On the contrary, some members of the PCMEA do not wish to retain children in the carpet industry and advocate that the industry should move towards formalization. Although it is beyond the scope of this evaluation to identify the positions of different groups of the PCMEA on child labour, it is nonetheless fair to conclude that the participating manufacturers advocate a child labour approach that aimed at reducing the working hours of carpet weaver children along with educational and health facilities.

5. Overview of the ILO/IPEC and the PCMEA Child labour Project

5.1. The Pakistan Carpet Manufacturers and Exporters Association (PCMEA) signed an agreement with ILO-IPEC in October 1998. Initially, only fifteen carpet manufacturers and exporters supported the program. However in the last four years the total number of carpet manufacturers who have voluntarily joined the program has doubled, from 15 to 31. The ILO-IPEC and the PCMEA launched the first phase of a project entitled “Combating Child Labour in the Carpet Industry Phase I” in April 1999. The project was aimed at the prevention and elimination of child labour from the carpet industry of Pakistan. The geographical scope of the project was two districts of Punjab-Sheikupura and Gujranwala. The total funds for the project were US \$ 2,955,146 of which the PCMEA contributed⁷ US \$ 900,000 and the US-DOL provided US \$ 2,055,146 for the period of three years.

5.2 As articulated in the revised project document of February 1999 (P, 4), the stated objectives of the program were;

- (i) To identify and remove children from conditions of child labour in the manufacture of carpets and to provide them with educational and other opportunities;
- (ii) To implement prevention, monitoring, withdrawal and rehabilitation strategies
- (iii) To assist carpet manufacturers who seek to prevent child labour from the manufacturing of hand-knotted carpets in Pakistan;

⁷ The financial support from PCMEA has come from the Export Development Fund (EDA), which was established by the Government of Pakistan and managed by the Export Promotion Bureau.

- (iv) To facilitate changes in community and family attitudes towards child labour, particularly in the carpet industry;
- (v) To encourage other industries to replicate similar strategies to prevent child labour in Pakistan. The immediate objectives of the project are given in section 7.

5.3. Following the examples of the Garment Industry (Bangladesh) and the Soccer Ball Industry (Pakistan), the ILO-IPEC devised a two-pronged approach to achieve the aforementioned objectives. The approach included a prevention and monitoring program and a social protection program for carpet weaver children and their families. The former aimed to recruit those carpet manufacturers and exporters who would voluntarily commit to establish an internal monitoring system which would clearly identify contractors, carpet weavers, and their locations. The ILO-IPEC assumed the responsibility to conducting third party verification of the internal monitoring information and to identify carpet weaver children and to place them in the proposed social protection program.

5.4. The Social Protection Program included the following four interventions;

- Establishing non-formal primary education centers for carpet weaver children;
- Provision of alternative sources of income for carpet weaver families through credit and saving program;
- Provision of economically viable skills to children who wish to opt for other occupations;
- Building capacity of local community.

5.5. With the aforementioned new approach, the project aimed to provide non-formal primary education to approximately 8,000 carpet weaving children aged 14 and below, and 2,000 their younger siblings. Also the program aimed to provide credit to 2,000-3,000 adult members of carpet weaver families, particularly women. The ILO-IPEC revised the target of the credit program and drastically reduced the number of beneficiaries - 515 carpet weaver families. Lack of financial resource was the primary reason for this revision. The United States Department of Labor approved the revision. Approximately 1000 to 1500 carpet weaver children were included in a pre-vocational training program. Also the project aimed at building the capacity of implementing agencies in addressing the child labour problem in the carpet industry and in creating sustainable community support systems which would continue to address child labour in the program area- Sheikhpura and Gujranwala.

5.6. The partners (the ILO-IPEC and the PCMEA) agreed to establish a Coordinating Committee to administer implementation of the project. The partners agreed to rotate the Chair of PCC among them every six months. In November 1999, the ILO-IPEC organized the first meeting of the Program Coordinating Committee (PCC). The authorized representatives of the implementing and support organizations became the members of PCC (the ILO-IPE, the PCMEA, Buniyad, Sudhaar, The Child Care Foundation, Export Promotion Bureau, Labour Department Punjab, and All Pakistan Federation of Trade Unions).

6. Strategic Interpretations and modifications

6.1. Over the period of 56 months, the ILO-IPEC and the PCMEA have made three strategic interpretations to clarify the original design of the project formulated in the agreed proposal dated February 1999. The interpretations were made in consultation with the ILO-IPEC offices in Islamabad and Geneva and the US-DOL office.

- Reduction of child labour: The concept means to reduce working hours of carpet weaver children. Elimination of condition of child labour: The concept refers to the actions that would eliminate the hazardousness of carpet weaving activity and offer primary non-formal education to carpet weaver children. Withdrawal: Carpet weaver children who would become students of full-time formal schools (Government or Private) should be considered withdrawn from the condition of child labour.
- The ILO-IPEC and the participating carpet manufacturers define the internal monitoring as a one off activity that carpet manufacturers and exporters must perform when they join the program and the participating carpet manufacturers are not required to establish a systematic internal monitoring system.

6.2. In the first phase of the project, ILO-IPEC and PCMEA realized that it was difficult to implement the child labour approach aforementioned (5.3) as it was based on invalid assumptions in the context of the carpet industry. Consequently, both partners worked out a different approach to address child labour in the carpet industry. The new approach, which was called social services monitoring, allowed children to work for limited hours (2 to 3 hours per day) provided their parents and contractors enrolled them in the proposed non-formal education centers⁸. ILO-IPEC assumed the responsibility of monitoring workplaces as well as carpet weaver children admitted to NFE centers. This new approach modified the strategic focus of the project, i.e. reduced working hours, and it increased the workload of the ILO-IPEC team as it included an additional responsibility of monitoring carpet weaver children admitted to NFE centers. Fundamental though this modification is as it directly impacts on the objectives, strategy, indicators and LFA of the project, ILO-IPEC did not revise the project proposal Phase I and II and did not record it in the Self Evaluation Report.

6.3. The ILO-IPEC extended the duration of the project from three years to five and a half years (April 1999 to April 2004) on the basis of a no-cost extension. The extension was necessary to achieve all the stated targets. The initial time frame of three years, therefore, proved to be unrealistic as it did not include the time for pre- and post-implementation phases - planning and sustainability.

6.4. Initially, the ILO-IPEC and the PCMEA agreed to rotate the Chair of the Project Coordinating Committee among them. However, the ILO-IPEC became a permanent Chair of PCC with the consent of the leadership of PCMEA and organized 9 meetings over the period of 56 months. This particular modification in the leadership of the project has minimized the coordination role of the PCMEA and the participating manufacturers.

⁸ Technical Progress Report (TPR) September 2003- interviews with the ILO-IPEC project manager and the members of PCMEA

Section 2

7. Project Performance

7.1. This section examines the performance of the project. For the purpose of this evaluation, the outputs of the project are framed as the necessary conditions for eliminating child labour from the carpet industry. Relevance, effectiveness, and sustainability are the main criteria, which are being used to evaluate the outputs.

7.2. The agreed project proposal dated February 1999 has two main objectives and eleven outputs of which nine outputs are attached to the first objective and two outputs are related to the second objective. Furthermore the implementation strategy of the first objective has two different but interrelated components- Prevention and Monitoring Component and Social Protection Component. The former has four outputs while the latter has five outputs.

Prevention and Monitoring Component

Objective 1: By the end of the Programme child labour in the carpet sector in Sheikhpura and Gujranwala will have been reduced through workplace monitoring and provision of alternatives for children withdrawn from the conditions of child labour.

7.3. *Output 1: An Internal Monitoring system has been established and is operational*

7.3.1 The participating manufacturers collected information on the following variables, as a one off activity and reported it to the ILO-IPEC.

- Name of a participating carpet manufacturing or exporting company, address and contact,
- Names, addresses and contact of contractors and sub-contractor,
- Names of owners of factory type carpet manufacturing units,
- Addresses, number and sizes of looms,
- Names, ages, and gender of carpet weavers

7.3.2. The ILO-IPEC used this information to conduct a survey in alliance with the three NGOs and utilized the internal monitoring information and the research findings of the survey in detailing the location map of the proposed non-formal primary education centers. Also the ILO-IPEC corrected the internal monitoring information in light of the research findings and finally it organized baseline internal monitoring information. The data was used to track changes in the lives of carpet weaver children and their families. Also it assisted the ILO-IPEC in tracking the changes in the structure and labour practices of the carpet industry. The ILO-IPEC and the PCMEA have, thus, organized a version of the agreed internal monitoring system which is operational.

7.3.3 The ILO-IPEC and the PCMEA agreed to make two important changes in the design of the internal monitoring system. First of all, instead of establishing a systematic internal monitoring system at the offices of the participating manufacturers, the partners organized a centralized and computerized internal monitoring database at the ILO-IPEC Lahore office. Secondly, the participating manufacturers gave the responsibility of correcting and updating the internal monitoring information to the ILO-IPEC. These

decisions led to a major strategic change; the ILO-IPEC became an active implementer of the internal monitoring system and the participating carpet manufacturers did not evolve the agreed in-house capacity to monitor child labour in their own village-based supply chains.

7.3.4. The modified internal monitoring system poses serious challenges. The participating manufacturers did not develop competence and in-house capacity for carrying out internal monitoring. Thus the internal monitoring system will stop functioning when the ILO-IPEC will pull out from the project area in April 2004.

7.4. *Output 2: External Monitoring system has been established and operational*

7.4.1. The ILO-IPEC developed a well organized and effective external monitoring system. One of the key purposes of the external monitoring, as it was being stated in the revised proposal dated February 1999, was to verify the internal monitoring information. The verification process, as it was implemented by the ILO-IPEC, primarily involved correcting and up-dating the internal monitoring information.

7.4.2. As a part of the external monitoring system, the ILO-IPEC developed an elaborated program monitoring system. The external monitors of the organization collected and electronically stored information that could be used to assess:

- Workload of carpet weaver children who were enrolled in NFE
- Withdrawal of carpet weaver children from carpet weaving workplaces
- Awareness and participation of local community in the program
- Improvements in health status of carpet weaver children
- Acceptance and utilization of new marketable skills which were given to carpet weaver children
- Effectiveness of all the activities carried out by the implementing organizations
- Effectiveness of the systems established to facilitate co-ordination among all the stakeholders

7.4.3. The organizational set up of the external monitoring system was established at three different locations of Punjab. The ILO-IPEC established a project office in Lahore with two sub-offices in both districts. The project office was responsible to collect information from the participating manufacturers, to co-ordinate the activities of the partner organizations, to provide resources for the project, to compile quarterly reports, and to manage the staff of sub-offices. The project office in Lahore was also responsible to co-ordinate with the ILO offices in Islamabad and Geneva. The sub-offices primarily worked on the data collection and co-coordinated the activities of the implementing organizations at community level.

7.4.4. The ILO-IPEC made a strategic change. It collected and up-dated the internal and external monitoring information with the help of the students of NFE centers, teachers, members of Village Education Committee, and Family Education Committee. Though this method of external monitoring is different, it however, offers an effective and a community-oriented child labour external monitoring system which was successfully used to identify the carpet weaver children, to improve the quality of social interventions- NFE centers, credit and saving program, pre-vocational trainings- and to estimate the reduction in child labour.

7.5. Output 3: External Monitoring has been carried out throughout the duration of the Program

7.5.1. 20 external monitors of the ILO-IPEC carried out 2,167 monitoring visits to NFE centers and 2,767 visits to carpet weaving production facilities (houses of carpet weaver families, and small factory type units). These monitoring visits helped the ILO-IPEC in performing multiple activities. The ILO-IPEC developed 10,541 profiles of the students of NFE centers. It collected and updated the information on the enrolment status of NFE centers. It also collected data on the performance of VEC, FEC and the teachers of NFE centers. And it monitored workplaces (village-based factory type units and houses of carpet weaver families). The team visited each NFE center at least five times a year.

7.5.2. The ILO-IPEC collected and up-dated the external monitoring information with the help of four formal data collection instruments. It stored the information electronically on computers in an Excel spread sheet format. The electronic data was used to generate monthly, quarterly and annual reports.

7.5.3. The ILO/IPEC monitors faced two major challenges to effectively execute the external monitoring. First, in addition to collecting external monitoring information, the external monitors also refined the internal monitoring information and conducted program monitoring. The combination of three field-oriented tasks tremendously increased the workload of the ILO-IPEC monitors. The problem of workload became acute given that the ILO-IPEC monitors also had limited infrastructural support- one vehicle for each office and one computer for data entry. Secondly, the ILO-IPEC sub-offices did not have professionals that could assist the monitors in data entry, data formatting and analysis. Thus the external monitors used trial and error methods to evolve competence in these areas. These factors directly impacted on the performance of the external monitors.

7.5.4 The ILO-IPEC monitors worked long hours. They began investing significant time themselves in figuring out procedures related to data entry, formatting and analysis that an expert could have done in a day.

7.6. Output 4: Monitoring reports have been submitted to the Project Coordinating Committee

7.6.1. The ILO/IPEC evolved a standardized reporting system and regularly submitted quarterly reports to PCC and US-DOL. Similarly Bunyad, Sudhaar and the Child Care Foundation documented the project in different reporting formats for both internal and external audiences.

7.6.2. Given that the ILO-IPEC has gathered comprehensive information on the progress and quality of the project interventions, the current formats of reporting reflect the limited use of the available information. This is due to the fact that the current set up of internal, external and program monitoring databases require manual processes. The use of Excel, as the main format for storing data for the purpose of analysis, does not permit bivariate analysis. Even more, the current formatting of the databases takes more time to generate even the predefined reports.

7.6.3. The analytical capacity of the database is less than optimal and the databases are under utilized. The databases could be used to develop a set of impact indicators.

Currently the databases are merely used to report the progress in terms of output indicators.

Social Protection Component

7.7. Output 5: Approximately 300 education centers have been established in Sheikupura and Gujranwala targeting approximately 8000 children withdrawn from the conditions of child labour, 2000 younger siblings and their families.

7.7.1. The ILO-IPEC established a total number of 306 non-formal primary education centers (NFEs) for carpet weaver children in the two districts of Punjab- Sheikupura and Gujranwala. In so doing, it partnered with three local NGOs-Sudhaar, Bunyad, and the Child Care Foundation (CCF). Sudhaar established 81 centers in Gujranwala district while Buniyad and the Child Care Foundation established 110 and 115 NFE centers respectively in Sheikupura district. Currently the three partner NGOs are managing 240 NFE centers while the remaining 66 centers have either completed a 36-month cycle or taken over by the local community groups or closed down due to low attendance or merged into mainstream schooling system. The sites of these centers were identified with the help of the internal monitoring information and the research findings of the surveys conducted by the three partner NGOs in their respective areas of operation.

7.7.2. This intervention provided quality non-formal primary education to 10,261 children of which 5,611 were carpet weavers. The village-based carpet industry involves a large number of girls and therefore the majority of students of NFE centers were girls. The teachers of NFE centers in collaboration with the staff members of the partner NGOs identified carpet weaver children. Evidence shows that this is an effective method and 70 percent of the students of NFE centers were either carpet weaver or siblings of carpet weaver children whereas 30% came from the disadvantaged groups.

7.7.3. A quantitative analysis of the external monitoring database suggests 5611 carpet weaver children benefited from the intervention of which 4851 were girls and 760 were boys. However, this figure does not include siblings of the students of NFE centers and the children who came from the disadvantaged group. Table 1 shows the distribution of age and gender of those carpet weaver children who were interviewed by the ILO-IPEC and benefited from the non-formal primary education program.

Age	Boys	Girls	Total
<5	1	2	3
6-9	123	793	916
10-13	524	2,821	3,345
14+	112	1,235	1,347
Total	760	4,851	5,611

7.7.4. The partner NGOs employed a three phased approach to establish NFE centers at the selected locations. In the first phase all three partner NGOs conducted a survey to map out the concentration and geographical spread of carpet weaver families. On the basis of the research findings, the partner NGOs formulated criteria – presence of minimum 50 carpet children – for the selection of sites for NFE centers. In consultation with the ILO-IPEC they also decided to set up a maximum of three NFE centers at one

location. The decision impacted positively on the project and a fairly large segment of carpet weaver families managed to access the social protection program.

7.7.5. Two simultaneous processes began in the second phase. First the ILO/IPEC monitors began the process of correcting internal monitoring information. Second, the partner NGOs set in motion the process of community organization aimed at setting up relatively permanent community groups that could assist in establishing NFE centers and would ultimately take up the full responsibility of financing and managing NFE centers. The partner NGOs are of the view that they did not get sufficient time for this phase. Evidences from the field confirm this assertion as the Village Education Committees and the Family Education Committees differ in terms of their inputs.

7.7.6. Appointment of teacher for NFE centers marked the beginning of third and the final phase. All the stakeholders declared that the teachers played major role in the identification of carpet weaver children and they convinced families to enroll their children in NFE centers. At selected places, which were not many, contractors themselves became the teachers of NFE centers. The partner organizations stated that they appointed contractors as a teacher for various reasons including the absence of educated person at village level and in some cases, contractors showed great interest in establishing NFE centers for those carpet weaver children who were working for them. Also the teachers of NFE centers in consultation with FEC identified the building for NFE centers and organized a women only community group – Family Education Committee.

7.7.7. The partner NGOs trained teachers in teaching multi-grade curriculum, class management, and lesson planning. All three partner NGOs trained the teachers separately in small batches. All the teachers who were interviewed appreciated the training programs. However some teachers attended 3 to 4 teacher training programs while some attended only one. Many teachers and the members of partner NGOs stated that had the teacher training program been organized prior to the establishment of NFE centers, the performance of the teachers would have been further improved.

7.7.8. The NFE centers used the Punjab Text Book Board Curriculum. Bunyad and the CCF organized a single grade system in their NFE centers whereas Sudhaar implemented at some places multi-grade system. Officially recognized though the curriculum and the systems are, the mainstream government and private schools are still reluctant to enroll the students of NFE centers because these schools have limited capacity.

7.7.9. The establishment of NFE centers was the major intervention in the context of the social protection program and the ILO-IPEC and its partner NGOs worked strategically to establish effective non-formal education centers for carpet weaver children. Given that the ILO-IPEC and PCMEA have modified the original design of the project the NFE centers are now viewed by the VECs, FECs and children as a permanent set up for the current and future carpet weaver children.

7.8. *Output 6: Income-generating programs have been arranged to provide the relevant skills to adults - in particular mothers - of the families of the working children, targeting about 516 adults.*

7.8.1. The implementing organizations anticipated that the involvement of carpet weaver children in non-formal education would reduce the working hours of carpet

weaver children and thus might decrease the income of the participating carpet weaver families. The ILO-IPEC and the PCMEA, therefore, agreed to create alternative sources of income for the negatively impacted carpet weaver families. The ILO/IPEC in partnership with the First Women Bank of Pakistan implemented a credit and saving program for 515 carpet weaver families. The program targeted the most disadvantaged group of carpet weaver families.

7.8.2. The First Women Bank of Pakistan delivered the program with the help of the Family Education Committees and the selected NFE centers. Over the period of 12 months, the FWB organized 116 income generating groups (GIG). 544 families benefited from the credit programme. A total number of 566 women received \$ US 89625 as credit to invest in, grocery stores livestock and carpet weaving. The income generating groups also saved \$ US 4813.

7.8.3. It is too early to assess the impacts of the project on the income levels of the beneficiaries. However it is fair to conclude that the micro credit program has positively impacted on the enrolment status of the NFE centers. The carpet weaver families are now proactively sending their children to NFE centers as FWB only provides loans to those carpet weaver families whose children are regular.

7.9. *Output 7. Pre-vocational training provided to 1000-15000 children*

7.9.1. The ILO-IPEC designed a pre-vocational training program for approximately 1,000-1500 carpet weaver children and implemented it in partnership with the Skills Development Council (SDC). The implementing organization used NFE centers as an entry point to access carpet weaver children. The program provided pre-vocational training to 2,522 girls and 354 boys. It provided two types of training to the selected carpet weaver children; first it trained the selected children in new marketable skills such as tailoring, embroidery and tie/dyeing; second it trained the selected children in the skills relevant to the carpet industry such as making designs of carpets. The SDC established 93 Pre-Vocational Education centers of which 34 were sustained with the help of VEC.

7.9.2. Even though the pre-vocational training program has achieved its target in terms of numbers the impacts of the program are unclear. Did this intervention help the carpet weaver children to shift to less hazardous occupations? Or to what extent this intervention has reduced the working hours of carpet weaver children and has eliminated the conditions of child labour? It is however reasonable to conclude that the local community groups and the carpet weaver families, who were interviewed, proactively support this intervention as it addresses the needs they themselves identified.

7.10. *Output 8: Capacity of the implementing agencies strengthened in the area of project management and technical skills required in addressing child labour in the carpet industry.*

7.10.1. The ILO-IPEC used both the structured and unstructured methods to build the capacity of the implementing agencies. It organized four different workshops over the period of 56 months. The workshops focused on the issues of implementation, sustainability, financial management, and lessons learned. The ILO-IPEC Islamabad office also organized a workshop on the curriculum of non-formal education for all the staff members and partners of the ILO-IPEC at national level.

7.10.2. The ILO-IPEC project team provided extensive support to the partner organizations in developing an efficient financial reporting system. All the implementing organizations acknowledged the importance of the ILO-IPEC program monitoring system. The monitoring reports provided regular feedback on the progress and performance of NFE centers. This feedback, the partner organizations declared, helped them to take corrective measures which improved the performance of NFE centers.

7.11. *Output 9: A community support system has been established to support and sustain action against child labour in the program areas.*

7.11.1. Community support system is well organized and has been contributing proactively in the implementation of the different components of the projects. The system consists of Village Education Committee (VEC) and Family Education Committee (FEC). The implementing NGOs organized 234 VEC and 231 FEC which played a vital role in convincing carpet weaver families to send their children to NFE, mobilizing local resources, negotiating with contractors and monitoring the performance of teachers of NFE centers.

7.11.2. The implementing NGOs and the members of VEC and FEC established a fund-Village Education Fund- to support NFE centers. For the support of 228 NFE centers in 137 villages, the community has established 187 Village Education Funds amounting US \$ 439. Evidence from the interviews with the members of VEC suggests that this fund has been used to meet the daily needs of NFE centers. It is fair to conclude that the community groups have initiated the process of sustaining NFE centers but they are reluctant to take up the full responsibility of financing and managing NFE centers.

7.11.3. Given that the main employers of children in carpet industry are village-based contractors and their participation in the program is essential for the successful removal of children from the carpet industry, the implementing organization have made significant efforts to include contractors in the program. Consequently 228 village-based contractors became a part of the Village Education Committees. Partially successful though the implementing agencies were in achieving this objective, they however faced great challenges. The origin of the problem lies in the original design of the project as it did not include any intervention for village-based contractors. Thus village-based contractors did not find any incentive to co-operate.

Objective 2

Objective 2: By year 2 of the programme a plan will have been established for the expansion of the programme implementation in the rest of Punjab Province and the implementation in new areas will have been started.

7.12. *Output 1. A survey of child labour in the carpet industry in Punjab has been conducted.*

Output 2. A plan to prevent and eliminate child labour in the carpet industry in Punjab has been adopted and the implementation expanded to other areas.

7.12.1. The ILO-IPEC conducted a situation analysis of child labour in carpet industry in Punjab and estimated that over One hundred thousand (100,000) children were involved in carpet weaving and identified eight districts of Punjab with highest concentration of carpet weaver children. On the basis of the research findings the ILO-IPEC drew a proposal for the Phase II of the project entitled ‘Combating child labour in the Carpet Industry’. Three new districts of Punjab were included in the Phase II. The Phase II began in 2002.

7.12.2. The Phase II has two primary purposes – consolidation of the Phase I and implementation of the prevention and monitoring program and social protection program in the three selected districts of Punjab. It is beyond the scope of this evaluation to comment on the performance of Phase II. However, it is logical to state that the project document of the Phase II does not include the modifications that have already been made in the original design of the project and therefore may face similar challenges at the end of the project in 2005.

8. Management

8.1. The project management is structured in response to the specific functions: co-ordination, information dissemination, and external monitoring. The project office in Lahore carried out all these functions while the sub-offices in Gujranwala and Sheikupura primarily worked on external and programme monitoring.

8.2. In response to the Phase II, the ILO-IPEC project office gave the responsibility of external and program monitoring of Gujranwala district to the ILO-IPEC field team in Sheikupura. The Gujranwala team shifted to Fasilabad District.

8.3. Currently the ILO-IPEC project team is simultaneously implementing Phase I and Phase II of the project which has increased the workload of all the staff members of the team. The ILO-IPEC project manager is particularly overworked as he is supposed to perform the management functions of Chief Technical Advisor (CTA) as well. The CTA resigned in August 2003. Thus the implementation of the Phase I and Phase II of the project has direct impacts on the management structure.

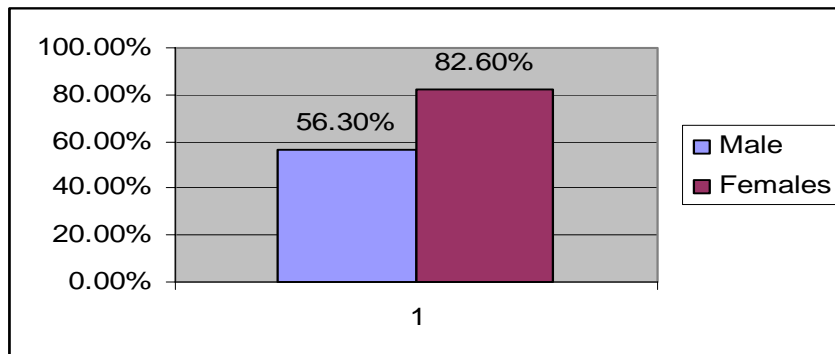
8.4. (See section 7.4 and 7.5)

9. Impacts on Child Labour

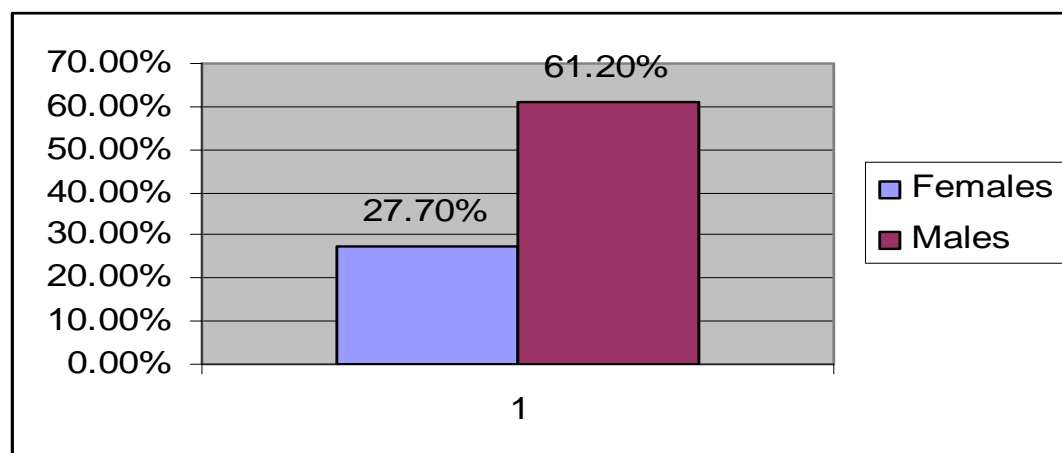
9.1. Evidence from the interviews with carpet weaver children and their families clearly indicate that majority of the students of NFE centers are still weaving carpets. Even more, the siblings of these children are also learning carpet weaving and would enter the carpet industry as paid child workers soon.

9.2. Significant number of the children, who were interviewed, reported the reduction in their working hours. Many of them reported that they used to work 10 or more hours

but now they had been working less than seven hours a day. The actual reduction in the working hours differs widely and it is beyond the scope of this evaluation to give accurate figures. Nonetheless the quantitative analysis of the external monitoring data suggests that a total of 4,433 out of 5,611 or 79 percent children who were interviewed reported the reduction in their working hours. Among girls the percentage was higher at 83 percent than for boys at 56 percent, as shown in the following graph;



9.3. In some cases, the children also reported that weaving carpets, doing domestic work and getting education simultaneously exhausted them but they would prefer to continue their education. Evidence from the field indicates that some children, who were interviewed during the field visits, have stopped carpet weaving and now are studying full-time. A small minority of the students of NFE center also mentioned that they shifted to other occupations such as gluing embroidery material on women clothing. A quantitative analysis of the external monitoring data shows that a total of 1,807 out of 5,611 or 32 percent children reported that they stopped weaving carpets. Among girls the percentage was lower (27.7%) than for boys at 61.2%, as shown in the following graph



9.4. The impacts of the project on the elimination of child labour in carpet industry are diffused. For instance, it is unclear why the project has differential impacts on girls and boys. Furthermore, it is undetermined whether the reduction in working hours has occurred in the daily routine of all the students of NFE centers or it has occurred in the daily routine of a specific group of children? Also it is unknown that how much reduction in working hours has actually occurred?

10. The Stakeholder Perspective⁹ on the design, implementation and impacts of the project

1. Why do children work in the carpet Industry?

The stakeholders identified the following causes of child labour in the carpet industry: poverty, lack of education, desire of parent to earn more money, home-based activity for girls to productively utilize spare time, lack of awareness about the hazards involved in carpet weaving, lack of access to quality education, demand for cheap labour, ineffective enforcement of labour laws, increase in population, voluntary unemployment among male population.

2. What actions should be taken to effectively eliminate child labour from the carpet industry?

- Create awareness about child labour
- Provide and make primary education compulsory
- Pay higher wages to adult labour
- Provide small loans for private businesses
- Establish small industries
- Educate mothers
- Train adults and children in alternative and marketable skills
- Create awareness about the Government policies and facilities it has set up for economic and social development
- Enforce labour and child labour laws
- Control Population.
- Increase the wages of village-based contractors and provide them credit
- Establish formal carpet production units
- Strengthen labour unions
- Involve media to combat child labour
- Establish free education facilities for carpet weaver children
- Train adult labour in carpet weaving and designing
- Increase wage rates of women carpet weavers
- Establish model schools
- Provide alternative skills to girls
- Provide recreational opportunities to children at village level
- Train poor families in organizing household economy
- Provide free books to children
- Improve conditions of government schools
- Utilize funds for education efficiently
- Make and enforce laws that punish those parents who do not send their children to schools

3. What were the actions taken by the implementing organizations to eliminate child labour from the carpet industry?

- Established non-formal education centers
- Provided free education and books

⁹ This stakeholder perspective on the project has emerged from the two days stakeholder consultation and dialogue.

- Trained carpet weaver children in alternative and marketable skills
- Provided small loans to carpet weaver families
- Monitored workplaces
- Sensitized village-based contractors and the participating manufacturers
- Mobilized community
- Provided information about carpet weaver children
- Provided recreational opportunities to the children enrolled in NFEs
- Created awareness about child labour at community level
- Provided information to children about their basic rights
- Examined health status of the carpet weaver children who were enrolled NFEs

4. What were the decisive actions that impacted on the implementation of the project?

- The participating carpet manufacturers provided information about the locations of carpet weaver families and contractors
- Selection of project sites other than listed by PCMEA
- Conducted surveys to identify carpet weaver children
- Established NFE centers even under the unfavorable conditions
- Teachers and mobilizers proactively worked to reduce the drop-out rate

5. What are the impacts of the project on the lives of carpet weaver children and their families?

- Awareness about the importance of educated girl child has increased and majority of carpet weaver families wish to sustain and up-grade NFE centers.
- Awareness about the negative impacts of carpet weaving has significantly increased.
- Local communities, particularly members of FEC and VEC are better linked to the social sector organizations- NGOs and Government departments.
- Education has increased the sense of social independence among carpet weaver children and their families and the teachers of NFE centers.
- Many carpet weaver children have left carpet weaving and are studying full time in formal schools.
- Carpet weaver children have developed better and more civilized behavior. They have become more confident and are aware of their rights.
- Awareness about health and oral hygiene has increased among carpet weaver children.
- Carpet weaving families and locals have developed trust on NGOs and appreciate their role in providing education to their children.
- In the project area, carpet weaving has declined. The carpet weaver families and contractors attribute this change to the project.
- Local communities become more dependent on external sources and they expect more from the project.

- The income of carpet weaver families has decreased.
- The micro credit scheme has opened up new ways of employment. Local communities have also developed a method of savings.
- The pre-vocational training program has made the girls who are enrolled in NFE centers more confident.
- NFE centers have generated respectful employment (teachers) for the educated girls of communities. In some cases, the teachers of NFEs have established their own private schools.
- The working hours of the carpet weaver children have been reduced.
- The carpet weaver children who are enrolled in NFE centers have found it challenging to simultaneously weave carpets, do domestic work and study. .

Section 3

11. Findings

11.1. The project entitled ‘Combating Child Labour in the Carpet Industry in Pakistan Phase I’ is highly relevant in the context of the new labour inspection policy of Government of Pakistan which does not focus on home-based industries.

11.2. The total number of carpet manufacturers who have voluntarily joined the program has doubled in the last four years (from 15 to 31).

11.3. All the stakeholders are of the view that this project is designed to reduce the working hours of carpet weaver children in Sheikupura and Gujranwala district.

11.4. ILO-IPEC and its partner organisations worked extensively to evolve multiple criteria which were successfully used to identify beneficiaries of the social protection program.

11.5. The services of the project are accessible to a fairly large group of carpet weaver families and their children.

11.6. 1807 carpet weaver children gave up carpet weaving and 4,433 carpet weaver spend a reduced amount of time on weaving carpets in Shiekupura and Gujranwala.

11.7. Evidence suggests that the project did not prevent children entering the labour market of carpet weaving.

11.8. Both the prevention and monitoring and social protection programs are capital and labour intensive.

11.9. The ILO-IPEC team is over worked and under resourced.

11.10. Sub-Program 1: Workplace Monitoring and Prevention

11.10.1. With the assistance of the participating carpet manufacturers the ILO-IPEC has established an internal monitoring system which is functional.

11.10.2. The participating carpet manufacturers, however, did not develop in-house capacity to monitor themselves and independently child labour in their own village based supply chains.

11.10.3. The external monitoring system is well organized and functional and it offers a new and community-oriented method of monitoring child labour and the social and economic lives of carpet weaver children and their families.

11.10.4. The internal and external monitoring databases contain rich data which is underutilized as this data could be used to develop impact indicators.

11.11. Sub-Program 2: Non-Formal Education, Health, Recreation and Counseling

11.11.1 The ILO-IPEC and its partner NGOs have established 306 non-formal education centers for the carpet weaver children.

11.11.2. The NFE centers have provided quality non-formal education to over ten thousand children.

11.11.3. The local Government schools are reluctant to accept the students of NFE centers because the schools have limited capacity.

11.12. Sub-Program: Income Generation

11.12.1. The carpet weaver families consider the credit and saving program as an effective intervention which aims to address their economic needs.

11.12.2. The program has limited scope as it reaches only those carpet weaver families which meet the defined criteria- most disadvantaged.

11.12.3. It encourages the carpet weaver families to proactively participate in the education of their children.

11.12.4. The impacts of credit and saving program on the child labour situation in the carpet industry are unclear.

11.13. Sub-Program: Pre-Vocational Education

11.13.1. The carpet weaver families view the pre-vocational training program as an appropriate intervention which prepares their children to earn a living.

11.13.2. The impacts of this program on child labour in the carpet industry are undetermined.

11.14. Sub-Program: Capacity Building

11.14.1. The community support system, which consists of Village Education Committee and Family Education Committee, is well organized.

11.14.2. This two tiers system has contributed significantly in refining the quality of both program components.

11.14.3. The members of Village Education Committees and Family Education Committees are reluctant to take up the full responsibility of financing and managing NFE centers.

11.14.4. The ILO-IPEC has carried out rigorous program monitoring which enhanced the capacity of the partner organisations- Buniyad, FEB, SDC, CDC and Sudhaar-and they improved the performance of the social protection program.

12. Conclusions

Conclusions are drawn in two different formats; first in reference to the project objectives and second in reference to the program components- prevention and monitoring and social protection programs

Conclusions by Objectives

Objective 1: By the end of the Programme child labour in the carpet sector in Sheikupura and Gujranwala will have been reduced through workplace monitoring and provision of alternatives for children withdrawn from the conditions of child labour.

Conclusion: In 56 months, through workplace monitoring and provision of alternatives 1807 carpet weaver children gave up carpet weaving and 4,433 carpet weaver spend a reduced amount of time on weaving carpets in Shiekupura and Gujranwala.

Objective 2: By year 2 of the programme a plan will have been established for the expansion of the programme implementation in the rest of Punjab Province and the implementation in new areas will have been started.

Conclusion:

Phase II of the program began in 2002 which included three new districts of Punjab.

Conclusions by Program Components

3. Prevention and Monitoring Component

Relevance: The monitoring component accurately documented the production structure and labour market of the carpet industry in the Sheikupura and Gujranwala districts. Without this information, it would have been difficult to successfully achieve the desired objectives.

Effectiveness: The implementing organization effectively used the monitoring component for the identification of locations of carpet weaving, carpet weaver children and their families. The component also provided accurate information about the instances of child labour in the carpet sector of Shiekupura and Gujranwala. The monitoring, however, did not prevent¹⁰ children entering into carpet weaving occupation.

Sustainability Both internal monitoring and external monitoring programs are unsustainable. Both are capital and labour intensive and would not survive in the absence of competent organizational set up. Had the participating manufacturers developed the proposed in-house capacity to monitor child labour in the carpet industry, the internal monitoring component would have survived.

4. Social Protection Component

Relevance: The Social Protection component of the project addressed the educational and training needs of the identified carpet weaver children. It also addressed the economic needs of the selected carpet weaver families.

¹⁰ The project defines the notion of 'prevention' – this refer to children that are either a) siblings of (ex-) working children that are not yet working or b) those children not yet working but considered to be high-risk of engaging in exploitative work- Technical Progress Report-September 2003

Effectiveness: Whether this component contributed in the removal of conditions of child labour in the carpet industry? If we use the definitions¹¹ as the criteria to respond to this question then it is fair to say that the project contributed in the reduction of child labour in two different ways; it reduced the number of working hours and it helped families to withdraw their children from carpet weaving. The component, however, failed to meet the second criteria¹²; children are still weaving carpets and are thus exposed to health hazards.

Sustainability: The implementing organisations have been making significant efforts to figure out community driven methods (VEF) of sustaining the social protection program and a part of it may survive but it is unsustainable. It relies heavily on the external support- finances, management and monitoring. However this view of sustainability¹³ is only valid if the project is conceived as a permanent set up for carpet weaver children and their families.

If sustainability in the context of this project means that all NFE students complete their three years non-formal education, then the question of continuity of this set up does not arise.

13. Recommendations

- The ILO-IPEC and the PCMEA should reformulate the objectives, the methodologies and LFA of the project in the light of the modification¹⁴ they have already made. This is essential to clarify the strategic focus of the second phase i.e. reduced working hours of carpet weaver children.
- The ILO-IPEC should conduct a post implementation situation analysis of the child labour situation in the project area. The situation analysis should focus on the reduction of working hours of children and also attempt to explore whether carpet weaver children have shifted to other occupations.
- The project needs additional human resources at management level as well as technical staff members. However further additions in the project staff should be done in consultation with the ILO-IPEC project team.
- The ILO-IPEC should work on an exit strategy which should aim at the continuity of the program interventions along with an incremental devolving of management responsibilities to other stakeholders. This can be achieved in several ways but given the current scenario, the most appropriate option is to create a consortium of competent and resourceful organisations (public and private) at district level that take up the responsibility of financing and managing the child labour project. In so doing,

¹¹ Reduction of child labour: The concept means to reduce working hours of carpet weaver children. Elimination of condition of child labour: The concept refers to the actions that would eliminate the hazardousness of carpet weaving activity and offer primary non-formal education to carpet weaver children. Withdrawal: Carpet weaver children who would become students of full-time formal schools (Government or Private) should be considered withdrawn from the condition of child labour

¹² Elimination of condition of child labour: The concept refers to the actions that would eliminate the hazardousness of carpet weaving activity and offer primary non-formal education to carpet weaver children

¹³ Mid Term Self-Evaluation Report, 2001 provides this definition of sustainability- page 16

¹⁴ “ . . . a different approach was designed for this project where children would be allowed to work for limited hours (2-3 hours per day) provided they were allowed to be enrolled in the non-formal Education centers’ Technical progress report-September 2003, pp 31

ILO-IPEC should also select a local public or private organization at district level that should implement the monitoring component of the project. ILO-IPEC should act as a third party verification body and conduct a social and labour audits of the carpet industry each year and produce a public report.

SPECIFIC RECOMMENDATIONS: PHASE II

- The participating carpet manufacturers and exporters should begin developing in-house capacity which facilitates them to monitor child labour in their own village based supply chains. ILO-IPEC should provide technical support to individual manufacturer in achieving this objective.
- The participating manufacturers should be given trainings in supply chain management and managing labour relations in distant supply chains.
- An intervention is needed to involve contractors in the program. The intervention should provide clear incentives to contractors. It may take different forms- trainings on the management of small enterprise, credit program (recurrent cost and capital cost), strong linkages to carpet manufacturers, or trainings on labour standards. All benefits should strictly be given to those contractors who agree to operate in a child labour free business environment.
- The implementing organisations should continue to employ the implementation process that has emerged in the Phase I i.e. Mobilizing community, organizing physical, human and social resources at village level and conducting on-going evaluation.
- Credit and saving and skills training program should be scaled up at the level similar to the non-formal education program
- The internal and external monitoring databases should be used to develop a set of impact indicators which must reveal the correlation between the interventions and various aspects of child labour.

14. Lesson Learned

- I. Given the context of the carpet industry-diffused structure and informal labour market-and the demands of the child labour elimination approach, the timeframe of the program was proved to be unrealistic. A successful implementation of the program needs a timeframe of five years in which the first year should be considered as a formative phase, next three years should be considered as an implementation phase, and the final year should be considered as sustainability phase.
- II. Social mobilization is the key to successful implementation of the program. Village Education Committee, Family Education Committee, contractors and teachers provide vital inputs to obtain the desired results.
- III. The Internal and External monitoring alone or Social protection program alone does not guarantee the complete elimination of child labour. Both are essential.

- IV. Those industries, such as the carpet industry, which are driven by the chains of village-based contractor and sub-contractor, require effective strategies to address the needs of contractors as they are the employers of children and resist the changes in labour practices.
- V. In the presence of the weak and discreet linkages between manufacturers and village-based contractors, smooth implementation of a child labour program is difficult, if not impossible.
- VI. Coordinating and leadership role of a resourceful and credible organization, in this case ILO-IPEC, is vital to build partnerships between NGOs, local communities, private sector and Government departments and to mobilize resources from multiple sources.



INTERNATIONAL PROGRAMME ON THE ELIMINATION OF
CHILD LABOUR

**TERMS OF REFERENCE
FOR
Independent Evaluation**

Final version :
Basis for Contract

(December 1-19 In country)

PAK/99/M01/USA:

Combating Child Labour in the Carpet Industry in Pakistan Phase I

ILO Project Code:	PAK/99/M01/USA
Financing Agency:	US-DOL
Project number:	P.270.06.342.080
Type of Evaluation:	Independent Evaluation
Geographic Coverage:	Sheikhupura and Gujranwala
Date and Duration of the Evaluation:	Five weeks
Preparation Date of TOR:	January 2003 and revised inputs October 2003
Total Project Funds:	US \$ 2,934,808 including PCMEA contribution

I. Background and Justification

The project, ‘Combating Child Labour in the Carpet Industry in Pakistan’ is based on an agreement signed between PCMEA (Pakistan Carpet Manufacturers and Exporters Association) and ILO in 1998. The agreement outlined PCMEA-ILO partnership to prevent and eliminate child labour below the age of 14 years in the carpet industry. The overall goals of the Agreement are as follows:

- ✓ To identify and remove children from conditions of child labour in the manufacture of carpets and provide them with educational and other opportunities
- ✓ To implement prevention, monitoring, withdrawal and rehabilitation strategies
- ✓ To assist manufacturers seeking to prevent child labour in the manufacture of carpets in Pakistan
- ✓ To facilitate changes in community and family attitudes towards child labour, particularly in the carpet industry
- ✓ To encourage replicating such strategies and methodologies in other sectors and areas in Pakistan where child labour is prevalent.

The agreement included cooperation from 15 major exporters in a monitoring programme. The 15 major exporters play a crucial role as they export 45% of the total carpets exports of Pakistan. The production sites of these 15 manufacturers/exporters are monitored by the ILO-IPEC monitoring system. However, all carpet manufacturers are indirectly contributing to the project as they contribute to a surcharge on all carpet exports by the Export Promotion Bureau prior to clearance for exportation.

The project is made up of two main components:

- The workplace monitoring and prevention component
- The social protection component

Its immediate objectives are:

- 1) By the end of the programme, child labour in the carpet sector in Sheikhpura and Gujranwala will have been reduced through workplace monitoring and the provision of alternatives to children withdrawn from conditions of child labour.
- 2) By year two of the programme a Plan will have been established for the expansion of the programme in the rest of Punjab and the implementation in new areas will have been started (subject to availability of additional funding).

A second phase was envisaged in the project and recommendations for a second phase were noted in the mid-term evaluation. The second phase of this project started in September of 2002 with the continued financial support from US DOL and PCMEA.

A national Time-Bound Programme (TBP) is under development and ILO-IPEC will implement a project of support to the Time-Bound Programme. The present project and evaluation will provide further input into the project of support to the TBP.

In line with ILO/IPEC policies and procedures and as stipulated in the project document a final independent evaluation is to take place by the end of project implementation. The present project has already undertaken a mid-term self-evaluation in 2001. Main findings that were identified during the mid-term self evaluation and noted for further follow up were:

- There are both strengths and weaknesses in the project design
- No criteria for selection of NGO's established prior to project implementation
- Project design was based on inadequate situational analysis i.e.: project failed to include one of the vital project actors/stakeholders, the carpet contractor/subcontractor who in effect is the employers of working children
- Unrealistic project timeframe for activities and budget
- Improving NFEs

These issues noted above will be examined under section III. Suggested Aspects to be Addressed.

As per IPEC evaluation procedures, a participatory consultation process on the nature and specific purpose of the evaluation was carried out earlier this year. The present TOR is based on the outcome of this process. World events and a revision of the project end date postponed the present evaluation to the currently scheduled date. The present TORs have been updated with stakeholder inputs in October 2003.

II. Scope and Purpose

The scope of the evaluation includes all project activities to date including Action Programmes. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations that could be used for the second phase already underway. As a mid-term self-evaluation has already been conducted, it would not be necessary or efficient to address all aspects of the project. The final evaluation will cover those issues that were not addressed in the mid-term evaluation or that merit a more in-depth analysis now that the project has matured to a certain degree.

The purpose of the present evaluation should be to identify and study findings for potential incorporation into, or modification of, the design, strategies, and activities for Phase II where appropriate or for the TBP. The evaluation should also note potential good practices that may be identified over the course of the exercise and identify lessons learned that could be used as a knowledge base in developing sustainable models in eliminating child labour, particularly in the carpet sector, as well as in other industries employing children.

III. Suggested Specific Aspects to be Addressed

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

Monitoring and Evaluation of ILO Programmes 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 consultants in accordance with the given purpose and in consultation with DED. The evaluation instrument prepared by the evaluation consultant will indicate further selected specific aspects to be addressed.

Design

- Assessment of the design of the project and its relative appropriateness in the context of sector (including the evolving political, policy, administrative environment) taking into account observations from the mid-term.
- Internal logic of the project (logical framework, links between inputs, activities, outputs and objectives), quality and usefulness of the selected indicators and means of verification for monitoring and evaluation, including whether they are gender sensitive, taking into account age etc.
- Assess whether the beneficiaries were clearly identified (i.e. sub-groups, age, socio-economic status, etc. 'poor' or 'women' is not a homogenous group) determine if more details were needed to better target interventions.
- Assess whether the problems, needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- Assess whether the objectives of the project are responsive to the identified problem and needs.
- Assess the external logic of the project, including the process used for ongoing planning and whether the links with other interventions, synergies and economies of scale were created and maintained.
- Assess the validity of the criteria used to select targeted children and families.

Achievements (Implementation and Effectiveness)

- Assess the project's response to the findings of the mid-term evaluation findings which found both strength and weaknesses
- Analyze whether the needs and problems the project has aimed to address been met or if they still exist and if so, why.
- Analyze the time frame for implementation and the sequencing of project activities and assess whether they were realistic and logical.
- Examine delivery of project outputs in terms of quality and quantity.
- Identify any major accomplishments made and/or drawbacks encountered.
- Assess whether the number and type of beneficiaries have been reached according to plan
- Assess whether a delivery mode for different beneficiary sub-groups were identified. (i.e. different times in the day for project activities for 'poor men versus men' or 'women versus men' and location of activity, what method was used etc.)
- Address whether there was sufficient involvement by vulnerable groups/hidden groups in the preparatory phase of the delivery process. Have men and women, girls and boys participated actively in this phase?
- Assess any evidence of progress in literacy skills of the targeted children enrolled in non-formal education.

- Assess whether the percentage of completion ratios of children enrolled in non-formal education is high, satisfactory, or low.
- Assess whether there is any evidence that the participating families continue to refrain from resorting to child labour.
- Assess if data is available, if the children who were reported by the programme as being withdrawn from exploitative work in carpet production actually worked fewer hours and in safer working conditions as a result of their participation.
- Were there distinct project-based definitions on ‘safer working conditions’ and how many ‘fewer hours’ was acceptable?
- Examine the role of monitoring the workplaces. Assess whether there is evidence that the carpet sheds and households are free of child labour due to monitoring? If not, why?
- Examine whether the number of carpet manufacturers/exporters participating in the monitoring programme increased since the start of the project. If not, examine possible reasons hindering participation.
- Assess whether the rate of compliance with the monitoring system by the participating manufacturers and exporters. Is it high or low? Why is it high or low?
- Assess the effectiveness and impact of the awareness raising component at the community level.
- Is there any evidence of whether the project has been replicated in other areas in Punjab outside Gujranwala and Sheikhpura?
- Have there been other initiatives undertaken by the district governments, NGOs and communities to combat child labour in the carpet industry.
- Determine the extent to which internal/external factors affected project implementation and whether the project’s response to such factors was appropriate and timely.
- Assess the different impact on the different target groups
- Assess, if any, unexpected effects on both the target and non-target groups.
- Review whether technical and administrative guidance and support provided by project staff, partner organizations and relevant ILO units were adequate.
- Project’s efficiency in terms of using resources in producing project results
- Assess whether the project’s use of funds and resources was appropriate and used effectively.
- Assess the transparency of the systems put in place by project management in terms of project documentation and results.
- Assess whether the financial and technical systems used in the project were sufficient and appropriate for the project.
- Assess the training given to implementing agencies and stakeholders and their capacity to implement and oversee child labour projects.

Relevance

- Analyze the broader contribution of the project to national efforts. Assess whether the results contributed to the elimination of child labour in the sector.
- Assess whether the project achievements met the needs of the beneficiaries and if not whether there are alternative ways to meet such needs and what they

are. Assess whether men and women, girls and boys were active participants in defining their own needs.

- Examine the beneficiaries' views regarding the usefulness of the project outputs.
- Examine whether the external factors affecting project implementation have been adequately identified and whether the assumptions remain valid.

Sustainability

- What strategies have been adopted and actions taken to ensure the continuity of the project's impact (including APs implemented by NGOs on non-formal education, vocational training and income-generating programmes) beyond December 2003?
- Analyze the level of community participation/ownership and involvement in the project
- Assess the long-term commitment and the overall technical and financial capacity of local/national institutions and the target groups to continue the appropriate process.
- Analyze the extent the project has strengthened the capacity of the carpet producers, labour sector and civil society to ensure project activities/impact will continue
- Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Examine the progress achieved in promoting local ownership of the project and in promoting long-term sustainability of the overall project. Of particular interest: the transfer of ownership of the NFE centers and monitoring mechanisms and the continued withdrawal of children from the workplace as well as sustainability of the Village Education Funds.

Special Concerns to be addressed

In addition to the general concerns, the evaluation should critically explore the following issues:

- Examine the project strategy, objectives and results in conformity with the provisions of the International Labour Standards on basic human rights. Determine whether the project has taken measures to promote these standards.
- Given the observations from the mid-term evaluation, please assess the role of the All Pakistan Federation of Trade Unions (APFTU) in the project.
- Assess the success of income generation activities in Phase I and provide suggestions for improvements for phase II.
- Assess the success of mainstreaming children into formal education and provide recommendations for improving the success in phase II.

<h2>IV. Expected Outputs of the evaluation</h2>
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- An evaluation instrument prepared by the international consultant
- Mission notes from field visits
- A stakeholder workshop facilitated by international consultant

- Draft evaluation report including stakeholder workshop proceedings and findings from site visits by international consultant
- Final report including:
 - ✓ Executive Summary
 - ✓ Identified findings,
 - ✓ Conclusions and Recommendations
 - ✓ Lessons learned
 - ✓ Potential good practices
 - ✓ Appropriate annexes

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 with either WORD for Windows or WordPerfect. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the ILO consultant(s). Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC.

The final report will be distributed to key stakeholders in Pakistan as per ILO/IPEC established procedures (see under schedule) by project management and in ILO Headquarters by IPEC-DED.

V. Evaluation Methodology:

The following is the proposed evaluation methodology. While the evaluation team 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 team may 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 Programmes to the project.

The evaluation will be carried out using a desk review, an evaluation mission to relevant project sites, consultations with stakeholders and beneficiaries, and a stakeholder workshop. The stakeholder workshop should look at the issues from all angles with the participation of as many as the stakeholders present.

Composition of the evaluation team:

An international and national expert will be recruited as the evaluation consultants.

The **international consultant** will undertake field visits for consultations with stakeholders and facilitate the stakeholder workshop and will be responsible for drafting the evaluation report.

The national consultant will conduct the desk review, draft a background note and support the preparation of the stakeholder workshop and during the workshop as appropriate.

The international consultant will be responsible for:

- An evaluation instrument after initial review
- Field visits for consultations (with national consultant)
- Programme and process for the stakeholder workshop
- Draft evaluation report incorporating comments and views made during the stakeholder workshop
- Finalize and submit final evaluation report taking into account consolidated comments of stakeholders.

The national consultant will be responsible for:

- Participate in the field visits with the international consultant
- Support for preparation of the proceedings for the stakeholder workshop
- Support during the stakeholder workshop as appropriate
- Input to drafting of the final report

The evaluation will be carried out with the technical support of IPEC Design, Evaluation and Documentation Section. DED will be responsible for consolidating the comments of stakeholders and submitting it to the international consultant.

The ideal candidate for the evaluation team members will have:

- ✓ Proven extensive evaluation exercise
- ✓ Broad knowledge of and insight in development issues in Pakistan
- ✓ Technical knowledge of child labour
- ✓ Excellent report writing skills
- ✓ Experience facilitating workshops for evaluation findings
- ✓ Knowledge of and experience evaluating gender issues

Timetable and Workplan:

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 international consultant will be engaged for five workweeks of which three weeks will be field visits in Pakistan. The tentative timetable is as follows: (exact dates to be determined upon consultation)

The national consultant will be engaged for three workweeks for field visits and stakeholder workshops with the international consultant.

Phase I: Responsible person: International and National Consultant with project support

- Desk review of documents (week one tentatively December 1-5)
- Interview project staff

Phase II: International Consultant and national consultant

- Field visits, consultations with project staff and stakeholders (week two and three tentatively December 8-19)
- Prepare process and programme for stakeholder workshop and facilitate stakeholder workshop with national consultant (week three Week of December 15-19)

Phase III: International Consultant and DED

- First draft from consultant (Week of December 26)
- Comments from stakeholder upon circulation of draft by DED (January 6, 2004)
- Consolidated comments prepared by DED and sent to consultant (January 30 2004)

Phase IV: International Consultant

- Consultant to finalize report with comments including explanations if a comment is not included. (February 2004 or at the latest one week before February 19 date for final submission of report to donor)

Sources of Information and Consultations/meetings

- Project document
- Progress reports
- Technical and financial reports of partner organizations (Action Programmes)
- Studies if appropriate
- Self-evaluations of Action Programmes if available
- Action Programme Summary Outlines
- Project files
- Mid-term self evaluation

Consultations and Meetings:

- Project management (CTA and project officers)
 - Mr. Taseer Alizai, Project Manager
 - Mr. Niaz Mohammad Khan, Monitoring Coordinator
 - Ms. Mehnaz Jamil Tung, Monitoring Coordinator
- PCMEA Representatives
 - Mr. Abdul Latif Malik, current Chairman
 - Mr. Yacoob H. Salehji ex-Chairman
 - Mr. Javedur Rehman, current Vice-Chairman
 - Mr. Khalid Saeed Sheikh, ex-Vice-Chairman
 - Mr. Tariq Mehmood, Convenor, Child Labour Committee
 - Mr. Abdul Sami Mehta, Member Child Labour Committee
- Partner Organizations
 - Prof. Saeedur Rehman, Executive Director, Bunyad Literacy and Community Council (BLCC)
 - Ms. Sofia Aziz, Programme Manager
 - Mr. Nasim Ahmed, Chief Executive, Child Care Foundation of Pakistan (CCF)
 - Mr. Ahmad Nadeem, Programme Manager
 - Mr. Fawad Usman Khan, Director, Planning Sudhaar
 - Mr. Kamran Iftikhar, Programme Manager
 - Mr. Seerat Mehdi, Chief Executive Officer, Skill Development Council (SDC)
 - Mr. Javed Iqbal, Programme Manager
 - Ms. Zarine Aziz, President, First Women Bank Ltd. (FWBL) if in Lahore
 - Ms. Munira Hamid, Senior Vice President
 - Ms. Uzma Aftab, Programme Manager

- Mr. Haider H. Zaidi, President, Al Khalil Institutional Development Associates (AKIDA)
- Relevant government officials
 - Mr. Iqbal Ahmad, Secretary, Department of Labour, Government of Punjab
 - Mr. Khalid Parvez, Additional Secretary, Dept. of Labour, Government of Punjab
 - Mr. Sibtain Fazle Haleem, Secretary Department of Education, Government of Punjab
 - Other government officials at the district level
- Beneficiary girls and boys, women and men.

VI. Resources and Management

Resources:

The resources required for this evaluation are:

- Fees for an international consultant 25 work days
- Fees for internal travel in Pakistan (if appropriate)
- Fees for a national consultant 15 work days
- Stakeholder workshop expenditures
- Fees for local DSA
- Any other miscellaneous costs

Management:

IPEC project officials in Pakistan will provide administrative support during the evaluation mission. IPEC/DED in HQ will organize the briefing and debriefing sessions of the international consultant. The international consultant will report to IPEC/DED in headquarters.

Annex 2

Interviews

Director and Project Manager – Bunyad

- Buniyad has established non-formal education centers for carpet weaver children and in June 2002 it introduced the following interventions; developed linkages with the Government of Pakistan, conducted a survey with labour department, raised awareness about health and safety, provided contacts to the First Women Bank for micro-credit/saving program, and suggested improvement in the design of carpet looms.
- PCMEA provided information about the locations of carpet looms and contractors which Buniyad up-dated. Buniyad and other two partner NGOs jointly conducted a survey which helped the project to map out the appropriate locations for NFEs, mainly in carpet manufacturing villages of Hafizabad and Sheikhpura.
- Currently 84 NFEs are operational while 24 have completed 36 month cycle.
- It is difficult to sustain NFE centers. Either we should make NFE centers as an income generating activity for teachers or should set up a Village Education Fund or should convert VEC and FEC into the Community Citizen Boards which the Government of Pakistan has been establishing to implement social action program at community level.
- Initially the pace of the project was too fast and unrealistic – the target of establishing 100 NFE centers in the first phase proved difficult. It pushed Buniyad to establish 7 to 10 NFE centers per month that left insufficient time for pre-implementation activities, such as community mobilization and planning.
- Joint planning and collective leadership have made possible it to negotiate with ILO-IPEC more effectively.
- ILO-IPEC financial management system has reduced the pace of the project.

Convener PCMEA

- The real objective of the project is to combine education with child labour and convert it into child work. The elimination of child labour from the carpet weaving will result in labour shortage and will impact negatively on the carpet industry.
- PCMEA initiated the project as a PR activity. But over the period of three years the thinking of the carpet manufacturers has changed and now they see this activity as an important function of socially responsible industry.
- Only big industries can afford to participate in internal monitoring, small and medium size companies lack resources.

- Even though the concept of internal monitoring system did not work in the carpet industry yet, the participating manufacturers managed to provide information about the locations of their village-based contractors.
- The PCMEA has learnt a great deal about the village based processes of carpet production and about the social conditions of carpet weavers and contractors.
- Education has improved the performance of carpet weaver children. There are also some improvements in health and safety conditions.
- The skills training component of the project should be focused on the carpet industry instead of focusing on new skills for carpet weaver children.
- Image of carpet manufactures and exporters is getting better at international level.

President PCMEA

- Not convinced that the ‘child labour free’ sticker on the carpets helps to promote the industry. The only way to meet the challenges of international market is to formalize the carpet industry. The Government of Pakistan and international organizations should support PCMEA to achieve this objective.
- Lack of political will, rapid changes in bureaucracy, inconsistent response of Government departments and lack of strategic thinking among carpet manufacturers and exporters are the main problems.

Director-The Child Care Foundation

- The PCMEA established the Child Care Foundation (CCF). The organization has learnt a great deal about social mobilization in ILO/IPEC project and improved its performance in terms of social mobilization.
- The project pace was fast and unrealistic – 7 centers a month left no time for social mobilization; affected VEC and FEC understanding of project’s goals – thus all activities have suffered in terms of quality. The organization has learnt the following lessons: more time for community mobilization is needed; should not establish NFE center in non-responsive community; more human resources are needed – Labour intensive project.
- The PCMEA helped in identifying locations for NFE centers, with the criteria of the presence of 50 carpet weaver children in each location. Latter on criteria for teacher selection and specifications for building were also developed. 100 centers were established of which 84 functioning and the students of 16 have joined the formal schools.
- Community attitude towards child labour has changed – there is now a general acceptance that child labour is a problem. Child labour awareness has increased, and villagers have voluntarily established Village Education Fund. However, the

complete removal of children from the child labour is a phased process. Thus, the project focused on the conversion of child labour into child work. Efforts were being made to improve carpet weaving skills and sector specific modules. Moreover, carpet weaver families do not afford to engage their children in full-time schooling, thus NFE centers offer an attractive option to them.

- Community mobilization should have given more time. It is essential for better project planning.
- The ILO-IPEC and the PCMEA should coordinate more often: exchange of information etc. The existing coordination was successful to the extent that the PCMEA has been sensitized. The partner NGOs worked co-operatively. Local vested interests and contractors are the biggest threats and ILO should interact with village level contractors more closely.
- Although monitoring carpet weaving is difficult as 95% looms are installed at the houses of carpet weavers.
- Many manufacturers are not registered with the PCMEA- at least 50% carpet weaving locations are outside the project area.

Director Planning and Project Manger -Sudhaar

- Identification of carpet weaver children has been an on-going process. 20% children weave carpet at sheds and 80% at home. There has been no reduction of working hours at shed. Initially PCMEA provided the list of locations and then NGOs conducted the survey.
- Sudhaar was supposed to establish 7 centers a month with a total target of 75. The organization has established 81 centers of which 68 are functional. 14 to 15 centers were closed. 100 children joined formal schools.
- The project design is community oriented and sector specific. Although the Project proved instrumental in reducing the working hours of children, it never aimed at reducing child labour in the carpet industry. The industry has kept on expanding its operations in other districts for sourcing carpets. The PCMEA did not provide support to identify contractors. The design has weak linkages with Government policy and departments.
- Good teacher is a key to success as s/he can make great difference if s/he finds supportive contractors. Some contractors are negative since the project does not provide them any incentives as well as non-compliance does no harm to them.
- Teachers should be trained prior to the establishment of NFE centers. NFE centers should be organized in clusters, more involvement with government local education infrastructure – it helps in mainstreaming children. At present each class includes A/V aids, pre vocational displays, class room decoration, extracurricular activities, boundary walls and books and copies for children. Children are confident and teachers have full information about the center. NFEs should be considered as feeder schools, and VEC should have future plans.

- Infrastructure support from the ILO-IPEC and project timeline of implementation has always been short and problematic. There has been a significant exchange of information and views at PCC level but not at field level. Even though the ILO monitoring was problematic in the beginning, nonetheless, monitoring process helped in identifying children and improved the quality of NFE centers. Still it can be said, that ILO/IPEC has adopted the programme monitoring to make its team functioning.
- NGOs worked in a cooperative environment.

Secretary Labour Punjab,

- The Government of Pakistan has made changes in the labour inspection method.
- Labour inspection can only take place if labour or any other organization complaints against the industry. NGOs and trade unions can play an important role in this regard.
- Government has recently allocated funds to address the issue of bonded labour.

Former Additional Secretary Labour, Punjab,

- The Labour department has only been involved at provincial level and not at district level, whereas DSO can register the cases of child labour.
- Although the Labour inspector visited field with ILO monitors, Punjab labour department was not involved in the management of the project. However, the visits showed that there was very limited understanding of laws on child labour and policies of child labour at community level.

Vice President PCMEA

- Total member of PCMEA are over 300. Majority of members do not have internal monitoring system. Only those exporters who export carpet worth of at least US \$ 2 million can afford to organize internal monitoring system.
- We have been making efforts to improve health and safety conditions at workplaces
- The perception of industry about bonded labour is chained labour. It does not recognize *peshgi* as a system of bonded labour. **Industry can survive with out children.** Carpet Manufacturers are now ready to give competitive wage rates in factories and are willing to formalize carpet weaving and labour processes, because of the fact that Afghan labour and Afghani carpet designs are more in demand.

Member PCMEA

- I would say that there has never been a system of internal monitoring. Local culture and traders are the biggest hurdles. Formal system cannot work as it discloses the weaver identity, wage rates, volume of production. Since this information is vital for competitions, manufacturers are reluctant to provide it to the PCMEA. A neutral body could do it.

- The difference between Afghani and Pakistani labour is that the former considers the carpet weaving a full-time profession while the latter view it as part-time work and thus to them is a source of extra income.
- Although 50% people are aware of the child labour problem – which is a good achievement – still it is difficult to eliminate child labour. Without poverty alleviation we cannot achieve this goal. Income generation for family members is a step forward.

Representative– All Pakistan Federation of Trade Unions (APFTU)

- We can unionize the adult carpet weavers and children and help the carpet industry in creating better working conditions. In spite of the fact that NGOs are neither a part of ILO-IPEC nor close to people, and trade unions are major part of it, ILO did not invite APFTU.
- APFTU has good relationship with the PCMEA and strongly advocate about the hazards of child labour. We believe that organized labour would lead to the elimination of child labour. Provisions of education and bringing labour closer to employers will also help in this regard. We can assist in formalizing the industry through labour insurance system, health facilities and better working conditions.
- The success of this project lies in enforcement of laws by Labour Department, and stronger links between provinces and federal ministries. This project is failed in improving labour standards. We can mobilize several groups of trade unions to build accurate data on labour conditions in the carpet industry.

Annex 3

Stakeholder¹⁵ Consultation and Dialogue Process, Contents and Participants, December 17 and 18, 2003

Objective

To assess the performance of the ILO/IPEC project entitled 'Combating child labour in the Carpet Industry in Pakistan, Phase I' from the perspectives of primary, secondary and external stakeholders

Stakeholders groups

Donor Agencies:	The Pakistan Carpet Manufacturers and Exporter Association, the United States Department of Labor, and the International Labour Organisation-International Programme of Elimination of Child Labour
Implementing Agencies:	The International Labour Organisation-International Programme of Elimination of Child Labour, the Pakistan Carpet Manufacturers and Exporter Association, Punjab Labour Department (Skills Development Council), Sudhaar, Buniyad, Child Care Foundation, and The First Women Bank of Pakistan
Direct Beneficiaries:	Carpet weaver children and their parents
Indirect Beneficiaries:	Members of VEC, members of FEC, members of GIG, Teachers (NFE) and contractors

Process

The stakeholder groups were asked to examine the design of the project, to review and evaluate the implementation, to assess the performance and to identify the impacts (positive/ negative, social/economic and intended/unintended). Each stakeholder group reflected on specific topics or questions relevant to the role it had played in the project and aimed at reporting a set of findings, conclusions, recommendations and lessons learned.

On December 17, 2003, each stakeholder group reflected on the following themes:

Session One: Participation, Interests and Inputs

Session Two: Project Presentations- objectives and achievements

Session Three: Impacts (positive/ negative, social/economic and intended/unintended).

On December 18, 200, the stakeholder groups reflected on the design and implementation of the project in two structured sessions and presented their findings, conclusions and

¹⁵ Any group or individual who can affect or is affected by the project

recommendations. In the final and sixth session, the consultants facilitated the dialogue among the stakeholders to formulate a common evaluative perspective of all the stakeholders and identified synergies, divergent views and good practices.

Day One December 17, 2003

Introductory Session: The stakeholder dialogue and consultation began at 10.30 am with the recitation of Quran (holy book of Muslims). At 10.45 the project manager ILO/IPEC welcomed all the participants and requested Provincial Minister of Education to comment on the project. The Minister suggested that the involvement of children in hazardous and exploitative occupation required collective action and the participants should come up with suggestions that might contribute in making child labour policies and strategies more effective in the context of carpet industry.

The international consultant explained the purpose of the workshop. He invited all the participants to decide the code of conduct for the two days workshop. The participants came up with the list of following code of conduct.

- The language of workshop will be Urdu and the participants should avoid using words from other languages
- Participants will raise hand for asking questions and making comments
- All participants will allow a presenter to complete his or her argument and will listen to carpet weaver children carefully and
- No mobile phones
- Keep points and arguments short
- Avoid disrupting presentations and plenary sessions
- Be frank, informal and candid

Overview of the Project: The ILO-IPEC project manager and his team presented the following aspects of the project; Project Components, Target Groups, Implementation, achievements, sustainability and Expansion into Phase-II

Session two: Participation, Interests and Inputs: Seven stakeholder groups were formed and given a task to reflect on their individual and collective interests and inputs and to define their participation. The monitors of ILO-IPEC assisted in facilitating the group of carpet weaver children, and the group of members of Village Education Committee and Family Education Committee. The groups included:

Carpet weaver children Group: Eight carpet weaver children participated in the group discussion.

Implementing Agencies Group 1: Twelve participants from CCF, BLCC, Sudhaar, and FWB took part in the discussion.

Implementing Agencies Group 2: Ten participants from CCF, BLCC, Sudhaar, and FWB took part in the discussion.

Male Group of members of VEC and FEC: Nine male members of VEC and FEC participated in the group.

Female Group of members of VEC and FEC: Six members of VEC and FEC reflected on their interests, inputs and participation

Group of NFE Teachers: Seven teachers took part in this group.

ILO-IPEC Group: 12 members of the ILO-IPEC project team took part in the discussions

Presentations: After the lunch break the stakeholder groups presented the project;

1. Convener, the Child Labour Project, PCMEA:

He stated that the members of PCMEA have done extensive work on child labour in partnership with ILO-IPEC and other implementing agencies in two districts of Punjab. He declared the participating carpet manufacturers provided funding for the project. The primary objective of this program is to eliminate child labour from the carpet industry and we managed to accomplish this objective in two districts of Punjab. PCMEA and her partner implementing agencies now desire to give ownership of the project to the Village Education Committee, the Family Education Committee and to local philanthropists. We also wish that these community groups should continue and up-grade NFEs to class 8.

Questions and Clarifications:

Q: Would it be possible for PCMEA to provide financial support to those carpet weaver children who are not part of NFEs?

A: It is difficult for us (PCMEA) to address this issue but we will discuss it and would try in future.

Q: Does the decrease in village-based carpet weaving looms lower the income of carpet manufacturers and exporters?

A: This question is irrelevant for the purpose of this workshop.

2. Project manager ILO/IPEC:

The project manager began his presentation with the following points:

The main objective of the carpet industry program is to reduce the child labour in carpet industry. The program interventions, therefore, are designed to make quality education accessible to carpet weaver children and to reduce their work load.

The design of the carpet industry program is similar to the Soccer Ball Industry program. The latter, however, strongly focused on the establishment of workplaces that could be monitored. This approach, in the cases of the carpet industry program, was unfeasible as it was impractical to shift large looms to a factory type designated carpet production facilities. Crucially this change would have been created unfavorable labour conditions for carpet weaver women, and girls and families. Also it would have been impacted negatively on the carpet families which worked with the industry on part-time basis. Keeping the needs of carpet weaver families, ILO/IPEC and her partner organisations adopted a strategy and established NFEs in the carefully selected villages which have large number of carpet weaver families and children. Furthermore, ILO/IPEC has built monitoring teams that include both men and women. The project has successfully achieved its objective of reducing working hours of carpet weaver children from 8 to 5 hours.

He declared that the project has achieved the desired results and in the Phase II, ILO-IPEC and her partner organisations would work more effectively as the project has developed an organized and electronic database that includes detailed profiles of carpet weaver children of which 10544 children are already being registered. It also contains

information about 2167 carpet weaving work places. In addition to these points he also formally presented the project.

3. Director: Child Care Foundation

The director gave a joint presentation on the project. The presentation included the objectives, methodology and impact of the project implemented by CCF, Sudhaar, BLCC and CCF. (Detail is attached)

Representatives of Sudhaar and BLCC added the following points

Project manager Buniyad)

The project manager added that the project has created awareness about child labour and girl's education at community level. Local community has developed strong trust on NGOs. She also asserted that the community groups have actively working to sustain NFEs and in 11 villages they have already formed Community Citizen Boards (CCBs).

Director Planning, Sudhaar

The director suggested that we (the implementing NGOs) should further enhance local leadership at the village level (VEC & FEC) and should organize groups of carpet weaver children. He also said that NFEs' teacher played key role and we should further train them.

4. Coordinator, the First Women Bank of Pakistan

The coordinator told the participants that FWB has implemented a micro-credit/saving program, skills training program for women, and a child labour awareness program. The objective of the program is to strengthen the home economy of carpet weaver families and to create economic self-reliance among women and girls. To achieve these objectives, FWB is using a specific method. It organizes an income generation group (GIG) of 7 to 8 women. The selection of women is based on the criteria given by ILO-IPEC (most marginalized families among the carpet weaver families). The FWB opens a bank account of GIGs and motivates the members of to begin saving. On average FWB provides Rs 10,000 (US \$ 176) to a member of group for a productive activity. She declared that FWB has organized 116 GIGs which have saved the total amount of Rs 269,510 (US \$ 4728). FWB has extended the loans to 566 members of GIGs amounting Rs. 5,019,000 (US \$ 88053). 544 carpet weaver families have benefited from the program. Staff members of FWB visited 3000 times in the last year and achieved full recovery. She said that 91% of women reported the improvement in their standard of living. She also said that the absence of the government identification cards has made difficult to extend credit to carpet weaver families.

5. Representative (Punjab Labour Department) and Manager (Skills Development Council)

The representative Punjab Labour department declared that awareness about the hazards of child labour, community participation and proactive teachers were vital to sustain NFEs. He also suggested that we should focus on economic wellbeing of carpet weaver families. The manager, SDC informed that the organisation became the implementing partner in June 2002. He formally presented the project.

Session 3: Impact Assessment:

A task was given to the stakeholder groups to identify the impacts of the project. Impacts were categorized as positive/negative, social and economic, and intended/un-intended. The groups completed the task at the end of this final session of the day one.

Day Two: December 18, 2003

Session 4: Presentations on Impacts

The second day began with the presentations that the stakeholder groups worked out on the impacts of the project: At the end of the presentations the contractor group raised a question.

Special Concern (Contractor Group): The group stated that this project did not address the needs of village-based contractors while the contractors were the key to successful implementation of the project. The project in future should add a component that focus on the needs of village-based contractors. The project manager, ILO-IPECr suggested that village based contractors should form a contractor association, and carpet manufacturers and exporters should increase the rate of carpets. He also suggested that a credit program might be a useful intervention in this regard. A member of Family Education Committee advised the contractors that they should improve the quality of their work and come up with innovative designs.

Session 5: Design and Implementation

A task was given to the six stakeholder groups to assess the validity of the design of the project and to evaluate the effectiveness of the implementation. All six stakeholder groups presented their assessment in a plenary session.

Closing Session:

In the final and closing session, the Convener Child Labour project PCMEA gave a brief presentation on the issues that were raised during the workshop and the consultants presented a review of the workshop and presented the Stakeholder Evaluative Perspective.

Perspective of: Convener Child Labour Project PCMEA

He said the project concept of complete withdrawal of children from the carpet industry was unrealistic as this would damage the industry. He said that we joined the program in order to improve the quality of our labour including children and to prepare them to meet the challenges of international market. He argued that village-based carpet weaving played vital role in breaking the feudal structure. He said that children are the supporter of skilled carpet weavers and should not be considered as child laborer.

He disagreed with the statement that the carpet industry requires cheap labour. Adult people work full time in the factories and the financial condition of carpet weaving families is better than other people who live in the villages. He said that carpet weaver

families earn more if compare to other industries. He concluded his views by stating the official position of PCMEA on child labour.

We will continue to do whatever we can to improve the economy of Pakistan and we keep on shifting to new areas to recruit carpet weaver including children and this strategy will improve the economic and social conditions of under developed districts in Pakistan. We will keep on implementing this strategy till all districts of Pakistan become industrialized and 100% children would be enrolled in schools.

Annex 4

Evaluation Methodology

The purpose of this evaluation, as articulated in the TORs and discussed in a telephone briefing with IPEC-DED and reconfirmed in a first meeting with the project manager ILO-IPEC on December 5 2003, was to conduct ‘a comprehensive evaluation’ of the project entitled ‘Combating Child Labour in the Carpet Industry in Pakistan Phase I’. In this case, the comprehensive evaluation means the analysis of design, implementation, performance and impacts of the project as they related to the specified project objectives stated in the project proposal dated February 1999. Thus the objectives of this evaluation were:

- To assess the effectiveness of the design and processes that delivered the specified outputs
- To determine the quality and sustainability of benefits that the target groups of beneficiaries received
- To evaluate the impacts on child labour situation in the carpet industry
- To articulate the perspective of the stakeholders on the design, implementation, performance and impacts of the project
- To identify the practices and processes that may further refine the implementation of the Phase II of the project

Over the period of 25 working days in December 2003, a team of two consultants conducted this evaluation. In so doing, the team used the evaluative framework outlined in the Guidelines for the Preparation of Independent Evaluation of ILO Programmes and Project¹⁶. Information about the design, implementation, performance and impacts of the project was gathered and triangulated with the help of the following research methods; unstructured interviews, group discussions, document analysis, structured stakeholder consultation and dialogue, statistical analysis of external monitoring database and observations.

Document Analysis

Document Analysis provided information about the history of the project, relevance to the national policies, relationship (formal and informal) among the stakeholders, decisions and actions that different stakeholders took. The documents also provided quantitative information related to the agreed outputs. This data was drawn from the following documents.

- Agreement and Project Proposal: Sudhaar
- Child Labour: National Portfolio; Ministry of Labour, Manpower and Overseas Pakistani

¹⁶ Developed by the ILO Evaluation Unit- Bureau of Programming and Management, Geneva

- Establishing Child Labour Monitoring System for Child Labour Elimination- A Review of Experience from Phase I Carpet industry Project- Project Manager ILO-IPEC Report
- First Step Towards Sustainability- Completion report 2003-Sudhaar
- ILO/IPEC external monitoring data sheets
- Mid-term Self Evaluation Report: August 2001
- Minutes of Programme Coordinating Committee
- NFE Progress Reports for US DOL
- Project Proposal Phase I: Revised Version 1999
- Project Proposal Phase II- final version
- Technical Progress Report (TRP)-September 2003
- The Future; Child labour unit, Ministry of Labour, Manpower and Overseas Pakistani, Vol II No.8, October 1999 to May 2000
- Wool and Carpet Review; Trade Journal on oriental carpets and Rugs- Vol 22, No 1 & 2, 2003; Publisher Naeem Tarik Shiekh

Unstructured Interviews:

Unstructured interviews with the key respondents were conducted for two primary objectives; first to verify the information that was given in the documents and second to understand their perspective on the processes and impacts of the project. The interviews were structured around the following topics; sequence of decision and actions, effective actions, and views on the project design, implementation, and impacts and future of the project. List of the respondents is as followed.

- Project Manager ILO-IPEC
- Monitoring Coordinator ILO-IPEC
- Monitoring Coordinator ILO-IPEC
- Chairman PCMEA
- Vice-Chairman PCMEA
- Convenor, Child Labour Committee PCMEA
- Member Child Labour Committee PCMEA
- Executive Director, Bunyad Literacy and Community Council (BLCC)
- Programme Manager BLCC
- Chief Executive, Child Care Foundation of Pakistan (CCF)
- Director, Planning Sudhaar
- Programme Manager Sudhaar
- Chief Executive Officer, Skill Development Council (SDC)
- Programme Manager First Women Bank
- Secretary, Department of Labour, Government of Punjab
- Former, Additional Secretary, Dept. of Labour, Government of Punjab

Unstructured Group Discussions:

This method was used to draw data on the following topic- perspectives on the objectives, benefits and unintended consequences of the project. The following stakeholder groups participated in the unstructured discussions- members of VEC, FEC, contractors and ILO-IPEC team.

Total Number of Villages and towns visited: 13

Total Number of NFE centers visited: 15

Total Number of meetings with VEC: 10

Total Number of VEC members participated in the informal meetings: 98

Total Number of Meetings with FEC: 10

Teachers of NFE centers: 20

Total Number of women (FEC members) participated in the informal meetings: 90

Total Number of meetings with the members of income generation groups (GIGS): 9

List of Villages visited: Rohi wala Dera, Muhallah Rajputana, Butter, Vern (6), Padianwala, Kala Ke Mandi, Rokhey, Tatley wali, Bhankranwali, Rabwa, Muslim Gunj, Nurpura and Richand.

Consultation with the students of NFE centers. Over 300 students of NFE centers participated in the consultation. During consultations the students shared their views about the quality of NFE centers, described their normal daily life, and provided information about the impacts of the non-formal education on their personality and on their paid work (carpet weaving).

Statistical Analysis of ILO-IPEC external Monitoring Database: An SPSS analysis of the external monitoring database was conducted to draw quantitative data tables on the following indicators; the data was used to verify the quantitative information provided in the documents and to compare it with the qualitative information.

- Total number of children benefiting from NFE-distribution on age and gender
- Total number of children who reported reduction in their working hours-distribution on age and gender
- Total number of children who left carpet weaving-distribution on age and gender

Stakeholder Consultation: Please see the Annex 2

Annex 5

Presentations

ILO-IPEC Combating Child Labour in the Carpet Industry in Pakistan, 1999-2004	
Slide 2	Project Duration: Phase I: May 1999- December 2004
Slide 3	Donors: United States Department of Labor (USDOL) with contributions: US\$ 2 million Pakistan Carpet Manufacturers & Exporters Association (PCMEA) with contributions: US\$ 0.9 million
Slide 4	Implementing Partners: Buniyad Literacy Community Council (BLCC) Child care Foundation (CCF) Sudhaar Skill Development Council (SDC) First Women Bank Ltd Center for the Improvement of Working Conditions & Environment, Dept. of Labour Govt. of the Punjab Al-Kalil Institutional Development Association (AKIDA)
Slide 5	Geographical Coverage: Gujranwala, Shiekupura, Hafizabad
Slide 6 and 7	Target Groups: Non-formal Education for approx. 8,000 carpet-weaving children aged 14 years and below and 2,000 younger siblings Pre-vocational Education for approx. 1000-1500 older children enrolled in NFEs Income-generation including skills training and access to micro-credit for approx. 515 adult members (particularly women). Child labour awareness and social mobilization activities for young and adult workers in the carpet industry, as well as village communities. Capacity building of the organizations involved in the project.
Slide 8 to 18	Achievements : Social mobilization and awareness raising completed in the project areas. 234 Village Education committees (VECs) and 231 Family Education Committees (FECs) organized. 306 NFE centers have been established, exceeding the total target of 300 centers. <ul style="list-style-type: none"> ▪ 10,261 children enrolled in NFEs ▪ 8681 carpet weavers (7238 females and 1443 males) 1580 younger siblings (1187 females and 393 males) 1560 children mainstreamed into the formal education system (804 girls and 756 boys) Dropout ratio is about 5.6% which is very low. 2167 monitoring visits conducted in the NFE centers, by the ILO monitors. 2767 workplaces (households and carpeting-weaving sheds) monitored. 10541 children profile have been completed and entered into the database. Working hours of children reduced by four to five hours daily (on average) 228 contractors have joined VECs

	<p>187 VEFs (Village Education Fund) established with community contribution of Rs. 245909 to benefit 228 NFE centers in 137 villages</p> <p>Income-Generation and Micro-Credit:</p> <p>115 Groups for income Generation formed, comprising 839 members.</p> <p>Savings of Rs 180041 made in 106 saving accounts.</p> <p>Micro-Credit of Rs. 3401000 has been disbursed to 394 families, at average credit size of Rs. 8700.</p> <p>95 Women have been trained in various skills.</p> <p>Pre-Vocational Education:</p> <p>A Survey for the identification of employable skills has been carried out.</p> <p>93 Pre-Vocational education centers established.</p> <p>2551 children have been enrolled</p> <p>Initially, training in four basic trades has commenced i.e. tailoring, embroidery, tie and dye craft, carpet design and color schemes</p> <p>31 trainers have been trained, in collaboration with Sanatzars of Punjab Social Welfare Department.</p> <p>Combating Hazardous child Labour in the carpet Industry through improvement of Occupational Safety and Health at the Workplaces.</p> <p>Awareness raising material consisting 3 training videos, 3 booklets and 12000 posters produces focusing on OSH.</p> <p>The ergonomic looms have been designed and would be operational next week</p> <p>Model worksites selection process underway and would be finalized soon.</p> <p>Health screening and treatment of common ailments suffered by carpet weaving children completed.</p> <p>6710 children were examined</p> <p>6370 provided with medication.</p> <p>Awareness raising sessions have been conducted for 2068 parents, community leaders and contractors.</p> <p>Study on Occupational safety and Health (OSH) Risk Assessment of Child Workers in the Carpet Industry completed. The recommendations include:</p> <p>Reduction of working hours</p> <p>Awareness raising for employer/parents/communities etc.</p> <p>Providing basic healthcare facilities</p> <p>Improving working conditions and environment.</p> <p>Designing ergonomic looms.</p> <p>Child labour survey in the carpet industry in Punjab</p> <p>Estimated 107065 child weavers</p> <p>Highest concentration in eight districts, namely, Sheikhpura, Multan, Faisalabad, Toba Tek Singh, Kasur, Vehari< Jhang and Narowal.</p>
Slide 19	<p>NFE Sustainability-Actions/steps</p> <p>What does it mean?</p> <p>Children enrolled at the NFE centers should complete the primary cycle (3-Year education up to grade 5)</p> <p>Pursue their Secondary education beyond the Primary Cycle.</p>
Slide 20 to 23	<p>Sustainability:</p> <p>Village Education Fund: In every village, a Village Education Fund (VEF) has been set up to which parents and members of the community make</p>

	<p>voluntary contributions. This fund is being built up to ensure the long-term sustainability of the centers</p> <p>Linkage with the Formal Education System: Linkages with the formal education system have been established in order to mainstream maximum number of NFE children into Government schools.</p> <p>Village Education Committees: The village communities have been developed to a point where they can take over the centers when donor funding ends.</p> <p>Family Education committees: Women take active interest in the working of the centers. The FECs now provide a strong support base for the continued working of the centers.</p> <p>Formation of local NGOs/CBOs :</p> <p>In the majority of cases, the local CBOs have been organized composed of socially active persons who are being trained to eventually adopt the centers and launch other development initiatives</p>
<p>Presentation: ILO-IPEC-SDC: Pre-Vocational Education/Training Program for The Carpet Weaving Children</p>	
Slide 1 & 2	<p>Objectives</p> <p>To contribute towards the prevention and elimination of child labour in the carpet industry through provision of pre-vocational education/training to older carpet weaving children</p> <p>To provide alternative employment options and opportunities to the carpet weaving children by orienting and acquainting them with new employable skills, as well as through enhancement of their existing skills on attaining employable age</p> <p>To develop a network of public and private pre-vocational skills training providers</p>
Slide 3 to 6	<p>Implementation Methodology</p> <p>Carried out Rapid training Needs Assessment (TNA) and Market Survey of the project area</p> <p>Identified potential trainees from the enrolled children in the NFE centers</p> <p>Appointed trainers</p> <p>Developed training modules</p> <p>Developed linkages with the Government Vocational Training Institutes</p> <p>Identified NGOs/CBOs having substantial experience and expertise in the related field</p> <p>Established PVEs in the project area and imparted pre-vocational skills-orientation and skills up-grading training to the carpet-weaving children enrolled in NFE centers</p> <p>Broadly training program was divided in two categories</p> <ol style="list-style-type: none"> 1. New marketable Skills <ul style="list-style-type: none"> ▪ Tailoring ▪ Embroidery ▪ Tie and Dye 2. Upgrading existing skills <ul style="list-style-type: none"> ▪ Carpet Designing

Slide 7	Achievements Number of PVEs Established <table><tr><td colspan="2">Gujranwala</td><td colspan="2">Shiekupura</td><td colspan="2">Grand Total</td></tr><tr><td>NFEs Covered</td><td>PVEs Est</td><td>NFEs Covered</td><td>PVEs Est</td><td>NFEs Covered</td><td>PVEs Est</td></tr><tr><td>41</td><td>23</td><td>106</td><td>70</td><td>147</td><td>93</td></tr></table>	Gujranwala		Shiekupura		Grand Total		NFEs Covered	PVEs Est	NFEs Covered	PVEs Est	NFEs Covered	PVEs Est	41	23	106	70	147	93																	
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41	23	106	70	147	93																															
Slide 8	Number of children provided with pre-vocational education <table><tr><td>Age Group</td><td colspan="2">Gujranwala</td><td colspan="2">Shiekupura</td><td colspan="2">Grand Total</td></tr><tr><td></td><td>Girls</td><td>Boys</td><td>Girls</td><td>Boys</td><td>Girls</td><td>Boys</td></tr><tr><td>11-12</td><td>732</td><td>32</td><td>1346</td><td>103</td><td>2078</td><td>135</td></tr><tr><td>13-14</td><td>896</td><td>61</td><td>1773</td><td>158</td><td>2669</td><td>219</td></tr><tr><td>Total</td><td>1628</td><td>93</td><td>3119</td><td>261</td><td>2522</td><td>354</td></tr></table>	Age Group	Gujranwala		Shiekupura		Grand Total			Girls	Boys	Girls	Boys	Girls	Boys	11-12	732	32	1346	103	2078	135	13-14	896	61	1773	158	2669	219	Total	1628	93	3119	261	2522	354
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Slide 9	Developed Networking with: Sanat Zar’s established by social welfare department, Government of the Punjab in District Shiekupura and Gujranwala																																			
Slide 10	Sustainability Out of 93 PVEs SDC with the support of Partner NGOs and community sustained 34 centers																																			
Slide 11	Limitations Project staff constraints Insufficient time period for imparting pre-vocational training Mobility Constraints Resources not sufficient to meet community demands Project did not cater for adult members of the community No provision for trainers training No provision for refresher courses																																			
Presentation: Bunyad, Child Care Foundation and Sudhaar																																				
Slide 1&2	Project objectives: <ul style="list-style-type: none">Establish Non-formal Education Centers & provide basic education with a view to preparing working children to enter mainstream education.Give children an opportunity for self-development through sports and other extra- curricular activities.Highlight the importance of education as an option in the community.Improve the quality of life of children by teaching them healthy habits andSafety measures on the job.Make them aware of their rights as children.Alleviate the adverse effects of work on the physical and mental well-being of children.Remove children from work for 3-4 hours daily.Raise awareness about the ills of child labour among parents.Sensitize contractors on the issue of child labour.Ensure community participation with a view to ensuring ownership and encouraging the habit of self-help.																																			

<p>Slide 3 & 4</p>	<p>Methodology</p> <ul style="list-style-type: none"> ▪ Selection of villages from PCMEA list. ▪ Appraisal and detailed survey of listed villages and other villages of Sheikhpura District. ▪ Social Mobilization / Awareness Raising. ▪ Formation of VECs with the participation of local notables Number Dars, Imam Mosques, Govt. School Teachers, Social Activists parents & Carpet Contractors. ▪ Identification of target families and children with the help of VEC members. ▪ Identification and selection of buildings for the centers with help of VEC members. ▪ Identification and selection of teachers for NFEs with help of VEC members. ▪ Purchase of furniture / books and material for the center with help of VEC. ▪ Establishment of the NFEs in the presence of VEC. ▪ Formation of FECs. ▪ Setting of monitoring mechanism with the help of VEC / FEC and own mobilizers. ▪ Holding of regular VEC/FEC meetings. ▪ Linkages with Govt. schools and Department of Education. ▪ Linkages with District Government (Nazim, Naib Nazim, Councillors).
<p>Slide 5 & 6</p>	<p>Achievements</p> <ul style="list-style-type: none"> ▪ 306 NFE centers established under the Project. ▪ 10,261 children enrolled and imparted primary education. ▪ 1560 children from NFE centers mainstreamed into govt. schools. ▪ 27 NFE centers completed their primary cycle. ▪ 27 NFE centers sustained with the help of the community. ▪ Extensive Social Mobilization and awareness raising activities carried out in project area. ▪ 234 Village Education Committees (VECs) and 231 Family Education Committees (FECs) established. ▪ 187 Village Education Fund (VEFs) established in the project areas. ▪ 228 contractors have joined VECs. ▪ Working hours of children reduced by 4 to 5 hours daily. ▪ 93 Prevocational Education Centers established and carpet weaving children have been provided training in tailoring, embroidery, tie & dye. ▪ Micro Credit amounting to Rs. 5,019,000 disbursed to 544 families.
<p>Slide 7 & 8</p>	<p>Shortfalls/Lesson Learned</p> <ul style="list-style-type: none"> ▪ More time needs to be allowed for survey, social mobilization and awareness raising before setting up centers.

	<ul style="list-style-type: none"> ▪ Survey should be well planed and minimum four days given for the identification of child labour in a village. ▪ At least three community meetings should be arranged before formation of VEC & FEC. In VEC and FEC priority should be given to volunteers and educated peoples. Contractors and parents should be included in VEC & FEC. ▪ Training for VEC & FEC members needed for capacity building to make the programme sustainable. ▪ Closer involvement of primary stake-holders should be ensured through PCMEA cooperation, specially to persuade shed owners to release children to attend school. ▪ Teachers should be recruited after recommendation of VEC and FEC. ▪ Regular training of teachers important to improve quality of teaching & education. ▪ Teacher training should be lesson and classroom based. ▪ Teacher should be monitored strictly by taking tests of students and after tests given feed back to the teacher. ▪ School building should be separate with independents entrance. ▪ Community should participate not only in resolving small center related issues but also in providing services and funds to create a sense of ownership. ▪ Community should be closely involved in follow up of dropouts, tracking of mainstreamed children, addressing the issue of low attendance and monitoring of teacher's regularity. ▪ Mobilizers should be given training according to their responsibility to improve their efficiency.
Slide 9	<p>Impacts</p> <ul style="list-style-type: none"> ▪ Awareness in local community is growing about the undesirable practice of child labour. ▪ Communities actively cooperating by providing rent free buildings and making small financial contributions to school fund. ▪ Local community now brings their children in increasing numbers for admission to CCF schools. ▪ Positive change in CCF children's behavior. They are more disciplined and better behaved than before. ▪ Change of attitude among children. They now talk of becoming teachers, doctors and officers after completing education. ▪ Working conditions improving: there is now better lighting and more ventilation at workplace. ▪ New horizons have opened up for working children and their families about their future.
Slide 10	<p>Best Practices:</p> <ul style="list-style-type: none"> ▪ Establish Village Education Fund to create community asset, build sense of ownership & achieve sustainability. ▪ Identify children with the help of community, parents & contractors. ▪ Develop linkages for mainstreaming of children into government and

	<p>private schools.</p> <ul style="list-style-type: none"> ▪ Sensitize contractors the key stake holder to child rights. ▪ Organize of special school activities like Book Bank, Class Room Decoration, Literacy Walks, Bazm-e-Adab. ▪ Organize training for VEC and FEC members. ▪ Identify and groom local leadership for undertaking community development work.
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