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Office

IPEC Evaluation

Combating Child Labour in the Carpet Industry in Pakistan – Phase II

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An independent final evaluation by a team of external consultants

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out a team of external consultants¹. The field mission took place in March 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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ACRONYMS

APFTU	-	All Pakistan Federation of Trade Unions
APSO	-	Action Programme Summary Outline
BLCC	-	Bunyad Literacy Community Council
CCF	-	Child Care Foundation
EFA	-	Education For All
EPB	-	Export Promotion Bureau
ESR	-	Education Sector Reforms
FEC	-	Family Education Committee
FBS	-	Federal Bureau of Statistics
FWBL	-	First Women Bank Ltd
GOP	-	Government of Pakistan
ILO	-	International Labour Organization
IPEC	-	International Programme on the Elimination of Child Labour
MOU	-	Memorandum of Understanding
NFE	-	Non-Formal Education
PCMEA	-	Pakistan Carpet Manufacturers and Exporters Association
PWF	-	Pakistan Workers Federation
SDV	-	Skill Development Council
USDOL	-	United States Department of Labor
VEC	-	Village Education Committee
VEF	-	Village Education Fund

1. Introduction

The Government of Pakistan has paid considerable attention to the issue of Child Labour, as shown in the signing and ratification of International Agreements and Conventions as well as measures to counter this menace at the national level. Presently, the Government of Pakistan and the ILO have a Memorandum of Understanding to implement the present carpet project through the International Programme on the Elimination of Child Labour (IPEC) till 31 December 2009. Moreover, ILO is also providing technical assistance to Government of Pakistan for the development of a National Time-bound Programme (TBP) on the “Worst Forms of Child Labour”. All ILO-IPEC child labour programmes, including the Carpet Project comes under the TBP frame work.

Since 1999, ILO under a Partners Agreement with the Pakistan Carpet Manufacturers and Exporters Association (PCMEA) has been implementing two phases of a project titled, ‘Combating Child Labour in the Carpet Industry in Pakistan’. The Phase-II of the Project was for five years and completed on 30 September 2007 and had the same two donors, US Department of Labor (US \$ 3.5 m) and the PCMEA (US \$ 900,000). The second phase focused on 4 districts in Punjab Province to withdraw and rehabilitate child carpet weavers through education and establish a child labour monitoring system.

As part of ILO and donor requirements, ILO-IPEC has commissioned this independent external evaluation to assess the performance of the Phase-II of the project co-funded by USDOL. The one person team carried out extensive desk review, field visits to the project sites in four districts, and extensive meetings with various stakeholders and project partners. (Terms of Reference are placed in the Annex-A)

1.1 Evaluation Methodology

The Design, Evaluation and Documentation Section of IPEC Geneva has commissioned the final independent evaluation of Carpet Project Phase-II. The period of evaluation consisted of 21 days including field work of eight days. The evaluation mission consisted of one external consultant. On September 5, 2007, the evaluation process commenced with a detailed briefing from ILO/IPEC DED Geneva. The donor of the project, US Department of Labor, also held a detailed telephone interview with the consultant. A comprehensive desk review of various documents including, Project Document, Technical Progress Reports (TPR), Action Programme Documents, and the Mid-Term Evaluation Report and other relevant documents, was undertaken during September 6 to 9, 2007.

In light of the desk review and before the field visits the consultant prepared a set of evaluation instruments outlining the key questions for the evaluation. The field mission was carried from 10-17 September 2007.

Detailed discussions were held with the Director of the ILO Islamabad Office, Chief Technical Advisor, IPEC Pakistan, Project Manager, and various other project staff at Lahore, and the three field offices in Sheikhpura, Faisalabad and Multan. The consultant also held numerous meetings with project partners/stakeholder and direct beneficiaries. The consultant visited project

sites in four districts (Sheikhupura, Faisalabad, Toba Tek Singh, Khanewal) in the province of Punjab.

During field mission to the project sites, the consultant visited the Non-Formal Education (NFE) centers established by the project, held discussions with former child workers and their siblings at NFE centers, NFE teachers, mothers groups, members of the Village Education Committees (VEC), community groups, district government officials, local councilors, activists, contractors and sub-contractors of carpet sectors, and staff of collaborating organizations.

Moreover, the consultant held detailed discussion with the Provincial Secretary Labour, Government of Punjab, Secretary General, Pakistan Workers Federation, Representative of Pakistan Carpet Manufacturer and Exporters Association (PCMEA), and the heads of three participating NGOs (Sudhaar, BLCC, and Child Care Foundation). This report is based on the above mentioned desk review, meetings, field visits and group discussions.

The following table captures the categories of project beneficiaries in the four districts with whom the consultant held meetings.

Consultant's Meetngs with Stakeholders in Field						
September 10-17 September 2007						
Stakeholders Met in Field	DISTRICTS				No. Groups	No of People
	Sheikhupura	Faisalabad	Toba Tek Singh	Khanewal		
NFE Centers visited	4	3	1	2	10 Centers	-
Groups of Enrolled Chldren at NFE	4	3	2	2	11	211
Groups Main Streamed Children	3	2	4	0	9	147
no. of NFE Teacehrs	4	5	2	2	-	13
Groups of Drop Out Children	1	1	1	1	4	16
Groups of Monther	3	3	2	2	10	94
Village Education Committees	4	2	1	1	7	83
Groups of Contractors/Sub-Contractors	Nil	1	1	1	3	14
Groups of Women with Micor Credit	1	2	2	2	7	47
Pre-Vocational Training Classes visited	1	2	1	1	5 Centers	-
Groups Children at Vocational Centers	1	2	1	1	5	53
District Government Officials	Distt Office Fin	Nil	Distt Office Lab	NIL	-	4
Total Groups					56	
Total number of Direct and In-direct Beneficiaries met						682

2. Project Relevance and Design

The project “Combating Child Labour in the Carpet Industry in Pakistan Phase-II” started on 30 September 2002 based on the successful experience of Phase-I of the Project. Initially, in 1998, the Pakistan Carpet Manufacturers and Exporters Association (PCMEA) entered into a Partners Agreement with ILO-IPEC to combat child labour in the carpet industry in Pakistan. The first phase of the project was launched in 1999 with financial support from US Department of Labor and PCMEA. Both of the donors continued with the second phase of the project.

One of the strengths of this project is the fact that an indigenous donor in the form of PCMEA provided substantial funding in addition to the USDOL support. The PCMEA contributed USD 900,000 to the Phase-II, and a similar amount was earlier contributed to the Phase-I of the project. These resources were channeled to establish a Child Labour Monitoring System in an informal sector spread over a large geographical area that has remained beyond the purview of any monitoring mechanisms. It was an innovative endeavor by the project where ILO-IPEC attempted to break new grounds and PCMEA invested its resources.

The Project’s Phase II has been based on the interventions and successful experiences of Phase-I. It was conceived that Phase II would contribute to the progressive elimination of child labour in Pakistan by pursuing, over a three-year period, the two-pronged approach of expansion of action and promoting sustainability of interventions to remove child labour from the carpet industry in the country. This approach clearly articulates the Child Labour Monitoring System (internal and external); education and skills training component; micro credit component, advocacy; and research and surveys as the key interventions.

The second phase of the project has substantially relied on the information generated through Base Line Surveys (BLS) and Occupational Safety and Health (OSH) studies during the Phase-I of the Project. The BLS identified 107,065 child carpet weavers below the age of 14 years in the Punjab province, and the OSH survey identified various health hazards in carpet weaving. Surveys indicated high concentration of carpet weaving children (81.45% of total throughout Punjab) in twenty tehsils¹² under eleven Districts. The Project’s four targeted districts (Sheikhupura, Faisalabad, Toba Tek Singh and Multan) were from the identified districts of high concentration of child carpet weavers.

The project document states some of the following government development policies:

- Pakistan’s Ten Year Perspective Development Plan 2001-2011
- Three Year Development Programme 2001-2004
- National Plan of Action for Education for All
- Education Sector Reforms (ESR) Action Plan 2001-2004.
- National Policy and Plan of Action to Combat Child Labour
- Fund of Rs. 100 million (US \$ 1.67² million) for education of child labour and bonded labour

However, the project strategy does not make any effort to link up with these government led development programmes or provide direct technical assistance in this regard. The Project

² Currency exchange rate @ 1 US \$ = Pak Rs. 62 – Dec 2007

document only mention in passing the Local Government System, which could have been further enhanced.

2.1 Strategies and Logical Framework of Phase II (LFA)

The Project has well thought-out and described following six inter related components:

- Child Labour Monitoring System
- Education
- Income Generation and Micro Credit
- Awareness Raising
- Capacity Building
- Research and Surveys

Under these components, the project has been set out to achieve three interrelated objectives. The first objective, which is the biggest with eight outputs, primarily has service delivery targets. The second objective, with three outputs, is focused on capacity building, knowledge creation, and sustainability of the action. The Objective 3, with two outputs, refers to survey and the development of project proposal for two provincial governments of North Western Frontier Province (NWFP) and Sindh.

However, the first objective, with eight outputs bears more than 85 per cent burden of the project. This makes the Project design largely a service delivery one in nature, as the linkages with government policy and programmes are relatively modest. The Logical framework of Phase-II (LFA) is placed at Annex-B.

Objective 1 and its corresponding eight outputs have an internal logic. However, this objective could have been broken into three objectives related to a) education and social protection, b) internal and external monitoring, and c) family empowerment through micro-credit. This would have better helped in capturing the impact of the project. Moreover, the number of beneficiary carpet weaving children have not been outlined (ref. output 1.3) however in the expansion component of the project document 7000 children have been identified.

Overall, the five indicators for Objective 1 at the project level and nine indicators linked to objective 1 at the action programme level are generally well conceived and directly linked to attainment of this objective. However, the indicators and means of verification do not directly capture the establishment of monitoring mechanism and the financial empowerment of the target families. Consequently, the set of indicators and means of verification do help in assessing the attainment of the Objective 1, was short of directly capturing all targets set here.

Objective 2 appears to have been formulated in a way to sustain the interventions made under objective 1. This objective notes its intention to build the capacity of stakeholders and establish systems to sustain the action against child labour. However, the design of objective 2 and its corresponding outputs are weak, as these are pitched at a generic level. On the other hand, the first two indicators for this objective also appear to be out of place, as the number of government schools accepting project target children may not contribute to the attainment of this objective. Similarly, the target for the indicator on the number of Village Education Committees (VECs) participating in management of NFE centers is too ambitious and may also not contribute

towards the attainment of this objective 2. Thus the respective means of verifications are also a little out of place. On the other hand, the remaining two indicators, number of organization combating child labour and expression of interest by an independent body have direct relevance to the attainment of Objective 2. However, the means of verification were not strong.

Regarding the objective 3 and its outputs, these are well conceived and interlinked. However, the output 3.1 that refers to creation of knowledge base through surveys in two provinces of NWFP and Sindh has only one activity. This lone activity indicates the development of terms of reference for the surveys and subsequent activities are not defined. It is important to note that section-F of the project document (Research and Surveys) clearly outlines the involvement of government agencies in the design, formulation of surveys. However, in the LFA the output 3.1 does not incorporate these important elements. The two indicators are well thought out and lead towards the attainment of the objective 3, however the means of verifications were rather weak.

Overall the project design was logical and coherent. The three objectives were well thought out and relevant to the needs of the target groups of child carpet weavers and their families. Generally the LFA had the internal logic as the objectives, corresponding outputs and activities make an attempt to address the needs of targeted beneficiaries. However, the affect of the eight outputs under objective 1 appears to be larger than the objective itself. On the other hand the remaining two objectives could have fewer more well defined outputs. The external logic of the project objectives appeared limited as it does not directly link-up with various ongoing development initiatives on child labour. Assumptions were well thought out and clearly stated in the project design.

The analysis of the problem was based on primary data obtained through base line surveys and occupational safety and health studies. The analysis had a clear gender dimension that has also been reflected in the strategies. The Project design had the advantage to rely on Phase-I experiences, and Phase-II has tried to consolidate and expand those experiences. The project's six strategies had a useful sequencing; however the initial time-frame of 3 years was too ambitious for a project of this magnitude.

The action programmes designed under the project were primarily linked with objective 1 and to an extent with objective 2. The base line surveys commissioned under the project contributed significantly towards the attainment of the third objective.

2.2 Project Management Structures

The project document identifies the Project Coordination Committee, which was the structure established during the phase-I of the project. This committee has tri-partite membership. The key functions of the PCC were a) to facilitate communication among partners b) promote cooperation among partners c) encourage carpet manufacturers support to the project. However, the link between PCC and the National Steering Committee on Child Labour has not been clearly articulated.

In terms of project management structures, the project document is primarily silent, as it only points to an Organigram. There is no mention of roles and responsibilities of various project staff including Chief Technical Advisor (CTA), of the IPEC project of support to TBP in Pakistan project, the project manager, and other project staff members. The distribution of work between

the CTA and project manager is not clearly outlined in the project document although in practice the work distribution was agreed upon by the CTA and project manager. Another challenge in the project management structure (reading from the lone organigram), is the concentration of workload on the project manager. All staff ranging from drivers, administrative staff, finance, database person, programme assistant, and three field offices all have been shown reporting to a single position i.e. the project manager. It appears that at the design stage the delegation of responsibility from project manager to the support staff at Lahore office and the project's monitoring personnel at the three field offices were not envisaged.

The fact that the Project was geographically widely spread out and had diverse strategies, the project office (Lahore) should have been provided with more mid level technical support for more effective roll-out and better synchronized execution of interventions.

2.3 Project Deliverables

Following are the various deliverables of the Phase-II:

- To provide non-formal education to 16,000 new carpet weaving children, and to 7,000 children from the Phase-I. In addition, the project was also to provide vocational training to 3000 carpet weaving children and micro credit to 1000 mothers of carpet weaving children.
- Child Labour Monitoring System is sustained
- Stakeholders have capacity to formulate, implement and sustain action against child in the carpet industry.
- Project and Proposal to combat child labour in the carpet sector in NWFP and Sindh Provinces is available

3. Project Implementation, Efficiency and Effectiveness

The project continued with its main office in Lahore and one field office in Sheikhpura. It established two new field offices in Multan and Faisalabad. The key staff including the Project Manager continued from the Phase-I. However, there was a new Chief Technical Advisor of the IPEC project of support to the TBP in Pakistan project who was located in the ILO Islamabad office. He not only provided technical support to the Carpet Project as well as the Project of Support to the National Time-bound Programme on Worst Forms of Child Labour. The CTA remained with these two projects from August 2004 till May 2007. In June a new CTA has replaced the previous one.

The project relied on diverse partners from governments, workers and employers' organizers, and non-governments organizations. The Annex-C gives the list of all project partners. Some of the partners also implemented various components in first phase of the project.

One of the strengths of ILO-IPEC Projects, are that it operates with multiple stakeholders through uniquely designed smaller project documents called Action Programme Summary Outline (APSO) or Action Programmes. The objectives of these action programmes were all interlinked and contributed towards the achievement of project objectives. The project has rolled out a total of 15 Action Programmes with NGOs, Employers body, and Government agencies (Annex C). These action programmes account for the bulk of the project funds.

3.1 Project Steering Committees

The Project Coordinating Committee (PCC) established during the previous phase has continued to oversee the project. PCC was a tripartite forum to which the Project reported its progress and sought guidance. During the project period a total of nine PCC meetings were held. On occasions PCC was chaired by Secretary Labour, Government of Punjab, however on other occasions the office bearers of PCMEA have also chaired the PCC meeting. PCC actively took interest in the project progress and contributed towards the achievement of project objectives. Specially, the PCC proved a useful forum to coordinate various project interventions under the objective 1 of the project that corresponds with the education, monitoring and micro credit components.

3.2 Partner NGOs and Target Areas

The project rolled-out its field activities (component 1, 2, 4) in six districts – Faisalabad, Multan, Toba Tek Singh, Sheikhpura and parts of Gujranwala and Hafizabad districts in Punjab Province. In addition, the project has improvised and in 2006 rolled out the Non-Formal Education component for the carpet weaving children in Tharparkar Sindh. Since the project was set out to carry out a survey to determine the incidence of child carpet weavers in Sindh province, the initiation of the education component appears useful and a logical follow-up intervention. Moreover, the SIMAP was also interested in this follow-up out of the savings made under its funding.

The NGO partners (Sudhaar, BLCC, CCF and Thardeep) have demonstrated commendable interventions by reaching to the desired target population of carpet weaving children and their families in distant villages of the project districts. These partner NGOs have also exhibited the capacity to operate in areas that were not familiar prior to the interventions. It is important to

state that the Thardeep intervention in the Sindh province was relatively new at the time of evaluation and it needs longer term commitment to achieve the desired results.

One project partner, BLLC experienced the challenge of the shifting nature of carpet weaving from one location to another. Stakeholders attributed this trend to the willingness of the vulnerable population in new geographical locations to adopt carpet weaving, and characterized it as ‘gypsy trade’. This shift is horizontal and spread in pockets over vast geographical areas. Due to this reason, by the time the partner NGO (BLCC) started its field activities in the Multan district most of the carpet weaving had moved to peripheral areas of the district (Khanewal, Lodhran and Muzzaffargarh). As a result, the partner NGO also had to make interventions in these three peripheral areas of District Multan. This clearly indicates that the project and its partners remained dynamic in responding to the changing realities and needs on the ground.

The project was set out to achieve its objective through the following six components.

- | | | | |
|---|------------------------------------|---|----------------------|
| - | Child Labour Monitoring System | - | Education |
| - | Income Generation and Micro Credit | - | Awareness Raising |
| - | Capacity Building | - | Research and Surveys |

In addition to the above the LFA clearly sets targets to sustain the interventions, which will also be discussed. The following sections will evaluate attainment of these three objectives through the above-mentioned inter related components.

3.3 Child Labour Monitoring System

Since 2003, Government of Punjab has prohibited the labour inspection in the industrial sector. Resultantly the labour inspection is only limited to urban informal economy, however, due to lack of resources, manpower and poor coordination even this inspection is insignificant and extremely weak vis-à-vis child labour. It is also important to note that the labour inspection is not extended to the rural areas, where most of the child labour in the carpet sector takes place.

In this context, the project intervention to help establish a Child Labour Monitoring and Prevention component is a bold and useful initiative. In many ways, this intervention makes the project unique as it consists of both Internal and External Monitoring mechanisms. PCMEA provided full funding (US \$ 900,000) for the complete monitoring component of the project.

Responsibilities for the internal monitoring system rests with the PCMEA whereas the external monitoring was carried out by the ILO. The purpose of the internal monitoring (PCMEA) was to observe the incidence of child labour in the carpet industry as a whole. On the other hand, the purpose of the external monitoring (ILO) was to monitor the target carpet weaving children both at workplace and the NFE centers.

3.3.1 Internal Monitoring and Verification System

The Project conceived the internal monitoring and verification system as the responsibility of Pakistan Carpet Manufacturers and Exporters Association (PCMEA). It was also planned that its main purpose was to identify and monitor child labour in the carpet industry through a system set up and managed by the industry itself. It was envisaged that the internal monitoring and

verification system will have a data base that will maintain information on the following target groups:

- a. Carpet weaving families participating in the project
- b. Carpet weaving families not participating in the project
- c. Contractors and sub-contractors of the carpet manufacturers and exporters participating in the project

During project implementation the project has taken the lead in developing the monitoring system. It developed internal monitoring forms and improved these on the basis of information received from the field. PCMEA has ensured the cooperation of contractors and sub-contractors to provide information about child carpet weavers and their families to the project for entry into the project maintained data base. PCMEA through sub-contractors also facilitated the participation of target children in the project run education programme. This was a useful arrangement as it fills the information gap about the carpet weaving families, and also facilitated PCMEA to have information about the supply chain of carpet manufacturing.

However, the internal monitoring system could not develop as it was envisaged in the project document. The role of PCMEA and its contractors was limited to provide initial information about carpet weaving families on prescribed forms to the project (forms were produced by the project). It was the project who maintained the data base and used this information for monitoring purposes. The periodic reports produced by the project field office were sent to the project head office in Lahore. The progress reports and interviews with project management and PCMEA did not point towards any specific effort that would indicate that PCMEA established its formal internal monitoring and verification system having a database on the target groups that was initially envisaged in the project document.

3.3.2 External Monitoring and Tracking System:

The project envisaged the External Monitoring and Tracking System as the responsibility of the ILO in close collaboration with the concerned target district authorities. This initial identification of target children was through partner NGOs who conducted rapid assessment surveys and verified from the information received from the internal monitoring system. A team of 45 monitors under the supervision of three field monitoring coordinators from three field offices, located at Faisalabad, Multan and Sheikhpura districts in Punjab province, were envisaged to carry out the external monitoring. This system was designed to monitor target child beneficiaries both at the workplace (homes/sheds) and in the education centers (project established NFE Centers).

The monitoring was planned to follow a three months cycle for un-announced workplace monitoring to verify that target children have been withdrawn and new ones have been prevented to start carpet weaving. Similarly, the monitors were also required to carry out quarterly visits to each NFE center in order to check whether the children from the workplaces are enrolled and are attending classes. The monitors were also required to observe the children' and teachers' performance and the physical condition of the centers. The monitors were to also prepare profiles of children enrolled in the NFE centers containing information on their identities.

The project has reported that it successfully designed and implemented the external monitoring and tracking system, while building on experiences from Phase-I. The three field offices

functioned with three Monitoring Coordinators, and 28 Monitors (against the budgeted 45 monitors). The project has developed a data base to record all information on child carpet weavers. Interviews with project staff indicate that External Monitoring is being carried out in the target districts of Punjab.

The project informed that monitors would carry out unannounced visits to each work place (household or shed) at least once every three months to verify that child weavers are being withdrawn from work, new children and their younger siblings are being prevented from working, and that working conditions are not hazardous. Monitors also provided information about non-participating contractors/sub-contractors in the target villages. Moreover, monitors were also required to sensitize the contractors and sub-contractors about health hazards for children in carpet weaving. The interaction of the monitors with the contractors/sub-contractors both participating and otherwise was not initially envisaged in the project document. However, this was a useful role of the monitors while in the field.

Moreover, the monitors were making quarterly visits to each NFE center in order to check whether the children from the workplaces are enrolled and are attending classes. Monitors would also observe the participation of community for the success of NFE programme. During these visits, the ILO monitors were also required to observe the children' and teachers' performance, the physical condition of the centers and prepare child profiles to determine their identities. Monitors would submit their reports to Monitoring Coordinator and subsequently enter these into the database.

Project management also made it clear that the purpose of the External Monitoring and Tracking System was to ensure that target children participate in the education programmes and the workplaces (shed/households) do not replace these children with new ones. Moreover, interview with the monitors also indicate some of their time was also spent in meeting with community groups. The evaluator met about 20 carpet sub-contractors who were also members of the Village Education Committee (VEC) in four districts (Sheikhupura, Faisalabad, Toba Tek Singh, and Khanewal). These are the participating contractors who realized the need to send children to education.

The external monitoring and tracking system seems to be an interesting and useful arrangement. The monitors formed the first line of interventions even before the partner NGO staff moved into the field. Once NGO staff were in the field (social mobilizers, NFE teachers) there could have been some duplication of roles at the community level. Simply due to the fact, that the partner NGO and the social mobilizers were also extensively interacting with the target communities on more regular basis. This External Monitoring component functioned from three field offices in Sheikhupura, Faisalabad and Multan. The monitors, both men and women, braved many difficulties in successfully implementing this component.

The Project Management was confident that the reduced numbers of monitors (28) were enough to carry out the External Child Labour Monitoring Component of the Project. The Project has carried out 5342 monitoring visits as of Sept 2007. The workplace monitoring was conducted both at sheds and at the households to ensure the reduction in the incidence of child labour. The table below clearly indicates the number of carpet weaving sheds, households and monitoring visits carried out by the monitors from their three field offices.

District wise Carpetweaving Sites and Monitoring Visits (as Reported by Carpet Project Sept. 2007)				
	Sheikhupura Office	Fasilabad Office	Multan Office	Total
Carpet Weaving Shedd	17	55	59	131
Carpet Weaving households	1031	1401	603	3035
Monitoring Visits per District	1826	2067	1449	5342

According to the TPR March 2007, the field monitors have also made 2,569 visits to the NFE centers to observe participation of carpet weaving children in the education programmes, quality of education and delivery of supplies. The monitors were also interacting with the partner NGOs, contractors, sub-contractors, carpet weaving families, and community members.

The project has informed that it made successful efforts to sensitize the target district governments towards the idea of progressive elimination of child labour from the carpet industry. Nonetheless, the review of project documents, and focus information sought from the project management regarding the implementation of external monitoring and tracking system provides useful insight into the challenges encountered.

It is clear that despite the fact that the project document clearly envisaged “the external monitoring and tracking system shall be the responsibility of ILO in close collaboration with the relevant officials from the district governments in the project areas”, such efforts and evidence has not been readily available. In the district government structures, the Executive District Office for the Community Development also has the labour related functions including labour inspection in line with the national child labour legislation. However, the concrete efforts to develop these linkages with the district governments are not visible. Thus the evidence is limited regarding the involvement of district labour officials with the external monitoring and tracking system being established by the project.

Project management clearly indicated that the focus of External Monitoring and Tracking System was to ensure that target children are participating in the Non-Formal Education (NFE) programme of the project and they are not replaced by other children at the workplaces (shed and household). It did not focus on making export of carpet free from child labour, due to the prohibiting factor of vast geographical spread of carpet manufacturing families. Therefore, as the NFE centers were gradually opened the project did not hire the planned number of 45 monitors for 1480 work month. Instead, the project ended up employing 28 monitors for 642 work months. It is important to mention that monitors had the perfect gender balance, as half of them were females.

However, the fact that the project operated with reduced number of monitors, 28 instead of originally planned 45, and the increased geographical spread for monitoring, six districts as opposed to three district in phase-1, constitute valid question regarding the effectiveness of the external monitoring system. This indicates that either the workload on monitors increased substantially or the quality of monitoring may have been compromised. Nonetheless, in view of complete absence of any monitoring system in the target rural areas where child carpet weavers were found, the fact that an external monitoring system was put in place in itself is a significant achievement of the project. It may not have been an excellently run system due to the fact that manpower vis-à-vis geographical spread equation was substantially reduced. However the

monitors reached out to the target communities to carry out their functions – albeit thinly spread monitoring operations.

Change in Carpet Sector

One of the important strengths of the Project has been the involvement of PCMEA as an active partner/donor. PCMEA attributes its awareness and sensitization to the project. This sensitization process initiated in Phase I, and has led PCMEA to provide additional commitment in Phase II. The project has developed a sense of social responsibility among PCMEA towards child carpet weavers.

Projects successful initiatives have complemented change in the carpet industry, which has moved to high value products. This has contributed in the decline of demand for child workforce in the project target areas, and children also found door step educational opportunities as an alternative. Most of the child carpet weavers were girls. With education they are abandoning carpet weaving and moving to other work, which are less strenuous. The project has reduced the workforce, how ever with the involvement of the educated workforce the quality of carpet weaving has improved. At the same time, PCMEA and sub-contractors claimed, the reduction in child workforce has compelled the manufacturers to go for high value workforce.

The project approach and strategy to involve PCMEA provided an avenue to the manufacturers to have direct contact with their workers, which were the families involved in carpet weaving. PCMEA suggested advance carpet weaving skills should be promoted. This will further attract educated adult work force to the art of carpet weaving.

The external monitoring design is silent on the role of monitors in view of encountering non-participating contractors/sub-contractors in the field. Thus, it was also not clear what kind of sanction mechanism, for non-participating contractors/sub-contractors, the project developed or followed. Although monitors were identifying non-participating contractors and sub-contractors, the evaluator could not locate evidence of the subsequent actions undertaken by project management with PCMEA or other stakeholders. This may have created a challenge for the project to achieve a better level of field monitoring. During the discussions with the stakeholders it appeared that these contractors/sub-contractors were not part of the supply chain of PCMEA affiliates manufacturers and exporters, who were participating in the programme. It would have been useful had the project developed some kind of ‘sanction’ mechanisms jointly with the PCMEA, as it could have further improved the impact on the ground.

There has been quick turn over of monitors during the project period. Among the reasons for quick turn over include relatively limited remuneration package that ILO could offer, better and long term employment opportunities elsewhere, and lucrative employment opportunities in the earthquake affected areas (After the earthquake of October 2005, there were opportunities at better terms and conditions in the affected areas). Nonetheless, the project management indicated that it has attempted to provide various training including on the job training to the monitors. Project management has reported that it faced constraints due to lengthy recruitment procedures, as ILO rules require minimum standards to maintain transparency in the hiring process.

The reduced number of monitors employed and their reduced number of work months led to savings in the PCMEA budget of US \$ 900,000 for Child Labour Monitoring System. Project has reported on the strong recommendation of the PCMEA that the budget has been revised to divert those funds to sustain the education programme Sindh beyond the USDOL funding period of 30 September 2007.

The PCMEA representative reported to the evaluation that the External Child Labour Monitoring Component has been an expensive experience. PCMEA also felt if given the choice they would rather invest in the education programme for the carpet weaving children instead of the

monitoring component. Nonetheless, PCMEA maintained that if the need is there it will continue to support the Child Labour Monitoring System, but in the new areas. It is not explicitly clear whether the PCMEA will continue to sustain the project established external monitoring system after its current budget dries out. In more likelihood, the external monitoring system may come to an end at least in the present target areas of the project. The possibility of PCMEA to replicate similar system in other areas, at this stage, seems a remote possibility. Although, the project design refers to “developing a plan for the creation of a sustainable and credible child labour monitoring system for the carpet industry”, however it may have not been given due emphasis during the implementation.

In the final analysis, it can be suggested that Child Labour Monitoring System (CLMS) is intrinsically a useful concept. However, the execution of external monitoring determines the dividend of such investment. If the concept that external monitoring is primarily focused on the participation of target children in the education component and their non-replacement at the workplace is correct, then designers of the project need to look at the budget allocations and expenditure for both education and monitoring components. Presently, for the total allocated budget for the education component nearly half, a staggering amount is allocated for the external monitoring system.

The project also set an objective to reduce child labour by 50 percent in the target areas in the carpet sector. Child labour monitoring was also linked with monitoring of withdrawn and prevented target children at the NFE centers. Thus, the analysis of initial surveys vis-a-vis children reached could ascertain the impact. Child labour surveys in the carpet sector in Punjab province indicated a total of 107,065 child (5-14years) carpet weavers, and 81.45% were concentrated in eleven districts – making it a total of 87,204. In lieu of absence of district wise data break-up, one could rely on generalizations. On the average, it could be estimated that these high concentration eleven districts had 7,928 number of child carpet weavers per district. Out of the total high concentration eleven districts the project targeted five. Thus, using the same average figure the total child carpet weavers’ population in the project targeted five districts becomes 39,640. The project’s target child beneficiaries from phase II have been 16,000, and total children withdrawal and prevention has been reported as 18,874 – thus clearly reducing the incidence of child carpet weavers in the target districts by around 48 percent. It could be safely stated that the project did manage to meet the target of reducing 50 percent child labour in the carpet sector in targeted locations. However, the evaluation felt that perhaps a repeat baseline survey of the project target districts could be more reliable exercise to determine the real impact of the project in reducing the incidence of child carpet weavers.

Moreover, questions also arise given the focus of the external monitoring on the project beneficiaries (carpet weaving children) and with the completion of USDOL funded education component what will the monitors, funded by PCMEA, monitor. Certainly, the monitors were also required to visit workplaces (households and shed) to deter child labour in the carpet sector, will the monitoring bring similar perceived dividends when the alternative option for children to opt for door step education cease to exist.

The Child Labour Monitoring System is a useful and needed concept to help the carpet sector be more in line with international labour standards. The monitoring system under the carpet project has made some useful advances. However, for institutional learning it is recommended that ILO

further examines this child labour monitoring system and practices made under the carpet project.

3.4 Non-Formal Education & Prevocational Education

The single biggest component of the project has been the intervention of Non-formal education programme. The project document indicates upon completion of Phase-II a total of 16,000 carpet weaving children will be withdrawn and prevented from new districts and 7,000 children from the Phase-I will complete their Non-Formal Education. The project initially commissioned three NGOs, Sudhaar, BLCC and CCF to carry out the Non-Formal Education Component in new districts of Faisalabad, Toba Tek Singh, Multan, and Sheikhpura and also two old districts of Gujranwala and Hafizabad. In 2006, the project also managed to commission another NGO Thardeep to initiate education programme in Tharparkar, Sindh Province.

The review of the project documents (Technical Progress Report) and field visits to selected NFE centers in four districts have revealed that the project has been successful in reaching more than the target number of child carpet weavers in the new and older districts. The following table indicates the total children that Phase-II has succeeded to withdraw and prevent (source: TPR March 2007):

Children (Direct Beneficiaries)	Project Duration		
	Male	Female	Total
Withdrawn	4240	11008	15248
Prevented	1457	2169	3626
Total	5697	13177	18874

Clearly girls accounted for 81 percent of the total child carpet weavers reached during the phase-II of the Project. The majority of the girls were withdrawn from the carpet weaving sector. Regarding definition and concept of withdrawal and prevention of child labour, the evaluator found a general unanimity in the understanding among staff of the project and its partner NGOs in line with ILO's standard definitions.

The important transition of attitudinal and behavior change is visible among the target children that the evaluation mission met. Discussions with the NFE students and those mainstreamed unanimously reflect the awareness among the working children towards the value of education against carpet weaving. There have been cases of complete withdrawal from carpet weaving as well as opting for other non hazardous work or withdrawal through shifting to non-hazardous work and reduction in working hours, as also indicated in the project's various technical progress reports. Target children during discussions have articulated the success of Project's education component through three types of responses:

- a. Refusal to work in carpet weaving as well as other type of work
- b. Reduction in working hours in carpet weaving
- c. Change of work to a non-hazardous light work of their interest.

Project partners have achieved this through typical ILO-IPEC approach, as they used the curriculum of formal primary education, albeit in condensed form. The NFE Programme of 24 to 30 months was administered to these children for their rehabilitation. Since the carpet weaving families found it difficult to access education for their children, the project partners opened up

more than 400 NFE centers in the target localities with the active involvement of target communities. The timing and location of the NFE centers were decided in consultation with the community members. These NFE centers have been established both in community supported premises and in the government primary schools.

The project identified 10 sustained NFE centers in the four districts in Punjab that the evaluation mission was able to visit. These centers were situated in the community held premises and were equipped with furniture for children and teacher, ceiling fan, water cooler, well maintained NFE center records, registers various teaching aids, and books and stationary. These Centers were well maintained, clean and had enabling learning environment for the children. Condition of centers reflected a child friendly environment. This demonstrated the dedication and commitment of the NFE Teachers of the centers visited. However, the salaries of these teachers were rather low, but still these teachers demonstrated commitment to the issue of eradicating child labour and worked diligently.

The evaluation mission also held various group discussions with the target child beneficiaries. During these discussions it was learnt that these children had never been to school, before the advent of the project interventions and they greatly valued this opportunity. All children met during the final evaluation expressed their delight at the prospect of education. They expressed their interest, keenness in coming to the centers and stated that they were never reluctant to come to the NFE centers. They rejoiced at the opportunity of education and expressed reluctance to work on carpet weaving. Children, particularly girls, expressed that these educational interventions have provided them the rare opportunity of educational development, self growth and made them aware about child rights. It has also developed their ability of decision making about themselves and their siblings. Many of these girls were now full of confidence and have various future aspirations.

Mainstreaming of target NFE children is one of the important objectives of the project, which has been successfully achieved. NFE students have been mainstreamed not only in government schools but also private schools. One constraint expressed by parents was their reluctance to send their daughters at schools which are at distance from their villages. This is an important concern. Middle Schools are at considerable distance of three to four kilometers from some villages.

NFE to Girls Middle School: Creativity of Sudhaar, NGO

Regarding mainstreaming of NFE, the Project partner NGO Sudhaar has also succeeded in demonstrating a good practice in Tehsil Kamalia, District Toba Tek Singh. Sudhaar has reached an agreement with ISCOS (an Italian NGO) to secure Euro 150,000 to continue to run 12 NFE centers and link up with middle schools, and to establish 3 middle girls' schools. These schools will cater to the educational needs of 480 children (7-14 years) and 1000 girls (10-15 years) and the majority of them are from the carpet project. These schools have engaged the former NFE teachers of the carpet project. ISCOS has received funds from European Union to support these schools and NFE centers.

The evaluator held discussions with 80 former carpet weaver girl students at one of these middle schools. These girls were extremely happy and thanked the ILO for taking them out of the laborious work of carpet weaving and providing them an opportunity in life to move forward. There were also some girls who were earlier studying at government school but left for this school. Their reasons were that the government school teacher's attitude was not child friendly. At the same time the quality of education and learning environment was not conducive as compared to this NGO run school. Among many others this is also one of the remarkable achievements of the Carpet Project and its Partner NGO Sudhaar.

The project partners have effectively provided opportunities for NFE students to get into mainstream education in government as well as private schools. Furthermore these students have also been linked to programmes and organizations that support education to higher grades. In Faisalabad, the implementing partner CCF has linked 80 female students to an organization, System Foundation, which prepares girls to appear in Matriculation Examination – 48 have already passed in 2007.

The evaluation mission also met some drop out children from the NFE centers - these were girls. Background discussion with project staff, NFE teachers, and target child beneficiaries indicated that although there has been an overall transition in the attitude of parents to recognize the value of education, however there have been incidences of drop out from the NFE centers. It transpired that drop outs have been due to following four reasons:

- a. **Scenario-I:** Migration of family.
- b. **Scenario-II:** Male member of the household (father or brother) withdrew female child – albeit rare instance.
- c. **Scenario-III:** While sustaining the NFE centers, some have been merged at a new location in the same village. However, this has resulted in drop out of some students (girls) as the center perceived to have moved away from their abodes.
- d. **Scenario-IV:** Seasonal drop outs due to peak agricultural activities (sowing, harvesting). These partially dropped out children return to their NFE centers after the cessation of the agricultural activity.

The project partners developed close liaison with government primary schools in the project areas by holding NFE classes in many government school buildings. Two primary school teachers from each government school were provided training to enhance their capacity and learning methodologies. In addition the project also activated community and extended support to restart some government primary schools which were non functional. Project support was also

extended to facilitate community members to liaise with district authorities for appointment of primary school teachers, repair of school building and provided some facilities.

3.4.1 NFE Teachers

During the field visits, the evaluation mission met a total of 14 NFE teachers. One of the striking but un-intended accomplishment of the project is the development of the human resource, mostly young educated women in the rural settings, as NFE teachers. The commitment of these young women is commendable. These NFE teachers expressed that the project was a breakthrough for them. The experience of running the NFE centers and the exposure had added to their confidence and inspired them to continue their own education as well. They had pursued higher educational levels and completed graduation, and some were preparing for Master levels.

The Project has not only provided employment opportunity to these educated young women but also enhanced their capacities through trainings and raised their awareness on child labour issues. This has immensely benefited not only these teachers but the target children and their families. This opportunity has also improved their status in the communities as they have been instrumental in bringing about attitudinal and behaviour change in the families of carpet weaving children.

A notable finding was the perception of target community, children and their families regarding the value of quality education and teachers attitude at the NFE centers. During various discussions in selected target villages, it transpired that the stakeholders found quality of education, facilities at NFE centers and teachers' attitude and commitment of higher degree in comparison with the government schools. There was persistent demand from the mothers and community groups, Village Education Committees, sub-contractors and target children for continuation of these NFE centers to impart primary and higher levels of education.

Most of these teachers had exceptional commitment, which has been demonstrated in the following three ways:

- a. They sustained and continued the NFE centers on their own after completion of project interventions.
- b. These teachers have continued to offer education beyond primary level to those target girl children who did not want to be mainstreamed in government schools.
- c. Moreover, these teachers are also offering coaching to those target children who have been mainstreamed into formal schools and sought help.

However, these services are not free of cost, and these teachers are charging minimal fees from the students to run these schools.

3.4.2 Mothers of Target Children:

The evaluation mission also held meetings with the parents. The mothers expressed full support to these educational facilities and applauded the effort of the project to reach them at their door step and provide free education to their children in their vicinity. Project efforts received recognition from the community and it expressed their gratitude to ILO and its implementing partners. All groups of mothers visited shared important attitudinal change in their children, as

they started showing reluctance towards carpet weaving and taking keen interest to continue their education. Mothers also narrated how their children would keenly do their school homework and look forward to go to the NFE centers the next day. All mothers met have expressed satisfaction and requested for continuation of classes at higher levels (middle and beyond). These mothers also acknowledged the efforts, commitment and dedication of the NFE teachers.

3.4.3 Prevocational Education

Prevocational Education was provided to children enrolled in NFE Centers in the districts of Sheikhpura, Faisalabad, Toba Tek Singh and Khanewal Districts. Skill Development Council (SDC), one of the project partners, under an action programme has imparted these skills to target 3000 children. Four basic skills were offered including embroidery, tailoring, tie and dye and carpet designing. These were identified through Training Need Assessments (TNA). However, the project could not demonstrate how these skills added value to the lives of the target child beneficiaries. Similarly, no information was made available that what these target children did after receiving the pre-vocational training.

3.5 Income-generation & Micro credit

Provision for micro credit was one of the important components supported by the project. The Project during its Phase-I jointly with First Women Bank Ltd (FWBL) made a useful alliance to extend micro credit to target poor families (mothers). That relationship continued during the phase-II of the project as well. The President of FWBL in meeting with the evaluator appreciated the partnership with the ILO under the Carpet Project. She stated that under this partnership, the project has provided management cost to FWBL to run the income generation programme and the Bank made available its finance for micro credit loans to the target poor families. This gave a unique opportunity to the Bank to reach out for the first time to rural women.

During the Phase-I, an initial loan of Rs. 10,000 (US\$ 180) was disbursed to the families of 100 child weavers. Borrowers paid all installments in a timely manner, and recovery was one hundred percent. Encouraged by this experience, FWBL extended various subsequent loans of higher amounts to target groups ranging from Rs. 15,000 (US \$ 250) to Rs 20,000 (US \$ 320). The second cycle also produced 100 % recovery rate. As a result, the bank offered a third higher loan cycle to the target groups of Rs. 25,000 (US \$ 410).

This experience also translated into the design of Phase-II. The TPR March 2007 indicates that these loans have been extended to 2,579 mothers of children involved in carpet weaving. Last reporting figures of total credit disbursed amounts to Pakistani rupees 13.5 million (US \$ 0.24 m). The women have used these loans to establish alternate income generation activities such as small grocery shop, livestock, milk selling, bangles selling, embroidery, rickshaw, and other to enhance their family incomes. The FWBL is also providing capacity building to target women through skill enhancement programme.

Generally in Pakistan, micro-credit activities have remained a forte of NGOs and rural support programmes. However, this is another good initiative of the project where it has succeeded in mainstreaming the micro-credit programme focused at rural women into a commercial bank's portfolio. The experience in many ways is a success story not only for the project but also for the FWBL.

3.6 Awareness Raising

The project has created awareness on child labour issues and the value of education among target communities, contractors/sub-contractors, children and other stakeholders. Each action programme with partner NGOs has a component of community mobilization to sensitize the target communities on disadvantages of child labour and the value of education for children particularly the girls. In addition the project also co-opted specialized government agencies and trade unions to further augment the message.

The Project documents indicate that a variety of stakeholders have been targeted to create awareness and these include:

- Communities of carpet weaving areas, community leaders, local councilors
- Families in carpet weaving
- Exporters/manufacturers,
- Suppliers (contractors/subcontractors)
- Government officials at provincial and district level
- Labour groups in the project target districts.

The main focus of the advocacy campaign has been to sensitize the parents and families of target children towards hazardous implications of carpet weaving on children.

3.6.1 Carpet Contractors

Contractors and subcontractors have also been sensitized towards elimination of child labour in the carpet industry through a process. In this regard, project partners have organized 86 awareness events in the project locations. This has resulted 533 sub-contractors becoming sensitized against the use of child labour. Discussions with various stakeholders and subcontractors revealed that the contractors/subcontractors were supportive in many areas. In locations where contractors have some forms of association they readily support the project interventions as compared to locations where they were not organized. In the meetings with select contractors, consultant has observed a fair degree of positive change among the contractors on child labour issues. Moreover, the PCMEA has informed the consultant that the carpet exporters also gave a clear message to the target contractors/sub-contractors to extend full support to the project interventions. Thus, the majority of the contractors have provided complete support.

3.6.2. Awareness on Occupational Safety and Health Issues

The project has introduced awareness about occupational safety and health hazards issues among the target carpet weaving communities. This action programme was implemented through “Centre for the Improvement of Working Conditions and Environment (CIWCE), Government of Punjab, Labour Department. CIWCE prepared appropriate materials on eight themes exemplifying awareness of OSH hazards and adoption of protective measures. These themes were disseminated through the following materials:

- Eight types of posters with health messages
- Two training booklets

- Videos on safety measures
- OSH kits containing materials on different OSH issues

CIWCE addressed the OSH issues with the community through awareness raising campaigns at the community level, carried out stakeholders workshops and awareness raising sessions with carpet weaving families, parents and children working in carpet weaving, NFE teachers, contractors/subcontractors and adult carpet weavers. A total of five hundred OSH kits were distributed among target carpet weaving families. All materials produced were in appropriation to the literacy level among the carpet weaving families.

The March 2007 TPR reports regarding the external monitoring system that out of total 3147 workplaces, only 1229 work place have adopted OSH measures for the adult workers. During the field mission, the evaluator observed that the groups of beneficiaries have received awareness through video documentary and other materials. They had knowledge about the benefit of using masks while weaving carpets, and had received some basic health advice from the visiting doctor under the project's OSH interventions.

Despite the fact that the project has been advocating on health hazards for child carpet weavers, it could not make proper health related interventions for target children. The Partner NGOs during discussion with the evaluation mission have clearly indicated the need to provide basic health protection to the target carpet weaving children.

3.6.3 Ergonomic Loom

The second Phase improved the design of ergonomic carpet looms for adult carpet weavers that was developed in Phase-I. CIWCE in the Phase-I designed this loom, and also worked to improve the loom. Based on the feedback from the users improvements have been incorporated into the design. The ergonomic looms are envisaged as a tool to further reduce child labour from carpet weaving.

This intervention of the project has been appreciated by the Government of Punjab, which has taken measures to scale-up this intervention. The Government of Punjab has initiated a four year project with a budget of Rs. 70 million (US \$ 1.2 m) for subsidized financing of ergonomic looms to 3000 families in 12 districts. Families will repay the loan in easy installments. This is a complementing initiative of the Government of Punjab to reduce child labour from the carpet weaving sector.

3.6.4 Involvement of Trade Unions

The Project could only start a relatively smaller action programme with Pakistan Workers Federation to create awareness. Some indirect arrangements were also made with the Pakistan National Textile Garments and Leather Workers Federation through implementing partner NGOs. The project could have benefited much more had it ensured active involvement of trade unions to help them organize the carpet weaving adult workers. This would have facilitated in achieving the goal of child labour reduction from carpet weaving on a sustainable basis.

3.6.5 District Governments

As a result of the advocacy and awareness raising campaigns, the project has ensured collaboration from target district governments. These collaborations are emerging in some of the target districts. The project has made efforts to sensitize the district government officials and elected representatives. District government officials actively participate in the campaigns on child rights days, visited NFE centers, and offered support. However, project management also indicated that institutionalized linkages could not have materialized due to frequent transfers of district government officers.

The project has successfully sensitized the district government towards the idea of progressive elimination of child labour from the carpet industry. In Toba Tek Singh district a MOU has been signed between the ILO/IPEC Carpet project and the District Government on July 10, 2007. Moreover, the project has informed the evaluation that efforts are being made to bring in the district government to take over the child labour monitoring system. Project management also noted that a similar MOU is in the process of being signed between the District Government Sheikhpura and the Project.

3.7 Capacity Building

This component of capacity building addresses a wide range of the project target groups. Project partners have successfully carried out activities to involve the community in the target locations. All partners have succeeded in establishing 345 Village Education Committees (VEC) and 327 Family Education Committees (FEC) to ensure the involvement of community members to build local ownership of the NFE centers, functioning in 343 villages (as per TPR March 2007). VEC played an useful support role to the NGOs in the management of NFE centers. Both the VEC and FEC were mandated to ensure that a child participate in the education programme of the project and to check the drop out cases. At the same time, FEC have remained involved in the running of NFE centers and ensured participation of child carpet weavers in the education programme.

Project partners have tried to establish Village Education Funds to sustain these NFE centers; however the communities could only collect Rs. 23,067 (US \$ 384) for this purpose. It is a little ambitious to expect vulnerable communities to contribute from their meager incomes to sustain these centers. It appears that in general, it has been the partner NGOs and NFE teachers who kept prodding both VEC and FEC to remain engaged with the NFE centers – except few exceptional cases where one or two affluent persons made a difference.

The project design planned to build the capacity of various community level stakeholders in three years. However, it appears that organizing community level groups into a well orchestrated set-up (e.g. having an apex body) proved to be a challenging target. However, non utilization of resources and lack of focus on capacity building has resulted in little achievement under this objective in terms of no apex body could develop to take collective action to sustain the NFE component.

Moreover, the review of technical progress reports and discussion with the project management indicate that so far the project has not received any Expression of Interest from any independent body to take over the child labour monitoring system, despite the fact that project is now coming to an end of its five years duration on 30 September 2007.

3.8 Research and Surveys

According to the project research and surveys component were vital for identifying the carpet weaving areas in provinces of Sindh and NWFP. The project has commissioned a company to undertake baseline surveys in the Sindh province. The survey findings reflect an estimated 33,735 carpet weaving children in Sindh Province in over 25,735 carpet weaving households. Seventy one percent (24,023) of children working in carpet weaving are below the age of 14 years and the remaining 29 % are between 14-18 years of age. This has served in generating useful data that will serve as benchmark information on carpet weaving children in the Sindh Province. It has been an effective intervention as prior to this no information was available regarding this target group in the Sindh Province

Project management commissioned the same company to conduct a rapid assessment (project management informed that due to security concerns the planned base line survey was reduced to rapid assessment) in the NWFP province to determine the incidence of child labour in the carpet sector. They have noted that the field work has been completed and the survey report is in the process of compilation and will be ready before end of September 2007.

The project document envisaged the research component as a first step to lay the groundwork for nationwide action to combat child labour in the carpet industry. Thus, the qualitative studies and quantitative surveys on child labour in the carpet industry were planned for the two provinces of NWFP and Sindh. Moreover, the research was supposed to be carried out with the close involvement of Federal Bureau of Statistics (FBS), Ministry of Labour, Manpower and Overseas Pakistanis and the labor departments in North West Frontier and Sindh Provinces. This would have ensured that the survey results are readily and quickly accessible to policy-makers.

The project could only carry out surveys in Sindh and the results of the NWFP survey were yet to be made available at the time of the evaluation data collection phase. However, the project could not involve the key stakeholders, namely FBS, Ministry of Labour Manpower and Overseas Pakistanis and two provincial labour departments in the design and execution of surveys. Project efforts to document and disseminate these survey findings to the policy makers and stakeholders were limited.

Moreover, the project directly³ commissioned a consultant to carry out an impact assessment of various project components (1 June-30 Sept 2007). Among the eight tasks of the consultant, two were to assist the final evaluation, and write reports (briefing) reports for the final evaluation. However, this did not occur according to plan. At the time of the data collection phase of the evaluation no substantial impact assessment report had been produced by the consultant. During the interview, it was evident that some of the tasks assigned were too technical and not the area of expertise of the consultant.

3.9 Plan of Action and Project Proposal to Combat Child Labour in Sindh and NWFP

The Base Line Survey on Child Labour in the Sindh Province prompted the project to undertake proactive measures to start education interventions in Sindh to rehabilitate child carpet weavers. The project has commissioned a local NGO Thardeep to initiate the education component in

³ This was overseen by project management and not by IPEC-DED

Tharparkar, Sindh Province. In this regard, an action programme was developed and being executed. For these activities, resources from the budget allocated under the objective 1 were used. The project has also informed the evaluator that beyond 30 September 2007, PCMEA will fund this programme.

Based on the review of project documents and discussions with the project management, any formal evidence could not be obtained indicating that a planning exercise was carried out with the provincial governments of Sindh and NWFP and PCMEA, to design an intervention based on the survey results. Such an exercise, as envisaged in the project document, would have facilitated in the joint development of a sustained project and Plan of Action to be initiated in the North West Frontier Province. The evaluator could not see evidence of the project and Plan of Action to be initiated in the new provinces nor any expression of interests from the Government of NWFP and Sindh to initiate their respective child labour programmes.

PCMEA representatives in their discussion with the evaluator has expressed that they will provide support for a similar project in new areas. However, no formal documentation from PCMEA was available indicating such financial commitment, except for minutes of the last Project Coordination Committee to this effect.

4. Financial Soundness and Delivery

The Project has been innovatively designed as it has two donors, US Department of Labour (USDOL) contributing US \$ 3,500,000 and Pakistan Carpet Manufacturers and Exporters Association (PCMEA) pitching in US \$ 900,000. During the five years period, project has spent 91 per cent from the USDOL funds and 61 percent of the PCMEA funds. The following two sub-sections will discuss key points of both the budgets:

4.1 USDOL Budget

The US \$ 3.5 million can be broadly distributed under management and program cost. The budget distribution around these two broad heads indicates that 23 per cent were budgeted for project management, and 65 percent for Programme and 13 percent were the agency costs. Project has successfully demonstrated 91 % utilization of the total USDOL budget as of 20 September 2007. There is strong possibility that the project delivery may go beyond 91 per cent by the end of the project period on 30 September 2007 – as a result of clearing any outstanding payment. It is important to indicate that the project has carried out a budget revision in 2005 to make some adjustments in the project budget.

Utilization of Funds for Objective 1: Over all under objective 1, around 94 % of action programme resources (US \$ 2.1 million) have been allocated. Out of this total allocation the project has succeeded in utilizing 92 per cent (US \$ 1.9 million). The project has succeeded to obtain useful results (education, skills, income generation and OSH) under this objective.

Utilization of Funds for Objective 2: In many ways the second objective is the culmination of objective 1 as it could have sustained various interventions made under objective 1. Despite this, objective 2 had the most insignificant resource allocation i.e. 1 per cent. It was interesting to note that initial allocation in the USDOL budget capacity building was at US \$ 46,620, which was reduced to nearly half and the project used only 7 percent of the revised allocation. Some activities (such as those on awareness raising and advocacy, capacity building, training manuals and the promotion of the apex groups of neighboring VECs as well as specific sustainability

Utilization of Resources Under Objective 3: The resource allocation for this objective has been around 5% of the programme component. Primarily these resources were well used for the useful child labour survey in the provinces of Sindh and NWFP. The project recorded 85 per cent delivery of the allocated resources.

Generally, in the budget allocated to action programmes the largest allocation, and rightly so, has been for the education component of the project. Around US \$ 1.8 million of the total programme budget US \$ 2.3 million were kept for the withdrawal and prevention of carpet weaving children through provision of education. The project has successfully utilized 92% of the allocation for the education component. Similarly the project has demonstrated high delivery against various project components consisting of prevocational, micro-credit, occupational safety and health, and child labour surveys, as delivery against each of these have mostly remained above 90 per cent.

Under the management cost, the largest resource was budgeted for the Chief Technical Advisor (38 percent). However the project document under section 4.1 Institutional arrangement and

section 4.4 project management organization chart are silent about the roles and responsibilities of the this key position.

Although, the the project document indicates a mid-level technical position of senior programme assistant (as indicated in the budget but not in the organigram), based on the budget only, it seems that it was not well utilized as 68 percent of the allocated budget against this position was not spent.

4.2 PCMEA Budget

The primary use of the PCMEA budget was for staff costs and support expenditures to run the external monitoring component of the project. In five years, the Project has managed to spend 61 per cent of the PCMEA budget.

The PCMEA budget has also been revised during the project period to re-adjust the allocations. The total financial commitment of PCMEA has remained the same.

Initially, out of the total PCMEA budget, 69 per cent was allocated for personnel under the External Child Labour Monitoring component. However, later the PCMEA budget has been revised and this allocation was reduced to 42 per cent. The revised PCMEA budget shows a new component for “Non-formal Education Sindh”. This Non-Formal Education component received a total of US \$ 244,921 funds from other budget lines, which the project management informed the evaluator will be used after the end of USDOL funding.

This shift indicates that the project in consultation with stakeholders has shifted savings from the External Child Labour Monitoring component to start the Non-Formal Education component in the Sindh province. It is pertinent to note that the initial PCMEA budget indicated hiring of 45 monitors that was later reduced to 28 monitors (Sheikhupura 11, Faisalabad 10, and Multan 7). The project has shown 90 percent delivery till 20 September 2007 against the revised budgetary allocation for monitors.

As per the revised PCMEA budget, the project registered 11 % delivery till 20 September 2007 against the allocation for the “Non-Formal Education Sindh” component. Project management has maintained that the unspent resources will be used beyond 30 September 2007 to sustain this component.

However, to ensure that the External Monitoring Component continues after 30 September 2007, the PCMEA budget will require another revision to continue to fund the External Child Labour Monitoring component until the local donor decides otherwise. At present, the resources for monitoring coordinators have been exhausted and limited funds are available for monitors.

5. Results and Good Practices:

Objective 1

- The Project has created a visible change in the target groups including carpet weaving children, their parents, and carpet sub-contractors. The project interventions have brought about attitudinal and behavioral change among the target population, as they now realize the value of education for children especially for girls. The project has succeeded in mainstreaming most of its target children into government schools. Overall many of the girls who have benefited from the educational components of the project have declined carpet weaving, or now work for fewer hours under safer conditions. This has also led to shift of carpet weaving away from the project targeted areas.
- The Project has created a high potential human resource pool in the shape of NFE Teachers, mostly females. This has also contributed to government efforts of empowering women. The project has created employment opportunities for women in the rural settings. These, female NFE teachers have demonstrated commendable commitment to take the message on child rights forward and in many instances have become silent agents of change in their respective communities.
- This project activity has had an affect on the NFE teachers, particularly females, by creating the dividend of influencing the minds and hearts of carpet weaving children and their families to instill the value of education for children and rejecting child labour. This has been made possible because these teachers had followed-up specially with those children who had low attendance or dropped out from the NFE center to bring them back.

Objective 2:

- The process of having Village Education Committees registered as Citizen Community Boards (CCBs) has been initiated. This can be one of the forum through which district governments will be able to fund small projects of CCB.
- The Project has also benefited the PCMEA, as now they are better linked-up with the carpet weaving families and adult workers through their contractors and sub-contractors. The educated workers are contributing towards manufacturing high value carpets. The Project has created an additional value in the carpet industry and resulted into high wages for the carpet weavers. This has been due to the fact that the quality of carpets are now fetching US \$ 65 per square meter, which used to be US \$ 37-38 per square meter at the beginning of the project. Similarly, the project has succeeded in inculcating a sense of social responsibility towards children among the carpet contractors and sub-contractors. Thus, it appears, that there has been an overall improvement in the carpet industry.
- Project partners succeeded to influence their respective target district governments and sign Memorandums of Understanding to seek support in the education component for child labourers. The project has further successfully sensitized the district governments officials towards the issue of working children and the measures required to address their educational needs. The project has effectively managed to involve the relevant district offices to work towards the goal of addressing the issue of child labour.
- The Memorandum of Understanding (MOU) between the District Government Toba Tek Singh and ILO-IPEC Carpet Project has been signed reflecting the government's commitment to address child labour.

However, the success of this development will depend on the allocation of resources by the district government in the next fiscal year. A similar MOU is also in process with the Sheikhpura District Government.

6. Replicability and Sustainability

Objective 1:

- Regarding mainstreaming of NFE students, the Project partner NGO Sudhaar has also succeeded in demonstrating a good practice in Tehsil Kamalia, District Toba Tek Singh. Sudhaar has reached an agreement with ISCOS (an Italian NGO) to secure Euro 150,000 to continue to run 12 NFE centers and link up with middle schools, and to establish 3 middle girls' schools. These schools will cater to the educational needs of 480 children (7-14 years) and 1000 girls (10-15 years) and the majority of them are from the carpet project. These schools have engaged the former NFE teachers of the carpet project. ISCOS has received funds from European Union to support these schools and NFE centers.

Objective 2:

- The project has succeeded in interacting with host agencies on child labour issues. The long term presence of ILO-IPEC in Pakistan and its various interventions, along with those initiated by other development partners, have resulted in a national commitment towards elimination of child labour. Various ILO-IPEC projects have also transferred technical knowledge and built capacities of government agencies like the Center for Improvement of Working Conditions (CIWCE) and to a host of NGOs and other bodies in the Punjab province. However, the technical capacity is still weak in the other three smaller provinces. Although the district governments are empowered they do not have access to that kind of funds to undertake dedicated efforts on child labour surveys.
- The Carpet project with support of PCMEA has developed and implemented an External Child Labour Monitoring System in a large scale rural and difficult environment to withdraw child carpet weavers. Labour inspection is a challenge in the informal sector however the project has succeeded in introducing the inspection model. There is some likelihood that PCMEA may introduce the External Child Labour Monitoring System in other carpet weaving areas. Moreover, the Department of Labour, Government of Punjab is looking at the Labour Inspection model that relies on motivation rather than solely on coercion. However, there has been no explicit "expression of interests" from an independent body to take over the monitoring system established by the project. This is creating challenges of what will happen to the monitoring component once the existing PCMEA funds commitment dry out.
- The project has successfully influenced the policy of a large commercial bank, First Women Bank Ltd., to help initiate micro-credit programme for rural women from marginalized communities. At the same time, this intervention has contributed towards scaling up this intervention leading to the empowerment of women, among vulnerable and disadvantaged population in the rural areas. Learning from the experiences under the Carpet project, the First Women Bank Ltd. with the support of Ministry of Women Development has introduced a 3 year large pilot project of Jifa-Kash Aurat (Hard Working Women) and allocated Rs. 20 million (US \$ 330,000). The project provides micro credit to rural women. After completion of the Carpet project activities in Sheikhpura district, that Bank has further provided loans to the same women.

- One of the striking milestones of the project is recognition of its interventions by the District Government Faisalabad. It has adopted the project's model on Non Formal Education (NFE) for government run literacy programmes.
- The project and its NGO partners have succeeded in signing Memorandums of Understanding with the three district governments (Sheikhupura, Faisalabad, and Multan) to bring child labour to the attention of district government. This has been a positive outcome and resulted in sensitization of district officials on child labour issues.

7. Conclusion, Lesson Learnt and Recommendations

7.1 Conclusions

Objective 1:

- In the final analysis, the ILO-IPEC Carpet project is a success story. It has managed to bring about social change and has created awareness on child labour issues among carpet weaver families in the rural communities of the target districts as well as manufacturers and exporters of carpets. It has also sensitized the communities on occupational safety and health practices and introduced an ergonomic loom – which in itself has been a unique technological improvement.
- However, the reality is that the incidence of child labour is high (2001 Punjab Child Labour Survey: 107,065 Child Labourers; and 2006 Sindh Child Labour Survey: 33,735 Child Labourers). Attitudinal transition and opportunity to the target household has initiated the process of withdrawal and prevention of child labourers from carpet weaving in the target households and communities. However, the possibilities of vulnerability are high for the carpet weaving families particularly in many localities where the project could not reach out.
- Social Conscience and consensus building is critical for social change. A minimum level of social conscience within the society towards elimination of child labour is required to address the issue. The project has cultivated the level of social conscience and responsibility among the communities, contractors and subcontractors, implementing partners, primary target beneficiaries, organizations, and district government officials in the project districts. However, it has not attained the level of critical mass where efforts to eliminate child labour can continue without external prodding.

Objective 2:

- It is evident that the availability of financial resources to support the processes of elimination of child labour in carpet weaving sector has played the critical role. District governments do have constraints on their budgets and thus some may take up these interventions in their district development plans, however others may not. Also in the absence of an agency advocating and advising on child labour issues the coordinated efforts at the district level may go on the back burner.
- Thus there is a need to continue dedicated efforts on child labour with international support. Such an arrangement attracts the necessary stakeholder attention to address the causes of child labour. The fact that the International Labour Organization with support of US Department of Labor initiated this project, the issue of child carpet weavers received the requisite level of

government and stakeholder attention and visible interventions. What made this project exclusive was the fact that there was one national player, PCMEA, also shouldering responsibility with the international actors. This also helped in building the level of local ownership of the project interventions. However, such dedicated effort to create indigenous critical mass for progressive elimination of child labour may probably still require a strong international commitment.

7.2 Lesson Learnt and Recommendations

Objective 1:

- Carpet project has succeeded in creating reasonable level of awareness and sensitization on child labour issues at various levels ranging from communities to policymakers. However, coordinated efforts are still required to further build on these awareness raising experiences to help national stakeholders achieve the critical mass that can sustain the effort to eliminate child labour in carpet weaving and beyond.
- Thus the final evaluation report makes a strong recommendation for new interventions to consolidate the gains made in reducing child labour from the carpet sector.
- ILO projects and their partners make heavy investments (time and resources) in the NFE teachers to build their capacity to offer quality education. However, when the project ends ILO must ensure that this human resource is not left on its own. On the other hand, the target children that the project managed to mainstream into government schools may drop out again due to lack of quality education and teachers' harsh attitudes towards them. Thus, the whole mainstreaming education strategy for children becomes counterproductive. ILO must look at this and try to create a viable strategy to sustain the NFE centers, with the support of district government and stakeholders. This will help the NFE teachers to continue to cater to the educational needs of the same target group to a logical end. On a need basis, these NFE centers should expand and become middle and high schools to sustain withdrawn former child labourers. This will also allow the NFE teachers to continue to play a more vital role as advocates of withdrawal and prevention of child labour addressing the issue in the broader spectrum.
- Although, the project has provided education to child carpet weavers, it is recommended that future programmes should look into the possibilities of introducing literacy component for the mothers of working children as well. Such interventions will have multi pronged impact and help sustain the elimination of child labour.
- Health of child labourers is always an issue, as it becomes the first causality. It is imperative that ILO in its interventions incorporate the health protection needs of child labourers.
- Any future External Child Labour Monitoring System must work in tandem with district labour officials. It is now the responsibility of the district governments to implement the labour legislations. It must give them the exposure and build their capacity on how to motivate the communities and stakeholder so they could reject child labour.

Objective 2:

- The ILO project must benefit by ensuring the proactive involvement of trade union in the project interventions. Trade union involvement at various levels could help the projects to achieve their

objectives in a sustainable manner. In early 1990s, trade unions played an effective role in advocating the need to address the issue of child labour. They have also played a significant role in convincing the government to ratify ILO conventions related to child labour

Objective 3:

- One of the challenges for the project has been its weak policy level linkages. Thus, the project has relatively remained outside the ongoing policy initiatives including Government of Punjab led extensive education drives in the province. Design of such projects must have robust policy level linkages. Moreover, this project could not establish institutional linkages with the target district government apart from a few symbolic measures. Thus experience under this project with the district government has identified the need to institutionalize the capacity of various district offices (education, community development, labour etc) to independently undertake action against child labour. Thus it is strongly recommended that any future project on child labour must build a substantial component to capacitate the executive district officers, in particular the district officer and deputy district office of relevant offices (education, health, community development, labour, Finance and Planning). In addition, any service delivery interventions (NFE Centers etc) must be carried out with active involvement of concerned district officials.
- ILO must strongly ensure that its child labour projects move away from the project approach towards a programme approach under the over all Decent Work Country Programme framework. This will help bring more synergies between IPEC run programme with ILO's other ongoing programmes.
- ILO must ensure that projects deliver 100% of allocated financial resources.
- Future projects should also make efforts to help establish an apex body to sustain key interventions.
- Future projects must also create awareness about its good interventions among policymakers, academics, civil society, journalists and representative of workers and employers organizations.

7.3 Short Term Recommendations

- Child Labour Monitoring System is a useful and needed concept to help the carpet sector be more formalized and in line with international labour standards. The monitoring system under the carpet project has made some useful advances. However, for institutional learning it is recommended that the ILO further examines this child labour monitoring system and practices made under the carpet project.
- The Carpet project, with the support of PCMEA, has developed an effective database on carpet weaving children and families and carpet contractors/sub-contractors, participating or non-participating in carpet project. However, this database is kept at the Carpet project office. Projects now must capacitate the PCMEA on the management and utilization of its database. This will build the institutional capacity of PCMEA to have transparent and effective internal monitoring system for future sustainability. The project should also transfer the technical know how, software, and human resource to PCMEA.

- The project should also negotiate with target district governments (Sheikhupura, Faisalabad, Toba Tek Singh, and Multan) to transfer its child labour database to district officials (education, literacy and labour). The project in collaboration with the district government must provide training to district officials on managing and utilizing this database. This will facilitate the district government to provide continued education to child carpet weavers listed in the data base.
- The project has carried out useful surveys to determine the incidence of child labour in carpet sector in the Sindh and NWFP provinces. Efforts should be made to publish and disseminate these findings.
- Since there is strong anecdotal evidence indicating a shift in carpet manufacturing to poor communities in new geographical locations it will be useful to conduct a study to scientifically identify this trend and ways to prevent child labour in carpet weaving in new areas.

8. The Final Word

ILO-IPEC's Carpet project, with generous financial support of US Department of Labor and PCMEA, and active involvement of its partners has laid the ground for future direction and replicable potential of the project interventions. The work of project partners, Sudhaar, BLCC, CCF, FWBL and CIWCE has been commendable. Project efforts and achievements are well acknowledged by all stakeholders. The various project interventions conform to the development agenda of Government of Pakistan to achieve "Education for All", poverty alleviation, women empowerment, which are in line with the Millennium Development Goals.

Although, the project has achieved visible success in its objectives in the target areas, the process of withdrawal and prevention of child labour from carpet weaving covering all of Pakistan has a long way to go.

It is essential for the ILO to continue to provide technical assistance and for the international community to continue to demonstrate its commitment to consolidate the gains made under this project for the ultimate achievement of complete withdrawal of child labour from carpet weaving.

Annexes

Annex-A: Terms of Reference



International Programme on the Elimination of Child Labour ILO/IPEC

Final Version

Terms of Reference For Independent Final Evaluation of Combating Child Labour in the Carpet Industry in Pakistan Phase II USDOL Component

ILO Project Code	PAK/02/P50/USA
ILO Project Number	P270.06.342.057
ILO Iris Code	11641
Geographical coverage	Provinces of Punjab, North West Frontier and Sindh
Duration	39 months
Starting Date	September 2002
Ending Date	September 2007
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL PCMEA
Donor contribution	USDOL: US \$3,500,000 PCMEA US\$ 900,000 Total: US \$ 4,400,000

I. Background and Justification

1. The International Programme on the Elimination of Child Labour (IPEC) is a technical cooperation programme of the International Labour Organization (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. In 1998, the Pakistan Carpet Manufacturers and Exporters Association (PCMEA) entered into a Partners Agreement with ILO-IPEC to combat child labour in the carpet industry in Pakistan. Within the framework of that Agreement, and drawing upon an earlier experience in combating child labour in the soccer ball industry, the project entitled 'Combating Child Labour in the Carpet Industry in Pakistan' was launched in 1999 with financial support from the US Department of Labour (USDOL) and PCMEA.
3. The first phase of the project was aimed at eliminating child labour in the carpet industry initially in Gujranwala and Sheikhupura districts in Punjab Province of Pakistan. It also aimed to cover eventually other districts in Punjab depending on the future availability of financial resources. The project objectives were pursued through two interrelated components, namely, prevention and monitoring and social protection. The prevention and monitoring component comprised a mechanism with identified the target children, as well as ensured and verified that they were being removed or prevented from carpet-weaving, and were enrolled in non-formal education classes conducted in the project-supported education centers located throughout the said districts. The non-formal education programme comprised the main part of the social protection component of the project, together with the provision of pre-vocational education to older carpet weaving children, as well as extending support for income-generating activities to carpet weaving families. The first phase of the project contributed significantly towards the achievement of the national goal to eliminate child labour by providing non-formal education to 10,261 carpet weaving children and their young siblings in the villages throughout Gujranwala, Sheikhupura and Hafizabad districts in Punjab. The monitoring component of the project has verified that owing to their attendance in non-formal education classes, these children were being removed and prevented gradually from weaving carpets.
4. Phase II of the project began implementation in September 2002. The current phase of the project was designed to contribute to the progressive elimination of child labour in Pakistan by pursuing, over a three-year period, the two-pronged approach of expansion of action and promoting sustainability of interventions to remove child labour from the carpet industry in the country. Among the activities under Phase II consolidation of various activities commenced under the first phase was foreseen: the non-formal education programme, extension of education and other social services to children and carpet weaving families in other areas of Punjab and to address the demand for education of other children in the project areas who work outside the carpet sector. Phase II further aimed to lay the groundwork for a nationwide action to combat child labour in the carpet industry by generating knowledge base through research and surveys and consequently sharing the knowledge and project experience with government and other partners in child labour elimination in the country.
5. The project consists of a comprehensive programme covering six components:

- Child labour monitoring and prevention component
- Education
- Income-generation and micro-credit
- Advocacy and awareness raising
- Capacity building
- Research and Surveys

6. By pursuing the above approach, the project was designed with three immediate objectives:
 - Child labour in the carpet production (including underage workers, hazardous situations and exploitative working conditions) reduced by 50% in the targeted carpet households and sheds of Faisalabad, Multan, Toba Tek Singh, Sheikhupura and parts of Gujranwala and Hafizabad districts in Punjab through the provision of educational facilities to children and support for economic activities for their families.
 - The stakeholders and partners in child labour elimination have the capacity to formulate, implement and sustain action to combat child labour in the carpet industry.
 - Plan and developed a project proposal based on knowledge generated made available for implementation in North West Frontier Province and Sindh and/or for replication in other areas of Pakistan.
7. Each of the components was implemented through direct action programmes (the list of ongoing APs is available in the Annex C).
8. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the project should be analyzed.
9. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
10. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to gradually be introduced in various countries. The DWCP document for Pakistan has been finalized and is available: http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_pakistan.pdf

Background to Final Evaluation

11. The USDOL contribution to the project is now coming to a close in September 2007. The present project will continue with PCMEA funding until at least the end of 2007. As part of the completion of the project, IPEC will organize an end of project workshop in late 2007 in Pakistan inviting various key stakeholders. The report of the present final evaluation will be used as an input/background note to this workshop. A synthesis report documenting the history and achievements of the project will be produced using the report of the workshop and the final evaluation report.
12. The project will be evaluated in accordance with ILO/IPEC policies and procedures on evaluation of projects and in line with the agreed evaluation process in the project document.

13. Action Programmes implemented by local partners are subject to a regular self-evaluation process depending on duration and size. Action Programmes supply regular progress reports to the project. A quarterly progress report is prepared by the project as a whole.
14. A mid-term evaluation conducted as a self-evaluation took place in August 2005. As the first phase of the project had recently undergone a final evaluation, it was decided in consultation with key stakeholders that the mid-term evaluation of phase II would be conducted as a self-evaluation. The mid-term evaluation informed stakeholders of important findings on design, implementation, achievements and impacts and made several pertinent recommendations on coordination and definition of roles and responsibilities, information and knowledge of child labour issues, monitoring, and consolidation of actions to progressively eliminate child labour in the carpet sector which were taken into consideration in the planning of the rest of the project.
15. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

II. Scope and Purpose

Scope

16. 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 for future programmes and any specific recommendations for future ILO/IPEC activities particularly in the context of the TBP in Pakistan.

Purpose

17. The purpose of the present evaluation should be to assess whether the objectives of the project were achieved. The evaluation should assess the overall achievement of the project at different levels such as at policy level, organizational (partner) level, beneficiaries level, community level and household level. The evaluation should assess the effectiveness of the project operation/implementation and management both at the implementing agency level and at IPEC level. It should analyze strategies and models of intervention used, document lessons learned and potential good practices, and provide recommendations on how to integrate these into planning processes and implementation of future child labour activities in Pakistan, including in the context of future ILO/IPEC support to the TBP in Pakistan. A particular focus should be to identify elements of effective models of intervention including its potential use and its strengths and weaknesses. The evaluation should also identify issues that should be discussed at the end of project workshop scheduled to be held at the end of project implementation.

III. Suggested Aspects to be Addressed

18. 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. 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.
19. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

20. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED).
21. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.

Design & Planning

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation in Jordan was taken into consideration at the time of the design and whether these were considered and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues? How well did the project design of Phase II build on the achievements of Phase I? Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- Were the time frame for programme implementation and the sequencing of project activities logical and realistic?
- Was the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant were project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring results.
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Do the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?

Achievements (Implementation and Effectiveness)

- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs and whether it has achieved its objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the criteria for selecting beneficiaries for the project
- Assess the participation of different relevant actors in the relevant sector steering committee. How are these structures participating in program implementation? How is this participation contributing to progress toward project's objectives?

- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- How effective has the project been at stimulated interest (through awareness raising in particular) and participation in the project at the local and national level?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs.
- Assess the effectiveness of the action programmes implemented and their contribution to the immediate objectives of the project. Assess the lessons learned from these APs and the possibilities to replicate them, focusing on curriculum design, micro credit and vocational training.
- Has the capacity of community level agencies and organizations within the carpet sector in Pakistan been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population been reached?
- Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.
- What is the likelihood of sustaining the present monitoring and verification system?
- How effective were the project's beneficiary monitoring strategies.
- How effectively were strategies for child labour monitoring being implemented?
- How easy/difficult is the monitoring of NFE education centers/schools to incorporate within the monitoring system?
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors? How realistic were the critical assumptions identified by the project?
- Assess the progress of the project's gender mainstreaming activities.
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?
- How effective is the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- Identify unexpected and multiplier effects of the project.
- How effectively has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other projects)?
- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective are the studies commissioned by the project in terms of affecting the national debates on education and child labour?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Examine how the ILO/IPEC project have interacted and possibly influenced national level policies, debates and institutions working on child labour. How did the project support the government in developing a list of hazardous occupations?
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.
- Assess whether the recommendations made in the mid-term evaluation were considered and if appropriate acted upon and to what effect.
- Assess the quality of training and learning materials produced by the project
- Assess the quality of research throughout the project period, was the research appropriate and cost-effective? Was the research carried out according to high standards of quality?

Relevance of the Project

- Examine whether the project responded to the real needs of the beneficiaries

- Validity of the project approach and strategies and their potential to replicate
- Assess whether the problems and needs that gave rise to the project still exists or have changed
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the programme based on the finding of baseline surveys.
- How does the strategy used in this project fit in national development, education and anti-poverty efforts, existing policies and programmes on child labour and interventions carried out by other organizations?

Sustainability

- Assess to what extent a phase out strategy has been defined and what steps have been taken to ensure project sustainability
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners
- Identify and assess the long-term commitment and the technical and financial capacity of local/national institutions (including governments) and the target groups to continue to work to eliminate child labour.

Special Aspects to be Addressed

- The workplace monitoring system developed under the project was seen as a potential model for other IPEC projects or projects dealing with child labour. Please assess the overall success of the workplace monitoring system in this context and how the experience of this project may yield valuable lessons for future work.
- What was the effect on the project of the institutionalized involvement and joint funding (between the joint funding between PCMEA and USDOL).

IV. Expected Outputs of the Evaluation

22. The expected outputs to be delivered by the evaluation team are:

- A desk review of project related documents
- An evaluation instrument prepared by the evaluator
- Select field visits to the project sites in Pakistan
- Draft evaluation report
- Final Report including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix

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

24. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

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

V. Evaluation Methodology

26. 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.
27. The evaluation team will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project. The evaluation team may also use any other instruments that they see appropriate for this exercise.
28. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the project and action programmes, results of any internal planning processes in the countries and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant prepare a brief document indicating the methodological approach to the evaluation, the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission.
29. The evaluation will be carried out using a desk review, field visits for consultations with project staff and project partners and other key stakeholders.
30. The evaluation team will interview the donor representatives, IPEC HQ, and ILO/IPEC regional persons through a conference call early in the evaluation process, preferably during the desk review phase.
31. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO-IPEC Guidelines and Notes, the UN **System Evaluation Standards and Norms**, and the OECD/DAC Evaluation Quality Standard

Composition of the evaluation team

32. The evaluation team will consist of one evaluator that previously has not been involved in the project. The evaluator will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

The background of the **evaluator** should include:

- ✓ Relevant background in social and/or economic development
- ✓ Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
- ✓ Experience in evaluations as team leader

- ✓ Relevant regional experience preferably prior working experience in Pakistan
- ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
- ✓ Experience at policy level and in the area of education and legal issues would also be appreciated
- ✓ Familiarity with and knowledge of specific thematic areas
- ✓ Fluency in English
- ✓ Experience facilitating workshops for evaluation findings

33. The evaluator will be responsible for undertaking a **desk review** of the project files and documents, undertake **field visits** to the selected project locations.
34. The evaluator will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
35. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the ILO area office in Islamabad and the project office in Lahore. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
36. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

Timetable and Workshop Schedule

37. 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.
38. The evaluator will be responsible for 20 days *of which 7 days will be in field visits in the project sites*.
39. The timetable is as follows:

Phases	Tasks	Dates
I: Desk Review	Desk review of relevant project documents	September 3-7
Field Visits	Field visit of project sites	September 10-16
Draft Report	Evaluator drafts evaluation report	September 17-21
Stakeholder comments	Draft report circulated by DED to key stakeholders for their comments to the draft evaluation report. DED consolidates the comments and forwards to evaluator	September 22-October 5 th
Final report	Evaluator finalizes the evaluation report taking into consideration the consolidated comments	October 8-12

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Technical and financial report of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines Project files • National workshop proceedings or summaries • Country level planning documents • SPIF documents

Consultations with:

- Project management and staff
- ILO/IPEC technical and backstopping officials at HQ and the regions as appropriate
- Partner agencies
- Child Labour monitors
- PCMEA
- Boys and Girls that were withdrawn or prevented as a result of direct action APs undertaken
- Parents of girls and boys that were withdrawn or prevented
- Social partners Employers' and Workers' groups
- Community members
- Government representatives, legal authorities etc as identified by evaluation team
- Telephone discussion with USDOL and visits as appropriate with PCMEA

Final Report Submission Procedure

40. For independent evaluations, the following procedure is used:

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

VI. Resources and Management

Resources:

41. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for a consultant for 20 work days
- Fees for travel from consultant's home to Lahore and project sites in accordance with ILO regulations and policies
- Fees for local DSA per ILO regulations for Lahore and other project sites

For the evaluation exercise as a whole:

- Fees for local travel in-country in selected project countries
- Any other miscellaneous costs

A detailed budget is available separately.

Management:

42. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials and the ILO Office in Islamabad and Lahore will provide administrative and logistical support during the evaluation mission.

Annex-B Logical Framework for Phase II

Objective	Outputs
1. Child labour in carpet production (including underage workers, hazardous situations and exploitative working conditions) reduced by 50% in the targeted carpet households and sheds of Faisalabad, Multan, Toba Tek Singh, Sheikhupura and parts of Gujranwala and Hafizabad districts in Punjab through provision of educational facilities to children and support for economic activities to their families.	1.1. A systematic and reliable internal monitoring and verification mechanism established and operational in new target areas.
	1.2. External monitoring and tracking of target groups pursued throughout the duration of the project.
	1.3. Phase I NFE centers in Sheikhupura, Gujranwala and Hafizabad continue to offer education or special activities (beyond the three-year NFE curriculum) to enrolled children and are gradually transferred to the community
	1.4. 400 new NFE centers established and operational in Multan, Faisalabad, Sheikhupura and Toba Tek Singh districts in Punjab and education and other protective services provided to approximately 16,000 children.
	1.5. Approximately 12% of children provided with NFE mainstreamed into the formal education system and withdrawn/prevented fully from doing child labour.
	1.6. Pre-vocational education provided to approximately 3,000 older children (11-14 years old) enrolled in NFE.
	1.7. Support for income-generating activities and micro-credit provided to approximately 1,000 female adult members of the target children's families.
	1.8. Practical measures are designed and implemented to provide improved health, safety and working conditions.
Objective	Outputs
2. The stakeholders and partners in child labour elimination have the capacity to formulate, implement and sustain action to combat child labour in the carpet industry.	2.1. Various partners and players have access to awareness raising materials and knowledge on child labour.
	2.2. Capacity-building programmes implemented to increase capacity to carry out sustained action for combating child labour in the carpet industry.
	2.3. Linkages and community support systems established for sustaining action against child labour in the carpet industry.
Objective	Output
3: Plan and project proposal based on knowledge generated made available for implementation in North West Frontier Province and Sindh and/or for replication in other areas of Pakistan.	3.1. Knowledge base for capacity-building generated from surveys assessing the extent, dynamics and nature of child labour in the carpet industry in North West Frontier and Sindh Provinces in Pakistan.
	3.2 A plan of action and project proposal to combat child labour in carpet production in North West Frontier and Sindh provinces prepared and discussed with stakeholders and partners.

Objective 1: Child labour in carpet production (including underage workers, hazardous situations and exploitative working conditions) reduced by 50% in the targeted carpet households and sheds of Faisalabad, Multan, Toba Tek Singh, Sheikhpura and parts of Gujranwala and Hafizabad districts in Punjab through the provision of educational facilities to children and support for economic activities to their families.

Indicators	Means of Verification
1.1 Number of children from carpet weaving households in the project areas who are provided with education.	<ul style="list-style-type: none"> Interviews with parents and village education committees. Progress reports from partner NGOs implementing the education programme. Child labour monitoring reports.
1.2 Percentage of participating families which continues to refrain from resorting to child labour.	<ul style="list-style-type: none"> Meetings with parents and village education committees. Child labour monitoring reports.
1.3 Percentage of carpet weaving households and sheds monitored by the programme which continue to remain free of child labour.	<ul style="list-style-type: none"> Unannounced visits by ILO monitors. Child labour monitoring reports. Meetings with participating families Meetings with carpet contractors/sub-contractors and village education committees.
1.4 Percentage of children in less hazardous situation or exploitative working condition.	<ul style="list-style-type: none"> Child labour monitoring reports. Meetings with participating families. Interviews with children. Meetings with village education committees and carpet contractors/subcontractors.
1.5 Number of carpet households and sheds with safe and comfortable work areas.	<ul style="list-style-type: none"> Unannounced visits to carpet homes and sheds by ILO monitors. Child labour monitoring report. Reports from implementing partner of the programme on occupational safety and health (OSH). Interviews with child weavers participating in the education programme.

Objective 2: The stakeholders and partners in child labour elimination have the capacity to formulate, implement and sustain action to combat child labour in the carpet industry

Indicators	Means of Verification
2.1 Number of government schools in the project areas which are willing and capable to accommodate for mainstreaming children from the NFE centers.	<ul style="list-style-type: none"> Reports from NGOs implementing the education programme. Contacts and meetings with district education officials. Meetings and interviews with teachers in both NFE and government schools.
2.2 Number of village education committees (VEC's) participating directly in the management of NFE centers and assisting in child labour monitoring.	<ul style="list-style-type: none"> Meetings with VECs. Reports from partner NGOs. External monitoring reports.
2.3 Number of village organizations which have set up village education funds (VEFs).	<ul style="list-style-type: none"> Reports from partner NGOs. Meetings with VECs.
2.4. Expression of interest from an independent body to take over child labour monitoring at the end of the project.	<ul style="list-style-type: none"> Consultations with relevant organizations/institutions.

Objective 3: Plan and project proposal based on knowledge generated made available for implementation in North West Frontier Province and Sindh and/or for replication in other areas of Pakistan.

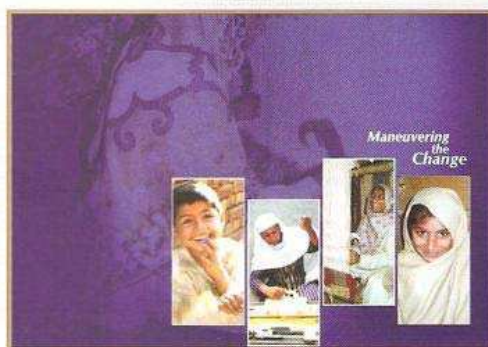
Indicators	Means of Verification
3.1 Results of the child labour surveys on carpet industry in North West Frontier and Sindh are used as reference in planning exercises of the National Steering Committee on Child Labour chaired by the Federal Ministry of Labour as well as by PCMEA.	<ul style="list-style-type: none"> ▪ Meetings of National Steering Committee on Child Labour ▪ Reports on the progress of Time Bound Programme ▪ Meetings with PCMEA
3.2. Expressions of interest from PCMEA and the provincial governments of NWFP and Sindh in initiating child labour programmes in these provinces.	<ul style="list-style-type: none"> ▪ Consultations with PCMEA ▪ Consultations with the provincial departments of planning and labour in NWFP and Sindh

Annex C: List of all action programmes

N o.	Implementing Agency	Title of Action Programme	Start	Completi on
			Dates (Month, YR)	
1	Sudhaar	Combating Child Labour in the Carpet Industry through Provision of Special Education and Other Support Services to Carpet Weaving Children and Their Families	1-Sep-03	30-Nov-04
2.	Bunyard Literacy Community Council	Combating Child Labour in the Carpet Industry through Provision of Special Education and Other Support Services to Carpet Weaving Children and Their Families	10-Sep-03	30-Nov-04
3	Sudhaar	Combating Child Labour in the Carpet Industry through Provision of Non-Formal Education	10-Dec-03	10-Sep-07
4	Bunyard Literacy Community Council	Combating Child Labour in the Carpet Industry through Provision of Non-Formal Education	1-Apr-04	10-Sep-07
5	Child Care Foundation	Combating Child Labour in the Carpet Industry through Provision of Non-Formal Education	5-Apr-04	31-Aug-07
6	First Women Bank Ltd.	Combating Child Labour in the Carpet Industry through Creation of Income Generating Opportunities for Adult Members of Carpet Weaving Families	1-Jul-04	31-Aug-07
7	Bunyard Literacy Community Council	Combating Child Labour in the Carpet Industry through Provision of Non-Formal Education in Primary Education	15-Aug-05	10-Sep-07
8	(AKIDA-FBS-TRDP)	Baseline Survey of Child Labour in the Carpet Industry in the Province of Sindh	01-Feb-06	30-Nov-06
9	First Women Bank Ltd.	Creation of Income Generating Opportunities for Adult Members of Carpet Weaving Families in Phase II areas	15-May-06	10-Sep-07
10	Skill Development Council	Combating Child Labour through Provision of Pre-Vocational Education to Selected Carpet Weaving Children in Phase-II areas	15-May-06	10-Sep-07
11	Thardeep Rural Development Programme	Combating Child Labour in the Carpet Industry in Sindh through provision of Non-Formal Primary Education	12-Jun-06	20-Sep-07
12	Centre for the Improvement of working Conditions and Environment	Combating Hazardous Child Labour in the Carpet Industry by improving working conditions and raising awareness on occupational health and safety issues	20-Jun-06	31-May-07
13	Pakistan Workers Federation	Combating Hazardous Child Labour in the Carpet Industry through Capacity Building of Pakistan Workers Federation on Child Labour issues	1-Apr-07	25-Sep-07
14	Thardeep Rural Development Programme	Non Formal Education Curriculum Development, Life Skills and Vocational Education, and Basic Literacy for carpet weavers in Thar	1-May-07	20-Sep-07
15	AKIDA- Social Sector Development Organization	Research Analysis and Initial Awareness Raising on the situation of Child Labour in the hand-knotted carpet industry in NWFP	15-Jun-07	10-Sep-07

Annex D: Case studies of First Women Bank Limited published in the annual report of the Bank.

COLLABORATION WITH INTERNATIONAL AND NATIONAL AGENCIES



THE RURAL WOMAN MAKES HER MOVE THROUGH ILO - IPEC/FWBL PARTNERSHIP - CHILD LABOUR NO MORE!

In 1999, a project titled 'Combating Child Labour in the Carpet Industry in Pakistan' was launched within the framework of the ILO-PCMEA Agreements, with financial support from Pakistan Carpet Manufacturers and Exporters Association (PCMEA) and the US Department of Labour (USDOL). The project was aimed at reducing child labour in the carpet industry, initially in Sheikhupura and Gujranwala districts. The main purpose was to provide education to women.

children as an alternative to work. It also provided an opportunity to families of these children to gain access to other employable skills.

A family-based approach was adopted and emphasis was placed on viable income replacement schemes for the families of carpet weaving children, particularly mothers through income generation and skill development programmes. First Women Bank Limited (FWBL) was the implementing partner of this major component of the project. It provided easy access to its financial and non-financial services to families of carpet weaving children.



ILO-IPEC/FWBL PARTNERSHIP SUCCESS STORIES

ILO-IPEC/FWBL PARTNERSHIP

Upon successful achievement of objectives of Phase-I, the collaboration of ILO and FWBL "to combat child labour in the carpet industry" was extended to Phase-II for a period of 14 months. After the successful completion of the programme in the district of Gujranwala, Sheikhpura and Hafizabad, the project has been replicated in the districts of Faisalabad, Toba Tek Singh and Multan to cover 220 villages.

ACHIEVEMENTS

- Financed women micro-borrowers in 101 villages
- Identified 42 micro businesses, and established 515 new micro-business units
- Provided skilled training to 685 rural women
- Distributed micro-credit of Rs. 18.8 million to 1721 women living below the poverty line
- 100% Recovery rate
- 3150 children weaned from child labour
- 14,791 children educated through non-formal educational centers

SUCCESS STORIES

NASIM BIBI

Runner-up of Global Micro Entrepreneurship Award 2005

Nasim Bibi, a mother of 4 children is a resident of Farooqabad. Her husband's daily wages were not enough to meet the family's needs. Ten years ago he started making cushions and foam pillows at a very low scale to make ends meet. But due to insufficient working capital he wasn't able to expand his business. Nasim, shelving aside all her inhibitions regarding credit financing, sought a loan of Rs. 10,000 from First Women Bank Limited and used it to purchase raw material for her husband's business. As a result their



monthly income rose by Rs. 2,000 a month. Upon repayment of the first loan, she availed a second loan of Rs. 20,000, which the couple used to rent out a three Marla house for expanding their business. Their trade has flourished since then and they have started making Rs. 12,000 a month. Three of their children are enrolled in school while the other one is helping them in their business.

In 2005, Nasim Bibi was among 16 successful micro-entrepreneurs who were conferred "Global Micro-Entrepreneurship Award" organized by the UN Capital Development Fund in collaboration with CITI Group Foundation, Harvard Business School and Pakistan Poverty Alleviation Fund.

MUMTAZ BEGUM



Mumtaz Begum is a resident of Village Kalaskay, District Gujranwala where most families are involved in micro enterprises. Women actively help their male counterparts in earning livelihoods for their families. Mumtaz's husband had a small grocery store that yielded an income of Rs. 3,000; insufficient to support his family of three. He suggested to his wife that by purchasing a refurbished ice cream machine, they could increase their net take away income by Rs. 3,000. Mumtaz sought a loan of Rs. 8,000 from FWBL and by adding 9,000 from their savings, they purchased an ice cream machine. In the first few days, their average daily income was Rs. 75, which gradually rose to Rs. 110. They used this additional income to increase the working capital of their grocery store.

Mumtaz's family has set an example of self-reliance for the entire village. FWBL is proud to be associated with people who are self-reliant and have a spirit of enterprise.

ILO-IPEC/FWBL PARTNERSHIP SUCCESS STORIES

MAQSOODAN BIBI



Maqsoodan Bibi, w/o Muhammad Anwar, is a resident of the Kakargill village, Sheikhpura. Belonging to a conservative family, she took the initiative of starting her own business, as the income from her husband was not sufficient to support her family of six children.

She utilized her experience in cooking Khoyia (something she learned from her father) to start a small business within her village. Availing a loan of Rs. 10,000, she started making Khoyia at a very small scale. Her family helped by selling the produced Khoyia to sweet shops around Sheikhpura. In just a year, her business flourished and soon she hired people to assist her in the business. Pretty soon, she availed a second loan of Rs. 20,000 to further expand her business - which in turn helped her purchase a buffalo and even a piece of land (10 Marla).

Her business is continuing to expand, as she has just taken a third loan (of Rs. 25,000). Maqsoodan Bibi's story is an example of what FWBL believes to be the micro-borrower of today and an SME and corporate client of the future.

BUSHRA BIBI



Bushra Bibi is a resident of Village Ladhay Wala Warraich, District Gujranwala. Due to poor economic conditions of the village, women actively help their male counterparts in earning livelihoods for their respective families.

Most women in the village were trained in packing fabric napkins but because of lack of monetary resources, they were unable to purchase raw material (fabric).

Bushra applied and was granted a loan of Rs. 8,000 that she invested to purchase fabric for manufacturing napkins. Her business started growing and her major

clients were hotels in Gujranwala. She would get a profit of Rs. 75 per kg and a sale of an average 10 packets a month resulted in a handsome monthly income that helped her improve the financial condition of her family.

Her future plan is to purchase a cutting machine to reduce the material costs and to expand her business by launching a retail outlet at her place. She also aspires to involve her fellow village women for packaging of napkins.

NASIM BIBI

Naseem Bibi hails from village Ladhay Wala Warraich, District Gujranwala. Her husband is a gardener in a private school who earns a meagre monthly wage of Rs. 3,000/-. Naseem Bibi's family lived under the poverty line for years until she decided to learn skills in embroidery with a vision that one day this skill would free her family from the chains of poverty.

Naseem Bibi initially used to do fancy embroidery on bridal dresses for 15 consecutive days and the middleman would only pay her a mere Rs. 1,400. Naseem Bibi was well aware that the same dress was selling for Rs. 8,000/- in the market. The middleman was not giving due reward for her hard labour. She got the money to buy fabric, tools, thread, and embellishment items and frames for embroidery. She would have fetched better rewards for her hard work.

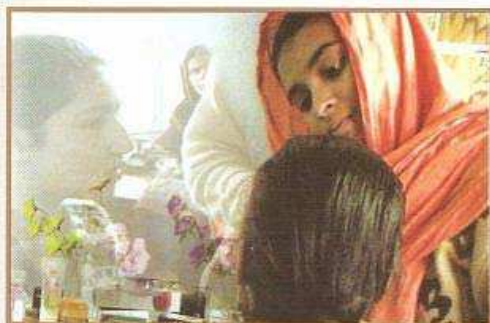
A close acquaintance introduced her to First Women Bank Ltd. from where she eventually got the loan. Today, Naseem Bibi earns twice what she used to earn earlier. Due to increase in income, her family's life has improved; she even purchased a small television from her savings and more so got her younger daughter admitted in a school, which was a dream of hers.



before.

ILO-IPEC/FWBL PARTNERSHIP SUCCESS STORIES

SAJIDA BANO



Sajida Bano is 40 years old, resident of Noshara Virkan, Gujranwala, but due to wrinkles of poverty showing on her face she appears twenty years older. She availed the first loan of Rs. 8,000/- and second of Rs. 15,000/- from First Women Bank Ltd. Micro Credit Programme for adult members of carpet weaving families. She narrates her story of success:

"I have five daughters and one son and my husband who is a gardener in a government school, is the sole bread earner of our family. His monthly salary is Rs. 3,300/-. Before FWBL/ILO-IPEC Carpet Project for elimination of Child Labour from the carpet industry, life was very tough and the future was so bleak, that survival was a challenge for a household of nine persons living in a three marlah house with two rooms.

"We enrolled our two children in Channan School (Non-formal Education Center for Carpet Weaving Children, supported by ILO-IPEC) and the other four were studying in a government school. As I was always in a struggle to assist my husband to overcome the worries of survival, so when FWBL started Micro Credit Scheme for mothers of carpet weaving children, I availed a loan of Rs. 8,000/- to start a mobile canteen outside Government Girls School. I purchased a pushcart and started my tiny business of selling food items like snacks, fruit chaat, finger-chips, potato bread (aaloo wala naan) and sweets. This helped me in earning an additional income of Rs.1,500/- after paying my monthly installment of Rs. 800/-. Now I was an equal contributing partner to my household with my husband, who always appreciates me. With the help of FWBL I got my elder daughter trained as a beautician, and she started the facility on a very small level for women of the village. Along with the beauty parlour she has also engaged herself in tutoring primary students at home."

"Upon successful repayment of my first loan I requested FWBL for a loan of Rs.15,000/- to upgrade

the Beauty Parlour, my daughter's Tuition Center and my canteen as well. With the loan and cumulative amount saved by me, my daughter and my husband, we arranged furniture for the Beauty Parlour and Tuition Center and purchased some equipment for the beauty parlour.

"Due to these additions, the number of children in the tuition center has reached to fifty, and my daughter is earning Rs. 2,500/- per month. Now our total monthly income is Rs. 7,300/- which was just Rs. 3,300/- before. I had also purchased a fridge from my savings which helps me to preserve my fruit chaat and other items of the canteen. I believe that if one struggles for their growth and searches for opportunities, God provides them a path and source."

TALIA BIBI

In Village Butter of District Sheikhpura, most families weave carpets to earn their livelihood. Due to very low income and unavailability of alternate sources of income, parents prefer their children to work with them on carpet looms. Poverty and hunger have camouflaged the thoughts of parents, so much so, that they don't even think that it is an injustice to the basic rights of children.

Talia Bibi, 42, with her six children works on a carpet loom to make her ends meet. Lack of sufficient income resources were a great hurdle to fulfill her wish to educate her children. The total monthly earning for 8 members household was Rs. 3,500/- from carpet weaving.

Despite discouragement from her husband she decided to open a small grocery store in a room of her house with financial support of First Women Bank Ltd. Micro Credit Programme for carpet weaving families. She availed a loan of Rs. 8,000/- and started a small grocery store, which resulted in an increase of Rs. 500/- in their monthly income, after payment of the loan installment of Rs. 800/-.

After full repayment of her first loan, she applied for a loan of Rs. 18,000/-



ILO-IPEC/FWBL PARTNERSHIP SUCCESS STORIES

for expansion of her micro business, which was sanctioned due to an excellent repayment record. She utilized her savings and funds availed from FWBL for cabins, showcases, fridge and purchase of more variety of grocery items for her shop.

The monthly income of her household rose to Rs. 9,000/-. She had fully repaid her second loan and now she is planning for further expansion in her business. For Talia Bibi, the bigger achievement is that her children are now going to school instead of carpet looms.

Talia's initiative not only improved the economic condition, but also brought her greater social status in the family and village. She comments "FWBL gave me the power to succeed".

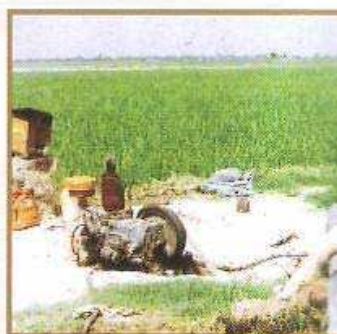
ISHRAT BIBI



Ishrat Bibi of Makki (Sheikhupura) has recently availed a credit facility of Rs. 10,000/- from the Bank under this programme. She owned a loom but it was not being used as she had no capital to purchase inputs. This money helped her to buy wool, thread and other material to dye wool that is used in carpet manufacturing. The carpet in the picture takes about eight months to complete and will sell in the market for about Rs. 175,000/-. She would be able to earn Rs. 50,000/- from each carpet she makes.

SABIRAN BIBI

Sabiran Bibi of Jagowala, Gujranwala, has about seven acres of cultivable land on which her family has cultivated rice these days. Her whole family works in



the field at different phases of crop. Women's most important role is in cultivation and at the harvesting time. Sabiran Bibi availed a loan of Rs. 5,000 to purchase fertilizers for her crop. Her crop will be harvested in November. Sabiran, like many other women in the areas of Sheikhupura and Gujranwala, was the idea of a bank that is exclusively providing services to poor women.

SAMINA SHAFIQ



Samina Shafiq is a very enthusiastic woman who is running a school with her husband's help. She teaches in an ILO-funded carpet weaving children in the afternoon. In the morning she runs her own school. She availed a loan of Rs. 8,000 as she needed the school and purchase stationery for about 200 children in her school.