



Evaluation Unit (EVAL)

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LIST OF ACRONYMS

BKOA	Brick Kilns Owners Association
BL	Bonded Labour
BLCC	Buniyad Literacy Community Council
BLF	Bonded Labour Fund
BLSAA	Bonded Labour System (Abolition) Act 1992
CSA	Civil Services Academy Lahore
CSO	Civil Society Organization
CIWCE	Centre for the Improvement of Working Conditions and Environment
CNIC	Computerized National Identity Card
CSR	Corporate Social Responsibility
DWCP	Decent Work Country Program
EBLIK	Elimination of Bonded Labour in Brick Kilns
EFP	Employers Federation of Pakistan
FSC	Federal Shariat Court
FJA	Federal Judicial Academy
HRCP	Human Rights Commission of Pakistan
ILO	International Labour Organization
LASU	Legal Aid Service for Assistance of Bonded Labourers
NCABL	National Coalition Against Bonded Labour
NFE	Non Formal Education
NGO	Non Government Organization
NPPA	National Policy and Plan of Action
NPC	National Project Coordinator
NRDF	National Rural Development Foundation
NRSP	National Rural Support Program
PCMLF	Pakistan Central Mines Labour Federation
PEBLIP	Promoting Elimination of Bonded Labour in Pakistan
PEBLISA	Promoting Elimination of Bonded Labour in South Asia
PSTA	Pak Swedish Teachers Association
PWF	Pakistan Workers Federation
SPARC	Society for the Protection of the Rights of Children

EXECUTIVE SUMMARY

Among many other work force challenges, Pakistan continues to grapple with the issue of bonded labour prevalent largely in the agriculture sector and brick kiln industry. Until the 1990s, the issue of forced labour in Pakistan was veiled and a highly politicised one. Not only was there an element of denial by key national stakeholders due to vested interests, there was also an element of complacency and inaction as a whole by national actors. This inaction was mainly the result of little empirical knowledge regarding the issue, a general lack of institutional capacity to take appropriate action and a socio-cultural acceptance of this age-old and traditional system of labour relation in the highly stratified social framework of the country.

The scenario changed somewhat with focused legislation on the issue with passing of the Abolition of Bonded Labour System Act (1992) and ratification of several international covenants. Despite the declared policy and legislative intention at national level to eradicate bonded labour, it continues to be a challenge because of lack of awareness on the issue, absence of informed policy, ineffective implementation mechanism coupled with institutional incapacities for implementation. The huge deficit between stated policy and practice in this regard is evident when one examines the record of prosecutions under the Act.

PEBLIP and its predecessor PEBLISA, were thus, initiated at an opportune time with a view to bridge the knowledge and capacity gaps and rally support and action from different quarters for the elimination of bonded labour. The project has successfully contributed towards building a national consensus, particularly among the three constituents and other social partners, around the existence of the bonded labour and its ramifications, socially and economically as well as politically.

The project has responded directly to address the knowledge gaps by undertaking a multi-tier awareness raising and advocacy campaign targeting specific groups like parliamentarians, state functionaries, media, religious leaders and other CSO members. Efforts to strengthen the institutional capacity has taken the shape of on-going engagement with govt. service training academies where courses covering a range of labour issues including bonded labour are taught. Also a case to the point is the technical support provided to the Dept of Labour, Govt of Punjab which has resulted in a dedicated

project on elimination of bonded labour in brick kilns worth PKR 123 Million and covering 2 districts in Punjab.

This document presents the end-of-project independent evaluation carried out to assess the project's progression towards achieving its immediate objectives, the emerging impact of the interventions and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them. It also focused specially on assessing the project's contributions toward achieving relevant Pakistan DWCP outcomes and national development strategies.

The evaluation revisited the program design, examined the planning process and agreed implementation strategies in each district and the adjustments made, the institutional arrangements and partnerships, as well as sustainability against the backdrop of rapidly changing national and local situations. The principal clients for this evaluation are the project management, ILO constituents in Pakistan, ILO Islamabad, ILO New Delhi, ILO RO Bangkok, ILO technical units (Rights at Work Sector), CODEV, EVAL and the project donor.

The evaluation framework centered around the key research questions including Relevance and Strategic Fit, Validity of Design, Effectiveness, Efficiency and Emerging Impact & sustainability.

A qualitative research design for the evaluation was followed with the following data collection tools:

- Structured Interviews
- Focus Group Discussions (FGDs)
- Key Informant Interviews
- Documentation Review

A series of **key informant interviews** were conducted with representatives from each of the identified stakeholders' groups. The study envisaged a comprehensive geographical coverage with visits to the key project sites including **Lahore, Kasur, Islamabad, Karachi, Hyderabad and Peshawar**. **FGDs** were conducted as the key data collection tool for the respondent category comprising of the primary project beneficiaries.

Limitations included the access to labour in bondage as they were at work at the time of visits and hence unavailable for detailed interviews. The evaluation team, therefore, had to manage with shorter

interactions wherever possible. The impact of the interventions, particularly with the govt. functionaries through the series of lectures at various services academies could have been better assessed if there was an opportunity to meet/ interview the officers who had attended the lectures. As direct access to those could not be possible in the evaluation timeframe, efforts were made to include the perspectives of the Directors/ Officer in Charge of the academies.

The key findings indicate that significant headway has been achieved vis-à-vis the two outcomes relating to knowledge base and institutional capacity building. The evaluation findings show that the project has been successful drawing attention to the glaring decent work deficit in two economic sectors by firmly establishing the bonded labour issue as a priority issue among its constituents and social partners, thus mobilizing support for action in addressing the issue. The project was instrumental in forging new partnerships. An example of such collaboration is the involvement of Brick Kiln Owners Association (BKOA) in the project. BKOA demonstrated full support for the project evident by active participation of its members in various events. Substantive results from this engagement include the development of a model contract for the brick kilns and proposed amendments on the Bonded Labour Act by the Association.

Direct engagement with the Parliamentarians has resulted in generating interest and support among the policy makers evident from their participation in the roundtable meetings organized by the project which were attended by 120 parliamentarians across Pakistan. The momentum generated by this engagement has contributed to the tabling of resolutions on bonded labour in the provincial assemblies of Punjab, Baluchistan and Khyber Pukhtunkhwa.

The findings indicate that the gender component of the project remained somewhat weak as it was not built in the project design in the shape of specific interventions. Moreover, a majority of such interventions constituted the work under the outcome 3 which could not be fully achieved within the project period. Similarly, the component on education could be met only partially with the NFE segment taking off. The adult literacy strand, however, could not be initiated because of a host of reasons including a weak program design, the IPs lack of experience in managing adult literacy programs in the context of bonded labour and the short duration of the program component which did not allow for changing course of action to address the challenge.

The timing of the final evaluation are tied closely with the project closure and hence do not allow for reflections on the long term impact of the project. The signs of emerging impact are however, visible in the government's support and commitment to the issue demonstrated by appointing dedicated focal points both at the federal and provincial levels. The mobilization of ILO constituents around the issue and their efforts in mainstreaming the bonded labour issue in their institutional agenda as well as engagements with the media, parliamentarians and religious scholars will also go a long way in sustaining momentum and pressing for policy action in this regard. The enhanced institutional capacity of the state institutions is expected to contribute towards responsive and effective redress mechanisms at different levels.

The Lessons Learnt include:

1. The project has set a good example by addressing the key challenges around the knowledge and capacity gaps at different levels.
2. The project experience indicated that while it is important to focus the overall policy level for long term impact, it is equally important to strengthen implementation mechanism at the local level for translating policy in to action.
3. The project builds a case for exploring new partnerships especially with media, parliamentarians and religious scholars with a view to extend outreach, widen ownership and mobilize public opinion on the issue.
4. The project has provided an example to view various interventions through the lens of DWCP and seek resonance of project outcomes with the larger DWCP goals.
5. The project experience also reveals the potential to leverage other interventions under the One UN Program for synergizing efforts and 'delivering as one'.

The following good practices can be identified from the project's experience:

1. The engagement with media and religious institutions is an innovative good practice. Both were recognized as important stakeholders as opinion leaders and influencers with wide outreach in the communities.
2. Another example of an innovative good practice is the engagement with the public service training academies. Not only has the project successfully demonstrated the vast potential of utilizing existing platforms but has also made significant contribution to institutional capacity building on the bonded labour issue with a long term impact.

3. It has set a good example of using project resources as catalyst for leveraging program support and financial commitment from the government.

Recommendations:

For ILO:

1. A clear ***area for research and policy advocacy has emerged around a needs-based comprehensive assessment of the situation of bonded labour in various sectors*** in Pakistan. The integration of planning, monitoring and evaluation tools in the National Policy and Plan of Action remain a pending dialogue with government and other partners which can be considered as follow on work by ILO.
2. There is a clear ***need for policy advocacy for an integrated approach towards release and rehabilitation effort accompanied by policy action and supporting implementation mechanism*** to address the issue.
3. Continue technical ***support to govt. departments to draw up a clear mandate, clarify operational mechanisms***
4. ***Expand focus on the district level particularly for strengthening implementation mechanisms.***
5. ***Use this as an entry point to leverage joint collaboration and extended linkages with other JPCs particularly on health and education*** to address the issue of bonded labour as well as ***to collaborate with other relevant ministries, particularly Education, Health, Social Welfare and Women Development, the inter-ministerial committees and Planning Commission with a view to establish bonded labour as a vulnerable group***
6. Include ***examining and learning from similar work at the regional level, particularly the Indian model on convergence-based approach for prevention and rehabilitation.***

For Govt:

7. The government ***needs to take in to account the recommendations on proposed amendments to the laws and put in place implementation mechanisms for effective enforcement*** of laws.
8. ***Undertake independent and comprehensive surveys to establish the number and location and needs of people held in bonded labour.***
9. ***Strengthen the district level implementation mechanism particularly the District Vigilance Committees and monitoring by labour inspectorates*** by ensuring that they are adequately trained and resourced.
10. ***Follow a strategy of convergence by developing integrated programs offering social services*** including education, health, skills trainings, and opportunities for improved livelihood for the rehabilitation of freed bonded labour.
11. ***Leverage other national and district level poverty reduction programs like Benazir Income Support Program and extend their coverage to bonded labour.***

For employers/workers

12. ***Operationalize the model contract and the voluntary adoption of the code of conduct by member institutions in case of EFP.***
13. PWF can ***continue to lobby for the rights of workers and adherence to International Labour Standards*** as well as promotion of decent work with a focus on bonded labour.

For CSOs

14. There is a need ***to bring organizations and their experiences together so that synergies can be built*** to effectively address the issue of bonded labour in their respective areas.

1. BACKGROUND

1.1 *Bonded Labor in Pakistan:*

Pakistan is a country of many contradictions: on the one hand it is a rapidly developing country with an economy which is the 27th largest economy in the world in terms of purchasing power, and the 45th largest in absolute dollar terms¹ while on the other hand it ranks 141 out of 182 countries on the HDI (Human Development Report 2009). World Bank's task force on food security has estimated that the Head Count Ratio (HCR) regarding poverty increased in Pakistan to 33.8 percent in FY08 (fiscal year 2007-08) and 36.1 percent in FY09; projecting that 62 million people in the country now live below the poverty line. On the domestic front, the country continues to grapple with many challenges including political turmoil, growing military conflict, energy crisis, rising poverty levels coupled with a decline in the social sector indicators like health and education etc. The global economic crisis, war on terror and subsequent shift in focus and diversion of resources away from the social sector is likely to push more people into poverty.

Rising poverty and economic compulsions coupled with illiteracy, malnutrition, marginalization and social disenfranchisement limits choices for many. And in Pakistan, among other ways it is manifested through a segment of workforce in bonded labour.

Forced labour in Pakistan, primarily in the form of debt bondage, is prevalent in many sectors, including agriculture, brick kilns, domestic service (particularly women and child labour), carpet weaving, mining development etc. In these sectors, apart from mining, women constitute the majority of the labour force. Bonded labourers are mostly from socially excluded groups, including minorities and migrants who carry double burden: economic deprivation coupled with discrimination and political and social disenfranchisement. The factors that perpetuate the bonded labour system are economic, social, cultural as well as political.

The Constitution of Pakistan clearly prohibits all forms of forced labour as enunciated in Article 11. The State is declared responsible for enabling the people to be engaged in employment, for ensuring just and humane conditions of work, for providing and facilitating employment as well as developing a social

¹ Pakistan Economy: http://www.economywatch.com/world_economy/pakistan/

security system which covers infirmity, sickness and unemployment. It also prohibits gender based discrimination.

With respect to international obligations, Pakistan has ratified 36 ILO Conventions which include eight of the eight fundamental conventions encompassing:

- Freedom of association (C87 & C98),
- The abolition of forced Labour (C29 & C105),
- Equality at work (C100 & C111) and
- The elimination of child Labour (C136 & C182).

Pakistan has also ratified the Convention on the Rights of the Child (CRC), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Anti-Slavery Convention of the UN. National laws specific to child labour and bonded labour include the Employment of Children Act (1991) and the Bonded Labour System Abolition Act (1992).

Despite the declared policy and legislative intention at national level to eradicate bonded labour, it continues to be a challenge. The issue of forced labour in Pakistan until about the late 1990s was veiled and highly politicised one. Not only was there an element of denial by key national stakeholders due to vested interests, there was also an element of complacency and inaction as a whole by national actors. This inaction was mainly the result of little empirical knowledge regarding the issue, a general lack of institutional capacity to take appropriate action and a socio-cultural acceptance of this age-old and traditional system of labour relation in the highly stratified social framework of the country. The issue is complex and multi-tiered linked directly to the issues of poverty (both human poverty and income poverty), social exclusion (especially political and social disenfranchisement), general widespread unemployment in the country, lack of effective social protection and entrenched cultural practices.

There is no consensus on the scale of bonded labour in Pakistan. There is no official number of bonded labourers. A survey of bonded labourers – carried out for the International Labour Organization by the Pakistan Institute of Labour Education and Research in October 2000 - indicates that up to 6.8 million persons were living in conditions of bondage. A more conservative estimate - counting only those who said they were indebted to their landlord in Sindh - would be 1.8 million persons. The majority of these are “untouchable” Hindus. The same study estimates that across the 4,000 brick kilns in Pakistan, up to

700,000 persons are in debt bondage, over half of them women and children. These figures do not include workers in carpet weaving factories, where it is known that there is a high incidence of debt bondage and child labour².

It was in this backdrop that the PEBLISA project was launched at the South Asia regional level with a component focusing the issue in Pakistan. The project contributed in bringing the issue of bonded labour centre stage in establishing its existence in various sectors of the economic activity. This acceptance led to a strong articulation of commitment by government and other stakeholders to address the issue. Several national policy and programmatic actions took place as a result thereby creating a momentum and demand by national tripartite constituents to continue further work.

1.2 PEBLIP - Promoting the Elimination of Bonded Labour in Pakistan (March 2007- April 2010):

PEBLIP was an expansion and continuation of the PEBLISA program. While the previous program sought to establish integrated socio-economic models of direct assistance to workers released from debt bondage, the PEBLIP project has a broader focus on bonded labour as it aims to address the policy level and capacity gaps within the government and other stakeholders so that a sustainable national effort can be launched to eliminate bonded labour in its various forms.

² UN Sub-Commission on the Promotion and Protection of Human Rights, Enslavement of Dalit And Indigenous Communities In India, Nepal And Pakistan Through Debt Bondage, February 2001

The PEBLIP project had a national coverage with special focus on Punjab and Sindh provinces. The sectoral focus was on the brick kiln industry (Punjab) and the agriculture sector (Sindh). Other than the three ILO constituents (govt., employers and workers), partnerships were sought with civil society organizations, media organizations and religious institutions.

PEBLIP's Rationale / Development Objectives:

Building on the past work and initiatives taken by the government and other social partners, PEBLIP was designed to respond proactively to the key decent work challenges still confronting the world of work in Pakistan. These include:

- Inconsistencies between the provisions of ratified Conventions and national legislations.
- Pace of labour law reform
- Coverage and enforcement of labour legislation in the large and growing informal sector.
- Pace of implementation of the National Policy and Action Plan to Combat Child Labour
- Implementation of the National Policy and Plan of Action for the Abolition of Bonded Labour and Rehabilitation of Freed Bonded Labourers (2001).

The project's approaches were aimed to be mainstreamed in social partners' activities and in major poverty reduction programs of government, donors and civil society targeting the very poor. It aimed to launch a national level program on awareness raising and capacity building of ILO constituents, civil society and non traditional partners like religious leaders for action against bonded labour.

Specifically, PEBLIP aimed to address:

- Lack of national institutional capacity to implement the national legislative and policy instruments, and lack of capacity for effective utilisation of national bonded labour fund to design meaningful and needs based interventions at the national, provincial and district level.
- Lack of knowledge based social awareness on the issue of bonded labour, particularly among state functionaries and employers.
- Restrictions on fundamental rights of workers including: freedoms of expression and association, freedom of movement, freedom to undertake alternative employment and lack of organisation amongst bonded labourers.
- Gaps in knowledge base of government institutions and social partners on different aspects and manifestations of bonded labour in Pakistan.

The project had a two pronged approach: the upstream work was designed to mainly focus on policy/law revision for creating a national conducive environment and institutional capacity development for its effective implementation at the national, provincial and district levels. The downstream work, on the other hand, focused on leveraging national programmes and plans to link direct social development services to the targeted bonded labourers.

The PEBLIP Project responds to the priorities identified in the Pakistan Decent Work Country Program (DWCP) and contributes to the country programme outcomes for Program and Budget 2008-09 (PAK 101; PAK 803) and for Program and Budget 2010-11 (PAK 801; PAK 802; PAK 826).

The Project directly contributes to the following country programme outcomes of the P&B 2008-09:

PAK101: Promotion of International Labour Standards with focus on Elimination of Child & Bonded Labour and Women Workers issues and;

PAK 803: Increased capacities of employers' and workers' Organizations to participate effectively in the development of social and labour policy

Moreover, the project also contributes to country programme outcomes of the P&B 2010-11:

PAK 801: Increased capacities of employers' organizations to influence economic, social and governance policies

PAK 802: Increased capacities of workers' organizations to influence economic, social and governance policies

PAK 826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfill their reporting obligations

The Development Objective of the Project:

The Development Objective of the Project is the Reduction and eventual elimination of bonded labour in Pakistan, so that more women and men work in conditions of freedom and dignity (Decent Work) and come out of extreme poverty as part of overall poverty reduction/achievement of MDGs.

The Immediate Objectives/Outcome of the Project:

The project outcomes are listed below:

Project Outcome 1:

Reduced incidence of bonded labour: through development of knowledge base and awareness on aspects of bonded labour (particularly gender dynamics) resulting in greater protection of fundamental principles and rights at work (particularly women workers rights)

Project Outcome 2:

Institutional capacity of government (at all levels federal to local); judiciary; police; district vigilance committees; labour inspectorates; employers; workers; parliamentarians; media; religious leaders and civil society enhanced to address bonded labour through policies, programs and effective law enforcement including the organization of bonded labourers and through promotion of CSR.

Project Outcome 3:

Improved conditions of labour, particularly for women in targeted sectors through improved contractual arrangements and the introduction of a regulatory framework and increased social/economic development services for families in targeted areas including education, health, and employment generation opportunities. Influence the product design of MFIs in order to target BLs.

Management Structure and Coordination:

The Project Team has provided technical support to all the project partners. The team comprises ILO National Project Coordinator, Program Assistant, Admin-Finance Assistant, and one driver. The NPC is responsible for planning, management, implementation and monitoring of PEBLIP. The Program Assistant provides technical assistance to the implementing agencies, particularly in program design, delivery, monitoring, and reporting. The Admin-Finance Assistant manages the administrative matters and all work related to finance, budget and accounts. PEBLIP has been provided technical support from Headquarters in Geneva, and the Regional Office in Bangkok. Technical and methodological guidance was provided by Declaration Unit in planning, monitoring and evaluation of the Project.

2. EVALUATION PURPOSE, SCOPE AND CLIENTS

2.1 Purpose:

The end-of-project evaluation assessed the project's progression towards achieving its immediate objectives, the emerging impact of the interventions and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them. It also focused specially on assessing the project's contributions toward achieving relevant Pakistan DWCP outcomes and national development strategies. Additionally, the final evaluation also carried out a follow up on the recommendation made in the midterm evaluation and assessed the extent to which the project had responded to them.

2.2 Scope:

The final evaluation takes into account all interventions, geographical coverage, and the entire period of the project (1 March 2007- 30 April 2010). The final evaluation also takes into consideration the following benchmarks:

- Project mid-term evaluation's recommendations
- Pakistan DWCP
- Relevant, current country priorities and strategies to address poverty reduction.

The evaluation revisited the program design, examined the planning process and agreed implementation strategies in each district and the adjustments made, the institutional arrangements and partnerships, as well as sustainability against the backdrop of rapidly changing national and local situations.

2.3 Clients:

The principal clients for this evaluation are the project management, ILO constituents in Pakistan, ILO Islamabad, ILO New Delhi, ILO RO Bangkok, ILO technical units (Rights at Work Sector), CODEV, EVAL and the project donor.

3. EVALUATION FRAMEWORK AND METHODOLOGY

The evaluation framework centered around the following research questions:

1. Relevance and Strategic Fit
2. Validity of Design
3. Effectiveness
4. Efficiency
5. Emerging Impact and sustainability

The overall approach to achieve the objectives of the evaluation was highly participatory and consultative. An outline of the research design and methodology used is provided below in a step – wise approach to meet the required objectives.

Stage 1: Preparatory Stage (March 20 – 25, 2010):

This stage entailed a desk review of the project documents to understand the purpose and objectives of the initiative. It also entailed detailed debriefing meeting with ILO Pakistan’s project related staff for gaining further clarity on project implementation. The Value Resources (VR) team conducted a full scale review of the project documents to gain familiarity with the project and developed an evaluation methodology based on it.

Stage 2: Design and Development Stage (March 25 – 30, 2010):

On the basis of documentation review and meetings, a detailed methodology/action framework, checklist and tools for the study were developed in consultation with the Evaluation Manager, Mr. Oktavianto Pasaribu, and the Administrative Unit, ILO Islamabad. A qualitative research design for the evaluation was followed with the following data collection tools:

- Structured Interviews
- Focus Group Discussions (FGDs)
- Key Informant Interviews
- Documentation Review

Two categories of respondents had been identified for data collection: a) Project partners and implementing partner agencies. b) Primary project beneficiaries.

VR conducted a series of **key informant interviews** with representatives from each of the identified stakeholders' groups. The study envisaged a comprehensive geographical coverage with visits to the key project sites including **Lahore, Kasur, Islamabad, Karachi, Hyderabad and Peshawar.**

FGDs were conducted as the key data collection tool for the respondent category comprising of the primary project beneficiaries.

Framework for Data Collection

DATA COLLECTION TOOL	WITH WHOM	HOW MANY	WHERE
Group A – Project Implementing Partners/ Key stakeholders			
Key Informant Interviews	Government Representatives/ State functionaries	10	Lahore, Peshawar, Islamabad, Hyderabad, Karachi
	Civil Society Organizations/ NGOs + other implementing partners	7	Lahore, Hyderabad, Islamabad
	Representatives of Workers' Federation	2	Lahore
	Representatives of Employers	3	Lahore, Kasur, Karachi
	Religious Leaders	1	Peshawar
	Representatives from Media	2	Islamabad, Hyderabad
Group B - Primary Beneficiaries			
Focus Group Discussion	Representatives from the freed/bonded labour community	2 with 5 participants each	Hyderabad
	Representatives from the BK workers community	1 with 5 participants	Kasur

Stage 3: Data Collection and Collation (April 1 – 20, 2010):

The data collection was a field – intensive activity and was carried out in selected locations in target areas of the project using the tools proposed in the table above. The data was collated and analyzed for preliminary findings.

Stage 4: Stakeholders Workshop (April 22, 2010):

Preliminary evaluation findings were shared in a national level stakeholders’ workshop organized in Lahore. Feedback from stakeholders was solicited and incorporated in the evaluation report. The draft report was shared on May 3, 2010.

In carrying out the entire exercise, evaluation norms, standards and ethical safeguards have been followed.

LIMITATIONS:

1. The main constraint involved limited access to direct beneficiaries of the project, former bonded labourers as well as those still in bondage and their families. Had there been more time, the evaluation team may have raised other pertinent issues via field research for inclusion in the final recommendations. The access to labour in bondage was also a challenge as they were at work at the time of visits and hence unavailable for detailed interviews. The evaluation team, therefore, had to manage with shorter interactions wherever possible.
2. The impact of the interventions, particularly with the govt. functionaries through the series of lectures at various services academies could have been better assessed if there was an opportunity to meet/ interview the officers who had attended the lectures. As direct access to those could not be possible in the evaluation timeframe, efforts were made to include the perspectives of the Directors/ Officer in Charge of the academies.

4. REVIEW OF IMPLEMENTATION

This section presents the review of the project implementation.

4.1 Outcome I:

Reduced incidence of bonded labour: through development of knowledge base and awareness on aspects of bonded labour (particularly gender dynamics) resulting in greater protection of fundamental principles and rights at work (particularly women workers rights)

Addressing the knowledge gap surrounding the BL issue, the project focused on developing various knowledge products for a range of audience/target groups using a variety of mediums. Parallel to this, rigorous awareness raising interventions were undertaken aimed at different groups and undertaken by different project partners. The evaluation findings reveal that the PEBLIP was highly successful in meeting the Outcome I with most of the interventions undertaken as planned.

The key highlights of interventions undertaken under this outcome are listed below categorized as **knowledge outputs** and **knowledge enhancement and awareness raising activities**.

4.1.1 Key Knowledge Outputs:

State functionaries and Govt. institutions:

With a view to build understanding and enhance knowledge around key labour issues, A **Module on ILS** with a focus on the issue of bonded labour was developed and incorporated into the regular curricula of various premier service academies including Civil Services, Foreign Services, Police, and Judicial Academies. It is compiled in the shape of a booklet for easy reference.

1,300 State Functionaries were trained through capacity building workshops and lectures carried out in Civil Services, Foreign Services, Police, and Judiciary Academies.

ILO's partners in PEBLIP implementation:

- Ministry of Labour
- Department of Labour, Sindh
- Department of Labour, Punjab
- CIWC&E
- Employers Federation of Pakistan (EFP)
- Pakistan Workers' Federation (PWF)
- Society for the Protection of the Rights of Children (SPARC)
- Federal Judicial Academy (FJA)
- Media Mark
- Juris-Consult
- NRDF
- BLCC
- PSTA

A key issue that emerged while engaging with various govt. institutions on the issue of BL, was the lack of knowledge around the various windows of opportunity for funding and institutional support that already existed at various levels within the govt. The Bonded Labour Fund created at the federal level is one such example. Responding to the need, a publication titled '**How to Access the Bonded Labour Fund**' was developed for state functionaries at different levels providing information to access the fund.

Cognizant of the fact that often the gender lens is missing while designing as well as executing interventions addressing labour issue, a **Resource Kit on Gender Dimensions** was included in training curriculum for labour inspectors to sharpen their focus on the gender dimension in the course of their work.

Religious scholars:

A key feature of the project was extending partnerships with diverse stakeholders who were key influencers and opinion leaders in the communities. Collaboration with the religious institutions was one such example. Engagement with various religious institutions resulted in development of a model **Friday Sermon** in which the issue bonded labour was especially incorporated. Efforts to introduce the subject in the educational curriculum were also part of the work with religious institutions.

For CSOs:

A project partner tasked with the program component for establishing NFE centres in the brick kilns, documented their experience and developed a **Toolkit on launching NFEs in the Brick Kilns** as resource guide for other organizations undertaking similar work.

BK owners and workers:

The Brick Kiln industry was one of the key project focus as a sector with high incidence of bonded labour. Focusing on the health and safety component a pictorial guide was developed aimed for use by both BK owners as well as workers.

Various groups:

Cognizant of the lack of knowledge and awareness on the issue of bonded labour at different levels, a series of interventions were carried out. A handy reference guide for practitioners including presiding officers, CSOs, lawyers, and employers was developed in the shape of a ***Manual for the abolition of bonded labour***. For each of the practitioners' category, it described the issue, its implications and ways to address it in their respective spheres.

For reaching out to wider audience, a publication in the Urdu language, **Islam and Bonded Labour** was developed. It focuses on defining Bonded Labour, its types and sectors, national and international laws, landmark court rulings.

Similarly, two **documentaries** on bonded labour, one on the brick kiln workers of Punjab and the other on the *haris* in the agriculture sector in Sindh have also been produced for wider public outreach.

For strengthening the research base for informed decision making, an analytical study on **Gender Dimensions of Bonded Labour in Brick Kilns** in Punjab has also been developed for use in designing direct field interventions and programs.

4.1.2 Major Knowledge Enhancement and Awareness Raising Activities:

Awareness raising of Employers:

As a key partner in PEBLIP, the Employers Federation of Pakistan (EFP) organized six seminars for employers to highlight the issue of bonded labour. Attended by over 270 people, the seminars covered various dimensions including International Labour Standards on Forced/Bonded Labour, National Legislation, Decision of Supreme Court, and case studies on forced labour. The seminars provided a platform for building a collective understanding of the issue and explore ways to deal with it among the employers. Among the various ways forward suggested by the participants, a need to formalize the employer-worker relationship in the brick kiln industry with an employment contract, and to re-examine the role of middleman was highlighted. There was a general consensus on ensuring adherence to the labour standards and creating cordial employer-worker relations in various sectors.

National Awareness raising conference and seminars for workers:

A National Conference on Elimination of Bonded Labour was organized by Pakistan Workers' Federation (PWF) in Lahore in February 2008. Attended by nearly 60 people including representatives of trade unions and federations, elected representatives, and representatives of Pakistan Bonded Labour Organization, the deliberations of conference underscored the need for addressing the issue of bonded labour through an integrated effort by the government in enforcing the law and strengthening implementation mechanisms. Additionally 5 seminars with an attendance of 300 participants were also organized by PWF as part of awareness raising component under the project.

Tripartite Awareness raising Workshop

With a view of bringing various partners together, a workshop for tripartite constituents as well as other social partners was organized by PCMLF/ILO in Quetta in Aug 2008. The participants included representatives of government, Workers Federation (coal mines, agriculture, brick kilns), brick kiln workers, ILO, NGOs, Civil Society, mines workers, and lawyers. The participants called for registration of mines as well as brick kilns and comprehensive social security coverage for workers in these sectors.

Media sensitization:

Recognizing the role of media for a wider public outreach, capacity building workshops with a view to build understanding of the media personnel were undertaken in four cities including Lahore, Hyderabad, Karachi and Faisalabad. Attended by 148 participants, the workshops dwelled on the role of media in eradication of bonded labour in Pakistan. In addition to the workshops, senior editors and journalists were invited to participate in two roundtable consultations attended by 25 people.

Awareness raising and mobilization through CSOs:

National Coalition against Bonded Labour (NCABL) with SPARC spearheading the advocacy campaign as its secretariat undertook a series of awareness raising events to rally public opinion against bonded labour practices, to influence public policy, to strengthen protection, and to review national laws, and advocate for enforcement of labour laws. Seminars focusing on the

issue of bonded labour were organized in Lahore, Peshawar and Quetta in Jul-Sept 2008 for representatives of NGOs, trade unions, labour, social welfare, and human rights departments, lawyers, journalists, and elected representatives.

Efforts in social mobilization around the issue culminated in rallies for the freedom of bonded labour organized in Hyderabad in Aug 2008 and later in Lahore, attended by hundreds of peasants, women, children, civil society members, and workers.

Leading the efforts on law reform, NCABL held consultations with experts and parliamentarians resulting in development of a draft for amendments in the Bonded Labour Abolition Act 1992. Discussions in various consultations highlighted the issues surrounding special courts, powers of District Vigilance Committees (DVCs), enhanced penalties for violators, and exemption of court fee to bonded labour seeking relief.

Similarly, another consultative meeting was organized to review the Sindh Tenancy Act 1950. Held in Hyderabad in July 2008, and attended by government officials, media, lawyers and civil society organizations, the consultation highlighted the need to amend the Act as it was deficient in dealing with the current issues related with bonded labour. The major recommendations included the establishment of *Hari* (Peasant) Courts and provision of free legal aid to bonded *haris*.

The advocacy initiatives have paved the way for reform and amendments in the present laws pertaining to the issue of bonded labour by engaging the policymakers and various government institutions.

Awareness raising with religious leaders:

A key feature of the project has been its engagement and collaboration with various stakeholders and institutions who have greater outreach in the communities as influencers and opinion leaders. Engagement with the religious scholars is one such example. It started with a preliminary round of orientation of religious scholars on the issue of bonded labour in the context of teachings of Islam undertaken by a partner organization, Juris Consult. Later it culminated into substantive work in the shape of a Friday Prayer Sermon that covers the Islamic

teachings on the core International Labour Standards, particularly the bonded labour issues. Led by the partner organization, NRDF, a series of orientation workshops were organized with religious scholars where the sermon was shared and participants encouraged to use it during their Friday sermons. NRDF engaged with religious scholars representing three major sects i.e. Deobandi, Barelvi and Ahle-Hadith. The objective was to sensitize the religious scholars and seek their cooperation in creating mass awareness about the core International Labour Standards and particularly the rights of the bonded labour.

A pioneering initiative by an International agency with the religious institutions to advocate for an issue with social, cultural and economic ramifications, the collaboration resulted in jointly organizing 12 seminars (6 in Khyber Pakhtunkhawa and 6 in Lahore , Multan and Quetta) attended by 1592 participants. The seminars covered Islamic concept of dignity labour, decision of Federal Shariat Court declaring bonded labour as un-Islamic, child labour, discrimination, and freedom of association and right for collective bargaining, international conventions and national legal regime about bonded labour. The participants comprised religious scholars, teachers and instructors in religious seminaries. These seminars were addressed by prominent religious scholars, academicians and legal experts. Till the project's closure, 280 sermons were delivered with an estimated outreach to more than 13,000 people.

Awareness raising with the Parliamentarians:

Another key highlight of the PEBLIP project was the direct engagement with the policy makers and parliamentarians in order to lobby for support in promoting labour standards and decent work in all economic sectors with a special focus on the issue bonded labour. A media agency, Media Mark, was engaged to organize roundtables with parliamentarians in different provinces as well as at the federal level.

PEBLIP successfully reached out to 120 parliamentarians across Pakistan

4.2 Outcome II:

Institutional capacity of government (at all levels federal to local); judiciary; police; district vigilance committees; labour inspectorates; employers; workers; parliamentarians; media; religious leaders and civil society enhanced to address bonded labour through policies,

programs and effective law enforcement including the organisation of bonded labourers and through promotion of CSR

The project envisioned building institutional capacities of a diverse set of stakeholders, who could play a crucial role in the eradication of bonded labour. The evaluation findings indicate that the project was successful in delivering under the Outcome II. Some of the key achievements are listed below:

Technical Assistance for EBLIK Project:

A major milestone as an example of enhanced institutional capacity of the government is the PEBLIP's success in leveraging PKR 123 million (USD 1.54 million) from the Punjab's government's Annual Development Plan for a project focusing on elimination of bonded labour in the Brick Kiln industry. PEBLIP was instrumental in providing technical support to the Labour Department for the development of the project document (PC-1), a pre-requisite for approval and resource allocation in the government sector. Center for Improvement of Working Conditions and Environment (CIWC&E), the focal point for the 4 – year EBLIK project has initiated implementation of the project which is a pioneering initiative focusing the issue of bonded labour in the brick kiln industry through an integrated approach encompassing education, health and social security interventions.

Collaboration with Ministry of Labour and Provincial Departments of Labour:

Extensive engagement with the Ministry of Labour and provincial line departments has resulted in the nomination of focal points on bonded labour in each of them. Coordination with PEBLIP was further strengthened with the establishment of Legal Aid Service Units (LASUs). The Ministry has taken a lead role in strengthening the bonded labour cell and has been proactively advocating for the effective operationalisation of the District Vigilance Committees.

A publication developed by the project to assist various institutions to access the Bonded Labour Fund has helped several organizations including NGOs, resulting in the submission of 13 proposals to utilize the BL fund by the NGOs to respective provincial governments.

As an affirmation of its commitment to the issue of bonded labour, the government of Sindh has created a dedicated department for bonded labour headed by a Minister. At a formative stage presently, the department is expected to be the lead in addressing the issue of bonded labour at the provincial level.

Institutionalization of ILS in the curriculum of premiere public service training institutions:

A key achievement of the PEBLIP project has been continuous engagement with various public training institutions with a view to introduce ILS and various labour issues included bonded labour in their training curriculum with a view to build capacities of state functionaries in understanding and effectively addressing labour issues in their respective domains. Not only has the project firmly established the relevance of these issues in the trainings but has successfully generated a demand from these institutions to continue this engagement. Various academies, including Civil Services Academy Lahore, Police Training Academy Sihala, and Foreign Service and Judicial Academies in Islamabad have incorporated these themes as part of their regular curriculum paving way institutionalization of the effort.

Inroads with religious institutions:

Similar inroads have been established with religious institutions marking pioneering efforts to engage the religious scholars on labour issues by an International agency. Orientations and seminars within the religious seminaries on the concept of dignity labour, decision of Federal Shariat Court declaring bonded labour as un-Islamic, child labour, discrimination, and freedom of association and right for collective bargaining, international conventions and national legal regime about bonded labour not only created awareness but the effort generated positive response from the religious scholars to incorporate these themes in the regular curriculum of the religious institutions.

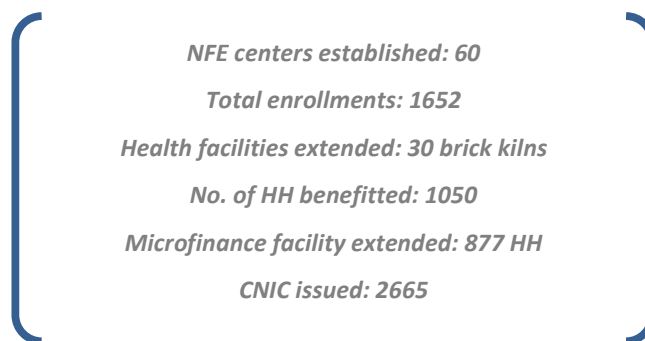
Engagement with parliamentarians:

Direct engagement with the Parliamentarians with a view to build understanding of the issue of bonded labour vis-à-vis ways to address it through policy action yielded positive outcomes contributing to affirmative action resulting in tabling of resolutions to address the issue of bonded labour in 3 provincial assemblies, Khyber Pakhtunkhwa, Punjab and Baluchistan Assemblies.

4.3 Outcome III

Improved conditions of labour, particularly for women in targeted sectors through improved contractual arrangements and the introduction of a regulatory framework and increased social/economic development services for families in targeted areas including education, health, and employment generation opportunities. Influence the product design of MFIs in order to target BLs

The work under this outcome mainly included the direction interventions with bonded labour in the targeted sectors. While an enabling environment for direct implementation was created through the momentum generated by activities under the other two outcomes, the progress towards achieving this outcome has been rather limited. Notable achievements include the establishment of 60 NFE centers in Lahore and Kasur in the Punjab and the development of Occupational Safety and Health Profile on Brick Kilns. The initiation of the EBLIK project by the Punjab Government can also be seen as one of the contributing factors in achieving this outcome as the project was successful in leveraging public funds for a dedicated program focusing on bonded labour. Under the EBLIK program, interventions encompassing the provision of health, education, and skills training, improved coverage of social security through citizenship, and support to livelihood through microfinance.



The focus of interventions, however, has been limited to Punjab province under this outcome and does not include direct action with bonded labour in Sindh.

Following up on the mid-term evaluation findings which observed meager progress under this program component, there is no significant headway at the time of the final evaluation. Interventions under this outcome did not begin till the mid term as pointed out in the mid-term evaluation. It was only towards the end two quarters that the direct interventions were initiated. Discussions with the project team revealed that the progress under this outcome was impacted by both a short duration for execution and resource constraints. The component on education could be met only partially with the NFE segment taking off. The accompanying strand of adult literacy strand, however, could not be initiated because of a host of reasons including a weak program design, the IPs lack of experience in managing adult literacy programs in the context of bonded labour and the short duration of the program component which did not allow for changing course of action to address the challenge.

The duration for the roll out of the education component was also very short (earlier 3 months rolled over to 6 months) for the work to consolidate and take root.

Progress towards introducing improved contractual arrangements in the target sectors has also been slow. While a model contract for the Brick Kiln industry has been drafted, it is yet to be field tested and piloted. The project however, has been successful in establishing the need for better contractual arrangements as a key part in addressing the issue.

A detailed analysis of the project achievements towards project goals and outcomes is presented in a matrix as Annex A.

5. EVALUATION FINDINGS

“While the issue of bonded labour existed, the awareness regarding this issue was minimal. (The project) established Bonded Labour as a priority issue... ILO has been in the forefront in bringing this issue center stage”

(a stakeholder representing the government during an interview)

5.1 Relevance and Strategic Fit:

- **Addressing Decent Work Deficit:**

By focusing on the issue of bonded labour, the project directly contributes towards identifying and addressing one of the most glaring manifestations of the decent work deficit in the country. The two sectors focused by the project included Brick Kiln industry and agriculture sector both having a high incidence of bonded labour. The evaluation findings show that the project has been successful in firmly establishing the bonded labour issue as a priority issue among its constituents and social partners, thus drawing attention and mobilizing support for action in addressing the issue.

- **Garnering Stakeholders’ support:**

The evaluation findings indicate a high degree of stakeholders’ ownership of the bonded labour issue evident from their active participation and support extended over the course of project as well as various actions undertaken at the institutional level to address the issue.


A strong demonstration of commitment and ownership was witnessed in the handing over ceremony of NFEs centers to the government of Punjab under EBLIK project which brought together all the key stakeholders, ILO constituents, project partners, workers and their families from the brick kilns as well as young children studying in the NFE centers established in brick kilns as part of the project interventions. The ceremony was presided by the Minister of Labour, Secretary DoL, Director DoL, General Secretary PWF, representative from EFP, country representative of ILO. The ceremony saw the participants reaffirming

their commitment to work for the elimination of bonded labour and to promote labour standards and work conditions resonating with decent work requirements.

The project was instrumental in forging new partnerships. An example of such collaboration is the involvement of Brick Kiln Owners Association (BKOA) in the project. BKOA demonstrated full support for the project evident by active participation of its members in various events. Substantive results from this engagement include the development of a model contract for the brick kilns and proposed amendments on the Bonded Labour Act by the Association. In discussions with the evaluation team, representatives of the BKOA particularly acknowledged the role of ILO in recognizing the Brick Kiln owners as key stakeholders and bringing them on board. They shared that the project had provided them with a platform to voice their point of view and play their role in addressing the issue of bonded labour in the brick kiln industry.

The NGOs tasked with establishing the NFE centers in Brick Kilns in Lahore and Kasur reported that they received support from the owners, with many of them taking personal interest in smooth functioning of the centers. Anecdotal evidence reveals personal initiatives by various owners with one offering rewards to students for full attendance and another conducting the examination in the centre himself.

Another example supporting the relevance of the project as well as stakeholders interest is the incorporation of bonded labour issue, and international labour standards in the curricula of the Civil Services Academy. The evaluation findings clearly indicate that it is now a strongly demand driven need as various public service training institutions are actively seeking out ILO's support in organizing lectures and developing reference materials for labour related issues with special focus on bonded labour.



Earlier ILO had to approach us for organizing lectures in the academy...now we request ILO to send resource persons for delivering lectures.

Representative CSA, Lahore



As a key ILO constituent, the EFP has played an active role in the project by raising awareness and rallying support on the issue among the employers. In discussions with the evaluation team, EFP shared that not only it had successfully established the issue as a priority one but had

progressed in terms of garnering support to undertake action to address it at workplace through a social dialogue. The initiatives taken by EFP included 6 awareness raising seminars for employers on the issue of bonded labour covering a range of topics including International labour standards, the issue in the context of fundamental rights at work and the impact of bonded labour on market access, trade and competitiveness. The seminars were organized in Islamabad, Lahore, Faisalabad, Peshawar, Karachi and Hyderabad. In addition to the seminars, EFP also organized the launch of “Global Report on Fundamental Principles and Rights at Work” with a focus on the issue of bonded labour. Initiatives under the PEBLIP were also linked up with the ongoing work around Global Compact and the issue of bonded labour was included in the Business Talk CSR series of monthly learning meetings.

Concrete steps undertaken by the EFP included the development of the model contract as well as growing recognition of the need to customize it for different sectors.

PWF as the other ILO constituent also undertook rigorous campaigning among the workers and other CSO members on the issue of bonded labour. As a reaffirmation of the commitment to continue work to address bonded labour, PWF is setting up a special desk on bonded labour at its headquarters and regional offices. As an institutional priority, it is looking towards organization of workers engaged in brick kiln and other informal sectors.

Direct engagement with the Parliamentarians has resulted in generating interest and support among the policy makers evident from their participation in the roundtable meetings organized by the project which were attended by 120 parliamentarians across Pakistan. The momentum generated by this engagement has contributed to the tabling of resolutions on bonded labour in the provincial assemblies of Punjab, Baluchistan and Khyber Pukhtunkhwa.

- **Supporting National & District Level Programs:**

The findings indicate a clear linkage of the project with the national and local policy and programs. The *Constitution of the Islamic Republic of Pakistan* declares the State responsible for ensuring *just and humane conditions of work as well as developing a social security system* which covers infirmity, sickness and unemployment. It also prohibits gender based discrimination. Laws specifically dealing with the issues of child labour and bonded labour

include the Employment of Children Act (1991) and the Bonded Labour System Abolition Act (1992).

Despite the declared policy and legislative intention at national level to eradicate bonded labour, it continues to be a challenge. The issue of forced labour in Pakistan until about the 1990s was veiled and highly politicised one. Not only was there an element of denial by key national stakeholders due to vested interests, there was also an element of complacency and inaction as a whole by national actors. This inaction was mainly the result of little empirical knowledge regarding the issue, a general lack of institutional capacity to take appropriate action and a socio-cultural acceptance of this age-old and traditional system of labour relation in the highly stratified social framework of the country.

The project and its predecessor PEBLISA have contributed towards building a national consensus, particularly among the three constituents and other social partners, around the existence of the bonded labour and its ramifications, socially and economically as well as politically. The recent few years have thus, witnessed affirmative action and political commitment by the government in addressing the issue through enforcing legislation and institutional mechanism as well as creating a resource pool in the shape of a Bonded Labour Fund at the federal level. Numerous challenges still mar substantial progress, particularly the lack of awareness among both policy makers and implementers, institutional capacity gaps as well as caveats in the present laws addressing the issue of bonded labour.

The project has responded directly to these challenges by undertaking a multi-tier awareness raising and advocacy campaign targeting specific groups like parliamentarians, state functionaries, media, religious leaders and other CSO members. Efforts to strengthen the institutional capacity has taken the shape of on-going engagement with govt. service training academies where courses covering a range of labour issues including bonded labour are taught. Also a case to the point is the technical support provided to the Dept of Labour, Govt of Punjab which has resulted in a dedicated project on elimination of bonded labour in brick kilns worth PKR 123 Million and covering 2 districts in Punjab.

Small but substantive work around accessing available government resources for projects has come out in the shape of a publication on how to access the Bonded Labour Fund.

A parallel strand to building institutional capacity and raising awareness, remained the review of the present laws with a view to address the caveats. Work around this strand followed extensive consultations with a wide range of stakeholders, experts, lawyers, judges, state functionaries, workers, employers and CSO thus, broadening the ownership and bringing in varying perspectives.

- **Relevance with other ILO Programs:**

The project has clearly benefitted from the credibility, trust and goodwill generated in the past through ILO's solid work in child labour.

The issue of bonded labour is complex and multi-tiered linked directly to the issues of poverty (both human poverty and income poverty), social exclusion (especially political and social disenfranchisement), general widespread unemployment in the country, lack of effective social protection and entrenched cultural practices. It is also compounded by a certain degree of social sanction. Hence, making fresh inroads to establish the issue among the various stakeholders and institutions would certainly have been a challenge. But with the linkages developed with various government institutions, engagements with other social partners and ILO constituents, credibility of the past work and a high degree of trust led to the project making headway in garnering support in a short period of time.

The project also complimented the larger goals of the ILO by making use of the available platforms as entry points. An example in this case is the engagement with public service training institutions as well as the religious institutions where the project introduced a broader spectrum of issues covering a range of topics including the UNDHR, ILS etc.

- **Relevance with One UN Program:**

Stemming from, and responding to established national priorities, the One Program identifies five Joint Programs, reflecting the major areas of UN support to the developmental processes in Pakistan. These Joint Programs include: ***agriculture rural development and poverty reduction***;

education; health and population; environment; and **disaster risk management**. Four cross cutting issues are addressed in all of the five Joint Programs: **civil society engagement, human rights, gender equality** and **refugees**. Each JP is further divided into specific components referred to as JPC.

In the following description, an analysis of the PEBLIP project vis-à-vis its relevance to the One UN Program and its linkages and contribution to various JP components is presented.

JP - Agriculture, Rural Development and Poverty Alleviation:

Under this Joint Program, the PEBLIP contributes to **JP component 1: pro-poor sustainable agriculture and rural development** (*Outcome 4: Enhanced food security and diversified livelihoods, Output 2: Livelihood options increased for the local communities: action taken to combat child/bonded labour*) by setting forth a project design directly addressing the issue of bonded labour through a set of integrated actions ranging from policy advocacy to direct action.

Another contribution of the project towards the JP is evident in **JP Component 2: Decent Employment and Poverty Alleviation** (*Outcome 2.1: Enabled environment for enhanced income and employment generation opportunities. Output 1: Decent work programs mainstreamed*). The project provided an opportunity for its constituents and social partners to come together and undertake collective action in identifying decent work deficit manifested in different sectors in the shape of bonded labour and explore ways to address it at different levels. The project was also successful in mainstreaming the issue among its constituent institutions who have taken up specific actions to counter it in their respective domains. The establishment of a dedicated desk on bonded labour at the regional and national offices of the PWF, the continuous mobilization around the development of a model contract and a code of conduct by the EFP as well as various affirmative actions in the shape of a dedicated department on bonded labour at the provincial level in Govt. of Sindh, point to the internalization of the bonded labour issue at the institutional level. Other social partners along with the ILO constituents have undertaken numerous advocacy and awareness raising campaigns to mobilize public opinion and mobilize support around the issue.

By setting up a pilot model in the shape of the EBLIK project in Punjab with the DoL, the project has contributed to diverting attention towards provision of social services and social protection

coverage to one of most vulnerable groups in the country's workforce. The EBLIK project envisions a wide coverage of social services including health, education and ensuring citizenship rights through issuance of NICs. The project has thus, successfully leveraged and diverted govt. attention as well as resources to improving access of social services of vulnerable groups including bonded labour. **[JP Component 3: Empowerment, Mobilization, and Protection of Poor & Vulnerable Groups. Outcome 3.2: Enhanced access to social services and social protection/safety nets. Output 1: Pilot models for provision of social services for poor and vulnerable supported. Output 5: Government and CSOs capacity Strengthened and expanded for provision of protection measures/ safety nets]**

By bringing the key stakeholders, particularly parliamentarians, media, religious leaders, together with the constituents, the project has paved way for institutionalized platforms for rights based advocacy. This element is further strengthened with the production of knowledge products and tools including numerous publications, documentaries and resource materials focusing on bonded labour for informed decision making and policy action. **[JP Component 4: MDG-Driven Pro-Poor Policy Framework. JP Outcome 4.2: Rights-based advocacy, awareness and accountability mechanisms strengthened. Output 1: Knowledge management and sharing of best practices at all levels promoted: Knowledge management networks, knowledge products and tools available with an emphasis on vulnerable groups]**

JP - Education:

The project has also contributed in establishing a lateral linkage with the Joint Program on Education. While acknowledging the numerous challenges present in the education sector in Pakistan, the Joint Program focuses on selected priority concerns areas rather than dissipating its limited resources over a broad-based approach. It clearly prioritizes the improvements in access and quality of education in areas including primary education, adult literacy, and technical and vocational education with emphasis on the underserved and disadvantaged groups (e.g. poor communities in rural and remote areas, especially girls and women). Bonded labour, with a majority comprising of women and girls, and host of economic, social and cultural barriers restricting their access to education, clearly constitute a vulnerable group warranting more attention and concrete action to overcome these challenges.

With the PEBLIP's NFE component focused on providing education to out-of-school children, particularly girls, the project has been successful in expanding coverage to include bonded labour as one of the vulnerable groups. [**JP Component 2: Adult Literacy and Non-Formal Basic Education.** *JP Outcome 2.2: Increased access to the literacy and non-formal education (including home based schools for girls) by 2010. Outputs: Increased # of Adult Literacy and NFE Centres in selected districts especially targeting women and vulnerable groups. JP Outcome 2.4: Expanded coverage of NFBE for out-of-school children & youth, working children and industrial workers by 2010.*]

The PEBLIP project also provides a good example of upholding and operationalizing the main principles and drivers of the One UN Program especially in successfully establishing new partnerships and deepening engagements with the on-going ones in mutually respectful partnerships. The project was designed on the principle of complementarity and stayed clear of duplicating efforts, particularly those of the govt. institutions. Instead it leveraged existing platforms (Civil Services Academy, established departments etc) for mobilizing action as part of project interventions. The designing and approval of EBLIK project is another example of building on ILO's comparative advantage as technical support providing agency.

- **Relevance with the DWCP:**

While the constitutional framework as well as ratification of various international laws provides the overarching enabling environment for taking affirmative action in creating conditions conducive for decent employment generation, poverty reduction and human resource development, the progress towards this end has been slow in Pakistan.

The recent years have witnessed the growing awareness among the policy makers on the current labor market and human resource development challenges, and the need to effectively integrate "decent" employment within the macro-economic framework, setting sectoral priorities and allocation of resources.

Thus, the area receiving increasing attention is the need to put in place concrete policy measures and targeted programs for improving key labor market indicators with generating decent employment of the workforce being central to them. The PEBLIP project was thus,

initiated at an opportune time focusing on the glaring decent work deficit in various economic sectors and providing an opportunity to address the issue of bonded labour through the lens of DWCP.

Through its various interventions, the project addresses most of the four broad priority areas identified by the ILO constituents for inclusion in the DWCP including *Labour Law Reform; Employment Generation through Human Resource Development specifically by way of Skill Training; Expansion of Social Protection including the Informal Economy; Promoting Tripartism for Social Dialogue.*

Under the PEBLIP, extensive consensus- based consultations were organized with a range of stakeholders to review the Bonded Labour Act (1992) with a view to address the various caveats and concerns raised by relevant stakeholders. The overall approach of the project remained highly participatory involving both the ILO constituents, as well as new partners. The workers and employers contributed to the project's success by undertaking social dialogues and engaging actively in adding their voice for addressing the bonded labour issue.

The PEBLIP Project thus, responds to the priorities identified in the Pakistan Decent Work Country Program (DWCP) and contributes to the outcomes for Program and Budget 2008-09 and 2010-11. The Project directly contributes to the following outcomes of the P&B 2008-09:

PAK101: Promotion of International Labour Standards with focus on Elimination of Child & Bonded Labour and Women Workers issues and;

PAK 803: Increased capacities of employers' and workers' Organizations to participate effectively in the development of social and labour policy

Moreover, the project also contributes to outcomes of the P&B 2010-11:

PAK 801: Increased capacities of employers' organisations to influence economic, social and governance policies

PAK 802: Increased capacities of workers' organisations to influence economic, social and governance policies

Various interventions under the project focused on building the institutional capacity of various government institutions in the shape of providing technical support, enhancing knowledge base and lobbying for placing the issue of bonded labour as a priority for govt. funding. Efforts to this end, clearly contribute to the outcomes P&B 2010-11:

PAK 826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfill their reporting obligations

5.2 Validity of Design

“The multi prong approach used in the project by ILO is very unique as it has resulted in sensitization of stake holders at different levels: parliamentarians, government functionaries, judiciary, civil services academies, religious leaders, media, civil society, owners & workers”
(A stakeholder during an interview)

- **Building on past work:**

The PEBLIP project was designed in a way that it built on the past experience with the PEBLISA project and continued the momentum generated by earlier work. The project has clearly benefitted from the credibility, trust and goodwill generated in the past through ILO's solid work on child labour and subsequently on bonded labour. The project built on the relationships and partnerships developed and deepened over a period of time with shared goals and vision both with the ILO constituents as well as other social partners.

- **Focus on Gender:**

The gender dimension remains central to any of ILO's initiatives. The PEBLIP project design was, therefore, informed in terms of the gender dynamics within the target work area. The evaluation findings, however, indicate that gender-specific interventions were somewhat less articulated as a part of the project design though they did emerge as a priority area during

implementation especially in EBLIK where education and microfinance interventions especially targeted women and girls. Assessing the implementation progress, the evaluation findings indicate to the need for more focused attention towards including gender-specific interventions as well as indicators in the project design.

- **Responsive and Needs-Based:**

Posited against the policy context and the growing awareness among the policy makers on the current labor market and human resource development challenges, and the need to strengthen implementation mechanisms to respond to these challenges, the project addressed the knowledge and capacity gap to propel action by responding to the emerging need. The interventions carried out as part of the project encompassed the full spectrum: from

*“ILO’s choice of partners is very well thought off and very effective, by choosing established community service organizations they have made the program more effective”
(A stakeholder representing CSO during an interview)*

policy dimension to awareness raising at different levels, to support in designing projects etc.

- **Partners – Mandate, Influence, Capacity & Commitment:**

The project owes its success to the suitable choice of partners who brought their own strengths, expertise and influence to give necessary momentum to push for policy and action on the bonded labour issue.

Many new partnerships were developed during the course of the project including one with the **Media**. Pioneering in terms of being a formal relationship, the partnership with media has resulted in not only ensuring a greater public outreach, but has also contributed towards institutionalizing bonded labour as a priority issue within various media organization. During discussions with the evaluation team, the representatives from media shared that the increased exposure to the various dimensions of the bonded labour issue through trainings had helped them sharpen focus on the issue. A review of the monitoring data collected over the course of the project indicates increased and better quality coverage of the issue in both electronic and print media.

Another strong partnership with a key stakeholder emerged as a result of engagement with the **BKOA**. For the first time the Brick Kiln owners were acknowledged as a key stakeholder and invited to participate in various activities under the program. In discussions with the evaluation team, the representatives of the BKOA expressed their gratitude for being taken on board as stakeholders and providing them an opportunity to voice their support for the elimination of bonded labour in their industry. Participation of the Brick Kiln owners for some of the initiatives undertaken as part of the project is evident in the support extended for establishing the NFE centers in the Brick Kilns in the target districts. This was also echoed by the implementing partners tasked with setting up the schools in 60 locations in Kasur and Lahore.

A key feature of the project has been its engagement and collaboration with various stakeholders and institutions who have greater outreach in the communities as influencers and opinion leaders. Engagement with the **religious scholars** is one such example.

Yet another significant headway in terms of extended partnerships has been the direct engagement with the **Parliamentarians**. Early spin offs of this engagement can be seen in the tabling of resolutions on bonded labour by 2 provincial assemblies in January 2010 following the series of roundtables with parliamentarians organized under the project in 2009 and the affirmation of Sindh Government's commitment by appointing a Minister for bonded labour.

- **Capacity building of the IPs and Value Addition to their work:**

The evaluation findings indicate that the project generated positive spin offs in strengthening institutional capacities of partners to effectively address the issue of bonded labour during course of their work. The engagement with the public service training institutions has led to an articulated commitment by various academies to continue focus on labour issues as a priority area.

The project has contributed to successfully mainstreaming the issue of bonded labour in the work of its partners. One such example is SPARC, also the secretariat for NACBL, which has integrated bonded labour in its core programming and is undertaking full scale projects in Sindh.

Yet another evidence of the project experience encouraging innovative ideas in IPs programming is apparent from NRSP's experience who has now integrated social safety net schemes that intend to reduce the likelihood of freed bonded labourers being exploited or returning to bonded labour as a result of indebtedness. The safety net's economic components include access to affordable micro-credit, a savings programme and, an innovative, a land-lease program.

Catalyst Funding v/s Resource Heavy Budget:

The program design deviated from a resource heavy budget to a catalyst funding model with a view to tap into available resources particularly at the government level. While this deviation allows for accessing and diverting spending priorities from within the government towards an otherwise neglected area, it also runs the risk of being subject to bureaucratic delays and political expediency associated with government institutions.

Design of Performance Indicators

An assessment of the Pro Doc (logical framework) and its various components including the indicators and their means of verification (MoVs) was carried out as part of the final evaluation. The findings indicate that by and large the indicators developed for measuring achievement were ambitious given the overall context surrounding the issue, particularly the level of responsiveness and acceptance towards the issues especially by the relatively new target groups (media, religious institutions etc) engaged recently. Similarly some of the MoVs identified for tracking performance required extensive monitoring data (e.g *Records of Parliamentary sessions, References to ILO studies and knowledge in the media products, parliamentary discussions and other targeted groups' interventions, Court judgements*)³ which could not be collected during the project period. The indicators, therefore, could not be tracked accurately because against some MoVs.

A detailed analysis of the project achievement against the indicators is presented in Annexure A.

5.3 Effectiveness:

The evaluation findings indicate that while the project targeting was balanced between the national and provincial level with engagements with key stakeholders and institutions, the focus

³ Pro Doc PEBLIP

on the district level was not very sharp. Echoed by various stakeholders and noted also by the findings of the mid-term evaluation, the institutions at the district level need to be strengthened to respond effectively to the issue at hand. Not only are they the first port of call in case of response and action but also can play a vital role in prevention through continuous monitoring at the local level. The District Vigilance Committees (DVCs) are one such institution with a lot of potential which is not fully realized because of knowledge and capacity gaps.

The pilot testing of the model contract, particularly in the Brick Kiln Sector, could not be achieved although the process was kick started during the project. The project, however, has contributed significantly in building consensus around the issue by involving various stakeholders paving way for its operationalization.

As noted earlier by the mid-term evaluation findings, the final evaluation findings also indicate that the efforts to sustain social dialogue within the bonded labour prone sectors continued to be marred by challenges as workers as well as employers are not organized in most of these sectors. In the Brick Kiln industry, the project fared better because of the presence of organized platforms, particularly BKOA, but not as much in the agriculture, and many other bonded labour prone sectors.

The evaluation findings reveal that the project used an innovative **mix of tools** including lectures in academies, seminars, consultations, documentaries and sermons, technical support provision etc to carry out interventions under the various outcomes.

The project benefitted from the technical expertise and support extended by various specialists at the HQ and the sub regional level who were involved at various stages in the project cycle. PEBLIP has been provided technical support from Headquarters in Geneva, and the Regional Office in Bangkok. Technical and methodological guidance was provided by Declaration Unit in planning, monitoring and evaluation of the Project. Mr. Zafar Shaheed and Ms. Caroline from the Geneva HQ contributed in the project design, particularly in including engagement with religious institutions. The project mid-term and final evaluations were provided technical support by Wael Issa and Oktavianto Pasaribu respectively. ILO Islamabad provided administrative support to the project.

5.4 Efficiency:

“Readiness is there, resources are available: now it is up to the government to take over bonded labour project as a pilot”
(An EFP representative during an interview)

The evaluation findings indicate that the project employed a judicious approach whereby most interventions build on existing institutional mechanisms and available resources. The capacity building initiative with such a large number of government training institutions and subsequently with a wide outreach is extremely low cost as the project only bears the expenses for outside resource persons, and in most of cases all other expenses are borne by the government.

Through providing catalytic technical support the project has successfully leveraged government funding higher than its budget as in the case of EBLIK project by Government of Punjab.

Collaboration with the media resulted in a wider public outreach as well as direct engagement with over 120 parliamentarians justifying the case for enhanced **value for money**.

While a detailed financial assessment of the project is out of the scope of this evaluation. A brief analysis of the project budget and spending is presented here. The total budget allocation for the project was USD 999, 363 out of which the total amount disbursed was USD 888, 363. The project recorded an overall budget spending of 92.5% against the amount disbursed. A review of the budget spending reveals that most expenditures were carried out against the proposed activities without significant deviation. Out of the total expended, 82% constituted direct program costs. 54% of the direct program costs were allocated for carrying out various capacity building interventions, awareness raising seminars, provision of direct services etc as part of project initiatives. The analysis showed 97% spending against the allocated budget indicating that the budgeted project activities had been carried out as planned.

5.5 Emerging Impact and Sustainability:

The timing of the final evaluation are tied closely with the project closure and hence do not allow for reflections on the long term impact of the project. The signs of emerging impact are however, visible in the government's support and commitment to the issue demonstrated by appointing dedicated focal points both at the federal and provincial levels. The incorporation of ILS with focus on bonded labour in the public service training institutions will also go a long way towards ensuring institutionalization and sustainability of the effort.

The mobilization of ILO constituents around the issue and their efforts in mainstreaming the bonded labour issue in their institutional agenda will also pave way for sustained effort beyond the project completion. Their continued support and ownership of the issue is indicative of the long term impact of the project.

Engagements with the media, parliamentarians and religious scholars will also go a long way in sustaining momentum and pressing for policy action in this regard. The enhanced institutional capacity of the state institutions is expected to contribute towards responsive and effective redress mechanisms at different levels.

6. CONCLUSIONS

The project and its predecessor PEBLISA, were initiated at an opportune time with a view to bridge the knowledge and capacity gaps and rally support and action from different quarters for the elimination of bonded labour. The project has successfully contributed towards building a national consensus, particularly among the three constituents and other social partners, around the existence of the bonded labour and its ramifications, socially and economically as well as politically. The recent few years have thus, witnessed affirmative action and political commitment by the government in addressing the issue through enforcing legislation and institutional mechanism as well as creating a resource pool in the shape of a Bonded Labour Fund at the federal level.

The project has responded directly to address the knowledge gaps by undertaking a multi-tier awareness raising and advocacy campaign targeting specific groups like parliamentarians, state functionaries, media, religious leaders and other CSO members. Efforts to strengthen the institutional capacity has taken the shape of on-going engagement with govt. service training academies where courses covering a range of labour issues including bonded labour are taught. Also a case to the point is the technical support provided to the Dept of Labour, Govt of Punjab which has resulted in a dedicated project on elimination of bonded labour in brick kilns worth PKR 123 Million and covering 2 districts in Punjab.

The PEBLIP project has also been instrumental in focusing on the glaring decent work deficit in various economic sectors and providing an opportunity to address the issue of bonded labour through the lens of DWCP.

The PEBLIP project provides a good example of upholding and operationalizing the main principles and drivers of the One UN Program especially in successfully establishing new partnerships and deepening engagements with the on-going ones in mutually respectful partnerships. The project was designed on the principle of complementarity and stayed clear of duplicating efforts, particularly those of the govt. institutions. Instead it leveraged existing platforms (Civil Services Academy, established departments etc) for mobilizing action as part of

project interventions. The designing and approval of EBLIK project is another example of building on ILO's comparative advantage as technical support providing agency.

While significant headway has been achieved vis-à-vis the two outcomes relating to knowledge base and institutional capacity building, the project component focusing on direct implementation for improving conditions of labour, particularly for women in targeted sectors has lagged behind. Gender has yet to be mainstreamed in different project aspects. Although it does appear to be a priority in some interventions, the gender dimension could have been articulated strongly in the program design, with clear indicators set against various interventions. The project document underscores the need to focus on the gender aspect by promoting '*gender equality by mainstreaming gender concerns in all aspects of the project, from its policy level work to its field activities. This will be done through interventions that are women specific for affirmative action purposes to alter the condition of women in bonded labour. In addition, interventions will include mixed activities, where appropriate to alter the status of women in debt bondage and power relations between women and men. To that end stakeholders will be trained on gender analysis and planning methodologies and will ensure that knowledge generated on the situation of women is duly integrated into the programmatic processes of the stakeholders*'⁴. Specific interventions addressing these areas, however, do not appear in the project implementation. The findings indicate that the gender component of the project remained somewhat weak as it was not built in the project design in the shape of specific interventions. Moreover, a majority of such interventions constituted the work under the outcome 3 which could not be fully achieved within the project period.

Similarly, the component on education could be met only partially with the NFE segment taking off. The adult literacy strand, however, could not be initiated because of a host of reasons including a weak program design, the IPs lack of experience in managing adult literacy programs in the context of bonded labour and the short duration of the program component which did not allow for changing course of action to address the challenge.

The key highlights of the project include forging new partnerships including collaboration with media, parliamentarians, religious institutions, public service training academies and BKOA.

⁴ ILO Technical Cooperation Summary Project Outline (pg:10)

These associations have led to a wider outreach, created the necessary momentum and show signs of sustainability in the long term.

Drawing upon the experience of the project, the evaluation findings indicate two areas that need more attention and focus and can possibly be worth exploring in case of follow on work:

1. While knowledge and capacity gaps to effectively address the bonded labour issue exist at the national and provincial levels, they are further magnified at the district level which happens to be the most important link in the chain. Effective implementation is directly tied to improved understanding of the issue and enhanced capacity to address it at the local level. Any headway in terms of prevention cannot take place without ensuring effective monitoring and reporting mechanism at the district level. Various project constituents have voiced their concerns around strengthening the weak link, particularly quoting the example of the District Vigilance Committees who continue to remain ineffective and dysfunctional in most cases.
2. The other area concerns the rehabilitation of those who are released from bondage. Field experience indicates that in the absence of relief and rehabilitation after the release from bondage with no support mechanism to fall back to, people often relapse back into bonded labour. There is also increased vulnerability especially for the bonded families, women and children who are thrown into unknown circumstances once they are released from bondage. There is a clear need for an integrated approach towards release and rehabilitation effort accompanied by policy action and supporting implementation mechanism to address this issue.

7. RECOMMENDATIONS

This section presents the recommendations based on the evaluation findings. They are addressed separately to ILO, its constituents, and social partners.

FOR ILO:

1. A clear ***area for research and policy advocacy has emerged around a needs-based comprehensive assessment of the situation of bonded labour in various sectors*** in Pakistan. There is a need for rigorous lobbying around the national data collection vis-à-vis the issue of bonded labour. The integration of planning, monitoring and evaluation tools in the National Policy and Plan of Action also remain a pending dialogue on the policy with government and other partners. The subsequent work can focus on these issues as they relate directly to sustaining efforts to eliminate bonded labour.
2. Rehabilitation of labour freed from bondage remains a weak area at both the policy and implementation level. Field experience indicates that in the absence of relief and rehabilitation after the release from bondage with no support mechanism to fall back to, people often relapse back into bonded labour. There is also increased vulnerability especially for the bonded families, women and children who are thrown into unknown circumstances once they are released from bondage. There is a clear ***need for policy advocacy for an integrated approach towards release and rehabilitation effort accompanied by policy action and supporting implementation mechanism*** to address this issue.
3. While the project has addressed the institutional capacity building of the government institutions extensively during its course, there are still ***areas that require technical support***. The new Bonded Labour Department in Sindh is one such example. With potential to address the issue in a comprehensive way, it needs ***institutional support to take root, draw up a clear mandate, clarify operational mechanisms*** (at present there is some overlap in functional responsibilities between the Department of Labour which was previously handling the issue as part of its mandate) and undertake a concrete program to address bonded labour in the province.

4. While knowledge and capacity gaps to effectively address the bonded labour issue exist at the national and provincial levels, they are further magnified at the district level which happens to be the most important link in the chain. Effective implementation is directly tied to improved understanding of the issue and enhanced capacity to address it at the local level. Any headway in terms of prevention cannot take place without ensuring effective monitoring and reporting mechanism at the district level. Various project constituents have voiced their concerns around strengthening the weak link, particularly quoting the example of the District Vigilance Committees who continue to remain ineffective and dysfunctional in most cases. For follow on work, there is a clear ***need for expanded focus on the district level particularly for strengthening implementation mechanisms.***

5. While the project has made significant contributions towards the One UN Program and its various JP components, a subsequent program can ***use this as an entry point to leverage joint collaboration and extended linkages with other JPCs particularly on health and education*** to address the issue of bonded labour.

6. ILO can ***use the project as an entry point to collaborate with other relevant ministries, particularly Education, Health, Social Welfare and Women Development, the inter-ministerial committees and Planning Commission with a view to establish bonded labour as a vulnerable group*** warranting special attention and to influence both planning and allocation priorities as well as coverage in terms of service provision to the bonded labour.

7. The evaluation findings indicate a lack of clarity, particularly among the implementing partners (NGOs), on the larger project objectives including its linkage with the DWCP. It will be worthwhile ***to build orientation of the partners on the larger ILO goals so that they are able to link their project components with the larger picture*** and see their contribution towards the bigger goals.

8. The project has made significant headway in bringing the issue of bonded labour centre stage in two sectors, brick kiln industry and the agriculture sector with a limited geographical focus (2 districts in Punjab, one in Sindh). For future work, ILO should **consider expanding both the sectoral focus as well as geographical coverage for addressing the issue** of bonded labour.

9. While the project has made good progress in flagging various unaddressed policy issues as well as gaps in implementation of the relevant laws and framework, the follow on work should expand focus to include the rehabilitation strategy, an area yet to be adequately addressed both at the policy and implementation level in the country. The next steps can include **examining and learning from similar work at the regional level, particularly the Indian model on convergence-based approach for prevention and rehabilitation**. Presented at the review workshop, the model was identified by the stakeholders as a potential follow up strategy to PEBLIP in Pakistan. Identifying the inadequacies in the current approach to tackle the issue of bonded labour, the convergence model highlights the need to address the 'root cause' of the issue and in doing so adopt a comprehensive approach taking into account social protection, workers empowerment, implementation of workplace improvement as well as recruitment systems and work conditions. In the course of the evaluation, various stakeholders have pointed out these areas, particularly the recruitment practices, ways to address challenges emerging out of the **peshgi** system etc, warranting special attention and focus. An integrated rehabilitation strategy that looks at both welfare and regulation and brings together various relevant govt. institutions, working particularly in education, health, social protection etc will go a long way in eradicating the issue of bonded labour by addressing both the symptoms and the root causes of the problem.

FOR NATIONAL, PROVINCIAL AND DISTRICT GOVT:

10. The government needs to ensure enforcement of laws which prohibit all forms of bonded labour. Presently, the laws governing bonded labour including the Abolition of Bonded Labour System Act and the Sindh Tenancy Act are considered deficient by various stakeholders. The government **needs to take in to account the**

recommendations on proposed amendments to the laws and put in place implementation mechanisms for effective enforcement of laws.

11. For informed decision making the government should ***undertake independent and comprehensive surveys to establish the number and location and needs of people held in bonded labour.*** The labour survey should also include this data.
12. The government needs ***to strengthen the district level implementation mechanism particularly the District Vigilance Committees and monitoring by labour inspectorates*** by ensuring that they are adequately trained and resourced.
13. The government should ***focus on developing comprehensive relief programs*** which should include protection, shelter, grants etc for those freed from bondage. This should be accompanied by a complete rehabilitation plan. The government needs to ***follow a strategy of convergence by developing integrated programs offering social services*** including education, health, skills trainings, and opportunities for improved livelihood for the rehabilitation of freed bonded labour.
14. The government can also ***leverage other national and district level poverty reduction programs like Benazir Income Support Program and extend their coverage to bonded labour.***

FOR WORKERS/EMPLOYERS:

15. The project has contributed to creating a momentum within the constituent institutions. The PWF and EFP have mainstreamed the issue within their institutional agenda. Substantive further work around the issue can be the ***operationalization of the model contract and the voluntary adoption of the code of conduct by member institutions in case of EFP.*** The BKOA can take a lead in encouraging its members to set up model brick kilns fulfilling decent work pre-requisites as replicable examples.
16. PWF can ***continue to lobby for the rights of workers and adherence to International Labour Standards*** as well as promotion of decent work with a focus on bonded labour.

FOR CSOs

- 17.** While a number of CSOs and human rights organizations have been playing a vital role in working with and for those in bonded labour, mostly they work in isolation with limited linkages with each other as well as with other stakeholders, specially the government. They often run the risk of duplicating efforts and undermining government institutions in the course of their work. There is a need ***to bring organizations and their experiences together so that synergies can be built.*** NACBL has provided a platform for shared learning for the CSOs. It is up to the organizations to utilize this platform for raising a collective voice and synergizing efforts to effectively address the issue of bonded labour in their respective areas.

8. LESSONS LEARNT

This section presents the key lessons learnt from the project experience:

1. Experience shows that any intervention on an issue as entrenched as bonded labour is a long-term process necessitating a multifaceted approach. The project has set a good example by addressing the key challenges around the knowledge and capacity gaps at different levels.
2. The project experience indicated that in order to effectively address the issue of bonded labour, a holistic approach considering a variety of levels district, provincial and national will work. While it is important to focus the overall policy level for long term impact, it is equally important to strengthen implementation mechanism at the local level for translating policy in to action.
3. The project has provided a good model for replication in terms of building on existing platforms, partnerships and past work.
4. The project builds a case for exploring new partnerships especially with media, parliamentarians and religious scholars with a view to extend outreach, widen ownership and mobilize public opinion on the issue.
5. The project has provided an example to view various interventions through the lens of DWCP and seek resonance of project outcomes with the larger DWCP goals.
6. The project experience also reveals the potential to leverage other interventions under the One UN Program for synergizing efforts and 'delivering as one'.

9.GOOD PRACTICES

The following good practices can be identified from the project's experience:

- 1.** The engagement with media and religious institutions is an innovative good practice. Both were recognized as important stakeholders as opinion leaders and influencers with wide outreach in the communities. Not only were inroads established in the religious institutes, a first time partner with ILO, but also significant achievements were made in terms of development of a model Friday sermon focusing the issue of bonded labour. The engagement also resulted in introduction of the various labour related topics including labour standards etc into the regular seminary curriculum. The project was successful in spreading the message and reaching out to an estimated 13,000 people who attended the 320 sermons during the course of project.

The collaboration with the media resulted in direct engagement with over 120 parliamentarians across Pakistan. These are good practices that can potentially extend the project outreach multi-fold without extensive resource mobilization.
- 2.** Another example of an innovative good practice is the engagement with the public service training academies. Not only has the project successfully demonstrated the vast potential of utilizing existing platforms but has also made significant contribution to institutional capacity building on the bonded labour issue with a long term impact. This also constitutes as a good example in using available platforms as entry points for raising awareness on other programs and larger ILO goals.
- 3.** The project has successfully leveraged available govt. resources and diverted them towards addressing the issue of bonded labour by providing technical support to DoL, Government of Punjab. It has set a good example of using project resources as catalyst for leveraging program support and financial commitment from the government.

ANNEXURE

Annex A. Matrix capturing Project Achievement and Progress towards Performance Indicators.

Development objective – Reduction and eventual elimination of bonded labour in Pakistan

Project Outcome 1 – *Reduced incidence of bonded labour: through development of knowledge base and awareness on aspects of bonded labour (particularly gender dynamics) resulting in greater protection of fundamental principles and rights at work (particularly women workers rights)*

Indicator	Achievement
1. ILO generated knowledge is used by targeted groups in their respective interventions;	It is rather early for this evaluation to measure performance and assess success under this indicator accurately with evidence as it relates to impact assessment. The findings note that some of the knowledge products produced as part of this project have yet to be disseminated (video documentaries, Study on gender dynamics etc) and its impact remains to be determined. A few knowledge products, however, including the Friday Sermon and the guide on accessing Bonded Labour Fund (BLF), have reportedly been used by various stakeholders in their interventions. Over 13,000 people were reportedly sensitized through the sermon whereas NGOs developed 13 proposals to access the BLF.

Output 1.1 – Knowledge generated and disseminated on different aspects and manifestations of bonded labour. The role of different institutions, legal framework and gender dimension of BL will also be reviewed.

Output 1.2 - Partners and stakeholders sensitised (particularly parliamentarians, religious groups, civil society coalition and media).

Output 1.3 - The weaknesses in legal framework identified and discussed in NC. Alternate proposals for law reform proposed

Indicators	Achievement
o Frequency and number of questions raised in Parliament(s) (target 2 per year)	<u>Largely Achieved:</u> Except for this indicator, achievement against all others can be verified from the evidence assessed by the evaluation. MoV to measure this indicator included recordings of parliamentary sessions over the project duration whereas monitoring data for this was not available with the project. However, a major step towards achievement of the output 1.2, is evident in the shape of at least 2 provincial assemblies reportedly tabling resolutions on bonded labour in early 2010, following the project

<ul style="list-style-type: none"> ○ Quantity of print and electronic media exposure (target 25 significant items per year); ○ Quantity and quality of religious leaders' public education interventions (target 3 per year); ○ ILO technical assistance to NGO Coalition used for interventions by NGO Coalition in public outreach programmes; ○ Proposal for law reform finalised 	<p>engagement with various parliamentarians to highlight their role in the eradication of bonded labour</p> <p>Good progress towards this indicator was noted by the evaluation. The ILO meetings/ seminars, particularly with parliamentarians received very good press coverage in the national dailies. Various articles and op-ed items focusing on the issue also appeared in the leading English language dailies.</p> <p>Good progress towards this end was noted by the evaluation. 6 seminars with over 400 participants representing religious leaders and students were conducted in Khyber PukhtunKhawa. Another series of seminars with religious leaders were also held in Punjab.</p> <p>Under the project NCABL was provided technical assistance to extend its outreach programs. Various seminars targeting a range of stakeholders were conducted by the Coalition. A song video focusing on the issue was also produced and aired on mainstream TV channels.</p> <p>Through various consultative meetings, the Coalition also developed a Proposal of Law Reform in the context of Bonded Labour System Abolition Act</p>
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Project Outcome 2 – Institutional capacity of government (at all levels federal to local); judiciary; police; district vigilance committees; labour inspectorates; employers; workers; parliamentarians; media; religious leaders and civil society enhanced to address bonded labour through policies, programmes and effective law enforcement including the organisation of bonded labourers and through promotion of CSR.

Indicator	Achievement
<ul style="list-style-type: none"> ○ Number of initiatives under taken under the Bonded Labour Fund (target 3 per year); 	<p>Achieved</p> <p>Initiatives taken under Bonded Labour Fund as reported by the project:</p> <ol style="list-style-type: none"> 1. Legal Aid Services in NWFP Assistance of Bonded Laborers (Peshawar) 2. Legal Aid Services in Punjab for Assistance of Bonded Laborers (Lahore) 3. Construction of 75 Houses for Bonded Labor Families (Dadu) 4. Legal Aid Services in Baluchistan for

	Assistance of Bonded Laborers (Quetta) 5. Legal Aid Service in Sindh for Assistance of Bonded Laborers (Karachi)
○ Number of bonded labourers provided relief by different courts and given appropriate rehabilitation assistance (target min. of 10 cases in year 1 and increasing number thereafter);	Partly Achieved: While a number of cases of BL were reportedly provided relief by the courts (evidence: newspaper clippings + cases reported by PWF. No. could not be verified), the evaluation could not verify if “appropriate rehabilitation assistance” was extended to them. The indicator needs to be more specific in order to be verifiable.
○ Number of bi-partite/tripartite arrangements for social dialogue/collective bargaining (target 3 such arrangements) and number of associations of BL and or alliances formed with workers organisations in targeted sectors, through support to PWF and other organisations (target 10 associations or alliances);	Partly Achieved: A number of sensitization workshops were conducted by the PWF, and legal aid services desks established which reported a number of cases in which through the PWF support, bonded labourers were freed. The alliance with BKOA is a noteworthy achievement here. The target number of alliances formed, however, could not be met.
○ Number of voluntary codes put in place under Global Compact and CSR initiative in Pakistan (target 2 voluntary codes).	No achievement was noted against this indicator
○ Provincial steering/coordination committees established (target 4 committees);	The EBLIK Coordination Committee can be cited as one example. The indicator remained largely underachieved.
○ Legal aid service set up by workers organisations, through Pakistan Workers Federation (PWF) (target 4 legal aid services)	Good progress against the indicator was noted as not only were the legal aid help desks established but were operational.

Output 2.1 – Targeted state functionaries, **workers** and employers organisations, CSOs, religious leaders, trained and ILO training module mainstreamed into regular training courses.

Output 2.2 - New rehabilitation and assistance initiatives under the BL Fund in place based on ILO research.

Output 2.3 - Social dialogue mechanisms in place in targeted sectors.

Output 2.4 - BL issue mainstreamed under the Global Compact initiative.

Indicator	Achievement
○ 1000 number of state functionaries trained; ○ 300 members of employers organisations trained;	Significant Achievement <ul style="list-style-type: none"> ● 1300 state functionaries trained ● 560 members of employer organizations trained ● 2000 workers trained

<ul style="list-style-type: none"> ○ 1000 members of workers organisations trained; ○ 2000 number of religious leaders/institutions trained; Islamic perspective on labour rights incorporated in religious institutions syllabus. 	<ul style="list-style-type: none"> ● 700 religious scholars trained with Friday Sermon developed as part of their training, 13075 people sensitized
<ul style="list-style-type: none"> ○ 10 new initiatives under the BL Fund 	<p>Partly Achieved</p> <p>Initiatives taken under Bonded Labour Fund:</p> <ol style="list-style-type: none"> 1. Legal Aid Services in NWFP Assistance of Bonded Laborers (Peshawar) 2. Legal Aid Services in Punjab for Assistance of Bonded Laborers (Lahore) 3. Construction of 75 Houses for Bonded Labor Families (Dadu) 4. Legal Aid Services in Baluchistan for Assistance of Bonded Laborers (Quetta) 5. Legal Aid Service in Sindh for Assistance of Bonded Laborers (Karachi) <p>Above mentioned 5 projects cost roughly Rs. 24 million which is a quarter of the total allocated fund</p>
<ul style="list-style-type: none"> ● Tripartite social dialogue mechanism in place in at least 1 economic sector ● 2 Global Compact member companies adopt voluntary Codes 	<p>Good progress was noted in initiating tripartite dialogue mechanism in the Brick Kiln sector.</p> <p>No achievement was recorded against this indicator</p>

Project Outcome 3 – Improved conditions of labour, particularly for women in targeted sectors through improved contractual arrangements and the introduction of a regulatory framework and increased social/economic development services for families in targeted areas including education, health, and employment generation opportunities. Influence the product design of MFIs in order to target BLs

Indicator	Achievement
<ul style="list-style-type: none"> ○ Number and quality of model contracts issued to bonded labourers in targeted sectors (target 2 model contract types – for 2 economic sectors) 	<p>Partly Achieved:</p> <p>A model contract for the BK industry was developed by the employers’ federation. It is yet to be operationalized.</p>
<ul style="list-style-type: none"> ○ Regulatory framework in place (target: 1 sectoral framework for brick kiln sector) 	<p>Largely Achieved:</p> <p>The registration of the BK is a major step in this direction. Almost 80% BKs are now registered under</p>

	the Factories Act so as to bring them in the ambit of labour inspection system in Punjab (news report in an English Daily. Dawn . Dec 04, 2009). A similar effort is being undertaken by the Dept of Labour, Govt. of Sindh.
<ul style="list-style-type: none"> ○ Number of linkages established with ongoing national poverty alleviation programmes (target 5 major linkages); 	Not Achieved: While the project leveraged public funding for the EBLIK project from the Punjab Social Development Program (PSDP), the target remained largely unmet.
<ul style="list-style-type: none"> ○ Number of new initiatives for the socio-economic development of families particularly women and children under the BL Fund (target 10 initiatives); 	No significant Achievement: The bulk of initiatives under the BL fund constitute the establishment of LASUs in the provinces. While an important achievement, they do not constitute interventions focusing directly on socio-economic uplift of BL families, particularly women and children. Only the housing scheme is a noteworthy contribution towards this end.

Output 3.1 – Model contractual arrangements will have been tested in the brick kiln sector and one more sector and independent monitoring and complaints system in place.

Output 3.2 - Social sector development schemes/programmes extended to targeted sector families.

Output 3.3 - Appropriate financial services extended to targeted sectors, particularly women, and special products developed to assist in income generation and risk management.

Output 3.4 - Social dialogue mechanisms in place in targeted sectors.

Indicator	Achievement
<ul style="list-style-type: none"> • 1000 labourers will have written contracts 	Not Achieved: The model contract developed for the BK industry is yet to be operationalized.
<ul style="list-style-type: none"> • 1000 number of children will have access to education 	Achieved: More than 1600 students were enrolled in the NFEs established under the project in Punjab.
<ul style="list-style-type: none"> • 500 number of families will have access to health services 	Achieved: The project facilitated over 1000 families in accessing basic healthcare services provided as part of the EBLIK project
<ul style="list-style-type: none"> • No. of financial products tailored to needs of BLs (target 3 MF products). 	No progress was recorded against this indicator
<ul style="list-style-type: none"> • Government launches health and education programme for BLs 	No target was fixed for the indicator. In the ceremony organized by the project for handing over the NFE component to the Govt. of Punjab, the provincial Labour Minister announced the govt. intention for launching health and education programs for BL. Concrete action towards this end

	remains to be seen.
<ul style="list-style-type: none"> • Social dialogue mechanism functioning effectively in brick kiln sector (target: 2 Districts in Punjab) 	<p><u>Partly Achieved:</u> Social dialogue mechanism has been initiated in the BK sector in 2 districts in Punjab. The evaluation notes that it is yet to be fully functional.</p>

Annex B. Project Contribution towards One UN Program

JP - Agriculture, Rural Development and Poverty Alleviation:	
<p>JP component 1: pro-poor sustainable agriculture and rural development (Outcome 4: Enhanced food security and diversified livelihoods, Output 2: Livelihood options increased for the local communities: action taken to combat child/bonded labour)</p>	<p>By setting forth a project design directly addressing the issue of bonded labour through a set of integrated actions ranging from policy advocacy to direct action.</p>
<p>JP Component 2: Decent Employment and Poverty Alleviation</p> <p>(Outcome 2.1: Enabled environment for enhanced income and employment generation opportunities.</p> <p>Output 1: Decent work programs mainstreamed).</p>	<p>The project provided an opportunity for its constituents and social partners to come together and undertake collective action in identifying decent work deficit manifested in different sectors in the shape of bonded labour and explore ways to address it at different levels. The project was also successful in mainstreaming the issue among its constituent institutions who have taken up specific actions to counter it in their respective domains. The establishment of a dedicated desk on bonded labour at the regional and national offices of the PWF, the continuous mobilization around the development of a model contract and a code of conduct by the EFP as well as various affirmative actions in the shape of a dedicated department on bonded labour at the provincial level in Govt. of Sindh, point to the internalization of the bonded labour issue at the institutional level. Other social partners along with the ILO constituents have undertaken numerous advocacy and awareness raising campaigns to mobilize public opinion and mobilize support around the issue.</p>
<p>JP Component 3: Empowerment, Mobilization, and Protection of Poor & Vulnerable Groups. Outcome 3.2: Enhanced access to social services and social protection/safety nets. Output 1: Pilot models for provision of social services for poor and vulnerable supported. Output 5: Government and CSOs capacity Strengthened and expanded for provision of protection measures/ safety nets]</p>	<p>By setting up a pilot model in the shape of the EBLIK project in Punjab with the DoL, the project has contributed to diverting attention towards provision of social services and social protection coverage to one of most vulnerable groups in the country's workforce. The EBLIK project envisions a wide coverage of social services including health, education and ensuring citizenship rights through issuance of NICs. The project has thus, successfully leveraged and diverted govt. attention as well as resources to improving access of social services of vulnerable groups including bonded labour.</p>
<p>[JP Component 4: MDG-Driven Pro-Poor Policy Framework. JP Outcome 4.2: Rights-based advocacy, awareness and accountability mechanisms strengthened. Output 1: Knowledge management and sharing of best practices at all levels promoted: Knowledge management networks, knowledge products and</p>	<p>By bringing the key stakeholders, particularly parliamentarians, media, religious leaders, together with the constituents, the project has paved way for institutionalized platforms for rights based advocacy. This element is further strengthened with the production of knowledge products and tools including numerous publications, documentaries and resource materials focusing on bonded labour for informed decision making and policy action.</p>

<i>tools available with an emphasis on vulnerable groups]</i>	
JP - Education:	
<p>[JP Component 2: Adult Literacy and Non-Formal Basic Education. JP Outcome 2.2: Increased access to the literacy and non-formal education (including home based schools for girls) by 2010. Outputs: Increased # of Adult Literacy and NFE Centres in selected districts especially targeting women and vulnerable groups. JP Outcome 2.4: Expanded coverage of NFBE for out-of-school children & youth, working children and industrial workers by 2010.]</p>	<p>The Joint Program clearly prioritizes the improvements in access and quality of education in areas including primary education, adult literacy, and technical and vocational education with emphasis on the underserved and disadvantaged groups (e.g. poor communities in rural and remote areas, especially girls and women). Bonded labour, with a majority comprising of women and girls, and host of economic, social and cultural barriers restricting their access to education, clearly constitute a vulnerable group warranting more attention and concrete action to overcome these challenges. With the PEBLIP's NFE component focused on providing education to out-of-school children, particularly girls, the project has been successful in expanding coverage to include bonded labour as one of the vulnerable groups.</p>

Annex C. List of the Documents Reviewed

- Relevant DWCP documents
- Relevant national strategies, PRSP I and II
- One UN Program document
- All Project documents including the logframe, indicators and assessment criteria, any baseline studies developed at the time of inception of project
- All Project Progress Reports
- Mid-term evaluation/ review report
- ToRs/ project documents for each of the implementing partners
- Training materials/documentaries/research reports etc. developed as part of the project

Annex D. List of Stakeholders Interviewed

Name	Designation/Organization
Mr. Khurshid Ahmed	General Secretary, Pakistan Workers Federation, Lahore
Mr. Osama Tariq	Deputy General Secretary, Pakistan Workers Federation, Lahore
Mr. Saeed Awan	Director, CIWCE, Punjab Department of Labour, Lahore Lahore
Mr. Irfan Ellahi	Dy. Director, Civil Service Academy (CSA), Lahore
Mr. Shoaib Khan Niazi	President, All Pakistan Brick Kiln Association, Lahore
Mr. Abdul Haq	Owner, Haq Bricks, Kasur
Ms. Shaheen Atiq ur Rehman	Chairperson, BLCC, Lahore
Mr. Haroon Yousaf	Program Coordinator, PSTA, Lahore
Mr. Altaf Ezid Khan	Director, DoL, Lahore
Mr. Abdul Rauf	Secretary, DoL, Lahore
Mr. I. A. Rahman	Director, Human Rights Commission of Pakistan (HRCP), Lahore
Mr. Tehseen ullah Khan	NRDF, Peshawar
Mr. Iftikhar Javed	Ministry of Labour, Islamabad
Ms Margret Meade	ILO, Islamabad
Mr. M. Saifullah Chaudhry	Senior Programme Officer, International Labour Organization, Islamabad
Mr. Muhammad Benyameen	National Project Coordinator, ILO PEBLIP, Islamabad
Ms. Rabia Razzaque	Programme Assistant, ILO PEBLIP, Islamabad
Mr. Muhammad Anwar	Admin. Finance Assistant, ILO PEBLIP, Islamabad
Mr. Zafarullah Khan	Bar-at-Law, Advocate, Islamabad
Mr. Javed Choudhry	Chief Executive Officer, Media Mark, Islamabad

Qindeel Shujaat	CEO, SPARC, Islamabad
Furqan Haider	Key Chain Films, Islamabad
Mr. Mazhar Iqbal	National Rural Support Programme, Islamabad
Mr. Junaid Khanzada	Bureau Chief, Express News, Hyderabad
Mr. Mohd Baloch	Director, Dept. of Labour, Sindh
Mr. Athar Ali Shah	Asst Director, Department of Labour, Sindh
Mr. Fasihul Karim Siddiqi	Convenor Bonded Labour Project (PEBLIP), Employers Federation of Pakistan, Karachi
Mr. Saud Alam	Employers Federation of Pakistan, Karachi
Mr. Nazar Hussain Joyo	NRSP, Hyderabad



**Independent Final- Evaluation of the
Promoting the Elimination of Bonded Labour in Pakistan (PAK/06/51M/NET)**

**Locations: Nation wide (Pakistan)
Period: March 2007- April 2010**

1. Introduction & Rational for Evaluation

The International Labour Organization (ILO) Office in Pakistan is assisting the Ministry of Labour and Manpower and local partners to implement the above project in all the four provinces of Pakistan with majority of its interventions mainly focusing Sindh and Punjab. According to rapid assessments carried out under the previous phase, these are the bonded labour prone areas with concentration of informal sectors in the suburbs. The project implementation period is March 2007 to April 2010. The project is also an important component of ILO's Decent Country Work Programme (DWCP) contributing to the DWCP outcome of increasing the availability of productive employment opportunities for needy groups in targeted areas.

Since the project is ending in April 2010, the final evaluation is required and according to the ILO policy on project evaluations, there is a need for one independent evaluation to be. The midterm self-evaluation was done in 2008 of which several key recommendations were proposed.

The final evaluation should focus on to what extent the project has responded to those recommendations of the midterm evaluation. The final evaluation will also assess the emerging impact of the interventions and to what extent the project has achieved its immediate objectives.

An external independent evaluator will lead this final independent evaluation and be responsible for drafting and finalizing the evaluation report. The evaluation will be a consultative and participatory process as it will involve the tripartite constituents and key stakeholders in all evaluation processes from TOR development to the finalization of evaluation report and to the following up of evaluation's recommendations.

The evaluation will comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standard.

These Terms of Reference serve as a guide for all those involved in the final evaluation. They also describe the tasks to be undertaken by the independent external consultants engaged by the ILO for the purpose of the evaluation. A list of Annexes is included with more details on specific components of the project and the evaluation.

2. Background on projects and context

2.1 Brief Project Progress Summary:

The project is an expanded phase of the previous Technical Cooperation project "PEBLISA" catered to the needs and gaps of the existing governance structure vis-à-vis efforts for the elimination of bonded labour. While capacity building of state functionaries was developed,

vigorous efforts were made at policy level, resulting into an amended Law on Bonded Labour that eliminates all forms of advances and exploitation therein. Non Formal Education Centers/Adult literacy and Citizenship Components are launched in two districts Lahore and Kasur and successfully handed over to the Government of Punjab. The project extended support to the Govt of Punjab in developing a Project Document that has leveraged 123 Million Pak Rupees from its Annual Development Programme Funds, the Government with its resources will now operate the Education and issuance of Identity Cards Component while launching Microfinance schemes, health, skills training, Social Security for bonded labourers and their families, working at the brick kilns in other districts of Punjab.

Networks and linkages were expanded to form alliance with Religious Scholars, Media and Parliamentarians. Consequently, a first ever Friday Sermon was developed and delivered to Friday prayer congregations in six districts of NWFP, sensitization of media personnel led to increased coverage amongst masses and dissemination of relevant information from electronic and print media. As a result of lobbying with members of Provincial and National Assemblies, resolutions have been submitted in the parliament. The expected impact of these resolutions will be increased accountability of the Government to integrate action against bonded labour in its manifesto and accordingly increase budgetary allocations.

Employers, Workers and private organizations have been influenced in developing policies and programmes that cater to the needs of workers and prevents them from falling into bondage.

2.2 Key Project Characteristics:

- Project code: PAK/0651/MNET
- Donor: Netherlands
- Projects' budget: USD 999,363
- Project duration: March 2007- April 2010
- Project formulation: Jointly by local stakeholders and ILO in 2006-07
- Implementing Agency: International Labour Organization (ILO)
- Geographical coverage: Nation wide (Pakistan)
- Evaluation date & duration: 15 March - 14 April 2010
- ***TORs Preparation date: February 2010***

2.3 Decent Country Work Programme:

Decent Work Country Programmes have been established as the main vehicle for delivery of ILO support to countries. DWCPs have two basic objectives. They promote decent work as a key component of national development strategies. At the same time they organize ILO knowledge, instruments, advocacy and cooperation at the service of tripartite constituents in a results-based framework to advance the Decent Work Agenda within the fields of comparative advantage of the Organization. DWCP Pakistan has been signed by the three constituents. Inline with the DWCP priorities, ILO office develops outcomes for the biennium.

The PEBLIP Project responds to the priorities identified in the Pakistan Decent Work Country Programme (DWCP) and contributes to the outcomes for Programme and Budget 2008-09 (PAK 101; PAK 803) and Programme and Budget 2010-11 (PAK 801; PAK 802; PAK 826).

The Project directly contributes to the following outcomes of the P&B 2008-09:

- PAK101: Promotion of International Labour Standards with focus on Elimination of Child & Bonded Labour and Women Workers issues and;
PAK 803: Increased capacities of employers' and workers' Organizations to participate effectively in the development of social and labour policy

Moreover, the project also contributes to outcomes of the P&B 2010-11:

- PAK 801: Increased capacities of employers' organisations to influence economic, social and governance policies
PAK 802: Increased capacities of workers' organisations to influence economic, social and governance policies
PAK 826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfill their reporting obligations

2.4 The Development Objective of the project:

Reduction and eventual elimination of bonded labour in Pakistan, so that more women and men work in conditions of freedom and dignity (Decent Work) and come out of extreme poverty as part of overall poverty reduction/achievement of MDGs.

2.5 The immediate objectives/outcome of the project:

2.5.1 The project outcomes are listed below:

Project Outcome 1:

Reduced incidence of bonded labour: through development of knowledge base and awareness on aspects of bonded labour (particularly gender dynamics) resulting in greater protection of fundamental principles and rights at work (particularly women workers rights)

Project Outcome 2:

Institutional capacity of government (at all levels federal to local); judiciary; police; district vigilance committees; labour inspectorates; employers; workers; parliamentarians; media; religious leaders and civil society enhanced to address bonded labour through policies, programmes and effective law enforcement including the organisation of bonded labourers and through promotion of CSR.

Project Outcome 3:

Improved conditions of labour, particularly for women in targeted sectors through improved contractual arrangements and the introduction of a regulatory framework and increased social/economic development services for families in targeted areas including education, health, and employment generation opportunities. Influence the product design of MFIs in order to target BLs

2.6 Project management arrangement:

The project is operated under the overall supervision of the Director of the ILO office in Islamabad. SAP-FL is the technical backstopping unit at HQ level. The SRO New Delhi specialists (on labour standards, gender, skills/employment, social security, employers' and workers' activities) have been fully involved with providing support to the implementation of the activities as per their competences. Gender Bureau, IFP/ DECLARATION and the Social Finance Programme have also contributed technical support from Headquarters, consulting and involving as necessary other relevant technical units and programmes. ITC Turin has

developed special programmes on forced/bonded labour and ILS, and is a key collaborating unit of the project.

The project is being managed by a NPC based in Islamabad, who has supported all local partners and a Technical Back Stopping Officer (from the Area Office) has also been designated to the project. Regular events have been held for project staff, implementing partners and collaborating agencies to promote sharing of experience and lessons learnt between the different project components, and to allow the further reinforcement of network of experts on the elimination of bonded labour.

Policy guidance, inter-governmental and inter-agency coordination and monitoring, and mainstreaming and up scaling of initiatives developed by the project is achieved through the National Committee on Abolition of Bonded Labour, and through specific collaborative arrangements with other external partners including National NGOs and other social partners.

3. Purpose, Scope and Clients of the evaluation

3.1 Purposes:

The evaluation will assess whether the project has achieved its immediate objectives. It will include consideration of whether the means of action have made contributions toward achieving relevant Pakistan DWCP outcomes and national development strategies. The focus should also be on assessing the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them. It will also look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs. The final evaluation will also assess the extent to which the project has responded to the recommendations of the midterm.

3.2 Scope:

The final evaluation takes into account all interventions, geographical coverage, and the whole period of the project (1 March 2007- 30 April 2010). The final evaluation will have to take into consideration the following benchmarks:

- Project mid-term evaluation's recommendations
- Pakistan DWCP
- Relevant, current country priorities and strategies to address poverty reduction.

The evaluation will revisit the programme design, examine the planning process and agreed implementation strategies in each District and the adjustments made, the institutional arrangements and partnerships, sustainability - all this with due account of the constantly and rapidly changing national and local situations.

3.3 Clients:

The principal clients for this evaluation are the project management, ILO constituents in Pakistan, ILO , ILO New Delhi, ILO RO Bangkok, ILO technical units (Rights at Work Sector), CODEV, EVAL and the project donor.

4. Suggested analytical Framework (Issues to be addressed)

The evaluation should address the overall ILO evaluation criteria such as **relevance and strategic fit of the project, validity of project design, project progress** and **effectiveness**,

efficiency of resource use, effectiveness of management arrangement and **impact orientation** and **sustainability** as defined in the *ILO Guidelines for Planning and Managing Project Evaluations 2006*. ILO guidelines on considering gender in monitoring and evaluation of project, 2007 should also be taken into account. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluator should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. Any other information and questions that the evaluator may wish to address may be included as the evaluator see fit.

The evaluation is guided by the ILO's Technical Cooperation Manual and the policies and procedures established therein (see Chapter 7 of the manual - included in list of documentation in Annex 1, including – see Section starting Page 17 for key guiding questions). Based on development objectives, outputs and activities specified in the PEBLIP project document, the mid term evaluation will include, but not be limited to, the following issues:

I. Relevance and strategic fit

1. Does the programme continue to address a relevant need and decent work deficit? Have new and/or more relevant needs emerged that the project should address?
2. To what extent have the recipient stakeholders taken ownership of the project concept and approach since the inception phase?
3. How does the project align with and support national and district development plans (relevant documents listed in Annex I)?
4. How does the programme align with and support ILO's strategies embedded in the DWCP (relevant documents listed in Annex I)?
5. How well does the programme complement and fit with other ILO programmes in the country?
6. How well does the programme complement and link to activities of UN and non-UN donors at local level, including to one UN programme in Pakistan?
7. How well does the project compliment the UNDAF and One UN Programme (relevant documents listed in Annex I)?

II. Validity of design

1. What was the starting point of the programme at the beginning of the inception phase? How and how effective was the program phase carried out? Was a gender analysis included? To what extent were the interests and needs of local communities addressed?
2. Are the planned programme objectives and outcomes relevant and realistic to the situation on the ground? Whether the program adapted to specific (local, sectoral etc.) needs or conditions?
3. Is the intervention logic coherent and realistic?
 - a. Do outputs causally link to the intended outcomes (immediate objectives) that link to broader impact (development objective)? How plausible are the underlying causal hypothesis?
 - b. What are the main strategic components of the programme? How do they contribute and logically link to the planned objectives? How well do they link to each other?
 - c. Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment? How do organizations of IPs and marginalized participate and benefit from the programme?
 - d. What are the main means of action? Are they appropriate and effective to achieve the planned objectives? To what extent have gender-specific means of action been included? To what extent has social dialogue been included as a means of action?
 - e. On which risks and assumptions does the programme logic build? How crucial are they for the success of the programme? How realistic is it that they do or not take place? How far can the programme control them?

4. How appropriate and useful are the evolving rolling indicators of the logical framework in assessing the project's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender-sensitive? Are the means of verification for the indicators appropriate?

III. Effectiveness

As relevant to project progress to date:

- Technical supports and capacity building undertaken at national, district level.
- Level and quality of realized/targeted project outputs.
- What kind of tools have been developed to help achieve the Project's targets.
- What type of products and new approaches has been developed, partnerships and networks have been established and maintained, and to what extent have Inter-linkages been established with other donor-funded projects.
- To what extent is the project reaching the target group, in particular women, youth and local communities etc.
- How has a more "integrated approach" been used to create synergies between the immediate objectives and link different interventions by the project.
- What are signs of emerging impact of the implemented activities on the elimination of bonded labour and poverty reduction
- What outputs have not been implemented and the implementation progress.
- What products and approaches do not show (yet) signs of early impact
- To what extent have international and national consultants contributed to the technical support of the project, including the technical support for mainstreaming gender?
- How has the project acted on the responsibility for implementation and project ownership to date?
- Has the project created or used opportunities for more programme-based approaches and for harmonized management principles within other development partners?
- Should there be any major change in focus, approach, partnerships or implementation strategy? Is the approach building on the comparative advantages of ILO and Federal Ministry and Provincial Departments of Labour?
- Are there any additional achievements of the project over and above what was foreseen in the project document? If so, do these achievements reflect the strategic areas of the project, or the strategic partnerships?
- To what extent has the project managed external factors/risks during its implementation?

IV. Efficiency

As relevant to project progress to date:

1. What is the project's *efficiency* in terms of management and capacity building
2. How efficient has the project budget been used on outputs and activities in comparison with what has been laid out in the project document
3. How efficient has the project been managed, in terms of project information, communication, cooperation, coordination and financial arrangements within the project and with the national and district stakeholders, communication between the stakeholders of the project
4. Should the project seek additional resources for expansion as per potential opportunities available, and if so, what approach should be followed?

V. Impact and Sustainability

1. How has the project started preparing for handover to the Federal Government and Provincial Government of Punjab?
2. What crucial issues from the project document remain to be addressed and what plans are in place for this?

3. Is further capacity building of national and district stakeholders, including the social partners, required, and if so, what are the priorities to be addressed?
4. What should be the role of ILO for the expansion and extension of the project including contributions to the DWCP outputs and outcomes?

5. Main Outputs of the Evaluation

The main outputs of the evaluation are: -

- Inception report – after desk review of the documents in Annex I and the initial discussion with the core team in Islamabad, the evaluator will provide an inception report (2 pages) which contains finalized evaluation framework (systemizing the methodology, identifying the issues to be addressed, subquestions that provide elaboration; and the performance indicators (variables to be considered), sources of information and method of information collection for each issue)
- Preliminary findings to be presented at the stakeholders workshop at the end of evaluation mission
- First Draft of evaluation report
- Final draft of evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template)

The “Evaluation Report” should contain the following contents: -

10. Cover page with key project data (project title, project number, donor, project start and completion dates, budget , technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
11. Executive Summary
12. Brief background on the project and its logic
13. Purpose, scope and clients of evaluation
14. Methodology
15. Review of implementation: in this section, the project’s actual achievements against its plans/targets should be presented clearly and concisely
16. Presentation of findings: findings should be presented according to the structure of the ToR ie using the same headings as in section 4 of the ToR.
17. Conclusions
18. Recommendations (including to whom they are addressed)
19. Lessons Learnt, including a section on good practices
20. Possible future directions
21. Annexes

Quality of the report will be determined by conformance with the quality checklist for evaluation report.

6. Methodology

ILO is engaging a national consultant to undertake final evaluation. The consultants will work under the overall management and responsibility of the ILO Director in Islamabad. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the evaluation team in consultation with the evaluation manager, and will receive technical guidance from the Technical Back Stopping Officer and National Project Coordinator assisted by ILO technical specialists and national and local partners. The review will be completed during the period 29 March - 30 April 2010.

The review will be carried out by examining key documents, and interviewing project staff and stakeholders in the field and in Kathmandu. The evaluation will review the key issues listed above

in Section 3.2. Furthermore, the review will make use of the ILO Evaluation Guidance document of April 2006 and address any other relevant questions contained therein. The evaluation methods include but are not limited to the following methods.

The draft TOR will be shared with relevant stakeholders and the final TOR incorporates their inputs and suggestions.

- The consultant will be recruited to travel to Pakistan to meet with the project team and relevant staff of ILO Islamabad, SRO Delhi, ILO ROAP and ILO technical Unit in Geneva.
- The consultant will review relevant documentations;
- The consultant will travel to project sites and conduct interview/ focus group discussions with stakeholders
- Stakeholder workshop to present the preliminary findings at the end of evaluation mission to all relevant and key project stakeholders. This allows the key findings and key recommendations to be verified by the key stakeholders
- The consultant should propose the methods for data analysis. All data should be sex-disaggregated and different needs of women and men and those marginalized groups should be considered throughout evaluation process
- Draft evaluation report will be shared with stakeholders for their comments and inputs

Source of Information: Sources of information and documentation that can be identified at this point:

- Project documents
- Project midterm evaluation report
- All progress reports
- Relevant DWCP documents
- Relevant national strategies
- etc

The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

7. Management Arrangements, Work Plan and Time Frame

7.1 Management arrangements: Evaluation Manager is responsible for the overall coordination, management and follows up of this evaluation. The manager of this evaluation is Mr. Oktavianto Pasaribu, of ROAP whom the evaluator reports to. Evaluation Officer in RO-Bangkok will provide support and oversee the evaluation process and quality control of the report.

7.2 Evaluator's tasks: The evaluation will be conducted by an external independent evaluator responsible for conducting a participatory and inclusive evaluation process. The external evaluator will deliver the above evaluation outputs using a combination of methods mentioned above.

7.3 Stakeholders' role: All stakeholders in Pakistan particularly the project teams, ILO Islamabad, SRO Delhi, ILO HQ, and donor will be consulted and will have opportunities to provided inputs to the TOR.

7.4 The tasks of the Projects: The project managements provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the evaluator during the evaluation mission.

7.5 A work plan and timeframe:

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager/ Project manager	Feb 2010
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	Feb 2010
Finalization of the TOR	Evaluation Manager	Feb 2010
Approval of the TOR	ROAP	Feb 2010
Selection of consultant and finalisation	Evaluation Manager/ ROAP	Feb, 2010
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project manager	Feb 2010
Ex-col contract based on the TOR prepared/signed	Project manager / ILO Director	Feb. 2010
Brief evaluators on ILO evaluation policy	Evaluation Manager	Feb 2010
Desk Review	Evaluator	15-18 March
Evaluation Mission	Evaluator	19-26 March 2010
Stakeholders Consultation workshop	Evaluator/ project manager	30 March 2010
Drafting of evaluation report and submitting it to the EM	Evaluator	27 Mar-4 April 2010
Sharing the draft report to all concerned for comments	Evaluation Manager	5-9 April 2010
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	12 April 2010
Finalisation of the report	Evaluator	12-15 April 2010
Review of the final report	ROAP evaluation officer	16 April 2010
Submission of the final report to EVAL	Evaluation manager	19 April 2010
Approval of the final evaluation report	EVAL	20-23 April 2010
Follow up on recommendations	Evaluation manager/ ILO Director	26 April 2010 onward

8 Resources Required:

Resources Required: The following resources are required from the projects.

- Cost of hiring external evaluator
 - Fee 30 working days – the breakdown is below:
 - Desk review: 4 days
 - Field visit/mission: 8days
 - Draft report: 13 days
 - Final report: 5 days
 - Travelling cost/ mission cost including the Daily Subsistent Allowance (DSA)

Suggested tentative mission schedule:

- To be confirmed

Travel schedules, means of transport are subject to prior arrangement with ILO

9 Qualification of the Evaluator

- Experience in design, management and evaluation of development projects
- Experience in designing evaluation tools that fit the need of the exercise, conducting desk reviews and evaluation missions, drafting of evaluation reports
- Experience in evaluations in the UN system
- Experience in the areas of human trafficking, bonded/force labour, local development is an advantage
- Experience in facilitating workshops
- Relevant experience in Pakistan
- Ability to write concisely in English

List of Annexes

Annex I. Key Documentation List

Annex II. Suggested organizations and persons to meet

Annex III. Proposed working schedule

Annex IV. List of other key reference materials and websites

Validity of design

1. What were your interventions, please share three highlights of the project? Are there any additional achievements of the project over and above what was foreseen in the project document? If so, do these achievements reflect the strategic areas of the project, or the strategic partnerships?
2. How was the gender dimension incorporated in the program design? How? [Ask for example / case studies] To what extent have gender-specific means of action been included?

Relevance / Strategic fit

3. How is PEBLIP's scope relevant to Pakistan's labor work conditions and bonded labor? While working through the program did you find any areas that needed attention?
4. How does this project relate to your present work/ did it add a new dimension or was it an add-on to your present work? How did your existing capacity [HR etc] match the project requirement?
5. How can PEBLIP help you in raising awareness and help you improve the conditions of labor force in your respective constituency? [Parliamentarians]
6. How did ILO strategies [PEBLIP's scope related] prove to be helpful in revising the existing labor law, and raising awareness in implementing and enforcing the current labor laws. [Secretary law]

Effectiveness

7. How effective is targeting strategy and to what extent is the project reaching the target group, in particular women, youth and local communities etc.?
8. What outputs have not been implemented and the implementation progress? What products and approaches do not show (yet) signs of early impact?
9. How has the program contributed to the capacity building of the implementing partners?

Efficiency

10. How would you describe the value for money, in relation to this project?

Impact / Sustainability

11. What steps have you taken to transition this program from ILO to the stakeholders at all levels?
12. What crucial issues from the project document remain to be addressed and what plans are in place for this?
13. Is further capacity building of national and district stakeholders, including the social partners, required, and if so, what are the priorities to be addressed?
14. What should be the role of ILO for the expansion and extension of the project?
15. What type of products and new approaches has been developed, partnerships and networks have been established and maintained, and to what extent have Inter-linkages been established with other donor-funded projects?
16. What are signs of emerging impact of the implemented activities on the elimination of bonded labour and poverty reduction?