



International Programme on the Elimination of Child Labour (IPEC)



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Office

IPEC Evaluation

Pakistan Earthquake: Child Labour Response

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An independent final evaluation by a team of external consultants

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants¹. The field mission took place in April-May 2011. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

¹ Farwa Zafar and Syed Muhammad Ali

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Evaluators' Note

The evaluation team wishes to express its sincere gratitude and appreciation to all those interviewed for the evaluation – the government officials, UN Agencies, NGOs, community members, beneficiary girls, and boys. The Mission would also like to thank the ILO-IPEC/DED in Geneva, Country Office Islamabad and the PECLRP project team for their inputs, cooperation and support extended during the assignment. Without the assistance and valuable feedback of these individuals the mission would not have covered as much ground or had the opportunity to analysis the project as deeply as it did

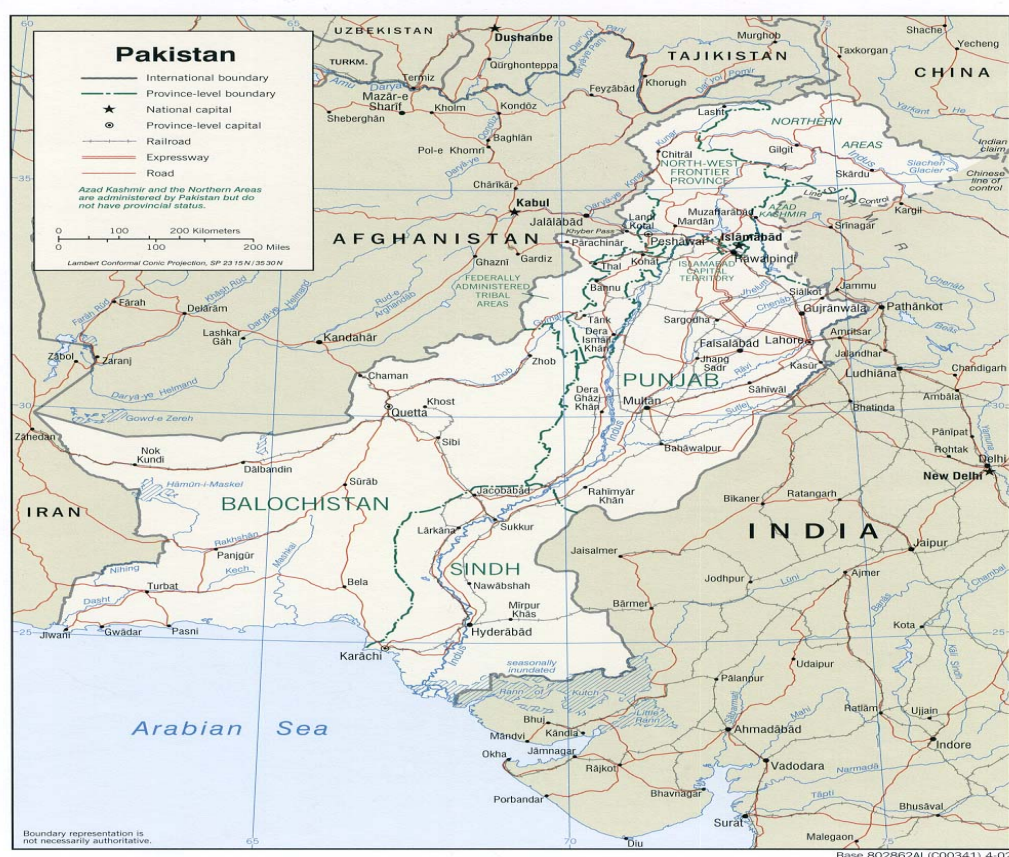
It is our hope that the forward looking lessons and recommendations presented in this final evaluation will positively contribute to the strengthening of on-going efforts to combat child labour especially its worst forms in disaster situations. In addition, it is hoped that the evidence and learning from the evaluation will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future related activities in Pakistan, and elsewhere as well as being used by ILO-IPEC to design future programmes and allocate resources.

List of Acronyms

ADB	Asian Development Bank
AJK	Azad Jammu and Kashmir
AJKRSP	Azad Jammu Kashmir Rural Support Programme
BES	Bright Education Society
BISP	Benazir Income Support Programme
CBLRP	Community Based Livelihood Recovery Project
CCLET	Combating Child Labour through Education and Training
CL	Child labour
CLMN	Child Labour Monitoring Network
CMRC	Committee for Monitoring of Resource Centre
CPU	Child Protection Unit
DoL	Department of Labour
EDO	Executive District Officer
EFP	Employers Federation of Pakistan
ERRA	Emergency Reconstruction and Rehabilitation Authority
HQ	Headquarters
ILO-IPEC	International Labour Organization – International Programme on the Elimination of Child Labour
IPEC/DED	International Programme on the Elimination of Child Labour / Design, Evaluation and Documentation Section
ITA	Idara Taleem-o-Agahi
KB	Khushali Bank
KPK	Khyber Pakhtunkhwa
MFIs	Micro-finance Institutions
MTR	Mid-Term Review
NCHD	National Commission for Human Development
NDMA	National Disaster Management Authority
NFE	Non-formal education
NRSP	National Rural Support Programme

OVCs	Orphans and Vulnerable Children
PAC	Provincial Advisory Committee
PaRRSA	Provincial Rehabilitation, Reconstruction and Settlement Agency
PBM	Pakistan Bait-ul-Maal
PC	Planning Commission
PDMA	Provincial Disaster Management Agency
PECLRP	Pakistan Earthquake Child Labour Response Project
PPAF	Pakistan Poverty Alleviation Fund
PUF	Pakistan Workers Federation
RC	Rehabilitation Centre
SCF	Save the Children Fund
SDC	Skill Development Centre
SDF	Sustainable Development Foundation
SDPI	Sustainable Development Policy Institute
SERRA	State Earthquake Rehabilitation and Reconstruction Agency
SPARC	Society for Advancement of the Rights of the Child
SRSP	Sarhad Rural Support Programme
SSD	Society for Sustainable development
SSNs	Social Safety Networks
TBP	Time-Bound Programme
TPR	Technical Progress Report
USDoL	United States Department of Labour
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDSS	United Nations Department for Safety and Security
WHO	World Health Organization

Maps



Pakistan country Map showing provinces



Map showing seven union councils in Balakot tehsil under PECLR

Executive Summary

This is the report of the independent final evaluation of the ILO-IPEC “Pakistan Earthquake Child Labour Response Project”- PECLRP developed post the October 2005 earthquake that hit Northwestern Pakistan and Azad Jammu and Kashmir AJK regions. PECLRP was implemented in the central earthquake hit areas covering seven Union Councils of Balakot tehsil in the northern province of Khyber Pakhtunkhwa – KPK, Pakistan between 2006 – 2010. Funding for the project was provided by the United States Department of Labor – USDoL. The evaluation was conducted in Pakistan by a team of two independent national consultants with no prior association to PECLRP.

PECLRP was a pilot project and a first time intervention for ILO-IPEC to combat child labour in disaster and emergency context. This final project evaluation was commissioned by ILO-IPEC/DED, IPEC Evaluation function and carried out with their technical support and with the logistical support of the project office in Islamabad, and with the support of the ILO sub-regional office in South Asia in New Delhi. Unforeseen security concerns delayed project start up with eventually closing of the project its activities prematurely in the original location of Balakot in May 2010. In the remaining one year, project activities were relocated to Muzaffarabad, AJK and completed in June 2011.

The purpose of this evaluation was to make an assessment of the project as a whole including project design, strategy implementation and achievement of objectives. Issues of relevance, effectiveness, efficiency, sustainability, key learnings for future and potential good practices were also examined.

The evaluation commenced in Islamabad with an in depth review of documents and reports and initial briefing sessions with ILO-IPEC/DED, the regional office in New Delhi and with relevant USDOL representatives in the U.S. via tele-conference; the PECLR Project team, as well as the ILO Pakistan country office officials in Islamabad. Stakeholder meetings in Islamabad were followed by visits to Peshawar, the KPK provincial capital for meetings with implementing partners and related provincial departments for child labour and disaster management. Subsequently field visits to project locations in Muzaffarabad and Balakot were carried out, ending with meetings at the district level in Mansehra. The team visited a total of 16 locations. The evaluation followed a mixed methods approach for data collection using an evidence table - structured according to the key issues outlined in the TORs² - to organize and analyze feedback obtained from observations, document reviews, interviews and group discussions.

Preliminary findings and conclusions were presented at a Stakeholder Briefing Workshop to obtain feedback, boost ownership and foster learning among the stakeholders. Briefing sessions were held with ILO-IPEC/DED and Pakistan country office after the workshop. Feedback from the workshop was included in the draft report sent to ILO-IPEC/DED within two weeks.

This report is structured according to the different criteria of the ILO Evaluation Framework as outlined in the ToRs, namely context, relevance, effectiveness, efficiency, impact, and sustainability along with learnings for future and good practices. Each dimension is subdivided into a number of key issues addressing the questions outlined in the ToRs. Conclusions and recommendations are presented at the end of each criterion.

Learning for future

1. Future interventions

A first learning from PECLRP indicates that ILO can take forward lessons learned through this pilot response for addressing child labour issues within a disaster context. ILO can plan to locate itself in responses to disasters in addressing child labour where vulnerable children are not only provided NFE and mainstreamed into schools, but follow-up interventions are put in place to ensure that these children

² The evidence table contained over 400 pieces of evidence gathered from desk review, interviews, FGDs and observations

remain in school, and that their families are sufficiently empowered & economically uplifted durably to help prevent putting their children to work.

2. Robust exit strategies needed

Clearly articulated exit strategies supported by sustainability mechanisms should be robustly inbuilt in the project design. All implementing partners need to have a shared understanding of how to integrate sustenance in its activities to enable a successful phase out when exiting.

3. Programmatic linkages between local community and government are vital

One important lesson learnt from PECLRP was that things work well where local communities and government work together in Child Labour interventions. Joint involvement of local community and government in project strategies not only bolsters ownership but helps to develop a common understanding. These can be the beginnings of sustaining activities beyond the project duration

To ensure such collaboration, future ILO/IPEC projects must ensure formal agreements between communities and line departments to ensure that effective mechanisms can be sustained at the community level to help prevent child labor.

4. Capacity building is a long term effort

Project design must reflect that institutional capacity building is not achieved over a short term intervention such as the PECLRP. More than just one day trainings are required to enhance capacity of relevant government departments to address child labour issues post disaster emergencies. Long term investments sequentially building upon advocacy, engaging in deliberative discussions, forging a common perspective on an issue, and integrating these as part of the government priority must be realized at the onset.

5. Empower families for economic uplift

Approaches for addressing child labor without adequately empowering families for their economic uplift are not the most appropriate or effective strategy.

6. Need for timeliness and preparedness of response

Intervention in disaster emergencies have immediate needs and must be addressed as these needs arise.

7. Availability of Data

In order to assess the impact the project has made in achieving its objectives surveys for data collection must be part of contingency planning.

8. Synergies with other child protection interventions required

Post disaster interventions addressing child labour issues must approach child labour as a broader issue, and must consider the vulnerabilities of children beyond withdrawal and prevention from CL and be inclusive of child protection issues. These would include child trafficking, child sexual trafficking. Future project interventions should place a greater emphasis on undertaking advocacy relevant to project objectives at the lower levels of government, and linking this advocacy with policy interventions at the higher level to ensure that the required enabling environment is created for their interventions. This learning was also endorsed by stakeholders during the project evaluation workshop.

Potential Good Practices

1. Mainstreaming earthquake affected children into formal schools

Mainstreaming of at risk and currently involved children in CL into formal government schools after receiving 2 years of NFE at the Rehabilitation Centres (RCs) can be viewed as a flagship achievement of PECLRP. The formation of a Project Advisory Committee and the involvement of the Executive District Officer (Education) in PECLRP facilitated the mainstreaming process, which remains noteworthy for any similar future interventions. Replication must also factor in follow-up to ensure that mainstreamed children do not drop out after they have been mainstreamed into government schools, and the linkage of this mainstreaming activity with supplemental measures such as empowering families of vulnerable children to ensure that their children can remain withdrawn or prevented from engaging in child labour.

2. Leadership and entrepreneurial skills developed through PECLRP

Leadership and entrepreneurial skills developed by the community members through the PECLRP platform is a positive outcome of this intervention.

3. Community ownership of RCs

Successful community mobilization reflected in the taking over of 8 RCs by the community at the end of the project in Balakot was a good practice and helped to bring awareness on child labour issues to the forefront as a priority concern.

General Conclusions and Recommendations

General Conclusions

1. The PECLR project was relevant and provided useful experience and learning for ILO to build upon and utilize in refining and defining its future strategies and posture as a player in the disaster and post disaster context in Pakistan and elsewhere. It provided a platform for ILO to understand how it can sharpen its robust child labor skills and tailor them to meet post disaster context needs. It also afforded ILO with the opportunity to develop an understanding of the many needs, nuances and dimensions of working in a humanitarian context – as disaster and post disaster situations demand a humanitarian response - which is different from the development intervention mode.
2. As a response to a specific disaster need, PECLRP was late in coming initially and missed responding to some of the needs as they arose immediately after the earthquake disaster. Project has left a light footprint in the target areas but not quite reached the level of developing sustainable ownership and building capacity for momentum build to be lasting.
3. Circumstances beyond control of the project such as security concerns due to increasing conflict situation in KPK stressed project implementation and attainment of key objectives with three time relocation of project management offices and subsequent premature closing of project activities in Balakot. UN DSS security related directives are required to be complied with.
4. Post disaster interventions are more effective if approached thematically in partnership with other actors who each bring their skills to jointly address a problem within its broader context. The PECLR project designed as a pilot to specifically highlight child labour prevention in post disaster emergency contexts however, was not embedded programmatically with other pressing child and socio-economic issues present in disaster, post disaster and complex emergencies, and was operating mostly in a silo. For
5. Implementing partners for PECLRP had a good working knowledge of ILO aims, objectives and processes and senior staff are well versed in child labour issues. Meetings with field staff showed varying degrees of relevant skills. While some staff was excellent in their understanding of the

issues, and their ability to translate plans into action other staff could benefit from capacity building trainings.

General Recommendations

1. In line with a key learning from PECLRP, ILO-IPEC should look ahead and plan to respond to addressing child labour related issues in disaster, post disasters and complex emergencies in Pakistan and elsewhere. Pakistan is the disaster hot spot and ILO-IPEC also has the opportunity to be responding to pressing child labour needs such as in the conflict affected areas in FATA, KPK, or the flood affected areas across the four provinces in the country.
2. To do so however, ILO-IPEC will have to make important decisions on its role as a leader in humanitarian response in emergencies and disasters. ILO would need to chalk out a strategic direction for its perceived emergency focus areas. This would include not compromising the humanitarian principles of independence, neutrality and impartiality during emergency response activities.
3. ILO-IPEC should have an overall emergency response section under which each country office would prepare contingency plans and develop appropriate links with local actors and disaster related stakeholders. Preparedness should also focus on Disaster Risk Reduction approaches for child labour interventions. ILO-IPEC should open more communications with UN OCHA it being central to coordination in disaster and post disaster situations.
4. ILO-IPEC through country office should actively scale up advocacy efforts with policy makers, thought leadership bodies such as The National Steering Committee for CL and disaster management authorities on a war footing to infuse child labour into disaster related policies and resource mobilization. This will help in monitoring responses to child labour issues.
5. ILO media project should partner with ILO interventions in disaster contexts to create awareness and highlight child labour concerns for a bolder impact.
6. As ILO is new to implementing interventions in post-disaster contexts, and PECLRP being a pilot initiative focused on learning for application in future programme and planning, a lesson learned exercise on the process and future ILO role in emergency contexts should be held in Geneva in the upcoming month.

1. The Context

1.1 Child Labour in Pakistan

1. Child labour, especially in its more exploitative forms, has been a concern for all concerned stakeholders in Pakistan since the past several years. Growth of child labour in Pakistan has been attributed to three major factors: poverty, an inadequate schooling system and unemployment or underemployment of adults. Worsening social and economic conditions are contributing to further growth of child labour. However, despite its international commitments to combat child labour, there is still no reliable data available on the incidence of child labour in Pakistan. The enrolment rate at primary level is an estimated 62% and latest figures show 7 million children are out of school. Moreover, the World Bank estimates there are about 8-11 million boys and girls in child labour, with half this number under 10 years of age.³

1.2 ILO interventions to combat child labour

2. ILO programmes under the ILO-IPEC aim to assist government efforts to implement National Action Plans on the elimination of the worst forms of child labour in ten countries. Besides the government, employers, trade unions and NGOs are the main project partners for ILO-IPEC interventions. In Pakistan, the ILO-IPEC umbrella project includes support to Pakistan's National Time-Bound Programme, implemented within the framework of the ILO Minimum Age Convention, 1973 (No. 138) and the Worst Forms of Child Labour Convention, 1999 (No. 182), aims towards progressive elimination of child labour. ILO Decent Work Country Programme (DWCPs) has also been introduced in Pakistan, which provides a tripartite mechanism (comprising of government, workers and employers) whereby elimination of child labour is part of its ongoing work on standards and fundamental principles and rights to guarantee decent work for all adults.⁴

1.3 Child Labour issues and response in the post earthquake scenario

3. An earthquake registering 7.6 on the Richter scale hit Pakistan on 8 October 2005, resulting in colossal loss of human lives and tremendous damage and destruction to housing, infrastructure and economic assets. Mansehra district in the Khyber Pathunkwa province (KPK) and Muzaffarabad in Azad Jammu Kashmir (AJK) were amongst the most severely earthquake affected areas in Pakistan.
4. A large number of poor families, including children, were directly affected by the earthquake in the above mentioned areas, and thus became subjected to a high degree of vulnerability. Multitudes of school-going children were left without schools, teachers and teaching supplies. Household incomes had been suddenly eroded due to the ensuing destruction placing increasing pressure on already resource constrained families. According to some estimates, children made up half the population of the affected areas.⁵ Such vulnerable children, especially those who had been orphaned, separated, become unaccompanied or were disabled, were also exposed to increased risks due to lack of safe shelter and protection against various forms of abuse and exploitation. Girls were also placed at an increased risk of being trafficked, abducted, being sold into forced marriage, and subjected to violence and abuse, besides additional socio-economic marginalization. Moreover, the increasing demand for unskilled labour in the informal sector, accompanied by the destruction of the educational facilities and household incomes led to fears

³ This information is available at <http://www.dol.gov/ILAB/media/reports/iclp/sweat/pakistan.htm>
Last accessed may 03, 2011

⁴ For Pakistan DWCP 2005-2009 and 2010-2015, see:
http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_pakistan_final-2005-09.pdf and
http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_pakistan_draft-2010-15.pdf

⁵ Maya Dollarhide, 2005, 'South Asia earthquake: Children in need of medical care'. Newline, Unicef. Available at:
http://www.unicef.org/infobycountry/pakistan_28625.html.

that many poor children, including boys and girls, would fall prey to exploitative forms of child labour.

5. Children's dependent position, coupled with their parent's inability to send them to school, was considered to put affected children at high risk to child labour and other forms of exploitation. A joint assessment report by the Asian Development Bank (ADB) and World Bank estimates, around 5,690, of the over 7,669 damaged schools as primary and middle schools.⁶ About half of these damaged school structures collapsed or were deemed beyond repair.
6. The Government of Pakistan created in 2005 the Earthquake Reconstruction and Rehabilitation Authority – ERRA to cope with the disaster, and donor support also began pouring into the affected regions. Subsequently, through the National Disaster Management Ordinance 2006, the apex policy making body the National Disaster Management Council and its executive arm the National Disaster Management Authority were set up with the aim of changing national responses to emergency situations from a reactionary model to an active prevention, mitigation and preparedness model. A wide range of relief and rehabilitation programmes were launched in the earthquake areas. UNICEF took the lead in implementing child protection measures including the identification of children, registration, prevention of sexual abuse and exploitation. Other agencies like UNESCO and WHO and international and national child focused NGOs implemented child focused activities. Clusters were rolled out by sector and provided a platform for information exchange and coordinating sector activities and assessments. It is in this backdrop that ILO-IPEC launched the Pakistan Earthquake Child Labour Response Project – PECLRP.

⁶ World Bank and ADB, 2005, Pakistan earthquake: Preliminary damage and needs assessment. Available at: www.adb.org/Documents/.../pakistan-damage-needs-assessment.pdf

2. Objectives and Methodology

2.1 Objectives

7. A final independent evaluation of the International Labour Organization - International Programme for the Elimination of Child Labour ILO-IPEC supported Pakistan Earthquake Child Labour Response Project – PECLRP was carried out in April-May 2011, coinciding with the close of project activities in relocated project area of Muzaffarabad, AJK and one year after project activities closed down in the original project location of Balakot, KPK. The purpose of this evaluation was to make an assessment of the project as a whole including project design, strategy implementation and achievement of objectives. Issues of relevance, effectiveness, efficiency, sustainability, key learnings for future and potential good practices were also examined. The Terms of References TORs which define the purpose and tasks of the evaluation are attached as annex 1.
8. This was the first, only and the final evaluation undertaken of the PECLRP, which originally was designed as a three year project (starting one year after the earthquake struck in October 2005 - from September 2006 and completing in November 2009) to be implemented in the central earthquake hit areas covering seven Union Councils of Balakot Tehsil, District Mansehra, in the northern province of Khyber Pakhtunkhwa-KPK. However, due to delays (owing to funds disbursement lags and unforeseen security concerns) in project start up and implementation, the project dates were revised three times during this period. Furthermore, due to the rising security concerns the project activities were closed down in Balakot area in June 2010 and the project was relocated to a new location - Muzaffarabad, in AJK (this was about 30 kilometers from Balakot) in June 2010. In light of the epic floods in Pakistan which hit and affected Muzaffarabad – the new project location as well, the project activities could only pick up pace in September 2010 and were completed in April 2011. Although an independent mid-term review planned to be undertaken sometime in 2008-2009 was structured in the project design and work plan, it was not commissioned and thus not undertaken mainly due to security related concerns in the project areas.
9. This final project evaluation was commissioned by ILO-IPEC/DED and carried out with their technical support and with the logistical support of the project office in Islamabad, and with the support of the ILO sub-regional office in South Asia in New Delhi.
10. The evaluation was conducted by a team of two independent consultants with no prior association to PECLRP⁷. The evaluation commenced in Islamabad with an in depth review of documents and reports and initial briefing sessions with ILO-IPEC/DED, the regional office in New Delhi and with relevant USDOL representatives in the U.S. via tele-conference; the PECLR Project team, as well as the ILO Pakistan country office officials in Islamabad. Stakeholder meetings in Islamabad were followed by visits to Peshawar, the KPK provincial capital for meetings with implementing partners and related provincial departments for child labour and disaster management. Subsequently field visits to project locations in Muzaffarabad and Balakot were carried out, ending with meetings at the district level in Mansehra. A member of the project management team accompanied the team to the field visits to Muzaffarabad & Balakot areas and to Peshawar and Mansehra. At the end of the field visits a Stakeholder Briefing Workshop was held in Nathia Galli, KPK to present preliminary findings and conclusions and obtain feedback, boost ownership and foster learning among the stakeholders. Briefing sessions were held with ILO IPEC DED and Pakistan country office after the workshop.

⁷ The evaluation team consisted of two national consultants Farwa Zafar (Task Lead) and Syed Mohammad Ali. See Bios in Annex 8

2.2 Structure of Report

11. This report is structured according to the different criteria of the ILO Evaluation Framework as outlined in the ToRs, namely context, relevance, effectiveness, efficiency, impact, and sustainability along with learnings for future and good practices. Each dimension is subdivided into a number of key issues addressing the questions outlined in the ToRs. Conclusions and recommendations are presented at the end of each criterion. This is done to explicitly demonstrate how the conclusions and recommendations are based on the emergent findings.

2.3 Evaluation Approach & Methodology

12. The evaluation followed a mixed methods approach for data collection using an evidence table - structured according to the key issues outlined in the TORs⁸ - to organize and analyze feedback obtained from observations, document reviews, interviews and group discussions. The data-collection techniques were inserted accordingly under each of the corresponding issues. This structured input of information allowed the team to (i) attain overview of data collected, (ii) identify trends or patterns within the data collected that are related to the evaluation's key issues, and (iii) check on any information gaps. As the evidence build up, substantiated key issues emerged, which allowed the team to draw conclusions and provide recommendations.
13. The findings of the evaluation are based on:
 - A desk review of key documents, web-pages and other relevant publications. *References are outlined in the bibliography attached as Annex 7.*
 - Individual and group semi-structured interviews with over 256 key informants covering project management, government and other stakeholders and beneficiaries. *Annex 3 provides a full list of people met, by organization, affiliation, location, and the type of interview method used.*
 - Direct observation during visits to 16 different locations. The team visited all four project locations in Muzaffarabad and 8 locations in Balakot, along with visits to KP provincial capital, Peshawar and to Mansehra district offices, as well as having consultations with relevant stakeholders in Islamabad. *Annex 3 outlines the list of locations visited and the number of direct beneficiaries, and other relevant stakeholders interviewed at each location.*
 - Approximately 73 meetings in Pakistan with ILO Project, Government officials, I/NGOs, employers and worker groups, beneficiaries-girls, boys, mothers, and community members; and tele-interviews with ILO-IPEC/DED and ILO Regional Office, New Delhi.
 - The team collected over 400 pieces of evidence as bullet-point notes. These were triangulated in order to present the following preliminary findings.
 - Direct observation of coordination process at provincial, district and UC level. The evidence collected was used as basis to draw conclusions and recommendations. To the degree possible, the evaluators triangulated data and drew on multiple sources to ensure that findings presented below could be generalized and were not the result of bias or views of a single agency or single type of actor involved in the response. The evaluation team cross-validated information as follows: documents against interviews; research/documentary evidence against interviews; observation against interviews. The team strived to ensure that data collected from different sources is as solid evidence as possible to ensure consistent analysis.
 - The findings emerging from the field-work were subsequently discussed with relevant stakeholders in a consultation session, and the feedback from this consultative process was also taken into consideration and reflected as appropriate while preparing this evaluation report.

⁸ The evidence table contained over 400 pieces of evidence gathered from desk review, interviews, FGDs and observations

2.4 Evaluation Constraints

14. Writing this report has been challenging, especially due to the particular circumstances in which the project was implemented and travel restrictions during the evaluation mission. These circumstances relate to the unforeseen and rising security concerns due to militancy and terrorist activities in the KPK province after the launch of the project affecting districts where the project was being implemented as well.⁹ Along with these impediments, the PECLRP intervention was a first time initiative for ILO-IPEC in the post-disaster context in Pakistan and as such ILO was not very experienced in dealing with nuances related to working in humanitarian circumstances, including unforeseen security situations. Adjusting to these realities restricted and delayed project implementation. Following are the key constraints/limitations of the evaluation encountered by the evaluation team:
15. *The only evaluation:* Despite scheduled project mid-term evaluation, no earlier review was undertaken due to rising security issues in the project locations and ensuing restrictions on travel to the field. The evaluators lacked benefitting from any insight and assessments presented by earlier reviewers.
16. *Timing of the evaluation:* The final evaluation was carried out almost one year after the project had ended in project site of Balakot, KPK and IPs had closed down their district offices and field presence. As a result the team could meet with a lesser number of field staff and beneficiaries than expected in Balakot, as a number of these respondents were not available (as one year had elapsed) at the project locations during the evaluation team visit. The project ran only for about 6 months in Muzaffarabad and the evaluation team found this to be too short a time to expect substantive project impact.
17. *Time and physical constraints:* Due to limited time for the field visits (4 days in field sites - Muzaffarabad and Balakot and stakeholder interviews in Mansehra, Peshawar, and Islamabad) and physical access issues due to the difficult geographic terrain of project sites, the team could not visit as many of the villages as desired, where the Rehabilitation Centers - RCs were active during the project's life in Balakot area. To maximize coverage and obtain wider beneficiary feedback within the time available, the team split up at several locations. The team carried out walk in interviews with stakeholders in the field as some group meetings/focused group discussions with project beneficiaries could not be coordinated as planned. This was due to the sudden change of travel plans of the evaluation team to the field as a result of a high profile security alert¹⁰ in Mansehra district during the time that the field visits had been initially scheduled.
18. Individual interviews and group focused group discussions -FGDs were held with - parents, teachers, children and mothers - beneficiaries in the target communities of Balakot and Muzaffarabad areas. All 4RCs were visited in Muzaffarabad, whereas 25% of the 28 RCs/villages were covered by the evaluation team in Balakot. As noted earlier numbers interviewed and places visited were smaller than anticipated (but were a good representative sample-as villages visited covered varying criteria for assessment, including covering all Implementing Partners, remoteness/access, RC sustainability status/performance & links to MFI/SSN) and as such the analysis and findings are limited to feedback from these groups as well as various stakeholder meetings and documentation reviews. There could be minor varying beneficiary perceptions in areas not visited, but the evaluation team is confident that the findings presented in this report are largely representative of the project, given that an adequate sample of respondents was consulted for formulating the evaluation conclusions.

⁹ Pakistan's role in the "Global War on Terror" post 9/11 presented Pakistan with a complex security environment leading to huge internal displacement crisis due to military action to combat the militants in the FATA region and the KPK province, in particular.

¹⁰ The United States operation against Osama Bin Laden was conducted during the evaluation, creating a tense situation.

19. *Security Concerns:* Due to unforeseen security alerts arising as a result of a high profile counter-militant activity, travel to Mansehra district was postponed. The evaluation team had thus to reschedule its planned field visits to project locations in Mansehra due to these security concerns, thereby resulting in time being consumed for planning and rescheduling interviews/ travel and this affected organization of group meeting with beneficiaries.

3. Findings

3.1 Relevance

3.1.1 Rationale

20. The magnitude of the October 2005 earthquake had a detrimental impact on children and families and underscored the need for coordinated efforts to ensure that vulnerability issues including the plight of vulnerable children are addressed in all its forms. Children in post disaster context are one of the most vulnerable and badly affected groups especially those who are separated from parents, families and need more protection and also as majority are left without schools, teachers, teaching supplies etc. Child protection issues thus surfaced as a priority concern to be addressed (especially for the orphaned, disabled, separated, unaccompanied) exposing children to increasing risks from lack of safe shelter and protection against various forms of exploitation and abuse, including among others child labour, child trafficking, and child sexual abuse.
21. Child labour issues were found to be prevalent among boys and girl children prior to the earthquake in the target areas of Balakot and Muzaffarabad although girl children were found to be less exposed to hazardous forms of child labour as compared to boys. PECLRP implementing partners - IPs noted during the stakeholders' workshop that girls are engaged in tilling farm ridges and grazing cattle in mountainous regions within the targeted project locations, the evaluators beneficiary feedback and field visits showed that prevalence of girls in harsh forms of child labour was low as compared to boys and not very common across the targeted population. Nonetheless, the earthquake did make all these children more at risk to child labour including worst forms of child labour (WFCL), especially as vulnerabilities of families increased due to loss of employment which increased pressure on children to drop out of school and work to support family livelihoods. According to Save the Children (SCF-Sweden) report released in 2007 (based upon a survey of approximately 5,000 children in the quake-affected districts of Battagram, Abbotabad and Mansehra), prior to the earthquake, approximately 20 percent of children worked. Subsequent to the earthquake, some 35 percent of children in these areas had begun working¹¹.
22. The PECLR intervention was supportive of the Time Bound Programme supported by ILO-IPEC and the broader goal of the Decent Work Country Programme (DWCP) within the framework of the ILO Minimum Age Convention, 1973 (138), the Worst Forms of Child Labour –WFCL Convention, 1999 (182) ratified by Pakistan and in line with the overall goal of progressively eliminating child labour through strengthening the capacities of countries to deal with the problem.
23. The project also responded to the Government's commitment to the Convention on the Rights of the Child through Pakistan's National Plan of Action for Children and sought to assist the government of Pakistan to fulfill its commitments to national and international conventions on child rights and child protection by advocacy and building all stakeholder's capacity to integrate child labour issues in disaster and emergency situations.
24. By bringing children out of school children to NFE programmes for eventual mainstreaming in formal schooling opportunities, the project contributed to achieving educational attainments and contributing to address what is now seen as an education emergency in Pakistan¹².
25. Through imparting skill training and creation of linkages to social safety nets, micro loans and business groups, the project intended to support Pakistan's poverty reduction and social protection strategy objectives of human resource development for combating poverty.

¹¹ See <http://www.reliefweb.int/rwarchive/rwb.nsf/db900sid/SKAR-7EYF9L?OpenDocument> report dated May, 25, 2008

¹² The education task force in Pakistan has launched a push to create awareness on the education crisis in Pakistan called "Education Emergency"

26. Against this backdrop, and with reference to evidence gathered during its review and field mission, the evaluation team found the concept of developing a project in response to the urgent need for an intervention that specifically focuses on child labour in the earthquake affected areas in Balakot, KPK to be well justified. PECLRP rightly filled the void of addressing children at risk of, or involved in child labour in the disaster hit areas after the earthquake. PECLRP was in the spotlight to be the first ever project bringing child labour issues into specific targeted focus in disaster contexts in Pakistan. PECLRP aimed at creating awareness of this critical issue, and addressing a pressing need and filling a priority gap in the post-disaster context.



Girl child grazing goats near targeted village of Shangrian, Balakot

27. The relocation of project activities to Muzaffarabad, AJK for one year remaining project duration was not found to link up significantly to children's real-time needs. The details of project strategies and design in Muzaffarabad are discussed in a separate section below.

3.1.2 Project Design and Strategy

28. The project as originally designed was a three year project to be implemented in Balakot Tehsil, in the province of KPK. The design and strategy assessment looks at the project document in terms of its original targeting. A separate following section will discuss the design aspects of the project relocation to Muzaffarabad, AJK.

Humanitarian context

29. Findings related to project design and strategy highlight that PECLR project a first time venture for ILO in a disaster milieu in Pakistan¹³ was designed as an emergency intervention in a humanitarian context but without adequate well thought out humanitarian response requisites factored into the project design. The project design was not reflective of issues specific to humanitarian responses and overall displayed features of a general development intervention. Among others these would be rapid response, flexibility to adapt to changing circumstances, joint rapid needs assessments, decentralized decision making mechanisms, and working in security situations, A lack of relevant understanding, expertise, preparedness and capacity within ILO-IPEC to respond to emergency situations contributed to this.
30. According to the information provided to the evaluation team, experience from previous ILO-IPEC projects to combat child labour in Pakistan were utilized in designing the PECLR

¹³ ILO-IPEC had piloted small scale post-tsunami interventions in Indonesia and Sri Lanka previously, but no in depth evaluation of these programmes had been undertaken

project, such as the Combating Child Labour through Education and Training (CCLET) and the Project of Support to the National Time Bound Programme – POS on the elimination of the worst forms of child labour. Aspects of the vocational training programme and NFE programmes were picked up from these projects as good practices. However, these projects were not set in a post-disaster context, and thus the good practices needed to be adjusted to match the real-time needs of target communities emerging post earthquake.¹⁴ These would include among others training duration/timings, and type of skills imparted to boys and girls. Feedback from stakeholders highlighted the need for an NFE cycle of a longer duration to be more useful, especially in terms of withdrawing them from child labour on a sustainable basis. A key finding was replacing the NFE approach with a formal education approach as the latter was more effective and better met children's needs.

31. The evaluation team found the overall design of the project lacking flexibility features crucial to an emergency response such as rapid start with rapid funding available, prioritization of activities according to shifting beneficiary needs, etc. The project design featured an ambitious timeframe for meeting most of the immediate objectives. The logical framework of inputs and activities to achieve outputs and objectives were not structured clearly in the project document. Activities for some project activities were insufficient and not clearly articulated to achieve the desired objectives, especially activities for the policy impact. The project document presents many plans for achieving objectives but these were found not to be implemented. Among others, these included:
 - Working closely with the Planning Commission, with ERRA, the Ministry of Social Welfare and Special Education through trainings and workshops at the federal level.
 - At the district/community levels, PECLRP aimed at enhancing coordination and participatory planning of recovery efforts; and
 - Forging partnerships through child labour focused capacity building and integration in programmes of child focused agencies, organizations and projects such as UNESCO teacher training activities in earthquake hit areas
32. Based on the information available and respondent feedback, the evaluation team did not come across these targets followed up as proactively as outlined in the project document. The project design did not fully articulate how and when these objectives could be achieved and the work plan and log frame shared with the evaluators did not reflect this either. Findings from the stakeholder interviews showed that efforts were made to fulfill these objectives, but consistent project delays due to circumstances beyond project management control like, restricted staff travel due to ongoing security concerns, and suspension of activities/office closures impacted and slowed down the project progress.
33. The project design did not adequately articulate targeting criteria for the NFE programmes such as relevance of NFE programmes for children over 14 years of age; the vocational training duration was found to be of a shorter duration and the programme lacked clearly structured activities with timelines and inputs for links to micro-finance and other income sources. Similarly, the capacity building activities were not balanced with the results expected—one day trainings were not found to be adequate for building capacity of stakeholders as outlined in the Project document (Prodoc); similar findings were reflected in the advocacy activity to impact government policies. The strategies were ambitious and resources and activities for these were not commensurate with the objectives to be achieved.
34. For numerous activities there was only one indicator shown against different activities e.g. in immediate objective 1 there are 7 activities and only one indicator to show results. The evaluators

¹⁴ The evaluation team did not receive information on whether ILO interventions to address child labour issues in Post-Tsunami context in Indonesia and Sri Lanka in 2005 were utilized in the design of the PECLR project.

found the reporting presented in the TPRs to be confusing at times and feedback was triangulated against interviews and field visits to obtain clarity on status of targeted project activities.

Linkages and collaboration

35. The Prodoc acknowledged the multi-disciplinary nature of child labour issues in disaster situations such as the earthquake in Pakistan to require an increasing focus on coordination, at both institutional and operational levels with government and non-government actors. Yet the evaluation team found that activities in the work plan to implement these strategies were not commensurate with set targets. The project strategy mentions achieving of coordination through establishing linkages, communication channels and sharing of experiences with other programmes/ agencies working in the target areas; but it does not spell out how and when these collaborative partnerships were to be structured during project implementation. The project design talks of links to the Skill Development Centre in Balakot, the Employment Information Centre in Peshawar, and links of families with district administration and union council staff to receive provincial special funds as a source to increase income levels, yet the evaluation team did not find specific earmarked activities to meet these objectives.

Lack of comprehensive data

36. Project technical reports and the project needs assessment survey have noted that no reliable/comprehensive child labour survey was available at project start up. The last CL baseline survey was conducted in Pakistan in 1996. To meet this need a needs assessment of child labour prevalence was then carried by PECLRP IPs to gather relevant data in the project locations. Not having comprehensive data to use for selection of target communities for PECLRP action programmes served as a constraint. Baseline data serves to benchmark existing situation so as to measure progress in number of children in schools, and in various CL activities. Usually in emergencies a McRAM-Multi-Cluster Rapid Needs Assessment Mechanism is used as an assessment tool to provide for speedy and reliable information. The broad needs assessment of the seven targeted union councils by the IPs presented limited data which did not allow progress to be measured in the most accurate manner. Feedback from the stakeholder workshop endorsed this finding.

Broader Approach

37. PECLRP could have benefitted from a broader approach which also tackled the underlying vulnerabilities of families in order to more effectively and sustainably address prevention and withdrawal from child labour. An integrated approach would include synergies with other children focused interventions concerning child protection, preventing trafficking and exploitation, and promoting education and health, along with livelihood support programmes thus ensuring households of their economic empowerment.
38. The PECLR project designed as a pilot to specifically highlight child labour prevention in post disaster emergency contexts however, was not embedded programmatically with other pressing child and socio-economic issues present in disaster, post disaster and complex emergencies, and was operating mostly in a silo. For example, as a result of disaster a child may have other unmet needs which need to be addressed in order for the child to withdraw from work – if there is no potable water available-a child might not link up to the NFE programme as he/she has to travel a distant to fetch water. If partnering with another agency to fill the water need, the child would be prevented or withdrawn from child labour activities. Gaps such as these served as a constraint in the overall effectiveness and impact of the project.

Sustainability

39. The project design clearly outlines importance of structuring sustainability in achieving project objectives. However, in order to achieve sustainability beyond the life of the project, a clearly

developed exit strategy was needed. Without an exit strategy achieving durable ownership and sustaining activities beyond the project life, cannot be realized.

Relocation to Muzaffarabad

40. The shifting of project location from Balakot to Muzaffarabad, an unplanned development arising from unforeseen security related issues, though a joint well deliberated decision of USDOL, ILO-IPEC HQ and ILO Pakistan Country office, yet the evaluation team found that the project relocation was not the most optimal use of remaining resources in the remaining one year of the project. The project design implemented in the relocated geographical area of Muzaffarabad, AJK was not well matched to existing beneficiary needs. The geographic proximity of Muzaffarabad to Balakot was given a higher priority in making the shifting decision, rather than focusing on matching the local needs of the selected community, given that no significant change was made in the project design. Even altering the NFE component into a literacy programme was based on the need to meet the project deadlines, instead of community requirements. A key issue was the duration of the project against the objectives to be realized and outputs to be produced. A one year programme with actual activities, duration covering approximately six months was not adequate to merit realistic achievement of objectives and literacy programme mismatched with children who were drop outs of classes 3-4 and for mainstreaming children into government schools.

Conclusions

41. Child labour existed in varying degrees of severity (WFCL) in the targeted project locations, and this variance was also evidenced within a target community.
- 432 PECLR Project was relevant in the context of withdrawing and preventing children from child labour, and focusing on drawing attention of stakeholders to child labour issues in post-disaster contexts in Pakistan.
43. By bringing out of school children to NFE programmes for eventual mainstreaming in formal schooling opportunities, the project contributed to achieving educational attainments and contributing to address what is now seen as an education emergency in Pakistan.
44. Lack of rapid and flexible management mechanisms inbuilt in the design of the PECLRP project caused delays and affected smooth project performance and timely realization of immediate objectives.
45. Design of project to commence a year after earthquake hit Pakistan and subsequent project start-up delays missed targeting children in need in the immediate months after the earthquake and making programmatic linkages with actors implementing child focused interventions.
46. Design of interventions to respond rapidly in emergencies is most crucial to achieving effective results as the situation is not static and needs require to be prioritized, and correspondingly met in a sequential manner, as and when they arise, ranging from immediate relief, to recovery, then to rehabilitation .
47. Combating child labour prevalence in disaster contexts is a complex issue and difficult to eliminate through stand alone and single-focused approaches. Unless strategies are used to economically empower children's families, addressing factors such as poverty and lack of quality education, sustainable withdrawal of children from all forms of child labour will not be achieved.
48. PECLRP was a bit ambitious in seeking to achieve objectives of robust capacity building through one time awareness forums and impacting policy making with the resources and time built in for the project (actual implementation of activities about two years). Change is a gradual process and sustainability is a process and PECLRP was also a process and should not be seen as an end in itself. PECLRP was a bit ambitious in seeking to achieve objectives of robust capacity building

through one time awareness forums and impacting policy making with the resources and time built in for the project (actual implementation of activities about two years). Change is a gradual process and sustainability is a process and PECLRP was also a process and should not be seen as an end in itself. Design of vocational training modules were insufficient in terms of time and content to achieve the desired results of sustainable economic empowerment.

49. Literacy classes designed for about six months were not found to be adequate to help withdraw children from child labour and mainstream these children in formal schooling, as implemented in Muzaffarabad.
50. Non-formal education and vocational training programmes under PECLRP provided needed opportunities to the children & mothers, but their impact on permanently withdrawing children from worst forms of child labour is not assured.
51. There was no specific, nor carefully calculated, exit plan designed into the project, especially for the Muzaffarabad intervention. PECLR would have better met its sustainability targets if a well defined exit strategy was laid out at the start of programme implementation.
52. There wasn't enough flexibility in the project design to change its orientation to meet better any unforeseen implementation requirements. As a result project resources were not optimally utilized, by relocating to Muzaffarabad especially as only one year was remaining for project implementation and during this time literacy programme could not prepare children to be mainstreamed into formal schools. The geographic proximity of Muzaffarabad to Balakot was given a higher priority in making the shifting decision, rather than focusing on matching the local needs of the selected community.

Recommendations

For ILO-IPEC-ILO Country Office

53. ILO-IPEC should be well prepared for designing interventions in emergency situations through organizational strategic direction setting, contingency planning, data collection and related capacity building.
54. ILO-IPEC should invest early on in the contingency planning phase to collect relevant CL data with other stakeholders including national governments, so that data baseline data is available if a disaster situation hits. This task calls for specialists and should not be compromised. Project management should be proactive to improve on the log frames developed during appraisal or formulation to reflect the realities on ground using the baseline data.
55. ILO needs to partner with other humanitarian agencies working on child and child protection focused interventions so as to bring out and blend child labour problems more intensely as a post disaster and conflict issue.
56. ILO-IPEC should design interventions in complex post-disaster contexts, such that needs of the target community which interface with child labour, like broader child protection issues, are programmatically linked through partnerships with other humanitarian child focused agencies and institutions operating in these areas.
57. ILO-IPEC should present and outline clearly how to achieve the outputs through the inputs provided as well as tracking indicators for each activity.
58. ILO-IPEC along with other child focused agencies should focus on much stronger advocacy for integrating child labour into disaster related policies with policy makers.
59. Future child focused interventions like PECLRP need to have a robust community consultative and participatory approach with structured community contributions from the onset so as to boost

ownership and lock in sustainability. Such processes would include among others building trust and credibility among the communities; develop ownership of interventions through community contributions of space/locations for activities; more community involvement in decision making; partners with local standing within the communities.

60. ILO-IPEC should integrate gender concerns in project design more assertively as well as develop staff and project management team capacity and understanding on gender issues.

3.2 Effectiveness

61. The evaluation team found PECLRP to be a pioneering initiative within the context of child labour in post disaster contexts in Pakistan. PECLRP was the first ever intervention in Pakistan in emergency situations to successfully stir awareness among the community and key stakeholders to start focusing on child labour within the broader context of child protection issues in disaster and post-disaster situations. The evaluation team found PECLRP to have successfully achieved its key objective of providing non-formal education and mainstreaming at risk children (beyond its targeted numbers) in the formal public schooling system. The community mobilization approach through the formation of the CMRCs was found to have helped the communities to focus on their needs and assisted them in linking to PECLRP activities. Involving community as partners was an effective approach adopted by PECLRP. The other immediate objectives also made progress towards achieving their goals and succeeded to some extent in highlighting child labour issues and linking families to income & employment opportunities.

3.2.1 Needs Assessments

62. A limited needs assessment within the targeted seven union councils in Balakot was carried out by the Implementing Partners to direct the most appropriate location of the Rehabilitation Centers however data collected was not wide ranging to use as a benchmark for assessing accurately progress in lowering child labour prevalence in the target areas.

3.2.2 Achievements

63. The evaluation team was of the view that the launching of the PECLR project in the central earthquake affected areas in Balakot tehsil against all odds – mountainous rugged terrain, extreme weather, landslides, physical inaccessibility issues – should by itself be seen as a key achievement of the ILO-IPEC.
64. The provision of non-formal education at 32 rehabilitation centers (RCs) to 3779 earthquake affected children either involved in child labour or at risk of being involved (against a target of 2200) - of which 1742 were girl children and 1884 were boy children between the ages of 5-18 – and mainstreaming of 2169 children (almost half girls and half boys) into government schools comes out as a key achievement of the project in the view of the evaluation team. This finding is based on information provided in the project TPR prepared in April 2011 and feedback received from interviews conducted with project staff and implementing partners and beneficiaries. The project has been successful in withdrawing and rehabilitating these children from child labour, including its worst forms. However, the evaluation team found that due to the the lack of structured mechanisms in place at this time to ensure sustainable withdrawal of children from labour and retention of children in schools, these children are at risk of dropping out of school.
65. PECLRP also exceeded its targets of developing and implementing vocational trainings where 861 boys/girls between ages 15-18 (against targeted number of 550) and 285 mothers received skills development in Balakot and Muzaffarabad locations.
66. Raising awareness and mobilizing communities to actively participate and support PECLRP activities was seen to be a key success of the project. This is reflected in the formation of community based Committees for Management of Rehabilitation Centres (CMRCs) in each

village hosting the RC. The evaluation team interviewed former CMRC members who actively participated in the mobilization of parents, children, village elders, and leaders on the need to send the children to the NFE and vocational trainings classes at the RCs as part of the broader goal of mainstreaming them into government schools and in some cases to employment opportunities as well.

67. Setting up of Child Labour Monitoring Networks (CLMNs) at the union council level was found to be a good step by itself but the evaluation team found no substantive evidence to reflect on their activity level and effectiveness. Hence, it was difficult to assess the role played by the CLMNs.
68. Project also made progress to raise awareness among 15 groups of stakeholders through capacity building trainings targeting religious leaders, media, district government officials, workers, employers, and others. Capacity building through these one day workshops were only a step towards a robust capacity building objective, given that changing attitudes or building capacity to effectively address a complex problem like child labour through one day workshops is an ambitious target to achieve.

3.2.3 Constraints / Gaps

69. Sustainable withdrawal of working children from child labour and prevention of non-working at risk siblings of the total children mainstreamed in schools through PECLRP is not assured.
70. The objective of linking trained boys, girls and mothers to social safety nets and credit facilities was not fully met. Beneficiary families' links with related district government officials/ noted in the project document were not consistent and varied with changing staff. The evaluation team found that opportunities to make referrals to other multilateral projects such as CBLRP in Balakot were not fully availed. A close working partnership through an informal agreement with the Pakistan Poverty Alleviation Fund envisaged in the project also was not implemented. Although the project TPR (April 2011) notes 150 families having been linked to some income or employment opportunity, these links were not found to be secure or ensured for the long term. In addition, some of these beneficiaries had forged these income generation links due to their own efforts rather than through project activities. Surpassing targets achieved in terms of numbers only may hide actual spread across geographical areas. If PECLRP linked 150 families as opposed to targeted 100, to business groups or micro-loans and most of these beneficiaries were restricted to one, two or three locations out of 32 locations, then the success of the activity is not so profound as the numbers depict. The evaluation team was of the view that this objective was not as successfully met as the other key objective of NFE.
71. The duration of the vocational trainings were assessed to be of not long enough duration and trainings modules were deficient in terms of provision of product development and market linkages components and thus remained unable to ensure sufficient utilization of skills acquired. Many of the interviewed girls and mothers said they could not use the stitching skills developed through the vocational training component since they had been given no sewing machines after the trainings ended, and they were not linked to any MFI for starting their own micro-enterprises either.
72. The evaluation team found the effectiveness of action programmes varying with each implementing partner and their capacity and experience. These aspects were reflected in the takeover of the RCs in the communities only where one IP-De Laas Gul was implementing activities. This indicated more successful community mobilization and achievement of targets.
73. Targeting of beneficiaries remains a problem, in most disaster contexts when lives have been disrupted for everyone and existing infrastructure has also been destroyed or damaged. Due to PECLR project start-up delays, targeting of children in WFCL for NFE classes became a challenge. Among the reasons for this attributed by the CMRC members and IPs interviewed by

the evaluators, were seasonal migration issues with many children moving back to other locations; lack of motivation among children to attend classes; shifting of children to government schools which were offering incentives such as food, stipends etc. In addition, PECLR project management mentioned that IPs found children saying they are in domestic work to gain access to NFE centres in their communities. Evaluators also found children and their parents preferred getting school going children enrolled into RCs located in their own communities rather than sending them back to government schools, and did so only when the RCs had closed down. Targeting children for literacy classes in Muzaffarabad was also difficult as higher literacy rates in AJK made it difficult to target low literacy level children.

74. The objective of integrating child labour, especially its worse forms in disaster and crisis response policies and programmes through advocacy and networking was met only with some success. Advocacy activities did lobby for inclusion of CL issues through meetings and correspondence with concerned government agencies and inputs into the National Education Policy 2009 section on child labour, yet based on feedback from interviews and documents the evaluators are of the view that more robust advocacy would have achieved better results. The opportunity to include child labour in NDMA disaster manuals was missed. Although the project TPR 2011 indicates that the 18th constitutional amendment introduced in 2010 deflected focus of government away from policy issues, such as child labour and disaster issues, and thus delayed the integration of CL issues in disaster policies, the evaluation team's findings did not fully support these positions. The team found that any difficulties due to promulgation of the 18th constitutional amendment could have impacted on any policy making only in 2010 (when it was introduced) and not in the first three years of the PECLRP project.
75. The literacy programme in Muzaffarabad was not well-matched to the needs of the targeted beneficiaries and thus was not very effective in meeting objectives, as many children were found to be school drop outs of classes 3-4 and were not well matched to such literacy classes. Conversely, mainstreaming children without any prior schooling into government schools with limited literacy skills may also not be sufficient to ensure effective and sustainable withdrawal.
76. PECLRP effectiveness was limited in terms of a humanitarian response in post disaster contexts. There are many issues interfacing with child labour withdrawal and prevention specific to emergency situations, which also need to be addressed in order to achieve broad based effective results.
77. The evaluation team found that PECLRP effectiveness could have benefitted from sharing of experience and learnings among the three implementing partners. Interviews and meetings with the IPs and communities showed that each IP was functioning in its own silo/ area with no interaction or programmatic exchange with each other.
78. Interaction and coordination of government departments at the provincial, district, tehsil and union council level with the project varied over time and with different departments. Staff transfers over the duration of project impacted this activity. Despite a positive role by the Project Advisory Committee, intra and inter governmental disconnect contributed to lack of consistent and active support. The assistant director at the elementary education department in KPK with whom the evaluation team met was not aware of PECLRP (however his senior most likely was aware of PECLRP) and showed an interest in supporting such interventions if contacts are developed early on. The same feedback was received from the tehsil and union council officials.
79. Role of Project National Steering Committee and Project Advisory Committee was limited during project implementation.
80. Although project management reportedly attended child protection cluster meetings led by UNICEF after the earthquake, PECLR was not linked up to child protection issues which cut across child labour issues and focused on violence, abuse, poverty which tend to exacerbate in

times of disaster, displacements or conflict. These aspects relate more to lack of structuring and resources earmarked for such activities in the project document.



Mainstreamed PECLRP children, Shangrian, Balakot

3.2.4 Facilitating factors

81. The CMRCs were instrumental in bringing in the community to participate and support PECLRP and assist in making positive progress.
82. Building on their experiences as CMRC members, these community members further mobilised themselves to form a local community based organisation and develop linkages with other INGOs operating in the area to receive funding for their programmes and activities.

3.2.5 Coordination

83. Coordination of project with UN agencies and concerned government entities kicked off well especially early on with MoL- CPU and ERRRA, but did not pick up pace as the project moved on, despite membership of government in the PAC. When UNICEF closed its operation in July 2009 in Mansehra district, the project accommodated 75 children in NFE classes referred by UNICEF. However this was the extent of coordination between UNICEF and PECLRP beneficiaries. Similarly, UNESCO benefited from the manuals designed by ILO-IPEC CCLET project, but this was the extent of cooperation between these two UN agencies, which could have been strengthened to provide more holistic support to the project beneficiaries. Feedback from interviews and stakeholder workshop deliberations supported these team findings. *(Please see sustainability section for further details on coordination aspects)*

3.2.6 Cross cutting issues

84. Gender aspects were strong in as much as girls and mothers were targeted but design aspects did not sufficiently focus on responding to specific women's needs such as role in needs assessment, in the training manuals, type of trainings, micro-loans packages, etc and on capacity building of project staff on gender specific skills in emergency contexts.
85. While female coordinators were deployed by IPs, and RCs also had female teachers, a more robust gender orientation in implementation would have seen more effective results such as provision of latrines for girls in RCs, gender balance in project management team, and gender orientation training for IPs and field staff. An adequate gender balance in project management teams would have encouraged gender empowered decision-making, such as selection of more

technical training skills for girls/mothers such as mobile phone, electrical appliances repairs as opposed to the stereotyped assumptions on girls vocational training needs, and potentially more efforts at linkages with micro-finance for women entrepreneurs, etc.

Conclusions

86. More comprehensive data would have helped in better targeting beneficiaries and project locations.
87. Child labour focused interventions in disaster and post disaster situations are more effective and sustainable if an integrated approach is used which addresses other key needs of the targeted community that are linked to achieving withdrawal of children from work.
88. The project's emphasis on educational and skill interventions support the recognition that these approaches are effective to prevent and reduce WFCL, particularly during major disasters and increased family vulnerabilities.
89. PECLR demonstrated that formal education can be successfully implemented in the government environment and serve as a bridge rather than a parallel system. The approach of this good practice can be applied to other components as well where the government becomes a part of the interventions from the onset.
90. The contribution of the community to mobilize beneficiaries to participate and support PECLRP intervention played a large part in the effectiveness of the response.
91. More follow up to the capacity / awareness raising training sessions would be more effective to ensure utilization of the awareness raised and knowledge acquired.
92. Links for income generation that were made by beneficiaries with local retail shops & business groups were assessed to be rudimentary and not very secure. Surpassing targets achieved in terms of numbers only may hide actual spread across geographical areas. If PECLRP linked 150 families as opposed to targeted 100, to business groups or micro-loans and most of these beneficiaries were restricted to one, two or three locations out of 32 locations, then the success of the activity is not so profound as the numbers depict.
93. Linkages with micro loans providers needed a wider beneficiary coverage and stronger follow up such as with BISP, SRSP,FWB, Baitul Maal, Zakat, etc. And credit may work better if it is provided to individuals through community groups and which, if the opportunity lends itself, they could form, thereby supporting a local network.
94. Links for income generation that were made by beneficiaries with local retail shops & business groups were assessed to be rudimentary and not very secure.
95. Better designed vocational training packages will equip beneficiaries with the needed skills to link to secure employment opportunities.
96. Gender issues could have been better integrated such as proper sanitation for girls in RCs, protection, greater female participation levels at capacity building sessions, greater role in decision-making, training manuals reflecting specific gender aspects, using Lady Health Workers for health related activities, creating links with relevant NFIs for ensuring female entrepreneurs amongst the project beneficiaries can secure micro-loans at affordable easy terms, etc.,
97. Participation of the National Steering Committee in project implementation was missing as it was able to meet only once during the time the project was operational. The Project Advisory Committee with membership of key stakeholders was well placed to participate and steer project , but it was not as proactive as needed.

Recommendations

For ILO-IPEC-UN Agencies-ILO Country Office

98. ILO-IPEC must focus on forging collaborative partnerships during emergency and disaster times with other child focused UN agencies under the ONE UN initiative of which Pakistan is a pilot country.
99. ILO-IPEC should look ahead and plan to respond to addressing child labour related issues in disaster, post disasters and complex emergencies in Pakistan and elsewhere.
100. ILO-IPEC will have to make important decisions on its role as a leader in humanitarian response in emergencies and disasters. ILO would need to chalk out a strategic direction for its perceived emergency focus areas.
101. ILO interventions must not operate in a silo but adopt a phased and integrated approach to addressing child labour issues in post disaster/ conflict contexts and must partner with child focused agencies/organizations working in disaster contexts on child protection issues to effectively achieve progress towards elimination of child labour. Approaches must address the underlying family vulnerabilities.
102. ILO interventions in Pakistan must focus on the opportunities arising out from the ongoing devolution process for the drafting of new legislation at the provincial level while simultaneously conducting advocacy at the district level for child labour in disaster context inclusive legislation.
103. Interventions for post disaster child labour issues must forge robust and solid collaborative partnerships with the disaster management bodies like NDMA, ERRRA in Pakistan and with various related tiers of government entities, to ensure effective implementation at policy and field level.
104. Vocational training programmes for girls must break the gender glass ceiling and move away from stereotyped gender perspectives and include non-traditional skills like fiberglass, pottery making, mobile phone repairing. Creation of skills must be linked up more effectively with job placement and/or micro-enterprise development opportunities, or else the imparted skills will dissipate soon thereafter.
105. ILO should continue to develop programmes with more active community involvement from the design stage of the project to boost ownership and build sustainability of activities.
106. Project Management must ensure meetings of NSC and PAC on a regular basis.

3.3 Efficiency

107. For project efficiency the team examined the management and use of human and financial resources for effective implementation and meeting project objectives.

3.3.1 Funding

108. The team was of the view that the PECLRP afforded a learning opportunity for ILO-IPEC to better plan and design the use of resources for more effective programme choices to reach stated goals for future projects. Overall the costs invested per beneficiary¹⁵ were seen to be higher as

¹⁵ These overall per beneficiary costs amount to an estimated approximately USD600.00, over a three year period. This would amount to USD 200 approximately per year per beneficiary. These costs are higher than costs in other ILO-IPEC projects in Pakistan such as the Programme of Support to the Time Bound Programme – POS which has a per year average of USD68.00; and the Pakistan Bait-ul-Maal -PBM project - which has cost per beneficiary per year for PBM of USD 42.00. This information is based on estimates shown in the POS evaluation report, September 2009.

compared to other ILO-IPEC and government projects in Pakistan. Distribution of project funding among the various activities was not always matching the level of outputs to be achieved. The capacity building of government and stakeholders, and policy impacting initiatives in the view of the evaluation team received lesser resources than were needed. To balance expenses project could have avoided spending on some activities and used these savings for other activities. For example, resources spent on the training modules prepared by SDF were seen to be a duplication of effort, and this amount could have been saved by using existing modules developed under previous ILO child labour interventions in KPK. Resources could have not only been better directed but could also have been saved if more efforts to ensure community ownership for sustainability had been made. For instance, RCs need not have been rented but secured through a community contribution and cost sharing with UNICEF for teachers' salaries.

109. The team was not able to make a separate assessment of resources spent in Muzaffarabad as this breakdown of budget was not shared with the evaluators.
110. Donor funding cycles caused initial delays in release of funds for project to become operational.

3.3.2 Management / Timeliness

111. The evaluation team found that involving communities as partners from the onset improved the efficiency of RCs and things worked well when the project managed to secure collaboration of the government, to mainstream children, or to have their health screening done, for instance. Circumstances beyond the control of ILO-IPEC/Project Management such as unforeseen security concerns and donor disbursements caused delays in start up and contributed to couple of no-cost project extensions. The unexpected departure of the first project manager after about six months and hiring of the new project manager also slowed down project performance somewhat.
112. Project management was also challenged by relocation of project offices from Mansehra to Abbottabad to ultimately Islamabad which resulted in reduced interaction with and review of activities of the implementing partners. However this was beyond the control of the project and done due to rising security concerns arising out of the conflict situation developing in FATA and KPK, with the UN DSS enforcing high level security (Level 4) in KPK. Subsequently, the premature closing of the project in Balakot in June 2010 also due to security issues strained the management process. Relocation of project to Muzaffarabad was not the best use of resources nor very well matched to the needs of the selected communities.
113. Project management suffered due to unplanned delays and office closures encountered during implementation.
114. The MTR planned in the design of the project was not carried out due to security concerns, due to which no comprehensive assessment of the project was available, prior to the final evaluation itself. Progress and monitoring reports were not articulate in presenting some information. Some statements made in the narrative sections were not descriptive enough to understand how an objective had been achieved - for instance, the TPR of April 2011 does not explain exactly which strategies have been appreciated, and by whom (in section II A). In the same section on sustainability, the TPR notes that 8 RCs taken over by CMRCs are still active, whereas the team found on its field visits only 3 RCs to be working, since the other communities resolve to sustain their RCs had subsequently dissipated.

3.3.3 Monitoring

115. Monitoring from the ILO-IPEC in Geneva and the regional office in New Delhi was observed to be mostly desk based and distant as opposed to closer project monitoring and management through physical site visits.

Conclusions

- 116. Costs per beneficiary can be reduced by targeting more children and community members as beneficiaries, and cutting some costs through contributions from the community such as rent of RCs can be reduced if community provides space for holding the activities.
- 117. The timely meeting of needs of beneficiary children at risk of child labour was setback due to the delays and meeting of some targets was setback.
- 118. Lack of rapid management procedures inbuilt in the project caused delays and affected smooth project performance and realization of immediate objectives.
- 119. Relatively little review of the project did not provide the opportunity to implement learning based changes or take corrective action, during real-time.
- 120. Security issues impacted project monitoring with office relocation from Mansehra to Islamabad and inability of project staff to travel to the field sites for review visits for few months during the UN DSS imposed restrictions on staff travel to those areas. During these times the project management coordinated monitoring through feedback from IPs in monthly meetings with them in Islamabad.
- 121. Unplanned abrupt closures of RCs, and sudden changing project strategies led to disappointment towards implementing partners and project management among the communities both in Balakot and Muzaffarabad.
- 122. As noted in section 3.1 resources diverted to relocated project site of Muzaffarabad would have been better utilized if they had been directed towards achieving other project immediate objectives such as ensuring sustainability of introduced project interventions and undertaking more assertive advocacy and lobbying to achieve significant policy impact at the national level.

Recommendations

For ILO-IPEC-ILO Country Office-Project Management

- 123. ILO must ensure that future interventions distribute financial resources within the allocated project budget so as to appropriately match inputs with outputs of each outlined activity.
- 124. ILO must ensure that monitoring and reviews are carried out and hire local consultants if there are severe security concerns. This is essential to apply learning based changes in real-time for corrective action and steering the project to maximize efficiency and effectiveness.
- 125. ILO-IPEC must look at rapid deployment processes and must have more decentralization in decision making in future interventions, while ensuring increased closer and physical engagement of HQ and regional offices to future project interventions.

3.4 Progress towards Impact

- 126. The impact of the project is seen as:

“The changes in the lives of the intended beneficiaries, as they and their partners perceive it at the time of the review, to which this intervention has contributed”. Impact also shows the extent to which project outcomes represent advancement towards the realization of overall project objectives. This includes aspects of physical results, outcome of project activities and effects on project beneficiaries”

3.4.1 Positive outcomes

127. PECLR has been a useful experience for ILO/GOP and has equipped stakeholders with demonstrated experience on the need to factor in child labour issues in disaster contexts and triggered the realization among the stakeholders that they have this responsibility.
128. PECLRP was successful in developing leadership and networking skills among the targeted beneficiaries and setting good practices like ILO cash for work schemes which were replicated by the Employment Federation of Pakistan for in the flood affected areas in KPK.
129. Some positive leadership building spinoffs from this project were the joining of two CMRC members with a local community organization formed by SRSP; forming of CBO “Rising Balakot” a cooperative support organization which is now linked with SRSP and operating a vocational centre for skill trainings and has forged links with business opportunities in which girls trained under PECLRP also participate and earn livelihood through stitching of school uniforms and bead work caps and souvenirs. CMRC running the RC in Balakot have linked their programme to the government’s Education for All initiative which now provides the RC teacher’s salary.
130. Overall the PECLR project has made a positive impact on the communities in Balakot. Due to the short project duration in Muzaffarabad, results though encouraging needed more time to meet goals.
131. PECLRP helped to build a critical mass of community groups like the CMRC and mobilized the communities to focus more clearly on their needs for withdrawing children from involvement in child labour.

3.4.2 Less positive outcomes

132. The team found that PECLRP impact was largely confined to the target communities in each of the two project sites.
133. Efforts through PECLRP did contribute to influencing the National Education Policy 2009 but was unable to make a very strong impact at the wider policy level. PECLRP advocacy activities were not so marked. Integration of child labour related concerns in NDMA disaster manuals, PDMA policy guidelines and assessment criteria, and NCHD adult literacy manuals among others remains to be met.
134. Despite high achieving targets for skill training, the project team found the impact of the training activities to be limited. The trainings did not make any sustainable change for improving livelihoods in the lives of majority of the beneficiary families. Deficiencies in the vocational training modules for appropriate duration, raw material, product development, market and linkages to tailored micro-loans were observed to be the key aspects for constraining impact.
135. Capacity building of various group of stakeholders was limited at the most to awareness raising among the groups on child labour issues within disaster context. Follow up to the awareness build was missing.

Conclusions

136. Through fostering some swing in attitude and providing alternatives to child labour through skills training, non-formal education and mainstreaming into government schools, the PECLR project did contribute to a more supportive environment for withdrawing and preventing children from work. In assessing the overall impact, the evaluators conclude that change is a slow process and takes time and qualitative changes such as capacity building, awareness raising and changing attitudes take a long time to be entrenched.

137. Impact would have been more visible if more articulate and robust economic empowerment and uplift of families' components were included in the intervention to enable communities to generate sustainable employment, increase their income and improve their standard of living as a way of value addition to the intervention.
138. Impact of project might have been more profound if the media had been used as a key strategy to highlight worst forms of child labor concerns in the disaster context.

Recommendations

For ILO Project Management

139. ILO Project management should engage more closely and regularly with government across all tiers and sectors and with disaster management bodies, especially since is the “new kid on the block”, in the humanitarian domain.
140. ILO project management should actively involve community and government at all stages of project implementation to assure accountability, ownership and security of the project and contribute to long lasting changes in the lives of the people.

3.5 Sustainability

141. Sustainability as achieved through the transfer of capacity to structures and groups to continue implementation beyond the PECLR project was the evaluation focus. This included sustainability of the physical structures, institutionalization and capacity building and replication of strategies. Primarily this was ascertained with reference to the ability of the project to create a sense of ownership within local communities, its ability to achieve integration with other relevant resources (including those being supported by other donor initiatives, NGOs or by relevant line departments), as well as the ability of PECLRP to influence policy making. In this regard, findings in the following three broad areas came to the fore:

3.5.1 Effective Linkages

Government support and linkages were patchy

142. The evaluation team found that although the project had developed contacts with related government departments (*DoL, social welfare, health and education*) and government membership was seen in the project advisory committee and awareness raising activities, a regular working relationship was not apparent at any of the required tier of governance; federal, provincial, district and union council levels. Several line department officials commented specifically on the need for PECLRP to have established closer working relations with the government, as this was essential for sustainability of activities. At a broader level, it was pointed out that though partnering with NGOs is expedient, the activities launched by NGOs remain dependent on donor funding, and these activities often come to a halt when project funding ends. While working with government entities might be slower due to their resource and personnel constraints, it is public institutions which are ultimately able to continue functioning, even when donor support for particular initiatives has dried up.
143. Therefore it was suggested that interventions like PECLRP needed to align their project implementation more closely with relevant public sector entities, instead of NGOs alone, which can at best provide models of replication, which should then be implemented on a sustainable basis by building the capacity of local public offices to do so.
144. ILO's tripartite approach generally aims to involve all the relevant constituents directly including the labour department, workers and employers. There is evident possibility for the ILO to work on child labour issues in disaster emergencies in collaboration with various government units. For

instance, the DoL in KPK has established a child protection unit, and it also aims to revise Employment of Children Act 1991, for which ILO has already offered its assistance. However, working on child labour in a post-disaster context is a new issue, which requires collaboration with different entities such as the disaster management agencies. This opportunity has not been availed under the PECLRP initiative. Interviews with PDMA officials showed a lack of utilization by PECLR for impacting and linking with PDMA. For instance, the PDMA in KPK has formulated gender mainstreaming guidelines which it aims to impress upon all relevant stakeholders applying for no objection certificates to work in post-disaster situation in the province. While PDMA seemed open to the possibility of formulating similar guidelines concerning child labour prevention, PECLRP had not offered any assistance to the PDMA in this regard.

145. The project envisaged that the beneficiary communities would ultimately take responsibility for preventing child labour by converting the project formed CLMCs into Citizen Community Boards which would open access to government resources. However, the conversion process alone has proven more onerous and time consuming than anticipated. Mobilizing communities to get organized into a CCB, fulfilling the registration formalities, building up the CCB capacity to design project proposals and mobilizing local resources (20% equity) followed by advocacy with the district government to approve proposals and release funds to the CCB is a formidable challenge. Even once this is accomplished, the CCBs require further handholding to implement their projects in a transparent manner. The conversion of CLMCs into self-sustaining CCBs proved to be more of a challenge and time consuming than envisaged within the prescribed project period.

Lack of linkages/Partnerships with other agencies/programmes

146. Under its tripartite approach, ILO has strong working relations with the EFP and PWF, which were not availed under the PECLRP initiative beyond consultations and creation of informal linkages. The EPF helped ILO link up with informal trader associations in the project sites, but EFP was not activated to help bolster these linkages with regards to the vocational training component of the project. PECLRP also provided the PWF furniture for a school it had established in Balakot, but no children were referred by PECLRP for mainstreaming into this school. The PWF was also not asked to help raise funding for sustainability of RCs established by PECLRP.
147. There was also a lack of coordination and linkages between PECLRP and other ILO initiatives. For instance, the above mentioned Skill Development Centre in Balakot has trained 548 boys so far since the ILO built its premises, out of whom 104 were between the ages of 14 and 18, but none of them were referred to SDC through PECLRP. While several of the project locations were at a distance from the SDC, the project management could have explored the option of hiring a local transportation vehicle to bring older children from different project sites to benefit from the technical training and facilities available at the SDC.
148. The project was unable to tangibly link its initiatives with the rehabilitation work being conducted by disaster management agencies (SERRA, ERRRA and PDMA). Labour department officials also stated that child labour interventions need to involve their department more rigorously by addressing the labour department's capacity building needs and providing it more hardware to enable addressing child labour issues more effectively. The Labour Inspector in Mansehra, for instance mentioned that he had attended DLG organized workshop for employers and children, but this mere participation did not result in any tangible outputs. The KPK DoL also expressly stated the possibility of having been involved in the vocational training component of PECLRP, which could also have utilized the Skill Development Centre established in Balakot under the provincial labour department with ILO funding
149. Where links were formed they were mostly confined to information sharing, even with other UN agencies like UNICEF, given that PECLRP was unable to create a working relationship with

UNICEF funded Child Protection Units. A ‘Gender in Education Policy Support Project’ was also operational in Muzaffarabad, with joint DFID and UNICEF collaboration, with a special emphasis on girls education, but this project did not have any interaction with the ILO or the PECLRP project. Several potential linkages with other relevant entities were also identified during the evaluation consultative process. For instance, the possibility of ILO infusing child labour concerns in NCHD’s teacher training component was one such missed opportunity. While PECLRP utilized NCHD literacy training modules, it did not however attempt to infuse child labour concerns within the NCHD. There was also a lack of synergies with NGO initiatives working on child protection issues. For instance, Children First, and NGO created with SCF in AJK has developed material on child protection in disasters, while SDF under the PECLRP project has developed material on child labour in disasters, but no linkages between PECLRP for joint dissemination or advocacy utilizing these materials was evidenced. PECLRP management and its IPs were also unable to establish working relations with other child protection NGOs in Balakot like SPAARC to address other pressing issues such as trafficking or abuse of vulnerable/working children in the post-disaster context.

Conclusion

150. PECLRP impact on the policy level remained limited as among other aspects linkages established with other relevant entities and the government were patchy.
151. High staff turnover in government agencies and information disconnect among government staff caused gaps in maintaining supportive relationship with related government officials and the project management teams.

Recommendation

152. Future interventions like PECLRP need to work more closely with PDMA on mainstreaming child labour concerns within its disaster management strategy, and with other disaster management agencies as well including NDMA and ERRA. Besides the labour department itself, there is also potential to work more closely with social welfare, education & health departments to ensure that future project activities aiming to prevent child labour can be sustained.
153. The first finding, conclusion and recommendation concerning the ability of PECLRP to secure government support were endorsed completely during the evaluation workshop.

3.5.2 Vocational training modules lacked a sustainability component

154. Mothers and girls of beneficiary communities were seen to be using skill training imparted by PECLRP for economic empowerment; however numbers were limited to fewer target communities. The electrical and plumbing skills provided to boys were similarly seen to have been used to secure jobs, only for few beneficiaries. BES mentioned that its vocational training beneficiaries in Balakot were linked informally to shops, but no follow-up was conducted to ensure that the training beneficiaries were able to maintain an effective link with these shops to sell them products for sale or to know the level of their earnings. In most cases, the trainees did not receive the tools of trade required for them to utilize their acquired skills, and thus had either not begun working or were working in a different sector altogether. Findings from the evaluation showed that the vocational training modules were mostly stand alone activity and thus capacity building was not linked up to utilization of skills honed in the development of marketable products to help bolster livelihoods of vulnerable families in a structured manner. Building public private partnerships were also identified as an effective strategy to achieve livelihood support mechanisms. While the ability of creating PPPs to address and effectively prevent vulnerability (of children) in a post-disaster context may be difficult, PPPs can be used to market products developed by vulnerable families subsequent to their capacity building. This however needs input from experts who have demonstrated use of PPPs to bolster development goals, especially within post-disaster contexts.



Airport Rehabilitation Centre, Muzaffarabad

Conclusion

155. The design of vocational training module did not include any sustainability component to ensure that either the training activities could continue beyond the life of the project, nor that the training beneficiaries could utilize the training imparted to them to secure self-sustaining income generation activities.
156. The evaluators consider that the project did not well explore available opportunities for safety nets to the poor, such as Pakistan Bait-ul Mal, BISP and Zakat.

Recommendation for ILO-IPEC-ILO Country Office

157. Market linkages, product development, and formation of co-ops within communities should be packaged as part of vocational training packages, so as to ensure that these skills can be translated into improved livelihood opportunities.

3.5.3 An exit strategy to ensure sustainability and community ownership was missing

158. Several respondents commented specifically with regards to the issue of creating ownership of the PECLRP initiatives, including the Provincial Reconstruction, Rehabilitation and Settlement Authority - PaRRSA, Employers Federation of Pakistan, Directorate of Labour personnel, CMRC members, and PECLRP project personnel. The need for creating community involvement was emphasized, not only as an exit strategy, but rather from the onset. EFP for instance mentioned that they followed the PECLRP model to create community based resource centers after the floods last year, but they encouraged communities to provide the place for these centers, instead of renting them out like PECLRP. Not all IPs even left the vocational training equipment at the centers, which made their subsequent functioning more difficult. While one RC (which is now a CBO named Rising Balakot) has managed to get funding support from the Sarhad Rural Support Programme, other RCs remained unable to do so. Even the RCs that are still running do not seem very active. In the RC in Mangli, teachers are not being paid a salary and children attendance was also found to be fluctuating, so the sustenance of this RC is questionable. Although the evaluators could not visit the two RCs in Allari, IPs and project management said that these two RCs are doing well, the salary of one teacher is paid by community and the other RC has linked to a local NGO for support. Other development initiatives were also identified with Kiwai for health and sanitation, health, building shelters and even running vocational training centers), but again no linkages could be created between PECLRP RCs and these parallel ongoing activities.
159. A lack of MFI presence with suitable criteria to enable vulnerable families to avail their products was expressed as an issue by participants at the workshop. They also recommended that government and non-governmental finance institutes should broaden their geographical presence and have more flexible criteria for loan disbursements. The evaluators however felt that ILO/IPEC

would have a more difficult time convincing MFIs to change their lending criteria then it would in ensuring that its own project beneficiaries are able to comply with the criteria.

Conclusion

160. Integration and cooperation of community groups which facilitate in CL preventive activities also ensures continuity beyond project life, provide a sense of ownership of the project, and generate a vested interest in the overall success of program activities.
161. The incentives were not made available to mainstreamed children or their families to assure that they remain in school or no clear-cut efforts were evidenced for ensuring that the health department pays regular attention to provide health services to working children. A one-time brief health screening for children does not impact on improving their health.

Recommendations for ILO-IPEC-ILO Country Office-Project Management

- ILO-IPEC interventions should clearly focus on building capacity of counterpart officials in government and NGOs by ensuring their active involvement and support of project activities moving beyond sporadic information sharing.
- The above finding and conclusion were endorsed during the evaluation workshop, however stakeholders mentioned the need for creating public-private partnerships as another potential exit strategy.

3.6 Learnings for Future

162. Following are the key learnings gleaned from project implementation in the two project locations – Balakot, KPK where project was implemented for about three years ending one year back in June 2010 and Muzaffarabad, AJK where project activities were implemented for about six months only ending in April 2011.

Future interventions

163. A first learning from PECLRP indicates that ILO can take forward lessons learned through this pilot response for addressing child labour issues within a disaster context. ILO can plan to locate itself in responses to disasters in addressing child labour where vulnerable children are not only provided NFE and mainstreamed into schools, but follow-up interventions are put in place to ensure that these children remain in school, and that their families are sufficiently empowered & economically uplifted durably to help prevent putting their children to work.



Mothers and girls at Airport RC, Muzaffarabad

Robust exit strategies needed

164. Clearly articulated exit strategies supported by sustainability mechanisms should be robustly inbuilt in the project design. All implementing partners need to have a shared understanding of how to integrate sustenance in its activities to enable a successful phase out when exiting.

Programmatic linkages between local community and government are vital

165. One important lesson learnt from PECLRP was that things work well where local communities and government work together in Child Labour interventions. Joint involvement of local community and government in project strategies not only bolsters ownership but helps to develop a common understanding. These can be the beginnings of sustaining activities beyond the project duration. To ensure such collaboration, future ILO/IPEC projects must ensure formal agreements between communities and line departments to ensure that effective mechanisms can be sustained at the community level to help prevent child labor.

Capacity building is a long term effort

166. Project design must reflect that institutional capacity building is not achieved over a short term intervention such as the PECLRP. More than just one day trainings are required to enhance capacity of relevant government departments to address child labour issues post disaster emergencies. Long term investments sequentially building upon advocacy, engaging in deliberative discussions, forging a common perspective on an issue, and integrating these as part of the government priority must be realized at the onset.

Empower families for economic uplift

167. Approaches for addressing child labor without adequately empowering families for their economic uplift are not the most appropriate or effective strategy.

Need for timeliness and preparedness of response

168. Intervention in disaster emergencies have immediate needs and must be addressed as these needs arise.

Availability of Data

169. In order to assess the impact the project has made in achieving its objectives surveys for data collection must be part of contingency planning.

Synergies with other child protection interventions required

170. Post disaster interventions addressing child labour issues must approach child labour as a broader issue, and must consider the vulnerabilities of children beyond withdrawal and prevention from CL and be inclusive of child protection issues. These would include child trafficking, child sexual trafficking. Future project interventions should place a greater emphasis on undertaking advocacy relevant to project objectives at the lower levels of government, and linking this advocacy with policy interventions at the higher level to ensure that the required enabling environment is created for their interventions. This learning was also endorsed by stakeholders during the project evaluation workshop.

3.7 Potential Good Practices

171. The following section aims to highlight potential good practices which have emerged from ILO/IPEC's innovative attempt to address child labour concerns within a post-disaster context in Pakistan. It also highlights some existing gaps which deterred realization of the full benefits of the potential best practices, which must be kept in mind with regards to replication in future interventions.

Mainstreaming earthquake affected children into formal schools

172. Mainstreaming of at risk and currently involved children in CL into formal government schools after receiving 2 years of NFE at the Rehabilitation Centres (RCs) can be viewed as a flagship achievement of PECLRP. The formation of a Project Advisory Committee and the involvement of the Executive District Officer (Education) in PECLRP facilitated the mainstreaming process, which remains noteworthy for any similar future interventions. Replication must also factor in follow-up to ensure that mainstreamed children do not drop out after they have been mainstreamed into government schools, and the linkage of this mainstreaming activity with supplemental measures such as empowering families of vulnerable children to ensure that their children can remain withdrawn or prevented from engaging in child labour.

Leadership and entrepreneurial skills developed through PECLRP

173. Leadership and entrepreneurial skills developed by the community members through the PECLRP platform is a positive outcome of this intervention.

Community ownership of RCs

174. Successful community mobilization reflected in the taking over of 8 RCs by the community at the end of the project in Balakot was a good practice and helped to bring awareness on child labour issues to the forefront as a priority concern.

4. General Conclusions and Recommendations

4.1 General Conclusions

175. The PECLR project was relevant and provided useful experience and learnings for ILO to build upon and utilize in refining and defining its future strategies and posture as a player in the disaster and post disaster context in Pakistan and elsewhere. It provided a platform for ILO to understand how it can sharpen its robust child labor skills and tailor them to meet post disaster context needs. It also afforded ILO with the opportunity to develop an understanding of the many needs, nuances and dimensions of working in a humanitarian context – as disaster and post disaster situations demand a humanitarian response - which is different from the development intervention mode.
176. As a response to a specific disaster need, PECLRP was late in coming initially and missed responding to some of the needs as they arose immediately after the earthquake disaster. Project has left a light footprint in the target areas but not quite reached the level of developing sustainable ownership and building capacity for momentum build to be lasting.
178. Circumstances beyond control of the project such as security concerns due to increasing conflict situation in KPK stressed project implementation and attainment of key objectives with three time relocation of project management offices and subsequent premature closing of project activities in Balakot. UN DSS security related directives are required to be complied with.
179. Post disaster interventions are more effective if approached thematically in partnership with other actors who each bring their skills to jointly address a problem within its broader context. The PECLR project designed as a pilot to specifically highlight child labour prevention in post disaster emergency contexts however, was not embedded programmatically with other pressing child and socio-economic issues present in disaster, post disaster and complex emergencies, and was operating mostly in a silo. For
180. Implementing partners for PECLRP had a good working knowledge of ILO aims, objectives and processes and senior staff are well versed in child labour issues. Meetings with field staff showed varying degrees of relevant skills. While some staff was excellent in their understanding of the issues, and their ability to translate plans into action other staff could benefit from capacity building trainings.

4.2 General Recommendations

181. In line with a key learning from PECLRP, ILO-IPEC should look ahead and plan to respond to addressing child labour related issues in disaster, post disasters and complex emergencies in Pakistan and elsewhere. Pakistan is the disaster hot spot and ILO-IPEC also has the opportunity to be responding to pressing child labour needs such as in the conflict affected areas in FATA, KPK, or the flood affected areas across the four provinces in the country.
182. To do so however, ILO-IPEC will have to make important decisions on its role as a leader in humanitarian response in emergencies and disasters. ILO would need to chalk out a strategic direction for its perceived emergency focus areas. This would include not compromising the humanitarian principles of independence, neutrality and impartiality during emergency response activities.
183. ILO-IPEC should have an overall emergency response section under which each country office would prepare contingency plans and develop appropriate links with local actors and disaster related stakeholders. Preparedness should also focus on Disaster Risk Reduction approaches for child labour interventions. ILO-IPEC should open more communications with UN OCHA it being central to coordination in disaster and post disaster situations.

184. ILO-IPEC through country office should actively scale up advocacy efforts with policy makers, thought leadership bodies such as The National Steering Committee for CL and disaster management authorities on a war footing to infuse child labour into disaster related policies and resource mobilization. This will help in monitoring responses to child labour issues.
185. ILO media project should partner with ILO interventions in disaster contexts to create awareness and highlight child labour concerns for a bolder impact.
189. As ILO is new to implementing interventions in post-disaster contexts, and PECLRP being a pilot initiative focused on learnings for application in future programme and planning, a lesson learned exercise on the process and future ILO role in emergency contexts should be held in Geneva in the upcoming month.

Annexes

Annex 1: Terms of Reference

International Programme on the Elimination of Child Labour ILO/IPEC

Terms of Reference For Final Independent Project Evaluation

“Pakistan Earthquake – Child Labour Response”

ILO Project Code	PAK/06/P50/USA
ILO Project Number	P.270.14.336.053
ILO Iris Code	100615
Country	Pakistan
Duration	55 months
Starting Date	15 September 2006
Ending Date	30 June 2011
Project Locations	National level and selected districts
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	United States Department of Labor (USDOL)
Donor contribution	USDOL: US \$1,535,000

FINAL VERSION April 26 20011

I. BACKGROUND AND JUSTIFICATION

Background

1. The **International Programme on the Elimination of Child Labour (IPEC)** is a technical cooperation programme of the International Labour Organisation (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society - is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct Action Programmes (APs) to prevent children from child labour, to remove child workers from hazardous work, and to provide them and their families with appropriate alternatives.
2. ILO Decent Work Country Programmes (DWCPs) are being introduced to provide a mechanism through which to outline agreed priorities between ILO and national constituents, and partners within a broader UN and international development context. For further information please see <http://www.ilo.org/public/english/decent.htm>

For Pakistan DWCP 2005-2009 and 2010-2015, please see:

http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_pakistan_final-2005-09.pdf

http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_pakistan_draft-2010-15.pdf

3. The DWCP defines a corporate focus on priorities, operational strategies as well as being a resource and an implementation plan that complements and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes. DWCP are beginning to be gradually introduced in various countries.
4. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the project should be analyzed.

Background to the Project

5. An earthquake measuring 7.6 on the Richter scale hit Pakistan and parts of India on 8 October 2005, affecting an estimated 28,000 sq. km. of territory, with a loss of life of over 73,000 people, and over 135,000 injured. Some 400,000 houses collapsed leaving 2.8 million people without shelter. Over 7,000 schools were affected, leaving a large number of school going children without schools, teachers and teaching supplies. The livelihoods and assets of many families were lost. The Government of Pakistan responded quickly to the earthquake emergency by setting up the President's Relief Fund (PRF), appointing the Federal Relief Commission (FRC) with the overall responsibility for overseeing relief efforts and by establishing the Earthquake Reconstruction and Rehabilitation Authority (ERRA) to facilitate the rebuilding and repair of damaged infrastructure. The overall role of ERRA is to coordinate all earthquake relief and rehabilitation work, whereas implementation is

carried out through the provincial governments of Azad Jammu Kashmir (AJK) and Khyber Pakhtun Khwa (KPK - former North West Frontier – NWFP) Provinces.

6. The ILO-IPEC Pakistan Earthquake Child Labour Response Project (PECLR) was implemented within the framework of the National Earthquake Reconstruction and Rehabilitation framework, the DWCP (see pont 3 above) and the framework of the ILO Minimum Age Convention, 1973 (No.138) and the Worst Forms of Child Labour Convention, 1999 (No. 182) with the overall goal of eliminating child labour, with priority to the elimination of its worst forms. Pakistan has ratified both Conventions No 138 and No 182.
7. The Project was developed in recognition of the urgent need for a programme that specifically focussed on child labour in the earthquake areas, with support directed at two levels. At national level the project contributed to explicitly mainstreaming child labour issues into the government recovery and reconstruction policy and programmes, complemented by awareness raising activities. At the district and union council/village and community levels assistance was provided to partners for the implementation of well targeted interventions to reduce and prevent child labour in the selected earthquake areas. Capacity building and targeted direct action were key project strategies, with support provided to district level capacity to manage and implement child labour activities. Targeted action for withdrawal and prevention of child labour was proposed to be carried out in an integrated manner, based on establishing Rehabilitation Centres in Balakot tehsil in Mansehra District in the KPK. A new project area, Muzaffarabad district in AJK was opened in 2010; this is 30km from the current project area.
8. The development objective of PECLR is ‘To contribute to the national efforts for the prevention and eventual elimination of child labour in the earthquake affected areas of Pakistan’. The immediate objectives are:
 - 1) Child labour, particularly its worst forms, is an integral part of the policy and programmes for crisis and disaster response;
 - 2) Key stakeholders (District governments, employers, workers, communities) are receptive to the development needs of child labour;
 - 3) Children in (or at risk-of) worst forms of child labour and their families are linked with credit facilities and social safety nets; and
 - 4) Boys and girls in worst forms of labour, and those at risk, have access to formal and non-formal education, and vocational training.

The project was planned to target 2,500 children as direct beneficiaries and aiming to withdraw 500 children from child labour and prevent 2,000 from child labour through direct interventions (all figures indicate boys and girls in equal numbers). Targeted action is for the withdrawal and rehabilitation of working children and the prevention of child labour aimed at rapid and focused interventions: these interventions included provision of formal/non formal education, vocational training, social support and recreational services and support to the parents of the targeted children, as well as fostering community participation and mobilisation.

9. The disaster situation was complicated and there was potential for change as the project developed. Therefore, more than is normal, the original project design was based on assumptions which included the development of recovery and reconstruction plans; stakeholders commitment to the elimination of child labour in time of crisis; and availability of a wide scope of programmes and services for training referrals and income generation activities. In fact the pace of relief, reconstruction and development activities deteriorated in the earthquake affected areas of NWFP over the last year, and the security situation has adversely affected implementation of some project activities (i.e. displacement/migration of families). Part of Mansehra District has been a no-go area (for UN security classification framework), and the entire NWFP is under high levels of security alert.

As a result the Project office was moved from Mansehra to Abbottabad in July 2009 for safety reasons and then shifted to Islamabad in January 2010, but implementing agencies continued to work. In addition, high prices of petrol and food commodities, power cuts and water shortages have added to the burden of the local population. This situation has delayed the attainment of a number of targets.

10. Three Implementing Agencies (IAs) are providing non formal education and vocational training in seven union councils, with a total of 2169 children having been mainstreamed into government schools. One IA in Muzaffarabad is providing literacy education and vocational training to working children.
11. The establishment of Committee for the Management of Rehabilitation Centres (CMRC) at village level, and the Child Labour Monitoring Networks (CLMNs) at union council level have increased the ownership of the project both at community and government levels. The CMRC has adopted eight Rehabilitation Centres (RCs) in Balakot: these are functioning properly after the phasing out of the project from Balakot.
12. In addition, IPEC programmes have not being designed to respond to emergencies. Therefore, the project is an great challenge and opportunity to learn about expertise needed, feasible implementation strategies and potential outcomes that may be expected within the framework of IPEC goals

Background to the final evaluation

13. Based on ILO/IPEC and USDOL procedures mid-term and final evaluations are normally required to take place in the project cycle. However, given the deteriorating security situation, a mid term evaluation was not carried out, and it was decided to merge the mid term with the final evaluation.
14. The present Terms of Reference are based on inputs from key stakeholders received by IPEC-DED in the round of consultations and issues that have been raised during the review of the progress reports by donor and stakeholders for an external evaluation to address.

II. SCOPE AND PURPOSE

Scope

15. The scope of the final evaluation will be the IPEC Pakistan Earthquake Child Labour Response Project as a whole, including issues of initial project design, implementation, lessons learned, replicability, any specific recommendations for use in the Project itself and recommendations for future projects. The evaluation is expected to emphasise the assessment of key aspects of the project, such as strategy, implementation and the achievement of objectives. It will assess the outcomes of work carried out during the implementation phase, using both, quantitative and qualitative data collected on the indicators of achievement, and including the effectiveness, relevance and sustainability of the project activities to address child labour.

Purpose

16. The evaluation is to be conducted with the purpose of determining if the project achieved its stated outputs and immediate objectives (and targets), other unexpected results and drawing lessons from the experiences gained during implementation. Generic issues of relevance, effectiveness, efficiency, sustainability and learning will also be examined.

17. It will show how these lessons can be applied for other ILO/IPEC interventions in the area of child labour, especially in disaster situations.
18. In addition, the evaluation will serve to document potential good practices, lessons learned and models of interventions for beneficiaries. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future related activities in the country, as well as being used by ILO-IPEC to design future programmes and allocate resources. The evaluation will assess the process of implementation and the efficiency of project management at various levels.

III. SUGGESTED ASPECTS TO BE ADDRESSED

19. Generally, the evaluation should adhere to the ILO Evaluation Framework and Strategy and Guidelines, specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and OECD/DAC Evaluation Quality Standards. More specifically, the evaluation should address the overarching ILO evaluation criteria of relevance, effectiveness, efficiency and sustainability to the extent possible, as defined in the ILO Guidelines to Results-Based Evaluation: principles, Rationale, Planning and Managing for Evaluations', Version 1, January 2010. For gender issues see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, 1995. Further information on the ILO's gender approach is also available at www.ilo.org/gender.
20. The following are the suggested aspects that can be identified at this point for the external evaluation to address. These have been identified based on consultation with key stakeholders and prior analysis by the Design, Evaluation and Documentation (DED) section. It is not expected that the evaluation addresses all of the questions detailed below, but it must address the general areas of focus. Other aspects can be added as identified by the evaluation consultant in accordance with given purpose and in consultation with DED. One of the tasks for evaluators to decide is what are the most important aspects to address in meeting the purpose of the evaluation.
21. Below are the main categories that need to be addressed:
 - a. General Issues
 - b. Design and Planning (Validity of Design)
 - c. Achievements (Implementation and Effectiveness)
 - d. Relevance of the project
 - e. Sustainability
22. **General Issues**
 - How far have project design and implementation in a sudden onset disaster situation been able to inform the Government of Pakistan and other development partners about the implementation of child labour policies in crisis and disaster response implementation ?
23. **Design and Planning (Validity of Design)**
 - Review the logic and coherence of the project design and how the institutional arrangements, roles, capacity and commitment of stakeholders were taken into account. Were lessons learned from other projects designed to combat the impact of a sudden onset disaster taken into account? How far were factors outside the control of project management relating to the post earthquake

instability (and other contextual issues) taken into account in design and how did these factors affect project implementation and attainment of objectives/goal?

- Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the APs designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?
- Similarly, assess the internal logic (i.e. the link between objectives achieved through implementation of activities) of the project and the external logic of the project, which is the degree to which the project fits into existing mainstreaming activities that would impact on child labour.
- Analyze whether available information on the socio-economic, cultural and political situation in Pakistan was taken into consideration and reflected in the design of the project. Did the project's original design fill existing gaps in post earthquake services that other ongoing interventions were not addressing?
- Assess whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into account (especially including remuneration of women); how far the number of target beneficiaries (both education and non-education) and types of services being provided were appropriate, realistic and provided as designed.
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them? Was the strategy for sustainability of achievement defined clearly at the design stage of the project?

24. Achievements (Implementation and Effectiveness)

- Determine if the project (as per the purpose) has achieved its stated immediate objectives (including specific targets); assess the overall and specific outcomes of the project; Identify any unexpected result achieved and how has contributed to project objectives and identify lessons learned and good practices to inform future projects. Was the expected number of beneficiaries reached? Have target families been empowered in a meaningful way?
- How realistic were the critical assumptions and to what extent did factors outside the control of the project design and management affect project implementation and attainment of objectives/goal?
- Assess the process of implementation by IPEC and its implementing organizations, and the efficiency of project management at the country, regional and HQ level.
- Assess the effectiveness of the employment generation services, education and non-education services being provided to beneficiaries. Review the merits of the type of services for individual beneficiaries: receiving both series of services versus receipt of only one type of service.
- Assess the effectiveness of the different APs implemented and their contribution to the immediate objectives of the programme. Assess the lessons learned from these APs and the possibilities for replication.
- Assess the relationships between the project and other child-labour interventions supported by IPEC or by other organizations in the country. Were synergies and economies of scale created?
- Assess the project's achievements in raising awareness on the child labour problem and on promoting social mobilization to address this issue?

- Assess the functioning of the information/database for all activities carried out by different agencies, in terms of its effectiveness in achieving efficiencies in service delivery? Is it considered as a useful tool by the end users and therefore sustainable?
- Assess how the project monitored both the work and education status of all direct beneficiaries, reviewing the extent to which the system was appropriate and efficient in monitoring the situation of each child. Assess how project staff and implementing partners used the DBMR forms and database, including informing management decisions throughout the duration of the project, including the use of project monitoring plans (PMPs).
- Assess the CLM approaches of the project, and how far the system was appropriate and efficient in monitoring children to ensure that they were no longer working and/or that work conditions were no longer hazardous, and were attending education programmes regularly.
- Review how far project actions have contributed to enhancing the technical and financial capacity of local/national institutions (including Government and employers and workers organisations) and the target groups to eradicate bonded child labour.
- Were the expected outputs being delivered in a timely manner, with the appropriate quantity and quality? Assess the efficiency of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Assess the participation of different relevant actors in the Provincial Project Advisory Committee (PKP) e.g. how are these structures participating in project implementation? Examine the relationship and collaboration between it and the implementing agencies. How did this contribute to progress toward project's objectives?
- Assess the participation of different relevant actors in the National Steering Committee (NSC) e.g. how are these structures participating in project implementation? Examine the relationship and collaboration between the NSC and the implementing agencies. How did this contribute to progress toward project's objectives?
- Examine any networks and partnership that have been built between organizations (i.e. international and national, multilateral, bilateral, and non governmental organizations) and government agencies working to address bonded/child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?
- How did the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project?
- How did the experiences of the project contribute to which areas of focus should be given priority in the Government of Pakistan's implementation of its National Policy and Plan of Action to Combat Child labour and its National Plan of Action for Children through the NSC?

25. Relevance of the Project

- Was the project relevant to the local situation concerning bonded and child labour, specifically the needs of the target groups, the local capacities to address these issues and the national policies and programmes in place? Assess the validity of the project approach and strategies and their potential to replicate. Assess whether the needs that gave rise to the project still exists or have changed.

- Assess the positive and negative implications of the lag between project design and implementation in the context of emergencies like natural disasters (i.e. earthquakes)
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- How does the project strategy fit in with the national plans under development and national education and anti-poverty efforts, and interventions carried out by other organizations?
- Did the strategy and service package address the different needs and roles, constraints, access to resources of the target groups, with specific reference to mainstreaming and thus the relevant partners, especially in government?

26. Sustainability

- Has the capacity of the implementing agencies and other relevant partners to develop effective action against bonded child labour been increased as a consequence of the project (especially skills training)? Specifically, assess how the idea of a phase-out strategy for project components was addressed during the project's design and implementation, as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Were the APs well-rooted within the communities in which they operated? What is the likelihood that the partner organizations involved in the project will continue to work to eliminate child labour after the project ends?
- Assess the relevancy, coherence, adequacy and effectiveness of strategies adopted by the project and the APs to ensure sustainability. What are the implications for replicability of this model?
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups. Whether and to what extent the project has contributed to the revision of the Master Plan to eliminate child labour by 2016? What is the expectation that the partner organizations (including the provincial government departments) will continue to work and allocate funds to eliminate child labour after the project ends?
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of national actions. Based on the project's experience, which are some of the factors that might impact on the likelihood of national level action being taken further?

IV. EXPECTED OUTPUTS OF THE PROJECT EVALUATION

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

By Team Leader Consultant:

- Desk Review
- Preparation of evaluation instruments
- Evaluation field visits including interviews and consultations with key stakeholders in Pakistan
- Preparation and facilitation of national stakeholder evaluation workshops, including workshops and background note

- Debriefing with project staff and key national partners
- Draft report
- Second and final version of report, including any response to consolidated comments
- Notes on the experience of the evaluation and suggestions for the further development of the standard evaluation framework

By Evaluation Member, National Consultant

- Desk review
- Evaluation Instrument
- Evaluation field visits including interviews and consultations with key stakeholders in Pakistan
- Preparation and co-facilitation of national stakeholder evaluation workshops, including workshops and background note
- Debriefing with project staff and key national partners
- Input and support to the preparation of the draft evaluation report (including background report of relevant information after discussion with evaluation team leader)
- Support final version of report, including any response to consolidated comments

28. The final evaluation report should include:

- Executive Summary with key findings, conclusions and recommendations
- Clearly identified findings, conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention
- Appropriate annexes including TORs
- Standard evaluation instrument matrix

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

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

31. The final report will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by DED and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V. PROPOSED PROJECT EVALUATION METHODOLOGY

Desk Review

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

Field Visits

33. The evaluation team will conduct evaluation missions in-country that will consist of the following:
- Working sessions with ILO/IPEC staff
 - Interviews with key national stakeholders and informants
 - Field visit to selected AP project sites
 - A stakeholder evaluation workshop
34. The team leader and the team member will work together, particularly during the field mission, including a division of work when talking to key national stakeholders. The evaluation team will prepare the final report.
35. The evaluation team will interview the donor representatives, ILO/IPEC HQ, and ILO/IPEC regional staff either in person or by conference calls early in the evaluation process, preferably during the desk review phase.
36. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the APs to the project.
37. The evaluation methodology will include a one day stakeholder workshop at Islamabad, attended by stakeholders and partners from the target provinces of the project, as well as IPEC staff and key partners, including the donor as appropriate, in order to gather further data as appropriate, present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of the meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. The project will propose together with the evaluation team leader a list of participants.

Composition of the evaluation team

38. The evaluation will be carried out by the evaluation team consultants, not previously directly involved in the project. The evaluation team leader is responsible for drafting and finalizing the evaluation report. The evaluation consultant will support the team leader in preparing the field visit, during the field visit and in drafting the report. The evaluation team leader will have the final responsibility during the evaluation process and for the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

39. The background of the **evaluation team leader** and **evaluation team member** ideally should include:

Team Leader	
Responsibility	Profile
<ul style="list-style-type: none"> Briefing with IPEC DED Telephone Interviews with donor and IPEC HQ Desk review Prepare evaluation instrument Conduct field visits in selected project sites in Pakistan Facilitate stakeholder workshops with the support of the evaluation consultant Draft the evaluation report Finalize the evaluation report taking into consideration comments from key stakeholders. 	<ul style="list-style-type: none"> Relevant background in social and/or economic development. Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects. Experience in evaluations in the UN system or other international context as team leader Relevant regional experience preferably prior working experience in Pakistan. Experience in child labour issues and rights-based approaches in a normative framework are highly appreciated. Experience at policy level and in the area of education and legal issues would also be appreciated. Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. Familiarity with and knowledge of specific thematic areas. Fluency in English. Experience facilitating workshops for evaluation findings.

Evaluation team member	
Responsibility	Profile
<ul style="list-style-type: none"> Prepare desk review in coordination with the team leader Telephone Interviews with donor and IPEC HQ Desk review Support preparation of evaluation instrument Conduct field visits in selected project sites in Pakistan Support the team leader in facilitating the stakeholder workshops Provide inputs to the team leader in drafting the evaluation report Provide inputs and clarification for the team leader in finalizing the evaluation report. 	<ul style="list-style-type: none"> Extensive knowledge of development in Pakistan, preferably on bonded and child labour issues Experience in evaluations conducted at the multi-bilateral level in development Experience in facilitating stakeholder workshops and preparation of background reports

40. The evaluator's interpreter, if required, will have no prior affiliations with IPEC or project partners.
41. The team leader will undertake a **desk review** of the project files and documents (Technical Progress Reports, Project Revision Forms, and Action Programme Design Documents), undertake **field visits** to the project locations, **and facilitate the workshops**. The evaluation team leader will also be responsible for **drafting** the evaluation report with support from the national evaluation consultant. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
42. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Islamabad with the administrative support of the ILO sub-regional office in South Asia in Delhi. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

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

44. The tentative timetable is as follows:

Project Final Evaluation		
Responsible Person	Tasks	Duration and Dates ¹⁶
Team leader & team member	<ul style="list-style-type: none"> Telephone briefing with IPEC DED Desk Review of project related documents Evaluation instrument based on desk review 	End of April (28-30 April)
		T. leader 3 days
		T. member 2 days
Evaluation team with logistical support by project	<ul style="list-style-type: none"> Consultations with project staff Field visits Consultations with girls and boys, parents and other beneficiaries Workshop with key stakeholders 	May 1-16 for evaluation field visits
		T. Leader: 16 days
		T. Member: 16 days
Evaluation team leader with team member	<ul style="list-style-type: none"> Draft report based on consultations from field visits and desk review and workshop in Pakistan 	May 17-21, 2011
		T. Leader 5 days
		T. Member: 3 days
DED	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader 	End of May 2011
Evaluation team leader	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 	Beginning June 2011
		T. leader 2 days
TOTAL number of days		T. member 1 day
		T. leader 26 days
		T. member 22 days

Sources of Information and Consultations/Meetings

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

- The main users of the evaluation should be the Government of Pakistan (all relevant Ministries at the national, provincial and local levels), child labour monitoring committees, USDOL as the donor, ILO-IPEC as primary implementing agency, local partners, and stakeholders.

Consultations with:

- An interview with OCFT staff responsible for the project prior to the commencement of the field work so that USDOL may give input to the evaluation framework as a key stakeholder;

¹⁶ Final dates will be adjusted with consultants.

- Project management and staff
- ILO/HQ, regional and country and regional backstopping officials
- Partner agencies including AP implementers and child labour monitors (i.e. those that only worked in previous area and those working in correctn area)
- Social partners: Employers' and Workers' groups; NGOs
- Boys and Girls and their parents
- Community members where awareness-raising activities occurred
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- Telephone discussion with USDOL
- USAID and US Embassy staff in Islamabad, interviews with appropriate US Embassy staff prior to commencement of field work;
- Interviews with national partners: Ministry of Labour, President of employers' organization, President of trade union/workers' organization, Various community-based and NGO bodies;;
- Other project coordinators of US Department of State funded activities,

45. Final Report Submission Procedure

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

VI. RESOURCES AND MANAGEMENT

46. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for consultant for 26 work days
- Local DSA in project locations for maximum 16 nights in various areas of Pakistan.
- Fees for local travel in-country in line with ILO regulations and rules

For the evaluation consultant (evaluation team member):

- Fees for an evaluation consultant for 22 days
- Local DSA in project locations for a maximum 16 nights in various areas in Pakistan in line with ILO regulations and rules
- Fees for local travel in-country

Other costs:

- A stakeholder workshop in Pakistan
- Translation costs for the workshop and field visits (if applicable)
- Any other miscellaneous costs.

A detailed budget is available separately.

Management

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

Annex 2: Evaluation Team Itinerary

Date/Place	Farwa Zafar	Syed Mohammad Ali
Thurs April 28 Islamabad	Arrive Islamabad. Sign Contract. Team meeting... preparation of evaluation question guide, report structure, approach. Tele briefing with Ricardo Furman, ILO-IPEC/DED Geneva and USDOL team Washington D.C.	Arrive Islamabad., sign contract. Team meeting... preparation of evaluation question guide, report structure, approach. Tele briefing with Ricardo Furman, ILO-IPEC/DED Geneva and USDOL team Washington D.C.
Fri April 29 Islamabad	Briefing with ILO PECLR Project/ Programme team at ILO Office and meet with OIC ILO country office. Develop workplan and travel arrangements for field visits.	Briefing with ILO PECLR Project/ Programme team at ILO Office and meet with OIC ILO country office.. Develop workplan and travel arrangements for field visits.
Sat April 30 Islamabad	Documentation review and preparation of Inception Report -including Interview guide; evaluation Methodology; TOC for Final report; wrkshop programme; and workplan	Documentation review and preparation of Inception Report -including Interview guide; evaluation Methodology; TOC for Final report; wrkshop programme; and workplan
Sun May 01 Islamabad	Final inception Report and continue Desk review; Coordinate meetings with Stakeholders.	Final inception Report and continue Desk review
Mon May 02 Islamabad	Meeting with Saba Gul Khattak, Planning Commission, Member social sector. Meeting with Central Labour Advisor, MoL; With Zahoor Awan, Secretary General PWF; briefing with PECLR Project Manager; and meeting with Baela Jamil, ITA. Data input in evidence table.	Meeting with Saba Gul Khattak, Planning Commission, Member social sector. Meeting with Central Labour Advisor, MoL; With Zahoor Awan, Secretary General PWF; briefing with PECLR Project Manager; and meeting with Baela Jamil, ITA. Data input in Evidence table
Tues May 03 Islamabad	Meeting with Stakeholders and IPs- NCCWD; Sustainable Development Foundation; briefing session with Project Manager PECLR; Manaana Raana, UNICEF Child Protection Officer; and attended ITA seminar on Women and child rights; Informal meeting with NCHD and UNESCO. Data Input and key issues emerging.	Meeting with Stakeholders and IPs- NCCWD; Sustainable Development Foundation; briefing session with Project Manager PECLR; Manaana Raana, UNICEF Child Protection Officer; and attended ITA seminar on Women and child rights; Informal meeting with NCHD and UNESCO. Data input in evidence table and listing of key issues emerging.
Wed May 04 Islamabad	Continuation of project briefing meeting with Project Manager. Data collation and team meeting. Meeting with SPAARC and Implementing Partner Bright Education System. Continue with data input and travel plans for Peshawar	Continuation of project briefing meeting with Project Manager. Data collation and team meeting. Meeting with SPAARC and Implementing Partner Bright Education System. Continue with data input and travel plans for Peshawar
Thur May 05 Peshawar	Travel to Peshawar by road. Meeting with Government officials -Child Labour Unit, MoL Director and Research Officer; Senior Planning Officer, Department of Elementary and Secondary Education; Meeting with CPU, FATA Secretariat; and Meeting with Haji Javaid, chairman Employers federation of Pakistan. travel back to Islamabad. Work on Report and data input.	Travel to Peshawar by road. Meeting with Government officials -Child Labour Unit, MoL Director and Research Officer; Senior Planning Officer, Department of Elementary and Secondary Education; Meeting with CPU, FATA Secretariat; and Meeting with Haji Javaid, chairman Employers Federation of Pakistan. Work on Report and data input.
Fri May 06 Peshawar Islamabad	Islamabad ; Briefing with ILO PECLR Project postponed. Meeting with Sujeeva Fonseka, CTA TBP and Former CTA PECLRP. Tele interview	Peshawar : Stakeholder meetings with PaRRSSA; NCHD; M & E at PDMA; Directortae of Technical Education and Manpower Training; Travel back to Islamabad;

Date/Place	Farwa Zafar	Syed Mohammad Ali
	with Sherin Khan ILO Regional office, New Delhi. telephone interview with Ahmet Ozirmak, TZackle project, ilo ipec geneva; Develop workplan and travel arrangements for field visits to Muzaffarabad and Balakot. Work on Presentation.	data input and preparation for travel to Muzaffarabad and Balakot.
Sat May 07 Muzaffarabad	Travel to Muzaffarabad by road. FGD at guest house with CMRC members and beneficiary girls and boys; teachers from shaukat lane target community. Meeting with teacher from airport community. Interview with Children First team. Meeting with implementing partner SSD and AJKRSP programme manager. Field visit to target community-Shaukat Lane and FGD with girls, mothers, teacher and CMRC members.	Travel to Muzaffarabad by road. Interview with Children First team. Meeting with implementing partner SSD and AJKRSP programme manager. Field visit to target community-Shaukat Lane and FGD with RC boys and community. Meeting with Children First and AJKRSP staff. Meetings with related government staff -Director Elementary Education- Social Welfare Officer- Medical Officer Directorate of Health, State Earthquake Reconstruction and Rehabilitation Authority- and Field Coordinator SSD.
Sun May 08 Muzaffarabad	Field visits to three target communities in Muzaffarabad - Airport-Chattar Klass and tariqabad. FGD with girls, mothers in Airport and Tariqabad. Interview with teacher at Tariqabad. FGD with girls and community in chattar Klass. Work on findings analysis and prepare for travel to Balakot.	Field visits to three target communities in Muzaffarabad - Airport-Chattar Klass and tariqabad. FGD with fathers, Airport Target Community.FGD with community, Tariqabad. FGD with CMRC chattar Klass. Work on findings analysis and prepare for travel to Balakot.
Mon May 09 Balakot	Travel to Balakot by road from Muzaffarabad. Visit Skill Development Centre, set up by ILO through a previous intervention; Visit SRSP office and meet with staff of FALAH project in Balakot; Hold meeting with TMO in Balakot. Field visit Mohandri, Balakot tehsil and FGD with community, girls boys, mothers, males members, and teacher. Travel to Malakandi and overnight stay. Work on findings and final plans for field visits.	Travel to Balakot by road from Muzaffarabad. Visit Skill Development Centre, set up by ILO through a previous intervention; Visit SRSP office and meet with staff of FALAH project in Balakot; Visit to PEF School in Balakot and interview with Principal. Hold meeting with TMO in Balakot. Field visit to maneen village and FGD with community, boys, and with girls. Tel interview with ADO education, Balakot Tehsil. Field visit to Shangrian village and meeting with community. Travel to Malakandi - work on findings and data input. Overnight at Malakandi.
Tues May 10 Balakot	Field visit to mangli, Balakot, Meeting with former IP - DLG field staff who have now formed a local CBO Rising Balakot-visit the training centre set up by them; Visit to Mangli RC taken over by community and CMRC alongwith PECLRP PM. FGD with teachers, girls, boys mothers and CMRC members. Cancelled trip to Mithikot village. Visited Billiani village and held FGD with community, girls and boys. Visited SRSP office in Garhi Habibullah and held SSG meeting with programme team. Travel back to Malakandi. Work on Findings and presentation.	Field visit to Nakian village, Balakot and FDG with community; travel back to Malakandi and hold meeting with IP BES staff and PECLR PM. Work on findings. Team meeting.
Wed May 11 Mansehra Islamabad	Travel to Mansehra and meeting with IP DLG project Coordinator.. Meetings	Travel to Mansehra and meeting with IP DLG project Coordinator.. Meetings with government

Date/Place	Farwa Zafar	Syed Mohammad Ali
	with government officials including Labour Inspector, DoL and EDO and ADO Education education. Travel back to Islamabad. Telephone Interview with ILO-IPEC Asia Desk Officer Geneva. Work on Findings and presentation.	officials including Social Welfare Officer; Labour Inspector, DoL and EDO and ADO Education education. Travel back to Islamabad and tele Interview with ILO-IPEC Asia Desk Officer in Geneva. Work on Findings and Presenttaion.
Thur May 12 Islamabad	Work on Presenttaion. Meeting with Chairman NCHD. Continue work on Preliminary Findings and Conclusions and prepare for Stakeholder Workshop in Nathia Galli.	Work on Presentation. Meeting with Chairman NCHD. Continue work on Preliminary Findings and Conclusions and prepare for Stakeholder Workshop in Nathia Galli.
Fri May 13 Islamabad Nathia Galli	Finalise presentation for Stakeholder Workshop and travel to Nathia Galli by Road. Final logistics and workshop programme.	Finalise presentation for Stakeholder Workshop and travel to Nathia Galli by Road.
Sat May 14 Nathia Galli	Facilitate Stakeholder Workshop and present Preliminary Findings, Conclusions and Recoomendations. Obtain feedback from participants and and conclude workshop and travel back to Islamabad. Evaluation team meeting.	Facilitate Stakeholder Workshop and present Preliminary Findings, Conclusions and Recoomendations. Obtain feedback from participants and and conclude workshop and travel back to Islamabad. Evaluation team meeting.
Sun May 15 to Sat May 28 Islamabad Lahore	Report writing and preparation of draft report for five days . Complete draft report and send to ilo IPEC DED	Report writing and input to preparation of draft report for three days
June	Receive feedback and comments from DED Geneva and final evaluation report for two days.	Receive feedback and comments from DED Geneva and input into final evaluation report for one day.

Annex 3.1: List of People Met

Surname, Forenames	Org. and function	♂♀	Method	Cat	Place	Date
Ricardo Furman Wolf	ILO-IPEC Evaluation Manager Geneva	♂	ti	I	Islamabad	Thur April 28
Kusuma Cunningham	M & E Manager Asia/MENA, USDOL Washington D.C.	♀	ti	T	Islamabad	Thur April 28
Angie Pelzer	Programme manager, USDOL Washington D.C.	♀	ti	T	Islamabad	Thur April 28
Sharon Heller	Division Chief Asia/Mena, USDOL, Washington D.C.	♀	ti	T	Islamabad	Thur April 28
Hugh B. Odhams	OIC, ILO Country Office, Pakistan	♂	ssg	I	Islamabad	Fri April 29
Saifullah Choudhry	ILO IPEC Senior Programme Officer	♂	ssg	I	Islamabad	Fri April 29
Shahbaz Bokhari	PECLRP Project Manager	♂	ssi	I	Islamabad	Fri April 29
Ahmad Jan	ILO PECLR Project Admn Officer	♂	ssg	I	Islamabad	Fri April 29
Saba Khatak	Member Social Sector, Planning Commission	♀	ssi	G	Islamabad	Mon May 02
Iftikhar javaid	senior research Officer, MoL	♂	ssg	G	Islamabad	Mon May 02
javed Gill	Chief Labour Advisor, MoL	♂	ssi	G	Islamabad	Mon May 02
Baela Jameel	CEO, Idara taleem o Agahi	♀	ssi	N	Islamabad	Mon May 02
Zahoor Awan	Secretary General, PWF	♂	ssi	T	Islamabad	Mon May 02
Zulfiqar Ali	Assistant Director, NCCWD	♂	ssi	G	Islamabad	Tue May 03
Raana Nazir Mahmood	Executive Director , Sustainable Development Foundation	♂	ssg	N	Islamabad	Tue May 03
Farah Naz	Programme Coordinator, SDF	♀	ssg	N	Islamabad	Tue May 03
Manaana Raana	Child Protection Specialist, UNICEF	♂	ssi	U	Islamabad	Tues May 03
Arshad Saeed Khan	Programme Officer, UNESCO	♂	bd	U	Islamabad	Tue May 03
Arshad Mahmood	CEO, SPAARC	♂	ssi	N	Islamabad	Wed May 04
Zarina Jillani	Manager Research Centre, SPAARC	♀	ssi	N	Islamabad	Wed May 04
Babar Jamal	Former Chief Technical Advisor, Bright Education System	♂	ssi	N	Islamabad	Wed May 04
Farzand Ali	Statistical Officer, CLU, MoL	♂	ssi	G	Peshawar	Thu May 05
Irfanullah khan	Director, CLU, MoL	♂	ssi	G	Peshawar	Thu May 05
Siraj Munir	Senior Planning Officer, Elementary Education Dept, MoE	♂	ssi	G	Peshawar	Thu May 05
Syed M. Ali Shah	Project Coordinator, CP Wing, Social Welfare and Women Empowerment, FATA Secretariat	♂	ssi	G	Peshawar	Thu May 05
Haji M. Javed Khan	President, Employers Federation of Pakistan	♂	ssi	T	Peshawar	Thu May 05
Ozair Ahmed	Regional Manager Literacy, National Commission for Human Development (NCHD), NCHD Human Development Support Unit, Mardan	♂	ssi	G	Peshawar	Fri May 06
Hyder Yahya	Social Protection Officer, PaRRSA	♂	ssi	G	Peshawar	Fri May 06
Mohsin Soorani	M & E Officer, PDMA	♂	ssi	G	Peshawar	Fri May 06
Haji Muneer Gul	Director, Skill Development, DTEMT	♂	ssi	G	Peshawar	Fri May 06
Sadiqa Khosa	Superintendent, Dar ul Falah, Social Welfare Complex	♀	ssg	G	Peshawar	Fri May 06
Saeed Khan	Admn Officer, Social Welfare Complex	♂	ssg	G	Peshawar	Fri May 06
Arshad Azad	Finance and Admin, Social Welfare Complex	♂	ssg	G	Peshawar	Fri May 06
Iqbal Butt	Social Welfare Officer, Social Welfare Complex	♂	ssg	G	Peshawar	Fri May 06
Sujeewa Fonseka	CTA, TBP, ILO-IPEC, Pakistan	♂	ssi	I	Islamabad	Fri May 06
Yasir Ishfaq	Micro Finance Officer, PPAF	♂	ti	N	Islamabad	Fri May 06
Shiren Khan	Regional Office, ILO-IPEC New Delhi	♀	ti	I	Islamabad	Fri May 06
Arsalan Kashfee	Micro Finance Specialist/AJK Rural Support	♂	ssi	T	Muzafarabad	Sat May 07

Surname, Forenames	Org. and function	♂♀	Method	Cat	Place	Date
	Programme					
Dr. Nawaz Awan	Medical Officer, Dept of Health	♂	ssi	G	Muzafarabad	Sat May 07
Asad Hafeez Chughtai	Field Coordinator, SSD	♂	ssi		Muzafarabad	Sat May 07
M. Asad Habib	Child Complaint Office	♂	ssg		Muzafarabad	Sat May 07
Shaid ur Rahman	Child Complaint Office	♂	ssg		Muzafarabad	Sat May 07
Raja Asif Qamar, Database assistant,	Child Complaint Center	♂	ssg		Muzafarabad	Sat May 07
Abid Ghani Mir	Director Coordination SERRA	♂	ssi		Muzafarabad	Sat May 07
Ghulam Hussain Shah	Assistant Director, Elementary Education, AJK	♂	ssi		Muzafarabad	Sat May 07
Raja Omar Ahsan	Director General, Children First	♂	ssg		Muzafarabad	Sat May 07
Miraj Alam	Child Protection Officer, Children First	♂	ssg		Muzafarabad	Sat May 07
Kazim Shoaib	Project Coordinator, SSD	♂	ssg		Muzafarabad	Sat May 07
Syeeda Afshan Kazim	Field Coordinator, SSD	♀	ssg		Muzafarabad	Sat May 07
Shazia	Field Coordinator, SSD	♀	ssg		Muzafarabad	Sat May 07
Riasat Masih	CRMC MEMBER, Shaukat Lane	♂	ssg		Muzafarabad	Sat May 07
Mohd. Sadiq Sher	CRMC MEMBER, Shaukat Lane	♂	ssg		Muzafarabad	Sat May 07
Mohd. Arif	CRMC MEMBER, Shaukat Lane	♂	ssg		Muzafarabad	Sat May 07
Zulfiqar Ali	CRMC MEMBER, Shaukat Lane	♂	ssg		Muzafarabad	Sat May 07
Raza Ahmed Aziz	Vocational Trainer, Chattar Klass	♂	ssi		Muzafarabad	Sun May 08
Yunus Niazi	CRMC Member, Chattar Klas	♂	ssi		Muzafarabad	Sun May 08
M. Saeed Jadoon	Admn finance officer, SSD	♂	ssi		Muzafarabad	Sun May 08
Rehmat Gul	Principal Skill Development center, ILO	♂	ssi		Balakot	Mon May 09
Qurut ul Ain	Field Officer, SRSP	♀	ssi		Balaot	Mon May 09
Abdul Rahman	Principal, PWF School	♂	ssi		Balakot	Mon May 09
Saqib Mukhtar	Tehsil Officer, TMO Office	♂	ssg		Balakot	Mon May 09
Ghulam Nabi	CRMC President, Maneen	♂	ssi		Balakot	Mon May 09
Mohd Khurshid	Assistant District Officer, Education, Balakot Union Council	♂	ti		Balakot	Mon May 09
Arif Baluch	Tehsil Municipal Officer, TMO Office	♂	ssg		Balakot	Mon May 09
Mohd Riaz	CRMC Member, Shangrian	♂	ssg		Balakot	Mon May 09
Mohd Shoaib	CRMC Member, Shangrian	♂	ssg		Balakot	Mon May 09
Bashir Hussain	CRMC Member, Shangrian	♂	ssg		Balakot	Mon May 09
Qaim Mian	Religious Leader, Maneen	♂	ssi		Balakot	Mon May 09
Ghulam Haider	CRMC Member, Maneen	♂	ssg		Balakot	Mon May 09
Mohd Qazi	CRMC Member, Maneen	♂	ssg		Balakot	Mon May 09
Rafaqat Hussain	Field Coordinator, BES	♂	ssg		Malakandi, Balakot	Tue May 10
Babar Jamal,	CTA, BES	♂	ssg		Malakandi, Balakot	Tue May 10
Saeedu Zaman	Gen Sec, Rising Balakot	♂	ssg		Mangli, Balakot	Tue May 10
Kausar Shaheen	Vice President, Rising balakot	♀	ssg		Mangli, Balakot	Tue May 10
Farhat Bebe	Trainer, Rising Balakot	♀	ssg		Mangli, Balakot	Tue May 10
Zahid Khan	Finnace Manager, Rising Balakot	♂	ssg		Mangli, Balakot	Tue May 10
Niaz Mohd Rajput	CRMC Member, Mangli	♂	ssg		Mangli, Balakot	Tue May 10

Surname, Forenames	Org. and function	♂♀	Method	Cat	Place	Date
Sumaira Khan	Teacher, RC Mangli	♀	ssg		Mangli, Balakot	Tue May 10
Zofia Shaheen	Teacher, RC Mangli	♀	ssg		Mangli, Balakot	Tue May 10
Rashid Anwar	President RC Shohaal	♂	ssi		Mangli, Balakot	Tues May 10
Naheed Khan	Project Coordinatiior and Regional Manager, SRSP, Mansehra	♀	ssg		Gulderi, Garhi habibullah	Tues May 10
Abid Hussain	Community Officer, SRSP, Gulderi	♂	ssg		Gulderi, Garhi habibullah	Tues May 10
Mohd Irshad	Community Officer, SRSP, Gulderi	♂	ssg		Gulderi, Garhi Habibullah	Tues May 10
Rashida Khawaja	Field Officer, SRSP, Guder	♀	ssg		Gulderi, Garhi habibullah	Tues May 10
Wareed Khan	Project Coordinator, De Laas Gul	♂	ssi		Mansehra	Wed May 11
Mohad Qasim Tanouli	Labour Inspector, Mansehra	♂	ssg		Mansehra	Wed May 11
Rashid Khan	Labour Inspector, Mansehra	♂	ssg		Mansehra	Wed May 11
Shoaib Qureshi	Child Protection Officer, Soc Welfare Dept, Mansehra	♂	ssg		Mansehra	Wed May 11
Abdul rashid	Social Welfare Officer, Mansehra	♂	ssg		Mansehra	Wed May 11
Omer Khan Kundi	EDO, Education	♂	ssi		Mansehra	Wed May 11
Khan Mohammad	Diistrict Officer, Education	♂	ssi		Mansehra	Wed May 11
Waheed Khan	Asia Desk Officer, ILO IPEC Geneva	♂	ti		Islamabad	Wed May 11
Nafisa Shah	Chairman, NCHD	♀	ssg		Islamabad	Wed May 11
M. Saeed Khan	National Programme Coordinator, Literacy, NCHD	♂	ssg		Islamabad	Wed May 11

Annex 3.2: Group Meetings with stakeholders and beneficiaries

Group meetings Summary		Numbers in Group Meetings			
Country	♂+♀	♀	♂	Total meetings	♀ as %
Individuals in Group Meetings	256	91	165	73	36%

Summary of Interviews by category of person				of which	
Category of person interviewed	Cat	No	as %	♀	♀ as %
ILO Staff	I	8	9%	1	13%
Other UN Staff	U	2	2%	0	
NGOs	N	27	29%	26	96%
Government Officials	G	34	36%	4	12%
Other	T	23	24%	6	26%
Total		94	100%	37	39%
Summary of Interview Methods				of which	
Type of interview method	Type		as %	♀	♀ as %
General meeting	gm	0	0%	5	
Semi-structured Interview (Individual interviewee)	ssi	37	39%	3	8%
Semi-structured Interview (Group - two or more interviewees)	ssg	48	51%	29	60%
Brief Discussion (less than ten minutes on one or more topics)	bd	1	1%	1	100%
Detailed discussion (more than ten minutes on one or more topics)	dd	0	0%	0	
Telephone interview	ti	8	9%	4	50%
Other	ot	0	0%	0	
Total		94	100%	42	45%

Annex 4: List of participants of the stakeholder workshop

LIST OF PARTICIPANTS Stakeholder Workshop May 14, 2011, Green Retreat Hotel Nathia Galli

1. Mr. Zahoor Awan, Deputy Secretary General, Pakistan Workers Federation
2. Mr. Irfan Ullah Khan, Director Labour, Directorate of Labour, Peshawar
3. Mr. Abdul Rasheed, Executive District Officer-Social Welfare Mansehra.
4. Mr. Umer Khan Kundi, Executive District Officer, Elementary & Secondary Education Mansehra
5. Mr. Mohammad Qasim Tanoli, Labour Inspector Mansehra
6. Mr. Ishaque Qureshi, Consultant, Islamabad
7. Mr. Rana Mohammad Nazir, Executive Director SDF
8. Mr. Babar Jamal, Director Programme, Bright Education Society
9. Mr. Kazim Shuaib, Project Coordinator, Society for Sustainable Development
10. Mr. Muhammad Saeed, Admin & Finance Officer, Society for Sustainable Development
11. Mr. Shafqat Munir, Director JDHR Islamabad
12. Mr. Meraaj Alam, Coordinator Child Protection, Children First
13. Mr. Khalid Mehmood, Coordinator, SPARC, Khyber Pakhtunkhwa
14. Mr. Manan Ranna, Senior Programme Officer UNICEF
15. Mr. Hassan Mangi Director, NCCWD
16. Mr. Parvez Khan, EDO Finance & Planning, Mansehra
17. Mr. Hazoor Bux, Deputy Director Child Support Programme, Pakistan Bait ul Mal
18. Mr. Muhammd Siraj Muneer, Senior Planning Officer Elementary & Secondary Education
19. Mr. Abdul Jameel, Research Associate, Planning Commission, Social Sector
20. Mr. Muhammad Saeed, National Programme Coordinator, NCHD, Islamabad
21. Ms. Naheed Khan, Regional Programme Manager, SRSP, Islamabad
22. Ms. Farah Naz, Programme Coordinator, Sustainable Development Foundation (SDF)
23. Mr. Talemand Khan, Survey Coordinator, SDPI
24. Mr. Sajid Tanoli, Director Noor Foundation, Mansehra
25. Mr. Taleh Ahmad, Project Coordinator, Right to Play
26. Mr. Rasheed Anwar, Executive Director, Karawan-e- Balakot

ILO:

27. Mr. Shahbaz Bokhari, Project Manager PECLR Project
28. Mr. Ahmed Jan, Admin & Finance Assistant PECLR Project

Evaluators:

29. Ms. Farwa Zafar
30. Mr. Mohammad Ali

Annex 5: Interview Guide - Evaluation of ILO-IPEC PECLR Project Pakistan

Overall Qs

1. How relevant and adequate was the PECL response as a whole (*at the beginning and over the duration of the project*)?
2. How far has the project in a sudden onset disaster situation been able to inform the Government of Pakistan and other development partners about the implementation of child labour policies in crisis and disaster response implementation?

Context

1. What are the key child labour issues in Pakistan? What determines/defines a child as a “Child Labour” category?
2. What are the key government policies strategies on child labour in Pakistan? Any impact on donor policies? Any impact on government or donor disaster management policies?
3. What role does ILO-IPEC play in the context of child labour issues in Pakistan?
4. What were the key characteristics of the earthquake disaster related to child labour?
5. To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC, specifically for the PECL project, for identifying a child as prevented or withdrawn from child labour? Do these operational definitions vary from conventional definitions for other ILO-IPEC programmes?

Qs for ILO/Project Staff + Implementing partners + other relevant stakeholders including donors and government officials¹⁷

Relevance

1. Rationale
 - a. What factors determined the need for this project?
 - b. Were any needs assessments carried out?
 - c. How did you conduct the need assessment? (method, timing, resources)
 - d. Who did you assess? (*children, parents, age, gender, etc*)
 - e. Who was consulted? (*beneficiaries, government, other donors, NGOs, community, etc*)
 - f. What did you learn from the assessments? What needs were identified?
 - g. Were gender issues taken into account?
 - h. Did trafficking of children emerge as a concern?
 - i. Was the project relevant to the local situation concerning bonded and child labour, specifically the needs of the target groups, the local capacities to address these issues and the national policies and programmes in place?
2. Project Design
 - a. Did the project design take into account the roles, capacity and commitment of stakeholders? And replicability? How was this reflected in the project?
 - b. Were lessons learned from other/previous experiences (ILO or other donor child labour or disaster management initiatives) used to design the intervention to combat the impact of a sudden onset disaster?

¹⁷ Questions of relevance for IPs, donors, and government are highlighted in red font

- c. What were the external factors outside the control of project management relating to the post earthquake instability (and other contextual issues)? Were these taken into account in project design?
- d. Describe how the inputs interfaced with activities; activities with outputs and objectives?
- e. How did the APs (*nfe, voc training, occupational safety, psycho support, awareness raising, micr-credit & ssn etc,*) reflect project strategies and project components of intervention?
- f. How did the project fit into existing mainstreaming activities that would impact on child labour? What were these key mainstreaming activities?
- g. Was available information on the socio-economic, cultural and political situation in Pakistan taken into consideration and reflected in the design of the project?
- h. Did the project's original design fill existing gaps in post earthquake services that other ongoing interventions were not addressing?
- i. How far were the number of target beneficiaries and types of services being provided appropriate and realistic?
- j. What determined the timeframe of the project. If any changes were made , why?
- k. What were the criteria for selection of the sectors/target groups and locations? Were they based on the finding of assessments/surveys?
- l. How did project strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to mainstreaming and thus the relevant partners, especially in government?
- m. What were the key strategies used to withdraw children from CL?

Effectiveness

- How has the project achieved its stated immediate objectives (including specific targets)? Why were trafficking, sexual abuse issues recognized in project document and TPR reporting format, not addressed during implementation?
- Has the project achieved any unexpected results and how has this contributed to project objectives?
- Was the expected number of beneficiaries reached? What shows that target families have been empowered in a meaningful way?
- Was there any change in the stated assumptions over time? Did this impact implementation? Did any external factors affect project implementation and attainment of objectives/goal? In what way?
- What were the biggest constraints faced in project implementation? How were these overcome?
- What facilitated project implementation?
- How have lags in project implementation affected project? esp in the context of emergencies like natural disasters (i.e. earthquakes).
- What were the main gaps that remain and the project has not addressed?
- Were you able to access project site/beneficiaries? Was there any physical /security related constraint? How did this affect project implementation?

What were the key changes made in project during implementation? (location change) and why? Did this affect project effectiveness in any way?

- Was media used for awareness raising on child labour issues? Was it effective?
- Did District Administration officials actively participate in project activities?

Efficiency

Funding

1. Was funding timely?
2. Was there enough funding?
3. Did your organisation have the capacity to respond to more affected people if more money?
4. What are the key issues/constraints in receiving and disbursing funds? If any.
5. Were the allocated resources commensurate with the results expected? Did the results obtained justify the costs incurred?

Management

1. Were the human resources adequate for effective project management? (one project manager, one administrative assistant, one driver? Was there a gender balance in the team? If not, did this restrict satisfactory project implementation?
2. Describe management processes between central level (Islamabad) and project location (Province level)? And between Islamabad and Geneva?
3. Were issues coming from the field captured by Islamabad?
4. What was the information/database system in place? Was it shared and used by all stakeholders? Is it considered as a useful tool by the end users?
5. How have the NSC/PPAC/UC level Committees been effective in overseeing project implementation?
6. What was the collaboration mechanism of the NSC and the implementing agencies? How did this contribute to progress toward project's objectives?
7. What challenges were posed due to relocation of the project office, how were they overcome?

Monitoring

1. Describe how you perform monitoring? By the local project management; country programme staff ; regional office; and ILO-IPEC in Geneva?
2. How have the monitoring data been used? (Corrective action, accountability, control, etc.)
3. Has monitoring led to any changes in your response or how you organise the response?
4. What oversight bodies have been activated? How are they performing?
5. Have you conducted any reviews of your programme? Have you shared this? Did you change anything as a result?
6. How was monitoring of children undertaken to ensure that they were no longer working and/or that work conditions were no longer hazardous, and were attending education programmes regularly?
7. Did the project staff and implementing partners use the DBMR forms and database, including informing management decisions throughout the duration of the project, including the use of project monitoring plans (PMPs).
8. Why was no local consultant hired for mid-term review?

Linkages/Coordination

1. Were any linkages set up between PECLR and other child-labour interventions in Pakistan supported by IPEC or by other organizations in the country. Were synergies developed between these to avoid duplication? (UNICEF, UNFPA, MoSW&SE, UNESCO etc)

2. What networks and partnerships were built between organizations (i.e. international and national, multilateral, bilateral, and non governmental organizations) and government agencies working to address bonded/child labour on the national, provincial and local levels? (PPAF, UNESCO, UNFPA, SCF-UK and US , NCHD etc.)
3. Were project teams participating in related UN cluster meetings? Did this help to mainstream CL in other activities?
4. How did the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project?
5. Were these networks successful? Are they in place / functioning in completed project sites? If not, why were they closed? (CMRCs, CMLCs, etc)

Timeliness

1. What was the timeline of your response (assessment, resource mobilisation, planning, and implementation)?
2. Were there delays in any planned activities? Why?
3. Where there any elements that led to delays or that expedited things?
4. Were the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?

Impact

1. What are the key positive outcomes of the project?
2. What are the key negative outcomes of the project?
3. What is the biggest success of the PECLR? Why?
4. What has been the biggest setback for the project, If any?
5. Has the government introduced child labour issues into its recovery and reconstruction policies/plans? Which government departments have done so? (Planning Commission, ERRA, NDMA, Labour, Education, Social welfare, etc)
6. Has understanding of child labour issues been demonstrated by govt officials at national, district and UC level?
7. Are district level officials using their enhanced capacity on CL issues in programmes?
8. Have the needs of the beneficiaries and other other needs been met? Or are they still there?
9. What shows that awareness on the child labour issues has been raised and social mobilization promoted to address CL?
10. How has the project contributed to enhancing the technical and financial capacity of local/national institutions (including Government and employers and workers organisations) and the target groups to eradicate bonded/ child labour?
11. How did the experiences of the project contribute to which areas of focus should be given priority in the Government of Pakistan's implementation of its National Policy and Plan of Action to Combat Child labour and its National Plan of Action for Children through the NSC?
12. Has the project contributed to the revision of the Master Plan of Govt/ILO to eliminate child labour by 2016?

Sustainability

1. What was the strategy for achieving sustainability beyond project timeline defined at the design stage of the project? What strategies did the project adapt to ensure sustainability?
2. Was there a phase-out strategy for the various project components? Including the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability?
3. How has the capacity of the implementing partners and other relevant partners (district administration) to develop effective action against bonded child labour/worst forms of child labour been increased as a consequence of the project (especially skills training)?
4. Were the APs well-rooted within the communities in which they operated?

5. Have any steps been taken to ensure the various groups (IPs, government, community networks-target groups) involved in the project will continue to work to eliminate child labour after the project ends?
6. What is the expectation that the partner organizations (including the provincial government departments) will continue to work and allocate funds to eliminate child labour after the project ends? Were any efforts made to motivate partners not to abandon RCs after they had adopted them?
7. Has the project contributed in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of national actions, and post-disaster context in particular?
8. Based on the project's experience, which are some of the factors that might impact on the likelihood of national level action being taken further?

LESSONS LEARNT

1. Do you feel that you are better prepared for similar situations in the future? Why? Provide examples from the post-floods response?
2. What are the key lessons learned through this project which can be applied for future programmes?

Best Practices

1. What best practices has the project achieved?
2. Are these replicable?
3. What can be done to make these best practices (such as adoption of RCs by local partners) more sustainable?

Qs for Beneficiaries/Target Group

1. Were you or anyone in your family involved in child labour activities? If so, why were you engaged in CL and since when and what type of activity?
2. How did the earthquake disaster affect you –in particular your child labour activity?
3. Are there many children engaged in CL in your community?
4. Were there any organisations working on CL issues in your community before the earthquake? Were you part of any such programme, and what was that programme?
5. What was the biggest need you had after the earthquake?
6. Did anyone talk to you after the earthquake on what your needs were? Who ? When?
 - a. Whom did they talk to?
 - b. Was anyone excluded from these consultations (assessments)?
7. How did you get involved in this programme?
8. Were your suggestions included in project design?
9. Would you make any suggestions on doing it differently in future? Why?
10. Are you satisfied with the services provided at the RCs (NFE, vocational training, micro credit, ssen, occupational safety, health, awareness training on CL etc) How has this helped you? What use have you made of this?
11. Did you have any problem in accessing the RCs? Was the timing of the activities suitable? Were you consulted on these?
12. Which of your needs were best met? Least? Why?
13. Did the needs assessments take into consideration gender- or cultural sensitive issues? If yes, is this also reflected in the assistance received?
14. Have you linked up to any mc-ssn? Employment? How did you make this connection?
15. Have you withdrawn/been prevented from CL?
16. Are you attending formal school?
17. Do you feel you will stay away from CL and continue attending school after project completion?
18. What was the biggest constraint/problem you faced during project?
19. Are you facing any problem now? What are the biggest problems you are facing now ?
20. What difference did any assistance you received do to you? Are you any better off now due to it?
21. Has anyone monitored your CL status? Did they visit you to find out what you are doing? Has the project in any way made an impact on CL issues in your community?

22. What has it changed? Is it for the better?
23. In your view is there a need to continue with this programme in future?

Teachers/Vocational training personnel

1. How relevant was the training/teaching material provided to you?
2. Did you encounter any problems using the provided learning/resource materials?
3. Were you provided adequate support by PECL and networks like the CRMC? Give examples.
4. Do you have any suggestions, in retrospect, concerning the way in which the RCs were operated?

CRMC/CLMC

1. What was the quality of input provided to you by the PECLR project? Do you have any suggestions in retrospect?
2. What sort of support were you able to lend to the PECLR project (to the RCs)?
3. Were you able to create links/liaison with other donors, civil society groups working in your area? Give examples.
4. Is your group sustainable, and have you managed to carry on PECLR initiated activities (RCs for example)? How or why not?

Annex 6: Evidence Table Format

Data was collected in the evidence table for each evaluation criteria as given in the TORs by location, source, gender, and format.

EVALUATION CRITERIA	ISSUES					
Context	CL issues in Pakistan	Earthquake and CL Issues in Pakistan	ILO-IPEC Role in Pakistan			
Relevance	Rationale	Project Design/Strategy				
Effectiveness	Needs Assessment	Achievements	Constraints/Gaps	Facilitating Factors	Coordination	Cross Cutting Issues
Efficiency	Funding	Management/Timeliness	Monitoring			
Impact	Positive Outcomes	Less Positive Outcomes				
Sustainability	Ownership	Integration	Policy Impact			
Learnings for Future						
Potential Good Practices	Success			Replication		

Annex 7: Key Planned and Achieved Targets

ILO-IPEC PECLRP KEY PLANNED AND ACHIEVED TARGETS ¹⁸		
Objective 1: Child labour, particularly its worst forms, is an integral part of policy and programmes for crisis and disaster response.		
Indicators	Target vs. actual	Total
Number of policies and programmes for the disaster hit area have specific reference to CL	Target	5
	Actual	1
Objective 2: Key stakeholders (district governments, employers, workers, communities) are receptive to the development needs of child labour		
Number of meetings, seminars and workshops organised for review of policies and plans.	Target	5
	Actual	5
Number of programmes developed for working children by the key stakeholders.	Target	5
	Actual	5
Forum of all stakeholders and linkages between them.	Target	2
	Actual	2
Objective 3: Children in (or at-risk of) worst forms of labour and their families are linked with credit facilities and social safety nets		
Number of micro finance products and services made accessible to child labourers and their families	Target	5
	Actual	3
Number of targeted families utilising Micro-Finance products.	Target	125
	Actual	154
Objective 4: Boys and girls in worst forms of labour, and those at risk, have access to formal and non-formal education, and vocational training.		
Number of children are receiving non-formal or basic education through the Rehabilitation Centres (RCs)	Target	2200
	Actual	3779
Number of children are attending vocational trainings	Target	550
	Actual	861
Number of children mainstreamed into the public (government) sector schools through referral.	Target	2000
	Actual	2219
Number of children prevented through other services (excluding education and training).	Target	100
	Actual	61

¹⁸ This data is extracted from the latest available project technical report, the TPR March 2011.

Annex 8: PECLRP Existing & Potential Linkages

PECLRP	EXISTING LINKAGES
Linkages made	Purpose
Linkages with line departments like education and health	To ensure mainstreaming and health screening of children benefiting from project and to raise awareness
Linkages with donors and NGOs	To undertake awareness raising and limited coordination
Linkages with social safety nets, micro finance institutes and business groups	To ensure empowerment of limited number of project beneficiaries

PECLRP	POTENTIAL LINKAGES
Potential linkages	Proposed purpose
Linkages with Child Protection Units – CPUs in Department of Labour; FATA Secretariat	To develop effective referral mechanisms and exploring further collaboration with CPUs
Linkages with ERRA/PRRA/NDMA	For advocacy on CL issues, policy impact, programmatic collaboration
Increased linkages with line departments	To build capacity of line departments like labour, health and education to address needs of child and to prevent child labour in post-disaster contexts
Secure Linkages with social safety nets, microfinance institutions and business groups	To ensure greater coverage of deserving project beneficiaries through social safety nets, to ensure micro-finance loans are secured and being utilized effectively by project beneficiaries, and that business groups are providing sustainable market access on fair terms to project skill development beneficiaries

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