



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

**BGMEA
Integrated Child Labour Rehabilitation
Project Extended Component of the
BGMEA-UNICEF-ILO Project
BGD/99/M02/NAD**

A Final Project Evaluation

by

An Independent Evaluation Team

April 2004

Table of Contents

Acronyms and abbreviations	iii
Executive summary	iv
1. Project's objectives and their historical context	1
1.1 The garment industry and child labour	1
1.2 The first Memorandum of Understanding	1
1.2.1 The MOU	1
1.2.2 BGMEA Phase I Project	2
1.2.3 Incentives for enrolled children	2
1.2.4 BGMEA Phase II Project	3
1.3 The second Memorandum of understanding	3
1.3.1 The MOU	3
1.3.2 The MOU 2 Project	4
1.3.3 BGMEA Phase III Project	4
1.3.4 Income and Employment Generation Project	4
1.3.5 Integrated Child Labour Rehabilitation Project	5
2. Evaluation objectives, process and methodology	7
2.1 Objectives of the evaluation	7
2.2 Process and methodology of the evaluation	7
3. Evaluation Findings	10
3.1 Implementation process of the project	10
3.1.1 Design and relevance	10
3.1.2 The design and approval process	11
3.1.3 Management of the project	12
3.1.4 Coordination mechanisms	13
3.2 Achievement of objectives	14
3.2.1 Immediate objective 1: Providing skills training to 1,800 MOU children, their siblings and other working children	14
3.2.2 Immediate objective 2: Providing micro-credit to 300 adult family members of the MOU children	18
4. Sustainability and replication	22
4.1 Overview of what happened to the garment factory child workers	22
4.2 Skill training	23
4.3 Micro-credit	24

5.	Summary of Findings, Effective Practices, Lessons Learnt and Recommendations	25
5.1	Summary of findings	25
5.2	Effective practices	25
5.3	Lessons learnt	25
5.4	Recommendations	25
Appendix 1	MOU 2 project objectives, outputs and activities of all components	26
Appendix 2	MOU children that have received skill training	31
Appendix 3	Model for an effective skill training programme	32
Appendix 4	Model for an effective micro-credit programme	33
Appendix 5	People, groups and organisations consulted	35
Appendix 6	References and documents consulted	39

Acronyms and abbreviations

BGMEA	Bangladesh Garment Manufacturers & Exporters Association
BILS	Bangladesh Institute of Labour Studies
BKMEA	Bangladesh Knitwear Manufacturers & Exporters Association
BRAC	Bangladesh Rural Advancement Committee
CTA	Chief Technical Advisor
GoB	Government of Bangladesh
GSS	Gono Shahajjo Sangstha
ICCD	Intensive child collection drive
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour
ISPI	Italian Social Partners Initiative
JTAG	Joint Technical Action Group
MOU 1	first Memorandum of Understanding (signed on July 4 th 1995)
MOU 2	second Memorandum of Understanding (June 2000-July 2001)
NFE	Non-Formal-Education
NORAD	Norwegian Agency for Development Cooperation
NPC	National programme Coordinator
OSHWR	occupational safety and health and workers' rights
SIBL	Social Investment Bank Limited
Tk.	Thaka
ToR	terms of reference
UNICEF	The United Nations Children's Fund
USDOL	United States Department of Labour

Executive Summary

In July 1995 BGMEA, UNICEF and ILO signed a Memorandum of Understanding in order to work together to remove and rehabilitate child workers in the garment industry. A second MOU was signed in July 2000 and ILO/IPEC implemented 3 projects that contributed to the fulfilment of the MOU's objectives. The USDOL funded BGMEA Phase III, the ISPI funded and the NORAD funded extended components. A combined final evaluation of these three projects was carried out by 2 independent consultants during September and October 2003.

This report, arising out of the combined evaluation, is on the final evaluation of the NORAD-funded Child Labour Rehabilitation Project: an Extended Component of the BGMEA-UNICEF-ILO MOU Project. The purpose is to document the process and the achievements of the project. The ISPI-funded Income and Employment Generation Project was a very similar project starting slightly before the NORAD project.

The need for the skill training for ex-child workers was identified in 1997 and the first draft project documents were prepared in 1998 on the basis of the numbers of children graduating from the schools at that time. Due to extended negotiations with donors and implementing partners, the project started in April 2000. By this time many of the MOU children had left the schools and had taken up employment. The target numbers of the project were revised downwards in December 2000, and other child workers included in the target group.

The number of MOU families able to benefit from micro-credit was restricted by the size of the funds available.

The management of the implementation of the project has been systematic and effective.

Since the commencement of the project, skill training has been provided either by ISPI or NORAD to all MOU children becoming 14 in the schools. By December 2003 when the NORAD project will be completed, 2,037 (revised target of 1,800) children will have received training for 6 months to a year in a variety of skills, equipping them for both wage and self-employment. 226 of them are MOU children; the rest are either MOU children's siblings or other working children. Over half of the children are either in employment related to their skill training or in further education.

318 MOU families have received entrepreneurship training and 304 have received credit (target 300). Recovery rates and the lack of defaulters have been impressive and this is due to the intensive support and follow-up provided by the project monitors and the trainers. There has been a significant impact on the social and economic status of the mainly female participants. The number of children being sent to school by these participants is significantly higher now than before.

1. Project's Objectives and their Historical Context

The Child Labour Rehabilitation Project is one component of a number of International Labour Organisation's (ILO) and United Nations Children's Fund's (UNICEF) projects that all aim to control and rehabilitate child labourers in the Bangladesh ready made garment industry. This chapter gives the project's objectives in the context of previous and concurrent interventions by other projects and organisations.

1.1 The garment industry and child labour

The ready-made garment industry in Bangladesh employs approximately 1.8 million workers and the exports, mainly to the United States and to Europe, represent 76% of the country's total exports. The Bangladesh Garment Manufacturers and Exporters Association (BGMEA) is responsible for the approval of licences for importing necessary raw materials and for exporting the garments and therefore has a central role in the industry.

It is estimated that in 1993 the number of child workers in the garment industry was in the region of 50,000 to 60,000. Trade Union, human rights, consumers and religious organisations in the United States, under the umbrella of the Child Labour Coalition, promoted legislation to prohibit imports of products made with child labour. The governmental instrument for this proposed sanction was a bill that was placed before the US Congress by Senator Harkin in 1992. The garment industry in Bangladesh responded to this threat by the abrupt dismissal of many child workers. It was reported that 40,000 to 50,000 children were laid off. According to reports at the time, many of these children took up other work, and this work, often in the informal sector, was more hazardous and less secure.

The ILO and UNICEF's intervention was not a pre-planned activity that was designed to remove and rehabilitate child workers in the garment industry. International moral and commercial pressures were compelling employers to dismiss children, and the intervention was designed in response to the given circumstances.

1.2 The first Memorandum of Understanding (MOU I)

A comprehensive and critical summary of the early period of the BGMEA project can be found in Haarlem 1999a.

1.2.1 The MOU

In response to this situation of continuing dismissal of child workers, a Memorandum of Understanding was signed in July 1995 by BGMEA, ILO and UNICEF. The purpose of the MOU was the removal of under aged children from BGMEA factories and their placement in appropriate education programmes. The main components of the MOU were; fact-finding survey, a halt to terminating under-aged workers until the education programme was in place, education (funded by UNICEF and BGMEA), verification (funded by ILO), income maintenance (funded by ILO and BGMEA), an Informal

Steering Committee and publicity and advocacy. A target date of October 31st 1995 was set for the removal of all children and their placement in the school programme. The MOU contained no completion or expiry date.

An initial survey conducted by ILO, UNICEF and BGMEA between August and November 1995 identified 9,546 children below 14 years in the garment factories.

1.2.2 BGMEA Phase I Project

In August 1995 an agreement was signed between USDOL and ILO/International Programme for the Elimination of Child Labour (IPEC), which included a specific contribution to the work in Bangladesh. The launch of the project was delayed for many reasons and the October 1995 deadline was not met. The Project Document for the ILO components; the ‘Verification and monitoring system for the elimination and prevention of child labour in BGMEA factories and the placement of child workers in school programmes’ (often referred to as ‘BGMEA Phase I’) was under preparation from August 1995 until May 1996. The Project implementation date was July 1996 with an implementation period of two years. There were three immediate objectives:

1. Establish and implement an experimental monitoring and verification system to remove child workers under 14 years from garment factories and to prevent new children from entering employment in garment factories
2. Withdrawal of around 10,000 children under 14 years from work in the garment factories
3. Increased awareness within and outside Bangladesh on the purpose, progress and achievements of the monitoring and verification system.

The first school was established (by UNICEF) in January 1996 and by August 1996 2,200 children had been enrolled in schools. Due to the slow implementation the US Embassy set a new deadline for the removal of under age workers from the garment factories of October 1996, and an intensive child collection drive (ICCD) was carried out in the six weeks prior to the deadline that identified 5,674 child workers. The monitoring visits that were carried out as part of the (ICCD) were the actual start of the Phase I Project. According to the Project Document, monitoring was to be carried out by 30 ILO monitors with 10 Government Factories Inspectors also participating. A record from the ICCD states that there were 46 ILO monitors, 14 BGMEA monitors and 14 Government of Bangladesh (GoB) monitors

1.2.3 Incentives for enrolled children

The payment of a 300 Thaka/month stipend to the children enrolled in school was one of the incentives to promote enrolment. There were strong concerns expressed over the stipend, partly because the available budget would be expended within the first year if all of the initially identified 10,000 children were enrolled in the school. Other incentives included in the MOU 1 were the completely free primary education, a food supplementation programme for the school children (that was never implemented due to the lack of a donor) and a general statement about income generating opportunities.

In order to implement the last of these, ILO and UNICEF submitted a proposal for a project to be funded by the Italian Social Partners Initiative (ISPI) in June 1997. The

project was approved only in late 1999 and implementation commenced in December 1999. A similar project to be funded by Norwegian Agency for Overseas Development (NORAD) was submitted in December 1998 but was only implemented in April 2000. During the MOU 1 period, UNICEF carried out their own independent skill training and 1,106 ex-garment workers received training. A further 113 received skill training from H&M, a garment buyer.

1.2.4 BGMEA Phase II Project

The project, 'Mainstreaming the verification and monitoring system for the elimination and prevention of child labour in garment factories, strengthening education programmes and establishing vocational training programmes', (BGMEA Phase II) commenced in July 1998 (although the Project Document states January 1998) and lasted for two years. Three immediate objectives are stated in the Project Document, one to be funded by The United States Department of Labor (USDOL), and two by ISPI. The latter two are from the project that was being discussed with ISPI and UNICEF since 1997 and by the time the project was approved in 1999 the objectives were distinctly different.

The USDOL-funded objective is; 'To have established monitoring and verification schemes according to the agreements stipulated in the MOU ensuring that the garment industry remains child labour free'.

It was envisaged that at the end of the project period, that a monitoring system in which BGMEA and the Government are participating, should be in place and able to take over. A number of activities were planned that would assist in achieving this goal, including:

- Strengthening the capacity of the official labour inspection system through analysis and training of labour and factory inspectors,
- Technical assistance to the industry to set up a self-audit system.

In July 2000 an evaluation of the BGMEA Phase I and II projects was carried out, concluding in a Stakeholders Evaluation Workshop. The evaluation focused on the achievements and challenges to the monitoring system and to the enrolment of children in the education programme and did not comment substantially on handing over the monitoring system to BGMEA and the Government.

1.3 The second Memorandum of Understanding (MOU 2)

1.3.1 The MOU

The second MOU was signed in July 2000 and had a duration of 12 months until June 2001. As this has never been revised or replaced there is currently no MOU between the parties. In addition to maintaining the commitments in the first MOU, the second MOU looked to develop a long-term response to the problem of child labour monitoring in the garment industry. The main components were; ongoing monitoring and verification, transferring the monitoring to another appropriate entity, collaboration with the government, continued education support, skill training, scholarship programme and discontinuing stipends. The financial commitment of each of the partners was specified and management was to be through a Steering Committee chaired by ILO.

1.3.2 The MOU 2 Project

The second MOU was to be implemented through the BGMEA-ILO-UNICEF MOU-2 Project and a Project Document was prepared that describes all of the planned objectives and outputs and goes into greater detail on the ILO supported components. The MOU 2 Project objectives, indicators, outputs and activities are in appendix 1 of this report. There are three specific projects that make up the ILO/IPEC components and these are detailed in the following three sections. It is these three projects that are evaluated in this report.

1.3.3 BGMEA Phase III project

The Project ‘Continuing the child labour monitoring and education components, and prepare for the integration into a broader project in the garment export industry in Bangladesh’ (BGMEA Phase III) was designed for a period of ten months from May 2001 until February 2002. This was preceded by a bridging period from July 2000 when Phase II was completed. The budget is US\$ 575,572, with US\$ 375,572 from the United States Department of Labor and US\$ 200,000 from BGMEA. The child labour monitoring component was handed over to the ILO/DECLARATION project titled ‘A Partnership Approach to Improving Labour Relations and Working Conditions in the Bangladesh Garment Industry’ (described in this report as the ‘Partnership Project’) in January 2002. The BGMEA phase III project period has been extended until December 2003 to enable some outstanding activities including this final evaluation to be completed.

The Project Document for the USDOL-funded component is incorporated in the overall MOU 2 document described in 1.3.2 above. The immediate objectives are:

1. The achievements of the monitoring system are maintained and expanded.
2. The monitoring and verification system is included as an integral part of a new project covering labour relations and working conditions.
3. BGMEA partners are prepared to handle the monitoring system without external technical assistance.
4. Implementation of the project improved through the strengthening of its management and the gathering of relevant information on ex-child workers.

1.3.4 Income and Employment Generation Project

The Income and Employment Generation Project (hereafter referred to as the ISPI project) is funded by the Italian Social Partners’ Initiative and has a budget of US\$ 670,000 divided between ILO (\$410,000) and UNICEF (\$260,000). Conceived in June 1997 the ISPI project went into operation in December 1999. The project was designed for a period of 18 months and was extended until July 2003. It is currently in a bridging phase while an agreement for a second phase is negotiated.

Although this project started during MOU 1, its design fits within the MOU 2 framework and it was mainly implemented during that period. Implementation was designed to be carried out jointly by ILO/IPEC and UNICEF. The terms of reference (ToR) for this

evaluation only covers those parts of the project that have been implemented by ILO/IPEC.

The Development Objectives of the ISPI project are to:

- (a) Contribute to the elimination of child labour from the garment industry through monitoring of the enterprises and assisting children and their families in realising the benefits of and linkages between education, skills training and enterprise development.
- (b) Contribute to the economic progress of the nation by facilitating continued export of garments by a child labour free industry and to social progress by providing child workers with knowledge about the working world and productive career options.
- (c) Contribute to the improvement of family income through skills training, entrepreneurship development and access to micro-credit.

The Immediate Objectives of the ISPI project as stated in the Project Document are as follows:

- 1. Skill development (700) and family income enhancement (implementing partner-ILO).
- 2. Micro-credit programme (100) (implementing partner-ILO).
- 3. Child labour awareness amongst trade unions (implementing partner-ILO).
- 4. Strengthening education services for working children (implementing partner-UNICEF).
- 5. Social Mobilisation (implementing partners-ILO and UNICEF).

1.3.5 Integrated Child Labour Rehabilitation Project

The Integrated Child Labour Rehabilitation Project (hereafter referred to as the NORAD Project) is funded by the Norwegian Agency for Development Cooperation with a budget of US\$ 760,548. The project was first drafted in December 1998 and revised in June 1999. The project became operational in April 2000 and activities began in September 2000 with a planned two-year duration. The completion date has been extended until December 2003. It is this project that is evaluated in this report.

Although this project was designed during MOU 1, its design fits within the MOU 2 framework and it was implemented during that period.

According to the Project Document the development objective of the NORAD project is to contribute to the development of an effective model for:

- Transforming the child workers into skilled manpower.
- Alleviating poverty and gradually eliminating child labour from Bangladesh.

The Immediate Objectives of the NORAD project as stated in the document are:

1. To provide skills training to 3,350 MOU children to ensure better wages and wider career options.
2. To enhance the income of 1,116 families of the targeted 3,350 MOU children so that they do not have to send their children who are under 14 years of age to work (with 300 families involved at the first stage).

In July 2001 these objectives and targets were revised to:

1. Providing skills training to 1,800 MOU children, their siblings and other working children.
2. Providing micro-credit to 300 adult family members of the MOU children.

The NORAD Project Document indicates that the project has three major components:

1. Skill training for ex-working children and their capable adult family members,
2. Entrepreneurship training for children and family members to start their own business or improve their existing business, if any, and
3. Micro-credit programme for selected families of child workers for enhancing the family income.

2. Evaluation objectives, process and methodology

2.1 Objectives of the evaluation

Chapter 11 of the Project Document says that at the end of the project period an independent team would assess the quality of the implementation of the various components.

The timeframe for this evaluation is from the actual commencement of the project until 30th September 2003. The purpose is to document and evaluate both the process and the achievements of the project.

It is expected that the tracer study that has been implemented by UNICEF as part of the Joint Framework Assessment (completed but not yet published), and the smaller scale tracer study being implemented by the BGMEA Phase III Project (field work completed, still in preparation) will give information on the impact of the project on the children and their families

So that the outcome of this evaluation can inform further strategic planning and thinking, it will document achievements, effective practices and lessons learned. Where applicable, recommendations will be developed from these.

2.2 Process and methodology of the evaluation

This evaluation is based on the terms of reference (ToR) produced by ILO/IPEC for the combined evaluation of all three ILO/IPEC projects under MOU 2. These ToR are in appendix 1 of the combined evaluation report. They are developed according to the ILO/IPEC evaluation guidelines and are based on the outcome of a participatory consultative process on the nature and specific purpose of the evaluation. The ToR suggest some specific topics and special concerns that should be covered by the evaluation, a general description of the methodology and process to be followed, and some guidelines for this report.

The evaluation was carried out by an independent team, consisting of Mr Keith Jeddere-Fisher (Team Leader) and Ms Sumaiya Khair, from the 1st of September until the 24th of October 2003 when the Final Draft report was submitted. The report was finalised in March 2004 when comments on the draft had been received from the stakeholders.

Project documents, including reports and selected correspondence files were reviewed. A list of these documents is given in appendix 6. Semi-structured interviews were carried out with key informants in Dhaka and project staff gave an overview of the project and its activities.

Use was made of the Projects' monitoring and reporting processes. No attempt was made to duplicate the collection of the quantitative data available from these sources. During field visits and interactions with implementing partners and project beneficiaries, observations were made in order to verify the project monitoring results.

Following the overview provided by the staff and from documentation, visits were made to garment manufacturing units, skill-training providers, and to the businesses that were being operated by participants in the credit programmes. Meetings were held with ex-garment industry working children at the skill training centres, in their subsequent places of work and in focus-group meetings. Focus-group meetings were also held with cluster savings and credit groups. A non-formal education centre was visited. These interactions occurred in all the main garment manufacturing areas of Dhaka, Savar, Narayanganj and Chittagong.

Field visits and meetings were also held with staff and participants of the ISPI-funded Income and Employment Generation Project. As this project has very similar objectives and methods many of the observations could be transferred.

In order to make the maximum use of the limited time available for the field visits, individual and group meetings were prepared in advance by the project. On each occasion the consultants made discrete enquiries about the process and criteria used to select the participants for these interactions.

At the beginning of every interaction, an introduction was given, explaining the purposes of the evaluation and emphasising the learning objectives. In most situations it was possible to develop a good open environment where challenges as well as achievements were acknowledged. In virtually every meeting at least one member of the project staff was present in addition to the consultants. This was necessary in order to provide introductions. This may have limited the frankness of the discussion to some degree, but had the important benefit of the staff hearing for themselves the comments and experiences of those involved.

A stakeholder workshop for the combined evaluation of the MOU 2 projects was held for one and a half days at the end of the country visit and was attended by representatives of the government and the implementing partners. The consultants made presentations on the strengths, weaknesses, opportunities and threats of the different components as they saw them. There was discussion in order to obtain consensus on these main points and then intensive small group discussion on five issues that had been identified as either important for ongoing implementation or as an opportunity to document effective practices. Some of the recommendations and points made in the resulting presentations and discussions have been incorporated within this report. The workshop concluded with a summary of the MOU 2 projects' effective practices, the lessons learnt and some recommendations for the future.

A full list of individuals, groups and organisations consulted during the evaluation mission, including the workshop participants is given in appendix 5.

Chapter 3 of this report records the findings of the evaluation team. Section 3.1 looks at the design and timing of the project and at the mechanisms to coordinate with the partners. Section 3.2 reviews the achievements against the project objectives. Chapter 4 gives an overview of what happened to the garment factory child workers and discusses the sustainability of the interventions and their impact. Chapter 5 summarises the findings, the effective practices identified, the lessons learnt and the recommendations that have been made through the report.

In addition to this report on the NORAD-funded Integrated Child Labour Rehabilitation Project, a combined report on the whole ILO/IPEC MOU 2 intervention has been prepared. There are also separate reports on the USDOL-funded BGMEA Phase III Project and on the ISPI-funded Income and Employment Generation Project.

3. Evaluation Findings

3.1 Implementation process of the project

3.1.1 Design and relevance

The Context

The Project Document states the background and justification of the project in a concise manner. On the basis of the requirement to create income generating opportunities as stated in Article 12 of the first MOU the project promotes feasible options for poverty eradication in sustained ways by improving the earning capacity of working children and their families. The project relies on an integrated strategy that combines withdrawal of children from work with skills training and empowering their families with micro-credit for income generating activities.

Need Assessment

There has been very little assessment of children's needs as perceived by them. The underlying assumption is that children work for monetary reasons. Unless children's needs are appropriately determined such interventions may not achieve their desired effect.

Identification of Beneficiaries

The Project Document assumes that the age of children would be known or be easily ascertained. However, in Bangladesh the absence of birth registration makes it difficult to establish with any certainty the age of children. It is common for guardians to recall special events/natural disasters in their attempts to specify their children's dates of birth. Such information, however, is hardly credible and can be manipulated. Moreover, given the low levels of health and nutrition amongst children of the target groups, verification of their age becomes problematic, as many of them are underweight and stunted in growth.

Project objectives

The target numbers for skill training in the project objectives are based on the situation at the time when the project was first conceived. The project activities began four years after the signing of the first MOU and two years after initial planning for the project had started. By the time the project commenced the majority of MOU children had completed non-formal education (NFE) and rejoined work after attaining 14 years of age or had migrated elsewhere with their families. Therefore, it was unlikely that many of the original MOU children would benefit from the project.

The target numbers for economic empowerment through micro-credit is very small in relation to the number of potential eligible beneficiaries. The target was 300. The ISPI project supplemented this with a target of 150. These numbers are very low in relation to

the number of MOU families and there is no discussion on why this target was selected, and it seems to have been set on the basis of the funds available.

Project Components/Strategies

The project operate on the basis of a survey on the family income status and skills that is utilised as a database for determining the need for skills training, possibilities of entrepreneurship training and micro-credit for eligible children and their families. Conceptually, skills-based training is an effective strategy if children receive training in marketable skills and which are of interest to children. However, this strategy requires careful planning in that an ideal training programme should have appropriate linkages to apprenticeship schemes. This is because employers are generally reluctant to employ children, even after they complete their skills training, as they are quite young, less strong and seen to be less trustworthy.

The strategy of providing micro-credit to families who have been withdrawn from work is logical in that they are compensated for the loss of their children's earnings. Experience shows that women are more responsible borrowers and they have a greater likelihood of using their income *inter alia* to educate their younger children. The entrepreneurship training prior to credit disbursement provides beneficiaries with the technical knowledge required for starting and managing their businesses in effective ways.

3.1.2 Design and approval process

Phasing of the inputs

During the first MOU there was a clear record of the number of children in the schools and their ages, and it was noted that approximately 800 children would turn 14 years in the second half of 1997, and approximately 3,000 more children during 1998 and 1999. The project was designed to provide skill training to those children turning 14 in 1998 and 1999. Due to its late start the majority of these children were not able to benefit from the provision of skill training as they had already left school and taken up work. Instead it was only those MOU children becoming 14 from 2000 onwards who were able to participate. Many siblings of MOU children and working children from other sectors were able to benefit in their place.

This is not a failure in project implementation, nor a failure in project conceptualisation, but due to the time needed to finalise project proposals and budgets between the donors and the implementers.

Lesson: Education and other rehabilitation interventions need to be ready to implement immediately when children are withdrawn from work and when they are moving from one assistance programme to another.

Project design and approval

The first draft of this project was submitted to the donor representative in Dhaka in December 1998. The donor responded to it after five months and after reaching local approval it was sent to Geneva for approval. It was expected to start in December 1999 but only became operational in September 2000.

The consequence of these delays was that many of the children it was designed to assist had left school at 14 years and were either in work or were no longer traceable.

Lesson: Preparation and approval of project documents can take a long time. This can have serious consequences on the achievement of the project objectives.

3.1.3 Management of the projects

Management, Institutional Cooperation and Coordination

The project management has a sound knowledge base and an ability to react to demands of the project in an informed and mature fashion. The changes in implementation that were made are indicative of their clarity in understanding of the issues and the needs specific to the changed circumstances.

The absence of a CTA for the MOU projects for some of the time has not had an adverse impact on the project. They have aptly demonstrated their capacity to innovate and take prompt decisions in response to specific needs during the implementation period. Documentation of reports, correspondence, agreements and meeting minutes are well maintained. Regular meetings are held to discuss issues and measure progress. The reporting systems on field operations are clear. The project personnel appear to work amongst themselves in a concerted fashion and complement each other's work.

Cooperation with the similar ISPI project seems limited. Given that the projects share the same office space and are undertaking similar activities involving similar target groups the possibility of learning from each other's experiences and improving on their performance has not been utilised.

There was close coordination with the BGMEA Phase II and Phase III Projects. The identities of the MOU children had to be verified with the BGMEA project. The information regarding MOU children and their families had to be cross-checked with the BGMEA project for confirmation each time an MOU child was placed in skills training and an adult family member was selected for micro-credit.

Changes in the Project Design

In view of the changed circumstances due to the delayed start, the ILO-NORAD review meeting in December 2000 felt it necessary to include the siblings of the MOU children as well as other working children who are under the education programme of other NGOs. Keeping the development goal and the overall objectives the same the NORAD project now aimed at

- Providing skills training to 1800 MOU children, their siblings and other working children.
- Providing micro-credit to 300 adult family members of the MOU children.

There have been some changes in the design during the implementation period. However, these changes, have not affected the overall performance of the projects; rather, project operations became more focused and clear cut.

Components

Accordingly, the components under the NORAD project now comprise:

- (i) skills training to MOU children, their siblings and other working children,
- (ii) micro-credit for the adult family members of the MOU children and
- (iii) entrepreneurship training to members selected for receiving micro-credit.

Although the original Project Document did not have provision for job placement, in response to the donor's request a scheme was undertaken to help children in finding jobs.

Credit Size

In the Project Document the credit size was fixed at a maximum of Tk. 10,000 depending on the need of the beneficiary family and the nature and the size of the enterprise. However, there were provisions for increasing this amount in exceptional cases. During implementation the project expanded the loan amount to a maximum of Tk. 15,000 for the first loan and Tk. 25,000 for the second. In the circumstances, the project deemed it essential to enlarge the credit size to help beneficiaries in their efforts to earn a sustainable livelihood.

3.1.4 Coordination mechanisms

MOU Steering Committee

The MOU established the MOU Steering Committee to oversee the implementation of the MOU activities. The members were BGMEA, UNICEF, GoB and ILO with the US Embassy as an observer. This committee has not met since April 2000, so although it was active during the planning stage, it has had no effect on implementation. This is likely to have contributed to the failure to carry out a joint evaluation of the MOU 2 projects as proposed in the overall project document.

Education Core Group

This meeting, sometimes called the 'MOU Core Group on Social Assistance', coordinated the rehabilitation work of the projects and was focused on implementation issues. Representatives included staff of the organisations that were involved in implementation. Membership included UNICEF, ILO (including the extended components), BGMEA, the education providers and SIBL. This group met regularly every 2 to 4 months in 2000 until 2001 with a final meeting in March 2002. By this time UNICEF and Bangladesh Rural Advancement Committee (BRAC) were no longer

involved in the education activities and the number of children in school was small. This group provided a useful discussion forum and promoted effective coordination at this level.

JTAG

The Joint Technical Action Group (JTAG) met for their first and only meeting in March 2002. Its objective was to coordinate the evaluation of the different MOU interventions. It can only be seen as a preliminary meeting as it only included ILO and UNICEF representatives; BGMEA were not involved. Despite not meeting again, both organisations have implemented a number of the evaluation activities that were agreed at that meeting and there is still the potential for a synthesis report to be prepared.

3.2 Achievement of objectives

3.2.1 Immediate objective 1: Providing skills training to 1,800 MOU children, their siblings and other working children.

The Child Labour Monitoring and Verification Manual being produced by the BGMEA Phase III project includes a section describing the process for implementing the skill training and the micro-credit programmes.

The process

The project follows specific criteria for enrolling children in skills training. According to the format that they developed, a child in order to be eligible for skills training must be:

- MOU child and enrolled in education programme
- Regular student of MOU school
- Preferably 14+ but not less than 13 years (age to be calculated on the basis of the age mentioned in the survey form and where necessary may be cross-checked with the age indicated in the list of students under the BGMEA/ILO/UNICEF MOU Project)
- In the education programme for two years
- One who has not received skills training from any other institution before
- Willing to receive skills training and committed to complete it

Despite the designated age criterion the skills training component basically aims at children who are between the ages of 12-14 years conditional on the nature of the trade. Project experience shows that during selection of children it becomes difficult to stick to a rigid age criterion. This is because many children leave school as soon as they attain 14 years or are not interested in skills training. In the circumstances it becomes necessary to make adjustments to the age threshold for admitting children in skills training programme. Moreover, since the training period varies between 6 months to a year attempts are also made to admit children at an age which will enable them to take up wage or self employment soon after their graduation from skills training.

The selection of trades was made through a participatory process involving children and their families. Project Monitors explain the skills training programme to children in the learning centres and attempt to discover their individual interests. They consult with children and their families about their preferences and motivate and advise them about the utilities of skill development in specific trades. Once the trades had been identified the service providers were short-listed having due regard to their locations, facilities, expertise in the relevant trade, reputation in the field and financial abilities. Implementing partners that fulfilled the required standard were met by the project management and were requested to furnish the project with proposals with detailed budget. Agreements were signed after a thorough review of the proposals and budget.

Children identified for skills training have to sit for a selection test, both written and oral. There are some skills that require functional literacy. Therefore, children have to sit for the test to qualify for those particular skills. All children in skills training are provided with transport/conveyance and tiffin allowance per day of attendance. The Project Monitors regularly monitor progress and follow up activities of children at the training centres. Regular counselling classes are held to encourage children in their activities and advising them on relevant issues including safety at work.

The skills training have been effective in terms of cost and quality. Despite the limited number of organisations providing skills training in the country the projects selected the best providers at competitive costs. Project experience shows that training costs per child under the projects was less than the standard cost incurred by service providers for their own trainees. This was possible due to the cooperation extended by the service providers in using their own infrastructure and training facilities for children under the projects at a minimum charge.

Skill training subjects

Skills were offered by the project on the basis of the children's age, level of education and expressed interest. The subjects provided are as follows:

<ul style="list-style-type: none"> • Basic tailoring • Garments machine • Screen printing • Knit garments production • Automobile/ 2-3 wheeler maintenance • Food processing 	<ul style="list-style-type: none"> • Housekeeping including basic cookery • Electronics assembling • Handicrafts (glazed pottery) • Carpentry • Plumbing • Embroidery
--	---

Occupational safety and health issues are included as a part of the skills training curricula and are presented by the respective service provider.

Training providers

The selection of skills training providers depended to a large extent on the trades that were chosen by the project in consultation with the children and their families. One of the major factors that influenced the selection of trades was the availability of service providers in the intervention area. There were instances when, despite popular demand by children for some trades, they could not be included in the list for skills training as the

intervention area lacked the relevant service providers for example, for automobile maintenance and electricity in Narayanganj and for block printing and batik in Savar. In order to overcome this situation the project entered into agreements with different service providers at different times.

The implementing partners for skills training are UCEP, MAWTS, SINGER, BG-TTC, TTC Mirpur, MIT, SJSIT, SUROVI, Concern, Silicon Valley, EADS, SIET and Audrija.

Training achievements

The status of skill training at 30.09.2003 is as follows:

Original target	Revised target	Completed	Ongoing	Total	Girls	Boys	MOU children
3,350	1,800	1,748	289	2,037	1,140	897	226

The figures above only show those that have successfully completed the courses. 142 children have dropped out during the courses. The reasons for dropout are; economic (the need to earn), long sickness, slum eviction, migration of their families, distance from home to training centre and lack of awareness of parents.

The project has provided children with options to choose their future vocations and to learn and work in a relatively safe environment. The travel allowance provided by the project to attend skills training classes operates at two levels; it enables children to be regular in their training classes and also provides them with incentives to save for future investments. For example, many children have used their savings for purchasing sewing equipment for setting up business at home. Skills training have perceptibly increased the status of children in the family and at their workplaces. It has also increased the chances of making dowry free marriages by girls as skills training is deemed an asset on which the girls can fall back on in times of crisis.

Monitoring

The monitoring of activities is carried out on a regular basis by the Project Monitors. Monitoring begins with the introduction of children and involves tracking, follow-up and assisting in job placement.

A specific field visit format indicating the date, locale, programme and purpose is used by the Project Monitors to record observations and comments during their visits to the field. They verify the progress made by children and their families in their respective activities. They closely scrutinise how the children interact with their trainers, whether they are encountering any difficulties, whether they are provided with tiffin and conveyance allowance and so on. Similarly, the Monitors visit the families of children and exchange ideas and share information about various issues. Every service provider maintains a monitoring book in which salient issues/problems are highlighted. In case of irreconcilable matters a note is made out to the Programme Coordinator for necessary action.

Counselling and motivation constitute an important part project activities. Field visits by Project Monitors comprise motivation and counselling sessions with beneficiaries for inspiring them to continue in their respective activities. The constant efforts by the project staff in this context have succeeded in gaining the trust of the beneficiaries. They now confide in and seek assistance from the Project Monitors even in respect of personal matters like their daughter's marriage, whether to pay dowry or not and so on. Motivation by Project Monitors also effectively discourages children from dropping out of skills training.

Motivation and counselling initiatives have considerably increased the knowledge base of beneficiaries. They are now reasonably aware of their rights and privileges and have developed a degree of bargaining power that is manifest in their autonomous existence in their respective communities. Beneficiaries are confident that they can no longer be deceived or deprived of their entitlements, as they now know what their rights are.

Job placement and tracking

The number of skill training graduates that are in employment at 31.09.03 is as follows:

Completed training	In training-related employment	In other employment	In secondary education*
1,699	457	109	445

* there may be some overlap between this category and the employment categories

Those who have completed training include recent graduates who have not yet taken up work. For example 81 students completed training at the end of September. Some of the reasons for not having taken up employment include:

- Restrictions on girls travelling outside their immediate locality
- Lack of access to necessary equipment (i.e. sewing machine)
- The trade they were trained in not to their liking
- Employment in the trade not considered viable

Although the original Project Document did not have provision for job placement, pursuant to subsequent donor requirement a scheme was undertaken to help children in finding jobs. The responsibility of job placement was carried out by the project within the existing resources both in terms of manpower and funds. Job counselling provides children with valuable insights about the labour market and increases their capacity to make informed choices with regard to future career. Special arrangements were made with some of the service providers like MIT, Audrija and Singer to absorb some of the skills training graduates. UCEP assisted children in procuring jobs through their own contacts and networks.

Lesson Learnt: Job counselling and the placement of trainees in appropriate work should be incorporated in the activities and objectives of skill training projects.

The project has developed a system of tracking children for a year after completing skills training. Although the Project Document has no provision for tracking, the project undertook this exercise at its own initiative for assessing the status of children, difficulties encountered by them, counselling and assisting them in procuring jobs.

The opportunity was taken at the Stakeholders' Evaluation Workshop of learning from the different experienced skill-training providers present. Together with project monitors of both the ISPI and NORAD projects they identified the essential characteristics of a successful skill-training programme. This is included in this report in appendix 3.

3.2.2 Immediate objective 2: Providing micro-credit to 300 adult family members of the MOU children

The process

The criteria for the selection of adult family members of MOU children have been prepared by the project in consultation with the SIBL. An income status survey of children's families was conducted and the initial survey results were shared with the Bank. The project developed specific guidelines for selecting adult family members of MOU children. The criteria is as follows:

- Parents are preferable and more acceptable
- Legal guardian acceptable with emphasis on female heads
- Parent/guardian should be identified by MOU child
- S/he should bear a good moral character
- S/he should be physically capable
- Family should have lived in the present area for a minimum of 5 years
- The income level of the family should be between Tk. 500 to Tk. 2000 per month
- Payment in kind not to be accounted. It should be mentioned only along with the gross income
- Credit is required on account of inability to utilise earlier formal training or inability to expand due to lack of capital despite experience in particular business or for setting up new business
- Credit should be utilised for a business which is viable and marketable
- Receivers past record of receiving credit and repayment
- Any member who is a defaulter or continuing to repay credit will not be provided with further credit
- S/he should be willing to receive entrepreneurship training

After receiving the completed survey forms the Bank meets with the members listed by the project and makes their final selections on the basis of the potential of the receivers. The Bank shares this information with the project. Clusters of members are then formed with the assistance of Project Monitors. The Bank starts the saving scheme for selected members immediately followed by monitoring by the Project Monitors. After 4-6 weeks of saving, the Bank requests the project to organise entrepreneurship training. Selected members participate in the entrepreneurship training provided by TARANGO for 10 days. Within 3-4 weeks of completing the entrepreneurship training members receive credit. The repayment starts within 4-6 weeks of receiving credit. The Bank holds weekly meetings with the clusters and collects instalments.

Micro-credit achievements

The number of micro-credit receivers is as follows:

Target	Entrep'ship training	1 st credit cycle	2 nd credit cycle	3 rd credit cycle	Recovery rate	Defaulters
300	318	304	113	0	99%	Nil

Entrepreneurship training has been invaluable in providing credit receivers with insights into business techniques, account keeping and management. Many borrowers, though non-literate have learnt to sign their names and keep accounts. Entrepreneurship training has facilitated confidence building amongst beneficiaries, many of who never realised their own potentials.

Micro-credit has helped beneficiaries set up new businesses in ways previously inconceivable to them. The adult family members utilise their credit in diverse businesses. Receivers are predominantly female who have successfully set up new businesses or expanded existing ones. The businesses they run range from selling saris, molasses, rice, vegetables, fish, sweetmeats and oil from ships to running restaurants, food joints, grocery shops, tea stalls and rickshaw business. Tangible benefits have accrued to receivers of entrepreneurship training. Although many of the members receive some form of assistance in their businesses from their husbands or sons, either in marketing or accounting or both, they are in complete control of their finances. The micro-credit receivers appear confident and eager to expand their business options.

A significant limitation to the project is that the planned project periods of 24 months is not realistic for acquiring tangible results in the micro-credit scheme. The extension to the project has mitigated this limitation. An optimum of three credit cycles is necessary for a sustainable impact in terms of capability and economic empowerment.

Lesson learnt: Micro-credit programmes should be designed for 36 months, so that the third 12 monthly cycle of credit can be initiated before the project closes.

Impact of micro-credit

Families of working children have benefited from micro-credit in ways hitherto inconceivable to many of them. Credit receivers are found to operate as active agents of change in an otherwise traditional setting. Women credit receivers are articulate, assertive and have leverage in decision-making in family matters as well as in the context of business and investment. Involvement of other family members in business enterprises facilitates the development of collective strength amongst beneficiaries. The activities of the project have also enhanced the knowledge base of beneficiaries in terms of their rights, privileges and opportunities.

Project experience reveals that the micro-credit plays an important role in enhancing family income. Living conditions of receivers' families have gone up, their access to quality food and clothing has increased and they have developed the capacity of making

informed choices in life. Families receiving micro-credit are now sending their other children to school. This is a result of the support from their businesses and the increased awareness and changed attitudes.

A survey was made of all of the NORAD micro-credit receivers to identify any changes in their practice of sending their children to school. The results are as follows:

Number of micro-credit families:	304	
Number of children excluding the MOU children:	837	
Number of children attending school <i>before</i> micro-credit intervention:	155	19%
Number of children attending school <i>after</i> micro-credit intervention:	680	81%

Some of the change in the numbers of school-going children will be due to children becoming old enough to go to school. There will also be some children graduating from school. Given that each of these families had sent at least one of their children to work in a garment factory, the number of children now attending school is significant. There is tentative statistical evidence from these results to show that family economic empowerment coupled with awareness raising can prevent children from going into child labour.

Effective practice: Skill training to 13/14 year old children and micro-credit to family members at the same time empowers the whole family and encourages the education of younger siblings.

Recommendation: ILO/IPEC should carry out a detailed study of the effect of family economic empowerment with awareness raising on the decision whether to send children to school or to work. The cost effectiveness of this approach could be compared with removal and rehabilitation programmes.

Monitoring, follow up and counselling

The Project Monitors appear to have earned the respect and trust of both the children and their families. The beneficiaries are found to relate closely to the Monitors and seek their advice and support in decisions affecting both their businesses as well as their private lives. Continued motivation and counselling by the Monitors have succeeded in keeping down drop out rates in skills training and encouraging families to continue and expand their business initiatives. The sound rapport between Project Monitors and the beneficiaries have contributed significantly to the overall success of the projects.

Effective practice: Regular interactions by monitors with beneficiaries, both children and adult credit-receivers, to encourage and counsel them in their learning or their business activity, contributes to low drop-out rates and successful investments.

The Bank Monitors form part of the monitoring system. They visit their clients on specific dates to recover loans and advise them on their investments and business. Project Monitors and Bank Monitors often coordinate their visits.

The entrepreneurship training provider, TARANGO, provides a counselling service every three months for a year in order to assess performance and advise on business and investments. The credit-receivers have found this very beneficial. They are able to draw on the experience of their trainers and add to their knowledge at each visit.

Effective practice: Follow-up and counselling by the entrepreneurship training providers is very helpful to the credit-receivers.

The opportunity was taken at the Stakeholders' Evaluation Workshop of learning from the experiences of micro-credit provision. Together with project monitors of NORAD and ISPI projects, SIBL and entrepreneurship trainers identified the essential characteristics of a successful micro-credit programme. This is included in this report in appendix 4.

Lesson learnt: Micro-credit receivers should be given a entrepreneurship refresher training prior to receiving their second cycle of credit.

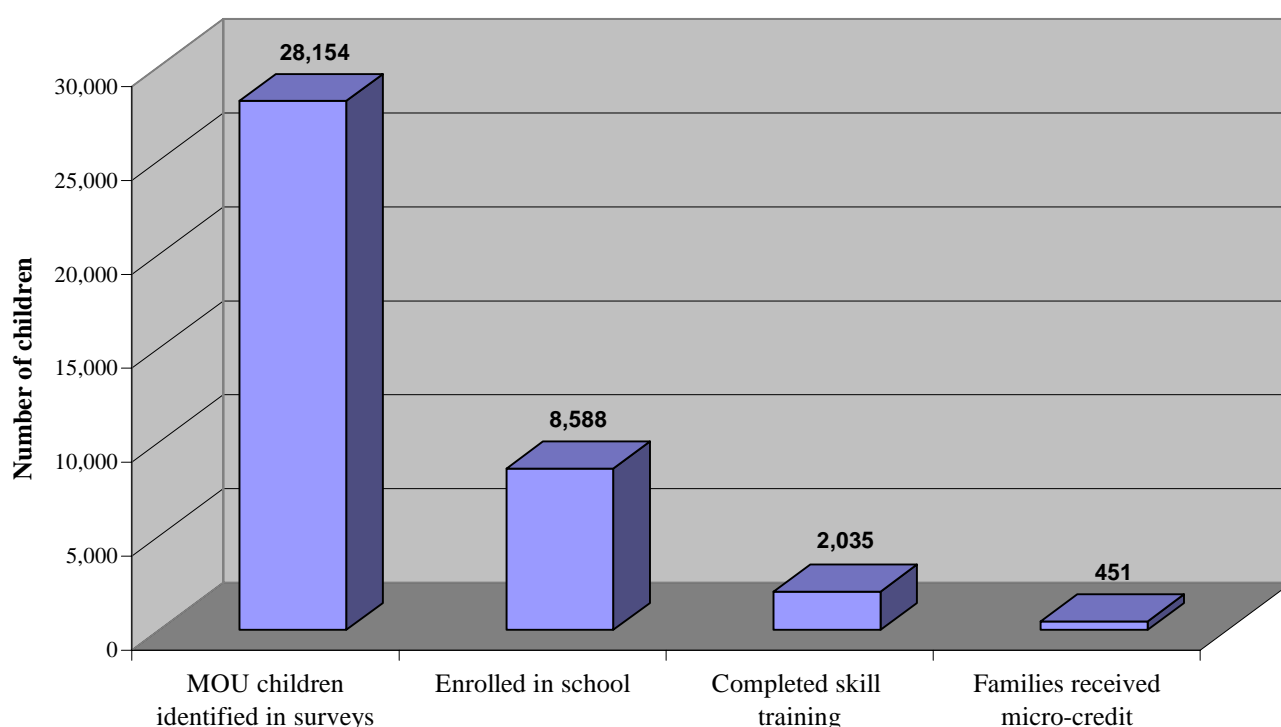
4. Sustainability and Replication

4.1 Overview of what happened to the garment factory child workers

It was estimated in 1993 that the number of child workers in the ready-made garment industry was in the region of 50,00 to 60,000. Many of these were dismissed from the factories before the MOU projects began. The first systematic survey was carried out from August to November 1995 and this identified 9,546 children below 14 years. It is assumed that 40,000 to 50,000 children had therefore already been dismissed. These dismissals were made prior to the MOU projects commencing, and apart from arguments that the MOU could have been agreed earlier, these children were outside of the responsibility of the project.

The children that the overall MOU project does have responsibility for are those identified in the initial survey and then in subsequent surveys and monitoring. The total number identified is 28,154. Of those 8,588 (31%) were enrolled in the MOU schools, 2,035 (7%) will by December 2003 have completed skill training (appendix 2) and 451 (1.6%) families have received micro-credit.

MOU children that benefitted from the BGMEA/ILO/UNICEF projects



This evaluation has found that those families participating in the micro-credit programme have experienced significant positive changes in their livelihoods, and there are also clear benefits for many of the children who have received skill training. However, when

reviewing these achievements, one has to recognise the limited impact these interventions have had on the whole target group.

The main reasons for the limited impact are identified in the combined evaluation report and in this report. For the education component it was the late provision of the education facilities coupled with issues of incentive and motivation to attend school. For the skill training it was due to the late provision of the training opportunities and for the micro-credit it is due to the limited capital sum available for disbursement. Skill training can be provided to the relatively small number of MOU children still in school and there are ongoing opportunities to provide micro-credit to MOU families.

Recommendation: If the spirit of the MOU is to be maintained, then ILO/IPEC/donors should continue to provide skill training and micro-credit to MOU children and their families.

The results of the two tracer studies, one by UNICEF and one by BGMEA Phase III, will provide an indication of what happened to the nearly 20,000 children who were dismissed from the factories but did not benefit from rehabilitation. They will also provide quantitative information on the impact that the different rehabilitation programmes have had on the children and their families.

4.2 Skill training

Given that the project has been on the ground for a relatively short period of time it is difficult to assess whether the impacts will be sustainable. However, assessment can be made in terms of the likelihood of success. Initiatives to provide working children with skill development training and assisting them to procure jobs after completing their training endows children with the power to choose and to make informed decisions about their working lives. This is illustrated by the fact that while many skills trainees have joined wage employment others have taken up self-employment or simply chosen to remain home.

With over half of the children now in further education or in skill-related employment, there has been a significant impact that cannot be lost. The opportunity and potential of these children has been enhanced through the project intervention. There is still a potential impact on the remaining children, some of which will be utilised, some of which will be lost.

Although some of the skill-training providers will have had their level of service enhanced through their interaction with the project, this was not an objective of the project and it is not possible to comment on whether there will be any lasting effect.

4.3 Micro-credit

For micro-credit receivers, the perceptible changes in their living conditions continue to inspire them to do better in life and reach for higher goals. Although discontinuation of loans would slow down the progress, the credit receivers are confident that they could carry on with the lessons learnt under the project. Moreover, the receivers, having already gained the requisite experience and established an environment to operate in, may access other service providers nearby.

The more times that a credit receiver has gone through the cycle of requesting a loan and repaying it, the more capable and confident they will be to continue both in their business and in utilising credit. It is expected that a participant who has gone through three credit cycles should be able to continue and to expand their business without project support. None of the participants have done this and 191 (63%) have only had a single cycle of credit. These participants will need further support before they can confidently and effectively continue independently.

The improved socio-economic condition of the micro-credit receivers has led to an increase in the number of children being sent to school. This is likely to have a long-term impact on the prospects of these children.

If the project is not extended for a further phase, the capital held by SIBL could be utilised by the second phase of the ISPI project. The target group and working process of this project is very similar and this would ensure the continued use of the capital sum in a way that is compatible with the original objectives.

5. Summary of Findings, Effective Practices, Lessons Learnt and Recommendations

5.1 Summary of findings

- 226 MOU children and 1,811 other working children have received skill training. 51% of those who have completed training are in skill training-related employment or in further education
- 304 MOU children's families have received micro-credit. They have experienced significant social and economic improvement and increasingly send their children to school

5.2 Effective practices

1. Skill training to 13/14 year-old children and micro-credit to family members at the same time empowers the whole family and encourages the education of younger siblings (3.2.2).
2. Regular interactions by monitors with beneficiaries, both children and adult credit-receivers, to encourage and counsel them in their learning or their business activity, contributes to low drop-out rates and successful investments (3.2.2).

5.3 Lessons learnt

- Education and other rehabilitation interventions need to be ready to implement immediately when children are withdrawn from work and when they are moving from one assistance programme to another (3.1.2).
- Preparation and approval of project documents can take a long. This can have serious consequences on the achievement of the project objectives (3.1.2).
- Job counselling and the placement of trainees in appropriate work should be incorporated in the activities and objectives of skill training projects (3.2.1).
- Micro-credit programmes should be designed for 36 months, so that the third 12 monthly cycle of credit can be initiated before the project closes (3.2.2).
- Micro-credit receivers should be given an entrepreneurship refresher training prior to receiving their second cycle of credit (3.2.2).

5.4 Recommendations

- ILO/IPEC should carry out a detailed study of the effect of family economic empowerment with awareness raising on the decision whether to send children to school or to work. The cost effectiveness of this approach could be compared with removal and rehabilitation programmes (3.2.2).
- If the spirit of the MOU is to be maintained, then ILO/IPEC/donors should continue to provide skill training and micro-credit to MOU children and their families (4.1)

Appendix 1: Objectives of the complete MOU 2 Project

Project Objectives, Indicators, Output and Activities – all components

4.1 ILO Component: Monitoring and Verification System

Immediate objective	Indicators	Outputs	Activities
1. The achievements of the monitoring system are maintained and expanded.	<ul style="list-style-type: none"> ➤ All listed BGMEA members are included in the monitoring system. ➤ 90% or more of the planned monthly visiting schedule is performed. ➤ Awareness raising receives positive response by management when approached by monitors. ➤ Annual average of child labour using factories of maximum 5%. ➤ % of identified child workers enrolled in social assistance programmes. 	1.1. Monitoring visits to BGMEA factories and to NFE centers conducted and reflected in monthly reports.	1.1.1. Discuss the role and participation of the GOB inspectors. 1.1.2. Organise monitoring schedules. 1.1.3. Conduct unannounced visits to the BGMEA factories (including new BGMEA members.). 1.1.4. Conduct monitoring visits to the NFE centres to check attendance 1.1.5. Prepare monthly monitoring reports.
		1.2. Identified child workers are enrolled in social assistance programmes.	1.2.1. Co-ordinate the enrolment of children identified in social assistance programmes.
		1.3. Monitors re-trained and able to use new performance procedures.	1.3.1. Design performance procedures for monitors. 1.3.2. Conduct training workshops for monitors.

4.2 UNICEF Component: Non-Formal Education and other Social Assistance

Immediate objective	Indicators	Outputs	Activities
2. Appropriate education and skills training is offered to child workers through Learning Centres.	<ul style="list-style-type: none"> ➤ Present number of 49 Learning Centre premises is kept open. ➤ Average time of enrolment of identified child worker into the learning centre (target: less than 10 working days from the factory visit). ➤ Number of ex-child workers that completed grade V. ➤ Monthly enrolment rate of newly identified ex-child workers (target: increase compared to MOU-1 project period.) 	2.1. The current and new students are offered to continue and complete their Non-Formal Education (NFE) up to grade V at the existing MOU-Learning Centres.	2.1.1. Contract NGOs (BRAC, GSS) to manage and run the Learning Centres. 2.1.2. Include life skills component in Education.
		2.2. Plan outlined for the future role of each of the Learning Centres.	2.2.1. Undertake mapping of the Learning Centres, their location in relation to the target group, their local community, and prospective institutions for sustainable operation.

4.3 ILO Extended Component: Skill Training, Micro Credit and other Social Assistance (supported by Italian Social Partners' Initiative and NORAD)

Immediate objective	Indicators	Outputs	Activities
3. Social protection is offered in the form of skills training and income compensation.	<ul style="list-style-type: none"> ➤ Number of trainees that gained new skills. ➤ Number of ex-child workers placed in jobs according to their training. ➤ Opinions of key stakeholders on the viability of income compensation schemes. 	3.1. Skills training provided to the already enlisted skill learners and newly identified child workers.	3.1.1. Identify the learners and select the relevant skills training programmes to match their interests and needs. 3.1.2. Contract skills training providers. 3.1.3. Encourage their job placement after completing the programmes.
		3.2. Selected number of ex-child workers received specialised skills training to find re-employment (i.e. in garment sector) and better career development opportunities.	3.2.1. Prepare a policy paper between the funding and implementing agencies. 3.2.2. Finalise contract between BGMEA and service providers to provide specialised skills training to the former child workers.
		3.3. Alternatives to instant income compensation, (to attract child participation in the Social Assistance components) identified.	3.3.1. Conduct a study on instant income compensation alternatives to stipends. 3.3.2. Discuss the results with the MOU partners and the implementing agencies.

4.4 Preparation of the hand over

Immediate objective	Indicators	Outputs	Activities
4. The monitoring and verification system is included as an integral part of a new project covering labour relations and working conditions.	➤ The monitoring and verification system is included as a chapter in the project document.	4.1. A project document to cover labour relations and working conditions (maintaining child labour as one of the issues for monitoring) is prepared.	4.1.1. Set up a new project management, including monitoring management, by June 2001. 4.1.2. Size down the ILO monitoring team by June 2001. 4.1.3. Finalise TOR for the Project Steering Committee. 4.1.4. Conduct participatory workshops for the planning and design of the new project document.
5. BGMEA is prepared to handle the monitoring system without external technical assistance.	➤ % of BGMEA staff in total management staff of the monitoring system. ➤ Capacities available in BGMEA's Assistance Cell. ➤ Opinions of BGMEA key staff on internal capacity to handle the monitoring system.	5.1. A manual on child labour monitoring system is developed.	5.1.1. Identification of consultant for manual preparation 5.1.2. Participatory workshops for the definition of the manual contents. 5.1.3. Preparation and edition of the manual.
		5.2. BGMEA staff trained.	5.2.1. Training of BGMEA staff on operational techniques of project management including database management system and reporting.
		5.3. An Assistance Cell is set up at BGMEA.	5.3.1. Negotiation with BGMEA. 5.3.2. Training of BGMEA officials.

4.5 ILO Component: Project Management Procedures are Optimised

Immediate objective	Indicators	Outputs	Activities
6. Implementation of the project improved through the strengthening of its management and the gathering of relevant information on ex-child workers.	<ul style="list-style-type: none"> ➤ Reduced time lag to transfer and process information among the operating agencies. ➤ Number of child workers tracked. 	6.1. Inter-agency collaboration is fully operational.	6.1.1. Review the working procedures among various agencies. 6.1.2. Negotiations with agencies involved.
		6.2. A pilot system to track the social impact on ex-child workers who have benefited from one or more of the components of the project.	6.2.1. Prepare a concept paper on examining social impact on ex-child workers and their families. 6.2.2. Propose a system to track the social impact of ex-child workers and their families' one year after having been assisted by one of the project components. 6.2.3. Pilot run of a tracking system with a selected number of children and families.
		6.3. Operation manual describing the overall strategic framework of the project and the monitoring and verification system.	6.3.1. Identify various elements of the manual. 6.3.2. Conduct case studies and analysis of various elements (social assistance, monitoring system and procedures, role of stakeholders' etc). 6.3.3. Prepare a draft manual in collaboration with stakeholders. 6.3.4. Review and finalise the manual for publication and dissemination.

Appendix 2: MOU children that have received skill training

Project responsible	Approximate date	Number of MOU children
UNICEF	1998/99	1,106
H&M	1998/99	113
ISPI	2000 - 2003	590
NORAD	2000 - 2003	226
Total		2,035

Note: Both ISPI and NORAD provided skill training to more children, but the others were either siblings of MOU children or other working children.

Appendix 3: Model for effective skill training programme - an output from the Stakeholders Evaluation Workshop.

1) Participants selection of the trade:

- i) Survey/fact-finding of job market (within the city)
- ii) Trade selection as per demand
- iii) Selection of non-hazardous trades
- iv) Courses should not be lengthy

2) Selection of participants

- i) Age 13+
- ii) Education level minimum class-V
- iii) Physical fitness
- iv) Personal interest
- v) Selection of trade in consultation with parents
- vi) Financial status of the family
- vii) Written and Aptitude test

3) Development of the Curriculum:

- i) On the basis of the requirements of employers
- ii) Discussion with trainees
- iii) Curriculum should be considered for the target group
- iv) Curriculum should be composed of practical, theoretical and industrial attachment for three months
- v) Job counselling
- vi) Extra curricular activities
- vii) Occupational Health and Safety training
- viii) Testing and Certification
- ix) Review of Curriculum minimum once a year

4) Training facilities:

- i) Adequate floor space as per requirement of the Curriculum
- ii) Tools and equipment should be sufficient
- iii) To ensure positive environment
- iv) Well trained and qualified teachers and trainers
- v) First aid facilities

5) Timing & duration of the training:

- i) Minimum 20 training hours per week
- ii) Time- suitable for the trainees and the training centre
- iii) Course duration 9 months to 15 months (including industrial attachment)

6) Support & allowances to the participants:

- i) Transport/conveyance allowances
- ii) Tiffin
- iii) Attendance incentives- e.g. minimum 80% (cash and kind i.e. Books/Prizes/Gifts etc.)

7) Keeping dropout rate very low:

- i) **Regular monitoring**
- ii) Motivation of trainees through counselling
- iii) Awareness of parents through counselling
- iv) Follow-up and home visit (if necessary)
- v) Rapport build-up with the trainees

Appendix 4: Model for an effective micro-credit programme - an output from the Stakeholders Evaluation Workshop.

Selection of Participants

1. Target group:

- Adult family members of the working children who have received skill training under ILO project
- Others (Informal sector+ MOU children's families)

2. Pre-requisite conditions

- (Both illiterate and semi literate individuals)
- Age between 18 to 50 years
- Physical fitness
- Tk. 500 - 5000/- income per month
- Willingness
- Good moral character

3. Curriculum

Characteristics:

- i) SLE based (Structural Learning Experience)
- ii) Picture demonstration
- iii) Dummy money
- iv) Confidence building
- v) Individual Business Plan
- vi) Market survey
- vii) Family counseling

Module:

- i) Competency development
 - ii) Person- project matching
 - iii) Business plan preparation
 - iv) Business plan presentation
- * For literate:** Handout based

4. Facilities

- i) Conveyance allowances
- ii) Food allowances
- iii) Daily allowances (wage compensation)
- iv) Venue- suitable
- v) Day care facilities
- vi) First-aid facilities

5. Timing & duration:

- Time: 9 a.m. to 4 p.m.
- Duration: 8 (6+2) days
- * 6 days Entrepreneurship Training
 - * 2 days Micro-credit Management Training

6. Support Required:

ILO:

1. Based on selection criteria the project will select preliminary members
2. The project (in collaboration with SIBL) will conduct a survey on selected members, which will be submitted to SIBL.
3. ILO & SIBL will jointly form credit clusters
4. ILO will monitor the clusters regularly

SIBL:

1. Jointly select beneficiaries to form credit cluster as per criteria
2. Providing credit
3. Loan recovery and maintain financial records.
4. Counselling

Training provider:

1. Planning training schedule
2. Training delivery

NGO's:

1. Provide support in selecting right beneficiaries

7. Refresher course:

Half-Yearly course (2 days)

Appendix 5: People, groups and organisations consulted

Ministry of Labour and Employment

Md. Shafiqur Rahman Bhuiya, Deputy chief (Planning)

Ministry of Expatriate's Welfare and Overseas Employment

Syed Md. Nurul Islam, Joint Secretary

Bangladesh Garment Manufacturers & Export Association

M Jinnat Ali Mian, Second Vice President

Md. Luftor Rahman, Director

Pradip Kumar Kundu, Additional Secretary, Social Sector Development

A N M Saif Uddin, Director

Sk. Jenefer K Jabbar, Barrister

S M Sayeed Mahmood, Deputy Secretary

Bilash Sharafuddin, Monitor

Bureau of Manpower and Training

Syed Md. Nurul Islam, Director General

Ahsan Habib, Director, Training

Department of Labour

Md. Shamsur Rahman Khan, Director

Department of Inspection for Factories and Establishments

Farida Khatoon, Assistant Chief Inspector

Md. Faridul Islam, Labour Inspector

Other Projects

James Jennings, Chief, Child Development and Education Section, UNICEF

Ruby Q Noble, Team Leader, BEHTRUC Project, UNICEF

Syeedul Hoque Milky, Project Officer, BEHTRUC Project, UNICEF

Ronald E Berghuys, CTA, Prevention and Elimination of Child Labour in the Urban Informal Sector, ILO

Sujeewa Fonseka, CTA, Elimination of the Worst Forms of Child Labour, ILO

Shengjie Li, CTA, A Partnership Approach to Improving Labour Standards in the Garment Industry, ILO

Rafique Uddin Ahmed, National Programme Coordinator, A Partnership Approach to Improving Labour Standards in the Garment Industry, ILO

ILO Monitors in Dhaka and Chittagong (12 No.), A Partnership Approach to Improving Labour Standards in the Garment Industry, ILO

AT Siddique, ex-Executive Director, Shishu Adhikar (Child Rights) Forum

Donor representatives

Michelle LaBonte, First Secretary, Embassy of the United States of America

Øystein Lyngroth, Second Secretary, Royal Norwegian Embassy

Ami Thakkar, USDOL International Child Labour Programme (by 'phone)

Kevin Williams, USDOL (by 'phone)

Garment manufacturers and employer's representatives

A K M Aminul Bahar, AGM, Crescent Star Ltd, Mirpur
Niaz Ahmed Jaber, General Manager, M&J Group
Shamima Rahman, ISO Implementation, Welfare Officer & Training Coordinator,
Babylon Group
Syed G Mustafa, Deputy Managing Director, fashion Gears Ltd
Sarfraz Mehedi Anwar, Director, Lyric Group
Mortuza Ali, Director, Fashion Products Ltd, Chittagong

Buyer's representatives

Md. Razaul Karim, Vendor Compliance Officer, Gap Inc
Pierre Schmitz, The Cotton Group

Trade Union representatives

Nazrul Islam Khan, General Secretary, Bangladesh Jatiyabadi Sramik Dal (by 'phone)

Skill training providers

Aftab Uddin Ahmed, Executive Director, Underprivileged Children's Educational
Programs
Mohd. Habibur Rahman, Divisional Coordinator, Underprivileged Children's
Educational Programs
Borhan Uddin, Micro Institute of Technology
Md. Atiar Rahman, Manager (Training), MAWTS

Employers of skill training graduates

A K M Aminul Bahar, AGM, Crescent Star Ltd, Mirpur (Garment manufacturer)
Kh Sayeedur Rahman, Manager, Power Fair Ltd, Mirpur (Electronics)

Social Investment Bank Ltd

Tarikh Morshed, Assistant Vice President

Education providers

Giasuddin Sarkar, Project Coordinator, GSS
Shahadat Hossain, Field Coordinator, GSS
Eram Marium, Director, BRAC Education Programme
Khondoker Ariful Islam, Senior Regional Manager, BRAC Education Programme,
BRAC

MRC Mode

Tawfique Ahmed, Executive Director
Tarik Hasan, Research Executive

ILO Country Office

Gopal Bhattacharya, Director
AFM Jamiluddin, Programme Officer

MOU 2 Project

Christian von Mitzlaff, ex-CTA
Saidul Islam, ex-Team Leader

Child Labour Rehabilitation Project (NORAD), ILO

Shireen Luftunnessa, Project Coordinator

Shamim Ahmed, Credit Monitor

Mashuda Begum, Credit Monitor

Jamal Uddin Ahmed, Credit Monitor

Md. Shahabuddin Miah, Programme Assistant

Italian Social Partners Initiative Project

Ayesha Doza, Programme Coordinator

Shamima Helal, Micro-Credit Assistant

Local stakeholder groups and representatives

Skill training graduates, Narayanganj (20 girls, 3 boys)

Credit cluster group (18 women) and SIBL representative, Naranganj

Credit recipients in their place of business, Mirpur (4 women in different businesses) and the SIBL representative

Skill training graduates working in garment factory, Mirpur

Credit recipients in their place of business, Chittagong (2 men in different businesses)

Credit cluster group (4 women, 2 men) and SIBL representative, Chittagong

Skill training graduates, Chittagong (33 girls)

Credit recipients in their place of business, Savar (2 women in different businesses)

Credit cluster group (16 women, 2 men), Savar

Skill training graduate (boy) in place of business, Mirpur

Stakeholders Workshops

Presentation and discussion on findings of Final Evaluation – see list

ILO, Headquarters, Geneva

Peter Wichmand, Senior Evaluation Officer, Design and Evaluation Section, IPEC

Naomi Asukai, Evaluation Officer, Design and Evaluation Section, IPEC

Sherin Khan, Programme support, Asia, IPEC

Bharati Pflug, Technical Support Officer, Impact Assessment, IPEC

Simrin Singh, Country Support Desk Officer for South Asia, IPEC

Geir Myrstad, Head of Programme Support, Reporting and Resource Planning, IPEC

Susan Gunn, Coordinator of Hazardous Work, IPEC

Tuomo Poutiainen, Child Labour Monitoring System, IPEC

John Ritchotte, Declaration Team

Independent consultants

Marcia Hamilton, Consultant for the production of the BGMEA Monitoring Manual (by phone)

Gabriele Stoykov, Evaluation Team Leader for the BGMEA Declaration Project

**LIST OF PARTICIPANTS WHO ATTENDED THE ILO
STAKEHOLDERS WORKSHOP FOR COMBINED EVALUATION OF
THE ILO/IPEC GARMENT SECTOR CHILD LABOUR PROJECTS IN
BANGLADESH**

8 – 9 October 2003 held at the BRAC Centre Inn Auditorium

Mr. Md. Shafiqur Rahman Bhuiyan, Deputy Chief (Planning), MOLE, GoB
Mr. Kabir Ahmed Choudhury, Deputy Director of Labour, Directorate of Labour, GoB
Mr. Sujeewa Fonseka, Officer-in-Charge, ILO Country Office
Mr. Md. Lutfur Rahman Matin, Director, BGMEA, Dhaka
Mr. Pradip Kumar Kundu, Additional Secretary, BGMEA
Mr. S. M. Sayeed Mahmood, Deputy Secretary, BGMEA,
Mr. Md. Abul Hossain, Monitor, BGMEA
Mr. Md. Sayed Ali Shaikh, Monitor, BGMEA
Mr. Md. Shahed Ali, Deputy Chief Inspector (Engg.), Department of Inspection of Factories and
Establishment, Government of Bangladesh, Dhaka
Dr. Syed Abul Ehsan, Inspector of Factories (Medical), GoB
Ms. Simone Vis, Project Officer, UNICEF, Dhaka
Mr. Syeed Milky, H.T.R. Project, UNICEF, Dhaka
Mr. Md. Hafizur Rahman, Regional Manager Bangladesh Rural Advancement Committee
Mr. Md. Giasuddin Sarker, Senior Coordinator, Education Programme, GSS
Mr. A.K.M. Khorshed Alam, Chief Instructor, Bangladesh-German Technical Training Centre
Mr. Ahmad Ziaul Karim, Principal, Technical Training Centre, Mashkanda, Mymensingh
Mr. M. Khairul Bashar, General Manager, Micro Industries Development Assistance
and Services (MIDAS), Dhaka
Mr. M. Alauddin, Assistant General Manager, MIDAS, Dhaka
Mr. A. B. M. Sajjad Hossain, Bangladesh Institute of Labour Studies, Dhaka
Mr. Md. Atiar Rahman, Training Manager, Mirpur Agricultural Workshop & Training School
(MAWTS), Dhaka
Ms. Kamrunnahar, Proprietor, Audrija Handicrafts, Dhaka
Mr. Sazzad Hossain, Vice Principal, Technical Training Centre, Dhaka
Brig.Gen.Aftab Uddin Ahmad (Retd.), Executive Director, UCEP,
Ms. Yasmin Chamely, Instructor, Technical Training Centre, Mirpur 1, GoB
Mr. Tarik Morshed, Assistant Vice President, Social Investment Bank Limited (SIBL), Dhaka
Mr. Tarik Hasan, Research Officer, MRC MODE Limited, Dhaka
Dr. Rafique Uddin Ahmed, National Project Coordinator, ILO – BGMEA Partnership Project
Mr. Mr. Md. Aminul Hasan, Field Coordinator, ILO – BGMEA Partnership Project
Mr. Md. Motiur Rahman, Monitor, ILO – BGMEA Partnership Project
Md. Billal Hossain, Field Coordinator, ILO – BGMEA Partnership Project
Ms. Selina Akhtar, Monitor, ILO – BGMEA Partnership Project
Mr. Ronald E. Berghuys, Chief Technical Adviser, ILO BGD/00/P01/NET
Ms. Nasmeen Ahmed, Coordinator, Support Programme, ILO – IPEC BGD/00/P01/NET
Ms. Ayesha Doza, National Project Coordinator, ILO ISPI Project
Ms. Shamima Helal, Credit Monitor, ILO ISPI Project
Ms. Shireen Lutfunnessa, National Project Coordinator, ILO NORAD Project
Mr. Shamim Ahmed, Credit Monitor, ILO NORAD Project
Ms. Mashuda Begum, Credit Monitor, ILO NORAD Project
Mr. Jamal Uddin Ahmed, Credit Monitor, ILO NORAD Project
Dr Sumaiya Khair, Consultant, Combined Evaluation, Dhaka
Mr. Keith Jeddere-Fisher, Consultant, Combined Evaluation, United Kingdom

Appendix 6: References and documents consulted

- BGMEA, 2003; Elimination of child labour in the garment industry of Bangladesh, presented in the meeting of South Asia Consultation of corporate leaders on investing in children
- BGMEA, 2003; Presentation on BGMEA's 'Verification and monitoring system on child labour in garment factories of Bangladesh' at the workshop on combating child labour - the role of employers' organization at Turin, May 2003
- BGMEA, 2003; The Profile of BGMEA
- BGMEA, 2003; website
- BGMEA, various; Minutes of the MOU Informal Steering Committee since 22.08.1996
- BGMEA/UNICEF/ILO, 1995; Memorandum of Understanding Regarding the placement of child workers in school programmes and the elimination of child labour
- BGMEA/UNICEF/ILO, 2000; The Second Memorandum of Understanding Regarding the monitoring to keep garment factories child labour free, the education programme for child workers and the elimination of child labour
- Haarlem, Rijk van, 1999a; The BGMEA, ILO, UNICEF Child Labour Project: A New Approach to Eliminate Child Labour, ILO/IPEC, Dhaka
- Haarlem, Rijk van, 1999b; The BGMEA, ILO, UNICEF Child Labour Project: Presentation in a meeting of experts on child labour and labour inspection
- Hamilton, Marcia, 2003; The BGMEA/ILO/UNICEF MOU Project Child Labour Monitoring and Verification Manual (draft copy)
- Hamilton, Marcia, 2003; The BGMEA/ILO/UNICEF MOU Project Child Labour Monitoring and Verification Project: An Overview (draft copy)
- ILO and UNICEF, 1999; Project Document for ISPI Income and Employment Generation Project
- ILO, 2002, Eliminating the worst forms of child labour: A practical guide to ILO Convention 182, ILO and Inter Parliamentary Union
- ILO/IPEC, 2000; Annual Report 1999 for the BGMEA, ILO, UNICEF Child Labour Project
- ILO/IPEC, 2000; Report of Stakeholder Workshop for the BGMEA Project – Second Phase – (ILO Component)
- ILO/IPEC, 2003; Project proposal for 'Skills training for formerly working children and income generation for their family members
- IPEC, 1995; Project Document for the Verification and monitoring system for the elimination of child labour in BGMEA factories and the placement of child workers in school programmes
- IPEC, 1998; Project Document for BGMEA Phase II
- IPEC, 1999; Project Document for NORAD assisted Child Labour Rehabilitation
- IPEC, 2001; Project Document for the MOU 2 Project, Continuing the child labour monitoring and education components, and
- IPEC, 2003; Project Revision Form for Continuing the child labour monitoring and education components Project

IPEC, Various; Project Status and Technical Reports for the 'BGMEA MOU 2' 'Project and bridging period'

IPEC, Various; Project Status and Technical Reports for the 'Partnership Approach to Improving Conditions in the Bangladesh Garment Industry'

ISPI Income and Employment Generation Project, 2000, Project progress report for July to December 1999

ISPI Income and Employment Generation Project, 2000, Project progress report for December 1999 to June 2000

ISPI Income and Employment Generation Project, 2001, Project progress report for July 2000 to June 2001

ISPI Income and Employment Generation Project, 2002, Project progress report for January to December 2001

ISPI Income and Employment Generation Project, 2002, Project progress report for July 2001 to June 2002

ISPI Income and Employment Generation Project, 2003, Project progress report for January to December 2002

ISPI Income and Employment Generation Project, 2003, Project progress report for July 2002 to June 2003

ISPI Income and Employment Generation Project, Cooperation Agreements with; SIBL, UCEP

MOU 2 project management correspondence file

NORAD Child Labour Rehabilitation Project, 1999; Agreement (and amendment) between NORAD and ILO regarding 'Child Labour Rehabilitation Project'

NORAD Child Labour Rehabilitation Project, 2001, Project progress report for January to June 2001

NORAD Child Labour Rehabilitation Project, 2002, Project annual progress report for January to December 2001

NORAD Child Labour Rehabilitation Project, 2002; Project progress report for January to May 2002

NORAD Child Labour Rehabilitation Project, 2003; Project annual progress report for January to December 2002

NORAD Child Labour Rehabilitation Project, 2003; Project semi-annual progress report for January to June 2003

NORAD Child Labour Rehabilitation Project; Cooperation Agreements with; SIBL, Tarango, MAWTS, Singer

UNICEF, various; Minutes of MOU Education Core Group