



Evaluation Summaries

Combating child labour in the carpet industry in Pakistan (Phase I)

Quick Facts

Countries: *Pakistan*

Final Evaluation: *July 2004*

Mode of Evaluation: *independent*

Technical Area: *Child Labour*

Evaluation Management: *IPEC*

Project Code: *PAK/99/50/050*

Donor: *United States*

Keywords: *Child labour, carpet industry*

Extract of the executive summary from the full report

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

- ⌚ Assess the effectiveness of the design and processes that delivered the specified outputs;

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

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

MAJOR FINDINGS

1. The project entitled ‘Combating Child Labour in the Carpet Industry in Pakistan Phase I’ is highly relevant in the context of the new labour inspection policy of Government of Pakistan which does not focus on home-based industries.
2. The total number of carpet manufacturers who have voluntarily joined the program has doubled in the last four years (from 15 to 31).
3. All the stakeholders are of the view that this project is designed to reduce the working hours of carpet weaver children in Sheikupura and Gujranwala district.
4. ILO-IPEC and its partner organisations worked extensively to evolve multiple criteria, which were successfully used to identify beneficiaries of the social protection program.
5. The services of the project are accessible to a fairly large group of carpet weaver families and their children.
6. 1807 carpet weaver children gave up carpet weaving and 4,433 carpet weavers spend a reduced amount of time on weaving carpets in Shiekupura and Gujranwala.
7. Evidence suggests that the project did not prevent children entering the labour market of carpet weaving.
8. Both the prevention and monitoring and social protection programs are capital and labour intensive.
9. The ILO-IPEC team is overworked and under-resourced.

Sub-Program 1: Workplace Monitoring and Prevention

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

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

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

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

Sub-Program: Income Generation

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

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

Sub-Program: Pre-Vocational Education

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

Sub-Program: Capacity Building

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

CONCLUSIONS

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

Conclusions by Objectives

Objective 1: By the end of the Programme, child labour in the carpet sector in Sheikupura and

Gujranwala will have been reduced through workplace monitoring and provision of alternatives for children withdrawn from the conditions of child labour.

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

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

Conclusion:

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

Conclusions by Program Components

1. Prevention and Monitoring Component

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

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

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

2. Social Protection Component

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

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

Sustainability: The implementing organisations have been making significant efforts to figure out community driven methods (VEF) of sustaining the social protection program and a part of it may survive but is unsustainable. It relies heavily on the external support- finances, management and monitoring. However, this view of sustainability is only valid if the project is conceived as a permanent set up for carpet weaver children and their families. If sustainability in the context of this project means that all NFE students complete their three years of non-formal education, then the question of continuity of this set up does not arise.

RECOMMENDATIONS

- The ILO-IPEC and the PCMEA should reformulate the objectives, methodologies and LFA of the project in the light of the modification they have already made. This is essential to clarify the strategic focus of the second phase, i.e. reduced working hours of carpet weaver children.
- The ILO-IPEC should conduct a post implementation situation analysis of the child labour situation in the project area. The situation analysis should focus on the reduction of working hours of children and also attempt to explore whether carpet

weaver children have shifted to other occupations.

- The project needs additional human resources at management level as well as technical staff members. However, further addition in the project staff should be done in consultation with the ILO-IPEC project team.
- The ILO-IPEC should work on an exit strategy, which should aim at the continuity of the program interventions along with an incremental devolving of management responsibilities to other stakeholders. This can be achieved in several ways but given the current scenario, the most appropriate option is to create a consortium of competent and resourceful organisations (public and private) at district level that take up the responsibility of financing and managing the child labour project. In so doing, ILO-IPEC should also select a local public or private organization at district level that should implement the monitoring component of the project. ILO-IPEC should act as a third party verification body and conduct a social and labour audits of the carpet industry each year and produce a public report.

SPECIFIC RECOMMENDATIONS: PHASE II

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

given to those contractors who agree to operate in child labour free business environment.

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

they are the employers of children and resist the changes in labour practices.

V. In the presence of the weak and discreet linkages between manufacturers and village-based contractors, smooth implementation of a child labour program is difficult, if not impossible.

VI. Coordinating and lead role of a resourceful and credible organization, in this case ILO-IPEC, is vital to build partnerships between NGOs, local communities, private sector and Government departments and to mobilize resources from multiple sources.

LESSON LEARNED

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