

Preventing and Eliminating the Worst Forms of Child Labour in Selected Formal and Informal Sectors in Bangladesh

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Independent Final Evaluation

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Acronyms and abbreviations

| | |
|-------|--|
| AP | Action Programme |
| APC | Action Programme Coordinator |
| CDW | Child domestic worker |
| CTA | Chief Technical Adviser |
| CWG | Community Watch Group |
| FGD | Focus group discussion |
| hh | household |
| GoB | Government of Bangladesh |
| IA | Impact assessment |
| IGA | Income generating activity |
| ILO | International Labour Organisation |
| IPEC | International Programme on the Elimination of Child Labour |
| JCLWG | Joint Child Labour Working Group |
| MOLE | Ministry of Labour and Employment |
| MPME | Ministry of Primary and Mass Education |
| NFE | Non-formal education |
| NGO | Non-government organisation |
| NSC | National Steering Committee |
| PFC | Programme Facilitating Committee |
| ScNSC | Sub-committee of the NSC |
| SPIC | Sector Project Implementing Committee |
| SPTF | Sector Project Task Force |
| TBP | Time Bound Programme |
| ToR | Terms of reference |
| USDOL | United States Department of Labour |
| WFCL | Worst forms of child labour |

Names and abbreviations of the implementing partners

| | |
|---------------------|--|
| BBS | Bangladesh Bureau of Statistics |
| BTUK | Bangladesh Trade Union Kendra |
| BDSC | Bangladesh Development Service Centre |
| BEES | Bangladesh Education Extension Services |
| BMS | Bangladesh Mohila Sangha |
| BRAC | Bangladesh Rural Advancement Committee |
| BSAF | Bangladesh Shishu Adhikar Forum (Child Rights Forum) |
| BVDP | Bangladesh Village Development Programme |
| CB | Chhinnamukul Bangladesh |
| CDS | Centre for Development Service |
| DCI | Development Centre International |
| ESDO | Eco-Social Development Organisation |
| HTWU | Hazaribagh Tannery Workers Union |
| JSJB | Jatio Shromik Jote-Bangladesh |
| JSL | Jatio Shramik League |
| Lighthouse | - |
| NM | Nari Maitree |
| OSDER | Organisation for Social Development and Research |
| PIPASA | People's Integer Progressive Association for Social Activities |
| PMK | Pali Mongal Karmosuchi |
| SATU | Social Advancement Through Unity |
| SEEP | Social and Educational Enhancement Programme |
| SEPOC | Society for Environmental Pollution Control |
| SETU | Human Resource Development Organisation |
| Shoishab Bangladesh | - |
| SMSKS | Surjamukhi Mohila Samaj Kalyan Sangstha |
| SSS | Society for Social Services |
| SUF | Society for Underprivileged Families |
| UDDIPAN | United Development Initiatives for Programmed Activities |
| Upakar | - |

Executive Summary

The project, launched in September 2000, has an extended completion date of June 2005 and aims to remove 30,887 children from hazardous occupations in 5 formal and informal sectors in different locations in Bangladesh. It also aims to prevent younger siblings from entering child labour, to provide an increased understanding of the worst forms of child labour and to strengthen the MOLE. These actions are to contribute to the systematic prevention and elimination of the worst forms of child labour.

This report is of the combined impact assessment (IA) and final evaluation of the USDOL-funded WFCL project implemented by ILO/IPEC. The purpose of this evaluation is to review the project's approach, strategy and implementation, assess the extent that project objectives have been met and the impact on target groups. The evaluation should serve as a learning tool, drawing lessons and identifying potential good practices from project experience. An independent consultant supervised the impact assessments and carried out the evaluation. The IA aimed to collect quantitative and qualitative information on the impact of the project. The quantitative information in 3 sectors (bidi, construction and match) is robust and conclusions can be drawn about the whole target population in these sectors. In 2 sectors (leather and CDW) sampling limitations means that the quantitative findings cannot be extended to the whole population.

The project design is based on a good understanding of the technical and the social political context. It is sensitive to gender issues in both the need identification and in the implementation strategy. There is a logical relationship between the activities and the outputs and objectives. The institutional arrangement for project management was not in accordance with the government/ILO MOU and had to be revised. The representation on the project management committee did not relate specifically to the sectors the project was working in and provided limited overall direction to the project due mainly to the diversity of objectives of the members. The plans to link the project with the district administration could not be implemented. The project had no intervention to support the government to enact or to implement child labour legislation. The ratification of ILO Convention 182 during the start-up period of the project did not result in any revision of objectives.

A comprehensive database was established to monitor project activities and impact, and more importantly to monitor the status of all the children. The database has assisted the project and partners to monitor the children but there have been difficulties with late and incomplete entry of data that have limited its usefulness.

The IA verifies the project reports that many children have been removed from hazardous work in the bidi, construction and match sectors. In Rangpur there may be as many as 5,000 children still working in the bidi industry. The majority of them are in the older age group, 16 to 17 years. There are not significant numbers of children working in Kushtia and Tangail (both bidi sector), nor in the construction and match sectors.

Withdrawal of child tannery workers has been partially successful. The inflow of new child workers has probably been controlled.

CDWs appear to be more mobile than previously understood and many of the recent beneficiaries were probably not the same as those that were involved at the beginning of the project. A large number of the CDWs interviewed are no longer working and are living with

their families in Dhaka. Generalised conclusions cannot be made due to the unrepresentativeness of the sample. The validity of the indicator used to define improved working conditions for CDWs is questionable.

The numbers of (ex) working children in education has significantly increased in all sectors except for leather and the numbers may be greater than those reported by the project. Mainstreaming children into formal schools has generally been successful except for CDWs. It was unrealistic to expect most employers to take on this responsibility. Where mainstreaming has occurred there has been very little dropout even among CDWs where the APs have been closed for 8 months. A few NFE centres, pre-schools and community schools have been set up by the PFC/CWGs with the support of the NGO partners.

Vocational training has enabled some children to set up in self-employment but employment opportunities have been limited. A number of limitations have been identified in this intervention.

The provision of micro-credit to families has had little or no effect on the withdrawal of their children from hazardous work and their enrolment in education. Possible reasons for this finding are discussed.

There was a clear perception among the household heads that the health of their household had improved over the project period and this is supported by vaccination figures.

Large numbers of young siblings to child workers have been provided pre-schooling and many have not been enrolled in formal schools. There is a high percentage of 5 – 12 year olds in school.

Many factory owners have signed MOU with PFCs to keep their factories child labour free. Most PFCs are institutionally weak and it is questioned whether many of them will continue to function and if they will have sufficient capacity and authority to monitor the MOUs.

There have been effective multi-approach awareness raising programmes in all areas of the project and there have been significant positive shifts in attitudes in household heads and in children concerning child labour and education.

The results of the National Child Labour Survey have been published and are widely used.

ILO Convention 182 was ratified early in the project. The project provided support for the development of a Child Labour Policy but this has not yet been finalised by the MOLE.

There have been no significant developments in terms of capacity development of MOLE.

The sustainability of the different project impacts is discussed. The development within the children themselves and the development of NGOs experienced in combating child labour are the most sustainable.

The final chapter of the report summarises the lessons learnt through experience, the good practices identified and the recommendations that have been made.

1. Project Background

1.1 Project period, extensions and evaluations

The project 'Preventing and Eliminating the Worst Forms of Child Labour in Selected Formal and Informal Sectors in Bangladesh' is funded by the United States Department of Labour (USDOL) and was launched in September 2000 by the International Labour Organisation's International Programme on the Elimination of Child Labour (ILO/IPEC). The original completion date was August 2003. In order to accommodate some delays in project start-up and to increase the impact and sustainability of the project outputs two no-cost extensions have been made with a revised completion date of the end of June 2005. A mid-term and a final evaluation have been carried out in March 2003 and May 2005 respectively. The same international consultant led both of these evaluations.

1.2 Project operational area and objectives

The project is operational in five prioritised sectors, namely the bidi industry, the construction sector, leather tanneries, match factories and child domestic work. It focuses on children working in hazardous occupations under the most intolerable conditions ranging from exposure to chemicals and other harmful substances as well as being subject to long, difficult working hours. The project originally aimed to remove 30,000 children from hazardous occupations and to prevent another 15,000 younger siblings from replacing them in the labour market. The target figures for these key goals were revised to 30,887 and 6,021 based on the actual numbers of children identified by the project partners during the initial activities at the field level. It intended to achieve these goals through various strategies varying from providing social protection to monitoring workplaces and communities.

The broad objective of the project was to contribute to the systematic prevention and elimination of worst forms of child labour in Dhaka, Chittagong, Tangail, Rangpur, Kushtia, Narayanganj and Munshiganj. Specifically, the project was designed to achieve five immediate objectives as follows:

- (a) A strong foundation for the systematic prevention and elimination of worst forms of child labour in the selected sectors and regions will have been prepared through increased research and documentation;
- (b) The worst forms of child labour in the selected sectors and regions will have been substantially reduced through the direct action programs aimed at the withdrawal, social protection and rehabilitation of at least 30,887 children in a time-bound and systematic manner;
- (c) At least 6,021 younger siblings will have been prevented from entering the worst forms of child labour through economic empowerment of parents and the introduction of a continuous mechanism for workplace and community monitoring;
- (d) Instances of commitment made and action taken against the worst forms of child labour by the government, social partners, families, communities and the general public, jointly and separately, will have been increased through advocacy and awareness raising; and
- (e) The capacity of government, in particular the Ministry of Labour and Employment (MOLE), in addressing the worst forms of child labour country-wide will have been increased through the strengthened institutional capacity and updated national statistics on the child labour situation.

1.3 Project management committee

To foster the broad based partnerships at the national level, the project has been implemented with the involvement of constituents and social partners under the purview of a Sub-committee appointed by the National Steering Committee (NSC) of the Ministry of Labour and Employment.

1.4 Project strategies

Although not explicitly described as ‘theories of change’, the project document identifies some interventions that are expected to bring about certain positive outcomes. These can be summarised as follows:

- Once children enjoy the child-centred, enjoyable and stimulating learning environment of NFE and see the usefulness of education, they can be mainstreamed into the formal education system.
- Provision of pre-vocational and vocational training to children helps them to find suitable employment. It will increase their chance for better employment/more skilled position at an appropriate age.
- The economic empowerment of poor families, through skill training and micro-credit, is an effective strategy for the withdrawal of working children and for preventing them from re-entering the labour market.
- The economic empowerment of families with working children, through skill training and micro-credit, is an effective strategy to increase school enrolment of younger siblings and to prevent them from entering work.

The project uses a variety of interventions to withdraw children from hazardous work and to prevent their young siblings from entering such work based on the child’s age and ability. These are best described using the diagram shown on the next page.

The provision of micro-credit for the child’s family is an additional intervention that seeks to motivate and facilitate participation of the children in these interventions.

1.5 Project implementation partners

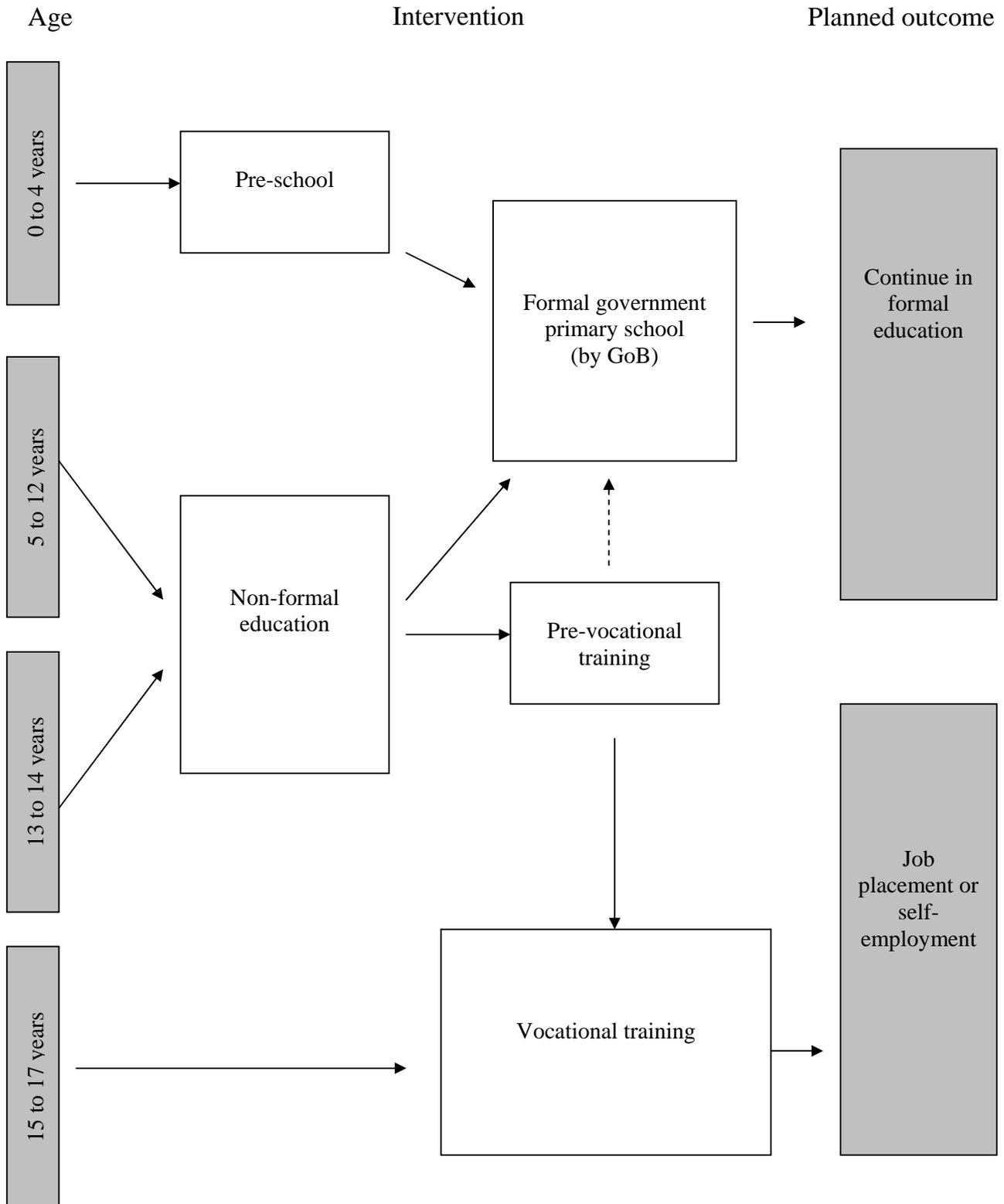
The project has been implemented with the participation of a number of partners implementing Action Programmes (APs).

- Non-government organisations (NGO) have implemented 24 Action Programmes for the social mobilisation and protection in the 5 sectors mentioned above
- The Bangladesh Bureau of Statistics (BBS) has carried out the National Child Labour Survey
- 4 Trade Unions have implemented awareness raising APs
- 1 NGO has implemented an AP for national-level awareness raising.

1.6 Project reporting

The project provides a detailed status report at 3-monthly intervals. In September and March each year the reports (Technical Progress Report) are very detailed. As well as reporting on the fulfilment of indicators for each project outputs they also contain information on the country context and try and identify lessons learnt and good practices. The project was subject to an external mid-term evaluation in March 2003.

Main project interventions to withdraw children from hazardous work and prevent young siblings from entering



2. Objectives, process and methodology of the evaluation

2.1 Objectives of the evaluation

In line with ILO/IPEC policies and procedures and as given in Chapter 8: Planning, Monitoring and Evaluation of the project document, the project is to undertake a final external evaluation.

This evaluation is based on the terms of reference (ToR) produced by ILO/IPEC (appendix 1) for the Combined Impact Assessment and Final Evaluation. These state that the ToR are based on the outcome of a participatory consultative process on the nature and specific purpose of the evaluation.

As a final evaluation, the scope is the whole project, including all specific interventions in the form of Action Programmes implemented by local partners and other activities of the programme since the beginning of the programme. It should focus on the project as a whole, the linkages and synergies between each component and how the project in addition to achieving specific project objectives, have contributed to the link to other ILO and ILO/IPEC activities and to the broader strategic areas and the issue of child labour in Bangladesh.

In addition the evaluation should serve to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It should serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.

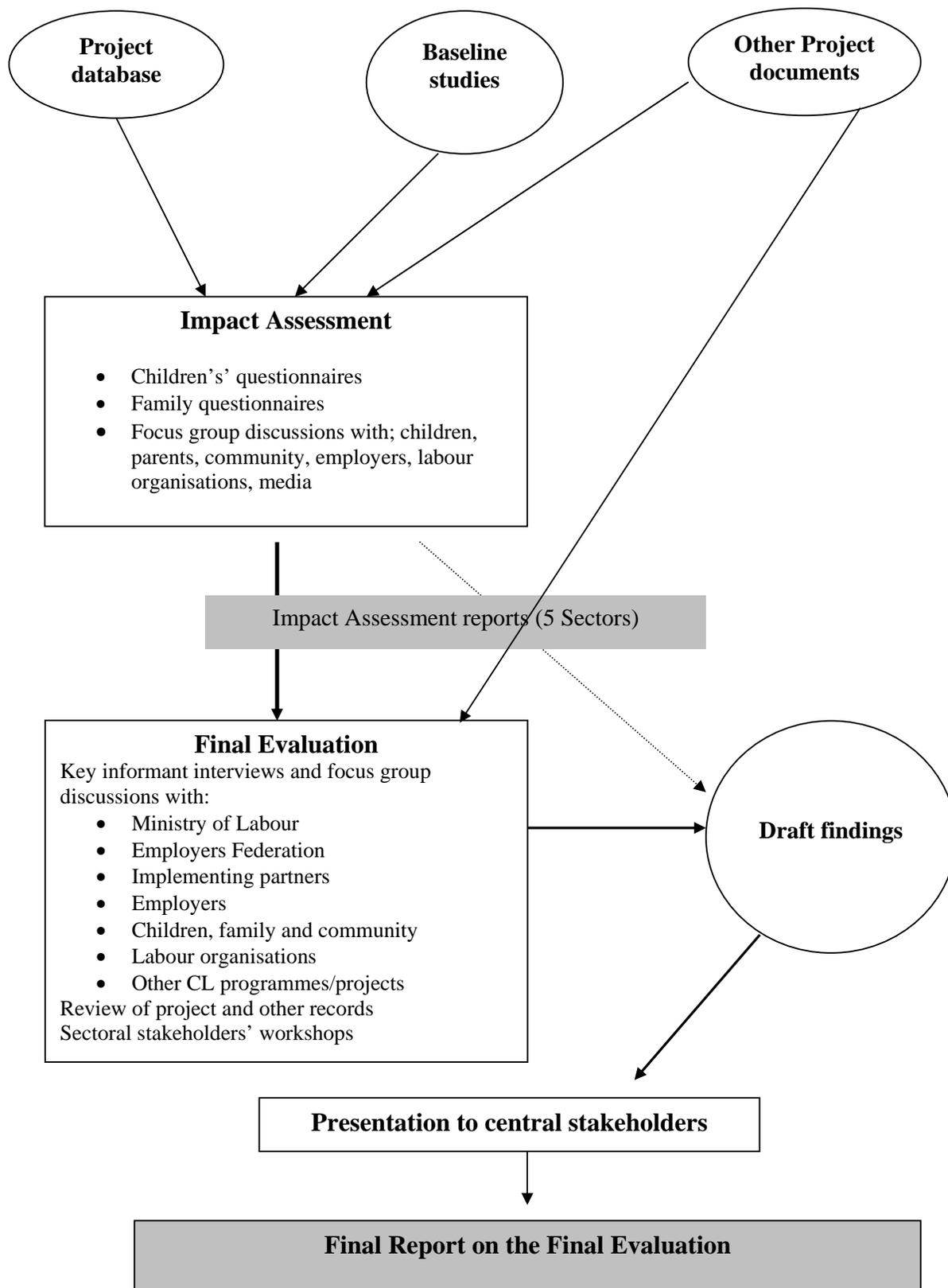
The following are the headings for the broad aspects to be addressed. Specific aspects were identified based on inputs from key stakeholders.

- Validity of programme design
- Relevance of the strategy
- Implementation of the programme
- Performance and achievements of the programme (effectiveness, efficiency and unexpected effects)
- Broader and longer term impact in specific areas
- Sustainability
- Other concerns

2.2 Process for the evaluation

The final evaluation was preceded by impact assessment studies in each of the five sectors that the project worked in. These were designed and supervised by the same consultant that carried out the final evaluation and the overall process was covered by the same ToRs (appendix 1). Although not part of the final evaluation itself, they provided a lot more independent quantitative and qualitative information than is normally available to a short evaluation mission. A diagrammatic overview of the expanded final evaluation is shown below.

Diagram of the combined impact assessment and final evaluation



This final evaluation report does not attempt to present the findings of the impact assessment studies in totality, as a lot of information was collected and not all of it is relevant to the evaluation. However it does use the findings as an independent verification of some of the project output figures and to test the project strategies described in section 1.4. For this reason a brief description of the methodology is given in the following section.

The combined impact assessment and final evaluation was carried out under the direction of a single independent consultant, Mr Keith Jeddere-Fisher. The impact assessment was designed and contracted to local consultants during a visit from 31st January to 12th February 2005. Ongoing technical support was provided to the consultants until the end of the final evaluation and a visit was made to finalise the design and review data collection from 26th February to 14th March. The final evaluation was carried out from 7th to 21st May.

The overall process and methodological issues have been described in more detail in the 'Evaluation Instrument' prepared in February 2005 at the end of the first field mission.

2.3 Impact assessment methodology

The purpose of the impact assessments was to obtain detailed information on changes in the target group, specifically the children but also their families, during the period of the project and to identify if possible the relationships between the changes identified and specific project interventions. As far as possible changes were assessed in the indicators and five major impact areas that have been identified in the 'IPEC Impact Assessment Framework' (appendix 2). Information on other specific aspects that were identified during the stakeholder consultation process was also collected. Information on some of these indicators and aspects had been collected at the time of the baseline studies in which case direct comparisons could be made.

The specific objectives, checklists for the questionnaires and focus group discussions (FGDs), sampling frame and numbers and ToRs for the local consultants are all provided in detail in the Evaluation Instrument.

The studies were carried out by the following consultancy firms:

- MRC Mode for CDW sector and leather tanneries (Dhaka)
- SODEV Consult for the construction and match sectors (Narayanganj and Chittagong)
- Services and Solutions International for the bidi sector (Rangpur, Kushtia and Tangail)

The study in each sector had a quantitative element based on questionnaires with household heads and/or the direct beneficiary children and a qualitative element based on focus group discussions with all of the locally based stakeholder groups.

The same sampling unit was used for the questionnaires as in the baseline studies.

- For bidi, construction and match this was the household head of families that participated in the project. An additional questionnaire was used with direct child beneficiaries of these same families (not in baseline study).
- For child tannery workers this was the beneficiary children
- For child domestic workers this was the beneficiary children and their employers

Sample numbers

The numbers of interviews carried out with household heads and with child beneficiaries and the sample percentage of the total population for each sector are as follows:

| Sector | Household heads | | Child beneficiaries | | | | Number of FGDs |
|--------------|-----------------|------------|---------------------|------------|--------------|------------|----------------|
| | Number | % of total | Boys | Girls | Total | % of total | |
| Bidi | 705 | 5.1% | 427 | 381 | 808 | 2.9% | 56 |
| Construction | 116 | 9.1% | 82 | 81 | 163 | 7.2% | 37 |
| Match | 142 | 16.4% | 107 | 94 | 222 | 14.7% | 21 |
| Leather | - | - | 100 | 0 | 100 | 22.4% | 12 |
| CDW | - | - | 40 | 243 | 283 | 5.4% | 25 |
| Total | 963 | | 756 | 799 | 1,576 | | 151 |

Sampling limitations

The sampling design was based on a random selection of respondents from the target population. If this had been successful, with only a limited use of a replacement sample, then the sample size was large enough to draw conclusions about the whole population from the findings of the sample. However this was not possible and as each sector has quite different characteristics they will be discussed separately.

Bidi: 725 interviews were attempted to achieve the 705 successful interviews. The project participants are permanently settled and a random selection was possible. The findings can be extended to the whole population of participant households.

Construction: 181 interviews were attempted to achieve 116 interviews. 61 households were not available and 4 were duplicates. There is a high degree of mobility among these households, with seasonal migration and an instance of slum eviction. The conclusions can only be extended to 66% of the project participant households. It is not possible to say what has happened to the 34% who are represented by the 61 households that could not be contacted. The children in those households may have been removed from hazardous work or may have simply continued in a new location or transferred to some other hazardous work.

Match: 224 interviews were attempted to achieve 142 successful interviews. 66 households were not available and 16 interviews were terminated as they were not project beneficiaries. Some match factories only work intermittently and workers often move to find alternative employment. The findings can only be extended to 63% of the project participant households and no conclusions can be made concerning the remaining 37%.

Leather: 263 interviews were attempted in order to interview 100 child beneficiaries. The sample can only be claimed to represent 38% of the child beneficiaries. As many of the children working in the tanneries only live separately from their families in the tannery area in order to work in the tannery, it is likely that this sample was heavily biased towards those children that continue to live and work in the area and they are therefore likely to be still working in the tanneries. Those that could not be found are likely to have returned to their rural home after stopping work in the tannery, but they could also have moved to other forms of work, possibly hazardous work. No generalised conclusions can be drawn from the findings of this study. It is very likely that those interviewed strongly over-represented those that were still working in the leather tanneries.

CDW: Attempts were made to contact 300 CDW with the use of 900 randomly selected names and addresses from the baseline study. However only 67 were found. In order to achieve the sample size another 216 CDWs (all from the baseline study) were located by the NGO partners and interviewed. Selection was based on those that could be found, mainly those that still had contact with the NGO, and they are more likely to be ‘successful’ cases. A large number (60%) were associated with just 1 of the 5 implementing partners. No generalised conclusions can be drawn on the impact on the CDWs from this study. The reasons for the very low contact rate include the following:

- The APs closed in June 2004. Staff have moved on and contact has been lost
- It is common for CDWs to only work for 1 or 2 years with the same employer before either returning home or changing employer
- The project intervention may increase the mobility of the CDWs through exposing them to other opportunities
- NGOs replaced CDWs who had left, with other children but did not update the project database. So the children that were being searched for may not have been involved in the AP recently
- Some interviews were refused at the door as the interviewers were strangers
- Employers are also mobile and move to other rented accommodation and take the CDW with them
- Addresses in the database were not completed fully. They could only be interpreted accurately by the staff that had been personally involved in the AP.

2.4 Final evaluation methodology

The findings from the quantitative and qualitative impact assessment studies were used extensively both as information that could be transferred directly to the evaluation findings and as a support for other areas of enquiry.

An email consultation using a short questionnaire was carried out with the Executive Directors of the partner organisations. This focussed mainly on their vision and institutional capacity to continue working on child labour issues.

Project documents, including reports and selected correspondence files were reviewed. A list of these documents is given in appendix 4. 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 Project’s detailed monitoring and reporting processes, including the thorough six monthly reports made to ILO and USDOL.

Visits were made to all of the project implementation areas during the supervision of the impact assessment fieldwork and to some of them during the final evaluation. In these locations semi-structured interviews and informal discussions were held with Action Programme partner staff, Social Monitors, children, parents, participants in credit and income generating schemes activities (IGAs), Programme Facilitating Committee (PFC) and Community Watch Group (CWG) members, employers, labour representatives, formal school teachers and headmasters and NGO Executive Directors. In addition, opportunities were taken to make short unplanned visits and to talk informally with children and adults within the working areas.

During the mission for the final evaluation three one-day sectoral stakeholder workshops were held covering all five sectors and all of the working areas. Representatives of all of the main stakeholders were invited and presentations were made by the implementing partners and by the impact assessment consultants. There was an opportunity to respond to these presentations and group discussions were held on challenging issues. Points from the presentations, from the plenary discussion on the presentations and from the group discussions have contributed strongly to this evaluation.

A half-day presentation of the draft findings of the final evaluation was made to central stakeholders at the end of the mission and participants were able to comment and question the points made.

Through this process all of the main stakeholders were given the opportunity to contribute to the evaluation and representation was good. However the MOLE were not represented in any of the workshops (District-level Department of Labour were present in one workshop) or the presentation of draft findings. Interaction with them was through an interview with a Deputy Secretary.

A full list of individuals, groups and organisations consulted during the evaluation mission is given in appendix 3.

A draft of this report was circulated to USDOL, ILO and the Project, and comments received from them have been incorporated in this final version.

3. Presentation of main findings

3.1 Project design and relevance

3.1.1 Problem and need identification

The project document gives a thorough description of the socio-economic, cultural and political background in Bangladesh. There is a detailed analysis of the problems and causes of child labour in Bangladesh and additional details are given concerning the five sectors that the project is designed to address.

At the time of project preparation and still to date the GoB has not formally identified the hazardous sectors for child labour within the Bangladesh context. There are many other sectors that could potentially be described as ‘worst forms of child labour’ (WFCL). For example the Eradication of Hazardous Child Labour in Bangladesh Project lists 16 sectors in the metropolitan areas of Dhaka and Chittagong, and some other organisations have different definitions of ‘hazardous child labour’. For example UNICEF includes CDWs who are living with their families in this category. The USDOL-funded WFCL programme only works with those CDWs who are living apart from their families, as this increases their vulnerability as they often have no contact with anybody except their employer.

The project document does not provide any justification for the selection of the five sectors chosen. Discussions with NSC members and other stakeholders suggests that the selection was based on a concept paper that outlined at least nine different sectors identified by the NSC. Selection of the sectors was the outcome of discussions between the NSC, ILO and USDOL. There is agreement that the sectors chosen were appropriate. Although there are frequent suggestions of other sectors to work in there were no comments that the selected sectors were inappropriate. The geographical areas are also clearly defined.

The stakeholders at one workshop (Rangpur) made strong requests for ILO to extend the project to a regional basis covering all forms of hazardous labour. There was no suggestion that this should have been done from the beginning and it does seem appropriate that this initiative against the worst forms of child labour targeted specific high profile sectors.

Lesson on areas of intervention:

- **In situations where there is a limited knowledge and awareness about hazardous child labour, interventions in specific high-profile sectors is an effective way to start. If successful there are likely to be opportunities to expand into an area-based intervention.**

One of the sectors selected is male dominated (leather) while another is female dominated (CDW). The other three sectors have a mix of boys and girls working in them. The only location where the tribal communities are involved is in the match industry in Chittagong. This is due to sectoral and geographical selection and not due to any discrimination.

The baseline survey was a 100% survey, and with the subsequent physical identification of the children by the implementing partners, there was a robust process for the identification of vulnerable and hidden groups. There was no evidence of any particular groups being overlooked or ignored.

Although all of the main issues are covered, the causes of child labour are only discussed briefly in the project document. The causes are clearly complex, and this issue is explored in more detail in section 3.3.2.5, where the link between savings and credit, IGA and withdrawal of child labour is discussed. If there was a better understanding of the causes of child labour, then it may be possible to design more specific interventions in order to address the issues.

3.1.2 Project formulation and logical structure

The project intervention is based on a very thorough and logical process designed to identify and withdraw all of the targeted 5-17 year old children from hazardous work and to prevent their younger siblings from entering such work. There are different strategies depending on the age, interest and ability of the children, with the objective that all of them will either enter formal education or be prepared for an appropriate vocation. These strategies have been presented diagrammatically in section 1.4. An alternative strategy is designed for the CDWs of all ages, where the objective is to give them access to education, health, recreation and improved working conditions, through guardianship agreements with their employers, while continuing in work.

The approach with CDWs has similarities with the approach that UNICEF uses for children in all sectors, termed 'Earn and Learn'. UNICEF uses this as a way of providing an opportunity for children to receive education despite difficulties in withdrawing them completely from work due to their or their family's dependence on their income.

Although it is not presented as a Logical Framework Matrix, the project document presents a logical sequence of activities leading to outputs leading to immediate objectives leading to a development objective. There are also indicators identified for each of the objectives although no 'means of verification' as is customary with a logical framework. There is no analysis of assumptions and the risk associated with them.

The initial listing of indicators in the project document is presented as tentative, and this was revised in June 2002 to provide a more realistic basis for regular reporting. The majority of these indicators are output-level indicators. Only a few of them provide an indication of the achievement of the objectives. The reporting formats used treat all of the indicators equally. This can easily result in more attention being given to quantitative outputs than to the achievement of the objective that these outputs should be leading to.

Lesson on project logical structure:

- **Separate indicators should be identified for different output/objective levels and these should be reported against separately. Reporting against objective indicators can be less frequent than for output indicators**

The project document includes a tentative project implementation schedule. This tentative timeline was optimistic in terms of the time required to get the initial aspects of the project established and in the time required to achieve a reasonable level of sustainability. The baseline surveys took considerably longer than planned and this contributed to the delay in initiating the action programmes. The delay in project implementation was due mainly to institutional arrangements at the project management-level and these are discussed in detail in section 3.3.0. Project revisions and extensions are discussed in section 3.2.2.

The project workplan has been revised on at least three occasions, around January 2001, in January 2002 and in September 2004. The latter is the one which is currently used for reporting purposes, and it is clearly identified in the reports as being revised at that date.

3.1.3 Institutional arrangements

Sector Project Task Force (SPTF)/Sub-committee of the NSC on IPEC

The project document proposed that a SPTF be formed under the chairmanship of ILO to be the central project advisory committee reporting to the NSC on IPEC. However the NSC revised these arrangements at the first meeting in December 2000, replacing the SPTF with the Sub-committee of the NSC under the chairmanship of the Joint Secretary, MOLE. This revision was made in order to bring the management structure in line with the agreement between the GoB and the ILO.

The Sub-committee of the NSC (ScNSC) provides for the overall representation of different national level stakeholders including employers and workers. However the industries that the project is working in are not specifically represented by either the employers or the workers. Representatives' interests can therefore be remote from the project and their objectives can be different to those of the project. Individual influence has been used to direct some decisions and certain key decisions have been held-up, waiting for the sub-committee to convene. The main issue that the ScNSC has been involved with is the selection of AP partners.

It was proposed that the SPTF should meet quarterly. Meetings of the ScNSC have been irregular especially in the latter part of the project as shown in the table below. Members of the ScNSC have a perception that it meets more regularly than this.

| Meetings of the NSC on IPEC | Meetings of the ScNSC on WFCL project |
|------------------------------------|--|
| 19.12.2000 | 10.12.2000 |
| | 15.04.2001 |
| | 16.05.2001 |
| | 11.07.2001 |
| 27.09.2001 | |
| | 09.04.2002 |
| | 07.07.2002 |
| | 03.10.2002 |
| | 11.10.2003 |
| | 04.04.2004 |

The last two meetings of the ScNSC decided that the committee would meet more regularly but this has not occurred in practice. It is debatable whether bringing the meeting under the chairmanship of ILO would bring any overall improvement. Meetings could be called more regularly but it may be difficult to obtain adequate commitment and representation from the stakeholders.

The lack of an effective project management committee did not hamper the day to day running of the project. Difficulties were faced when APs needed approval or extension and when the project required support (formation of SPICs, see below) or approval for changes. The project management committee provided some useful inputs, but there were few

constructive discussions on overall direction and strategy. For example there was no discussion on how the ratification of convention 182 could effect project objectives or activities.

Lesson on project management committee:

- **Whatever body functions in the role of a central project advisory committee, it's representatives need to have an interest in the specific sectors of the project and have shared objectives**

Sector Project Implementation Committees (SPIC)

The project document proposed that SPICs would be established on a district basis in each area that the project is active in. They were to have representation from the district level administration and government agencies, employers, workers and civil society.

The necessary arrangements for the establishment of the SPICs were agreed at the April 2002 NSC Sub-committee meeting and again in July 2002, but the MOLE never sent the necessary instructions to the district administration and the SPICs were never established. Although seen by the project as an important institution for project implementation and to obtain the involvement of the district administration and government departments, it appears that this was not seen as a priority by the other institutions involved. No alternative mechanism was developed.

A consequence of this has been a lack of participation and ownership of the project by government representatives at the district level. Officials have regularly been invited as guests to project events but they have not had any function or responsibility. Stakeholders in all sectors of the project identified that a major constraint for the fulfilment of the project objectives and for maintaining the achievements was the lack of support from government departments in particular the Factory Inspectorate and Primary Education. It was acknowledged with thanks that the Department of Primary and Mass Education was supportive in some areas.

Lesson on district level implementation committee:

- **It is important to have some mechanism to encourage and enable the district administration and government departments to fulfil their responsibilities during and after the implementation of the project**

Workers representation

There is no description in the project document of the capacity and commitment of the labour representatives.

As mentioned in the section on the Sub-committee of the NSC, the trade union federations represented on the Sub-committee do not have any direct links with the industries that this project is working with. At the local level there are no trade unions for CDWs. Some of the local trade unions in the bidi and match sectors would be better described as labour brokers and do not have links with any central federations. Some trade unions have felt excluded from the project and in response have refused to cooperate at the plant level.

The inability to find appropriate labour representatives to work with has been a constraint on the project implementation and this was not identified during the project preparation. This issue was discussed at the stakeholders' workshop during the mid-term evaluation. During the extension period of the project APs have been implemented by trade unions in the leather, bidi and match sectors with the joint objectives of labour organisation and awareness raising.

3.1.4 Omissions from the design

The project document gives a summary of the current legal framework related to child labour issues in Bangladesh, and notes its lack of effectiveness for a number of reasons; *“They include the absence of uniform minimum age provisions and insufficient penal provisions in the laws; lack of awareness about the laws and their enactment; and inadequate training, manpower and resources of the Inspectorates.”* The programme approach and strategy does not take up any of these issues, and there are no activities designed to either strengthen the law or the application of the law. As noted earlier in this section, the Factory Inspectors have not visibly contributed to the reduction of hazardous child labour in the project working areas.

Lesson on project design:

- **IPEC project designs should consider the need to support the government in the enactment of appropriate child labour legislation and/or the application of these laws**

3.2 Changes to the project during implementation

3.2.1 Important changes in the external environment

The Government of Bangladesh ratified the ILO Worst Forms of Child Labour Convention No. 182 on the 18th December 2000 and this was registered with ILO on 12.03.2001. This was a very positive change in the working environment and the objective of some of the project's advocacy and awareness raising activities was achieved.

National elections were held during September 2001 and there were regular disruptions during the six months leading up to these. 22 days were directly lost due to national strikes between January and June 2001, and the disruption extended beyond these specific days as meetings had to be cancelled and rearranged. This disruption occurred during the baseline survey. During this politically sensitive time, it was not possible for the NSC to meet. Nationwide strikes have continued intermittently throughout the project period.

Since 2002/03 the GoB has been providing a stipend of Tk. 100 - 125 per family with primary school-going children in all areas except Dhaka. The age limit is extended to class 8 for girls.

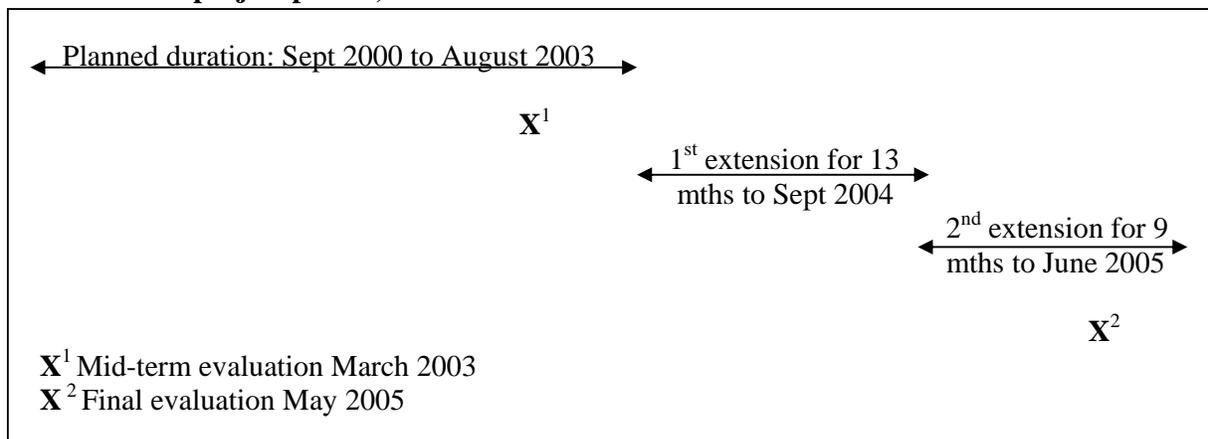
3.2.2 Project extensions and revisions

Project extensions

The project was planned for a period of 3 years and this was to include 2.5 years for APs with partner organisations. The time allowed for start-up and wind-up was minimal. 2.5 years for the APs is also very tight (they too need start-up and wind-up time). As a consequence the project had a number of extensions.

The project has had two no-cost extensions that have extended the project period from 36 months to 58 months.

Timeline of project period, extensions and evaluations



The first extension was required due to extensive delays at the beginning of the project. Agreements with the AP partners were signed 9 months later than planned. The reasons for the delays were reviewed in detail in the mid-term evaluation.

In the same project revision, changes were made to some of the targets based on the results of the baseline surveys and physical verification by the partners. A significant reduction was made to the number of young siblings who will be prevented from child labour, from 15,000 to 6,021. The initial target figure was based on approximately half of the withdrawal target and was not a calculated estimate based on any demographic data. It is appropriate to change this target in response to the actual situation.

The other revisions to the target were marginal (3-6%) increases in the number of working children to be withdrawn and the number of families benefiting from services. Again these revisions were made based on the actual figures found during the physical identification of children and families.

The second project extension was requested in order to consolidate the achievements, carry out advocacy and awareness raising (the 5 APs focussing on this were started in October and December 2003), and institutional strengthening of the MOLE and local stakeholders.

AP extensions

There has been some effect of these project extensions on the implementation. This is seen mainly on the knock-on effect on the APs. The APs also had extensions and although there are variations between partners the generalised picture is as follows:

- 24 APs with 1st agreement from November 2001 to April 2004
- 1st extension: 6 CDW APs to June 2004
18 other APs to August 2004
- 2nd extension: 6 CDW APs – no extension
18 other APs to March 2005

The explanation for the shorter time period for the CDW APs is that there had been little saving in those APs, so it was not possible to extend them. Given the high mobility in CDWs an extension in these APs could have benefited more children.

Implementing partners commented that the uncertainty over the project/AP duration was a limitation due to the restrictions it placed on longer term planning and uncertainty for programme staff. In addition, as the revolving fund capital needed to be returned by the end of the project, the cut-off time for providing new loans was in retrospect unnecessarily early.

Lesson on project duration:

- **Project time frames should have some allowance for the certainty that not everything will run to plan. Some contingency would reduce the negative impact on implementation that frequent extensions have.**

Project budget

These extensions have been carried out within the overall project budget and it seems likely that there will still be some budget surplus at the end of the project. The reasons for the savings against planned expenditure are as follows:

- Tight/focussed expenditure controls on all purchases and contracts (for example only 1 vehicle and driver were used against 2 in the budget)
- Re-programming of micro-credit capital fund
- Support for medicine supply was discouraged due to issues of sustainability
- Number of older children were less than expected so there was less vocational training
- Vocational training at the community level; not in training schools
- Limited opportunities to strengthen the capacity of the MOLE

Some stakeholders expressed the view that very tight control of resources for AP implementation had reduced the effectiveness of the programme implementation. Some of the suggested consequences were:

- Poor learning environment in the learning centres due to lack of space and equipment. The budget allocation was the same in Dhaka as in rural areas.
- Low AP staff salaries resulted in frequent staff changes. This was particularly true for computer operators
- No budget for computer operators in CDW sector

3.2.3 Significant changes in project design during implementation

At the very beginning of the project the change in management structure incorporating the NSC Sub-committee has been described in section 3.1.3.

A number of appropriate changes have been made to the implementation process based on the reality in the field. These include:

- During the physical identification of children working in the bidi industry, it was found that many of them combine this work with attending formal school. This situation had not been anticipated and the implementing partners initiated additional activities including after school coaching, recreational activities and physical education in order to provide the children with a productive and stimulating alternatives to working.

- Although bidi is a formal sector, the labour practices are mainly informal, with ‘cardholders’ who sub-contract their production quota. This was not recognised in the design and trade unions were not initially engaged as partners. These labour practices were recognised by the project and the issue was discussed in the mid-term evaluation stakeholders’ workshop. One of the objectives of the APs developed with trade unions was to change these exploitive labour practices.
- An additional intervention was prepared for the 15-17 year olds who received vocational training. Prior to the training they attended two months non-formal education to develop literacy and numeracy skills.

The fact that the achievement of one the main project output indicators, the ratification of Convention 182, occurred during the start up period of the project could have led to a review of planned objectives and activities. This did not occur, and although certainly not the only reason, this had probably contributed to the fact that no visible progress has been made by the GoB in implementing Convention 182 during the 4 years since its ratification.

The project saw its role as demonstrating how the worst forms of child labour could be addressed in practice. In addition to this, it could have swapped advocacy for the ratification of Convention 182 for advocacy and support for the implementation of the Convention. For example the project could have assisted the MOLE on the process of formally identifying the hazardous areas of child labour in the Bangladesh context.

Lesson on reviewing project objectives:

- **If significant project objectives are fulfilled early in the life of a project there should be an assessment to see if there should be any consequential changes in other objectives and activities**

3.2.4 Response to the mid-term evaluation

The mid-term evaluation carried out in March 2003 made a number of recommendations to the project. These are reviewed and notes made on the changes that have been made in response.

Recommendation concerning trade union representation: (3.1.3)

- *The project needs to find ways of encouraging appropriate trade union representation at both the central and plant levels, and then to work with them for the achievement of mutual goals*

Four APs have been implemented with trade unions for this purpose.

Recommendation concerning the database: (3.2.1)

- *Within three months a review of the database is carried out by project staff, implementing partners, MOLE and other projects, and a child labour monitoring expert, covering the following areas;*
 - ➔ *Clarify what the specific objectives of the database are*
 - ➔ *Review the data fields in relation to the specific objectives*
 - ➔ *Identify and discuss alternative systems including sampling systems*
 - ➔ *Review the feasibility of partners maintaining it during the project period*
 - ➔ *Discuss the longer term needs of MOLE*
 - ➔ *Discuss issues of compatibility between databases of different projects*

➔ *Discuss the rights of the children and their families to privacy and develop working practices so that this can be safeguarded.*

No review of the database has been carried out and the data in the database from many of the AP partners is out of date and cannot be relied on. This is discussed further in section 3.3.1. Safeguards for the confidentiality of the children have been put in place. Signed agreement to keep the records has been obtained from all guardians and access to the database is restricted.

Recommendation concerning project coordination: (3.2.1)

- *The project should regularly participate in the Joint Child Labour Working Group for information sharing and cooperation with other like-minded projects and organisations*
- The project has participated regularly.

Recommendations concerning PFCs and CWGs: (3.2.3)

- *PFCs: Further discussions should be facilitated between locally elected representatives, employers, labour representatives, parents and implementing partners in order to develop a functional institution that can sustain the withdrawal of child labour at a local level. This institution does not need to have the same form in every location.*
- *CWGs: The proposal presented at the stakeholders' workshop should be discussed with all of the CDW partners and the existing CWGs, and changes made/additional committees formed, as they think best.*
- *For both institutions it is important that the local representatives make the decisions, as it is their institution which is expected to continue beyond the life of the project.*

Little additional work has been done to strengthen the institutional capacity of the PFC/CWGs. This is discussed in more detail in section 3.3.3.3.

Recommendation concerning awareness raising at the national level: (3.2.4)

- *The project should look for opportunities, either alone or in collaboration with other projects and projects, to raise the level of awareness about the worst forms of child labour*
- An AP with a national level child-rights NGO has been implemented for this purpose.

Recommendation concerning capacity building of MOLE: (3.2.5)

- *The project should provide technical assistance to the MOLE in finalising the draft Child Labour Policy.*

There has been no further support for finalising the CLP. The MOLE has not appeared receptive to such support.

Recommendations relating to implementing partners: (3.3.1)

- *Partner NGOs should be encouraged to incorporate hazardous child labour issues into their social mandate.*
- *Partner NGOs should be encouraged to provide ongoing monitoring and support to the children, families and PFC/CWGs*

Partner NGOs have been encouraged in this direction and some of them will be providing some ongoing support to some of the concerned families. This is discussed further in section 3.4.4.

Recommendation for the support to PFCs and CWGs: (3.5.1)

- *The project should consider an area or central-based facility, for a limited period of time beyond the end of the project, to support and encourage the PFC/CWGs to fulfil their responsibilities (perhaps two years).*

No such facility has been considered or developed.

Recommendation regarding school places for mainstreamed children: (3.5.2)

- *The project urgently needs to involve the MPME, District and Thana Education Offices, UNICEF and other education-related projects to alleviate the immediate crisis and to prepare for next years intake*

The project did provide some immediate support in terms of equipment. The issue has now been largely taken care of by the local Education Offices. The problem only occurred in the first year after admission.

Recommendations relating to children not covered by the project: (4.2)

- *The number of children who have dropped out of the project interventions before completion should be reported in the six-monthly reports*
- *Partners should accurately identify and monitor the child workers not covered by the project intervention, assisting them where possible*
- *On the basis of the numbers of child workers identified the project could design a follow up programme using selected partner agencies to completely remove child labourers from these sectors in these localities.*

There is no system to report on children with whom contact has been lost.

There has been no systematic assessment of the numbers of child workers within the project sectors but not covered by the project and no programme developed to completely remove child workers from these sectors.

Recommendation concerning an area-based approach: (4.3)

- *In areas where there has already been an intensive intervention and many children have been withdrawn from child labour, and especially where there is a supportive local political environment, there is potential to carry out an intervention to remove all forms of WFCL.*

The project has raised the idea of an area-based approach in North Bangladesh but do not feel it has been taken up by the donor. No proposals have been submitted to any other donors.

3.3 Achievement of immediate objectives

3.3.0 Preparatory outputs

All of the preparatory outputs have been completed and the project activities are running effectively. However there were serious delays with agreements being signed with implementing partners in November and December 2001 against a target date of mid February 2001, a delay of nine months. The reasons for and consequences of these delays, and the lessons that can be learned from them were reviewed in detail by the mid-term evaluation and will not be repeated here.

3.3.1 Objective 1. At the end of the project, a strong foundation for the systematic prevention and elimination of worst forms of child labour in the selected sectors and regions will have been prepared through increased research and documentation.

Baseline studies

10 baseline studies were conducted covering all 5 sectors in 8 geographical areas. The reports on the 10 studies have been reviewed and 5 synthesis reports, one for each sector, have been

prepared, published and made accessible as a reference to people outside of the project. These surveys were used to design the Action Programme interventions and formed the basis of the database that was used to identify and track the progress of the working children and their families. The data from these studies was also the basis for the quantitative comparative analysis carried out by the impact assessment.

Project database

A database has been developed that can retrieve a profile on each child (family information, child education, working conditions, health, socio-economic condition etc.) and also monitors other project outputs and activities. The initial data in the database is based on the information collected during the baseline studies and modified during the physical identification of the children and their families by the partner organisations. The database is expected to provide information for both project monitoring and the longer-term assessment of impact by tracking the children and their status in the areas of work, health, education and training.

Data is entered by the AP staff and is then transferred periodically to the project office. Training was provided to each partner on how to maintain and update the database, and this process was started in mid-December 2002. The mid-term evaluation identified that there could be problems in entering and maintaining the database due to the quantity of data to be entered and that for this reason it may never be 'current' enough to be used as the basis of up-to-date project reporting.

A suggested review was not carried out and the current situation is that although a lot of information is stored in it, and some partners have used it effectively, it is not a reliable source of information on the project as a whole. As a source of project-wide data it is only as accurate as the weakest data set.

Data for the periodic reports is in practice submitted to the project in other formats and is subsequently entered into the database. Due to the time lags in entering data in the field office and transferring it, it has not been effective in facilitating quick and accurate reporting.

Those partners that have been able to maintain the database successfully are enthusiastic about its usefulness. Some partners are using a simpler database in other projects as they have seen the potential from their experience with WFCL.

The main reasons for the difficulty in maintaining the database were given as follows:

- Lack of necessary skills (this was particularly expressed from the CDW sector partners who had no budget for a computer operator)
- Only a single operator in each AP was trained
- Staff, once trained, could find better paid work elsewhere, so there was a high turnover
- Difficulties in obtaining some of the required information

There are clearly some useful aspects to the database and a lot can be learned from this experience.

Recommendation on the database:

- **Based on this experience a participatory review of the database is carried out, identifying strengths, weaknesses, opportunities and threats. This should result in recommendations on a basic dataset and the minimum conditions for its effective use and maintenance.**

Sustainability of the database

As the children become older the purpose of the database automatically comes to an end. According to the project design, at the end of the project period, the PFCs and CWGs are expected to maintain the database. This is clearly not feasible. Even where partners are continuing to provide micro-credit and other services to the participating families it is unlikely that they will continue the database. There are no alternative institutions ready to take it on.

The database could be useful for long-term impact assessment studies, and a final copy will need to be stored appropriately.

Data protection and privacy

Permission to store the records on the database is now obtained from each child's guardian and steps have been taken to restrict the circulation of the database and to maintain the confidentiality of the details on it.

Recommendation on the database:

- **Steps will need to be taken to ensure the safe storage of the database and the absence of unauthorised copies being held by the ex-partners.**

Impact assessment surveys and research on project experience

Impact assessments have been carried out in each of the five sectors as a preparatory step for this final evaluation and these have been briefly described in section 2.3. Where relevant some of the findings are presented in this report. The assessments were carried out in detail and other information could be gained from them if they are analysed in detail.

'Good practices' have been identified in the project reports and a document presenting those that have proven to be effective through time was under preparation.

There has been no other research on project experience. Opportunities for participatory reflection on experience do not exist within the management structure of the project. This report will capture some of the main lessons but a lot of them will be lost with the staff at the end of the project.

Recommendations on learning from the experience of the project:

- **Detailed analysis and reports are prepared on the findings from the impact assessment studies.**
- **Opportunities are provided for participatory reflection on various aspects of the project strategy and implementation and the main lessons recorded (for example as recommended for the database above).**

Coordination among child labour projectsThe Joint Child Labour Working Group (JCLWG)

The JCLWG, involving a number of organisations working on child labour issues, was formed with ILO involvement in 1999 in response to a felt need for broader cooperation, information sharing and joint advocacy initiatives in order to tackle the problem of harmful child labour in Bangladesh. Their goal was to:

'Achieve greater programme synergies through systematic sharing of information and lessons learnt from the various activities of the group members, as well as planning joint research agendas, policies and strategic plans.'

The USDOL-funded WFCL programme has attended all of the recent meetings. However since March 2004 there has only been one meeting. The only agenda topic in the last 24 months has been concerning a joint press briefing that was ultimately cancelled. This group is not currently achieving its goal.

Coordination Meeting of Child Labour Projects in Bangladesh

The MOLE instigated a series of coordination meetings in April 2002 in order to discuss progress and avoid duplication in project activities. The UNICEF, USAID and ILO supported projects participated. However there have been no recent meetings of this group.

Preparatory Time Bound Project (TBP)

This project has by its very nature a coordinating role. The WFCL and the TBP share the same CTA and therefore coordination occurs through the CTA's role in the TBP. Other stakeholders have observed that the interactions between the projects and agencies have increased since the TBP started.

Replication of the programme model

It is clear that the experience and lessons learnt from WFCL, as well as the relationships that were developed, have contributed significantly to the development of the TBP. With the CTA transferring from WFCL to TBP (and partially back again) this transfer has occurred informally.

The USDOL-funded WFCL programme was also able to share its experience and working methodology for baseline surveys and child tracking system with the USAID-funded MOLE-implemented Eradication of Hazardous Child Labour in Bangladesh Project. A number of similar strategies and methods were used by the project

ESDO (one of the partners in the bidi sector) are using virtually the same intervention strategy to withdraw 1,500 child workers from stone crushing work in Panchagarh, North Bangladesh. They (along with some of the other partner organisations) are influential members of the

Child Labour Elimination Action Network (CLEAN) which has 20 members in North Bangladesh.

3.3.2 Objective 2. At the end of the project, the worst forms of child labour in the selected sectors and regions will have been substantially reduced through the direct action programs aimed at the withdrawal, social protection and rehabilitation of at least 30,887 children in a time-bound and systematic manner.

The discussion on the achievement of the quantitative targets of the WFCL project will be based on the quantitative and qualitative findings of the impact assessment, the quantitative reports of the project itself and on the discussions, interviews and workshops that took place during the final evaluation. As a final evaluation the emphasis is on the anticipated and unanticipated effects of the project. The impact assessment contributes significantly to this. The project reports focus mainly on the direct project outputs. Although what is being 'measured' may appear the same, the result may well be different because of the different perspective.

When reviewing the progress against targets, three important points need to be noted.

1. The targets are set according to the numbers of children and families actually identified by the implementing partners. A 100% achievement would mean that the partners are still in contact with every child labourer identified at the beginning and that each one has stopped working in hazardous work. The target is therefore an ideal which cannot be achieved. The project does not define what level of achievement would be described as successful.
2. The definition that the project uses for withdrawal from hazardous labour is that the child is completely removed from the hazardous workplace. Transfer to a 'non-hazardous job' in a hazardous sector is not counted. For CDWs it is when the employer agrees to take responsibility for the child as a guardian which includes agreeing to provide certain facilities such as access to education and health services.
3. The impact assessment and the detailed project reports provide data that is disaggregated by gender. For simplicity of presentation most of the summary tables presented here are aggregated. The disaggregated data has been reviewed and gender inequalities are related to the working sector. The leather sector is 100% boys, the CDW sector is 80% girls and the other sectors are roughly balanced. As the CDW sector contains 5,250 children, compared to the leather sector with only 447, there is a slight majority of girls benefiting from each of the project interventions.

A summary of the achievements against targets of each of the Action Programmes, and summarised for each sector, for a selected number of indicators as of 28.02.2005 is presented in appendix 5. This table is based on the data supplied by the project in the March 2005 Technical Progress Report, highlighting the most significant achievements and adding some additional analysis.

3.3.2.1 Withdrawal of child labourers from hazardous work

Findings from the impact assessment

Information was obtained on this from two sources:

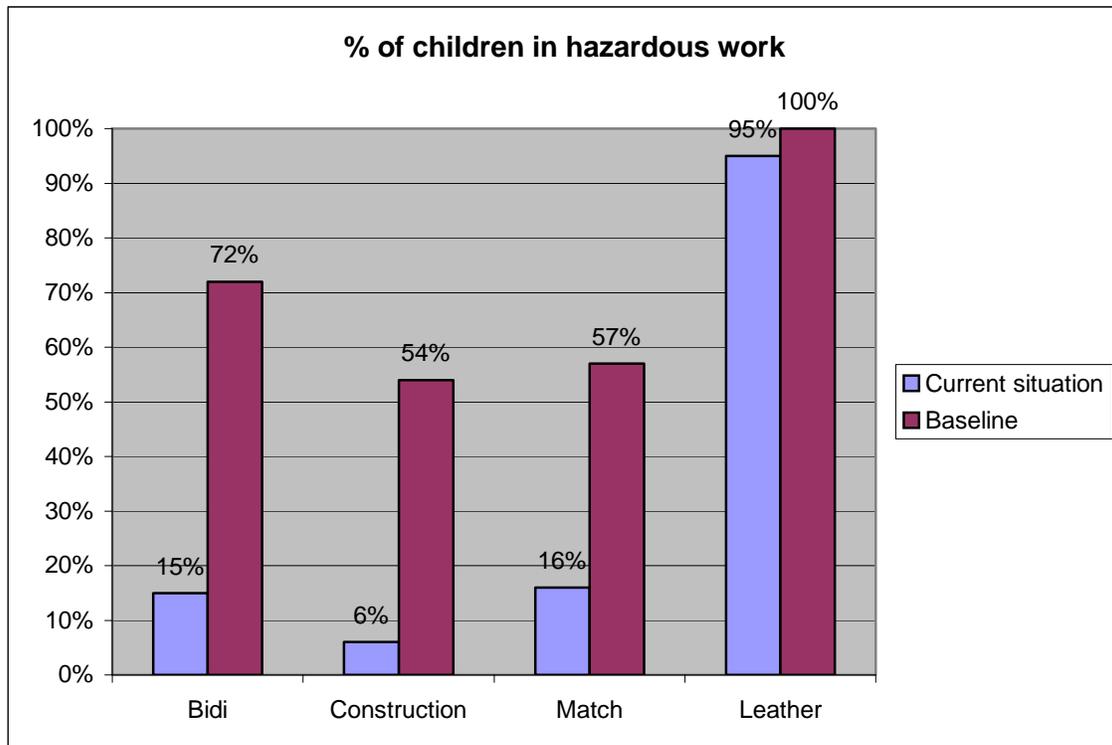
1. Interviews with household heads (bidi, construction and match sectors only) on the numbers of children in their family working in the hazardous sector. This can be

compared with the same data collected 4 years ago from the same source. This gives a reading on the overall change in the families participating in the project activities.

2. Interviews with the beneficiary children themselves. Comparison with the baseline can only be made in the CDW and leather sectors.

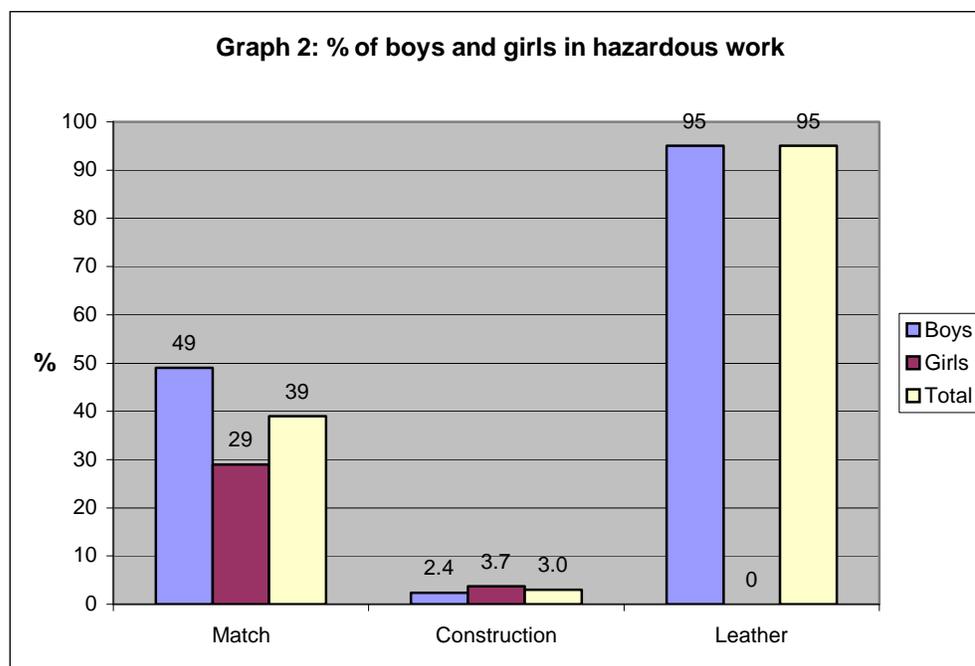
The findings on this are illustrated in graph 1 which is based on data in appendix 6.1 and 6.2.

Graph 1: Comparison of the percentage of children in hazardous work now and at the baseline study



Note on leather: Only those still in Hazaribagh could be interviewed for IA. Those who have been withdrawn from the tanneries have probably returned to their homes or moved to other areas of Dhaka. This figure is not representative of all the child tannery workers. Only 52% had siblings in work compared to 96% in the baseline study which shows a much higher removal rate from the workplace.

The gender breakdown of those children currently in hazardous work in construction, match and leather is shown in graph 2 based on data in appendix 6.2.



WFCL summary of progress at 28 February 2005

The WFCL indicator that relates directly to the withdrawal of children from hazardous work is given below.

| Indicator | Bidi | | Construction | | Leather | | Match | | Total | |
|--|---------------|-------|--------------|-------|------------|-------|------------|-------|---------------|-------|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| Children withdrawn from hazardous work | 10289 | 9286 | 906 | 857 | 108 | 0 | 472 | 473 | 11775 | 10626 |
| Total | 19,575 | | 1,773 | | 108 | | 945 | | 22,401 | |
| Percentage of target | 88% | | 102% | | 24% | | 80% | | 87% | |

Conclusions on withdrawal of child labourers from hazardous work (incorporating more qualitative findings)

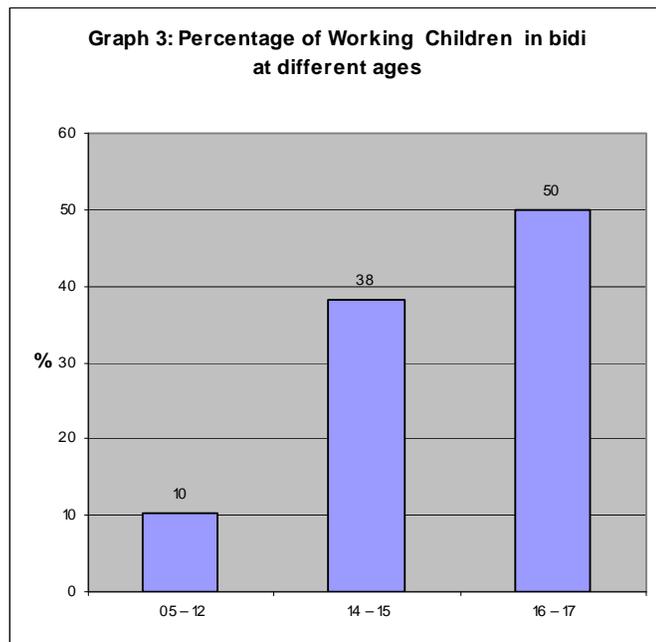
- By multiplying the percentage change in children in hazardous work by the population of 5 – 17 year olds an estimate of the number of children withdrawn from hazardous work can be made and table 1 compares this with the project reported figure above. The estimate from the impact assessment comes to 82% of the reported figure.

Table 1: Comparison between IA findings and WFCL reporting on number of children withdrawn from hazardous work

| Sector | Impact Assessment findings | | | Reported figure WFCL progress reports |
|--------------|--|-------------|------------------------------|--|
| | Population of 5 – 17 yr children in target hhs | % withdrawn | Estimate of number withdrawn | |
| Bidi | 27,848 | 57% | 15,873 | 19,575 |
| Construction | 2,886 | 48% | 1,385 | 1,773 |
| Match | 2,617 | 41% | 1,073 | 945 |
| Total | | | 18,331 | 22,293 |

Note: Leather workers and CDWs have not been included in either the estimate or the reported figures as the IA findings cannot be extended to the whole population

- The IA has verified that many children have been withdrawn from hazardous work by the project. This has been particularly successful in the bidi and construction sectors
- There are still children working in these sectors especially in the bidi sector. Project and partner staff estimate approximately 5,000 children still working in the bidi sector, mainly in Rangpur and 260 in the leather sector. Estimates from the IA of children within the participating families (so not including any new arrivals since the baseline studies were made) are:
 - Bidi: 16% of 27,848 = 4,456
 - Construction 6% of 2,886 = 173
 - Match 16% of 2,617 = 415 (note this is probably an overestimate due to closure of match factories)
- The majority of the remaining children are in the older age range. Graph 3 (based on appendix 6.3) gives an example of the age distribution of children working in the bidi sector.
- Due to increased awareness the majority of these child workers will not be in hazardous tasks. For example only 9% of the current bidi workers are involved in tobacco filling.
- Some new children have entered hazardous work in these sectors. There are seasons of hardship when children are more likely to enter or re-enter hazardous work
- Removal of tannery workers from the hazardous work has been partially successful. The inflow of new workers has been stopped, certainly in large factories. The AP partner claims that no new children were recruited at the time of the 2005 Eid festival (the time of highest workload).



Effective practice for the withdrawal of children from hazardous work:

- **The WFCL strategy with:**
 - a clear methodical process for the withdrawal of children from hazardous labour,
 - interventions aimed at education, awareness development and economic empowerment,
 - a variety of strategies aimed at children of different ages and interests
- has been effective.

3.3.2.2 CDWs with safer working conditions

The project uses the strategy of encouraging the employers of CDWs to make a formal guardianship commitment which covers issues such as working hours, pay, holidays, access to education. When employers make this commitment the CDW is deemed to have safer working conditions.

Findings from the impact assessment

- As already mentioned in section 2.3 the findings from the IA of CDWs cannot be extended to the whole population of CDWs. No estimates can be made on the impact of the project on the CDWs as a whole from this study.
- CDWs appear to be more mobile than previously understood and many of the recent beneficiaries were not the same as those that were involved at the beginning of the project.
- One CDW partner (with the relatively small target of 250 children) reported 100% achievement but could not provide any evidence of their work and they were not included in the IA. The agreement with this partner was made after the other agreements following strong recommendations from members of the NSC.
- 177 out of 283 (62%) of the IA respondents were living with their true families. One criterion for selection in the project was that the CDWs were living with their employer as this introduced the more hazardous element. The explanation that these families have subsequently moved into Dhaka is unlikely as most of the ‘CDWs’ (many of whom are not now working) are still living in the same areas where they had previously worked. This may either be due to the unrepresentativeness of the sample selection or due to selection of project beneficiaries not in accordance with the project criteria.
- 157 out of 283 (55%) respondents were no longer in work but as the sample was not representative this cannot be extrapolated to the 5,000 CDWs.
- 95% of guardians provided scope for education from NFE centres
- 19% of guardians provided scope for education from formal school
- During the focus group discussions, it was observed that CDWs perceive “guardianship” normatively, not practically. According to them, while employers are barring them from doing bad things, (misbehaving with others, keeping bad association, lying, stealing and cheating,) they are playing the roles of guardians. They also view that employers nowadays allow them to watch TV, attend family functions, and communicate with family members in a more familial manner than ever before. All CDWs perceive that since they are not blood-relatives of the employers, the notion of guardianship of employers is not practical.
- Other findings from the IA showed that the employers committing themselves to guardianship did not necessarily result in improved working conditions and opportunities for education for the CDWs. For example:
 - 14% of guardians reported that their CDW did not receive education while working
 - 16% of the CDWs under employers who had taken guardianship responsibilities were found to possess no literacy skills
 - 25% of CDWs with guardians reported that they are currently studying
 - There is no significant relationship between guardianship and being mainstreamed or of receiving skill training

- The IA study showed that there is a high level of mobility of CDWs and that a large number of them are no longer working. It is likely that a large number of the guardians and CDWs have parted and the duration of guardianship is quite brief for many CDWs.

WFCL reports

The project reports this achievement as 3,594 (68% of target) on the basis of employers taking ‘guardianship’ responsibility.

Conclusions on CDWs with safer working conditions (incorporating more qualitative findings)

- It is a large social and financial responsibility for the employers of CDWs to take on the responsibility of guardianship. The target set was for every employer to commit themselves to guardianship. In the mid-term evaluation the partners working with CDWs expressed that the target was higher than could be achieved.
- Children have benefited from improved working conditions as a result of guardianship
- The concept of guardianship has been a useful tool to motivate employers in regard to their responsibilities towards their CDWs and there are specific cases of long-term responsibility being taken on
- The CDW sector is more mobile than previously assumed and the majority of guardianship agreements are relatively short-lived
- There are serious questions whether the assumption that guardianship equates to safer working conditions is valid.

Lessons on guardianship of CDWs:

- **Guardianship is a useful concept for motivating employers in regard to their responsibility towards their CDWs but it is not a valid indicator of improved working conditions**
- **The mobility of the CDW sector means that the intervention period for most CDWs is relatively short**

3.3.2.3 Children supplied with non-formal education and mainstreamed to formal education

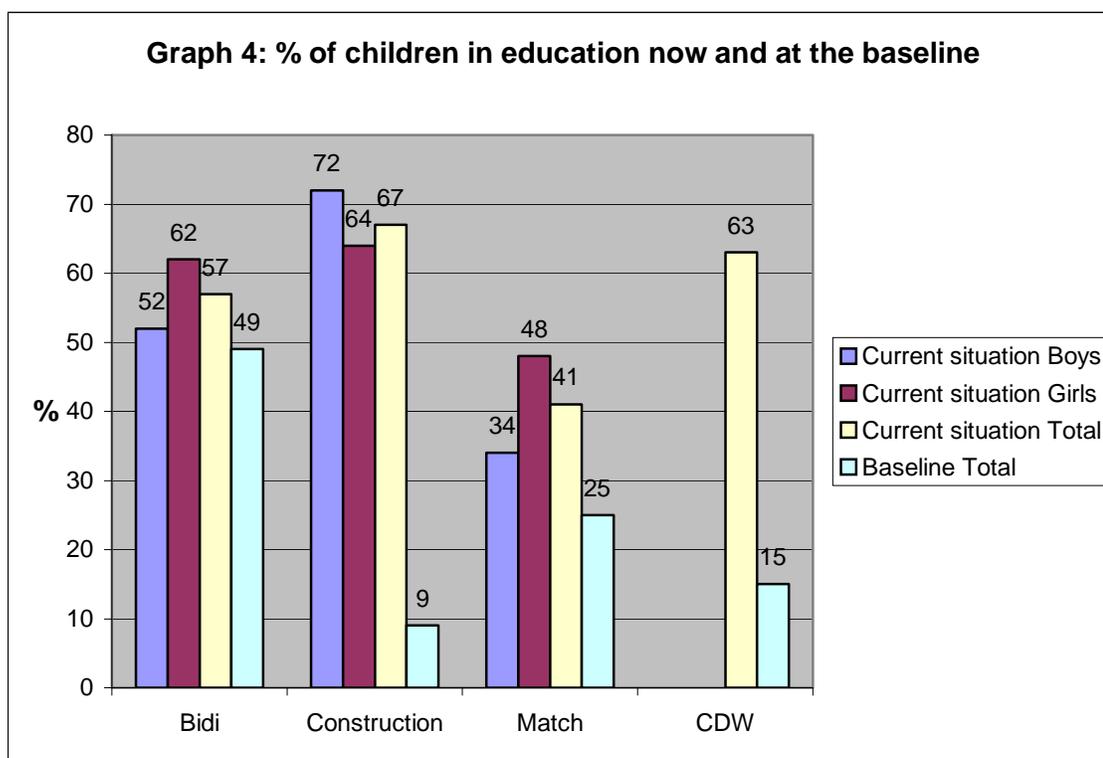
The main strategy for withdrawing 5 – 14 year old children from hazardous work was to enrol them in NFE and then to mainstream them into formal education.

Findings from the impact assessment

Due to difficulties in distinguishing between NFE and formal education during interviews the IA does not distinguish between the type of education the children are currently engaged in. The project is no longer running NFE so the majority of responses will relate to formal school but there is also the possibility that community schools and other project’s NFE are included.

- The number of children currently in education has been assessed for each sector and is presented in graph 4 in comparison to the figure from the baseline study. This graph is based on the data tables in appendix 6.4 (household interviews) and 6.5 (child beneficiary interviews). With the exception of the leather sector there has been a

significant increase in the percentage in education. The responses direct from the child beneficiaries show a higher education status than the responses from household heads.



- This graph also shows the gender breakdown of the current situation in bidi, construction and match. In the bidi and match sectors the percentage of girls attending school is higher than boys and in construction it is the other way around. However the differences are not large and the intervention can be said to be as effective for boys as for girls.

WFCL summary of progress at 28 February 2005

The WFCL indicators that relate to these outputs are given below:

| Indicator | Bidi | | Construction | | Match | |
|---|------------------|-------|--------------|-------|------------|-------|
| | Boys | Girls | Boys | Girls | Boys | Girls |
| Children supplied with NFE | 6,245 | 5,738 | 759 | 718 | 395 | 428 |
| Total | 11,983 | | 1,477 | | 823 | |
| Percentage of target | 95% | | 96% | | 72% | |
| Children mainstreamed to formal education | 4,556 | 4,013 | 575 | 582 | 195 | 187 |
| Total | 8,569 | | 1,157 | | 382 | |
| Percentage of target | 98% | | 86% | | 54% | |
| Young siblings mainstreamed to formal education | 1,304 | 1,205 | 188 | 208 | 195 | 12 |
| Total | 2,509 | | 396 | | 207 | |
| Percentage of target | No target | | | | | |

Continued

| Indicator | Leather | | CDWs | | Total | |
|---|------------------|-------|-------------|-------|------------|--------|
| | Boys | Girls | Boys | Girls | Boys | Girls |
| Children supplied with NFE | 102 | 0 | 812 | 4,438 | 8,313 | 11,322 |
| Total | 102 | | 5,250 | | 19,635 | |
| Percentage of target | 64% | | 100% | | 95% | |
| Children mainstreamed to formal education | 23 | 0 | 122 | 342 | 5,471 | 5,124 |
| Total | 23 | | 464 | | 10,595 | |
| Percentage of target | 53% | | 17% | | 78% | |
| Young siblings mainstreamed to formal education | 0 | 0 | 0 | 0 | 1,600 | 1,512 |
| | - | | - | | 3,112 | |
| Percentage of target | No target | | | | | |

Conclusions on children supplied with non-formal education and mainstreamed to formal education (incorporating more qualitative findings)

- An estimate can be made from the IA findings of the number of beneficiary children currently in education in bidi, construction and match. The majority of these are likely to have been mainstreamed into formal education. The estimate shown in table 3 exceeds the figures reported by the project in the bidi and construction sectors and is slightly less in the match sector.

Table 3: Estimate of number of children mainstreamed to school by the project

| Sector | Impact Assessment findings | | | Reported figure |
|--------------|--|--|------------------------------------|-----------------|
| | % of target child beneficiaries in education | Baseline number of identified child beneficiaries (excluding those already attending school) | Estimate of number of new students | |
| Bidi | 69% | 20,979 | 14,475 | 11,078 |
| Construction | 94% | 1,848 | 1,737 | 1,553 |
| Match | 47% | 1,159 | 545 | 589 |
| Leather | 0% | 447 | 0 | 23 |
| CDW | | | ? | 464 |
| Total | | | 16,757 | 13,707 |

Note: The IA cannot make an assessment of the number of new students in leather and CDW

- Many children are now in education who would not have been without the project intervention
- The targets for mainstreaming in leather and CDW were unrealistically high. In the leather industry many of the children are living away from their families and this makes it very unlikely for them to give up all kinds of work and attend formal school. For CDWs, it requires their employer to provide the necessary financial support and to release them for school hours and this is not easily compatible with their objective of employing them
- There has been no significant drop out from formal school until now

- Mainstreaming CDWs takes a large commitment from the employer but is likely to be maintained
- Some partners expressed that the 30 months of NFE was not sufficient. The results in terms of successful mainstreaming suggest that for most children it is sufficient
- Resources have been allocated by the government in response to the increased numbers of students
- Some of the NGO NFE schools have been continued (CDW and bidi)
- Some Community Schools have been established and receiving ongoing support from NGOs (Rangpur and Kushtia)
- Children have been provided with after school coaching
- Some older children were not suitable for mainstreaming and where possible they have been provided prevocational training
- Most partners used the government NFE curriculum which has mainstreaming as its objective. All of the curricula used were effective
- There has been no significant drop out by the children mainstreamed

Lessons on mainstreaming children to formal school:

- **The NFE support activities are important for success. These include regular interactions with the parents and the monthly parents meeting where public commitments are made**
- **Mainstreaming of CDWs has been the most sustained education intervention for them**

Effective practice for mainstreaming children to formal school:

- **The provision of accessible and good quality NFE leading to mainstreaming in government schools has been a very successful strategy for withdrawing children from hazardous labour in all sectors**

3.3.2.4 Children provided with pre-vocational and vocational training

WFCL summary of progress at 28 February 2005

| Indicator | Bidi | Con- struction | Leather | Match | CDWs | Total |
|--|-------|-------------------|---------|-------|------|-------|
| Children supplied with pre-vocational training | 2,979 | 156 | - | - | - | 3,135 |
| Percentage of target | 67% | 87% | | | | 68% |
| Children supplied with vocational training | 2,794 | 74 | 219 | 484 | 500 | 4,071 |
| Percentage of target | 85% | 56% | 76% | 94% | 100% | 86% |

Conclusions on provision of pre-vocational and vocational training incorporating more qualitative findings

Strengths/achievements

- Skill training within the community made it accessible
- Equipment supplied (late) to enable self-employment

- Many trainees have set up in self-employment and some have formed loose co-operatives (in sewing and embroidery) to share facilities
- Self-employed tailors are earning 1,000 – 1,500 Tk/month compared to 700 Tk/month in the match factory and in much better working conditions
- Vocational training opens the children’s minds to alternatives to the dominant sector (i.e. bidi)
- Among skill-trained CDWs some have got other work and others have received increased pay and gained respect in their workplace
- The impact of both education and skill training on CDWs is illustrated by an extract from the CDW impact assessment report:

CDW focus group discussion findings: Perception about education:

FGD participants spoke of positive outcome of education programs, because CDWs and skill-trained workers achieved basic knowledge of practically applicable everyday-life skills. These achievements, as outlined by the stakeholders, are as follows:

- By now, they can do simple accounting of money, especially during purchases and exchanges. They achieved enumeration skill.
- They also achieved skill of reading newspaper, letters and written duty instructions.
- Another dimension of the positive outcome of their education is that they possessed basic skill of writing personal information such as name, home address and family details.
- Education programme has also made them capable of recognising road signs, traffic signals, and detection of complex settlement addresses without major difficulties.
- Other development made out of education is that they have gained some general knowledge about major national and social events. In reflection to their newly achieved knowledge, all CDWs and skill-trained workers gave correct answers about the national day, independence day, victory day, national flower, animal, bird, fruit, dress etc. They learned these things through fun and pastime during the NFE project period.

Employers informed that the NFE program also benefited them in following means:

- The CDWs have become skilled in receiving telephone, keeping accurate message, and conveying those messages over phone at time of absence of employers or adult family members.
- They have learnt to rate and categorize information in terms of importance and urgency.
- The NFE program made them smarter enough to make difference between strangers and guests.
- They have gained essential capabilities of making instant decisions whether to allow or reject a stranger to enter home during the absence of adult family members.

Two employers informed that the NFE program turned their domestic helps as good-trained baby-sitters.

Weaknesses/challenges

- Training period was short (usually about 3 months)
- Children’s existing education level was low so they required more time
- Shortage of equipment for learning/practicing
- Very few job placements made

- Some trainees return to the hazardous work due to lack of employment opportunities
- Equipment not available immediately after training
- The large numbers involved can easily flood the market for certain skills

Lessons on vocational training:

- **Market research into potential employment areas is essential**
- **The investment in training in time and facilities needs to be increased in order to provide marketable skills to the trainees**
- **Equipment and other supporting facilities for employment of self-employment needs to be provided at the time of the training**
- **Skill training for older CDWs is effective for either withdrawing them or improving their working conditions**

3.3.2.5 Number of families benefiting from income generating activities and/or credit schemes

WFCL summary of progress at 28 February 2005

| Indicator | Bidi | Con- struction | Leather | Match | CDWs | Total |
|--|-------|-------------------|---------|-------|------|-------|
| Families benefiting from credit or IGA | 8,029 | 692 | - | 616 | - | 9,337 |
| Percentage of target | 58% | 55% | - | 71% | - | 59% |

99% of credit recipients were women who are also the main members of the savings and credit groups. In some instances the credit is used by the husband.

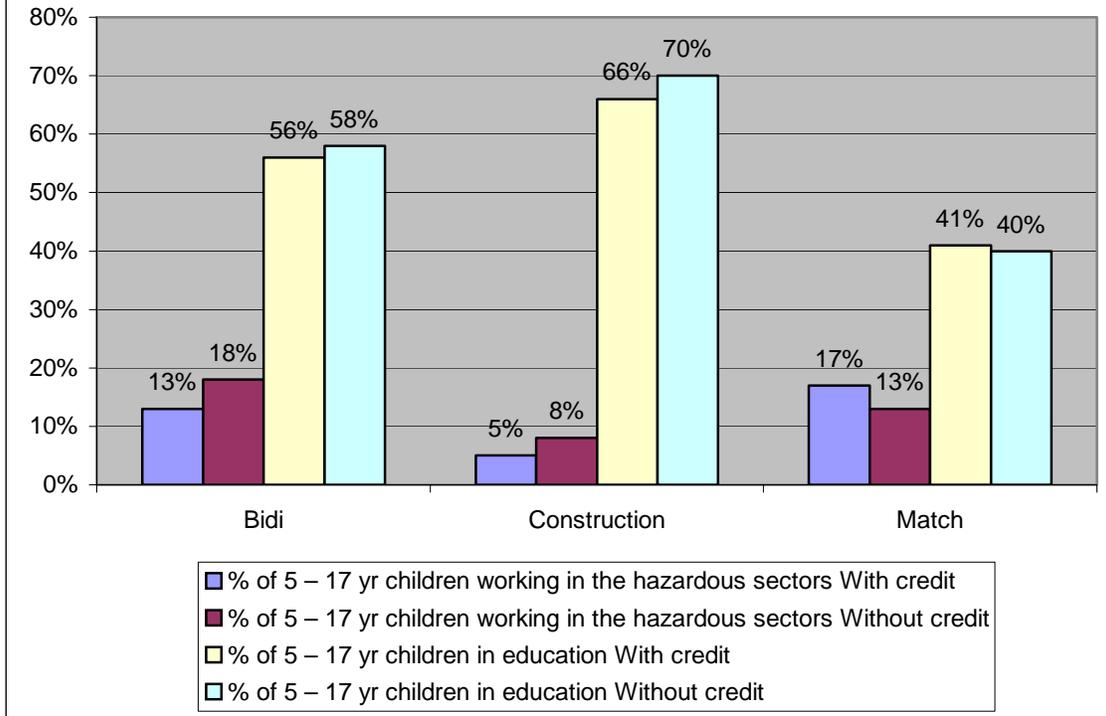
Reasons given for the low target achievement were:

- The target was based on all participating families taking micro-credit – an ‘ideal target’
- Not all families wanted a loan
- Some families were already receiving loans from NGOs
- Where target families were widely dispersed it was not possible to include them in the pre-requisite group membership
- Some target families migrated from the project area

Findings from the impact assessment

The impact assessment did not try and verify the above figures, rather the objective was to assess the impact that IGA and micro-credit had on the key objectives of withdrawing children from hazardous labour and enrolling them in education. Graph 5 (based on the data in appendix 6.6) presents this information for the three sectors where micro-credit was provided.

Graph 5: Impact of microcredit on withdrawal from hazardous work and on education status



- In bidi and construction those families receiving micro-credit have slightly less children in hazardous work, in match the finding is the other way around. The difference is not large
- In bidi and construction slightly more children are in education among those families who are not receiving micro credit, in match the finding is the other way around. There is a very small difference in the number of children in education between the two groups.
- From the quantitative assessment it can be concluded that there is no significant impact from providing micro-credit on the withdrawal of children from hazardous work or on their involvement in education.
- Higher majority of households that received micro-credit reported an ‘improved economic situation’. i.e. in construction 72% of credit households compared to 24% of non-credit households
- NGO partners contributed capital for the revolving fund from their own resources
- Majority of NGOs are continuing micro-credit provision to some of the participating households
- NGOs do not have the resources to provide ongoing micro-credit to all the participating families

Discussion on the impact of micro-credit on key project outcomes

The economic empowerment of poor families, through skill training and micro- credit is presented in the project strategy (see section 1.4) as an important element for the withdrawal of working children, for preventing them from re-entering the labour market and to increase

school enrolment of younger siblings and to prevent them from entering work. During the discussion on these findings from the impact assessment the following points were made:

- A condition for receiving micro-credit was to sign a 'Letter of Commitment' confirming that they would withdraw their children from hazardous work
- The micro-credit programme, in addition to economic empowerment has had the following additional impacts
 - Empowerment of decision making, especially among women who have been the main recipients
 - Decrease in mobility. In construction where many families are seasonal migrants the establishment of a small enterprise has resulted in more permanent settlement
- The impact of the micro-credit will not yet be visible as it is long-term in nature
- The project revolving fund was withdrawn prematurely by some partners due to the requirement to re-programme it and the changing AP completion dates. Some parents are said to have returned their children to work when no further micro-credit was available
- It is possible that some children are sent to work in order to assist the family to make the repayment instalments
- Some children may be successfully withdrawn from hazardous work through this intervention but this may be offset by other families sending their children to work in order to make the repayments
- Stakeholders at all levels continue to strongly express that poverty is the main reason for parents to send their children to work

Lessons on the impact of micro-credit:

- **The assumption that micro-credit leads to the withdrawal of children from hazardous work and enrolment in education needs to be treated with caution**
- **Other project outputs, notably access to education and awareness raising may be significantly more important in achieving these objectives**

3.3.2.6 Other outputs in support of the withdrawal, social protection and rehabilitation of children

WFCL summary of progress at 28 February 2005

| Indicator | Bidi | Con- struction | Leather | Match | CDWs | Total |
|---|--------|-------------------|---------|-------|-------|--------|
| Children supplied with counselling/health/ referral services | 26,221 | 2,172 | 290 | 1,590 | 5,067 | 35,340 |
| Percentage of target | 96% | 95% | 65% | 91% | 97% | 95% |
| School-going child labour subject to project interventions (coaching or PE) | 6,444 | 429 | - | 353 | - | 7,225 |
| Percentage of target | 101% | 631% | - | 131% | - | 107% |
| Families benefiting from medial check-ups and health care | 13,126 | 1,117 | - | 681 | - | 14,926 |
| Percentage of target | 96% | 89% | - | 79% | - | 94% |

Findings from the impact assessment

There was a clear perception among the household heads that the health of their household had improved over the project period as shown in table 4.

Table 4: Perception of change in family health (household interviews and for CDW employer)

| | Improved | No change | Deteriorated |
|--------------|----------|-----------|--------------|
| Bidi | 30% | 68% | 2% |
| Construction | 62% | 37% | 1% |
| Match | 64% | 23% | 8% |
| CDW | 84% | 16% | 0% |

There has been a significant increase in vaccination since the baseline study. For example the children's vaccination figures in the bidi sector are shown in table 5. The improvement in the construction sector was similar and in match it was considerably better. Vaccination rates among CDWs was low.

Table 5: Vaccination percentages currently and at the baseline study in the bidi sector (household interviews)

| Vaccination | Current (IA) | Baseline |
|-------------|--------------|----------|
| BCG | 99% | 62% |
| DPT | 64% | 57% |
| Measles | 50% | 50% |
| Others | 3% | 21% |
| Base number | 1,340 | 27,853 |

The child workers in leather (where almost all of the respondents are still working in the tanneries) reported an increase in suffering regularly from disease (74% compared with 45% in the baseline). 63% of them believed that their health had deteriorated due to tannery work.

3.3.3 Objective 3. At the end of the project, at least 6,021 younger siblings will have been prevented from entering the worst forms of child labour through economic empowerment of parents and the introduction of a continuous mechanism for workplace and community monitoring.

3.3.3.1 Young siblings supplied with pre-schooling, recreation, health care and mainstreamed to formal schools

WFCL summary of progress at 28 February 2005

| Indicator | Bidi | Con- struction | Leather | Match | CDWs | Total |
|--|-----------|-------------------|---------|-------|------|-------|
| Young siblings prevented from entering work | 4,714 | 496 | - | 252 | - | 5,463 |
| Percentage of target | 92% | 91% | - | 75% | - | 91% |
| Young siblings mainstreamed to formal school | 2,509 | 396 | | 207 | | 3,112 |
| Percentage of target | No target | | | | | |

Findings from the impact assessment/final evaluation

Many of the children who entered the pre-schools at the beginning of the project are now of school age. Amongst the participating families the level of school attendance of the 5 – 12 year age group is high as shown in table 6. A low dropout rate is reported for these children.

Table 6: Percentage of 5 – 12 year children in schools (household and child beneficiary interviews)

| | Baseline | Current from hh interviews | Current from child interviews |
|--------------|----------|-------------------------------|----------------------------------|
| Bidi | ? | 73% | 79% |
| Construction | 15% | 79% | 97% |
| Match | ? | 59% | 69% |

60% of child leather workers report that they have siblings attending school.

The pre-schooling in multi-purpose centres is very well spoken of by the community and has been effective. The majority of these have closed following the withdrawal of project support. A few pre-schooling groups have been continued by the community/NGO.

Lesson on provision of pre-schooling:

- **The provision of pre-schooling is effective for keeping children out of hazardous workplaces and for preparing them for mainstreaming into formal school**

3.3.3.2 MOUs with employers to keep workplaces free of child labour

Strengths/achievements

- 156 employers have agreed in writing to make their workplaces child labour free through written agreements with the PFCs
- Significant publicity gained from ‘Declaration Ceremonies’
- Leather employers have two associations and both have made an agreement that there should be no child labour in their factories. This is followed by large factories but there is still child labour in the smaller units and with subcontractors.
- Owners associations in the construction sector played a helpful role in getting employers to sign the agreements
- Some industrialists have moved to stop CL in their factories in other sectors

Weaknesses/challenges

- The status of these agreements and how they will be respected after the project closed is unknown. The sustainability of the PFCs is discussed in a following section.
- Some employers are only willing to make commitments in line with current legislation (exclusion of under 14 year children from the factory premises based on the ‘Factory Act’ 1965). Although convention 182 has been ratified by the government there is no legislation to back it up.
- MOUs are not so effective where there are informal labour practices. In the bidi sector in Rangpur the official employees (‘card holders’) subcontract production to others and this is often carried out in the home.
- There is still one match factory that has not allowed project staff to enter its premises

Lesson on MOUs with employers:

- **MOUs with employers are a useful motivation and publicity raising strategy. They will not bring about child labour-free workplaces on their own**

3.3.3.3 Project Facilitating Committees/Community Watch Groups (PFC/CDWs)

WFCL summary of progress at 28 February 2005

| Indicator | Bidi | Con- struction | Leather | Match | CDWs | Total |
|--|------|-------------------|---------|-------|------|-------|
| PFC/CWGs formed | 21 | 4 | 1 | 4 | 20 | 50 |
| Percentage of target | 105% | 100% | 100% | 80% | 100% | 100% |
| Approximate number with signs of institutional capacity (evaluator’s perception) | 10 | 2 | 0 | 1 | 8 | 21 |

These are committees led by the Union Parishad Chairperson, involving local government authorities, employers, worker’s representatives and local elites. They are meant to meet quarterly in order to pass resolutions on community action, sign agreements with employers for child labour free factories and to prepare long-term plans of action to combat child labour. In the project design these are the community organisations that should sustain and continue the impact of the project.

The quality of these committees varies tremendously depending on the interest and commitment of those involved. A number of generic points can be made, although there are individual committees which are different.

- The PFC/CWGs do give legitimacy and influence to the implementing partner, and draws local elites onto an anti-child labour platform. PFC/CWG members are encouraged to make speeches at inaugurations and special day observances
- Many of the groups do have strong local representation by committed community members
- A few have been active to set up or maintain pre-schools and NFE centres either on their own or in partnership with the partner NGO
- As originally set up, the Union Parishad Chairperson is the PFC chair. Often they have no personal interest in child labour issues
- If the child labour families are migrant workers (construction), or the children's parents are not living in the same constituency (leather and CDW), the chairperson often has no political interest in their well-being
- Local political leaders are often large employers and therefore have a conflict of interest
- Partners held conflicting views on whether it is necessary for the Union Chairperson to be involved. The advantage is that they automatically bring the committee into the permanent local government mechanism. The disadvantage is the lack of commitment and interest identified above.
- One PFC in the match sector has reformed its committee with a businessman as chair and a trade union leader as vice chair.
- Most of the PFCs visited expressed a feeling of dependency on the project, looking to the project to sustain them.
- In the focus group discussions with the CDW CWG members, they only saw their role as supportive to a project, not as an independent institution. They expressed that there was no point of sustainability of the CWGs once the NFE program is closed for an indefinite period. However, they expressed their optimism that if a similar program was resumed, the CWG model will be effective.
- Most PFC/CWGs have training needs in such things as: Organisational development – their role and responsibility, planning and facilitating links with other institutions, monitoring technique in the factory, documentation of visits to the factory, child rights, child labour definitions (age limits and meaning of hazardous), advocacy, how to run a pre-school or NFE
- Holding the meetings does involve some limited costs for travel expenses and refreshments. Many PFC/CWGs do not have the institutional capacity to bear this when project support has been withdrawn
- As PFC/CWGs do not have any institutional recognition, committed individuals feel that what they can do is quite limited
- They have insufficient authority to carry out independent workplace monitoring as proposed in the project document and no alternative mechanism has been established to carry this out
- The project has not had any specific provision to provide institutional strengthening to these groups
- Based on their current level of commitment and activity an estimate of the number of PFC/CWGs that will continue for at least a year has been made by the evaluator in the table above. This is less than half and will decrease if support and motivation is not provided.

From interviews with members of these committees, the CWGs generally appear to have a greater interest in the welfare of the children and show a stronger commitment to monitoring project achievements and even continuing some of the activities. CWG members are not commercially linked with the children and are less active in party politics. They are more likely to be socially concerned members of the community.

Lessons concerning PFCs and CWGs:

- **The concept of a locally-based community group with a long-term responsibility for child labour issues has potential**
- **Such groups require some form of recognition by the local administration**
- **They need to have a minimum level of institutional strength and resources to continue to function without project support**
- **Their institutional form can be flexible, based on the commitment and interest expressed by local stakeholders**
- **The project needs to have a clear strategy for their institutional development**

3.3.4 Objective 4. At the end of the project, instances of commitment made and action taken against the worst forms of child labour by the government, social partners, families, communities and the general public, jointly and separately, will have been increased through advocacy and awareness raising.

3.3.4.1 Advocacy and awareness raising at the national-level

One of the aims of the project was to help build consensus concerning ILO Convention 182 on the Worst Forms of Child Labour and to generate support for its ratification. The Government of Bangladesh ratified it in December 2000 before the project could contribute. There has been one AP with the Bangladesh Shishu Adhikar Forum (BSAF) to implement an Action Programme with this objective. Until December 2002 BSAF had been implementing an Action Programme with the ILO country office. The AP with WFCL lasted from December 2003 to December 2004. It is hard to assess the impact of this AP on the wider understanding of WFCL due to the broad objectives and the influence of factors external to the AP.

The project is currently preparing some national level awareness raising activities using national TV and other media. These activities will be valuable but they would have been able to contribute to the achievements of the project if they had been carried out at the beginning.

3.3.4.2 Advocacy and awareness raising at the local-level

Awareness raising has been carried out very effectively by the implementing partners using a wide variety of media including; inauguration ceremonies, observance of special days, posters, leaflets, calendars, billboards, street dramas involving children, video shows, newspaper reports, individual household meetings and parents coordination meetings. These have had an influence on the communities where the partners are working, with a significant understanding developed about the harmful effects of child labour in the relevant sector and many parents are positive about sending their children to school.

These activities are contributing to a social and political culture, which is against the use of child labour. This is especially noticeable in a location like Rangpur where a number of implementing partners are working in a limited area.

Personal attitudes to child labour and education were assessed in the IA and the change since the baseline period can be seen by comparing the findings. These are presented in graph 6 which is based on the table in appendix 6.7. It can be seen that in all three sectors where this information was obtained from the household surveys of participating families that there has been:

- A large increase in those that think that attending school is most important for a child
- A large decrease in those that think that working to earn is most important
- And very significantly a decrease in those that think that both are important

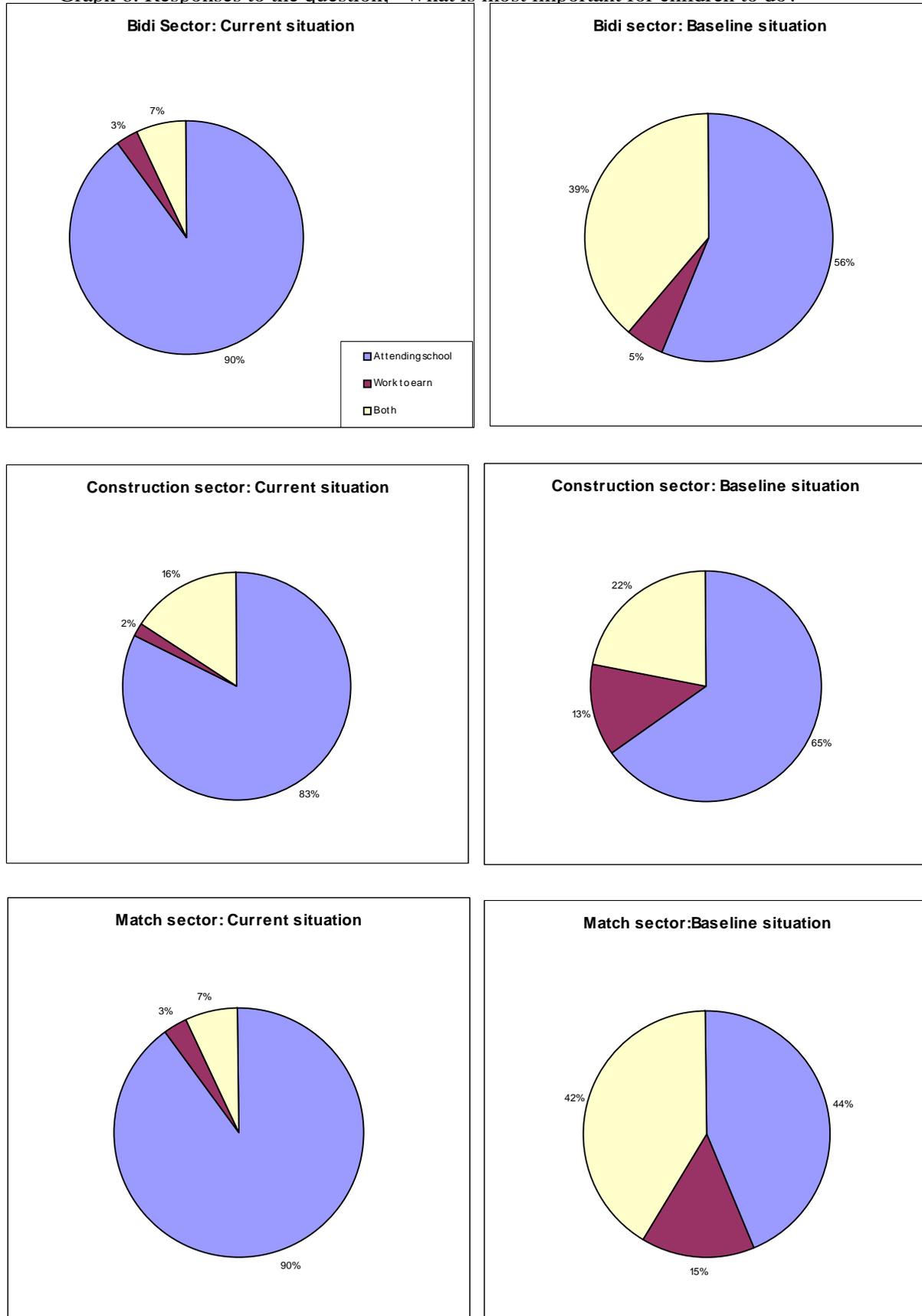
Responses to other questions in the IA concerning attitudes to children in hazardous work, most of which have no corresponding baseline information, support the above findings.

Other more qualitative findings from the IA and evaluation concerning advocacy and awareness raising at the local-level are as follows:

- Stakeholders who are acting as extension agents (Imams, teachers, community leaders) are very well aware of the hazards of WFCL but this has only had a partial influence on the wider community to date
- Working with Imams has been an effective strategy for mass awareness raising among men. Child labour issues are addressed in their Holy Book and they have been including these issues in their Friday sermons. Ninety percent of Muslim men are said to attend prayers on Friday.
- There is a widespread realisation that children have a right to education
- Changes in practice are said to be constrained by family income requirements
- There is a lack of understanding of what is meant by ‘child labour’ and ‘hazardous work’.
- There have been many reports in local and national press of project activities (World Day against CL celebrations, CL-free factory declarations, workshops etc).

There are only a limited number of examples of analysis/editorial writing on worst forms of CL

Graph 6: Responses to the question: “What is most important for children to do?”



Stakeholders in the bidi sectoral workshop were asked to prioritise the effectiveness of the different awareness raising tools with reasons. Their presentation was as follows:

The effectiveness of the different awareness raising tools in order of priority:

- Door-to-door visits - because the parents have the main role in withdrawing children from hazardous work;
- Street dramas – we have to motivate the children first because the children are the future of the country;
- Rally and day observances – we motivate the community people through rallies, through decorations and banners;
- Posters, leaflets and brochures – these send the message to the community;
- Meetings with elite persons, Imams, doctors, TU Leaders, employers etc.
- Video shows – these take less time and give more of the message;
- Various newspapers and TV channels - there is a high acceptance of this media from the elite; and
- Weekly group meetings –

Source: Stakeholders group work at bidi evaluation workshop

Four trade union organisations have also been implementing APs in the leather, bidi and match sectors with the objective of raising awareness among workers and organising the labour movement against exploitive practices which either directly or indirectly lead to child labour. These were started in October 2003, later than the other APs, in response to the needs and opportunities identified during project implementation. Some of the impacts of these AP have been:

- Workers representation and unity has been developed in the bidi and leather sectors
- Workers' organisations have been formed factory-wise in the majority of the bidi factories
- A large number of workers have become aware of the issues relating to hazardous child labour as a result of the trade union awareness raising activities
- Involving the workers organisations has spread the project influence from the focus on 'beneficiary families' to all of the workers in that sector in the same area.
- Exploitive practices have been removed in Kushtia (bidi sector). "One person, one card."
- Exploitive practices by cardholders continue in Rangpur (bidi sector).
- The trade unions have had an active and effective role in awareness raising about WFCL among workers and coordinators
- The trade unions have facilitated access into some workplaces
- There is very limited TU activity in the match sector
- There is no TU activity in the construction sector

Effective practice for awareness raising:

- **Children's, parents' and other community members' attitudes have been significantly changed through the 'multi-approach' awareness raising campaign.**

Lessons concerning awareness raising:

- **Workers' organisations have an important role and opportunity for raising awareness among workers and for addressing exploitive labour practices. They should be included in the early stages of interventions against child labour. If appropriate representation does not exist, efforts should be made to develop this.**
- **Involving local workers' organisations gives an opportunity to scale up the impacted area from the 'target beneficiaries' to all workers and their families in the sector in the same area**

3.3.5 Objective 5. At the end of the project, the capacity of government, in particular the MOLE, in addressing the worst forms of child labour countrywide will have been increased through the strengthened institutional capability and updated national statistics on the child labour situation.

3.3.5.1 National Child Labour Survey

There were delays in getting the National Child Labour Survey underway and these were discussed in the mid-term evaluation. The results of the survey were presented at a workshop in November 2003 and have been made available to the public. IPEC's Statistical Information and Monitoring Programme on Child Labour (SIMPOC) has been an important partner in this process providing guidelines and advice and making regular field visits.

The Technical Committee had negotiations on the selection of the sectors for the baseline surveys. The controversial issue was over whether to include sex-workers or not. The BBS had declined to include this citing technical limitations although another issue was the difficulty of covering such a culturally sensitive area in a baseline survey. The Technical Committee members did not request their organisations to make submissions at the ministerial level and the sex-worker sector was not included.

The BBS were appreciative of the technical support and rapid response that is available because this survey was being conducted through the WFCL project. They feel that the communication is easier with this arrangement.

There is a wide appreciation of the results of the National Child Labour Survey. It has contributed considerably to the knowledge base on child labour and has been used by donors, researchers and policy makers for policy and project preparation and has been quite widely quoted. The publication of the National Child Labour Survey probably contributed to the approval of the TBP.

There has been some questions raised over some of the findings, particularly concerning the number of CDWs as the figures conflict with some earlier UNICEF studies.

The main publication is designed for in-depth study and is mainly composed of tables and it is not easy to pick out the main issues. In January 2005 the project published a summary in a much more accessible format and this has been widely circulated.

The baseline studies, covering five potentially hazardous sectors, were published in 2004. These have not been widely circulated and very few people are aware of them. They will

have a useful contribution to the process of identifying hazardous sectors that the TBP is initiating.

3.3.5.2 Ratification of ILO Convention No. 182

The GoB ratified the Convention on 18.12.2000 and registered it with ILO on 12.03.2001. The project did not have to carry out any activities to achieve this.

There has been no or very little progress on bringing government policy and legislation in line with this Convention. There have been no project activities to assist the government in identifying which sectors are hazardous in the context of Bangladesh. There was an initial move to prepare a Child Labour Policy and the project provided the assistance of a consultant to prepare a dummy draft in 2003. The Centre for Policy Dialogue offered to hold a stakeholder discussion on the draft policy but this was not taken up by the MOLE.

The MOLE say that the Child Labour Policy will be moved forward after the Labour Code has been finalised. The Labour Code aims to bring 27 labour-related laws together and has been under preparation since a Law Commission requested it in 1994. Its status is “almost finished”, the same as it was at the time of the mid-term evaluation.

The representative of the Bangladesh Employers Federation stated in a meeting, after confirming their commitment to eliminate all forms of child labour, especially hazardous child labour that the “existing law is already in line with Convention 182”. This is not a view that is shared by any other stakeholders.

There is no evidence that the project or the ILO Country Office have had any significant initiatives to move the implementation of Convention 182 forwards. This was not an objective of the project, but as identified in section 2.3.3, if significant project objectives are fulfilled early in the life of a project there should be an assessment to see if there should be any consequential changes in other objectives and activities

The situation of CDWs will not be covered by the labour code and it is questionable if the Child Labour Policy will include them. There is no current legislation covering their employment.

3.3.5.3 Capacity building of MOLE

WFCL has not been successful in achieving any significant developments in terms of capacity development of MOLE. They have provided briefings to the secretariat but there has been little continuity with at least five secretaries over the last four years,

District-level staff of the Department of Labour were present in one of the sectoral evaluation workshops, but there were no representatives at any of the other evaluation workshops or at the presentation of the draft evaluation findings.

Stakeholders in the sectoral evaluation workshops frequently commented on the need for the effective enforcement of existing legislation by the factory inspectorate. With few resources or commitment going towards the enforcement of existing legislation, it is questionable what effect any new legislation will have.

3.4 Sustainability of project impacts

3.4.1 Impact on the beneficiary children

In the bidi, construction and match sectors the impact on the children who have received NFE and especially those that have been mainstreamed will be sustained through their life due to their increased education and awareness. The project reports and the IA show that in the bidi, construction and match sectors there has been a high degree of mainstreaming into formal schools and that until the end of the project there was no significant drop out.

Those who have received skill training and have either started self-employment or obtained employment will continue to receive benefits. The ongoing benefits for those that do not find an application for the skills will be limited.

In the CDW sector those that have just received NFE will maintain some benefit from their increased literacy, numeracy and awareness. Those who were mainstreamed (with a demonstrated low dropout eight months after AP closure) and skill training will continue to benefit from ongoing education and improved working conditions.

In the leather sector the sustained benefits for those still working in the tanneries will be limited. It is not possible to say what the situation is for the majority of children who have now left the area.

In all sectors there will be ongoing benefits from the improved health that the programme has given the children and families.

3.4.2 Education

Most of the NFE centres have already closed. Most children (except in CDW) were successfully mainstreamed from them.

In the CDW sector once NFE schools close most of the children stop going to school even if the employers have some interest in continuing their education. In urban areas there are insufficient government (free) schools to absorb the children so there is a lot of competition for places. The distance may also be considerable so that guardians are not happy to send the children that far (NGO schools were very close to the neighbourhoods) and the hours do not fit into household work so they are not released. Within Dhaka there is also no government stipend for sending children to school. Some of the CDW partner organisations have projects running with other donors and some WFCL children are receiving ongoing support through these.

A few NFE centres are being continued by CWG and PFCs, usually with some support from the NGO partner. In the CDW sector at least four are continuing. In the bidi sector there are at least nine NFE centres continuing and five non-formal primary schools have been established since November 2004. One of these schools has 810 students in class 1 to 5, the majority of whom were (some still are) working in the bidi industry. Until the AP closed they were supported jointly by the community, the AP NGO and the project. The community and the NGO are now continuing and children pay a small 'voluntary' fee.

3.4.3 Programme Facilitating Committees and Community Watch Groups

The project design envisaged that community-based organisations, consisting of employers, workers and families would become involved in monitoring the project activities and gradually shoulder the entire responsibility of sustaining the project impacts. The strengths and the weaknesses of the PFCs and CWGs have been discussed in detail in section 3.3.3.3. It was concluded there that although the concept was good, most of them were institutionally weak and it was estimated that less than half would continue to function for the next year.

They have been provided little specific support over the last year and recommendation in the mid-term evaluation to consider an area or central-based facility, for a limited period of time beyond the end of the project, to support and encourage the PFC/CWGs to fulfil their responsibilities (perhaps two years) has not been taken up. Without this kind of support these institutions are very unlikely to fulfil their expected role and so this recommendation is repeated. Some specific training needs were identified in section 3.3.3.3. This support could be provided centrally or on a regional basis.

Recommendation for the support to PFCs and CWG:

- **The project should consider an area or central-based facility, for a limited period of time beyond the end of the project, to support and encourage the PFC/CWGs to fulfil their responsibilities (perhaps two years).**
- **Partner NGOs should be encouraged to provide ongoing monitoring and support to the children, families and PFC/CWGs**

3.4.4 Provision of micro-credit and other support

The majority of the NGOs have retained a field office in the AP areas and their main function is to continue to provide micro-credit. However a number of conditions should be noted:

- The interest rate is unlikely to continue at 10%. It is likely to be 12.5 % and could be more
- Many of the NGOs can only incorporate a proportion of the WFCL credit receivers in their programme. This may be due to lack of funds, personnel or geographical location of the families. WFCL credit groups are more scattered than usual NGO credit groups as they only contain families with children in hazardous work
- There may not be any conditions relating to withdrawal of children from hazardous work attached to the credit
- The focus of the micro-credit programme may be on loan disbursement and return, not on awareness raising, empowerment and changes in attitudes and behaviour

Subject to the conditions mentioned above, the continuation of micro-credit provision is a very useful ongoing activity. As well as the obvious benefits of rural credit it also provides a regular point of contact between the WFCL beneficiary families and the NGO staff. This provides an opportunity to continue the previous motivational work and to enquire about the children. This ongoing point of contact is important.

3.4.5 Child labour-free workplaces and sectors

The match sector and to a lesser degree construction are subject to increasing mechanisation. This is already reducing the scope for child workers and this trend will continue. There will continue to be opportunities for child labour in more dispersed and smaller brick-breaking enterprises.

In the leather sector employers and the main union are working together well, partly under pressure from buyers, and the recruitment of new children into the large factories has probably already stopped. Children are likely to be continued to be employed in the smaller units where practices are informal.

Quite a large number of children continue to work in the bidi sector, mainly in Rangpur, due to the lack of alternative employment, in-migration and recruitment from outside of the project area. Existing beneficiary families will continue to receive some support from the partner NGOs if they stay in the area, but the new migrants (and those that have arrived in the last three years) will have no assistance.

In the above four sectors the public statements and MOUs concerning child labour free workplaces are important. However it has already been noted that few of the PFCs are likely to continue and that they have little authority. Without the presence of such an institution (or the Factory Inspectorate) there is a danger that these agreements will not be kept. In the bidi sector the unions have received considerable support with 20 to 30% of workers belonging to them. They will be able to continue as a voice against child labour and exploitive practices with adult workers.

Out of these four sectors it is the bidi sector in Rangpur that is likely to continue to employ child worker and to employ new ones. The project has no provision for any ongoing work in this area. This is also the area where the call from the local stakeholders for the project to remain and to expand its work to other hazardous areas was strongest. The potential to carry out an area-based intervention to remove all forms of WFCL in the area was identified in the mid-term evaluation and this still exists.

The CDW sector is like a stream. They are surprisingly mobile, moving on after one or two years and their place is taken by another CDW. The children benefit individually from the intervention and employers may make slight improvements in the working conditions.

3.4.6 NGO and trade union capacity development

The NGO sector in Bangladesh is very well developed with many capable NGOs committed to poverty eradication and other similar social objectives. However, when the project was established, none of the NGOs working currently with the project had an understanding of, or concern for child labour. Part of the project implementation process has been the provision of training on child labour issues, proposal writing, project management, financial control and database management to key NGO staff. This training has been provided centrally and followed up at the field sites.

The project has been conducted through and with the assistance of 30 implementing partners (the partners had to contribute a minimum of 10% of the cost of the action programme), 25 of

them established NGOs, 4 of them trade unions and a government department. These NGO have built up knowledge, skills, and experience in the elimination of hazardous child labour and there is now a pool of professionals and organisations that are able to work effectively in child labour issues. Where a number of NGOs have been working in close proximity due to the density of child labourers in an area, there have been positive experiences of cooperation, sharing experiences and resources.

Some of these NGOs have formed/joined the Child Labour Elimination Action Network and a few are involved in non-ILO/IPEC child labour interventions. However most of the NGOs are involved with education and health related activities and these activities will benefit from the knowledge and experiences gained while working with the WFCL project. Some of the NGOs have received funding to provide poverty alleviation activities in the same area.

The trade unions have permanent offices in the area that are not dependent on the support of the project. They will continue to support their members, many of whom are parents of (ex) child workers.

The executive directors of a number of the NGOs and trade unions expressed that their organisations had received the following benefits from working in partnership with WFCL:

- A good reputation for working on child labour issues
- Human resources developed
- Transparency developed
- Experience and understanding on the causes and implications of child labour and how to address them
- Awareness about child rights
- Gained knowledge about hazardous working environments
- Organisational capacity developed; leadership, proposal preparation, reporting, monitoring, financial management
- Links developed with government, trade unions, employers and other NGOs

It is harder to assess whether this knowledge about child labour issues has become a belief that children should be removed and protected from hazardous child labour. If this has been established then there is potential for these NGOs to incorporate child labour issues into their other social development work. There is no evidence that any of the NGO partners have incorporated child labour issues into their mandates. Indirectly the trade unions have incorporated it as they have a criterion that members should be 18 or over.

The established NGOs in Bangladesh, including many of those that have been partners in this project, are institutions with a long-term presence and mandate, and some of which have a high degree of self-financing capability. By working through these institutions, and by selecting wherever possible an NGO that was already active in that locality, there is now in each project location, a capable NGO that may be interested in maintaining the project initiated saving and credit schemes and more importantly in providing ongoing support and encouragement to the PFCs and CWGs. The potential for ongoing support was discussed earlier in this section on sustainability.

Effective practices with implementing partners:

- **By working through NGO and trade union partners, knowledge and skills for the elimination of the hazardous child labour have been developed. Commitment to this goal may also have been developed.**
- **By selecting locally established NGOs, there are now long-term institutions that may be willing to provide ongoing monitoring and support to the children, families and PFC/CWGs**

4. Conclusions, lessons, potential good practices and recommendations

4.1 Lessons learnt

Lessons from project implementation have been identified as they have arisen in the report. They are collected here and the section number given at the end can locate the background information for each lesson.

Lesson on areas of intervention:

- **In situations where there is a limited knowledge and awareness about hazardous child labour, interventions in specific high-profile sectors is an effective way to start. If successful there are likely to be opportunities to expand into an area-based intervention.**

Lesson on project logical structure:

- **Separate indicators should be identified for different output/objective levels and these should be reported against separately. Reporting against objective indicators can be less frequent than for output indicators**

Lesson on project management committee:

- **Whatever body functions in the role of a central project advisory committee, it's representatives need to have an interest in the specific sectors of the project and have shared objectives**

Lesson on district level implementation committee:

- **It is important to have some mechanism to encourage and enable the district administration and government departments to fulfil their responsibilities during and after the implementation of the project**

Lesson on project design:

- **IPEC project designs should consider the need to support the government in the enactment of appropriate child labour legislation and/or the application of these laws**

Lesson on project duration:

- **Project time-frames should have some allowance for the certainty that not everything will run to plan. Some contingency would reduce the negative impact on implementation that frequent extensions have.**

Lesson on reviewing project objectives:

- **If significant project objectives are fulfilled early in the life of a project there should be an assessment to see if there should be any consequential changes in other objectives and activities**

Lessons on guardianship of CDWs:

- **Guardianship is a useful concept for motivating employers in regard to their responsibility towards their CDWs but it is not a valid indicator of improved working conditions**
- **The mobility of the CDW sector means that the intervention period for most CDWs is relatively short**

Lessons on mainstreaming children to formal school:

- **The NFE support activities are important for success. These include regular interactions with the parents and the monthly parents meeting where public commitments are made**
- **Mainstreaming of CDWs has been the most sustained education intervention for them**

Lessons on vocational training:

- **Market research into potential employment areas is essential**
- **The investment in training in time and facilities needs to be increased in order to provide marketable skills to the trainees**
- **Equipment and other supporting facilities for employment of self-employment needs to be provided at the time of the training**
- **Skill training for older CDWs is effective for either withdrawing them or improving their working conditions**

Lessons on the impact of micro-credit:

- **The assumption that micro-credit leads to the withdrawal of children from hazardous work and enrolment in education needs to be treated with caution**
- **Other project outputs, notably access to education and awareness raising may be significantly more important in achieving these objectives**

Lesson on provision of pre-schooling:

- **The provision of pre-schooling is effective for keeping children out of hazardous workplaces and for preparing them for mainstreaming into formal school**

Lesson on MOUs with employers:

- **MOUs with employers are a useful motivation and publicity raising strategy. They will not bring about child labour-free workplaces on their own**

Lessons concerning PFCs and CWGs:

- **The concept of a locally-based community group with a long-term responsibility for child labour issues has potential**
- **Such groups require some form of recognition by the local administration**
- **They need to have a minimum level of institutional strength and resources to continue to function without project support**

- **Their institutional form can be flexible, based on the commitment and interest expressed by local stakeholders**
- **The project needs to have a clear strategy for their institutional development**

Lessons concerning awareness raising:

- **Workers’ organisations have an important role and opportunity for raising awareness among workers and for addressing exploitive labour practices. They should be included in the early stages of interventions against child labour. If appropriate representation does not exist, efforts should be made to develop this.**
- **Involving local workers’ organisations gives an opportunity to scale up the impacted area from the ‘target beneficiaries’ to all workers and their families in the sector in the same area**

4.2 Effective practices

These are collated from where they have arisen through the report.

Effective practice for the withdrawal of children from hazardous work:

- **The WFCL strategy with:**
 - **a clear methodical process for the withdrawal of children from hazardous labour,**
 - **interventions aimed at education, awareness development and economic empowerment,**
 - **a variety of strategies aimed at children of different ages and interests**

has been effective.

Effective practice for mainstreaming children to formal school:

- **The provision of accessible and good quality NFE leading to mainstreaming in government schools has been a very successful strategy for withdrawing children from hazardous labour in all sectors**

Effective practice for awareness raising:

- **Children’s, parents’ and other community members’ attitudes have been significantly changed through the ‘multi-approach’ awareness raising campaign.**

Effective practices with implementing partners:

- **By working through NGO and trade union partners, knowledge and skills for the elimination of the hazardous child labour have been developed. Commitment to this goal may also have been developed.**
- **By selecting locally established NGOs, there are now long-term institutions that may be willing to provide ongoing monitoring and support to the children, families and PFC/CWGs**

4.3 Recommendations

Many of these recommendations have their origin in comments or suggestions made by participating stakeholders, particularly at the final workshop. Recommendations from throughout the report are compiled here. For background to the recommendation refer to the section which is referenced after each recommendation.

Recommendation on the database:

- **Based on this experience a participatory review of the database is carried out, identifying strengths, weaknesses, opportunities and threats. This should result in recommendations on a basic dataset and the minimum conditions for its effective use and maintenance.**
- **Steps will need to be taken to ensure the safe storage of the database and the absence of unauthorised copies being held by the ex-partners.**

Recommendations on learning from the experience of the project:

- **Detailed analysis and reports are prepared on the findings from the impact assessment studies.**
- **Opportunities are provided for participatory reflection on various aspects of the project strategy and implementation and the main lessons recorded (for example as recommended for the database above).**

Recommendation for the support to PFCs and CWG:

- **The project should consider an area or central-based facility, for a limited period of time beyond the end of the project, to support and encourage the PFC/CWGs to fulfil their responsibilities (perhaps two years).**
- **Partner NGOs should be encouraged to provide ongoing monitoring and support to the children, families and PFC/CWGs**