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**Workplace monitoring in Asia to combat  
child labour**

Antero E.E. Vahapassi  
Chief Technical Adviser  
ILO-IPEC Footwear and Fishing Sector Projects  
In Thailand, Indonesia and the Philippines

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## **1. Introduction**

Workplace monitoring is a powerful tool for securing transparency and credibility in child labour projects. However, workplace monitoring is neither a magic trick nor an all-inclusive method for guaranteeing the success of a project.

The International Programme for the Elimination of Child Labour (IPEC) has used workplace monitoring methods from 1996 onward in its full-fledged child labour projects. At the moment, there are recorded experiences from two projects, "Child Labour Verification and Monitoring System in Garment Factories" in Bangladesh, and "Elimination of Child Labour in the Soccer Ball Industry" in Sialkot, Pakistan. In addition to these two projects, several other projects have been launched with a workplace-monitoring component but the monitoring as such is not yet operational in these projects. These pipeline monitoring activities include a surgical instruments industry project in Pakistan, a carpet industry project in Pakistan, fishing sector projects in Indonesia and in the Philippines, footwear sector projects in Thailand, in Indonesia and in the Philippines, coffee sector projects in Central America, and agriculture projects in Africa.

I will elaborate on the experiences from the garment factory and soccer ball industry projects, and summarize common characteristics from the other projects, which are operational in Asia.

## **2. Philosophy and general strategies of workplace monitoring<sup>1</sup>**

Systematic efforts to ensure that workplaces and communities remain child labour free means, first of all, that awareness-raising activities should not be limited to the children and parents, but extended to all involved groups: employers, managers, adult workers, community leaders, service providers and enforcement agencies. Second, monitoring mechanisms need to be set up to ensure that the children who have been withdrawn from work remain and complete school, and that new children do not enter work. This can be done in schools or educational centres, in workplaces and in children's communities.

In any workplace monitoring programme, the active participation of the concerned employers, manufacturers, contractors, subcontractors is critical, as the commitment to free all manufacturing and production processes from child labour may call for a change in established and traditional manufacturing and production practices. The involvement of the concerned workers' representatives and local community groups, as well as the concerned governmental agencies, is also critical.

The involvement of children in the production and manufacture of goods for export has become a matter of international concern. Faced with outside pressure, some producers and manufacturers have turned to the ILO for advice on action to eliminate child labour from their particular industry. This has resulted in concrete prevention and monitoring programmes in three instances: in the garment industry in Bangladesh, the football industry in Pakistan and its international counterparts, and the carpet industry in Pakistan. The result has been partnerships that span geographical and cultural boundaries, as well as positive changes in the

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<sup>1</sup> Haspels, Nelin; Jankanish, Michele (ed.), 1999. Action against child labour. International Labour Office.

attitudes and practices of the communities in that the families have been willing to withdraw their children from work and send them to school.

The basic elements of the ILO-IPEC prevention and monitoring programmes are:

- Ensuring co-operation and collaboration of employers/manufacturers, workers' organizations, district administration and other government departments;
- Assessing child labour involvement in the particular sector or industry;
- Assisting the participating employers/manufacturers in setting up their internal monitoring system;
- Operating an external monitoring team(s) involving ILO project staff;
- Identifying and zoning monitoring area for visits;
- Establishing a monitoring database to collect, analyse and synthesize data, to indicate schedules of surprise monitoring visits, and to prepare reports on progress; and
- Establishing linkages with social protection components of the programme.

### **3. Child Labour Verification and Monitoring System in Garment Factories in Bangladesh<sup>2</sup>**

The application of a workplace monitoring system in the garment industry in Bangladesh has been described in detail in Annex A.

Major characteristics of the Bangladesh project are:

- A focus on the formal sector;
- Monitoring 1,800 garment factories in Dhaka, and 400 in Chittagong;
- The percentages of factories employing children decreased from 43 per cent in 1995 to 2.5 per cent in December 1998;
- Monitoring in teams of four (one from manufacturers' side, one from the government labour inspectorate, and two ILO monitors); and
- The project saved the country's fledgling export sector more than 1.4 million workers, mostly female workers, and 4 billion US dollars (73 per cent of the total export volume).

### **4. Elimination of child labour in the soccer ball industry in Sialkot, Pakistan<sup>3</sup>**

The soccer ball project in Sialkot, Pakistan, was based on the example of the Bangladesh garment project. However, before comparing these two projects, one should understand the fundamental differences between them.

First, the Sialkot project concerns the informal sector, where workers and their families worked in homes. In Bangladesh the work took place in textile factories. Second, the monitoring in Sialkot included two components: monitoring of the transfer of production from homes to newly established stitching centres, and monitoring of the presence of child labour in

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<sup>2</sup> Haarlem, van R, 1999. The BGMEA, ILO, UNICEF Child Labour Project – A new approach to eliminate child labour. Report of the ILO Project.

<sup>3</sup> Information received from Mr. A. Vahapassi, the former CTA of the Project, and from project documents (the Project Document, the Mid-term Review Report, and the Final Evaluation Report).

stitching operations. Third, in Bangladesh the monitoring teams were also monitoring the education facilities one to two days a week, but in Pakistan the non-formal education centres (UTCs) were not monitored by the ILO monitors. Fourth, the cultural environment in Pakistan differs from the one in Bangladesh where women are used to working outside their homes, the opposite to the situation in Pakistan.

There are also several similarities. Both countries are so poor that poverty is the driving factor for child labour. Both concerned sectors are export-oriented activities which were threatened by international consumer boycotts; in Bangladesh the garment export has been a thread of life for the economy, in Sialkot the soccer industry has been a major economic activity to the whole district.

Major characteristics of the Pakistani project are:

- A focus on the informal sector;
- Monitoring of more than 1,000 stitching centres once every five weeks, and, by the end of the Project, the area-based monitoring covered more than 1,000 villages in Sialkot;
- Monitoring visits were unannounced and randomly selected by a computer every morning;
- All the registered stitching centres had eliminated child labour at the end of the first phase (on 31 October 1999);
- Manufacturers joined voluntarily in the Project, and participated in paying the costs;
- Monitoring in teams of two ILO monitors, typically one male and one female monitor; and
- The project saved the country's soccer ball industry, which employed more than 20,000 families.

A detailed presentation of the Sialkot monitoring system is given in the Annex B.

## **5. Other workplace monitoring examples in Asia**

As mentioned, there is accurate information available only from the above two IPEC child labour projects where workplace monitoring has been applied. However, there are four other projects already operational in Asia where monitoring will be applied. The following gives some information about them.

### Surgical Instruments Industry Project in Sialkot, Pakistan

There are around 400 factories in Sialkot where surgical instruments are produced for export. These factories do not use child labour but their subcontractors (mainly independent vendors) often do use child labour in their 2,000 workshops. It has been estimated that there might be 5,000-7,000 children under 14 years of age working in those workshops. Children are involved mainly in grinding, filing and polishing operations, but sometimes they also are involved in the use of chemicals (acids) and in use of unguarded machinery. These two latter operations can be classified as hazardous operations where age limit should be 18 years minimum.

The monitoring strategy is as follows:

- A preliminary survey will be carried out in order to locate the vendors' workshops, to identify the type of work children are doing there, and to examine possibilities for social protection activities;
- ILO monitors will get the preliminary information from manufacturers (internal monitoring information) through the survey and through their own observations in the field; and
- ILO monitoring teams will be composed of two male monitors, who will make random and unannounced visits to vendors' workshops and the schools that are being established.

#### Carpet Weaving Project in Punjab Province, Pakistan

The carpet weaving industry is the largest cottage industry in Pakistan. In 1996-97 Pakistan exported about 3 million square meters of carpet valued at about US\$ 172 million. It has been estimated that 20,000–30,000 children under 14 year of age are involved in carpet weaving. The Project has been operational since 1 May 1999.

The monitoring strategy is as follows:

- Based on information from carpet manufacturers (internal monitoring information), the project will be operational in two districts in Punjab;
- There will be 20 ILO monitors in 10 teams; 50 per cent male and 50 per cent female monitors;
- Monitoring is targeting about 8,000 children and 2,000 younger siblings, and their families;
- Monitoring will start 2-3 months after the establishment of the first elements of the social protection programme, such as non-formal education centres;
- One monitoring team will be placed a village where monitoring visits are conducted to houses (homes) where carpet weaving takes place in order to verify that children are not involved in full-time weaving, and during the same visit the team will visit the schools to check that children are attending; and
- Monitoring includes social protection activities such as non-formal education centres, pre-vocational training centres and other skills training facilities, and income generation activities like micro-credit schemes.

#### Sub-regional Project on the Footwear Sector in Thailand, Indonesia and the Philippines

Besides large formal footwear sectors in Thailand, Indonesia and the Philippines, there are also a substantial informal sectors producing footwear for local markets. In these three countries' projects, the first activities are the identification of target groups, mainly families that are producing footwear.

The monitoring strategy is as following:

- ILO will appoint four monitors and one monitoring leader in each country;
- Monitoring takes place in collaboration with the government labour inspectors whenever possible; and
- Monitoring will include social protection activities.

## Sub-regional Project on the Fishing Sector in Indonesia and the Philippines

Child labour in the fishing sector in Indonesia and the Philippines includes hazardous forms of *jermal* platform off-shore fishing in Indonesia, and the *pa-aling* fishing method in the Philippines. Several thousand children might be involved in these kinds of fishing operations.

The monitoring strategy is as follows:

- Monitoring will be based heavily on support from the government agencies that have responsibility for enforcement;
- Monitoring will include recruitment areas which are in totally different locations from the places where fishing takes place; and
- Monitoring will include the social protection programmes and income generation activities, in addition to broad awareness raising campaigns.

### **6. Conclusions on different workplace monitoring approaches**

By comparing the above mentioned projects with the ILO-IPEC general strategies on monitoring which were presented in the Section 2, we can conclude the following:

*Ensure co-operation and collaboration of employers/manufacturers, workers' organizations, district administration and other government departments*

- The projects in Bangladesh (garment factories) and Pakistan (soccer ball industry and carpet weaving) have formal agreements with employers (manufacturers) which have helped the projects by facilitating the commitment of stakeholders. Obviously, these three sectors are also export-oriented industries. The surgical instrument project is in the process of drafting such an agreement, but it is not foreseen that any similar agreements could be established in the footwear and fishing projects. However, all monitoring is based on a voluntary participation.

*Assess child labour involvement in a particular sector or industry.*

- The garment project in Bangladesh involved conducting several surveys at the beginning of the project and throughout the duration the project;
- The Sialkot soccer ball project had information about child labour from a surveys made by a government agency and by manufacturers. A more comprehensive and detailed survey about home stitching activities of children at the beginning of monitoring would have greatly benefited the establishment of the social protection programme.
- The surgical instrument project, with the help of the soccer ball project, started a survey which will be carried on, because the social protection programme needs reliable data about working children;
- The carpet project relied on information from manufacturers as a starting point, although there are funds in the project to conduct a thorough child labour survey in the carpet sector;
- The footwear and fishing projects are going to establish baseline data with the help from local research agencies and/or NGOs.

*Assist the participating employers/manufacturers in setting up their internal monitoring system.*

- The internal monitoring systems have been established in the soccer ball project, in the carpet project, and possibly will be established in the surgical instrument project. The rest of the projects do not have any internal monitoring system due in part to a lack of employee counterparts for the task.

*Operate an external monitoring team(s) involving ILO project staff.*

- All of the mentioned operational projects have an external monitoring component.

*Identify and zone monitoring area for visits.*

- The zoning strategies vary widely, from very comprehensive zoning and clustering in Sialkot to much less defined zoning in the fishing projects. However, the idea is included in all mentioned projects.

*Establish a monitoring database to collect, analyse and synthesize data; to indicate schedules of surprise monitoring visits and to prepare reports on progress.*

- All mentioned projects have or will have databases for information collection and retrieval.

*Establish linkages with social protection components of the programme*

- All the projects except the Sialkot soccer ball project had or will have linkages with their social protection programmes.

## **7. Concluding remarks**

The projects in Bangladesh and Pakistan (the soccer ball industry project) have had very strong workplace monitoring components as parts of their strategies and were successful in eliminating or controlling child labour. However, to conclude that they were successful only because of well-established monitoring activities would be misleading. In both projects the commitment of the manufacturers was strong in spite of their resistance and reluctance at the beginning. Both projects had very clear target groups and monitoring locations (garment factories and stitching centres). In both projects the social protection programmes are still expected to produce their full outputs, especially concerning skills training and income-generating activities. What is most important from a working child's point of view, or from his family's point of view, is what happens after the withdrawal from work. Will the child's future be brighter than it was before?

However, as has been elaborated, workplace monitoring of child labour is an important and often necessary tool for helping to eliminate child labour and it can guarantee credibility and accountability of our projects and their activities.

## **AN EXAMPLE OF WORKPLACE MONITORING IN BANGLADESH**

### **1. PRELIMINARY ACTIVITIES**

Bangladesh is an impoverished country. The annual per capita income is roughly US\$ 230. About 40 per cent of the country's 120 million people exist on incomes too low to meet their minimum daily needs. Sixty per cent of the work force is involved in farming. There is a small industrial sector, based largely on the manufacture of garments and jute. The ready-made garments industry in Bangladesh has enjoyed a meteoric rise, from less than 50 factories in 1983 to over 2,500 in 1998. In the same period, employment rose from 10,000 workers to approximately 1.4 million workers, and exports rose from US\$ 31 million to a staggering US\$ 4 billion. This represents 73 per cent of the country's export industry, more than half of which goes to the United States

According to a 1992 survey of the Bangladeshi labour force, 6.3 million children, out of 31 million children, from ages 5 to 14 years were economically active, even though the Factory Act of 1965 bars industrial employment of children under 14 years of age. About 1.9 million children were below the age of 10. Child labour constituted about 12 per cent of a total labour force of more than 51 million workers. Some 5 million children worked in agriculture, the remaining 1.3 million were employed in non-agricultural sectors. The garment sector employed between 50,000–60,000 children, from which between 40,000–50,000 child workers were dismissed in 1992 because of the anticipation of the United States' sanctions against the garment industry.

After signing of the Memorandum of Understanding (MoU) on 4 July 1995, an initial survey was to be conducted by joint ILO, UNICEF and the Bangladesh Garment Manufacturers' & Exporters' Association (BGMEA) teams. The survey was to serve two purposes: providing information for the education planners and creating a baseline mechanism and data for ongoing monitoring. The survey, conducted between 28 August and 24 November 1995, revealed a total of 9,546 child workers. In many publications featuring the BGMEA project, figures like 12,000 and 10,547 appear. However, a check on the data gathered during the survey gives 9,546 working children under the age of 14 years as the real figure.

### **2. CHILD LABOUR MONITORING AND VERIFICATION**

After the intensive drive that marked the actual start of the project, monitoring of the garment factories continued as was foreseen in the programme. As the Labour Inspectorate provided the only ten inspectors and officials for only three days per week, subsequent monitoring had to be less intensive than during the initial survey. Furthermore, it was envisaged that the number of ILO monitors should be reduced from 3 to 2 in a team. From the start of the regular monitoring on 8 December 1996, until 31 December 1998, a total of 13,580 monitoring visits were conducted. During these visits, 4,340 children workers were identified on 1,072 occasions (7.9 per cent of the visits). The number of visits in which no children were found was 11,226 (82.7 per cent), while 1,282 factories (9.4 per cent of factories visited) were

temporary closed at the time of the visit. The number of children found (if any) during the visits was relatively low: in most cases between 1 and 5.

### Strategy of the monitoring system in Bangladesh

To ensure transparency and reliability, the factory monitoring system was designed along the following lines:

- monitoring visits totally unannounced;
- monitoring visits in a logically defined and maintained frequency;
- monitoring in teams;
- dividing the area where the factories are located into zones;
- assigning each team to a particular zone;
- rotating the teams over the zones on a regular basis;
- storing information gathered during the monitoring visits in a database environment on a day to day basis;
- generating the information from monitoring sites by computer in such a way that no site is left out;
- providing the locations to be visited in the morning just before the teams are leaving;
- reporting on the results on a weekly basis;
- using the reports as a management tool; and
- treating all information gathered during monitoring visits as confidential.

### Composition of monitoring teams

The garment factories in Bangladesh are mainly situated in the capital city, Dhaka, and its surroundings (1,800 factories) and in the port city of Chittagong (400 factories). In line with the above-mentioned strategy, Dhaka and Chittagong are divided into zones. There are at present ten zones in Dhaka and two in Chittagong. Each zone is assigned to a monitoring team that comprises of one BGMEA monitor, one labour inspector, and two ILO monitors. While establishing the zones, the following were considerations:

- the workload, that is the number of factories and schools in each zone, should be more or less the same;
- the travel time between the scattered factories, as well as the travel time from the BGMEA office where the teams gather before they leave for monitoring, should be taken in to account;
- a team should visit at least 7 factories or 3 schools (2 shifts per school) per day;
- the areas outside Dhaka, such as Narayanganj, Savar and Gazipur, should be equally divided among the teams;

The ILO monitors are gender balanced, having one male and one female monitor in each team. This is not only in line with the ILO's strategy of promoting equal employment opportunities for men and women, it also gives the teams the possibility to ask girl-child workers certain questions necessary to determine their age.

### 3. CATEGORIZING FACTORIES

For reasons of efficiency of monitoring, the factories were divided in three categories as per the findings in the 1995 survey and the 1996 intensive drive. These category labels, distinguished as “A”, “B” and “C”, respectively, are as follows:

- Label “A” are factories that are co-operative during monitoring and do not employ children at present or during the last three monitoring visits.
- Label “B” are factories that are co-operative during monitoring but still employ children or did employ children in the recent past.
- Label “C” are factories that are NOT co-operative and do employ children, and on some occasions try to hide those children from the monitoring team.

To deploy the monitoring teams as effectively as possible, the inspection frequency for each category is determined as follows:

- “A” category factories once every four months;
- “B” category factories once every two months;
- “C” category factories once every month.

The category labels are not permanent. They can be changed according to the findings of the monitoring teams. “B” or “C” category factories can be “promoted” to “A” or “B” if their attitude and co-operation improves and when they are “clean” of child labour during three consecutive visits. Changes can also be made in the reverse direction, for example if the factory management suddenly changes its attitude towards child labour and hires children or becomes obstructive during the monitoring visits. If that is the case, which sometimes is due to a change factory management, then the monitors propose a “degradation” of the category label which automatically results in a higher monitoring frequency. In Table 1 the changes in the distribution of the category labels during the course of 1998 are presented.

**Table 1: Distribution of Factory Category Labels in Bangladesh, 1998**

	Jan. 1998		April 1998		July 1998		Sept. 1998		Dec. 1998	
	No.	Perc.	No.	Perc.	No.	Perc.	No.	Perc.	No.	Perc.
A	732	41.2	831	46.4	952	51.8	1,075	56.8	1,208	62.8
B	825	46.4	776	43.4	723	39.3	654	34.5	590	30.6
C	221	12.4	183	10.2	164	8.9	164	8.7	127	6.6
Total	1,778	100	1,790	100	1,839	100	1,893	100	1,925	100

#### 4. INDICATORS OF PROGRESS

We can define the percentages of child labour found in the factories in three different ways as follows:

- The "I" percentage stands for the percentage of *factories using child labour* of the total number of *inspected factories*.
- The "II" percentage stands for the percentage of *child labour* of the total *labour force of the factories using child labour*.
- The "III" percentage stands for the percentage of *child labour* of the total *labour force of all the visited factories*.

When we look at the changes in the level of child labour in the garment sector during the implementation of the project, we can observe **a tremendous decrease in all three categories of percentages**. Table 2 gives the relevant figures for the years 1995 to 1998.

**Table 2: Child labour level in the BGMEA member factories, 1995-1998**

Child labour percentage	1995	1996	1997	1998
I	42.80%	33.60%	11.50%	5.28%
II	3.56%	2.63%	1.49%	1.04%
III	1.49%	0.85%	0.16%	0.05%

#### 5. SANCTIONS FOR NON-COMPLIANCE

In a meeting of the Informal Steering Committee it was decided that BGMEA should install a special committee – the Arbitration Committee – to deal with violations. However, to date, the committee has dealt with only a few cases. The imposed fines of US\$ 50 to US\$ 200 were considerably lower than the US\$ 1,000 that had been discussed earlier. The fines imposed should have been much higher to be effective. To improve the situation, ILO proposed a progressive fine system that was brought forward in the Steering Committee in May 1997. The system proposed was as follows:

- |   |            |
|---|------------|
| (a) Employers with 1 or 2 child workers       | US\$ 500   |
| (b) Employers with 3 to 5 child workers       | US\$ 1,000 |
| (c) Employers with 6 to 10 child workers      | US\$ 1,500 |
| (d) Employers with 11 to 15 child workers     | US\$ 2,000 |
| (e) Employers with 16 to 20 child workers     | US\$ 2,500 |
| (f) Employers with more than 20 child workers | US\$ 3,000 |

However, the proposal was rejected by BGMEA. A proposal to put the fines in to the stipend fund was adopted.

## **6. SUSTAINABILITY AND THE FOLLOW-UP OF THE PROJECT**

The second phase of the BGMEA/ILO/UNICEF Child Labour Project started on July 1, 1998 and will last two years, ending June 30, 2000. In the second phase, factory monitoring is continuing. Due to this continuous monitoring, the project could achieve an almost child labour free garment sector. If monitoring were to stop at the end of the second phase, the risk of regressing to previous child labour practices is very high. It is in the interest of BGMEA to keep the garment sector free of child labour. After the project comes to a close, monitoring on child labour should continue. As the capacity of the Inspection of Factories and Establishments is not yet strong enough to take over when the project ends, the second phase of the project includes a provision to strengthen the capacity of this agency by means of training the inspectors. At the end of the project, a monitoring system, in which BGMEA and the Government are participants, should be in place to take over. The specifics of such a system are still being discussed between the Government, BGMEA, the US Mission in Dhaka and the ILO Area Office.

## **EXAMPLE OF WORKPLACE MONITORING FROM PAKISTAN**

### **1. PRELIMINARY ACTIVITIES**

The first phase of the programme to combat and eliminate child labour in the soccer ball industry was based on the Atlanta Agreement signed on the 14 February 1997. The partners who signed the Agreement were the Sialkot Chamber of Commerce and Industry (SCCI), UNICEF and ILO. The donors were the Department of Labour (DOL) of the United States and SCCI.

The Soccer Ball Project started in October 1997. The second phase was to begin as of 1 November 1999 and continue for two years. However, the second phase is now planned to start in March 2000.

### **2. Child Labour Monitoring and Verification System**

In the Partners' Agreement<sup>4</sup> to eliminate child labour in the soccer ball industry in Pakistan, there is a provision for a prevention and monitoring programme. The current proposal outlines a system of prevention and monitoring which can be divided into two major elements, an internal monitoring system and an external monitoring system. The internal monitoring will be conducted by the participating manufacturers, using specific formats that enable computerisation and comparison. The external monitoring will be conducted by the ILO under the management of an international expert. The monitoring system is supervised by the Project Co-ordinating Committee (PCC).

#### Internal monitoring

Internal monitoring will be performed by the participating manufacturers, who will appoint a senior manager for this task. The purpose of this monitoring is to determine to what extent child labour exists in the soccer ball industry in Sialkot and to provide data that can be checked by the external monitoring. It also enables the external monitoring to monitor the progress of the establishment of stitching centres. The internal monitoring team will provide to the external monitoring body the following data on a regular basis:

- names and contact information of all stitching subcontractors;
- names, addresses and ages of all stitchers working in the stitching centres run by the manufacturers;
- names, addresses and ages of all stitchers working for the subcontractors;
- names and addresses of the stitching centres run by the manufacturers;
- names and addresses of the stitching centres run by the subcontractors;

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<sup>4</sup> "Partners Agreement to Eliminate Child Labour in the Soccer Ball Industry in Pakistan" signed by the Sialkot Chamber of Commerce and Industry (SCCI), the International Labour Organisation (ILO), and United Nations Children's Fund (UNICEF) in Atlanta, Georgia (USA) on 14 February 1997.

- estimates of the yearly production of soccer balls and the number of stitchers necessary to reach this target.

Names and contact information of new subcontractors, as well as names, addresses and age of new stitchers working for the subcontractors or the manufacturers have to be provided. Documentation from the local government authorities verifying the age of the stitchers has to be made available for review by the external monitors.

In order to obtain information in a suitable way for computerization, specific formats have to be used. These formats will be designed by the external monitoring body, which will also be responsible for the data-entry.

### Time frame

The participating manufacturers will set up stitching centres. This process must be completed within a specific time frame. This time frame, to be monitored internally and externally, is as follows:

- **6 months** after joining the programme, the registered stitching centres should represent no less than **25%** of the yearly target production;
- **12 months** after joining the programme, the registered stitching centres should represent no less than **50%** of the yearly target production;
- **18 months** after joining the programme, the registered stitching centres should represent no less than **100%** of the yearly target production.

All registered stitchers younger than 14 years of age have to be removed from the work force and placed in the social protection programmes. In these cases, if possible, a qualified member of the family can take the place of the child worker.

Any exception to the above requirements is subject to approval by the PCC.

### External monitoring

In order to verify if the terms of the Partners' Agreement are complied with, a system of external monitoring was established. The external monitoring will be carried out by the ILO under the supervision of the PCC. The monitoring system will comprise of a team of 15 monitors headed by a team leader and will be managed by an international expert. The 15 monitors will operate in teams of two, who will visit the stitching centres unannounced and on a regular bases to verify the information provided by the manufacturers. To enable the external monitoring teams to carry out their monitoring visits, the manufacturers and the subcontractors will give access to all their stitching centres.

During the visits, the monitoring teams will, where and when appropriate, seek co-operation from the designated manager who is in charge of the internal monitoring. The designated manager will provide all necessary information such as locations and number of stitching centres and will give access to all records needed to verify the compliance with the provisions of the Partners' Agreement. For computerised comparison, the external monitors

will use the same formats as the internal monitoring. The external monitors will also monitor the necessary arrangements to be undertaken by the manufacturer to have the effected child workers absorbed in the rehabilitation and education programme.

### **3. Implementation of workplace monitoring**

Since monitoring in Sialkot included both the monitoring of production transfer from homes to stitching centres and the presence of child labour, the project developed a comprehensive and sophisticated computer software to retrieve information, reports and other advice for action from the established databases. The main databases included a monitoring database with information about each individual monitoring visit to a stitching centre, a stitching centre database with all necessary information about existing stitching centres and a manufacturer database with information about participating manufacturers and their production figures.

At the beginning of the project, Sialkot District was divided into seven zones, and each zone was divided into three to seven clusters in order to facilitate a random selection of stitching centres for monitoring (see Annex 1). The size of the clusters was based on the criterion that within one day the monitoring team could reach every corner of a cluster. Later, when so called village-based stitching centres were established for a minimum of three women, some villages had 10 to 80 village-based centres. In such situations, each village-based centre was allocated a proximity number, and the same proximity number meant that those centres were within a walking distance from each other.

This arrangement created a unique identification number for each stitching centre. For example, **02005S2B05** means that the centre 02005 belongs to the manufacturer 02, and it is its 5th centre located in the zone S2, in the cluster B, with proximity number 05.

#### Random selection of stitching centres to be monitored

In order to facilitate unannounced monitoring visits, all 38 clusters in seven zones are organised according to so called 'lap time'. This lap time is the time period from last monitoring visit. The planning value for the lap time is 1.25 months, or five weeks. The computer produces a list of clusters according to the lap time (see Annex 3). The same list gives also information about the number of centres in each cluster (REC\_COUNT), and the number of centres that have never been visited (N\_V).

Based on information about the clusters, the computer operator selects a zone and a cluster for random selection. Annex 4 shows the output of such selection concerning the zone P2 cluster A. The programme works so that all the centres whose lap times are more than 1.25 or centres that have never been visited will be printed on the top, and the rest of centres are presented in random order. The random order is produced by the computer's random number generator.

Each monitoring team will get a list similar to Annex 4, and if the visits are to be made to the village-based stitching centres (V in the 'type' column), then a female monitor must be part of the team.

### **4. Categorizing manufacturers**

Based on information retrieved from the databases, a monitoring report is produced every month for the PCC. The report is a summary of all manufacturers (see example in Annex 2) and includes production figures, indicators of performance and some statistical data. Without going into detail, this report highlights the performance of different manufacturers concerning the transfer of their annual production into stitching centres and the presence of children. Based on this information and information about the behaviour of individual manufacturers provided by internal monitoring practices, all participating manufacturers were categorized into three groups: A, B, and C. Currently, the criteria of these groups are the following:

#### Group A

- all stitching centres have been registered by the ILO;
- the ILO is monitoring all the centres, and the ILO has not found any non-registered centres;
- no children have been found in the centres (if found once, the situation will be monitored frequently during one month before any penalty, such as the demotion to the Group C, will take place);
- the variation of the production (the ratio of the internal/external number of stitchers) will be within the limits which the ILO has established internally; and
- the closing of all centres does not last longer than one reporting period, which means from one to two months.

#### Group B

- the ILO has found some non-registered centres or stitching but no children have been found;
- the variation of the production exceeds the limits which the ILO has established internally (and which has been communicated to the manufacturers), and the deviation has not been corrected within one to two months; and/or
- the manufacturer has not given the required information within one to two months.

#### Group C

This group includes those manufacturers who do not qualify for Group A or B. This group is not publicly announced but can be indirectly retrieved by comparing the names in Group A and B to the list of participating manufacturers.

- the ILO has found some children working for more than one to two months in spite of the opportunities in the social protection programme;
- the monitoring has been stopped for more than two months; and/or
- the manufacturer is not complying.

## **5. Sanctions for non-compliance**

Since all stitching of soccer balls should take place in registered stitching centres after 31 March 1999, non-compliance means that a manufacturer may have unregistered stitching activities or may use child labour.

### Identification of non-registered stitching centres

Because the ILO monitoring covers all registered stitching centres, and requires that there is no child labour present in those centres, the project has started so called “area-based monitoring.” This means that ILO monitoring teams are also visiting also villages where there should not be any centres. In August 1999, the ILO was monitoring around 300 villages with registered stitching centres, and since then the teams have begun visiting the rest of the villages in Sialkot District, which is a total of 1,700 villages.

In order to identify the manufacturer of the balls in a non-registered centre, we have agreed with the manufacturers that they will print a three-character identification code, for example XYZ, given by the ILO, inside of each ball. This practice helps ILO monitors to identify the manufacturer of the balls and it also helps manufacturers to fight against counterfeit production.

Concerning the sanctions against non-compliance, it has been agreed with the PCC that such manufacturers will first be placed into lower category on the ABC-list, and if that action does not help, then the manufacturer will be excluded from the project. The idea is to publish the ABC-list on the public Web site.

## **6. Sustainability and the follow-up of the project**

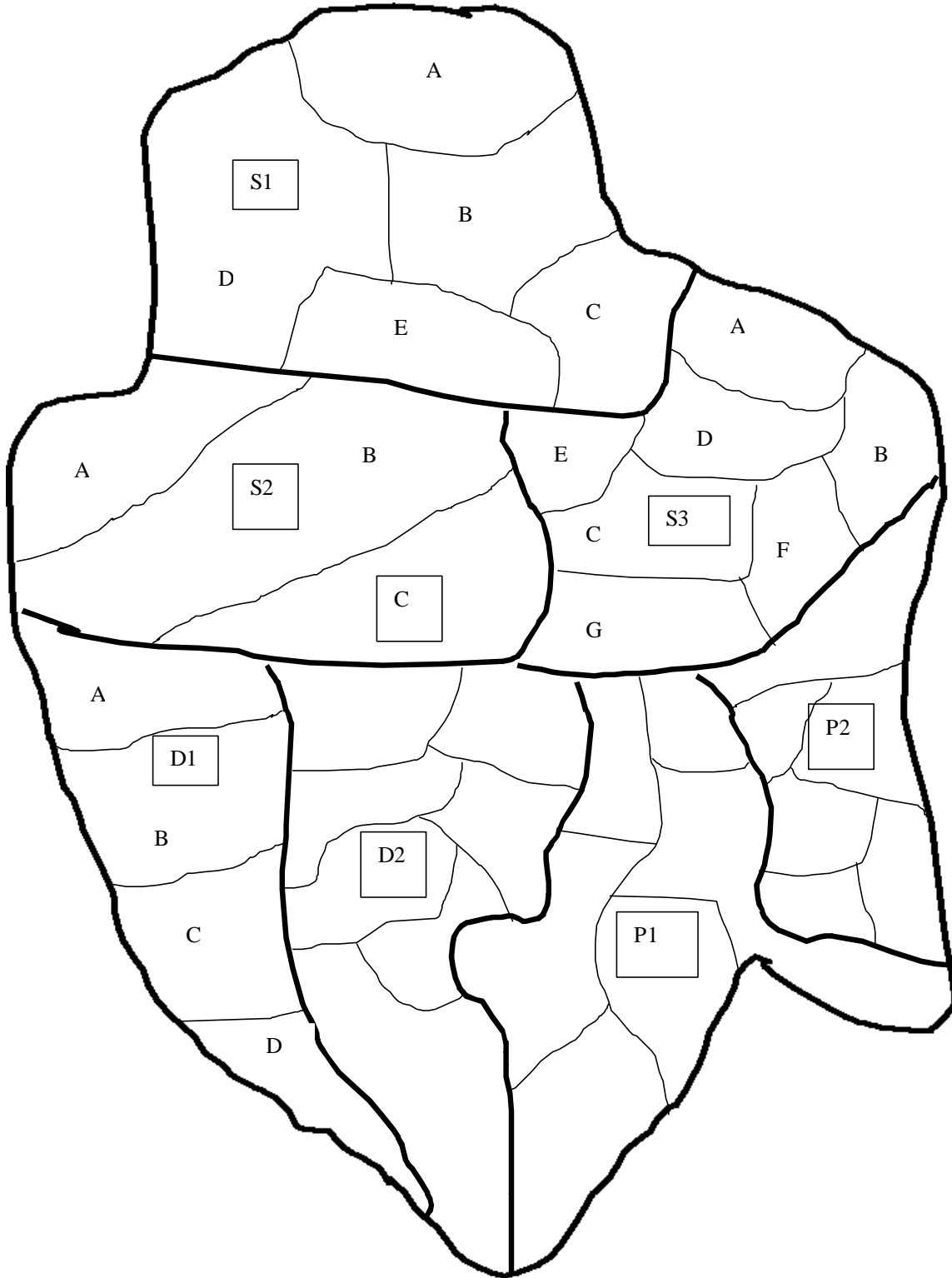
The first phase of the project did not include any sustainability measures. However, during the second phase, the plan is to establish an independent monitoring agency.

<p>The ILO has been planning to hand over its external monitoring activity to a local organisation during the project in order to guarantee a long-term sustainability for monitoring. The criteria for such a monitoring body are that it is credible, reliable, transparent and cost-effective. In the future, such a monitoring agency could monitor not only the soccer ball industry but also any other economic activities in Sialkot. The issues to be resolved before the establishment of such a body are the composition of the board and how to finance the agency.</p>
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In addition to the monitoring agency, the project is planning to establish a credible and well administered fund to sponsor the monitoring, social protection and rehabilitation activities.

The main strategy for sustainability of the social protection programme is to strengthen community-based organisations at the village level, which could then take over the funding of non-formal education centres.

**SIALKOT DISTRICT**



## SUMMARY OF ALL MANUFACTURERS FROM 1 April - 10 October 1999

Record Number	Stitchers (internal)	Stitchers (external)	Actual production transfer to centres	Centres open	Total No. of visits
1	514	591	100%	35	155
2	3191	4010	100%	9	41
3	1053	824	100%	138	496
4	42	20	not yet 100%	3	15
5	517	594	100%	26	116
6	240	142	not yet 100%	8	46
7	1182	555	not yet 100%	195	184
8	135	86	100%	2	10
9	455	344	100%	6	55
10	57	31	not yet 100%	4	10
11	25	17	100%	1	5
12	15	4	not yet 100%	2	13
13	250	162	100%	19	137
14	160	8	not yet 100%	3	17
15	1787	1331	100%	78	196
16	All centres are closed. Monitoring stopped temporarily				
17	414	479	100%	53	282
18	94	57	100%	6	49
19	637	429	100%	11	36
20	469	213	not yet 100%	45	66
21	493	530	100%	17	64
22	855	814	100%	47	176
23	845	899	100%	14	70
24	660	405	100%	25	121
25	640	690	100%	40	185
26	200	107	not yet 100%	7	43
27	1005	1021	100%	13	65
28	1076	1010	100%	26	134
29	203	122	100%	6	20
30	290	170	not yet 100%	13	101
31	No stitchers found in open centres visited				
32	137	127	100%	9	45
33	347	210	100%	9	36
34	256	202	100%	31	107
35	All centres are closed. Monitoring stopped temporarily				
36	All centres are closed. Monitoring stopped temporarily				
37	60	49	100%	3	19
38	112	34	not yet 100%	10	11
39	124	105	100%	10	50
40	34	22	100%	3	10
41	26	24	100%	3	7
42	All centres are closed. Monitoring stopped temporarily				
43	70	62	100%	4	10
44	200	150	100%	16	34
45	All centres are closed. Monitoring stopped temporarily				
<b>TOTAL</b>	<b>18870</b>	<b>16650</b>	<b>88%</b>	<b>951</b>	<b>3280</b>

## Clusters on 1 October 1999: Total of 763 centres in clusters

Rec_#	Centre Code	Zone	Cluster	Lap Time	Proximity Number	Number of Centres*	Rec_Count	N_V**	Team
15	18123	P1	B	4.89		0	2	0	TM, RP
18	04004	P2	A	4.66		0	20	4	TM, AK
6	25017	D2	A	3.74		0	3	1	AK
1	03069	D1	A	3.34		0	84	17	RP, AZ
21	01041	P2	D	2.66	07	2	16	2	WA, JA, AZ
10	01043	D2	E	2.62		0	58	2	TM, RK
16	31017	P1	C	2.39		0	14	2	NA, JK
25	23050	S1	C	2.39	13	2	12	1	AA, TM
30	10006	S2	C	2.39	03	5	47	14	AM, AK
31	20003	S2	D	2.36		0	1	0	RP, AA
7	26043	D2	B	2.33		0	15	1	AM, AK
3	07006	D1	C	2.20		0	93	25	WA
14	01029	P1	A	2.20		0	17	4	AQ, JK
2	21009	D1	B	2.16	38	6	41	20	AZ, TM, RP
19	29004	P2	B	2.10	04	1	5	0	WA, AK
20	28015	P2	C	2.10		0	3	1	NA, WA
9	01015	D2	D	1.93	17	2	28	9	AA, AQ
26	05029	S1	D	1.93		0	16	1	NA, TM
5	07106	D1	E	1.90	27	8	24	5	RG, TM
8	16019	D2	C	1.90		0	25	6	AA, AM
34	18057	S3	C	1.87	21	2	38	2	AZ, TM
11	16008	D2	F	1.70		0	13	1	RK, RP
24	09003	S1	B	1.67	01	6	25	2	RK, NA
12	33003	D2	G	1.21	19	1	8	2	AQ, JA
32	02004	S3	A	1.21		0	18	5	WA, AK
27	09001	S1	E	1.18		0	5	0	NA
35	08002	S3	D	1.18	13	3	5	0	WA, TM
4	07014	D1	D	1.05	31	18	46	39	AZ, AK
37	16003	S3	F	1.02	05	4	4	0	AZ, TM
23	23002	S1	A	0.98	12	3	4	0	JA, WA
29	03075	S2	B	0.98	05	1	7	0	AZ, RP
33	18018	S3	B	0.82	12	1	7	4	NA
28	02003	S2	A	0.79		0	9	1	NA, AQ
22	05003	P2	E	0.72	08	7	7	2	AZ, WA
36	05006	S3	E	0.72	04	12	25	0	NA
38	26019	S3	G	0.56	014	4	7	0	AM, JA
17	29035	P1	D	0.52	11	4	10	1	AA, JA
13	07167	D1	D	0.00	31	1	1	1	

\*Number of Centres = The number of centres within the particular Proximity Number, e.g. Proximity Number 07 has 2 centres.

\*\*N\_V = the number of centres not visited in a particular cluster.

**Printing the centres to be visited next, in random order: Total of 20 centres in this cluster. Date 15 October 1999**

Centre	L a s t visit	Zone Cls.	Prx/Cen	L a p time	Rnd no.	StI	StE(StEL)	Subcontractor	Type	Dist Km	Location
04004	26/05/99	P2 A	/0	4.66	1.00	14	11( 12)	Factory Unit/M. Boota	M	20	Bolar Wali, Kingra-Sialkok Rd. Pasrur
35022	28/06/99	P2 A	13/4	3.57	1.00	21	10( 10)	Safdar Ali	M	40	Harnawali, P.O.Mirajkey
35023	28/06/99	P2 A	13/4	3.75	1.00	3	0( 0)	Safdar Ali / M. Illyas	V	40	Harnawali, P.O.Mirajkey
35024	28/06/99	P2 A	13/4	3.75	1.00	3	0( 0)	Safdar Ali / Maskeen Ali	V	40	Harnawali, P.O.Mirajkey
35025	28/06/99	P2 A	13/4	3.75	1.00	5	2( 2)	Safdar Ali / Rehmat Ali	V	40	Harnawali, P.O.Mirajkey
35001	02/08/99	P2 A	01/8	2.43	1.00	15	10( 0)	M. Yousaf	M	30	Jhummat, Kingra Rd., Left Before Mehrajkey Chowk
35004	02/08/99	P2 A	01/8	2.43	1.00	3	3( 3)	M. Yousaf / Haji G. Hussain	V	30	Jhummat, Kingra Rd., Left Before Mehrajkey
35005	02/08/99	P2 A	01/8	2.43	1.00	3	3( 3)	M. Yousaf/ M. Riaz Foji	V	30	Jhummat, Kingra Rd. Left Before Mehrajkey
35006	02/08/99	P2 A	01/8	2.43	1.00	3	3( 3)	M. Yousaf / Aslam	V	30	Jhummat, Kingra Rd. Left Before Mehrajkey
21021	/ /	P2 A	01/8	0.00	1.00	5	0( 0)	Manzoor Ahmad / Habib	M	?	Jhummat, Addah Geguwala
21032	/ /	P2 A	01/8	0.00	1.00	7	0( 0)	Manzoor Ahmad/Abdul Majeed	V	?	Jhumat, Via Addah Begowal
21033	/ /	P2 A	01/8	0.00	1.00	7	0( 0)	Manzoor Ahmad / M. Saddiq	V	?	Jhumat, Via Addah Begowal
21034	/ /	P2 A	01/8	0.00	1.00	7	0( 0)	ManzorAhmad/KalidMehmood	V	?	Jhumat, Via Addah Begowal
05041	14/09/99	P2 A	/0	1.02	0.94	20	26( 30)	Karamat Ali	M	37	Sungiali, Near Meraj Key
34001	14/09/99	P2 A	/0	1.02	0.63	50	31( 42)	M. Aslam	M	48	Sayd Nial, Kingra Rd. Left From Merajke Chowk
05060	14/09/99	P2 A	/0	1.02	0.46	12	14( 14)	Latif	M	30	Sakna Sarobe, Kingra Rd.
21003	14/09/99	P2 A	03/1	1.02	0.43	45	23( 36)	M. Yaqoob	M	22	Sheikhpur, King Rd. Right from Bajra Ghari
20001	14/09/99	P2 A	/0	1.02	0.25	237	243(345)	Factory Unit	M	32	Peru Shah, Bhagowal-Merajke Rd.
20006	14/09/99	P2 A	/0	1.02	0.18	30	3( 3)	M. Saeed	M	?	Virk, 2km Bagowal near Govt. Mid. School
34006	14/09/99	P2 A	/0	1.02	0.11	32	27( 31)	Liaqat	M	30	Lasso Chak, Kingra Rd. left from Merajke Chowk