

**Elimination of Child Labour
in the Soccer Ball Industry in Sialkot, Pakistan
PAK/97/MO1/USA**

November 1997 - October 1999

Evaluation Report

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List of Abbreviations

ABES	-	Adult Basic Education Society
BLCC	-	Bunyad Literacy Community Council
CO	-	Community Organisation
CTA	-	Chief Technical Advisor
FEC	-	Family Education Committee
FIFA	-	Fédération International des Football Associations
ICFTU-		International Confederation of Free Trade Unions
ILO	-	International Labour Organisation
IPEC	-	International Programme for the Elimination of Child Labour
NFE	-	Non-formal Education
NPC	-	National Programme Coordinator
NRSP	-	National Rural Support Programme
PCC	-	Project Coordinating Committee
PoF	-	Partners Operational Framework
SCCI	-	Sialkot Chamber of Commerce and Industry
SCF	-	Save the Children Fund
SIT	-	Sialkot Implementation Team
SMC	-	School Management Committee
UNICEF	-	United Nations Children's Fund
UPE	-	Universal Primary Education
UTC	-	Umang Talemi Centers
VEC	-	Village Education Committee
WFSGI	-	World Federation of Sports Goods Industries

SUMMARY OF FINDINGS AND RECOMMENDATIONS

1. The US and SCCI funded ILO project is part of a larger effort to eliminate child labour from the soccer ball and other industries in Pakistan, involving UNICEF, SCCI and SCF under the Atlanta agreement signed in February 1997. It was initiated by the Pakistani sporting goods manufacturers who, following negative media coverage on child labour in the industry, needed to comply with the requirements of their international trade partners (Adidas, Reebok, Puma etc.) to produce without using child labour. ILO was selected by SCCI to monitor production for child labour based on the experiences from its project “phasing out child labour from the garment sector in Bangladesh”. This gave ILO the opportunity to start working with the manufacturers on the problem of child labour. By effectively preventing and removing child labour, the ILO project contributed to protect Pakistan’s soccer ball industry, with all the employment linked to it (32.500 households), from being internationally banned.

2. While ILO’s role under the joint agreement is to operate a workplace monitoring system (prevention and removal) and to provide social protection (prevention and rehabilitation), UNICEF focuses on the largely preventive measures of awareness raising and primary school improvement and enrolment. SCF undertakes social monitoring and concentrates on rehabilitating adult stitching family members through women employment activities and a savings and credit scheme.

3. Before the start of the project, soccer ball stitching was to a large extent a home-based family activity. 60% of the working children (and the working women) in Sialkot were involved in stitching. Apart from agriculture, the soccer ball industry was thus the largest employer of children. Compared with other children’s occupations in the production area Sialkot, it is one of the less hazardous and exploitative activities. To prevent and monitor the child labour problem in the soccer ball industry, the Atlanta Agreement proposed that home-based production of soccer balls was transferred to stitching centres (‘formalisation of the informal sector’). The positive results of the shift are that production is more efficient, piece rates have increased and workers are more aware of their rights. The critical effects of this shift were the reduction of women’s work and family income as well as the social change through more industrial labour relations.

4. The ILO project started in October 1997 and its 1st phase ends in October 1999. Its immediate objectives are (i) to prevent and progressively eliminate child labour through workplace monitoring, (ii) to provide social protection to the affected children and (iii) to strengthen the Pakistani government and NGOs to prevent and progressively eliminate child labour. The target group are children under the age of 14, working longer hours (full-time stitchers). At the end of the 1st phase, the project has reached the first objective of preventing and eliminating child labour in the stitching centres of the participating manufacturers. It is probable that more than the originally planned 7.000 full-time stitching children were removed as no mechanism is in place to differentiate between full-time and occasional stitchers.

5. Manufacturers' membership in the project's monitoring system is voluntary. 56 companies have joined and opened their centres to ILO monitoring. Their production represents 75% of Pakistan's total production capacity. The monitoring system is based on an internal component by the manufacturers themselves and an external component to verify manufacturers' information.

6. It was planned that the monitoring component would identify the working children and transfer them to the social protection component. This identification process proved to be difficult due to insufficient information provided by the manufacturers. As a result, the social protection component had to search for stitching children with the result that the majority of children covered by social protection are only incidentally the same as those removed through monitoring.

7. Under the social protection component, ILO/BLCC has made non-formal education available to over 5000 children in the Sialkot district. UNICEF's programme has provided additional NFE for 1000 children. The non-formal schools are highly appreciated by the parents and the community who tend to prefer them to governmental schools. Community participation in the running of the UTCs is building up. Other social protection activities (health care, savings and credit, mainstreaming, vocational training) have only taken off in spring 1999.

8. As summary of the project's impact, it is fair to say that those children who have access to NFE, those stitchers who found a job in a stitching centre and those contractors who are still operating, have benefited from the project. Those of the three groups who got excluded by the new system might, however, be worse off than before. Among the manufacturers, the benefits seem to be more for the large companies who manage to develop competitive advantages through 'ethical production and trading'. It remains to be seen and studied by the project whether international buyers value the efforts of Pakistani manufacturers and communities.

9. The evaluation mission recommends to continue the project, to strengthen its social protection component and to reinforce its developmental relevance. While the ILO and the other partners have been actively setting up social protection programmes (particularly non-formal education, but also primary education and income generation), these are far from sufficient. To provide coherent social protection for the large number of children and families affected by the formalisation of the industry and the monitoring (immediate objective 2), ILO and other partners have to mobilise additional resources. To identify the needs of the affected population, an assessment should be made at the start of the 2nd phase.

10. In the next project phase, emphasis should be laid on increasing the number of UTCs and on improving the quality of education through teachers' training and syllabus updating. The novelty and complexity of 'social protection and child labour' requires a stronger technical and conceptual input by ILO-IPEC. While UNICEF focuses in the coming 2 years on primary education for the 5-7 year olds, ILO will be in charge of covering the large group of 7-13 years olds with their particular education and pre-vocational training needs. In addition, the other

parts of the social protection programme need to be reconsidered and practical strategies need to be developed in cooperation with the local partner institutions.

11. In the 2nd phase, the project should seek to increase the contributions of the local and the international soccer ball industry to the social protection component. In addition to financial contributions, their involvement would be most useful in the area of (pre-) vocational training.

12. The project's refinement of the monitoring system during the 1st phase should be continued in the 2nd phase. Over the past year, the monitoring component has introduced changes towards a less prohibitive approach to child labour: now children are only removed from their work if social protection, i.e. NFE is in place. It has expanded its workplace monitoring to include more socio-economic data (women's needs), and it has re-introduced home-based stitching in monitorable micro-centres (467), providing work to over 2000 women stitchers.

13. The internal monitoring component needs strengthening through training, workshops or conferences involving manufacturers and contractors for increased sustainability of the system. Within the next project phase, the external monitoring component should be handed over to an independent institution with regular back-stopping and control visits by ILO or any other international institution with similar experiences. This should take place in close cooperation with SCCI and international industry bodies.

14. The child labour project(s) in Pakistan should be a driving force for ILO and UNICEF to engage in an information campaign to consumers in Western countries to explain the complexities of child labour with the objective to influence consumer initiatives for maximum benefits of working children. Such a campaign would highlight the importance of gradually phasing out child labour as compared to immediate removal of working children.

Introduction

The project for 'the elimination of child labour in the soccer ball industry in Sialkot, Pakistan' is executed by ILO and funded by the US Government's Department of Labour (755.744 US\$) and by the Sialkot Chamber of Commerce (195.744 US\$). Its immediate objectives are to prevent and progressively eliminate child labour from soccer ball stitching, to provide social protection to those affected by the monitoring, and to strengthen the Pakistani government and NGOs to prevent child labour. The project started in October 1997 and its 1st phase has come to an end in October 1999.

The ILO project consists of two components: workplace monitoring of child labour and social protection of affected children and families. It is part of a larger programme under the Atlanta Agreement signed in February 1997 by ILO, UNICEF and the Sialkot Chamber of Commerce and Industry (SCCI). As agreed among the partners at the start of the project, UNICEF and Save the Children Fund UK (SCF) operate in the areas of awareness raising, primary education, micro-credit (for women and families) and vocational training.¹

The Sialkot project has received a lot of international attention. One of the reasons is that it is linked to the world's most famous sport: soccer. From the start, the project was influenced by the dynamics that millions of consumers and their possible boycott of soccer balls 'Made in Pakistan' represent. With soccer balls being a multi-million dollar business for the Pakistan economy as well as for the international brands in the sporting goods industry, strong forces and interests are at work in this project. One of the major questions of this evaluation is in how far these forces work in the interest of the project's main target group: the children. The consumers' concern about production conditions being basically a positive phenomenon, it is important for all projects involved to ensure that these dynamics reinforce positive and reduce negative developmental effects.

ILO's monitoring system, in cooperation with the SCCI and its members, leads quite effectively to the prevention and elimination of full-time child labour in soccer ball stitching. With production shifting from homes to stitching centres, even those children who used to stitch to a small extent only, can no longer do so. It is the task of the partners under the Atlanta agreement to develop a comprehensive social protection program to ensure "that the elimination of child labour does not create new and potentially more serious dangers to the affected children or their families".

Many achievements were made by ILO-IPEC and other partners to the Atlanta Agreement and the past two years have been a learning process for all organisations involved in this project and in the process of preventing and eradicating child labour in general. This report attempts to highlight some of the lessons learnt for future refinement of similar project approaches.

¹ SCF received £ 964.000 for this project from DFID (9/97-3/01) and US\$ 200.000 from SICA/FIFA (2/98-2/00), while UNICEF had 200.000 US\$ for the 1st phase.

The report is organised in the following manner. Chapter 1 gives some background information on Pakistan, the problem of child labour there, the soccer ball market and the history of the project. In Chapter 2, the project design is recapitulated and assessed, while chapter 3 describes the ways in which both project components were executed. Chapter 4 evaluates the impact of project implementation on all target groups. As from Chapter 5, the reports outlines the mission's findings, recommendations and possible lessons learnt.

1. Background

1.1 *Child labour in Pakistan*

The main causes of child labour in Pakistan, and more particularly in soccer ball stitching, are linked to poverty, population growth and the weakness of the education system. When jobs are available and schools are not in place or of poor quality, it is quite natural for children to join the labour market.

More than half of the country's population, including 21.5 million children, is illiterate. Pakistan's education index is only 0.41 compared to 0.52 for the South Asian countries, 0.67 for developing countries and 0.96 for the world (Human Development Report, 1999). Many parents prefer their children to learn a skill, i.e. soccer ball stitching, rather than have them go to low quality schools, especially when schooling does not open any employment opportunities. Even when children enrol in schools, very many drop out before completing even primary school.

Unemployment is high, particularly in rural areas. Land holdings are such that only few families are able to depend entirely on agriculture. Most households have to engage in other activities to complement their income. Poor rural families do not easily see a correlation between attaining basic education and finding employment or earning income. Industries employing child labour are seen as an immediate and a future source of income, however undesirable.

Population growth is high in Pakistan with official figures indicating 2.9% and estimates exceeding 3%. Many families, particularly those involved in stitching, have large families of up to 8 children. At the lower income levels, it is extremely difficult for one adult to earn a sufficient income for the usual large family. This is particularly true in soccer ball stitching which is poorly paid compared to other employment opportunities.

1.2 *Soccer Ball Stitching in Pakistan*

Soccer ball stitching started in Sialkot, Pakistan as early as 1906 when the first manufacturer started to produce leather balls.



The sporting goods industry (mainly soccer balls) is of major importance to the country with exports amounting to 383 million US\$ in 1997/98 (Trade Time July

1999). This corresponds to roughly 36 million balls.² In the Sialkot district, which is one of the more prosperous of the province and of the country, 16% of all households are involved in stitching – a total of about 32.500. About 10% of the Sialkot male labour force relies on stitching for earning a living. Out of the female workforce in the district 66% are involved in stitching, indicating the importance of this sector, particularly for women ('Women Stitching Centres-Exploring Avenues', SIT, Sialkot Child Labour Project , August 1999).

Similarly, more than 60% of the working children in Sialkot (without agriculture) are engaged in soccer ball stitching. According to a 1996 survey by the Government of Pakistan and the ILO, the number of children involved in full time and regular stitching is about 7.000. According to the SCF baseline data from 1997, the total number of children involved in stitching is about 19.000 ('Social Monitoring Report', January – March 1999, SCF).

Other sectors providing job opportunities to rural families and their children are surgical instrument production, brick kilns and the local leather industry. In addition, girls work as domestic servants and boys find work in roadside hotels and cafes (where sometimes sex with adults is expected). Among these activities, home-based soccer ball stitching is the least exploitative activity ('soft work' as SCF calls it). Soccer ball stitching is not a hazardous activity unless – like many other rather monotonous activities - it is done for very long hours (e.g. Repetitive Strain Injury). In Sialkot, due to the low wages, needy families including their children used to work long hours, but working at home, stitching was often done intermittently with other activities.

Some 25 years ago, the stitching of soccer balls took place in factories; taxation laws and trade union activity have been among the factors that led to a radical sub-contracting system where manufacturers have only a minimum of workers on their payroll. Since then, soccer ball stitching has been a home-based activity, executed intermittently with other activities (household, recreation, school), providing additional income to the families.

Children contributed on average 23% to the family income ('Voices of Children', 1997, SCF). According to field workers and SCF research, no bonded labour is involved in soccer ball stitching. Children stitched and did other work (harvesting etc.) as part of the family's activities. Children of all ages were involved; the very small ones (5-6) did some waxing of threads, the 8 to 9 year olds did some first stitching, while the ideal age to learn the skill is - according to a stitcher/contractor - from 10 to 14 years. Getting to perfection takes supposedly about 10 years of practice and learning. The skill of stitching is thus passed on from parents to children like in other vocational trades.

Before the start of the project, there used to be no difference in pay to children, women or men for equal quality. However, according to contractors and

² If a full-time stitcher can produce about 1000 balls per year, a minimum of 36.000 workers is directly involved.

manufacturers interviewed during the mission, children are not able to produce high quality balls. They would contribute by doing a part of their parents' ball only.

Due to the piece rate payment system, it does not make a difference for the manufacturer who produces the ball as long as the quality is satisfactory. It is therefore unclear in how far child work in stitching reduced production costs for the manufacturers. It needs to be seen whether in the absence of child labour, adult workers will be able to obtain higher piece rates and to share more of the added value with the manufacturers.

While parents in Sialkot appreciate the improved schooling facilities for their children by the project, and prefer to send their children for education, an awareness of any wrongdoing by involving children part-time in soccer ball stitching could not be observed.

1.3 The ban on Child Labour in the Soccer Ball Industry

Pakistan supplies 70% of the world market demand for soccer balls. Large brands of the sporting goods industry like Adidas, Puma, Reebok and others have stable trade relations with Pakistani manufacturers for 20 years and more. In 1996, the company Nike newly entered the soccer ball sector and introduced its code of conduct including the 'child labour – free' concept.

The issue of child labour in Pakistan had first been raised in 1993 by the American Federation of Labour-Congress of Industrial Organisations, an affiliate of ICFTU, with the result of the withdrawal of tariff preferences (GSP) for the import of certain products in the US. It was followed 1995 by a complaint from ICFTU to the EU. The first Pakistani export sector that was affected by an 'anti-child labour' campaign, was the carpet industry in 1995.³

With the impending 1998 Soccer World Cup, the fear of a consumer boycott put the international importers and the soccer ball manufacturers under intense pressure. Manufacturers had seen the Pakistani carpet industry go down, because it had not reacted in time. To protect their businesses and the industry as a whole, they signed the Atlanta Agreement in February 1997. After studying in 1997 the ILO's child labour monitoring system in the garment industry in Bangladesh, SCCI selected ILO for its monitoring component.

The ILO project started in autumn 1997. ILO sub-contracted the social protection component to a national NGO, BLCC, and set up a monitoring system applying the Bangladesh example. The system consists of an internal monitoring operated by each manufacturer and an external monitoring executed by ILO. The logic behind the monitoring system as expressed in the Atlanta Agreement is to inform on (i) the transfer of production of each

³ Information published by 'The Future', Newsletter on Child Labour, April, 1999, p. 10. March 99, Child Labour Unit, Ministry of Labour, Manpower, and Overseas Pakistanis

SUBLIME company in Sialkot has been supplying ADIDAS for the past 25 years with hand-stitched soccer balls. Before the project started, SUBLIME's contractors took the material (hexagons made of laminates) to the villages and homes for stitching. Now, SUBLIME operates 14 'monitored' stitching centres, 4 for women and 10 for men, managed by 14 of the formerly 120 contractors.

participating manufacturer to the stitching centre and (ii) whether working children were found there. To make monitoring feasible, manufacturers shifted production from the homes to registered stitching centres.

Even though participation in the project is voluntary, most manufacturers are nowadays requested by their Western importers to provide proof of their participation. This has resulted in a large number of manufacturers joining the programme. At present, different types of trade arrangements can be observed in the Pakistani soccer ball industry. In the range of medium to high quality balls, trade partners have long term contracts with 6-monthly forecasts. A small percentage underlies 'fair trade' arrangements where stitchers are paid double price (Rs. 58 or 1.10 US\$ per ball), and are provided with day care and schooling. For lower quality balls, orders tend to be very flexible and spontaneous.

Exceeding the regular fluctuations of the soccer ball business before and after international soccer events, business has been low for Pakistani manufactures in 1998/99.⁴ The present impression is that while Pakistani manufacturers invest in complying with the 'ethical trading concerns' of the big brands, only few importers have increased the prices; according to the SCCI, some importers, among them the biggest, Adidas, seem to have decreased prices and shifted part of their purchase to cheaper countries of origin such as India, Vietnam and China where no such child labour project is yet in place.

However, it is the wish of the manufacturers in Pakistan, particularly the larger ones, that the industry's 'code of conduct' as adopted by the World Federation of Sporting Goods Industry (WFSGI) will soon be equally applied to all producing countries. Pakistani manufacturers would then have a competitive advantage through their present investments in the process.

2. Validity of Design

- *project planning*

At the project formulation stage, due to time pressure, the needs in the district were not sufficiently assessed. The primary target group, the children and their families, as well as the contractors and sub-contractors as important intermediaries, could not be consulted before the start of the project.

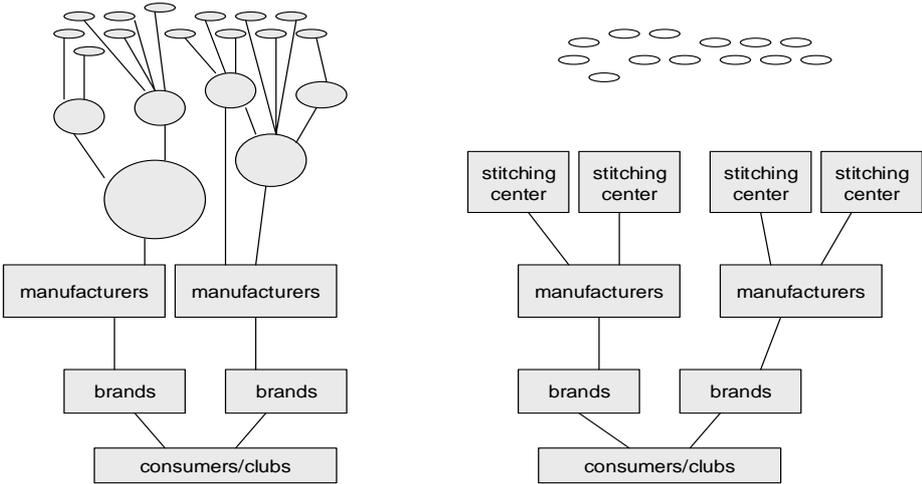
A budget of 300.000 US\$ for social protection activities was calculated on the estimated 7000 full-time stitching children. This allowed the project to start social

⁴ Pakistan's sporting goods exports have decreased from 383 million US\$ from 6/97-98 to 256 million US\$ in 6/98-99 and from a volume of 36 million to 25 million soccer balls in the respective period.(Trade Time July 1999, ILO and SAGA Company information)

protection activities, but it turned out to be not sufficient to cover all those affected by the monitoring component.

The Atlanta Agreement required the industry to be completely restructured, from an informal home-based cottage industry, providing income in the villages, to a more formal, structured, centre- or factory-based industry with more industrial labour relations. Some manufacturers had started this process already before the project. The diagram on the following page visualises this process of the 'formalisation of the informal sector'. This formalisation had a number of advantages, particularly in the fields of industry efficiency and workers' rights. On the other hand, the shift has withdrawn some income earning opportunities from the villages, it has removed not only children but also many women from their stitching work, and it reduced the total number of stitchers through productivity gains. Not everybody who used to stitch before at home, found a job in one of the stitching centres. The assessment of the possible impact of this major change by SCF did not find any visible entry into the ILO project documentation.

Diagram 1: Supply Chain of the Soccer ball Industry, Sialkot, Pakistan before and after the industry's shift



- *project documents*

The project planning documentation consists of the

- project document covering the ILO intervention funded by the US Department of Labour, complemented by the ILO/BLCC agreement and the ILO/SCCI agreement,
- the Atlanta Agreement signed by SCCI's Steering Committee on Child Labour, UNICEF and the ILO, and
- the Partners Operational Framework which specifies the activities and responsibilities as outlined in the Atlanta Agreement.

The project document (see summary p.7) lists a large number of target groups/ direct beneficiaries. This involves the risk of lacking focus in project implementation about who the main beneficiaries of the project are.

The Atlanta Agreement and the Partners' Operational Framework, each with slightly different objectives ⁵, do specify the target group by stating that the project will address child labour under the age of 14, in soccer ball stitching, with children not enrolled or dropped out of primary education, working long hours, and with work interfering with their education and being detrimental to their physical, social or moral well-being and development. Unfortunately, no mechanism has been elaborated by the programme partners to identify this particular target group.

The project document does not elaborate on activities envisaged for social protection under immediate objective 2. The social protection activities are - under different immediate objectives - explained in the special agreement with the sub-contracted executing NGO. According to the mission, a more consistent project documentation could have helped in the execution of the highly demanding social protection component. The elaboration of a coordinating mechanism between the two components before the start of the project would have helped too.

Hardly any activities are mentioned for immediate objective 3. Nevertheless, the project managed to build capacity in the SCCI to deal with the problem of child labour. Other local partners either never joined the project (Pakistan Bait-ul-Mal) or were not open to systematic capacity building.

The project documents do not formulate any assumptions or risks. Yet, according to the project staff, several hidden assumptions had been made when designing the project:

- *“the manufacturers are able/willing to provide list of working children to be removed and protected”* while experience has shown that either they did not know their supply chain in detail or they were afraid of admitting child labour in their products;
- *“all stitching children have no schooling”* while 58% do have some schooling but dropped-out or work part-time;
- *“adults are available in the families to replace stitching children”* while in most cases, all family members are already involved in some income-earning activities. The indicators in the project documents hardly express clear-cut targets to be reached by the project against which this evaluation could measure the achievements.

⁵ The Atlanta Agreement states as the immediate objective 1 'to assist manufacturers seeking to prevent Child Labour..' while the POF puts 'to prevent and progressively eliminate child labour..'

Table 1: Logical Framework Matrix of Project Document (including amendment ILO-BLCC 3/99)

Overall Objective		Target Groups	
Strengthen the role of the Government of Pakistan, the business community in Sialkot, the NGOs and other institutions to eliminate child labour practices		Manufacturers, sub-contractors, workers, stitching children under age of 14, their siblings, their families, SCCI members, executing NGOs, Sialkot government officials	
Immediate Objectives	Outputs	Activities	Indicators
1. To prevent and progressively eliminate child labour in the manufacture or assembly of soccer balls in Sialkot district and its environs	1.1 To have an external monitoring system in place after 3 months 1.2 To have an internal monitoring system starting 1 August 1997, first 6 months 1.3 Internal monitoring system in place, second 6 months 1.4 Internal monitoring system in place, last 6 months 1.5 External Monitoring 1.6 Reporting to PCC	1.1.1 To have recruited 15 monitors 1.1.2 To have trained 15 monitors 1.2 To have manufacturers produce list of contractors, stitchers, children, production capacity, 25% stitching units 1.3 To have manufacturers produce list of 50% stitching units 1.4 To have manufacturers produce list of 100% stitching units 1.5 plan and carry out visits to stitching units 1.6.1 To computerise data 1.6.2 To report to PCC	quantitative - no of child workers withdrawn from workplaces; no of children prevented from entering into work - % of participating workplaces - no of employers reached through awareness raising activities
2. To provide appropriate protection to children and families affected by the Prevention and Monitoring Programme	2.1 185 classes established for 35 children and 10 adults each (awareness raising, mobilisation and counselling, group formation, non-formal education, recreation, health services, main streaming, training, savings/credit)		quantitative - 7000 children and 1800+ adults - % NFE drop-out rate - No and level of children mainstreamed into formal education and drop out rates - % of participating families - No of families requesting assistance for children - No of adults taking on additional economic activities qualitative - progress in educational performance enrolled in NFE - improved health and nutritional status of children
3. To strengthen the capacity of governmental and non governmental organisations to prevent and progressively eliminate child labour	- identical to the immediate objective	-	quantitative - no of additional initiatives undertaken by district administration and communities to combat child labour

- *monitoring and social protection*

In the Sialkot project, ILO has opted for a parallel monitoring and social protection approach. Experience from the 1st phase has shown that this approach carries the risk of removing children first, while social protection is not yet in place. This shows in the sequence of ILO and other partners' activities as outlined in table 2.

Originally, the removal of the children from the industry was meant to take place in a 'planned way' (p.5, pro.doc). However, through the manufacturers' speedy process of taking production from the homes to registered 'monitorable' centres at the start of the project, children were automatically and instantly removed. At that time, social protection activities were not yet operational. Since monitoring began, ILO staff has only found a total of 190 children in the manufacturers' stitching centres (see table 2). All other children of the estimated 7.000 full-time stitchers could not be identified and therefore not be transferred to social protection activities.

The parallel approach of monitoring and social protection might be more useful in circumstances where either industry pressure is less strong or safety and health risks are such that children need to be removed immediately irrespective of the social cost. The market dynamics which forced the manufacturers to transfer production quickly, might have surprised project planners.

- *sectoral approach*

The Atlanta Agreement states as its second goal the elimination of child labour in other local industries and the project document (pro.doc. p.4) mentions that monitoring the soccer ball industry could be an entry point to later on remove children from other, more hazardous occupations, such as in surgical instrument production (metal dust), carpet production (wool dust), tanneries (toxic material) and brick kilns (weight, dust). Correspondingly, ILO has been able to launch projects to prevent and eliminate hazardous work by children in the carpet and the surgical instrument industry.

It was unfortunate that the cooperation with the manufacturers and the communities in Pakistan could not start with a more hazardous trade first. While many families welcomed their children's access to education through this project, many may not appreciate the fact that their work is taken away from the homes, and that their children are not allowed anymore to stitch with them, while more hazardous jobs are still open to them.

Table 2: Sequence of Implementing Sialkot Project and Programme Activities

Activities *	10/97– 4/98	5/98 – 10/98	11/98 – 4/99	5/99 – 10/99	11/99 -
ILO Components (since Oct/Nov 1997) Monitoring: <ul style="list-style-type: none"> Manufacturers' production monitored Shift from home-to centre-based stitching children identified in stitching centres reduction of women labour new women stitching centres new village-based centres Social protection: <ul style="list-style-type: none"> UTC openings Health service: <ul style="list-style-type: none"> checks of pupils first aid training Recreation Vocation. training Savings + Credit 	→→→→→→→→ 24 -28 -19 -24 -2 -3 -17-11 -21 -8 -18 - 1 -1 -2 -6 -1 -2 -1 -0 -1 -1 →→→→→→→→	25% 75% 100%			
UNICEF component (since April 1998) <ul style="list-style-type: none"> awareness raising education <ul style="list-style-type: none"> teachers' training 60 schools to be improved non-formal educ. Universal Primary Education (UPE) 		-----	-----		-----→2001
SCF component (since 1996) <ul style="list-style-type: none"> research/publicat savings/credit program by NRSP education program by SUDHAR <ul style="list-style-type: none"> vocational training school improvement teacher training activate SMC women stitchers employment program by BAIDARIE 	----- -----		-----		

* information on the different organisations' activities provided by their field staff

3. Implementation

3.1 Project management

- *at ILO level*

During the first 8 months of the project, an international expert flew in from the ILO-IPEC's Bangladesh project once a month. According to the local project staff, he implemented some initial training of the monitoring team, set up a data base and reported monthly to the Project Coordinating Committee (PCC). His approach to monitoring focused on the removal of children, and monitors behaved like inspectors rather than counsellors. ILO-IPEC quickly recognised the insufficiency of this project management arrangement and appointed a full-time international expert in April 1998.

With the arrival of the full-time expert in May 1998, the monitoring approach was softened. Under his management, a functional data base was set up, the monitoring approach evolved to a more holistic one looking beyond pure workplace monitoring, and a credible (daily random selection of centres to be monitored, neutral staff), competent (counselling capacity), and widely accepted monitoring team (by manufacturers, international buyers, stitching centre managers, stitchers), covering an increasing number of soccer ball manufacturers, was built up (see Annex 1).

The tendency towards a less technical and more developmental approach in monitoring was reinforced further by the recommendations of the mid-term evaluation in November 1998. It was clarified that any children identified at a centre ought to be allowed to continue working there if social protection, i.e. non-formal education, was not yet in place. Furthermore, monitors got better informed about the social protection component so that they could operate as counsellors rather than as inspectors only. The project's unintended adverse effects on women were addressed as well, for example by allowing for the monitoring of village-based women centres.

In the social protection component, executed by BLCC, a stronger leadership role by ILO through technical and conceptual inputs would have been desirable from the start. Such leadership has to be given a structure in form of coherent agreements with partner organisations, sub-contractors and staff.

- *between ILO and BLCC*

In the 1st phase, the two project components - prevention/monitoring and social protection - have been two largely separate operations. Attempts by the international expert to assist in planning social protection activities was perceived by BLCC as excessive control over its work. Cooperation between the ILO project staff and BLCC was not sufficient. The ILO's monitors were, for example, not allowed to visit BLCC's non-formal education centres. ILO monitors and BLCC counsellors, though being in the same building, have not enough working contact with each other. Much more mutual information could be exchanged between BLCC counsellors and ILO monitors. One of the reasons given by BLCC for the

separation of BLCC counsellor and ILO monitors is the very different pay scale of both staff groups (ILO Rs. 12.000 vs. BLCC Rs. 5.000).⁶

BLCC is based in Lahore, and so is its project coordinator for the Sialkot project. This makes coordination obviously more difficult. The BLCC Coordinator visits Sialkot twice a month for briefing and planning with the two field managers in Sialkot. The mid-term review in November 1998 had recommended to transfer the BLCC project coordinator to Sialkot. Instead one of the field managers was promoted. There has been continuous concern about BLCC not preparing or delivering workplans. It appears that a satisfactory arrangement for cooperation has not yet been reached. Any successor agreement with BLCC in the 2nd phase will have to give clear responsibility and leadership, including for the social protection component, to ILO.

3.2 Prevention and Monitoring component

Participation in the project is voluntary for the Sialkot soccer ball manufacturers. The SCCI charged Rs. 100.000 (~ 2.500 US\$ in 1997) per company as an entry fee and contribution to the project's costs. Recently, this amount has been reduced to Rs. 25.000 to also attract the smaller manufacturers as well.

So far, 55 manufacturers have joined the programme. They represent more than 75% of the Pakistan's soccer ball export production. Out of these, 35 companies have transferred all their production to registered stitching centres monitored for child labour by ILO. If no child is found working there for several months, the manufacturer is classified in category A. Those who have not yet transferred all production to centres but are otherwise not using child labour, are in category B. The C category is for manufacturers who have asked ILO to stop monitoring. Recently, the ILO in cooperation with the SCCI has published lists of manufacturers in category A and B to the international buyers.

At present, there is a slump in the market demand for soccer balls, not unexpected after a World Cup. It is to be seen whether stitching remains fully within centres when demand rises substantially.

• Internal monitoring

The project's strategy was based on the idea that during the first months the manufacturers would provide information about the full-time working children to the project so that the social protection component could follow up. This identification did hardly take place for two major reasons:

- manufacturers knew little about their supply chain (as illustrated in the diagram above). It was the contractors' and sub-contractors' network of stitchers in the villages.
- the overall atmosphere under the threat of the ban was such that no manufacturer would admit that he or she had ever used child labour.

⁶ The social protection counseling being at least as demanding as the monitoring work, this difference in pay is not justified.

Without their identity being known to the project, children - whether full-time or part-time stitchers, whether in schools or not - were removed from work through the process of shifting production to stitching centres and the control exerted by the contractors in charge of these centres. Contractors were instructed by the manufacturers to make sure that no children were involved anymore.

According to the project staff, it has become clear in retrospective that contractors - many of them are stitchers themselves - should have been more actively involved in the monitoring component.

After stitching centres were established, the internal monitoring of manufacturers started to provide the ILO with information on their respective contractors, stitching centres, names of stitchers, annual production targets and expected number of stitchers necessary to fulfil this target (see Annex 1).

There are 5 types of stitching centres: <ul style="list-style-type: none">- manufacturers' centres (30-300 workers)- male stitching centres (30-300 workers)- female stitching centres (30-50 workers, one with 300 workers)- combined men and women centres- female village-based stitching centres (with at minimum 3 stitchers)
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Apart from feeding data to the ILO's monitoring system, this internal monitoring has had numerous positive effects on the companies' management, particularly of the supply chain (see 4.2: better product quality, less material loss, more professional contractors). To a certain extent, it has also forced manufacturers to open their eyes on labour practises in their industry, including child labour, which used to be of no interest to them.

On the other hand, manufacturers just like parents are of the opinion that child involvement in soccer ball stitching was rarely harmful, and that the home was the place for apprenticeship. Manufacturers are worried where the skilled labour will come from in a few years from now. So far, most soccer ball manufacturers have not taken on the responsibility of systematically contributing to youth vocational training.

- **External monitoring**

The internal monitoring information received by the ILO project from the manufacturers is fed into the computer where the software, specifically designed for the purpose by the international expert, randomly selects the stitching centres to be monitored by the monitors (4 women, 9 men) each morning. Seven ILO monitoring teams of two staff members each carry out the external monitoring visits.

a) evolution of the monitoring system over the past 2 years

The external monitoring is designed to independently verify the information provided by the manufacturers. It focuses on two main aspects:

- % of a manufacturer's production shifted to registered stitching centres,
- number of children found working in these registered stitching centres.

The monitoring system is oriented to ultimately include the total production of all Pakistani manufacturers and to confirm that their production takes place without the use of child labour.

Monitoring started as a very quantitative and control-based process. In March 1999, when all production of participating manufacturers was supposed to be transferred to the stitching centres (see table 2), the monitoring extended its scope by also checking production outside of the registered centres. It thus moved further from strict registered workplace monitoring to more area-based monitoring including social aspects. In this process, the ILO monitors identified about 120 unregistered centres of participating manufacturers. The manufacturers explained that either they were not aware of these centres as they were newly opened by their contractors, or the centres were of experimental nature. Most of them got registered, once project staff explained the potential risk for the credibility of the monitoring system.

In July 1999, monitoring started to check the identity of stitchers outside the centres and of manufacturers outside the programme. 28 manufacturers were found who are not yet part of the project. However, the ILO team expects a wave of applications for project membership before the 31. October 1999. This is the deadline given by FIFA when all production has to be in monitored centres to avoid being banned.

b) positive effects

The process of moving production to stitching centres for external monitoring has had a number of positive effects on the workers, the manufacturers and the industry as a whole:

- product quality has improved and wastage is reduced,
- stitchers are more aware of wage rates and labour rights,
- workers have more direct contact with the manufacturers,
- manufacturers are more aware about their workers,
- the supply chain is shortened,
- productivity has increased,
- the rate per piece has increased by 10-15% (manufacturers claim 30-70% which could not be confirmed by the stitchers), and
- some few manufacturers are now providing health and education facilities to their stitchers.

c) critical effects

One of the major effects of the monitoring system as outlined in the Atlanta agreement is that a home-based activity into a centre-based activity (see diagram 1), and thus, a family activity was turned into more of a men's activity (see table 3).

Banning stitching from the homes meant that, in addition to the children, a large number of women have no access to stitching anymore. Thus, the family income in the villages went down. According to the example given by a stitcher interviewed by the evaluation mission, his family used to produce up to 9 soccer balls per day (x Rs. 27 = Rs. 243) when stitching intermittently at home, while he as a single parent in a stitching centre can do 3 to 4 balls (x Rs.31 = Rs.93 -134). Due to household and family duties, his wife cannot leave the house for work.

Even though wage rates have gone up in the centres, the increase does not seem to be enough to compensate for the loss of income of children as well as women in

many families. Against the piece rate increase of about Rs. 4 in the centres, workers incur additional costs (and time) for travel as well as for food. In addition, workers face the risk of travelling to the centres at personal expense to find that there is no work for them that day.

According to the results of SCF's Participatory Rapid Appraisal Exercise, especially women see the changes as critical. Their view of the situation after the industry shift is that

- work load was reduced by 25-50% and wages have decreased by about 50% to Rs. 10-12 per ball,⁷
- the number of meals per day has reduced in stitcher families,
- many girls now await their marriage, as they do not earn enough money for the dowry, and
- purchasing power has decreased due to low wages and reduced work ('Social Monitoring Report', SCF, 1999, p.22).

The project has managed to partly reverse the reduced participation of women in soccer ball stitching by opening women stitching centres (mainly young and unmarried women) and village-based stitching centres since March and July 1999, the latter under the condition that all children are enrolled in school (see table 2). In addition, it has become the policy of some buyers, e.g. Adidas, to ensure that a certain percentage of their supply is produced by women. However, some of the larger manufacturers are strongly opposed to ILO's re-introducing village-based stitching centres, putting forward that monitorability and credibility of the system cannot be ensured.

Table 3: Number of male and female stitchers in monitored centres as of 31. October 1999

Type of Centre (not all active)	No. of Centres	No. of Stitchers
Total Number of stitching centres	1,098	19,745
Total Number of village-based Centres (with minimum 3 women)	467	2,084
Total Number of large & medium women centres	64	1,219
Total Number of combined centres where male and female are in the same premises but different rooms	23	937

* information from project data base

In terms of social cost, the village family routine has changed. Under the home-based cottage industry structure, both parents worked at home most of the time, and alternated work with other chores, as well as with looking after the children. Under the centre-based structure, there is possible separation of one or both parents from their children during the working day. A more 'industrial' division of labour between men and women is the result.

At the start of the project, when monitoring was mainly controlling the presence of children, stitching families viewed monitors as a threat to their livelihood. With monitoring

A boy of 13 never went to school and started stitching when he was 9 years old. Since child labour monitoring was introduced, he sits at home and waits to be 14 so that he can continue stitching. Some of his friends found work in the surgical instruments industry or as street vendors.

⁷ Women (and possibly children) stitching at unregistered homes were exploited in terms of reduced wages.

becoming more caring, monitors are more welcome now. However, the international pressure behind the project have caused a slightly evasive atmosphere in Sialkot. In the presence of the evaluation team, people did not want to talk about children working: manufacturers seemed apprehensive of the media, contractors are under pressure by manufacturers, and stitchers are aware of the contractors' control.

Apart from the loss of family income and the social changes, the monitoring component's success of completely removing children from soccer ball stitching bears several potential risks for the children: some might have to find alternative sources of income, others still have no access to schooling and sit idle (see text box above) and yet others seem to continue stitching but in a hidden and, therefore, more exploitative form than before. It is necessary for the ILO and other partners including the Government of Pakistan and the NGO community to look into their situation and take effective action to ensure that they all benefit from the project intervention.

On the manufacturers' side, the monitoring has led to a short-term increase in production costs (setting up stitching centres, higher piece rate). This affects their competitiveness, particularly with regard to the lower quality promotional balls where price competition does not allow for any increase. One manufacturer explained that promotional balls cannot be produced in stitching centres due to the cost factor, indicating that lower price production is still done outside the monitoring system.

3.3 Social protection component

The social protection program was conceived to prevent further child labour in soccer ball stitching as well as to rehabilitate children removed from stitching. It was supposed to provide non-formal education, counselling, health services, and pre-vocational training to children and youth, and arrange training for income generation and a savings and credit facility for adults. Younger children were to be mainstreamed into formal schools and children at employable age into the labour market. It was foreseen in the project document to 'build up viable income replacement mechanisms' in Sialkot district to make up for income losses through child removal from stitching.

In the 1st phase, the social protection component consisted mainly of non-formal education (see table 2).

- *non-formal education (NFE)*

The project document suggests to set up 15 clusters in the Sialkot district where non-formal education, health services, vocational training and savings and credit facilities would be made available to the identified children and their families. According to the executing NGO, BLCC, this set-up was not appropriate because villages were too far apart. Instead, by September 1999, BLCC had opened a total of 176 non-formal education centres (UTCs) in about 130 villages. The other social protection services were supposed to be delivered through this NFE structure.

Unfortunately, this strategy change was never really documented. In March 1999, the agreement between the ILO and BLCC was amended in order to use the budget according to the new set-up.

When lists of working children could not be provided by the monitoring components, BLCC had to go area by area to select possible sites for setting up UTCs. The identification and selection process took therefore much longer (2-12 months) than originally foreseen (2 months). The following criteria were identified for setting up a UTC in a village: the intensity of stitching in that place, the availability of a teacher, the accessibility by BLCC counsellors, the interest shown by the community and/or the existence of stitching centres. BLCC was under increasing pressure to rush with the setting up of schools. The SCCI, for example, was apprehensive of negative publicity, since children were already removed from work. The first UTCs were set up early 1998, about 150 were there in December 1998 and the last 30 were opened in May 1999. The project thus managed to provide schooling for over 5000 children in about one and a half years time.

Based on the initial organisation of Family Education Committees (mothers) and Village Education Committees (community), the UTCs had no problem in filling their classes. Children and parents in the selected village prefer the UTCs to the government schools because of serious shortcomings there: lack of teachers, teachers' absenteeism, longer hours, beating, uniforms etc. According to UTC teachers' information, children even changed from the government school to the UTC. The children attending the UTCs are of all age groups (6-14). In some UTCs, they run two classes to accommodate the different levels. Pupils are invited to bring their younger siblings so as to prevent them from working as well.

As compared to the government school, attendance by pupils in UTCs as well as involvement of parents and parent-teacher interaction is high. The teachers seem to be friendly and supportive with the children. Drop-out children are contacted by the FEC who tries to re-integrate them. The parents highly appreciate the existence of a UTC in their village.

Regarding the quality of education in the UTCs, further teachers' training is needed in the 2. phase. As outlined in the special evaluation report on the basis of visits to 50 of the UTCs, the standard of education is still quite low. In a few cases, teachers' test results were not much better than the children's (see evaluation report UTCs, 9/99 by Ather Maqsood Ahmed). Out of the 176 teachers, 162 are women and 14 are men. According to BLCC, the educational level of the teachers is as follows: 142 teachers have the matriculation (10 years schooling), 28 have an F.A. (10 years schooling + 2 years college) and 6 have a B.A. or M.A. (10 years schooling + 4 or 6 years college/university).

Furthermore, in the 1st phase, UTCs were supposed to teach the normal 5 years of primary school within two years. This was thought to be possible due to the more systematic and regular teaching at the UTCs. However, according to BLCC's experience of the past two years, the period should be extended to 2.5 or 3 years. Furthermore, UTC teachers are now using the Governmental school syllabus which is outdated, and which is particularly unsuitable for school years 4 and 5. In

the 2nd phase, ILO, BLCC and UNICEF in cooperation with the Ministry of Education should seek to develop appropriate syllabus.

In setting up the UTCs under time pressure, the methodology of first forming the VECs was not always followed. Some of these committees were put together with the help of village influentials, and instead of the VEC arranging for a teacher, it was the teacher who helped to put together the VEC. Therefore, the broad community representation and oversight, as desired, is still missing in many UTCs. If not tackled in the 2nd phase, this would hinder long term sustainability of the schools. The project staff has elaborated the outline of a strategy for increasing community participation by linking the VECs and FECs to the project's credit component.

According to BLCC, 85% (4300) of the present 5071 learners are/were involved in stitching. No information is available on whether they were stitching longer hours before (see target group definition in PoF). Due to the identification problem, the UTC children are only incidentally the same as those removed by the monitoring component. Assuming that a) the monitoring affected only the full-time stitchers, and b) all children in UTCs were full-time stitchers, only 60% of the 7000 full-time stitchers (ILO/GoP survey 1996) were included in the NFE programme. In reality, both assumptions are highly unlikely: a) monitoring affected all children working in soccer ball stitching, whether full-time or part-time, and b) children in the UTCs are either part-time, full-time or non-stitchers. The number of children affected by the monitoring and not covered by social protection is therefore much higher than outlined above.

In addition, UTCs exist in less than 10% (130) of the roughly 1600 villages in the Sialkot district. Even if these are the villages with a high percentage of stitching activity, regionally only a small part of the affected children have access to UTCs.⁸

The mid-term review in November 1998 emphasised that besides NFE, the other parts of the social protection component urgently needed to take off. Various activities were thus started in spring 1999. Referring to table 2, a time lag is apparent between the removal of children and women from work (first 6 months of project), and the provision of social protection apart from NFE (last 6 months of project).

- *Health*

The health component started in spring 1999. It consists of two activities: first aid training to UTC teachers and medical check ups of children by a doctor from a Sialkot children's hospital (Al Khidmat). There is no provision of health services/treatment under this health component. According to BLCC, the average amount available for health care under this project is Rs.40 per child. An ambulance, based at the Al Khidmat hospital has been donated by SCCI, but its

⁸ In addition to the NFE for 1000 children, and with less direct impact on stitching children, UNICEF assisted 244 out of the total 1943 Government schools and SCF/Sudhaar 150 to improve infrastructure and quality of teaching. SCF/NRSP gave loans to 82 community organisations with a total of about 3600 members.

relevance to this health component is not clear. It appears that the health component approach needs to be concretised at the start of the 2nd phase.

- *Credit*

As yet, 11 groups of 5 female members each, in 5 villages have received loans of a total amount of Rs.584.000 (~10.000 US\$). The programme is for women only. The interest rate is lower (18%) than the 22% applied by the other programme partners SCF/NRSP. NRSP disbursed about Rs.80 million (~1.5 million US\$) through mixed community organisations (CO) in high concentration stitching areas, and is the main provider of credit facilities in the district. To avoid overlapping and confusion of the clients, it would be advisable to either coordinate closely or to concentrate the credit facility on the most competent institution in this field, NRSP. The redesign of partners' agreements at the start of the 2nd phase will open the door for new partnerships.

- *Vocational training*

In one village per each of the seven zones of Sialkot district, a training centre with 6 sewing machines has been set-up, in spring 1999, for girls from the UTCs and their mothers from FECs. At present, 102 trainees aged 8 years and above have access to the facility. They receive training in sewing and tailoring. There is no vocational training for boys as yet. Also here, a more systematic approach is needed for the 2nd phase. The project staff has developed first ideas on the matter.

- *Mainstreaming*

It was planned to mainstream children from UTCs into the formal schooling system of private and government schools. This worked only to a limited extent (400 children) since

- the age of the UTC children (7-12) does not correspond to the formal grades in government schools,
- there is no incentive for children and parents to shift to Government schools because UTC are often closer by, more child-friendly and cheaper.

A coherent approach of how and where to transfer the children of different age groups during or after completing the UTC still needs to be worked out. The ILO project staff has already developed a strategy for mainstreaming which should be refined and applied in the 2nd phase .

Mainstreaming youth into jobs has not yet started. However, BLCC has approached some of the soccer ball manufacturers to 'adopt' one or more UTCs. This might be one way of opening employment opportunities to older children.

3.4 Coordination with partners

A project coordination committee (PCC) and the Sialkot Implementation Team (SIT) are in charge of coordinating and monitoring the progress made by the different components of the Atlanta agreement at headquarters and field level. Members of both bodies are UNICEF, SCF, NRSP, SCCI, ILO and BLCC. With the exception of SCF, the organisations' representatives are the same for both bodies. This limits their potential as forums of exchange between Headquarters and field level. As no agency has the overall lead over the programme, decisions

by these two bodies are not binding. However, in terms of mutual information and coordination they are valuable structures for the overall programme.

Different organisational mandates, structures and cultures make more systematic cooperation difficult. Project cycle management is different as well - no other partner has yet evaluated its activities. Recently, all partners have agreed to contribute to the SCF database and use it jointly. As a first result, a study on women stitchers was produced under the collective name of SIT.

While ILO's focus in this project is on children in a particular sector (soccer ball stitching), UNICEF and SCF operate more generally within the district of Sialkot. Both programmes assist, for example, in the improvement of Government schools. This difference of approach complicates cooperation under the Atlanta Agreement and makes joint activities more difficult to be identified. However, both agencies try to concentrate as much as possible on high intensity stitching areas. Among the partners of the agreement, ILO is the only agency that has taken up the difficult responsibility of rehabilitating the children removed from soccer ball stitching. UNICEF's focus is much more on prevention of all types of child labour while SCF works, in addition, on rehabilitating families.

Both UNICEF and SCF do not seem to be in favour of completely eliminating all forms of children's involvement in soccer ball stitching as implemented by the present ILO project. They distinguish between child labour and child work, with only the former to be eliminated.

- **SCCI**

SCCI's members are mainly from the soccer ball and from the surgical instruments industry. A partner's agreement has been signed between ILO and SCCI mainly to secure the financial contribution of about 200.000 US\$ by SCCI to the monitoring component. Further cooperation with SCCI takes place through the above-mentioned committees as well as in the area of public relations. It is planned to increase SCCI's technical contribution to the overall programme by putting in place a 'social development cell' within the chamber.

- **UNICEF**

UNICEF's approach in the past 2 years was mainly on child labour prevention. An awareness campaign aimed at changing the attitudes of the community towards child labour and the improvement of primary education infrastructure in government schools was meant to attract the small children. Its awareness campaign was executed by two local NGOs and has focused on 18 Union Councils in 186 villages of one district. The education component which started in the second half of 1998, was unfortunately implemented in a different district than the awareness campaign. For school infrastructure improvement (60 schools out of 1943 Government primary schools) and teacher training (10 courses), UNICEF works with ABES and BLCC. According to UNICEF representatives, there was not enough synergy between the two components of awareness raising and education during the 1st phase.

In May 1999, UNICEF started its Universal Primary Education (UPE) initiative in Sialkot district, aiming to enrol all 5-7 year old children in primary education (5 years). The UPE approach has so far been tested in 30 out of a total of 1594 villages. The whole of the district is supposed to be covered by 2001.

- *SCF*

SCF's objective is to "ensure that football-stitching families do not suffer as a result of children being removed from work in the football industry". Its focus is on prevention of child labour in the long term and on rehabilitation of stitching families.

SCF works in five main areas: social monitoring, savings and credit, education, women employment and international advocacy. It works with three local partner NGOs: NRSP, Sudhaar and Baidarie.

For its social monitoring component, SCF Sialkot has gathered demographic and other data for some 1,200 villages. Its aim is to track effects of the programme on children and their families.

SCF had raised concerns about the effects that the monitoring could have on women stitchers before the start of the project ('Voices of Children', 1997, SCF). Under the 'Women Football Stitcher's Employment Programme' SCF works towards increasing the number of stitching centres open to women. For this purpose, the NGO Baidarie organises women in groups and contacts, in cooperation with the ILO project, manufacturers will to provide regular orders to them.

NRSP's savings and credit programme has been introduced to 700+ villages. So far, 497 Community Organisations (CO) have been formed to organise savings and credit disbursement. The aim is to cover the entire Sialkot district. So far, Rs.80 million have been disbursed to 3.600 families, with a recovery rate of 97%. About 20% of the borrowers are soccer ball stitchers.

In addition to the micro-credit programme, NRSP organises vocational training courses (beautician, sewing, welding, electrician etc).

Sudhaar is working to decrease drop-out rates from government schools and to improve school enrolment. Similar to ABES and BLCC under the UNICEF component, it undertakes school infrastructure improvement as well as teacher training. The model they have worked out will be implemented in 120 schools, hoping that the government (Education department) will spread it to all its schools later on. For its teacher training, Sudhaar works with the Ali Institute.

4. Performance

4.1 Relevance

The ILO's project and particularly its monitoring component helped to protect Pakistan's soccer ball industry, with all the employment linked to it (~32.500 households), from being internationally banned. Through the internal monitoring by manufacturers and the shift to stitching centres, the project has also helped to rationalise the supply chain of the soccer ball industry in Pakistan. That contributes to make the industry and its manufacturers fit for the future. However,

if the efforts undertaken by the Pakistani manufacturers are not recognised by the international brands and buyers, who move on to buy from non-monitored international competitors, their child labour initiative becomes questionable.⁹

The ILO project in the framework of the Atlanta Agreement has found a way to work with Pakistani manufactures and their associations on the problem of child labour. Even though outside pressure still seems to be the main motivating factor, there is a chance that other arguments against the use of child labour will gain importance over time (children's rights, product quality and productivity, qualified staff in the region through education and training).

Taking the opportunity in 1997 to work in Pakistan's soccer ball industry, ILO-IPEC has been able to approach a sector that involves large numbers of working children. However, while working children were removed from stitching, other more dangerous and exploitative jobs are still open to them.

In order to respond to the need to enter such other sectors as well, ILO-IPEC has now launched similar projects also in the carpet and surgical instrument industry, here with less international pressure.

The initial combination of the industry change and the quantitative monitoring system has reduced children's involvement in stitching altogether. The impact of this approach might have been too drastic, particularly where children used to go to school, and only help their parents for a few hours per week to learn the trade, or during their school holidays. The more refined monitoring system (i.e. village-based centers for women) as developed by the project staff throughout the 1st phase increases the project's relevance to the target group.

In the 1st phase, funds were not enough to provide rehabilitation and income replacement mechanisms for the affected children and their families. The project has managed to prevent and eliminate child labour in soccer ball stitching to a large extent but it has also contributed to increasing poverty in the affected families, at least in the short term, with all its potential effects, including on child labour. A larger social protection component will increase the relevance to the target group in the 2nd phase.

According to the evaluation mission, consumer boycotts can only be a useful driving force in fighting child labour if they are contained and steered. Otherwise, they help to push through a labour standard in one of so many (more precarious) sectors or countries, but at the expense of developmental concerns such as poverty alleviation.

⁹ The mission was informed by the SCCI that in India, for example, production costs are 5-10% lower, and that the Indian manufacturers do monitoring but in a less radical way.

4.2 Impact

Table 4: Project Impact on various target groups

Short-term	Long-term (expected)
Children	
+ enrolled in non-formal schools (5000+)	+ higher possibility for re-integration into schooling system
+ out of labour	+ more time for childhood
± out of work	+ possibly improved employment options
- pressure to generate income	- no training in stitching
- shift to other (more hazardous) occupations such as surgical instruments and brick kilns	- dis-connected from work
- change of family life	
- reduced family income	
Family	
- loss of income from children and women	+ better chances for higher family income
- separation of village-based family during working day	+ range of development efforts attracted to Sialkot district
- work lost	+ children develop more of their potential
+ satisfaction to have children in school/taken care of	- social cost of industrial versus home-based labour
Stitchers	
+ higher piece rates	
+ less exploitation by contractors	
+ better awareness about wages and rights	
- reduction in no of stitchers, particularly women	+ social change for young women through more economic independence
- intermittent work not possible anymore	- more health hazards in full-time stitching
- stitchers move to better paying jobs	
Contractors	
- smaller number of contractors	
+ higher turnover per contractor	+ professionalisation
Small manufacturers	
+ kept business going	+ awareness about child labour
+ better organisation of supply chain (better quality, less rejects, better control of material)	+ more efficiency in their production process
- effort not necessarily valued by importers	- rationalisation of the industry
- higher costs	- increased internal competition
Large manufacturers	
+ kept business going	
+ increasing productivity	+ awareness about child labour/labour standards
+ effort valued by trade partners	+ rationalisation of the industry
+ formalisation and professionalisation of the supply chain (quality, rejects, speed time, stock turnover, product innovation)	+ competitive advantage through 'ethical production'
- higher costs	
Manufacturers' Associations (particularly SCCI)	
+ increased capacity to deal with child labour	
+ members get services from SCCI	
Importers/brands	
+ satisfaction of consumer needs	
+ higher quality supply from Pakistan	
Consumers	

+ access to ethically correctly produced soccer balls	- feeling of betrayal when side-effects of monitoring become publicised
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As a summary of table 4, various levels in the production and marketing chain have been affected differently by the changes brought about by the international pressure, the Atlanta agreement and the ILO project in particular.

Those children who are not too much under pressure to make an income and who have a UTC in their neighbourhood, have gained in the short term as well as in the long term. Those who cannot afford not to earn, either have to move into other occupations or continue in soccer ball stitching but hidden.

Their families have to adapt to the changing production process. They loose income due to the reduced family input by women and children. Those who manage to find a job in a stitching centre, will spend their day outside the house, for full-time stitching, having to arrange for child care. As stitchers, they benefit now from higher wages, more information and bargaining power. But they also have higher costs. Those who did not find a stitching job, have to look for alternatives. The total number of stitchers has reduced in the rationalisation process.

First, women have lost out in this process, now they are partly recovering through a strategic change in project implementation. Whereas in the past all women were involved, now it is mainly the very young ones who work in stitching centres. More economic independence can have very positive effects for them in the future.

The number of contractors has been radically reduced. Many of them were stitchers and contractors at the same time, so some might still stitch. Those few who are still in business belong to the definite winners of this project. Their turnover (commission of Rs.5 per ball) has increased tremendously.

The fate of the small manufacturers is not yet clear. They have improved their management system but are still far away from competing with modern management concepts of 'ethical trading'. They might therefore loose out against the large manufacturers in the years to come.

The large manufacturers are the other group of winners in this project. The professionalisation of the industry is in their interest. Through the project, they have developed a competitive advantage towards their local and international competitors. They expect the ethical considerations in business to expand to all seven basic ILO standards and prepare for that. The higher production costs through stitching centres are made up by cost reduction through improved processes and products.

The project has helped the SCCI to start dealing with the subject of child labour in the Pakistani industries.

The impact on the importers is also positive. Their major source of supply is secured while consumers can be provided with 'ethically traded goods'.

At the district level, the child labour project seems to attract attention and funds to Sialkot. However, it is difficult to know whether resources are additional or only diverted from other parts of the country. Sialkot is already one of the better off districts in the country.

In the short term, the industry seems to benefit most from the project. Positive impact on the children and their families can be expected in the longer term if social protection measures are sustained and increased.

4.3 Effectiveness

Within the borders of the budgetary framework and their mandate, both components have been effective in their respective area. BLCC has managed to set up 176 UTCs within a year and a half, and is now consolidating them. ILO established a system of monitoring over 600 production centres of 56 manufacturers on a regular 4-6 week basis which is credible to the outside world and highly appreciated by the business community in Sialkot.

Both project components could have gained by closer cooperation and planning. This is particularly true for the efforts made to achieve immediate objective 2 (social protection). The identification of affected children, the counselling of families, the analysis of the impact of monitoring, the elaboration of a coherent approach to social protection based on identified needs, are some of the areas where cooperation between the two project parts would have led to more impact.

With reference to the indicators set in the project document, the project has reached its immediate objective 1 – prevention and progressive elimination of child labour in soccer ball stitching - even though, it did not manage to do so in a 'progressive way'. A very high number of children workers have effectively been removed and prevented from stitching, and the majority of manufacturers and 75% of total soccer ball production are under ILO monitoring.

However, the more successful the monitoring component, the more need for an effective social protection programme. Immediate objective 2 – the provision of appropriate protection to children and families affected by the monitoring - has only partly been achieved. The project provided non-formal education to more than 5000 children, but it did not manage to offer a full-fledged social protection package. Looking at the indicators, at least another 1500 children need to be provided with schooling. NFE drop-out rates are low, mainstreaming has hardly taken place, the level of family participation is still in its beginnings, and adult training has only covered about 100 women.

If the immediate objective 2 was to provide social protection to all those affected by the prevention and monitoring component, then the input of about 300.000 US\$ for a period of 2 years was absolutely insufficient. With about 19.000 stitching children (SCF data) and several thousand women being affected, a more substantive social protection component would have been necessary with funds and technical, conceptual inputs to seriously engage not only in non-formal

education for children, but also in vocational training and micro-credit for youth and parents.

Objective 3 – the strengthening of governmental and non-governmental organisations to prevent and progressively eliminate child labour - has hardly been tackled. No concrete activities were elaborated at the project planning stage. The problematic relationship between the ILO project staff and the BLCC management impeded any strengthening of BLCC beyond its own 'learning by doing'. The project had little contact with government agencies. With assistance from SCF mainly, the SCCI is strengthening its role in child labour prevention through the establishment of a 'social development cell'.

4.4 Sustainability

Keeping children out of the labour market will depend on a combination of factors such as improved availability of schooling, improved employment opportunities, increased family incomes and community awareness.

- *monitoring*

If international market pressures persist, and the present child labour monitoring is to be continued, the monitoring component will be needed for a longer time to come.

However, the hope amongst the manufacturers seems to be that the interest in child labour will diminish, once SCCI can claim that 100% of the children are enrolled in school. Otherwise, the manufacturers would obviously prefer to see ILO as the external monitor for the years to come.¹⁰ FIFA has offered to provide an amount of 400.000 US\$ to cover the monitoring costs for the next 4 years.

The monitoring system is not sustainable at this point in time. One of the major tasks of the 2nd phase will be to enhance the sustainability of the monitoring without losing its credibility. To start this process, an institution should be found or founded (auditing firm, NGO) by the business community (SCCI) to take over the ILO's monitoring system as well as its skilled staff. Over a period of a few years and if need be, ILO and other international bodies with technical expertise can undertake sporadic control visits to keep up and confirm the level of credibility. In the medium term, the industry itself, the Pakistani manufacturers and the international importers, should take over the system. The importance of Pakistan as a soccer ball producing country and the yearly turnover of more than 300 million US\$ should make industry investments in monitoring worthwhile.

Instead of external control and industry pressure, the project should work intensively with the manufacturers, the contractors and the communities to engage them further in a genuine self-control process based on awareness, conviction and responsibility.

¹⁰ Some manufacturers think that this type of 'labour inspection' is ILO's mandate.

Stronger reliance on manufacturers' self-control would also reduce the threat of financial claims to ILO from those Pakistani companies who feel disadvantaged in the international markets by the ILO's intervention.

- *social protection*

The UTCs are not yet sustainable but with sufficient community involvement they can be independent in the future. The cost of running one UTC is roughly Rs. 1500 (Rs. 1000 teacher's fee, Rs. 500 utilities). According to BLCC, this amount can be made available by most villages. The challenge of the 2nd phase is therefore, to increase the quality of the schools up to a point where villages do not want to miss them anymore. Moreover, community involvement needs to be strengthened so that villagers feel ownership of the UTCs.

The existence of UTCs is due to the poor quality or non-existence of government schools. With the efforts of all programme partners - UNICEF, Sudhaar, BLCC - Sialkot's formal education sector will be considerably improved in the coming years. A coherent strategy needs to be elaborated to ensure increasing mainstreaming of UTC children to government schools.

It is a little worrying to see that each programme partner is organising the village community in a different form (CO, SMC, FEC, VEC). So far, little overlapping has happened due to the limited regional scale of each project. For future sustainability of village organisation, the various partners should cooperate closely and build on each others groundwork.

Most other components of the social protection programme have hardly started. Their sustainability should be included at the planning stage of the 2nd phase.

4.5 Unanticipated effects

Concluding the analysis of the project's design and implementation, the major source of unanticipated effects in this project is the shift to monitorable centre-based production. This has led to a formalisation of this previously informal activity with all its positive and negative consequences:

- too speedy removal of working children (full-time and part-time) so that identification for social protection did hardly take place,
- reduction of women's work,
- loss of family income,
- erosion of villages' economic basis,
- professionalisation and rationalisation of the industry.

Positive unanticipated effects during project implementation were:

- the broad participation of manufacturers in the project
- the emancipation and self-confidence of women in women stitching centres
- the possibility to use women's village-based centres for dissemination of information regarding health and family issues.

5. Findings

- ILO has managed to start working with the manufacturers and their organisations in Pakistan on the subject of child labour.
- Through the project, the majority of children, who used to work in soccer ball stitching, have been removed, and children are prevented from entering.
- ILO and its local partners have provided education and day care for more than 5000 children in the Sialkot district in a short period of time.
- With the help of the project, Pakistan's sporting goods industry was protected from being internationally banned, thus keeping the employment of members from approximately 32.500 households.

Project design

- Before designing the project, the local situation and the causes of child labour were not fully explored and understood. The key stakeholders, the children and their families, as well as the contractors were not consulted and they did not participate in project planning. This led to a number of misconceptions, e.g. regarding the capacity or willingness of the manufacturers to identify working children for rehabilitation.
- The ILO project was influenced by international pressure and followed very much the approach of the Atlanta Agreement. The timing and the process of the initiative were too drastic and the funds for social protection measures were too small, to be able to effectively solve the child labour problem in such a large sector with a large number of families and children involved.
- If the target group of the Atlanta Agreement were children working longer hours and with their work being detrimental to their physical, social or moral well-being and development, no mechanism was elaborated or applied to identify these particular children. Thus, all stitching children were affected by the monitoring, no matter how intense their working day was.

Monitoring

- The formalisation process in the production of soccer balls - the shift from home-based to monitorable centre-based production – has not been studied enough beforehand. In addition to its positive effects, it had some unanticipated negative effects such as the too speedy removal of children and the reduction of women's work. These effects could have been reduced if assessed at the design stage.
- A functional monitoring system consisting of an internal and an external component, thus involving the manufacturers, has been elaborated and tested. It is successful in ensuring that there is no child labour in the registered centres of the participating manufacturers.

- The design of the ILO monitoring system as outlined in the Atlanta Agreement was too quantitative at the beginning of the project, reinforcing the quick removal of children. During project implementation, first adjustments were made to include more qualitative information and to soften the monitoring approach so as to care for the children first.
- The project and its monitoring component did not manage to identify the formerly working children in soccer ball stitching. They could therefore not be transferred to the social protection component.
- The project managed to address some of weaknesses of the Atlanta Agreement and some of the unanticipated effects by re-introducing village-based stitching centres and advocating for additional women stitching centres.

Social protection

- Social protection has essentially been restricted to non-formal education (UTCs). It is commendable that over 170 UTCs for over 5000 children were established in such a short period of time and are functioning; the pupils, parents (particularly mothers), teachers and some community members are actively involved.
- The more successful the monitoring component in removing children from work, the more need for social protection. The project has only covered a minority of children affected by the monitoring, and it has not yet managed to provide income replacement mechanisms for their families.
- UNICEF will focus over the next two years on 'universal primary education' of the 5-6 year old children throughout the Sialkot district. This leaves ILO in charge of satisfying the educational needs of those children from stitching families who are presently 7-13. Many more UTCs and other educational activities are needed in the 2nd phase to make up for the impact of monitoring on stitching children and families.
- A more broad-based community representation through the VECs will be needed for the sustainable existence of UTCs after the project comes to an end and before the government education system is able to absorb them. Funds have to be increased so that more and possibly better paid social protection monitors can visit UTC villages more frequently to discuss children's and family needs, to plan for the financial sustainability of the schools, and to systematically introduce other social protection components.
- The UTC's standard of education is not yet satisfactory. The quality and the frequency of training of teachers has to be reinforced. The syllabus of primary education needs adaptation and updating. Here, the various organisations (UNICEF, Sudhaar, BLCC etc) should increase their cooperation and avoid duplication.

- Other areas of social protection have taken off only recently. Particularly the area of vocational training is most important. A concept needs to be developed by ILO project staff to set up a system in cooperation with manufacturers and SCCI, international industry organisation, government system, parents and other development agency. The project staff has already developed ideas on how to solve the problem of the legal framework in Pakistan which prohibits vocational training for children under the age of 15.

Management and coordination

- Since the beginning of the project, there have been management and coordination problems, particularly between the ILO project staff and BLCC. For the 2nd phase, direct and continuous ILO-IPEC technical and conceptual support to any local partner organisation should be part of the agreement.
- Within the overall programme, the main direct partners have been working fairly independently. They have different time-lines, decision-making procedures, mandates, and different approaches towards child labour. To improve cooperation, meetings between the organisations should be more frequent, and joint planning of activities, locations and approaches should be reinforced.

6. Recommendations for the 2nd Phase

In the 1st project phase, the implementation of a labour standard (elimination of child labour) has been reached to a large extent, but partly at the price of negatively affecting the income level of the target group. Due to international business pressure, the extent to which the standard was implemented might have surpassed the level which would have been appropriate for a relatively non-hazardous occupation like soccer ball stitching.

This evaluation recommends the continuation of the project. In the 2nd phase, the process of moving towards a more development-oriented approach should be strengthened.

At the start of the 2nd phase, ILO should consult the target group and assess the actual needs of the stitching families in the Sialkot district (access to schooling, economic options, vocational and other skills, employment perspectives and business creation potential). The project document of the 2nd phase should be open to changes based on the results of this study.

The target group of the 2nd phase will be all formerly and presently stitching children, their smaller siblings (until UNICEF's UPE is in place) and their families affected by the monitoring.

- **Prevention and monitoring**

ILO continues the external monitoring for a period of up to one year during which a new institutional set-up will be elaborated and established in cooperation with SCCI. FIFA's financial contributions can finance the monitoring component in the years to come. Further contributions could be made by the manufacturers. After the first year of the 2nd phase, follow-up inspection can be provided by ILO or any other international body with similar expertise. Technical cooperation can be provided upon demand. Negotiations with project and trade partners should include options such as the replacement of ILO by FIFA or WFSGI so that credibility of the monitoring system according to the industries' needs is ensured.

As a first step, the project should elaborate a manual on the technicalities of its monitoring system to fully exploit the project's experience and to provide a guide to any successor institution.

Within the next year, ILO-IPEC should look into the possibility of adapting the monitoring system to increasingly monitor the living and working conditions of children in stitching families (working hours, schooling, health, recreation, production pressure). When this adaptation process is completed, the monitoring system will inform not only on whether children are involved in work at monitored stitching centres but also on the improvement of their living conditions. This step-by-step adaptation process needs to be coordinated closely with the manufacturers, the industry organisations and all programme partners.

While the monitoring is handed over to the newly founded body, the ILO-IPEC project together with manufacturers' associations should look into possibilities of expanding the system to all sectors in the Sialkot district where children are involved in child labour or child work. Condition for applying the monitoring to any other sector should be the detailed study of that sector as presently done in the carpet and surgical instrument industry.

The process of encouraging the opening of town- or village-based stitching centers for women should be continued.

ILO should continue the process of involving the manufacturers, the contractors and the communities so as to strengthen their internal monitoring and to develop a more authentic code of conduct which would be more than just complying to outside pressures. Workshops and conferences with the manufacturers and contractors to raise their awareness and improve their skills related to monitoring and child labour might be useful as well.

ILO should engage trade partners and the business community (SCCI, Pakistani manufacturers, international brands, FIFA, WFSGI) in systematic pre-vocational and vocational training programmes for the age group of 12-14 years and beyond.

- **Advocacy and lobbying**

The project should be a driving force to engage ILO, if possible in cooperation with UNICEF and SCF, in an information campaign to explain the complexity of child labour with the objective to steer and soften international buyers' boycotts for the benefit of the children. The campaign would need to explain the importance of monitoring working conditions to gradually move children out of labour and into education, training and play. UNICEF's experience in engaging celebrities (here for example a famous soccer ball player) for their causes could be a useful tool. ILO would thus work towards changing the simplistic consumer-, and therefore industry-approach to child labour rather than confirming it through its present monitoring system. This process could be embodied in a slogan like 'child labour monitored production' instead of 'child-labour free production'.

The project should furthermore put some resources aside to research the international trade in sporting goods, i.e. whether the sporting goods industry's code of conducts is applied world-wide. If only applied to those countries where media raises attention, markets and competition get heavily distorted, and businesses and countries working towards labour standard implementation get punished. Depending on the result of this investigation, the project would develop a plan of action to be executed in cooperation with ILO-IPEC.

- **Social protection**

Based on the study at the start of the 2nd phase, a coherent social protection package should be elaborated. The scope of inputs should be determined on the basis of the needs. However, coverage will need to be enlarged considerably. ILO with its expertise in child labour and social protection should provide systematic technical and conceptual support to the social protection component.

The social protection component should remain under ILO responsibility even if parts of it are sub-contracted for execution by other project partners. This will involve joint planning and controlling of activities. All partners' agreements should be based on this division of labour.

ILO should assist BLCC to elaborate and implement a strategy for handing over the UTCs to the village communities. Increased community participation in the management of UTCs should be one of BLCC's outputs.

ILO should furthermore assist BLCC to elaborate and implement a strategy, in cooperation with UNICEF and Sudhaar, to mainstream NFE children of all age groups (5-7, 8-11, 12-14) to formal schools. A quick solution has to be found for those children who will have completed the 2-year UTC course at the end of 1999 and are below the age of 14.

The project will assist BLCC in systematically improving the performance of the UTCs and their quality of education through teachers training, infrastructure improvement, appropriate teaching content and material etc. Local or international expertise should be brought in by ILO or UNICEF to assist BLCC in improving training, syllabus and material.

The project through BLCC or other NGOs should expand the number of UTCs to cover all children affected by the monitoring and not covered by UNICEF/UPE (5-7 years) and Sudhaar education programmes.

When new UTCs will be set up, the stated methodology of gaining broad based community representation through the VECs ought to be properly followed. The VECs should select the teacher, not the other way around. The VECs should be in charge of the UTC management. To make this possible, more (and better paid) social protection monitors are needed.

The other social protection components should be strengthened and implemented quickly by the most competent partner in the respective field. In some areas, such as child and youth (pre-) vocational training, local competence might not be available. ILO with its long experience in non-formal vocational and business training should work on an approach applicable to the situation of children and youth in Sialkot. A first concept has been elaborated by the monitoring project staff. It is important to build on the local skills, e.g. the stitching skill, while motivating children, youth and families to explore new business opportunities.

- **Management and Cooperation**

In the 2nd phase, the project should execute the monitoring and social protection component as integrated parts of one project. Management and field staff from the monitoring and the social protection component should coordinate closely and thus, benefit from each others information and expertise. Activities sub-contracted to local partner organisations should be subject to joint planning and performance control. The ultimate responsibility for all activities should remain with ILO.

At the start of the 2nd phase, all project documents, partners' agreements and terms of reference of all parties and persons involved in the project should be harmonised or re-written in a coherent manner.

Where ILO, UNICEF and SCF sub-contract the same executing NGO (i.e. BLCC), joint planning should take place to avoid overlapping and duplication.

At programme level, more frequent meetings should take place between the technical staff in the field and the decision-makers in Headquarters. It might furthermore be useful to rearrange the participation in PCC and SIT so that different persons attend. Otherwise one of these bodies could be dissolved.

7. Lessons Learnt

The major lessons learnt from this project are the following:

- It is of utmost importance to have reliable and detailed information on the situation of the children and their families before starting the project. The **target group** needs to be clearly defined to avoid strategic confusion. The target group should furthermore be part of the project planning exercise to make sure that their real needs are responded to. Assumptions need to be thought through so as to avoid as many unanticipated effects as possible.
- Coherent **project documentation** is needed to avoid misunderstandings between project partners. Where project documents, partner agreements and terms of references do not follow the same logic, conflicts will come up and reduce effectiveness in spite of the good will of all involved.
- The project's **budget** and scope should be realistically established on the basis of the expected needs. Where funds are too small to provide rehabilitation to all affected, interventions like the removal of children from work bear the risk of negative developmental impacts in the short term.
- Inter-agency **cooperation agreements** should be put in place before starting a joint programme. Afterwards, when all agencies follow their own rhythms and logic, it is often too late to establish effective cooperation mechanisms.
- Where consumer and industry pressure are the major driving forces of the child labour project, **international advocacy** towards these pressure groups should be a key part of any intervention. Otherwise, an over-simplified version of the complicated problem of child labour will be perpetuated and reinforced.
- The **sequence of monitoring and social protection** needs to be changed as done in the carpet and surgical instruments project. Social protection has to be set up before children are removed from work.
- The **monitoring system** should be designed on the basis of the local needs assessment. If the monitoring system is quantitative and rigid, it needs to be accompanied by an extensive social protection component. Where a large social protection component is not feasible, the monitoring system should follow a slower pace of gradually removing children through monitoring working and living conditions of children first.
- In the design phase of this project, ILO and other partners were under exceptional time pressure. In other circumstances, it will be possible for UNICEF and ILO to play a more **pro-active role** so as to reduce the potential conflict between labour standard implementation and socio-economic development. Where consumers and industries can be convinced to follow a less radical approach than a boycott or ban, the labour standard will be implemented gradually without harming the already precarious living conditions of children and their families.

ANNEX I: Monitoring Data Sheets

EXTERNAL MONITORING PROFORMA

Total Visits

Name of Monitor(s) 1: _____ 2: _____ Date: _____

1. Centre code: Zone: Cluster: Proximity:

Location: _____ Sub-cont / Incharge: _____

2. Nature of centre: Male: Female: Combined: Village Base:

3. a. No. of stitchers as per internal monitoring information. Name of Manufacture: _____

b. No. of stitchers found during last visit.

c. No. of stitchers found during current visit.

d. Total No. of children identified.

Name of children	Fathers name	Age	Address	Remarks

f. Reasons for variation in 3.a. b&c/ or reason for centre being closed

Harvest	Death	Weather	Shortage of material	Others

g. Centres own Information

h. ID-Code

i. Correction for database

TOC	Zone	Clus	Sub.contractor	prx	Distance	Location	Remarks

j. Please indicate other stitching activity noticed in the same area.

Registered Manufacturers

Manufacturer	Sub contractor	Location	Stitchers	H/B	Children	Stamp	Id_code

Un-Registered Manufacturers

Manufacturer	Sub contractor	Location	Stitchers	H/B	Children	Stamp	Id_code

Remarks & Observation

*H/B=House Based

INTERNAL MONITORING INFORMATION

A. MANUFACTURER DATA SHEET

1. Name of the company:			
2. Name of Chief Executive:			
3. Location of the Factory Premises:			
Tel: _____		Fax: _____	
Email: _____		Mobile: _____	
4. Name of the internal monitoring manager: (If other than the chief executive)			
Tel: _____		Fax: _____	
Email: _____		Mobile: _____	

B. PRODUCTION INFORMATION

1. Average annual no. of balls produced during the previous 3 years.	□
2. No. of balls produced during last 12 months: (Here balls include all kinds of hand stitched balls)	□
3. No. of balls you hope to produce during next 12 months:	□
	3.a. No. of stitchers needed to stitch these balls.
	□

C. STITCHING ARRANGEMENTS

1. No. of existing stitching centres:	□
2. No. of center's planned to be setup:	□

* Please provide details on the attached proforma.

INTERNAL MONITORING

LIST OF STITCHING CENTRES

NAME OF THE COMPANY/MANUFACTURER : _____

1. NATURE OF CENTRE:

Male: Female: Combined: Directly Company Managed: Indirectly Company Managed:

Name of the manager/ supervisor of the stitching centre.	Complete address of the stitching centers.	No. of Stitches
	Name of union council: _____	
	Name of the village: _____	
	Exact location: _____	
	Any landmark: _____	

2. NATURE OF CENTRE:

Male: Female: Combined: Directly Company Managed: Indirectly Company Managed:

Name of the manager/ supervisor of the stitching centre.	Complete address of the stitching centers.	No. of Stitches
	Name of union council: _____	
	Name of the village: _____	
	Exact location: _____	
	Any landmark: _____	

3. NATURE OF CENTRE:

Male: Female: Combined: Directly Company Managed: Indirectly Company Managed:

Name of the manager/ supervisor of the stitching centre.	Complete address of the stitching centers.	No. of Stitches
	Name of union council: _____	
	Name of the village: _____	
	Exact location: _____	
	Any landmark: _____	

Annex II: Proposal for the logical framework of the 2nd phase

Overall Objective		Target Groups	
Children in Pakistan have the right to develop freely		(ex-) stitching children and their siblings	
Immediate Objectives	Outputs	Activities	Indicators
<p>1. Exploitative or hazardous forms of child labour in the manufacture or assembly of soccer balls in Sialkot district and its environs are prevented and progressively eliminated</p> <p>(define hazardous and exploitative!)</p>	<p>1.1 External monitoring system is handed over to a local institution</p> <p>1.2 Character of monitoring system is adapted to allow for child work under monitored conditions</p> <p>1.3 Pre-vocational training in soccer ball stitching set up</p> <p>1.4 No of women stitchers is increased</p>	<p>1.1.1 Establish fund for local institution financing (FIFA)</p> <p>1.1.2 Elaborate + implement a concept for the take over of the monitoring system</p> <p>1.2.1 Revise the monitoring system towards monitoring working conditions; set criteria, collect data, gradually inform community/manufacturers</p> <p>1.3.1 Involve manufacturers and international buyers</p> <p>1.3.2 Select stitching centers</p> <p>1.3.3 Test pre-vocational course</p> <p>1.4.1 Open more village-based centers</p> <p>1.4.2 Encourage the increase of female stitching centers</p>	<p>Quantitative/qualitative</p>
<p>2. Appropriate protection to children and families affected by the Prevention and Monitoring Programme is provided</p> <p>(define 'appropriate' and explain how children/family are 'affected')</p>	<p>2.1 information on the situation and needs of stitching families is available</p> <p>2.2 affected children have access to UTCs or formal school</p> <p>2.3 parents, manufacturers, contractors and communities are informed about the rights of the children</p> <p>2.4 additional social protection services are provided are identified and made available</p> <p>2.5 market-oriented vocational training is set up for children/youth</p>	<p>2.1.1 consult target group and study the sector</p> <p>2.1.2 refine objectives and workplans for 2nd phase</p> <p>2.1.3 Reformulate all TOR</p> <p>2.2.1 elaborate strategy for UTC community take-over</p> <p>2.2.2 elaborate, test and implement mainstreaming of children</p> <p>2.2.3 improve teachers' skills</p> <p>2.2.4 Select villages and set up new UTCs</p> <p>2.2.5 Involve parents and community in UTC management</p> <p>2.3.1 counselors/monitors have regular discussions with parents, contractors, manufacturers</p> <p>2.4.1 elaborate other components of the social protection programme based on study</p> <p>2.4.2 Implement activities systematically (health/recreation/credit)</p> <p>2.5.1 Study the local and national labour market and identify needs and niches (cooperation 'More and better jobs for Women')</p> <p>2.5.2 Elaborate concept on informal vocational training</p> <p>2.5.3 Negotiate with manufacturers/government to cooperate/invest in vocational training activity</p> <p>2.5.4 execute market-oriented vocational training</p>	
<p>3. The international community (consumers, brands, professional organisations) has a more informed view about child labour and its complexity.</p>	<p>3.1 Communication campaign is executed in cooperation with ILO Headquarters (UNICEF, SCF)</p>	<p>3.1.1 study consumer perception</p> <p>3.1.2 elaborate communication strategy</p> <p>3.1.3 systematically inform consumer organisations, media, professional organisations etc.</p>	

Annex III: List of Documents made available to the mission

- Project Document 'To eliminate Child Labour in the Soccer Ball Industry in Sialkot', June 1997, Government of Pakistan/ILO/USA-Department of Labour
- Partners' Agreement to Eliminate Child Labour in the Soccer Ball Industry in Pakistan, February 1997, ILO/UNICEF/SCCI
- Agreement between ILO/IPEC and Sialkot Chamber of Commerce and Industry, October 1997
- Agreement between the ILO/IPEC and the Bunyad Literacy Community Council (BLCC)
- Progress Review Report October 1997-July 1998, ILO/IPEC Project to eliminate Child Labour in Soccer Ball Industry in Sialkot
- Progress Report October 1998-March 1999, ILO/IPEC Project to eliminate Child Labour in Soccer Ball Industry in Sialkot
- Monthly reports on progress of the monitoring component, ILO/IPEC
- Monthly reports on the progress of the monitoring component, BLCC
- Report on the Internal Mid-term Review of the Project Elimination of Child Labour in the soccer ball industry in Sialkot, November 1998, ILO/IPEC
- 'Evaluation of the BLCC-operated Umang Taleemi Centres (UTCs)', Ather Maqsood Ahmed, Islamabad, September 1999
- 'Women Stitching Centres-Exploring Avenues', SIT - Sialkot Child Labour Project, August 1999
- 'Overview of global developments and Office activities concerning codes of conduct, social labelling and other private sector initiatives addressing labour issues', November 1998, ILO Governing Body Working Paper
- 'Voices of Children', 1997, SCF
- 'Social Monitoring Report', January - March 1999, SCF
- draft version of 'Social Monitoring Report', April-July 1999, SCF
- 'The Future', Newsletter on Child Labour, Vol.II, No.4&5, Oct.98-March99, Child Labour Unit, Ministry of Labour, Manpower and Overseas Pakistanis

Annex IV: Mission Programme

Geneva (for S.Becker)

29 August	Arrival in Geneva	13:00h
30 August	Briefing ILO-IPEC (Ms. Boonpala, Ms. Khan, Mr. Blenk, Mr. Thijs, Mr. Myrstad)	
31 August	- Pakistani Embassy, Berne (Visa) - Briefing ILO (Ms. Lim, Ms. Boonpala)	6:00-14:00h 15:00-17:00h
01 September	- Desk Review ILO IPEC - departure for Islamabad	9:00-12:00h 14:00h

Islamabad

September (Thursday)	- arrival Islamabad - Meeting with the Ministry of Labour (Secretary Mr.M.Zafarullah Khan, Mr. Jamal) - Meeting of evaluation team with Mr. Li, Officer-in-charge ILO AO, Ms. Khan, NPC IPEC	8:00h 10:00-11:30h 12:00- 15:00h
September (Friday)	- Meeting with UNICEF Islamabad (Mr. Umemoto, Resident Representative) - Arrival from Islamabad and check in in Taj International Hotel, Sialkot	10:00-11:30h 20:00h

Sialkot

04-05 September (Saturday+Sunday)	Desk Review and informal meeting with Mr van der Pols, CTA	
06 September (Monday)	Discussions with the two Project CTAs (Former& Present)- Mr. Antero Vahapassi & Mr. Jacques van der Pols Meeting with the Project Coordinator Mr. Dogar Meeting with the Field Monitors Meeting with the BLCC Field Managers	8:30-9:30h 9:30-10:30h 10:30-13:00h 14:30-15:30h
07 September (Tuesday)	Consultations with Partners - UNICEF (Mr. Azhar Khan, Proj. Coord) - SCCI (Kh. Zaka-ud-Din, Dr. Aslam Dar, M. Riaz) - BLCC (Mr. Rahat Rizvi) - NRSP (Ms.Nighat-un-Nissa) - SCF-UK (Mr. Bahar Ali, Dr. Amena Hassan)	9:00-10:00h 10:30-11:30h 12:00-13:00h 14:30-15:30h 16:00-17:30h
08 –10 September	Field Visits - 4 men stitching centres, 2 UTCs and VECs/FECs, 4 manufacturers, 3 women's stitching centres (together with Ms Lin Lim, ILO HQ)	
11-14 September	Evaluation team: internal discussion and report writing	
15 September	Debriefing Project Partners (technical staff) SCCI, BLCC, SCF, Sudhaar	14:30-16:30h
16 September	Evaluation team: internal discussion and report writing	
17 September	Debriefing Project partners (decision-makers) MOL, AO Islamabad, SCCI, UNICEF, BLCC, IPEC	9:00-11:30h
18 September	Report Writing, Departure (S.Becker)	19:00h