



International Labour Organization

**IPEC** International Programme on the Elimination of Child Labour

## ***IPEC Evaluation***

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# **Elimination of Child Labour in the Soccer Industry in Sialkot, Pakistan Phase II**

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**A final project evaluation**

**by**

**An Independent Evaluation Team**

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## List of Abbreviations

APFOL	All Pakistan Federation of Labour
APFTU	All Pakistan Federation of Trade Unions
BLCC	Bunyaad Literacy Commission for Communities
CDC	Community Development Concern
CSDO	Child and Social Development Organisation
DED	Design, Evaluation and Documentation Section, IPEC
EPB	Export Promotion Bureau
ILO	International Labour Organisation
IMAC	Independent Monitoring Association for Child Labour
IPEC	International Programme on the Elimination of Child Labour
M&E	Monitoring and Evaluation
MIS	Management Information Systems
NFE	Non-formal Education
NGO	Non Governmental Organisation
PRSP	Punjab Rural Support Programme
SCCI	Sialkot Chamber of Commerce and Industry
UNICEF	United Nations Children's Fund
UTC	Umang Taleemi Centre
WFSGI	World Federation of Sports Goods Industries

## **Executive Summary**

The second phase of the ILO-IPEC Elimination of Child Labour in the Soccer Industry in Sialkot Pakistan Project concluded in September 2004 and as part of its regular practice of examining the impact of the project and distilling lessons learnt, the Design, Evaluation and Documentation Section of ILO-IPEC fielded a one person independent evaluation team in May-June 2004 for a two week period. This report is the output of the desk reviews and field visits.

Phase II, started in 2000, was the successor to Phase I which ended in October, 1999. While generally the broader objectives remained the same i.e. removing children working as football stitchers and providing them and their families with social protection, Phase II was meant to put many of the achievements of Phase I on a more sustainable footing. This included the establishment of an independent monitoring agency to monitor activities ranging from the existence of child labour in football stitching concerns to the status of children in NFEs and utilisation of credit by football-stitching families. Also in Phase II, community mobilisation was supposed to be strengthened for greater effectiveness of actions against child labour and for the handing over of NFEs to communities. The scope of the project was to be extended to cover the worst forms of child labour in Sialkot i.e. moving from a sectoral intervention to an area-based programme.

Overall, the removal of children from the football stitching industry was very successful and this was clearly spurred by the western purchasers of Sialkot-produced balls after they threatened to move to suppliers in countries not using children. This jolted the manufacturers into action. However, activities relating to rehabilitation varied from being very effective to unsatisfactory. The critical factors behind the degree of successfulness of a certain action programme depended upon, among other things, its own capacity and level of experience and the amount of time it got to complete its activities.

The project had a satisfactory number of actors involved and they were generally chosen keeping in mind their area of expertise. This included practitioners imparting non-formal education and vocational training such as BLCC and Sudhaar, large micro-credit institutions such as PRSP as well as small local players such as CSDO, CDC and Baidari. The latter three were more concerned with creating awareness amongst villagers and civil society and the provision of health services to children. The action programmes were not expected to work in isolation from one another. In a number of cases, they were meant to work closely e.g. Baidari was supposed to provide health services to children of BLCC and Sudhaar schools, and IMAC was expected to monitor some aspects of the work of PRSP (i.e. credit utilisation) and status of the NFEs amongst other things. Thus, design-wise the project was well-designed.

Better synchronisation of activities during implementation could have resulted in greater effectiveness of the project. Child labour has all but gone from the industry but some of the rehabilitation work could have been better implemented. Where an activity was supposed to immediately follow another, sometimes it lagged way behind in terms of time. Some action programmes were finally initiated with just months to

spare. This was due to a number of reasons primarily due to administrative bottlenecks on behalf of the partners but more so on behalf of the ILO.

Regarding the sustainability of the non-formal schools, this has been below expectations. While sustainability of these schools was clearly an objective of Phase II, only some were sustained and the quality of even the sustained schools could have been better. However, the local independent monitoring agency or IMAC is one of the more notable achievements of Phase II. Not only has its work been effective, the strong sense of ownership of the local industry of the body should ensure its continued functioning in the future.

On the whole monitoring and evaluation in this particular project has been below average both by ILO-IPEC and by the action programmes themselves. There is no data available with BLCC, for example, as to where the children who graduated from its schools or left them, ended up. The output of CSDO has not been satisfactory and the latrine programme of Baidari was implemented too late and in a weak manner to have any significant impact. ILO-IPEC, in the context of this project, should have had a much more rigorous M&E component especially at the district level<sup>1</sup>.

While the involvement of the district government may have been there, it could have been greater. The fact that it was not meant that Phase II did not achieve two of its objectives namely the strengthening of district government capacity to tackle child labour and the sustainability, in the longer-term, of most of the activities undertaken during the phase.

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<sup>1</sup> Based on M&E tools utilized by the project and as looked at by the consultant. All IPEC monitoring forms are available and are requirements as per Programme Operations Manual, to be utilized appropriately. This issue may require further investigation and follow up with the project on why the Programme Operations Manual was not being satisfactorily followed by the project .

## 1. Introduction

1.1 The second phase of the ILO-IPEC Elimination of Child Labour in the Soccer Industry in Sialkot Project concluded in September 2004 and as part of its regular practice of examining the impact of the project and distilling lessons learnt, the Design, Evaluation and Documentation (DED) Section of ILO-IPEC fielded a one person independent mission in May-June 2004 for a two week period. This report is the output of that mission.

1.2 With the objective of removing children working as football stitchers and providing them and their families social protection, the first phase of the project ended in 1999 and entered a second phase in 2000. This evaluation pertains to the second phase only, though obviously issues affected by the first phase will also be discussed here.

1.3 The first phase was implemented from October 1997 following the signing of the Atlanta Agreement between the Sialkot Chamber of Commerce and Industry (SCCI), UNICEF and ILO. It ran till October 1999 and from then until July 2000, project activities continued to bridge the gap. The second phase was built upon the achievements of the first phase with the following objectives:

- To prevent and eliminate child labour in the production of soccer balls in Sialkot and prevent further child labour in the industry through workplace monitoring and the provision of alternatives to children and their families.
- To implement a social protection programme that is fully operational and functional; providing affected children and their families with quality basic education, pre-vocational and skills training, basic health care and income generation opportunities.
- To increase the capacity of partner organizations, the Sialkot Chamber of Commerce, Governmental and Non-Governmental Organizations (compared with the situation at the beginning of phase 2).

1.4 The monitoring and prevention component attempts to ensure that children are no longer involved in any form of child labour in soccer ball production. The monitoring system consists of an internal and external monitoring system. Internal monitoring is undertaken by the participating manufacturers to make sure that their sub-contractors neither use children at the given work places/stitching centers nor in private houses where children could be involved. External monitoring was initially undertaken by ILO-IPEC at the workplace for the first five years and in March 2003 was handed over to the Independent Monitoring Association for Child Labour (IMAC).

1.5 The social protection and rehabilitation component comprised of prevention, rehabilitation and awareness raising. ILO-IPEC implemented this programme through NGOs. Various IPEC implementing agencies set up non-formal education centres, provided pre-vocational training services to targeted children, conducted awareness raising, implemented micro-credit and training programmes and designed programmes to provide health services for the children

1.6 The evaluation exercise began with a briefing session at ILO-IPEC headquarters where key persons from the DED section as well as current and former desk officers overseeing the project were met. A wide range of documentation pertaining to the project specifically and to ILO-IPEC generally was reviewed. The list of documents consulted is given as Annex 2. It included material generated by DED Geneva, by the different partners, by ILO-IPEC Sialkot and by the various evaluation missions which reviewed both Phases I and II. This included the Project Document, quarterly progress reports generated by ILO-IPEC Sialkot, technical reports, manuals, newsletters and studies written or commissioned by partner organizations and Action Programme Summary Outlines (APSOs). Consultations were also held with ILO-IPEC personnel in Islamabad and Sialkot. All current stakeholders were met – details are attached as Annex 3. The schedule of the visit is attached as Annex 4. Physical targets and achievements with key observations of each action programme are detailed in Annex 5.

1.7 Apart from desk review and discussions with the various partners, the evaluation team also undertook a number of field visits and met with community members, stitching families, teachers, government representatives including the district government representatives, employer's organizations, trade unions, sub-contractors and stitchers, NFE-enrolled school children, doctors and trainers.

## **2. ILO-IPEC in Sialkot: An Innovative Approach**

2.1 This was an innovative ILO-IPEC project. It built upon the experiences of a similar project in the garment industry<sup>2</sup> in Bangladesh and incorporated more sustainable elements – micro-credit and income generation for example. Involving the private sector in the manner that it did was another innovative feature. There was a combination of the efforts of ILO, the corporate sector in the form of manufacturers, the Sialkot Chamber of Commerce and Industry (SCCI) and trade unions, and finally the civil society: NGOs, community activists and local welfare institutions such as hospitals. Similarly, the health component in Phase II whereby doctors were dispatched to schools to screen ex-football stitching children was new. Building on its legacy, all ILO-IPEC projects now have child labour monitoring and social protection components.

2.2 The ability to get children mainstreamed into formal schools was another unique feature of the project. The Non Formal Education (NFE) schools were able to get recognition from government and students passing out of them were accepted by government schools to be mainstreamed. Additionally, the project created a great deal of social capital galvanised to tackle child labour issues in the form of teachers, community leaders and members, and the local industry.

2.3 The project created tremendous interest within Pakistan regarding child labour. Its effects include that Sialkot was chosen as one of the first batch of districts to implement the UNICEF-assisted government programme Universal Primary Education (UPE). Within the government, the project has contributed to increased

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<sup>2</sup>The Bangladesh Garment Manufacturers and Exporters Association requested ILO's assistance in 1995 to help tackle child labour in the industry.

awareness, though concrete action has lagged much behind on the government side. A concrete example of this lag is shown by the fact that not a single rupee from the Rs 100 million fund for bonded labour has been disbursed by the government even though 3 years have passed since the fund was established.

2.4 It is evident that while efforts to eliminate child labour from the industry ensured continued employment for a large number of people under improved working conditions, education being provided to a large number of children and a range of other services, it also helped the football manufacturers protect their exports. This last benefit has been the major factor that has spurred the manufacturers into action. A similar project in a non-export oriented industry would no doubt have been less successful due to the lack of financial incentives for the entrepreneurs. The threat of no soccer balls being bought from Pakistan – one of the major exporters of soccer balls globally – catapulted the local industry into taking the menace of child labour seriously. The industry leaders have no qualms about saying that it was their financial interest which determined their resolve to act and which will continue to force them to ensure eradication of child labour from the football stitching industry.

### **3. Removal of Child Labour: Independent Monitoring**

3.1 Monitoring of elimination of child labour from the football industry – at least amongst registered manufactures who are the overwhelming majority of exporters has been done very satisfactorily. The evaluation team spent a whole day tracking how the Independent Monitoring Association for Child Labour or IMAC undertakes its monitoring. It is estimated that IMAC monitors around 95% of all balls exported from Sialkot and surrounding districts.<sup>3</sup> While before the project it is estimated that 7000 children worked in the football stitching industry, last year IMAC could only discover 3 amongst registered manufacturers. Every morning, sites to be visited that day are randomly generated by the computer and randomly assigned to the 7 two-person teams. Thus, neither the monitors nor the employers know beforehand which sites are to be visited. Every day, a monitoring report is completed by each of the teams with observations and actions required.

*Recommendation: The monitoring system of IMAC is both innovative and transparent and the evaluation team recommends that it be documented as a 'good practice' tool so that others can benefit from it.*

3.2 The credit for the development of the IMAC model goes largely to ILO-IPEC that physically housed and conceptually designed the IMAC systems and methodology before IMAC emerged as an independent body during the early half of 2003. It was also ILO-IPEC that trained the initial batch of staff of IMAC and handed this human asset over to the nascent organisation.

3.3 The mandate of IMAC has been broadening and narrowing with time. It was for example at one time required to monitor loanees of the credit programme of the

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<sup>3</sup> IMAC estimates this by examining export figures for soccer balls published by the government and comparing this with the number of soccer balls exported by the manufacturing concerns it monitors.

Punjab Rural Support Programme or PRSP. Of the 2,139 loanees, however, only 40 or so were assessed. No feedback on this was given to PRSP, because according to IMAC, there was no issue to raise. Similarly, with the ending of the non-formal education component, IMAC has stopped monitoring the NFE schools of which only a few were finally ‘sustained’.

3.4 IMAC even after emergence as an independent body continues to be a dynamic organisation. During nurturing by ILO-IPEC and even after, it, for example, added new fields in its computerized database related to area, stock, cluster and proximity that in the opinion of the evaluation team enhanced time and cost efficiency. Other activities that it has undertaken are establishing criteria for ranking manufacturers according to their performance on child labour issues, developing a compendium and establishing guidelines on punitive actions for manufacturers. In all these cases, the manufacturers were consulted and taken along through an ‘open forum’. Due to its work, according to different stakeholders, working conditions in workplaces have improved with provision of better ventilation, lighting and work environment.

3.5 Regarding the replicability of IMAC within or outside Pakistan, this depends on the dedication and interest of stakeholders. Some parties express the opinion that non-industry partners should also be involved on IMAC’s Board including government, NGOs and trade unions to give it more credibility. The Sialkot Chamber of Commerce and Industry sees no reason for this arguing ‘why’. The ‘why’ question has not been answered satisfactorily by the critics of IMAC.

3.6 The evaluation team also met with the All Pakistan Federation of Labour or APFOL which claims to represent a sizeable number of football stitchers and which also says that the alternative union currently on the board of IMAC has no membership at all within the football stitching workers.<sup>4</sup> If that is the case, and the evaluation team was unable to obtain hard data to support this view, then APFOL is clearly the appropriate body to be present on the board.<sup>5</sup> As it stands, while the evaluation team has no doubts about the transparency with which IMAC functions, some observers may claim that the manufacturers are too heavily represented and can influence in a negative manner the running of IMAC.

3.7 This composition of the board of IMAC has been the subject of concern for ILO and others. The majority of IMAC’s current 8 board members are manufacturers of soccer balls or senior management of manufacturing concerns. Other members are the Deputy Director of the Export Promotion Board based in Sialkot, a representative of WSGFI and a labour union representative. The WSGF member has to attend from Switzerland so his attendance is rare while the union representative attends from Lahore where he is based. The board is thus dominated by the local soccer ball industry and the ILO has been urging that the board be revamped to be more representative of all stakeholders. This is being resisted by the IMAC Board and SCCI which argue that unless there is an issue with the current board or if IMAC’s

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<sup>4</sup> The alternative union is APFTU. They did not participate in the stakeholder workshop and was not available during the evaluation field visits.

<sup>5</sup> Until the end of the field visits, despite being requested, APFOL was unable to provide data regarding the strength of its membership amongst football stitching workers in Sialkot.

performance is unsatisfactory why should any revamping occur.<sup>6</sup> The Board and SCCI do seem to have a point in this view – if all is going well then why change the status quo. Merely bringing in other stakeholders will not necessarily ensure greater transparency or efficiency.

3.8 Greater diversity is also a point argued for by the district administration which has no representation on the board and which claims that only a handful of organisations registered with it have heard of IMAC or know what it does.

3.9 Regarding the sustainability of IMAC, while there are a number of strategic initiatives that IMAC plans, including strengthening its social audit skills and undertaking the same for other industries including surgical instruments, there are no definitive actions on the ground as yet. The EPB has verbally promised support but no formal contract has been signed. The one clear and obvious indicator of its future viability is, as clearly articulated by SCCI, that it is in the economic interest of the members of SCCI to have a viable and transparent IMAC. Indeed, while instalments from ILO continue to be late, SCCI has extended a loan to IMAC to continue functioning and maintains that there are enough funds reserved to enable IMAC to function for at least six months in the absence of any new channel of funding.

3.10 The Sialkot Chamber of Commerce and Industry says that it is committed to sustain IMAC whether that be through contributions of its members, other funds or government. However, while the SCCI claims that the Export Promotion Board will support IMAC, the minister's verbal commitment has still to be translated into writing and until that happens, neither IMAC nor SCCI can claim that IMAC has secured government funding. Meanwhile, on its own initiative, SCCI raised the contribution demanded from its members from 10 paisa to 20 paisa per soccer ball and states that need it be required, this will be further raised. The SCCI has no doubts that the elimination of child labour in the football industry is in the financial interests of its members. This, the SCCI maintains and the evaluation team agrees, is adequate to ensure a well functioning IMAC.

3.11 In summary, IMAC continues to function in a transparent and efficient manner. In addition, it has built up an internal monitoring system within the manufacturing concerns and to ensure sustainability has trained 60 monitors from within the football manufacturing industry to conduct internal monitoring. Penalties are placed on manufacturers identified as non-compliant and unannounced monitoring visits are undertaken daily to stitching centres both large and small. In addition, daily updates are done of its computerized database that is well maintained.

#### **4. Removal of Child Labour: Raising Awareness**

4.1 In the project, awareness raising was done by BLCC, Sudhaar, Baidari and CSDO. Particularly worthy of note is CDC which is a local NGO based in Head Morala outside Sialkot city. It developed a unique manner of creating awareness

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<sup>6</sup> However according to the ILO the composition of the IMAC board is currently under negotiation and nothing firm has been decided.

about child labour issues through ‘interactive theatre’. During the performances, the audience has to come on stage and transform a ‘bad’ situation into a ‘good’ one. The theatre was displayed once at the district level, thrice at the tehsil or sub-district level and eight times at the ‘markaz’ or union level. Interactive theatre has globally become to be realised as an enjoyable, inexpensive and participatory mode of transmitting social messages. The evaluation team viewed one videotape of a theatre and was satisfied to note that it was in the local Punjabi dialect, interactive in that the audience had to get involved and talked about labour issues including child registration and minimum wages. Female audience members are also encouraged to get involved. The interactive theatre has proved to be more effective than leaflets, brochures or television because it can target a bigger audience.

4.2 CDC however vents frustration at the fact that it was brought in at the tail end of the project thus not being as effective in its work as it could have been. This issue is discussed in more depth later.

## **5. Child Labour Policy Dialogue**

5.1 CSDO has probably the most disappointing performance to report of all the partner organisations. During its two month action programme it was supposed to do a whole host of activities including establishing a resource centre for the elimination of child labour in district Sialkot, developing an MIS database in order to obtain information of family members of all working children in the district and act as a forum of interaction on corporate social responsibilities with special focus on combating child labour. Additionally it was supposed to develop a programme strategy for sustaining actions on social programmes of the ILO-IPEC Soccer Ball Project and develop advocacy material for the social mobilisation of communities.<sup>7</sup>

5.2 Apart from purchasing hardware and developing an organisational brochure, little else has been done. In place of advocacy material, a poster is currently being developed depicting domestic child labour with illustrations borrowed from ILO Geneva. None of the 110 or so books purchased for the library focus on child labour<sup>8</sup>. Probably the most alarming activity is its objective to keep profiles of all working children in Sialkot. (Ex) football stitching children and children working in the surgical industry comprise a small percentage of the child labourers in Sialkot the majority of whom work as domestic servants, in agriculture, auto workshops and in restaurants/tea stalls etc. CSDO neither has the means nor a strategy on how it will collect information on all working children and their families. In the experience of the mission, it would take months if not years to collect all this information and by the time of its analysis, the data would be redundant. The purpose of why CSDO wants to undertake this exercise is also unclear. It is recommended that instead of undertaking this gigantic and inefficient exercise, the organisation instead focus on exploring the

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<sup>7</sup> Summary Outline for Action Programme on Child Labour: Capacity Building of Sialkot Chamber of Commerce & Industry through Child & Social Development Organisation for combating child labour Section 4 & 5.

<sup>8</sup> According to ILO/IPEC this is due to the unavailability of books on child labour in the local market. Once this had been discovered the focus for the library was switched to books related to social and human resource development and management. However the evaluation team is not satisfied with this explanation.

issues involved in different sectors employing child labour e.g. physical and sexual abuse and hazardous conditions in auto workshops and creating awareness in the district and beyond on these issues. Similarly the organisation has not documented any strategy for sustaining actions in social protection programmes of ILO-IPEC Soccer Ball project nor has it acted as an effective forum of interaction on corporate social responsibilities. This is also reflective of the weak M&E system<sup>9</sup> of the project office of ILO-IPEC in Sialkot. This is discussed in depth later.

5.3 SCCI describes CSDO as its social arm and houses it physically in its offices free of charge. While the organisation's chairman is a noted and respected figure in the district and is determined to make CSDO grow, its management is weak. SCCI has cultivated CSDO and avoided using existing NGOs such as CDC and Baidari, which have more experience in the sectors of child labour awareness. This is probably because of different interests of the management of SCCI and the two NGOs mentioned. These differences were visible in the Stakeholders Workshop.

*Recommendation: The evaluation team recommends that CSDO build on the experiences and good practices of other NGOs and set out realistic and appropriate plans for itself.*

## **6. Rehabilitation: Provision of Health Services**

6.1 As part of rehabilitating ex-football stitching children, a sanitation component was developed. However, Baidari – the NGO mandated with executing this project - had a disappointing experience with the latrines. In 108 villages, 216 latrines were supposed to be constructed primarily in those areas where Sudhaar and Bunyaad had their schools. That meant two latrines per village for two households. Once constructed with an average contribution of the project of Rs. 2300 (the beneficiary paying the rest), the beneficiaries were supposed to repay this amount into a revolving fund so that other fellow villagers could take advantage of the opportunity. Baidari was given its contract about a year before Phase II was about to terminate. Thus it had too short a time to create a sustainable institutional mechanism at the village level to implement its programme. While 216 latrines have been constructed and a handful of other villagers have taken advantage of the revolving fund, it is obvious that the thousands who were supposed to benefit will not do so.

6.2 Thus this component has been poorly implemented. Targeted at poorer villagers it is unclear why Baidari allowed beneficiaries 6 months to repay the Rs.2300 in lump sum. If they were given 6 months to repay the amount in instalments, it would have made more sense. At the current rate, even if the institutional mechanism had been in place it would have taken 5-15 years for all non-latrine households to take advantage of this package. One poor household visited, which had a month left to repay its Rs.2300 said it was impossible for it to come up with the money - a view supported by the village committee. The village committees formed

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<sup>9</sup> Based on M&E material utilized by the project. IPEC Monitoring and Evaluation Procedures are set as procedure for all IPEC projects as per the Programme Operations Manual (POM).

by Baidari were discovered to be very weak with no clear administrative structure, no documented records and no realistic plans. This component was hastily and poorly implemented and its chances of success are very remote. Neither are football stitching families the sole target – any poor household can take advantage of this component while the project was clearly meant for families whose children had been football stitching.

6.3 This component of Baidari's work would have been more effective, given the short time span to implement it, if all the resources had been concentrated in a few villages rather than in 108. Baidari has no plans to follow up on this activity now that funding from ILO-IPEC has ended.

6.4 The health-screening component of Baidari's work met with better success. In a number of cases, very remote areas of Sialkot were targeted where according to the doctors who were engaged in the activity, children had never seen and were terrified of stethoscopes. Additionally, teachers, parents and the community were given health and hygiene advice and messages in most cases for the first time in their lives. A number of cases of abdominal illnesses, diarrhoea, dysentery, scabies and other skin diseases, fungus, calcium deficiency, goitre, respiratory problems and backache due to working on football stitching were unearthed. As given in the Project Document and in the Summary Outline of Baidari's Action Programme, Baidari was supposed to work with children attending both BLCC and Sudhaar schools. Given that Baidari's contract was approved in April 2003, it was unable to screen children in schools (apart from those which were sustained) by Bunyaad which had concluded its work by then – in fact a year earlier in June 2002. This is another indicator of the cumbersome bureaucratic system within which ILO tries to balance public accountability and delivering services to beneficiaries in a timely manner.

6.5 Baidari also conducted health awareness courses for teachers. One of the key features of Baidari's work has been that it has engaged local expertise with broad knowledge of Sialkot. In the case of the teacher training, it was the Mission Hospital Sialkot. Four training sessions were held with facilitation from the hospital. However, in the opinion of the trainers more extensive and much more in-depth training was both required and requested by the teachers. Seminars were also arranged on Occupational Health and Safety and on hepatitis measures. The facilitators at the Mission Hospital mentioned the lack of written literature that could otherwise have been provided to teachers. Again, the lack of time meant that such material could not be provided.

## **7. Rehabilitation: Provision of Credit and Trainings to Football Stitcher Families**

7.1 The Punjab Rural Support Programme has done a satisfactory job of targeting and monitoring loanees. The proposed target groups of its action programme were (a) those who had lost their livelihood as a result of a ban on soccer ball stitching out of formal stitching centres and (b) those vulnerable to child labour due to poverty. Its formats require identification of the stitchers – 2,139 of whom have been provided loans and 465 of whom have been given training. In 2004, an independent evaluation was commissioned by PRSP to study the impact of its credit and skill enhancement

programmes on child labour in Sialkot.<sup>10</sup> The study reported that only 33 percent of the households surveyed reported an increase in income and that the increase in income varied between 10 and 20 percent. It also stated that households experiencing increases in income were more likely to use it to meet their consumption rather than to invest it in children's education. The study did an interesting correlation between income levels and incidence of child labour. It noted 'There was a high correlation between level of income and child labour. At household level incomes of under Rs 4000 per month, the incidence of child labour was reported to be as high as 82 percent. This level drops to 15 percent at an income level of between Rs 4001 to Rs 8000. The level at which there is a dramatic reduction in child labour was estimated to be greater than Rs 8000 per month after which child labour falls to one percent.'<sup>11</sup>

7.2 Of the targeted households, 68% could be considered poor with average incomes of less than Rs.4000 and a further 23% had incomes between Rs.4001 and Rs.8000. The majority of PRSP clients surveyed were landless and owned no livestock. One weakness of the impact assessment was that PRSP had conducted no baseline survey to assess the incidence of child labour in the target population prior to intervening thus the survey was unable to assess the extent to which the low incidence of child labour, as found during the execution of the survey, was due to the training and credit programmes.

7.3 The credit programme resulted in an increase in income in 33% of the targeted households as reported by the households themselves. This number according to the researchers was significant when compared with the experience of other credit programmes. The target population also 'indicated that PRSP had made credit easily accessible due to easy processing of loans at people's doorsteps, limited or no requirement of guarantee or collateral, return in easy instalments and a moderate interest rate'. On the other hand, 'most people who are desirous of using the credit for income generation argued that the amount of loan was insufficient and should be raised up to Rs, 25,000 and made recoverable in 2 years. Most of the people desirous of income generation at village level and lacking any kind of skill, use the loan for livestock.'<sup>12</sup> However livestock is expensive and the amount of loan given is useful for promoting running businesses rather than starting new ones, according to the loanees.

7.4 With regard to Sudhaar's Action Programme on training, a total of 31 teachers were trained as master trainers in the NFEs in fabric painting to provide training to 391 girls. 419 boys in two formal schools were imparted training in the electricity trade. It also assisted in strengthening a number of government schools with the provision of education materials to them and two government vocational training institutions. Working with the government's Technical Education and Vocational Training Authority (TEVTA), it also launched vocational training provision within the villages for girls to study tailoring. These girls could not go to the training institutes in the towns because of limited mobility due to social norms. While Sudhaar identified dressmaking and tailoring with the mutual understanding of the girls

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<sup>10</sup> Impact of the Punjab Rural Support Programme's (PRSP) Credit and Skill Enhancement Programmes on Child Labour in the Sialkot District of Pakistan by Hussein M, Raza M, Javed M (Apr 2004)

<sup>11</sup> *ibid* para 35g

<sup>12</sup> *ibid* section 3.3

involved, it is unclear why this was not linked to the market demand even though Sudhaar was aware of this issue.<sup>13</sup> Finally, while no impact study has been conducted to assess how the trainees utilised their training and whether they found employment, none of the girls who underwent doorstep training when interviewed by the evaluation team were earning an income from their new skill though, admittedly, only a short period of time had elapsed since the completion of their training.

7.5 With regard to the pre-vocational training provided both by PRSP and Sudhaar, a number of people met with during the evaluation team noted that it could have been more effective had it been followed with vocational short courses and establishment of linkages between trained persons and relevant sectors of industry. This did not happen.

## **8. Rehabilitation: Provision of Non Formal Education and Mainstreaming**

8.1 Bunyaad established 185 schools in 119 villages of which 35 are now 'sustained'. By sustained, it is meant that they are functioning. A total of 8191 students were enrolled of which 6019 graduated. Of these 4751, according to Bunyaad, were child labourers. The evaluation team visited three of the sustained schools. In all three, performance was inadequate. In one, lighting was extremely poor, attendance registers were incomplete, children had little comprehension of what they were being taught and the quality of class work was substandard. In the second, the school had no accounting systems in place even though it was catering for 200 children. In the third, children were sitting on bare floors in poorly furnished classrooms. All the schools that BLCC and Sudhaar have 'sustained' are multi-grade. This means that in one room 2 or more classes are in attendance. Multi-grade teaching requires specialised skills that the teachers in these BLCC schools appear not to have been taught. While these three schools, chosen by Bunyaad itself for the mission to visit, may not be representative of the 35, they clearly point to poor 'sustainability'. In most cases, it is not the village education committee or the villagers who have taken over the schools, it is the teacher. Additionally, anyone can join the schools; they do not have an ex-football stitcher focus<sup>14</sup>. Finally it should be noted that sustainability of the schools was a desired outcome in Phase II not Phase I, so was not strongly focussed upon until after 2000.<sup>15</sup>

8.2 The Project Document Phase II states in section 5.2 that 50% of the UTCs of BLCC would be sustained by communities by end of year 2 of Phase II. Sustainability of the non-formal schools was thus an objective of this Phase. According to one point of view, the NFEs may have stopped functioning because of the existence of government schools in their areas of operation. However, while it was not possible in

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<sup>13</sup> Vocational & Technical Training Program for Working Children and Youth Feb 2003 – Mar 2004: Door Step Trainings Establishing a Village Based Training Centre for Young Girls in ILO-IPEC Areas with the Collaboration of TEVTA Sialkot & Sudhaar Special Report (Draft) by Sudhaar pps. 4-6

<sup>14</sup> Based on reports of the various implementing agencies as well as site visits to the sustained NFEs and UTCs.

<sup>15</sup> Project Document: Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase II) ILO-IPEC, Government of Pakistan, Government of the United States of America. See section 2.4.1

the time span of the evaluation to do an in-depth survey, both the Project Document of Phase II and ILO-IPEC's own reports state that 'many UTCs are located in areas where government schools are not available and play an important part in providing basic education to children in the community who are at risk of child labour, due to the lack of education facilities.'<sup>16</sup> Even in areas where there were government schools, many parents and children met by the evaluation team stated that they preferred the NFEs because government schools suffered from teacher absenteeism and poorer quality education. Thus, it appears the communities did feel that the institutions should have been sustained.

8.3 Bunyaad has not tracked the children who were enrolled but it did establish arrangements with the district education department for induction of NFE children into formal schools. According to the tracer study that it commissioned, only 11 percent of the children enrolled used to stitch footballs. This reflects that the schools did not target football-stitching children – any child could get enrolled.<sup>17</sup> This is not necessarily a negative reflection of the schools, but shows that the objectives of the project were not focussed upon. The primary beneficiaries of the schools were supposed to be football stitching children and the majority of those enrolled should have belonged to that category. However, the majority of children in BLCC's schools i.e. 52% reported that they used to do household chores which according to some definitions does not fall into child labour. In general, the tracer study is badly done and too quantitative with little analysis. In fact, it does not trace anything at all – merely provides a snapshot of the period in which it was executed. From the study, it is not possible to examine where the children ended up and in what numbers – in formal schools or in workplaces or at home.

8.4 Regarding the facilities available in the schools, it was noted in the study that 95% of them had chairs and tables for teachers but mats were available in only 35% of the centres. Fans, drinking water and blackboards were also not available in more than 50% of the cases and only 27% of respondents reported that the schools had toilets.<sup>18</sup>

8.5 Parents reported in the study that while boys and girls in the UTCs completed 4 classes on average, non-UTC children completed only 2. The study suggests this could be because of the UTC's flexibility in timings offered to children, free availability of books and stationery, and no fee, convenient location of UTCs, efforts of the field staff of BLCC and school committee members, and better understanding between teachers and learners as the teachers were from the same village. When asked why their children had dropped out of UTCs before completing class 5, those parents whose children had done so replied that this was because of the closure of the UTCs. The study states that this contradicts the claims of BLCC that it mainstreamed or admitted the students to formal schools before closing the UTC.<sup>19</sup>

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<sup>16</sup> Project Document: Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase II) ILO-IPEC, Government of Pakistan, Government of the United States of America Annex II Project to Eliminate Child Labour in the Soccer Ball Industry in Sialkot: Final Report of Phase-I October 1997 – July 2000 Annex 2

<sup>17</sup> Tracer's Study on Social Protection Programme for Working Children and their Families in the Soccer Ball Industry Sialkot by BLCC (Draft version) (undated) p.50

<sup>18</sup> *ibid* section 5.2.2 part (v)

<sup>19</sup> *Ibid* section 5.2.2 part (vi) Note also that Project Document Phase II states that 50% of the UTCs of BLCC would be sustained by the communities by end of year 2 of Phase II.

8.6 The study reports that of the sample, only around 60% of the children were mainstreamed. The overwhelming reason given by both parents and children as to why the latter were not mainstreamed was poverty.<sup>20</sup> The study noted that UTCs were the most effective medium in bringing about awareness of child education and child labour. Especially, and this was reported by the UTC teachers and parents, attitude towards girls' education changed.

8.7 Some of the data produced by the study should be viewed with a degree of scepticism. Typical of its weak analysis is e.g. in section 5.2.5 part (ii), it is stated that only 17% of the households had knowledge or interaction with the FEC, while in the next part it is stated that 58% of the respondents were of the opinion that FECs were either most effective or generally effective. The biggest problem with the study is that it says that X% reported this and Y% did that without going into why. Instead it relies on words such as 'maybe because....', 'might be because....', 'this suggests.....'. The reason why this occurred is because the executors of the study used a highly quantitative structure, relying less so on what the study describes as focus group discussions or FGDs and more participatory methods. Maybe, after they had looked at the numbers, they should have held the FGDs rather than simultaneously.

8.8 Compared to BLCC, Sudhaar has been more efficient in its implementation. Documentation exists, which has been provided to the evaluation team, on where the children that were enrolled in its schools have gone.<sup>21</sup> Sudhaar has the data to show that the vast majority of the students who attended its NFE schools (around 80%) were former child workers or their siblings. Of the 70 schools established, 14 have been sustained and the one visited by the evaluation team was of credible quality. Sudhaar appears to be a much more dynamic organisation. It has produced, for example, training manuals targeted specifically at non-formal schools in Sialkot based on the lessons learnt there. These training manuals are updated as and when required. This is unlike Bunyaad that has no indigenised manuals for Sialkot. Like Bunyaad however, Sudhaar was also able to establish linkages with the district administration that allowed it to use government school buildings as NFE centres in the evening.

8.9 Sudhaar enrolled 2381 children in its school and according to data collected, 65% of them were current or former stitchers while the remaining were either siblings or other children. Of these children, around half or 1087 were mainstreamed, 959 dropped out and 335 completed primary level education only.

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<sup>20</sup> *ibid* section 5.2.2 part (viii) and (ix)

<sup>21</sup> Profiles of Soccer Ball Children Final Report: Combating Child Labour in the Football Industry, ILO-IPEC & Sudhaar (May 2004)

## 9. Child Labour: District Government Initiatives

9.1 The district government has its own plans regarding health, education and other matters. It claims that it was not a party to the project from the beginning,<sup>22</sup> so will continue to undertake parallel initiatives with little scope of grafting on the project's undertakings. Similarly, it has no plans to support IMAC. The district government is also keenly anticipating World Bank assistance. That support will enable each district in the country to get a major injection of money over the next 3 years for the education sector.

9.2 The Project Document for Phase II clearly states in 1.4 that 'an underlying component (of the project) is the strengthening of government and NGO capacity to prevent child labour.' It goes on to state, in section 2.2, that strong coordination will be done with government and capacity building undertaken. In addition, one of the reasons for justifying a no-cost extension to June 2004 was as stated under 1.B) of the Project Revision Form that the extension 'will enable IPEC to consolidate the local commitment and mechanisms to mainstream the social protection component under the Soccer Ball Project with the District Government'. The evaluation team found little tangible evidence to show that this had occurred. If local government was involved, as some would say it was, it is strange that it has not sustained many of the activities after the respective NGOs wound them up.

9.3 While the devolved district government structure is a recent phenomenon, government argues even then it should have been an active participant of this project. Others however maintain that bringing in government results in project failure, increased inefficiency and bureaucratic wrangling. In the opinion of the evaluation team, the district government could have been more involved, though not as a decision-making actor. One way it could have been involved is as suggested by the Technical Progress Report of March 2004 prepared by the ILO-IPEC Project Office where it is proposed in section II.2, 'This new (Local Government) systems provided new opportunities for sustaining and mainstreaming the IPEC action that was started under the various phases of the Soccer Ball project. Within this context of opportunity, in this final stage of the project implementation, the project will consolidate the local commitment and mechanisms to mainstream the social protection component with the District Government.' In the opinion of the evaluation team these efforts that never eventually occurred in any coherent way, should have been applied from the beginning.

9.4 The district governor or Nazim says the football industry is very committed to elimination of child labour and as evidence he points to IMAC. This commitment has now for example filtered into the surgical instruments industry where similar initiatives to remove child labour are being undertaken. He further adds that education is a major priority of the district government and his administration is committed to a child-labour free Sialkot district.

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<sup>22</sup> The view that government was not involved actively from the start was stated by the district DCO/EDOs in the meeting of 28 May in their offices. It should be noted however that although no formal mechanism was created for coordination with the local government, the local government was involved in the project in an informal capacity.

## **10. Child Labour: Involvement of Trade Unions**

10.1 The All Pakistan Federation of Labourers or APFOL's view was that trade unions were not involved in the original formulation of the project. It claims that while one labour leader is on the board of IMAC, he comes from Lahore so has little understanding of the issues involved. APFOL claims a membership of 2500 in Sialkot – which the evaluation team was unable to verify. In Sialkot, according to APFOL there are 25 trade unions of which 12 are members of AFPOL. APFOL also wants a substantive role in CSDO.

## **11. ILO-IPEC: Administrative Delays**

11.1 The Mid Term Evaluation of Phase II<sup>23</sup> mentions the administrative bottlenecks that have caused delays in the approval of contracts – delays that have been to the detriment of the project. Even for small components such as the 12 interactive theatre shows performed by CDC, the proposal had to move from Sialkot to Islamabad to Geneva causing months of delay. While the technical inputs from Geneva and its institutional memory and experience from other projects are valuable additions to the project, the amount of time it takes to approve Action Programmes could be speeded up. The ILO must find ways to mainstream the procedures and make them more efficient. As mentioned above these delays, while office-wide and system-wide do seriously affect the project. As examples, there was a gap of one year between Phases I and II and health screening for NFE students was provided after many of the NFEs had shut down. It is evident that the mistakes of Phase I in which children were removed from the football stitching with social protection following later were not learnt from.<sup>24</sup>

11.2 On the whole, while a holistic approach was followed, it was synchronized poorly and a good concept was thus poorly implemented. The social protection component should have been in place before the children were removed from the workplaces.

## **12. ILO-IPEC: Monitoring and Evaluation systems**

12.1 The Project Office in Sialkot has very weak monitoring and evaluation mechanisms. The evaluation team sought all monitoring tools from the project which amount to a very rudimentary format for the physical verification of the latrines project of Baidari and one page descriptive (not analytical) reports about CDC's interactive theatre. On appointment as Acting Project Manager, the current person in

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<sup>23</sup>Midterm Self Evaluation of Elimination of Child Labour in the Soccer Ball Industry in Sialkot Pakistan Phase II July 2000 – February 2002 by Javeed S, Lavador F, and Saifullah M (July, 2002). See for example Sections 3.1 and 3.4

<sup>24</sup> Section 2.2 and 3.1 Elimination of Child Labour in the Soccer Ball Industry in Sialkot November 1997 – October 1999: Evaluation Report by Ahmed Z and Becker S

Regarding the above section, further investigation into the exact details of where the delays occurred in was not undertaken due to difficult access to files with the pertinent information.

charge of the project was informed that he would be responsible for ‘managing and supervising the operational activities of this project until completion of this Project’.<sup>25</sup> This is rather vague and does not necessarily assign<sup>26</sup> monitoring and evaluation functions to the Acting Project Manager. Similarly, the TOR of the Programme Assistant for the project does not specifically mention M&E functions.<sup>27</sup> It seems for this particular project that no one in ILO-IPEC was responsible for monitoring and evaluating what was happening in terms of implementation and hence the number of weaknesses which have been outlined in this report.

12.2 While the Project Office maintains that IPEC has reporting formats in place and also sound monitoring practices, if that is true it is evident that neither seem to be effectively used<sup>28</sup>. This observation is supported by the findings of the Mid-Term Evaluation of Phase II it is stated that ‘The Project is generally weak in process documentation and research, which is important for assessment and analytical purposes.’<sup>29</sup>

12.3 A number of partner organisations have complained of the long delays attributed to the auditors who are based in Lahore. Apparently, periodically, all receipts have to be dispatched to the auditors without whose consent further instalments by ILO-IPEC are not granted. While auditing is a necessary function to ensure transparency, having a firm based in Lahore rather than one in Sialkot is inimical to the effectiveness of the project.

12.4 Decision-making has not rested in Sialkot, with even minor decisions being made in Islamabad or in Geneva. The one forum for information sharing and consultation between project partners has been the Project Coordination Committee or PCC but this has been an organisation with no powers.<sup>30</sup> Moreover, it has not endeavoured to make smaller partner organisations with mini-action programmes such as CDC its members thus diluting further its effectiveness.

12.5 Finally, one partner organisation Sudhaar has been extremely upset with ILO. It complains that there was a gap of over a year between the submission of its proposal and the approval and actual implementation. And despite having finished its contract, the NGO still has not been paid its last instalments. Because of inadequate access to pertinent data, this issue could not be examined in detail.

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<sup>25</sup> Memorandum dated 19.3.2003 regarding appointment of Acting Project Manager of ILO/IPEC Soccer Ball Project in Sialkot issued by Director ILO Office Islamabad

<sup>26</sup> The functions of NPM and other IPEC staff are clearly spelled out in the Programme Operations Manual. This includes monitoring and evaluation functions.

<sup>27</sup> Internal/External Vacancy Announcement for post of Programme Assistant for Project: Elimination of Child Labour in Soccer Ball Industry Sialkot. However, as stated above monitoring and evaluation functions are assigned to the appropriate person as per procedure as set out in the Programme Operations Manual of ILO/IPEC.

<sup>28</sup> Based on review of M&E materials utilized by the project.

<sup>29</sup> See that report’s executive summary.

<sup>30</sup> The observation of the mission is further supported by the Project Document of Phase II section 4.2 which states that ‘The role of the PCC needs to be further strengthened in that instead of just sharing the progress in their meetings, it should play a pro-active role in terms of providing policy guidelines and taking concrete measures to deal with non-compliance and penalties. Also the involvement of other Government representatives (beside MOL) such as the education, health, and welfare ministries and the trade unions will be explored.’

### 13. Project Log frame

13.1 The weakness of the design component is reflected in the project log frame.<sup>31</sup> Many of the indicators in the log frame are not SMART (Specific, Measurable, Achievable, Realistic, Time bound) which was why log frames were invented. As an example, activity 1.1.2 which is reported by the project as having been completed requires 'Design and publish awareness raising/information materials for manufacturers/contractors and stitchers'. How many is not stated. Is the designing of one one-page leaflet enough or should three dozen be designed? What exactly does material mean? For how many manufacturers and stitchers? Similar lack of specificity pervades within many indicators of the log frame.

13.2 With regard to objective 1 of the Log frame, i.e. 'prevention and elimination of child labour in the production of soccer balls in Sialkot and prevention of further child labour in the industry through workplace monitoring and the provision of alternatives to children and their families', the first part of the objective was well implemented. It was foreseen however in the Log frame that baselines studies would be done before initiation of interventions to assess the needs of (ex) stitching children and their families especially those households which had not benefited from the first phase of the project. These were not undertaken. In addition, no activities are mentioned under the first objective to 'provide alternatives to children and their families' and this may be because this part of objective 1 overlaps with objective 2.

13.3 With regards to objective 2 in the Log frame i.e. 'implementation of a social protection programme that is fully operational and functional; providing affected children and their families with quality basic education, pre-vocational and skills training, basic health care and income generation opportunities', there are no indicators of achievement at the immediate objective level for either pre-vocational and skills training or basic health care. What exactly the programme should have achieved at these levels is thus unclear.

13.4 The log frame gave emphasis to the sustainability of the NFE schools. At the output level, output 3 of objective 2 pertains to both Sudhaar and BLCC and it describes a number of measures that needed to be undertaken so that NGOs and communities could take over NFEs.

13.5 Output 5 of objective 2 was the domain of PRSP. It appears however that the Action Programme did not undertake the activity: 'assessment of the market for skills and services which provide income-generating potential and credit/savings/loan facilities'. Loans were extended and skills given based on the demands of the beneficiaries not the needs of the market.

13.6 As described elsewhere, Intermediate Objective 3 was probably the weakest in realisation, especially Output 1 that relates to the activities of CSDO. It was also the weakest in expression of SMART Indicators of Achievement at the objective level and poor in its description of specific activities to be undertaken to achieve the outputs.

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<sup>31</sup> The discussion in this section relates to the Logical Framework as detailed in the Project Document of Phase II, pps. 21-33.

13.7 Output 2 of objective 3 relates to the establishment of a sustainable mechanism to fund IMAC through participating manufacturers' contributions. While SCCI has articulated that it believes a transparent and viable IMAC is important for the economic interest of its members, some would argue that it has not supported this by implementing activities to achieve output 2 in the sense of signing an agreement on the financial sustainability of IMAC.

13.8 On the whole, the Logical Framework was a satisfactory reflection of the design of the project and a useful aid for Action Programmes to follow, but it could have been more improved and rigorous.

## **14. Conclusion**

### *Design*

14.1 The success of the project was clearly spurred by the pressure of soccer ball buyers and the international outcry that discovered that child labour was being used in the making of footballs. Child labour in the football industry still exists in Sialkot but certainly not amongst the registered manufacturers and those associated with IMAC.

14.2 The project was well-designed involving actors according to their area of expertise e.g. Sudhaar and Bunyaad which specialise in non-formal education or PRSP which is one of the biggest micro-credit institutions in the country. The number of actors was also fairly manageable and it was expected that later players would build upon the work that earlier organisations had undertaken e.g. Baidari was expected to work through the Village Education Committees that BLCC and Sudhaar had already established for its sanitation programme. One important partner devoid of any key formal role was the local government that affected aspects of sustainability later on, though through the project two of its vocational centres were provided resources.

14.3 The objective of the project was very clear – to remove children from football stitching. Though it incorporated both poverty and gender issues – these were not directly the target. Poverty was targeted because it was recognized that that was one of the causes of child labour. The project also realised that poverty alone was not the cause – in many cases it was the lack of awareness of the importance of education and the right for children to be educated which led parents to send their children to workplaces. Sustainability of many activities was not built into the design as strongly as had been required. The vast majority of the NFE schools have disappeared and especially in the case of BLCC where the children ended up is not known. Baidari's health and sanitation programme has stopped. While PRSP will continue to give loans, it will no longer have the same focus on football stitching families as it did during the project. CSDO's future is unclear too. The only sustainable activity will be the monitoring of workplaces by IMAC.

## *Achievements*

14.4 Child labour in the football stitching industry has disappeared due to the project but many activities could have been better implemented had the actors been given more time and projects been sequenced properly. ILO's system, in which things get stuck for months at a time due to bureaucratic impediments, needs overhauling. The quality of the NFE schools which have been 'sustained' is questionable too.

14.5 The project created tremendous awareness in Sialkot and nationally about child labour and child rights. This is manifested in the district government's commitment to banish all forms of child labour from Sialkot within the next five years. While this seems unrealistic and unachievable, it at least shows the district government's acknowledgement that this is a pressing issue.

14.6 IMAC as an output of this project is a very good achievement. It has gained a reputation of being a transparent and efficient organisation. However, other achievements have been less marked especially because many children who were imparted non-formal education or vocational training were not tracked. BLCC's tracer study is self-contradictory and does little tracking for example.

14.7 The Project Coordination Committee the one body where all partner organisations were supposed to meet monthly had no powers and little decision making authority with even small decisions being made in Switzerland. This led to many weaknesses of the project outlined in this report.

## *Sustainability*

14.8 The district government is allocating greater funds to health and education but does not intend to graft on the work of the project. It is setting up its own schools and providing vocational training and registering village-based CBOs and NGOs in parallel without taking advantage of the institutions already set up by partners of the project.

14.9 The project involved local communities in a participatory manner whether it was the setting up of schools or imparting health education or awareness but the lack of resources with the finishing of Phase II means that most activities will not be sustained. Limited continuation will occur even though the capacity of partner organisations and the labour sector was strengthened because of the project.

14.10 The local independent monitoring agency or IMAC, created by IPEC, is one of the more notable achievements of Phase II. Not only has its work been effective, the strong sense of ownership by the local industry of the body should ensure its sustainable functioning in the future.



## ANNEX 1



**INTERNATIONAL PROGRAMME ON THE ELIMINATION  
OF CHILD LABOUR**

### **TERMS OF REFERENCE FOR**

**Independent Final Evaluation**

**(May-June 2004)**

Final Version:  
Basis for  
Contract

**PAK/00/P50/USA**

**Elimination of Child Labour in the Soccer Industry in Sialkot,  
Pakistan Phase II**

<b>ILO Project Code:</b>	PAK/00/P50/USA
<b>Financing Agency:</b>	US-DOL
<b>Project number:</b>	P.270.06.342.040
<b>Type of Evaluation:</b>	Independent Evaluation
<b>Geographic Coverage:</b>	Sialkot
<b>Date and Duration of the Evaluation:</b>	Five weeks
<b>Preparation Date of TOR:</b>	April 2004
<b>Total Project Funds of Donor:</b>	US \$ 1,109,831
<b>SCCI &amp; Pakistan Export Bureau:</b>	US\$ 180,000
<b>FIFA:</b>	US\$ 250,000

## I. Background and Justification

The activities of 'Elimination of child labour in the soccer industry in Sialkot, Pakistan Phase II' project began in August 2000 following the achievements of the first phase project of the same title. The first phase was implemented from October 1997 following the signing of the Atlanta Agreement by the Sialkot Chamber of Commerce and Industry (SCCI), UNICEF and ILO and was closed in October 1999. Between November 1999 and July 2000, project activities continued to bridge the gap. The second phase was built upon the achievements of the first phase with the following objectives:

- 1) To prevent and eliminate child labour in the production of soccer balls in Sialkot and prevent further child labour in the industry through workplace monitoring and the provision of alternatives to children and their families.
- 2) To implement a social protection programme that is fully operational and functional; providing affected children and their families with quality basic education, pre-vocational and skills training, basic health care and income generation opportunities.
- 3) To increase the capacity of partner organizations, the Sialkot Chamber of Commerce, Governmental and Non-Governmental Organizations (compared with the situation at the beginning of phase 2).

The monitoring and prevention component to date ensures that children are no longer involved in any form of child labour in soccer ball production. The monitoring system consists of an internal and external monitoring system. Internal monitoring is used by the participating manufacturers to make sure that their sub-contractors neither use children at the given work places/stitching centers nor in private houses where children could be involved. External monitoring has been undertaken by ILO-IPEC at the workplace for the last five years and has established credibility, transparency and enjoyed worldwide recognition. ILO-IPEC has handed the workplace monitoring system over to the Independent Monitoring Association for Child Labour (IMAC) following an agreement signed in March 2003. Sustainability has been ensured by gradual transfer of responsibilities, resources and has been working with IMAC for one year to train and capacitate the association. Further sustainability has been ensured by creating an endowment fund by linking various resources both in the Ministry of Labour and SCCI.

The social protection and rehabilitation component comprises of prevention, rehabilitation and awareness raising. ILO-IPEC has been implementing this programme through NGOs. Various IPEC implementing agencies have set up non-formal education centers provided pre-vocational training services to targeted children, implemented micro-credit and training programmes and have designed a programme to provide health services for the children.

A national Time-Bound Programme (TBP) is under development and ILO-IPEC will implement a project of support to the Time-Bound Programme. The present project and evaluation will provide further input into the project of support to the TBP. In June 2003 the Ministry of Labour and IPEC developed a Strategic Programme

Framework for elimination of child labour in Pakistan. This framework will be used to revise the National Policy and Plan of Action to Combat Child Labour and National Plans of Actions for 'Education for All 2015' and 'Education Sector Reforms.'

In line with ILO/IPEC policies and procedures and as stipulated in the project document a final independent evaluation is to take place by the end of project implementation, the current TORs are for this independent evaluation. A mid-term evaluation was carried out in February 2002.

As per IPEC evaluation procedures, a participatory consultation process on the nature and specific purpose of the evaluation was carried out earlier this year. The present TOR is based on the outcome of this process

## **II. Scope and Purpose**

The scope of the evaluation includes all project activities to date including Action Programmes. The evaluation should look at the project as a whole and assess the impact of the project in relation to the objectives from the project document in terms of relevance, effectiveness, efficiency, and sustainability. The project should also assess implementation, lessons learned, replicability and recommendations, and assess the design of the project document.

The purpose of the present evaluation should be to identify and study findings for potential incorporation into, or modification of, the design, strategies, and activities for where the TBP. The evaluation should also note potential good practices that may be identified over the course of the exercise and identify lessons learned that could be used as a knowledge base in developing sustainable models in eliminating child labour, particularly in the sporting goods sector, other industries employing child labour or within the regional context

## **III. Suggested Specific Aspects to be Addressed**

The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency, and sustainability as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects and for gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation consultants in accordance with the given purpose and in consultation with DED. The evaluation instrument prepared by the evaluation consultant will indicate further selected specific aspects to be addressed.

### **Design**

- Assessment of the design of the project and its relative appropriateness in the context of sector and country (including the evolving political, policy, administrative environment). Was a sector-based approach the most appropriate strategy?

- Internal logic of the project (logical framework, links between inputs, activities, outputs and objectives), quality and usefulness of the selected indicators and means of verification for monitoring and evaluation, including whether they are gender sensitive, taking into account age etc.
- Assess whether the beneficiaries were clearly identified (i.e. sub-groups, age, socio-economic status, etc. 'Poor' or 'women' are not a homogenous group) determine if more details were needed to better target interventions.
- Assess whether the problems, needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern. Did the project taken into account the issues of poverty that is considered to be the main cause of child labour in the soccer industry?
- Assess whether the objectives of the project are responsive to the identified problem and needs.
- Assess the external logic of the project, including the process used for ongoing planning and whether the links with other interventions, synergies and economies of scale were created and maintained.
- Assess the validity of the criteria used to select targeted children and families.

#### **Achievements (Implementation and Effectiveness)**

- Analyze whether the needs and problems the project has aimed to address been met or if they still exist and if so, why.
- Analyze the time frame for implementation and the sequencing of project activities and assess whether they were realistic and logical.
- Examine delivery of project outputs in terms of quality and quantity.
- The project has received two time extensions, one in July 2002 and another in December 2003. Why was the project not able to complete activities in the original timeframe and then the revised work plan and timeframe?
- Identify any major accomplishments made and/or drawbacks encountered including the effect on child labour in soccer industry situation.
- Assess whether the number and type of beneficiaries have been reached according to plan
- Assess whether a delivery mode for different beneficiary sub-groups were identified. (i.e. different times in the day for project activities for 'poor men versus men' or 'women versus men' and location of activity, what method was used etc.)
- Address whether there was sufficient involvement by vulnerable groups/hidden groups in the preparatory phase of the delivery process. Have men and women, girls and boys participated actively in this phase?
- Assess whether any evidence the participating families continue to refrain from resorting to child labour. There have been reports that child labour still exists in the soccer ball industry (please see the reports by the Global March Report on Football Stitching in Sialkot and the University of Iowa case study (can be provided on request). Can/Does the evaluation findings confirm or refute these reports?
- Assess the numbers of children in soccer ball manufacturing, (data from monitoring visits) has there been an increase, decrease or holding steady? Can any reasons be attributed to this?

- Examine the role of monitoring the workplaces. Assess whether there is evidence that the workplaces/stitching centers are free of child labour due to monitoring? If not, why? Is monitoring able to verify whether the children are in any other type of work?
- Assess the accuracy and quality of the information provided in the child labour monitoring and tracking system. Was the information useful for measuring progress and impact in terms of project objectives and target beneficiaries?
- Assess whether any patterns emerge of children switching from soccer ball industry to other sectors or other forms of child labour.
- Of the children that were removed or prevented from engaging in work and provided with education and training opportunities (new children in phase II and old children continuing services in Phase I) what was the success rate, i.e.: how many graduated from the programme/centers, how many were mainstreamed and how many dropped out? Of those children who have been mainstreamed, is there evidence that these children will continue with schooling and if so, for how long?
- Assess the quality of the education that target children were provided in the NFE centers, how did it compare with government school education?
- How many of the children who were not mainstreamed into formal or vocational training went back to work? If they did return to work, what work did they perform and was it hazardous?
- How many of the older children who received vocational training find gainful and safe employment?
- Determine the extent to which internal/external factors affected project implementation and whether the project's response to such factors was appropriate and timely.
- Analyze the effect the inclusion of women in the income-generation activities have had on the women, and whether this had an impact on the child labour situation of that household?
- Assess the different impact on the different target groups
- Assess, if any, unexpected effects on both the target and non-target groups.
- Review whether technical and administrative guidance and support provided by project staff, partner organizations and relevant ILO units were adequate.
- Project's efficiency in terms of using resources in producing project results
- Assess whether the project's use of funds and resources was appropriate and used effectively.
- Assess the transparency of the systems put in place by project management in terms of project documentation and results.
- Assess whether the financial and technical systems used in the project were sufficient and appropriate for the project.
- Assess the training given to implementing agencies and stakeholders and their capacity to implement and oversee child labour projects. Do all stakeholders hold common understanding and are familiar with the definitions used by IPEC for identifying a child as prevented or withdrawn from child labour? What has been the capacity increase of SCCI?

- Assess the micro-credit component activities in terms of supply and demand, its outreach, amounts involved (whether it was adequate to start income-generating activities).
- Assess whether IPEC management and/or project management followed up on recommendations of the mid-term evaluation.

### **Relevance**

- Analyze the broader contribution of the project to national efforts. Assess whether the results contributed to the elimination of child labour in the sector.
- Assess whether the project achievements met the needs of the beneficiaries and if not whether there are alternative ways to meet such needs and what they are. Assess whether men and women, girls and boys were active participants in defining their own needs.
- Examine the level of satisfaction with project stakeholders and the extent the community feels empowered through the project activities.
- Examine the beneficiaries' views regarding the usefulness of the project outputs.
- Examine whether the external factors affecting project implementation have been adequately identified and whether the assumptions remain valid.

### **Sustainability**

- What strategies have been adopted and actions taken to ensure the continuity of the project's impact (including Apes implemented by NGOs on non-formal education, vocational training and income-generating programmes) beyond June 2004?
- Analyze the level of community participation/ownership and involvement in the project
- Assess the long-term commitment and the overall technical and financial capacity of local/national institutions and the target groups to continue the appropriate process.
- Analyze the extent the project has strengthened the capacity of project partners, labour sector and civil society to ensure project activities/impact will continue
- Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Examine the progress achieved in promoting local ownership of the project and in promoting long-term sustainability of the overall project. Of particular interest: the transfer of ownership of the monitoring system to IMAC. How will monitoring by IMAC be sustainable and how does the extent and quality of monitoring by IMAC compare with monitoring by IPEC?
- How many of the NFE centers will be sustained after project closure? What efforts were made to make the NFE centers sustainable?

### **Special Concerns to be addressed**

In addition to the general concerns, the evaluation should critically explore the following issues:

- Examine the project strategy, objectives and results in conformity with the provisions of the International Labour Standards on basic human rights. Determine whether the project has taken measures to promote these standards.

#### **IV. Expected Outputs of the evaluation**

- An evaluation instrument prepared by the international consultant
- Mission notes from field visits
- A stakeholder workshop facilitated by international consultant
- Draft evaluation report including stakeholder workshop proceedings and findings from site visits by international consultant
- Final report including:
  - ✓ Executive Summary
  - ✓ Identified findings,
  - ✓ Conclusions and Recommendations
  - ✓ Lessons learned
  - ✓ Potential good practices
  - ✓ Appropriate annexes

The total length of the report should be a maximum of 30 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep the overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data, should be provided both in paper copy and in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the ILO consultant(s). Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC.

The final report will be distributed to key stakeholders in Pakistan as per ILO/IPEC established procedures (see under schedule) by project management and in ILO Headquarters by IPEC-DED.

#### **V. Evaluation Methodology:**

The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation team will be asked to use the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.

The evaluation will be carried out using a desk review, an evaluation mission to relevant project sites, consultations with stakeholders and beneficiaries, and a stakeholder workshop. The stakeholder workshop should look at the issues from all angles with the participation of as many as the stakeholders present.

**Composition of the evaluation team:**

An international expert will be recruited as the evaluation consultant.

The **international consultant** will undertake field visits for consultations with stakeholders and facilitate the stakeholder workshop and will be responsible for drafting the evaluation report.

The international consultant will be responsible for:

- An evaluation instrument after initial review
- Field visits for consultations
- Programme and process for the stakeholder workshop
- Draft evaluation report incorporating comments and views made during the stakeholder workshop
- Finalize and submit final evaluation report taking into account consolidated comments of stakeholders.

The evaluation will be carried out with the technical support of IPEC Design, Evaluation and Documentation Section. DED will be responsible for consolidating the comments of stakeholders and submitting it to the international consultant.

The ideal candidate for the evaluation team members will have:

- ✓ Proven extensive evaluation exercise in labour-related issues or development issues
- ✓ Broad knowledge of and insight in development issues in Pakistan
- ✓ Technical knowledge of child labour
- ✓ Excellent report writing skills
- ✓ Experience facilitating workshops for evaluation findings
- ✓ Knowledge of and experience evaluating gender issues

**Timetable and Work plan:**

The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

The international consultant will be engaged for four workweeks of which two weeks will be field visits in Pakistan. The tentative timetable is as follows: (exact dates to be determined upon consultation)

**Phase I:** Responsible person: International Consultant

- Desk Review of documents to be sent to consultant (5 days before travel to Pakistan)

**Phase II:** International Consultant (In-Country) 12 days

- Field visits, consultations with project staff and stakeholders (week one and two)
- Prepare process and programme for stakeholder workshop and facilitate stakeholder workshop with national consultant (Two days in week two)

**Phase III:** International Consultant and DED

- First draft from consultant (End of third week)
- Comments from stakeholder upon circulation of draft by DED
- Consolidated comments prepared by DED and sent to consultant (When comments received from stakeholders)

**Phase IV:** International Consultant

- Consultant to finalize report with comments including explanations if a comment is not included. (End June 2004)

**Sources of Information and Consultations/meetings**

- Project document
- Progress reports
- Technical and financial reports of partner organizations (Action Programmes)
- Studies if appropriate
- Self-evaluations of Action Programmes if available
- Action Programme Summary Outlines
- Project files
- Mid-term self evaluation

**Consultations and Meetings: (Specifics to be filled in by project management)**

- Project management, IPEC staff
- Partner Organizations/Implementing Agencies
- Community members
- Teachers
- Government representative including the District Government Representatives
- Legal authorities
- Employer's Organizations
- Trade Unions (sub-contractors and stitcher
- Children
- Parents

## VI. Resources and Management

### **Resources:**

The resources required for this evaluation are:

- Fees for an international consultant 27 work days
- Fees for international travel for consultant including briefing and debriefing in Geneva
- Fees for internal travel in Pakistan (if appropriate)
- Stakeholder workshop expenditures
- Fees for local DSA
- Any other miscellaneous costs

### **Management:**

IPEC project officials in Pakistan will provide administrative support during the evaluation mission. IPEC/DED in HQ will organize the briefing and debriefing sessions of the international consultant. The international consultant will report to IPEC/DED in headquarters.

## **Annex 2: List of documents consulted**

1. Correspondence between ILO and CDC regarding submission and approval of Mini-programme proposal of CDC.
2. Project Proposal of CDC and Agreement between ILO and CDC on Awareness Raising on Child Rights through Interactive Theatre
3. Correspondence between ILO and Baidari regarding submission and approval of Mini-programme proposal of Baidari
4. Correspondence between ILO and Baidari regarding no-cost extension of Action Programme: District Health Care Programme, Sialkot
5. Project Proposal of Baidari and Agreement between ILO and Baidari on District Health Care Programme, Sialkot
6. Project Proposal of Baidari and Agreement between ILO and Baidari on Awareness Raising of the Stakeholders in the Soccer Ball Industry about the Menace of Child Labour and Advantages of Joining the Child Labour Elimination Programme
7. Correspondence between ILO and CSDO regarding submission and approval of Mini-programme proposal of CSDO
8. Project Proposal of CSDO and Agreement between ILO and CSDO on Capacity Building of Sialkot Chamber of Commerce and Industry through Child and Social Development Organisation for combating child labour
9. Project Proposal of IMAC and Agreement between ILO and IMAC on Implementation of Monitoring Programme set up by the ILO-IPEC Soccer Ball Project Management Team by the Independent Monitoring Association for Child Labour
10. Correspondence between ILO and IMAC regarding no-cost extension of An Action Programme for the Implementation of the Monitoring Programme (Apr-May 2004)
11. Correspondence between BLCC and ILO regarding proposed Impact Assessment of BLCC-IPEC Soccer Ball Project, Sialkot
12. Project Proposal of BLCC and Agreement between ILO and BLCC on Combating Child Labour in Soccer Ball Industry in Sialkot through Non-Formal Education
13. Correspondence between ILO and Sudhaar regarding no-cost extension of Action Programme: Combating Child Labour in the Football Industry, Sialkot
14. Project Proposal of Sudhaar and Agreement between ILO and Sudhaar on Combating Child Labour in Football Industry
15. Correspondence between ILO and Sudhaar regarding no-cost extension of Action Programme: Vocational and Technical Training Programme for Working Children and Youth for Soccer Ball Industry, Sialkot
16. Project Proposal of Sudhaar and Agreement between ILO and Sudhaar on Vocational and Technical Training Program for Working Children and Youth
17. Correspondence between ILO and PRSP regarding no-cost extension of Action Programme: Provision of Micro-Credit and Skills Training to the Soccer Ball Stitcher Families in Sialkot
18. Project Proposal of PRSP and Agreement between ILO and PRSP on Provision of Micro-Credit and Skills Training to the Soccer Ball Stitcher Families in Sialkot

19. Implementing Agencies Financial Transmissions Status prepared for the consultant by ILO-IPEC Project Office
20. Reports by ILO-IPEC Project Office regarding Field Visits to Witness Interactive Theatre of CDC (Mar-May 2004)
21. Pakistan Soccer Balls Project Midterm Evaluation Report: USDOL Comments dated 07/02/02
22. Tripartite Review ILO-IPEC Multi-bilateral Technical Cooperation Programme between ILO-IPEC, Government of USA and Government of Pakistan for Supporting the Time Bound Programme on the Elimination of the Worst Forms of Child Labour in Pakistan (Sep 2003)
23. Profiles of Soccer Ball Children Final Report: Combating Child Labour in the Football Industry, ILO-IPEC & Sudhaar (May 2004)
24. Sample format of Application for Registration of Citizen Community Boards, Community Development Department Sialkot
25. Tracer's Study on Social Protection Programme for Working Children and their Families in the Soccer Ball Industry Sialkot by BLCC (Draft)
26. Midterm Self Evaluation of Elimination of Child Labour in the Soccer Ball Industry in Sialkot Pakistan Phase II July 2000 – February 2002 by Javeed S, Lavador F, and Saifullah M (July, 2002)
27. Doctor Schedule and Visit Plans prepared by Baidari
28. Newspaper articles on Hepatitis Seminar organized by Baidari in March 2004
29. List of 216 latrine beneficiaries of Baidaris' District Health Care Programme
30. Sample MOU between Baidari and VEC/FEC regarding District Health Care Programme
31. Attendance Sheets of Baidari's VEC/FEC members training for the District Health Care Programme
32. Memorandum dated 19.3.2003 regarding appointment of Acting Project Manager of ILO/IPEC Soccer Ball Project in Sialkot issued by Director ILO Office Islamabad
33. Internal/External Vacancy Announcement for post of Programme Assistant for Project: Elimination of Child Labour in Soccer Ball Industry Sialkot<sup>32</sup>
34. Enrolled Learners Profiles prepared by BLCC
35. Support IMAC: An Exit Strategy for ILO-IPEC prepared by Independent Monitoring Association for Child Labour (original and revised versions)
36. First Annual Report, IMAC March 2003 – April 2004 (Apr 2004) (Draft)
37. Sample Manufacturer Data Sheet, Manufacturer Undertaking, External Monitoring Proforma, Pro forma for Follow Up of Factory, Proforma for the Follow Up of Loanee, Area Base Monitoring, NFE Monitoring, Name of the Students Drop Outs from UTC, External Monitoring, Daily Monitoring Reports of IMAC
38. Enrolment of Chanaan Centres as of 31 March, 2004 by Sudhaar
39. Need Assessment of Vocational Training Institute for Women Tehsil Pasrur regarding Improvement of Available Resources and Infrastructure prepared by Sudhaar (Feb 2004)

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<sup>32</sup> Memorandum dated 19.3.2003 regarding appointment of Acting Project Manager of ILO/IPEC Soccer Ball Project in Sialkot issued by Director ILO Office Islamabad  
Internal/External Vacancy Announcement for post of Programme Assistant for Project: Elimination of Child Labour in Soccer Ball Industry Sialkot

40. Assessment of Government Vocational Institute for Women, Pasrur submitted by District Manager Tevta Sialkot and Narowal to Team Leader Sudhaar (Sep 2003)
41. Minutes of the Meeting, Brain Storming Meeting for the Establishment of Database at CSDO dated 27 April, 2004
42. List of girl students at Godah FC # 60
43. Details of Mainstreamed, Primary Pass and Dropout Children at Non-Formal Education Centres in FC# 54 and # 60
44. Trainee Profiles at Village Panwana Bajwa, Centre FC # 54
45. Articles appearing in SCCI newsletter related to CSDO and IMAC
46. Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects by Evaluation Unit, Bureau of Programming and Management ILO (Nov 1997) (Nov 1997)
47. Impact of the Punjab Rural Support Programme's (PRSP) Credit and Skill Enhancement Programmes on Child Labour in the Sialkot District of Pakistan by Hussein M, Raza M, Javed M (Apr 2004)
48. List of Identification of Stitchers/Ex Stitchers provided by PRSP
49. Sample formats of Credit Sanction Form, Information about Stitcher/Ex-Stitcher Household, Identification of stitchers/ex-stitchers provided by PRSP
50. Technical Progress Report (TPR) – March 2003 Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase –II) by ILO-IPEC
51. Technical Progress Report (TPR) – September 2003 Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase –II) by ILO-IPEC
52. Technical Progress Report (TPR) – March 2004 Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase –II) by ILO-IPEC
53. Status Report – June 2003, Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase-II) by ILO-IPEC
54. Status Report – December 2003, Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase-II) by ILO-IPEC
55. DED Guidelines 1: Identifying and Using Indicators of Achievement by ILO-IPEC Draft Version (May 2001)
56. DED Guidelines 2: Design and Preparation of Project Documents Version 2.0 by ILO-IPEC (Dec 2003)
57. DED Note 4: Project Cycle in IPEC by ILO-IPEC Second Version (Mar 2002)
58. DED Note 2: Programme Monitoring Plans by ILO-IPEC (May 2003)
59. DED Note 3: Types and Levels of Evaluations in IPEC by ILO-IPEC Version 1.0 (Mar 2002)
60. DED Guidelines 5: Strategic Programme Impact Framework First Version by ILO-IPEC (May 2002)
61. Guidelines for the Integration of Gender Issues in to the Design, Monitoring and Evaluation of ILO Programmes and Projects by Evaluation Unit, Bureau of Programming and Management ILO (Jan 1995)
62. Income Generation Strategies for Child Labour Elimination by ILO-IPEC Draft (Feb 2003)
63. Summary Project Outline (SPROUT) Guidelines for the Preparation of Summary Project Outlines for Multi-bilateral Financing by Evaluation Unit, Bureau of Programming and Management ILO (Aug 1997)
64. Promoting Gender Equality in Action Against Child Labour in Asia: A Practical Guide for ILO by Haspels N, Romeijn M and Schroth S (Dec 2000)

65. Handbook for Parliamentarians No.3 – 2002 Eliminating the Worst Forms of Child Labour: A Practical Guide to ILO Convention No.182 (2002)
66. CSDO information brochure
67. Promoting International Worker Rights through Private Voluntary Initiatives: Public Relations or Public Policy? By Schrage E A Report to the U.S. Department of State on behalf of the University of Iowa Centre for Human Rights (Jan 2004)
68. Project Document: Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase II) ILO-IPEC, Government of Pakistan, Government of the United States of America
69. Project Document: Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan ILO-IPEC and Government of Pakistan (1997)
70. Samples of Staff Data Input Format, Company Data Input Format, Apprentices Data Input Format, 2<sup>nd</sup> Shift Trainees Data Input Format, Shift Trainee Profile, Apprentices Details, Shift Trainees Detail, Apprentices Profile of the Technical Education and Vocational Training Authority (TEVTA) Sialkot, Government of the Punjab
71. Process of Identification of Trade for the Capacity Building of VTI (W) Pasrur by Sudhaar
72. Implementation of Restructuring Plan by Technical Education and Vocational Training Authority (TEVTA) District Sialkot and Narowal Government of the Punjab by James N, Zahid M and Riaz M
73. Vocational & Technical Training Program for Working Children and Youth Feb 2003 – Mar 2004: Door Step Trainings Establishing a Village Based Training Centre for Young Girls in ILO-IPEC Areas with the Collaboration of TEVTA Sialkot & Sudhaar Special Report (Draft) by Sudhaar
74. Profiles of Pre-Vocational Training Trainees in Electricity and Fabric Painting by Sudhaar
75. ILO Soccer Ball Final Output Progress Report by Sudhaar (May 2004)
76. Pre Service Non Formal Teachers Training Manual from the Experiences of the Football Children's Programme by Sudhaar
77. Flyers and posters announcing Training Courses at the Vocational Training Institute Sialkot printed by Sudhaar
78. Taraqi Ki Rahaen: Sialkot Aur Kasur Maen Funni Tarbiyat Kay Mowaqeh by Sudhaar Second Edition (Apr 2003)
79. 1087 Profiles of Mainstreamed Children by Sudhaar
80. 209 Children's' Profiles of Five Centres by Sudhaar
81. Career Counselling and Guidance: Student Profile by Sudhaar
82. Samples of Soccer Ball NFE Monitoring Form, Follow-up of Mainstreamed Soccer Ball Children, Overall View of the Centre by Sudhaar
83. Teacher Manual: Hand Embroidery by Sudhaar
84. Teacher Manual: Screen Printing by Sudhaar
85. Teacher Manual: Basic Tailoring by Sudhaar
86. Teacher Manual: Fabric Painting by Sudhaar
87. Combating Child Labour from Soccer Ball Industry Sialkot: Procedural Steps by Sudhaar
88. Combating Child Labour from Soccer Ball Industry Sialkot: Targets and Achievements as of March 31, 2004 by Sudhaar
89. Major Problems and Remedial Actions by Sudhaar

90. Elimination of Child Labour in the Soccer Ball Industry in Sialkot (Phase-II) Budget Revision July 2003 by ILO
91. Elimination of Child Labour in the Soccer Ball Industry in Sialkot (Phase-II) Budget Revision December 2003 by ILO
92. Prevention and Elimination of Child Labour in the Soccer Ball Industry in Sialkot (Phase-II): Agreement between ILO and Sialkot Chamber of Commerce and Industry (Mar 2003)
93. Agreement between ILO and Sialkot Chamber of Commerce and Industry (Oct 1997)
94. Project to Eliminate Child Labour in the Soccer Ball Industry in Sialkot: Final Report of Phase-I October 1997 – July 2000
95. Elimination of Child Labour in the Soccer Ball Industry in Sialkot November 1997 – October 1999: Evaluation Report by Ahmed Z and Becker S
96. Report on Internal Mid-Term Review: Elimination of Child Labour in the Soccer Ball Industry in Sialkot by ILO-IPEC (Nov 1998)
97. Elimination of Child Labour in the Football Industry in Sialkot: Progress Review Report 1.10.97 – 25.7.98 by ILO-IPEC
98. Partners' Agreement to Eliminate Child Labour in the Soccer Ball Industry in Pakistan (Feb 1997)
99. Agreement between ILO and BLCC on An Action Programme to Protect Working Children and to Combat and Eliminate Child Labour (Dec 1997)
100. Project to Eliminate Child Labour in Soccer Ball Industry, Sialkot, Pakistan: Partners' Operational Framework (May 1997)

### **Annex 3: List of persons met**

- Guy Thijs, Director ILO-IPEC-Operations, Geneva
- Peter Wichmand, Head of DED, ILO Geneva
- Naomi Asukai, Evaluation Officer, DED, ILO Geneva
- Simrin Singh, Desk Officer for South Asia, ILO-IPEC, Geneva
- Sherin Khan, Desk Officer for South East Asia, ILO-IPEC, Geneva
- Ami Thakkar, USDOL, Washington (via phone)
- Kevin Willcutts, USDOL, Washington (via phone)
- Mirza Abdul Shakoor, Executive Director, Community Development Concern, Head Marala, Sialkot along with staff of CDC
- Arshad Mirza, Baidari, Village & P.O. Roras, Tehsil and District Sialkot along with staff of Baidari
- Management of CSDO, Shahrah-e- Aiwan-e-Sanat-o-Tajarat, SCCI Building, Sialkot
- Khawaja Zaka-ud-Din, Chairman Board of Governors, IMAC and CSDO and management of SCCI
- Nasir Dogar, Chief Executive, IMAC and staff of IMAC
- DCO Sialkot and Rana Azhar Ali Khan, EDO, Finance & Planning
- Mirza M. Iqbal, EDO, Education
- Shahid Bajwa, EDO, Social Welfare
- Sardar Rehmatullah and Manzoor, Chief Org., APFOL
- Syed Ghayyoor Abbas, M.C, IMAC
- Manzar Badar Alam, PM, CSDO and staff of CSDO
- Asad Bajwa, G.S, CSDO
- Ijaz Ahmed, Admn. & Fin, CSDO
- Haseeb-ur-Rahman, PM, CDC
- Tariq Sultan, S.O, CDC
- Malik Nazir Ahmad, Team Leader, BLCC and other staff members of BLCC
- Riaz Ahmed, PM, BLCC
- M Aslam , S.M, BLCC
- Zafar Nadeen, Director, SAHE
- Dr. Riaz Ahmed Khan, R.G.M, PRSP Sialkot
- Mohsin Ali, PM, PRSP
- Mubarik Ali Sarwar, PM, Baidarie
- Fawad Usman, CEO Sudhaar
- Shamsuddin, Team Leader, Sudhaar
- Azhar Khalil, S.O, Sudhaar
- Naeem Ijaz, S.O, Sudhaar
- Syed Asif Munir, Principal, ATC
- M Mansha, Instructor, ATC
- Aamir Maqsood, Admn. & Fin, ILO, Islamabad
- Mian Muhammad Benyameen, Project Manager, ILO-IPEC, Sialkot
- Ashfaq Ahmad, Programme Asstt.
- Abdul Majeed , Social worker
- Rana Javed, District Nazim

## Annex 4: Schedule of Mission

### 23 May to 1 June 2004

24 May (Monday)	Briefing at ILO-IPEC Project Office, Sialkot	0830-1300
	Meeting with Chief Executive Officer, Sudhaar	1515-1600
	Meeting with Chief Executive Officer and Database In charge, IMAC	1600-1630
25 May (Tuesday)	Field visit to stitching centres (male & female) (Bombanwala & Aziz Chak)	0900-1430
	Field visit to village Bhinder & Mehatpur & meeting with beneficiaries & VEC members Constructed Latrines	1500-1630
	Meeting with Baidarie	1700-1845
26 May (Wednesday)	Meeting with PRSP Office, Sialkot	0830-0900
	Meeting with Field Office Staff, BLCC Sialkot	0900-0940
	Visit to Usman Hospital (Health Service Provider)	0945-1015
	Visit to 3 Sustained Schools (Bhagwal Awan Kala Haranwan & Kakhanwali)	1015-1330
	Meeting with Project Manager ILO-IPEC Sialkot	1430-1530
	Meeting with Male & Female Doctors	1600-1645
	Meeting at Mission Hospital	1700-1745
27 May (Thursday)	Meeting with Field Office Staff, Sudhaar Sialkot (On both Action Programmes)	0900-1000
	Field visit (NFE Godha, Fabric Painting)	1000-1115
	Field visit (NFE Panwana Bajwa)	1130-1230
	Visit to VTI (women), Pasrur	1245-1400
	Meeting with CSDO, at CSDO Office, Sialkot	1530-1630
28 May (Friday)	Meeting with DCO at DCO Office, Sialkot	1045-1200
	Meeting with APFOL at ILO-IPEC Office, Sialkot	1800-1915
	Meeting with District Nazim Sialkot	1930-2015

29 May (Saturday)	Meeting with CDC at CDC Office, Sialkot	0900-1130
	Meeting with SCCI	1300-1415
	Meeting with ILO-IPEC Sialkot Staff	1430-1530
30 May (Sunday)	Preparation Stakeholders' Workshop	
31 May (Monday)	Stakeholders' Workshop	0830-1530
	Departure to Islamabad	1600-2030
1 June (Tuesday)	Meetings in Islamabad (Ministry of Labour and ILO AO, Islamabad)	1030-1330
	Departure to Lahore for Bangkok	1400

### Annex 5: Summary Matrix of Action Programmes and their Achievements

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation team	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
Social Protection Programme for Working Children and their families in the Soccer Ball Industry, Sialkot. (Phase II) by BLCC  April '01 – April '03	(Both phases) 185 UTCs 8191 children enrolled 4751 children mainstreamed	35 UTCs sustained	Sustainability was an issue in Phase II, not built into the design in Phase I. BLCC was required to track children.	No systematic tracking of children undertaken. Sustained schools of average/poor quality. Focus on football stitching children ended.	None. Action Programme has ended
Combating Child Labour in the Football Industry, Sialkot by Sudhaar (NFE component)  June '01 – March '04	70 NFEs 2381 children enrolled 1087 children mainstreamed	14 NFEs sustained	Sudhaar was supposed to track children.	Tracking of children undertaken Quality of NFE visited good. Focus on football stitching children ended.	None. Action Programme has ended.
Vocational and Technical Training Program for Working Children and Youth by Sudhaar  February '03 to March '04	Six pre-vocational training manuals designed. 50 teachers trained in career counselling and prevocational training Training institute strengthened	500 children provided career counselling and prevocational training. 391 NFE children provided fabric painting training, while 419 formal school children provided training in the	One centre still has to be strengthened.	Manuals specially designed for the local area are a good initiative. Doorstep training enabled girls in distant villages to get training from VTIs.	Payment should be speeded up so that Sudhaar can complete its assignment of strengthening one remaining vocational centre.  According to ILO-IPEC Project Office, Sudhaar's cash book for the period Jan-March, which Sudhaar sent to Auditors and a copy to ILO, confirms that an amount of Rs. 169,510/ has already been paid for the strengthening of the

		electricity trade			VTI Pasrur
Provision of micro-credit and skills training to the Soccer Ball Stitcher families in Sialkot by PRSP  January '02 – March '04	2,139 loans disbursed valued at Rs.20.965 million 465 families provided vocational training			While PRSP continues to function in Sialkot, focus on football stitching families will reduce. Linkages with market for trainees need to be established.	Linkages with market for trainees need to be established.
District Health Care Programme, District of Sialkot by Baidarie  April '03 – March '04	2,179 children screened 1,528 children referred 33 children operated on 70 First Aid Kits provided to NFEs 6 medical camps arranged	216 latrines constructed 4 training sessions for NFE teachers held 6 training sessions for communities held as part of latrine programme	Physical verification of latrine sites was carried out by project. One reason for late approval of contract was that Baidari applied for tax waiver that took three months.	Latrine component needed more time. Taking doctors to remote villages was good initiative as was involving parents and the community. Inclusion of woman doctors assisted in screening female students.	None. Action Programme has ended
Capacity Building of Sialkot Chamber of Commerce & Industry through Child & Social Development Organization for combating child labour  March '04 – April '04	110 books for library purchased Hardware and communication equipment purchased One seminar held		CSDO was allowed to purchase books on other topics as child labour literature was non-existent in the local market. The design of the poster for the International Day against Child Labour is in final stages.	Weak management and poor strategy of how to profile all working children in Sialkot. Will continue to associate strongly with SCCI.	None. Action Programme has ended.
Awareness Raising of the Stakeholders in the Soccer Ball Industry in Sialkot about the Menace of Child Labour and Advantages of Joining the Child Labour Elimination Programme by		Mini Action Programme implemented on awareness raising and held meetings			None. Mini Action Programme has ended.

Baidarie January '03 - February '03		with non-participating manufacturers, their sub-contractors and stitchers, and the community members at large			
Awareness Raising on Child Labour Rights Through Interactive Theatre by CDC February '04 – April '04	12 interactive plays performed		One reason for late issuance of contract was because CDC was asked to incorporate 'SCREAM' topics in the proposed activities. CDC was not prepared and took a long time to respond.	Inexpensive, participatory and fun way of transmitting social messages. Performed in local dialect. Would have preferred to be associated with project earlier.	None. Mini Action Programme has ended.
Implementation of the Monitoring Programme, set up by the ILO-IPEC Soccer Ball Project Management Team, by the Independent Monitoring Association for Child Labour March '03 – September '04	1917 registered centres 32,187 registered stitchers On average, 1100 monitoring visits conducted per month	Virtually no child labour currently existing in soccer ball industry in Sialkot and surrounds	IMAC needs wider representation from other stakeholders.	Unannounced daily visits Transparent monitoring database	IMAC should be assisted to develop income-earning mechanisms whether through SCCI, international sports bodies or undertaking commercial initiatives.