Chapter 6

Rehabilitation And Management Of Child Labour In India And Pakistan
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The problem of child labour continues to pose an immense challenge. Both the Governments and other agencies have been taking various proactive measures to tackle this problem. However, considering the magnitude and extent of the problem it is essentially a socio-economic problem and is inextricably linked to poverty and literacy, it needs concerted efforts from all sections of the society to make a dent in the problem.

Governmental Efforts in India

Way back in 1979, Government formed the first committee called Gurupadaswamy Committee to study the issue of child labour and to suggest measures to tackle it. The committee examined the problem in detail and made far-reaching recommendations. It observed that as long as poverty continued it would be difficult to eliminate child labour and hence, any attempt to abolish it through legal recourse would not be a practical proposition. The committee felt that in the circumstances, the only alternative left was to ban child labour in hazardous areas and to regulate the conditions of work in other areas. It recommended that a multiple policy approach was required in dealing with the problems of working children. Based on the recommendations of Gurupadaswamy Committee, the Child Labour (Prohibition and Regulation) Act was enacted in 1986.

Child Labour (Prohibition and Regulation) Act, 1986:

The Act prohibits employment of children in certain specified hazardous occupations and processes and regulates the working conditions of work in others (Government of India 2009:1). The list of hazardous occupations and processes has been progressively being expanded on the recommendations of Child Labour
Technical Advisory Committee constituted under the Act. In consonance with the above approach a National Policy on Child Labour was formulated in 1987. The policy seeks to adopt a gradual and sequential approach with a focus on rehabilitation of children working in hazardous occupations and processes in the first instance. The Action Plan outlined the policy for tackling this problem as follows:

- Legal action plan: This policy envisages strict enforcement of the provisions of the Child Labour (Prohibition and Regulation) Act 1986 and other child-related legislations. This Act is to be enforced to ensure that children are not employed in hazardous employments and to regulate their work in non-hazardous employments.

- Focus on general development programmes benefiting children wherever possible: The policy envisages the development of an extensive system of non-formal education for working children withdrawn from work and increasing the provision for employment and income generating schemes meant for their parents.

- A special cell – Child Labour Cell – was consulted to encourage voluntary organization to take up activities like non-formal education, vocational training, provisions of healthcare, nutrition and education for working children and anti-poverty programmes (Child Labour in India 2008: http://www.corecentre.co.in).

- A National Policy on Education, 1986, sets a target whereby all children who attained the age of 11 years by 1990 will have received five years of schooling or its equivalent in a non-formal system of education. With this goal in view, 490,000 non-formal education centres are proposed to be opened nationally to supplement the formal education system. Since non-formal education is to be planned and organized at the local level, centres for child labour will be set up in both urban and rural areas with the involvement of local voluntary agencies and Panchayati Raj institutions which are capable of running non-formal education centres, wherever
possible, to cater to child labour who, after work or during holidays, can present themselves at the NFE centres (Mehata and Jawal 1996: 70-71). Special attention will be given to attracting and retaining girls from among children to NFE centres. Part time courses and vocational courses will also be catered at these centres. Such non-formal education centres for child labour would aim to educate children up to Class V level, with arrangements for continuance of non-formal education up to class VII level, wherever possible. Where it is possible to organize such NFE centres for child labour, all the special features figuring in the Programme of Action of the NFE will be provided (VVGNLI 2001: 104-05).

- Details of scheme of incentives and assistance for families who are forced to involve their children in wage or quasi-wage employment are to be worked out in consultation with state governments. Scholarships will be given to working children, especially those who come from deprived families engaged in occupations like scavenging, to ensure that they are enrolled successfully and complete the non-formal education course (Mehata and Jawal 1996: 71).

- Health is a state subject and the programmes of medical inspection of children have been assigned to the states. The progress among the various states is uneven. A few states have good programmes but many other states do not.

In those states where there exists a school health service programme and in some states even all primary school-going children in the rural areas have been covered under the scheme for regular examinations. But these children who do not join school because of being at work would obviously not be covered by such school health programmes. The Ministry of Health and Family Welfare will address the state Governments recommending that intensive medical inspection of children be taken up in those areas where child labour is prevalent. The state governments will have to be persuaded to extend the coverage of the school health services programme to child labour. Since this is an area essentially under the state sector, a continuing dialogue, effort and persuasion with the state
governments will have to be maintained so that all children, irrespective of whether they are in primary school or at work, are covered by regular health inspection and treatment/referral services. It should be possible to arrange for some health screening at NFE centres for child labour (VVGNLI 2001: 106).

Department of Women and Child Development, Government of India has an ongoing programme for women and children, i.e., Integrated Child Development Services (ICDS) which are approved on the basis of proposals by the state governments and non-governmental organizations (NGOs). While it will not be possible to earmark funds specifically for child labour, proposals from state governments/non-governmental organizations, and voluntary agencies in child labour areas will be funded on a priority basis, and if necessary the rules could be relaxed to consider proposals from the organizations to be set up for taking up welfare measures for the nutrition of child labourers.

The central government has also developed a number of income and employment generating programmes for poor families, many of whom contain child workers in rural areas. The most disadvantaged families will be given assistance to raise themselves above the poverty line and this, in conjunction with the provision of non-formal education, is expected to go long way towards tackling a major underlying cause of child labour (VVGNLI 2001: 106-07). The components are:

- Area specific projects: To focus on areas known to have high concentration of child labour and to adopt a project approach for identification, withdrawal and rehabilitation of working children (Child Labour in India 2008-).

- Project based plan of action: it is known that under project based plan of Action, there are specific sectors of employment where the incidence of child labour is high, such as:
  - Match fireworks and explosives industry in Sivakasi at Virudhanagar district in Tamil Nadu.
Glass and bangles industry in Firozabad, Uttar Pradesh.

Lock-making in Aligarh, Uttar Pradesh.

The diamond polishing industry in Surat, Gujarat.

Slate industry in Markapur, Andhra Pradesh.

Brassware industry at Moradabad, Uttar Pradesh.

Hand-made carpet industry at Mirzapur, Varanasi and Bhadoi, Uttar Pradesh.

Precious stone polishing industry at Jaipur in Rajasthan.

Hand-made carpet industry at Jammu & Kashmir.

State industry at Mandsaur in Madhya Pradesh (Subramanian 2005).

National Child Labour Project (NCLP):

Pursuant to this educational rehabilitation plan, in 1988, the National Child Labour Project (NCLP) scheme was launched in child labour epidemic areas to rehabilitate children released. The scheme envisages running of special schools for child labour withdrawn from work. In the special schools, these children are provided formal/non-formal education along with vocational training, a stipend of Rs. 100 per month, supplementary nutrition and regular health check up so as to prepare them to join regular mainstream schools. Under the scheme, funds are given to the district collectors for running special schools for child labour. Most of these schools are run by the NGOs in the district (Government of India 2009: 1).

Under the NCLP scheme, project societies are set up at the district level under the chairmanship of the Collector/District Magistrate for overseeing implementation of the project. In this scheme, efforts are also made to target the families of these children so as to cover them under various developmental and income/employment generation programmes of the Government. The scheme also envisages awareness generation campaigns against the evils of child labour
and for enforcement of child labour laws. It is seen that the level of enforcement in the states of Tamil Nadu, Andhra Pradesh, Maharashtra and West Bengal is encouraging, whereas that in U.P., Rajasthan, Madhya Pradesh and Orissa is very low. However, so far only 374,255 children have been mainstreamed under the schemes. The state-wise break-up is given in table 6.1.

Table 6.1

Mainstreamed Children: State-wise Break-up

<table>
<thead>
<tr>
<th>State</th>
<th>No. of children mainstreamed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andhra Pradesh</td>
<td>173,297</td>
</tr>
<tr>
<td>Bihar</td>
<td>10,704</td>
</tr>
<tr>
<td>Jharkhand</td>
<td>10,231</td>
</tr>
<tr>
<td>Karnataka</td>
<td>10,467</td>
</tr>
<tr>
<td>Madhya Pradesh</td>
<td>2,314</td>
</tr>
<tr>
<td>Chhatisgarh</td>
<td>4,171</td>
</tr>
<tr>
<td>Maharashtra</td>
<td>8,235</td>
</tr>
<tr>
<td>Orissa</td>
<td>63,237</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>11,371</td>
</tr>
<tr>
<td>Tamil Nadu</td>
<td>39,523</td>
</tr>
<tr>
<td>Uttar Pradesh</td>
<td>23,251</td>
</tr>
<tr>
<td>West Bengal</td>
<td>16,086</td>
</tr>
<tr>
<td>Punjab</td>
<td>1,368</td>
</tr>
<tr>
<td>Total (Abolition of Child Labour in India)</td>
<td>374,255</td>
</tr>
</tbody>
</table>

Source: Government of India (2009: 1)

The National Child Labour Project (NCLP) aims to reduce the incidence of child labour in the project area, thereby encouraging the elimination of child labour progressively. In each of the project, strategy is to solve the problem through a package comprising the following elements:

2. Coverage of families of child labour under the income employment generation programmes under the overall aegis of anti-poverty programmes.

3. Where there is a concentration of SC/ST families with child labour, a concentration of special component and tribal sub-plans by the state governments in each project area.

4. Formal and non-formal education of child labour and adult education of the parents of the working children.

5. Coordinating the activities of different departments/ministries of the central and state governments to benefit child labour.

6. Setting up of special schools for child workers together with provisions of vocational education/training in such special schools, supplementary nutrition, stipend for the children taken, withdrawal from prohibited employments, and healthcare for all children attending such special schools (Gomango 2001: 182-83).

Subsequently in 1994 the following national child labour projects were launched:

1. Sambalpur 1994
2. Thane 1994
3. Gharwa 1994

The NCLP is aimed at a gradual, sequential, progressive and selective approach for elimination of child labour. Since the magnitude of the problem is large, it was thought appropriate to initially confine the project to the areas having high concentration of child labour. These projects had the following components:
• Imparting non-formal education to enable the children released from work to receive functional literacy and acquire a level of equivalence with the appropriate grade in the formal system.

• Supplementary nutrition through mid-day meals.

• Income and employment generation through imparting skills.

• Stepping up enforcement of child labour laws.

In regard to the first, special schools were opened under each project to enrol 50 to 75 children on an average in different classes corresponding to the grade/level of the student. These special schools were designed to impart instructional lessons in a non-formal way by teachers selected through special selection procedures involving the community (Mishra 2001: 311-12).

The announcement by the Prime Minister of India, P.V. Narasinha Rao, on Independence Day in 1994 that child labour would be abolished in hazardous occupations by the year 2000 reflects the commitment of the Government of India on the issue. After the declaration, a National Authority on Elimination of Child Labour (NAECL) was set up on September 26, 1994 under the Chairmanship of the Union Minister of Labour and with representatives of 10 government departments relevant to the area of child labour such as labour, education, welfare, textile, health, family welfare, information and broadcasting, women and child development, rural development, and expenditure. The main functions of the NAECL is to lay down the policies and programmes to minister and coordinate implementation of child labour projects of the various sister ministries of the Government of India. The NAECL adopted a scheme entitled “identification, release and rehabilitation of child labour” and information on this scheme was circulated by the Union Labour Secretary to all districts of India (VVGNLI 2001: 118-19).

Pursuant to the announcement, a seminar of 62 Collectors / DMs / Dy Commissioners was also held in September 1995 to facilitate formulation of additional National Child Labour Projects. The seminar was attended in addition
to the then Minister of Labour P.A. Sangma, former Prime Minister P.V. Narasimha Rao, Minister of Industry Karunakaran, Minister of Textiles G. Venkataswamy, and Deputy Chairman of the Planning Commission Pranab Mukherjee. Various issues concerning elimination of child labour such as survey to identify and enumerate working children, sensitising of employers, parents, and working children, opening additional projects and additional number of special schools for enrolling larger number of children released from work were discussed at length. Eventually 64 additional National Child Labour Projects were sanctioned. By 1995-96, 76 NCLPs were sanctioned including 12 projects sanctioned earlier.

Under these projects, 1800 special schools were opened with about 2500 teachers. About 1.05 lakh children who were withdrawn from hazardous industries / occupations / processes were enrolled in the schools. Each school had to run a three-year cycle. In the first two years functional literacy was imparted to enable the children to join formal system of education while the third year was to be devoted to vocational skill training. The central objective of the entire experiment was to fully equip and empower the children so that as they cross the threshold of childhood, they enter adulthood with a lot of strength, courage and confidence as productive and responsible members of the civil society (Mishra 2001: 314).

The functioning of these projects has been evaluated by the institutes of social science research on a selective basis in the states of Andhra Pradesh, Orissa, U.P., Rajasthan, and Tamil Nadu. The institutes who conducted the evaluation are:

- Administrative Staff College of India for Andhra Pradesh.
- Centre for Media Studies for Tamil Nadu.
- Nabakrishna Choudhary Institute of Development Studies for Orissa.
- Tribal Development Institute, Udaipur for Rajasthan.
The Report received from evaluation agencies showed that the magnitude of the child labour problem can be considerably reduced through rehabilitation measures by the projects and there is need to continue the component of special schools or camp approach. The need for awareness-generation among the public was also highlighted.

Subsequently, inter-ministerial teams were constituted to assess the progress made so far under the NCLPs and to assess the strength and weakness of child labour projects. The team comprising representatives of the Department of Expenditure, Planning Commission, Department of Women and Child Development, Ministry of Labour and Controller of Accounts of the Ministry undertook extensive visits to NCLPs at Rangareddy (Andhra Pradesh), Kalahandi (Orissa), Varanasi (Uttar Pradesh), Sivakasi (Tamil Nadu), and Jaipur (Rajasthan). The teams interacted with state governments, NGOs, officials of the project, parents of children admitted in the special schools and representatives of the public in order to make an objective assessment, and ascertain the strengths and weaknesses of implementation of NCLPs. Some of the objectives and recommendations of teams are as follows:

1. NCLPs, which were set up with the main objective of withdrawing children from hazardous occupations and mainstreaming them to the formal school system, have succeeded in achieving the desired objectives to a large extent.
2. They have bridged an important gap in the education system and have been above to endure rehabilitation of children withdrawn from hazardous employment, through education in special school.
3. Performance of some of the projects as appreciable and worthy of replication.
4. As working children are from different socio-economic backgrounds and have different skills and experience, the schools essentially act as a bridge to facilitate their entry to the formal schools. Their continuance is therefore necessary.
5. One of the main weaknesses observed by the team was lack of systematic and periodic monitoring and inspection, both through the state governments and periodic visits from the Ministry. Enforcement of labour laws also needs to be stepped up.

Therefore, a Central Monitoring Committee for the overall supervision, monitoring and evaluation of NCLP has been set up under the chairmanship of Secretary, Ministry of Labour. Action is also being taken at the District and State levels to monitor the pace and progress of operationalisation of NCLPs. Detailed instructions have been issued to project societies regarding the manner of operationalisation of projects, selection and training of teachers, curriculum, course content and textual material, evaluation of learning outcomes, mainstreaming of children, etc.

A revised scheme of NCLPs has been formulated taking into account various constitutional provisions related to child labour, the National Policy on Child Labour 1987, country's commitment to various ILO resolutions and conventions, the Government policy on child labour as enunciated in the National Agenda for Governance and the observations and recommendations made by the inter-ministerial team (Government of India 2001: 378-80). Keeping in view the policy of the Government as laid down in the National Agenda and Prime Minister's directions to the National Conference on Child Labour, the evaluation studies carried out by V.V. Giri National Labour Institute in 2001 and the approach defined in the working paper for the Tenth Plan, the strategy adopted during this plan period aims at bringing qualitative changes in the scheme for elimination of child labour. The details are as follows:

- Policy and programmes for elimination of Child Labour would be continued in a more focused, integrated and convergent manner (Government of India 2002).
- Expansion of National Child Labour Projects to additional 150 districts.
• Linking the child labour elimination efforts with the scheme of Sarva Shiksha Abhiyan of Ministry of Human Resources Development to ensure that children in the age group of 5-8 years get directly admitted to regular schools and that the older working children are mainstreamed to the formal education system through special schools functioning under the NCLP scheme.

• Convergence with other schemes of the Departments of Education.

• Rural development, health, and women and child development for the ultimate attainment of the objective in a time bound manner (Death of Innocence – Child Labour: The Indian Perspective 2009: 2-3).

• Ensuring that the NCLPs have a focused timeframe of 5 years with clearly defined targets.

• Strengthening of the formal school mechanism in the endemic child labour areas in the country both in terms of faculty and numbers in such a manner as to provide an attractive schooling system to the child labour force and its parents so that motivational levels of both the parents and such children are high, and sending these children to school becomes an attractive proposition.

• Large-scale involvement of the voluntary organizations at the district level to assist in the running of the NCLP schools. The attempt during this plan would be to encourage the running of the rehabilitation schools only through accepted and committed NGOs so that the Government machinery is not burdened with running of such schools (Government of India 2002).

• The International Programme for the Elimination of Child Labour (IPEC).

**International Programme for the Elimination of Child Labour (IPEC)**

IPEC is a global programme launched by the International Labour Organisation (ILO) in December 1991. India was the first country to join it in 1992 when it signed a Memorandum of Understanding (MoU) with the ILO. It reaffirmed that
national efforts in the country would be aimed at eventual elimination of child labour and this objective could be attained only through vigorous action by State Governments, involvement of NGOs and trade unions.

The direct target groups are:

1. Bonded child labourers.
2. Children employed in formal and non-formal manufacturing sectors.
3. Children working in agricultural sector.
4. Children working in commercial trade and service industries.

The highlights of IPEC programmes in India are:

1. Release and rehabilitation of bonded child labourers and children working in hazardous and abusive circumstances.
2. Raising public awareness against child labour.
3. Assisting in policy making at the national and state levels.
4. Training NGOs on the design, management and evaluation of child labour projects.
5. Training of labour and factory inspectors on enforcement of child labour laws.
6. Sensitising employers and their organizations against child labour.
7. Enrolling working children in regular schools after weaning them away from the workplace.
8. Activating non-functional government schools in areas where working children are concentrated.
9. Sensitizing trade unions, their leaders and their working members on child labour.
10. Eliminating child labour in selected areas and work spots (Subramanian 2005).
At the international level, IPEC has a programme steering committee consisting of representatives of the ILO, the donors and participating countries. At the national level in India, there is a National Steering Committee of which the Labour Secretary is the chairman. This is tripartite in its composition with representatives from NGOs as well. There is a National programme coordinator based at New Delhi who coordinates IPEC work between the Ministry of Labour, the agencies receiving assistance and ILO headquarters. ILO has made an allocation of $4.15 million between 1992 and 1996 for the IPEC programme in India. State-wise projects under IPEC and number of children covered (1992-97) are given in table 6.2.

Table 6.2

IPEC Projects in India

<table>
<thead>
<tr>
<th>State</th>
<th>Projects approved</th>
<th>No. of Children</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andhra Pradesh</td>
<td>15</td>
<td>15455</td>
</tr>
<tr>
<td>Bihar</td>
<td>3</td>
<td>1340</td>
</tr>
<tr>
<td>Delhi</td>
<td>6</td>
<td>4200</td>
</tr>
<tr>
<td>Gujarat</td>
<td>5</td>
<td>1350</td>
</tr>
<tr>
<td>Haryana</td>
<td>1</td>
<td>300</td>
</tr>
<tr>
<td>Karnataka</td>
<td>2</td>
<td>1320</td>
</tr>
<tr>
<td>Kerala</td>
<td>2</td>
<td>2000</td>
</tr>
<tr>
<td>Madhya Pradesh</td>
<td>6</td>
<td>2050</td>
</tr>
<tr>
<td>Manipur</td>
<td>1</td>
<td>500</td>
</tr>
<tr>
<td>Maharashtra</td>
<td>7</td>
<td>1750</td>
</tr>
<tr>
<td>Orissa</td>
<td>4</td>
<td>1500</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>7</td>
<td>5800</td>
</tr>
<tr>
<td>Tamil Nadu</td>
<td>17</td>
<td>6710</td>
</tr>
<tr>
<td>Uttar Pradesh</td>
<td>11</td>
<td>13939</td>
</tr>
<tr>
<td>West Bengal</td>
<td>19</td>
<td>22890</td>
</tr>
<tr>
<td>Regional Institutes</td>
<td>2</td>
<td>NA</td>
</tr>
</tbody>
</table>
As per the Memorandum of understanding between the Government of India and the ILO, the IPEC programme was to continue till December 31, 1996. The MoU was extended on January 8, 1997, until December 1997 in the first instance. Thereafter, the MoU continues with mutual agreement (Statement of problem: http://works.bepress.com).

**Child Labour Action and Support Programme (CLASP)**

CLASP, the other ILO programme, originated in response to the initiatives taken by the Indian Government in the mid 1980s to deal with the problem of child labour. In the wake of Child Labour (Prohibition and Regulation) Act, 1986, and the adoption of NCLP in 1987, there was an increased demand on the part of Government to provide technical expertise and leadership in the matter. The ILO felt that it could play an important role in strengthening the technical expertise and capacity of the government in tackling the problem of child labour. The programme is aided by the Government of Germany. The CLASP’s aim is to enhance the Central Government’s policy, planning and implementation capacity to increase its capability to provide support for ongoing and future projects and sustain a community-wide movement on behalf of working children, and facilitate a more efficient use of government resources. Assistance taken under the programme is used for the purpose of supporting ongoing activities under the NCLP.

Important activities undertaken under CLASP are the following:

1. Conduct of baseline surveys in NCLP areas.
2. Establishment of data bank on child labour.
3. Conduct of project design workshops.
4. Preparation of project documents for new NCLPs.

5. Preparation of guidelines for NCLP managers.


7. Training of teachers, state government officials.

8. Organizing study tours for child labour elimination functionaries to NCLP areas.

9. Conduct of seminars for officials and NGOs.

10. Preparation of model education curricula for special schools under NCLP.

11. Production of appropriate materials.


From the beginning of the project, several workshops have been held. The first of these was a consultation workshop held in September 1993 on curriculum development for non-formal education. In January 1994, a workshop for training of teachers was held to arrive at a common training format for training the teachers of the special schools for child workers in the NCLP. A workshop on design, management and evaluation of NCLP was held in Mandsaur of Madhya Pradesh in July 1994 to assess the progress made on the Mandsaur NCLP and give it fresh directive. When CLASP was conceived as a project, it was not foreseen that another ILO project, IPEC, would come into operation. As a result there are several activities of project that overlap (Gomango 2001: 193-94).

United Nations International Children’s Emergency Fund (UNICEF)

United Nations International Children’s Emergency Fund (UNICEF) has also been assisting the Indian Government to deal with the problem of child labour. UNICEF acknowledges the need to seriously address child labour as a key component of its policy to advocate implementation of UN Convention on the rights of the child. The initial focus shall be on the elimination of child labour in hazardous industries (Government of India 2001).
In addition, it has provided financial and technical support for legal enforcement, studies on child labour, workshops and discussions on child labour at the national and state levels.

UNICEF assists central and state governments to develop and implement programmes and action plans for the release and rehabilitation of children from labour in various industries and occupations. In addition to supporting government, UNICEF also seeks to develop and strengthen alliances with NGOs, industry, external agencies, trade unions, media and academics to promote the elimination of child labour. It focuses on programmes to rehabilitate children released from labour into the educational systems and to improve the livelihoods of their families through support from anti-poverty programmes (Gomango 2001: 193-94).

World Bank

The World Bank has also recently started taking serious note of child labour as an issue of development concern in India. Moreover, its India Country Assistance Strategy has included child labour as an important issue for the bank in India. The bank has indicated that it would be prepared to assist India in addressing issues related to child labour through new initiatives aimed at combating its harmful forms. The Bank would support initiatives at providing education to children who are workers or are likely to become workers. The Bank would also promote easier access to school as a means of reducing child labour. The Bank is also likely to consider projects for employment and income generation for the households from which the child workers come. Measures that would reduce the demand for child workers in specific sectors and in industries could also receive the Bank’s support.

World Bank support usually takes the form of lending programmes. Ongoing lending programmes could be refocused to have greater impact in reducing the incidence of harmful child labour. This is particularly important in countries like India where it may not be immediately possible to achieve the goal of ending child labour in its entirety or of universal primary education. This could mean not
only redesigning conventional lending activities but also new projects aimed specifically at reducing harmful child labour (Mishra 2001: 245-46).

NGOs

NGOs in western industrial countries have realized that pressure can be exerted on Indian exporters via public opinion and by raising awareness at the consumer level in order to stop the use of children in the production of goods made for export. Following this idea the social label “Rugmark” was created in cooperation with Indian exporters. It assures that the goods were made without child labour. The final price includes a contribution of two or three percent through which rehabilitation measures for former child labourers, economic improvements of workplaces and monitoring of factories are financed.

Critics of this practice argue that pressure can only be exerted via Indian exporters delivering into western countries. The importers of carpets increasingly buy their goods on markets in India thereby bypassing the export firms. In these cases it is not possible to find out whether child labourers produced the goods. Goods often are made at home based workplaces which are difficult to control and are spread out in regions which are sometimes hard to access.

NGOs have realized the limited effect of inspection. In the light of about 200,000 production units, inspections and monitoring are defective. NGOs try to project children from being drawn into mobilization on a local level that means via the inclusion of parents, teachers and administrative bodies into the controls (Child Labour in India 2008:http://www.corecentre.co.in).

Monitoring and Rehabilitation of Child Labour in India

As programmes to eliminate child labour in the Indian Football industry, representatives of the sporting goods industry in India have begun deliberations about combating child labour. In April 1997, members of the Indian sports goods manufacturers and exporters association joined representatives of NGOs, government, trade unions and international organizations in the first national
consultation on child labour in the sports goods industry, organized by the Indian human rights group, South Asian Coalition on Child Servitude (SACCS). The purpose of the meeting was to discuss the problem of child labour in the football industry and create a plan of action for the elimination of child labour.

Among the Coalition’s recommendations was to establish an ethical code of conduct and an independent, professional and credible monitoring system to ensure the absence of child labour. The Joint Committee on Child Labour in the Football Industry was created, consisting of and industry representatives, 3 NGO representatives, and representatives from the Sports Goods Export Promotion Council (a government body), the ILO and UNICEA. At the same time a joint committee was being established by SACCS, members of the sports goods manufacturers and exporters’ association of India, and it held a special meeting to discuss child labour in May 1997 (U.S. Department of Labour, Bureau of International Labour Affairs 2006:15-6)

In a declaration prior to May meeting, the Indian sports goods manufacturers and exporters association stated its opposition to child labour. Similar to the industry leaders in Pakistan the Indian association explained that there are no children producing footballs in the factories themselves, but that subcontractors could be distributing work to village shops and homes where child labour is more likely to be found. To deal with this problem the association adopted a self-monitoring system consisting of the following elements:

The industry will: (i) identify stitchers and prepare lists of their names, address, age, sex, address of workplace, etc., (ii) identify children working in homes or in factories; and (iii) cross check the lists of stitchers with the number of stitched balls, and/or other goods exported annually from India;

The first monitoring of the lists will be conducted by the sports goods manufacturers and exporters association, Jalandhar. A second monitoring will be conducted by the sports goods export promotion council, and the third monitoring will be done by an outside agency such as the Indian Labour
Department or the ILO. On September 13, 1997, the sports goods manufacturers and exporters association reported that 27 export football companies have provided information on their stitchers. Eighteen of these companies have obtained lists of stitchers from their contractors (U.S. Department of Labour, Bureau of International Labour Affairs 2006:16).

In 1998, the exporters initiated the Sports Goods Federation of India (SGFI) and started working towards an agreement like the Atlanta Agreement in Pakistan. The USA was willing financially to support a similar agreement and programme, under the condition that ILO-IPEC would be responsible for external monitoring. The Government of India decided not to allow ILO-IPEC to supervise the external monitoring. The Sports Goods Federation of India (SGFI) has, however, started a child labour monitoring with the World Federation of Sporting Goods Industries (WFSGI), FIFA, the Government of India, and Save the Children Fund. The external monitoring is done by the international auditing company, general de-surveillance (SGS) (News Network of European Worldshops 2002:5).

SGS started the monitoring on January 5, 2000 and the figures from that date to October 31, 2000. Members of SGS visited 906 stitching locations on their first visit and have subsequently made 2,499 revisits to these locations. They found 63 children stitching footballs in their visits. Of these 63 children, 58 were found going to school while 5 were not. As far as the social protection programme is concerned, it was finalized with the help of UNICEF and SCF-UK. It was decided to use a multifaceted approach. The first step was to create awareness among the community that children are the future of the community and the country; that child labour was not an accepted practice; and that education of children was of paramount importance.

The second step was to identify the children stitching footballs. The job was entrusted to representatives of SGS India who were conducting the external monitoring of the programmes. Thus the list of children found so far by SGS was handed over to CRRID (Centre for Research in Rural and Industrial
Development). The social protection programme has been started in full. The CRRID was assigned this task on September 20, 2000.

The budget of over half a million rupees will be paid by SGFI to CRRID (half has been paid already). The programme has been divided into 2 phases.

The first phase involves rapport building and awareness creating activities. Through this medium, a positive message is being sent to the community that children below 14 years should be allowed to concentrate on their studies and other recreational activities and not to be involved in child labour. This phase is important to neutralize the anxiety of the community so that the second phase (i.e., to profile the children found stitching footballs) can be administered smoothly. They were asked to create an awareness campaign within the community emphasizing the value of children's education and the ills of child labour (Gorgemans 2004:47).

To begin with, 10 major areas have been selected for implementation of this programme where there is a comparatively higher incidence of children involved in the stitching of footballs. Committees have been formed in each area consisting of 6-7 influential people of the area. Health camps, magic shows, and painting competitions have already been organized in 5 of these areas. In each of these events, CRRID has been pushing the message across to the parents about the value of education and that children should not be engaged in child labour.

The second phase involves profiling the children identified by SGS, which was started in the first week of November 2000. This would give the foundation a deeper insight as to the reasons why children are involved in the stitching of footballs. In this way, an effective solution could be found whereby the children would no longer be involved in child labour and would instead concentrate their efforts on getting a good education and other recreational activities. Of the 63 children identified by SGS by November 31, 2000, CRRID has done profiling of 20 children. Their findings in brief are:

i) The majority of the children were males in 13-14 year age group and all
were studying in government schools.

ii) None of them liked stitching footballs but were doing this to augment their family income.

iii) In no household was it found that the children alone were involved in the stitching footballs.

Another very important step in the social protection programme is the adoption of 4 transitional schools of 50 children each in association with the Department of Labour, Government of India. The children in these schools have been identified by the Department of Labour as not attending school of any kind. The purpose of these schools is to provide these children with knowledge and education so that they may then be incorporated into formal schooling system (Gorgemans 2004).

Supported by UNICEF and SCF as members of the SGFI steering committee, SGFI appointed CRRID to organize self help groups, to focus on social mobilisation and finally, to phase children out of football stitching. The SGFI has adopted 4 out of 27 National Child Labour Project (NCLP) schools, run with financial support from the Ministry of Labour, Government of India. The funds are provided by the Government of India and SGFI manages them.

The rehabilitation activities of SGFI are centred on the urban areas. Though there is a high enrolment rate, the managers of the rehabilitation centres feel that the problem of retention of children is far more severe. In terms of basic infrastructure and drinking water facility these centres appear to be better placed. On the other hand, nutritional support, provision of teaching and learning aids and vocational training at these schools are inadequate. Efforts towards institutionalizing the process of awareness generation, parent-teacher interaction, and convergence with healthcare service providers (both public and private) seem to be some of the good initiatives by the SGFI.

Lack of efficient government educational facilities in rural areas does not provide any option to the parents expected to put the children to school. There is
a low rate of rehabilitation of working children compared to the figure of nearly 200 children that were found working during audits by the SGS monitors. Overall, the NCLP schools managed by SGFI are covering only 50 percent of the children from the football industry.

Child labour is prevalent and other labour standards are still grossly violated. The inspection system not only shows severe shortcoming with regard to its present mandate (elimination of child labour), but also lacks the mandate from SGFI to monitor all rights at work that are part of the present contract between FIFA and the sporting goods companies. The presence of UNICEF and SCF in the SGFI steering committee does not seem to make a difference in this respect (India Committee of the Netherlands 2009:18).

**Governmental Efforts in Pakistan**

Pakistan submitted its first report to UN Committee on the Rights of the Child in 1992. The committee has sought some clarifications raising certain queries and requested the Government to provide a comprehensive response. The Committee suggested that the responses be prepared in the light of the UN guidelines. Accordingly, the National Commission for Child welfare and Development (NCCWD) carried out exercise for collecting data and material on the subject.

**National Commission for Child Welfare and Development (NCCWD)**

The information collected was cross-checked with the concerned agencies / departments and subjected to thorough scrutiny by the relevant experts and professionals. At the Federal level, the National Commission for Child Welfare and Development (NCCWD) was established in Ministry of Social Welfare and Special Education. Its provincial chapters have been created in four provinces, and Azad Jammu and Kashmir (AJK). Similarly, the Federally Administered Northern Areas (FANA) has established a Cell to monitor the provisions of the Rights of the Child in this territory.
The National Commission and provincial commissions were given the responsibilities to monitor and coordinate with line ministries, departments and NGOs for the implementation of the convention. Early this year the Federal Cabinet approved a proposal to grant Statutory Status to NCCWD. A Bill to this effect has already been approved by the standing committee of the senate.

The NCCWD has initiated the following processes for effective implementation of the CRC in the country. These processes include:

1. Review of national laws and enforcement of Child Rights through laws.
3. Monitoring the violation of child rights.
4. Reporting to the UN Committee on Rights of the Child on the implementation of the CRC.
5. Disseminating information of CRC and educating public on the subject.

In 1998, the Government of Pakistan constituted a task on child labour under the chairmanship of the Federal Minister of Labour with the mandate of formulating policies and strategies for the elimination of child and bonded labour in Pakistan and to prepare plans for the implementation of policies and strategies.

**National Policy and Plan of Action (NPPA)**

Accordingly, the National Policy and Plan of Action (NPPA) was formulated in May 2000. NPPA calls for progressive elimination of child labour; immediate eradication of the worst forms of child labour; a monitoring system to implement the National Plan of Action, and ensuring primary education and skills training to the target children (Government of Pakistan 2006b). The National policy and the plan of action to combat child labour were approved by the Federal cabinet on May 10, 2000.

Activities envisaged by the NPPA include:
• Awareness raising

• Withdrawal of children from exploitative labour and rehabilitation through education and vocational training on priority basis

• Community mobilization

• Situation analysis

• Development of database on child labour

• Law enforcement

• Capacity building of relevant ministries and departments enhancing education and skill training opportunities of children

• Promoting coordination with functional and social partners

• Establishment of multipurpose complexes for vulnerable children withdrawn from work (SPARC 2006: 94).

The following coordinating bodies and agencies are involved in the implementation of the NPPA:

• The federal Ministry of Labour acts as a focal ministry responsible for necessary legislation; policy development; awareness raising; liaising with the international labour organization (ILO) and other international bodies; providing a forum for exchange of information, experiences; national level monitoring and situation analysis; follow up of the implementation of the NPPA through the permanent Advisory committee, and development of database on child labour.

• The provincial labour and manpower departments act as focal departments; special resources centres are to be established in the labour departments.

• Workers’ and employers’ organizations, as well as NGOs are expected to identify problem areas and suggest measures for advocacy, awareness
raising and community mobilization, and the rehabilitation of child workers.

- Enhancement of educational opportunities for working children through the launching of crash literacy programmes for school dropouts and introducing apprenticeship, vocational and skills development programmes; establishment of special resource centres in the Labour Departments to act as focal points and to monitor and coordinate the activities and activation of the law enforcement agencies for immediate withdrawal of children working in hazardous and exploitative situations supplemented by rehabilitation programmes. The Govt. of Pakistan has established a fund for the education of working children and rehabilitation of freed bonded labour with an initial endowment of Pakistani Rs 100 million (approximately equivalent to US $ 2 million) (Government of Pakistan 2006b).

- National Policy and Plan of Action for the elimination of child labour is under active implementation.

- Pakistan Bait-ul-Maal (PBM) established 33 National centres for rehabilitation of child labour and 18 Community Action and Education Centres.

- A National Information Exchange Forum has been established in the Ministry of Labour to establish active contacts with all NGOs and other agencies involved in the task of elimination of child labour.

- The workers welfare fund is providing residential accommodation and taking other welfare measures for workers and their families. The fund has been assigned to establish 100 higher secondary schools in various labour concentrated areas throughout the country.

- A national NGO with the name of Child Care Foundation (CCF) has been established with the collaboration of Export Promotion Bureau, which aims at establishing and maintaining an indigenous monitoring system for
progressive elimination, rehabilitation and prevention of child labour in exportable items.

- Pakistan has removed nearly 93 percent of child labour from the soccer ball industry of Sialkot with the help of ILO, Save the Children Fund (UK) and UNICEF.

- Pakistan has ratified the ILO convention No. 182 against hazardous and exploitative child labour and convention No. 100 for equal remuneration for all (Government of Pakistan, "Valuing the Vulnerable: Combating Child Labour & Addressing Special Education Needs": 207).

The ten year perspective plans 2001-2002 and the three year programme 2002-2005 propose to increase the literacy rate to 59% (69% for males and 47% for females) by 2005. The Government estimates that during 2002-03, about 3.2 million people above the age of 10 will become literate through primary education. According to recent estimates, however, about 50 million people above the age of 10 years were illiterate in Pakistan (DAWN 2003).

**National Education Policy, 1988**

The Government of Pakistan announced the current national education policy on March 27, 1988. Through this Policy, the Government has committed to improving the quality of education and expanding access for out of school children, especially disadvantaged groups, improving management and supervisory services, capacity building, institutional development, and financial sustainability. The policy pledges to double the literacy rate, universalize primary education replicate the non-formal schools to reach the un-reached.

On September 23, 2002, Government of Pakistan announced Labour Policy. It endorses the NPPA to combat child labour and states that the government of Pakistan has accepted the responsibility to enhance the age limit to 18 years with respect to the worst forms of child labour, for entry into the labour market after ratification of the ILO convention No 182 in 2001 (SPARC 2005:64).
The labour policy claims to work towards banning child labour and bonded labour but does not say much about the issue as such, and is silent as to how the elimination is to be achieved. It says that targets and activities set out in the National Policy and Action Plans to combat child labour (2001) will be actively implemented (Government of Pakistan 2002: 14). The labour policy plans to launch a need-based vocational training and human resource development programme for new entrants into the labour market and on-job workers, and establish model schools for the free education (12 years schooling) of child workers. The laws relating to apprenticeship training, vocational training and rehabilitation of disabled persons shall be consolidated into a single legislation titled the Human Resource Development Ordinance (SPARC 2005:67).

Education for All (EFA), 2003

The Ministry of Education launched the National Plan of Action for Education for all (EFA) on April 2003 for achieving universal primary education by 2015. Gender disparities are being narrowed through mixed primary schools, compensatory programmes, and appointment of female teachers. It sets out the following goals to be achieved by 2015:

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children like child labour.

- Ensuring that by 2015, all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to complete, free and compulsory education of good quality.

- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

The first ministerial meeting of the Sought Asia EFA (Education for All) Forum was held in Islamabad during May 21-23, 2003. Education Ministers of Bangladesh, Bhutan, Maldives, Nepal, Pakistan, Sri Lanka and India met to review progress of EFA, consider strategies for mobilization of additional resources to achieve the target of Dakar Framework of Action on EFA and plan future actions. Meeting a day prior to the Ministerial meeting, the Expert Group of South Asia Education For All forum (about 28 delegates from Seven South Asian Countries and about 50 experts from donor agencies including UNESCO, UNFPA, UNICEF, International and National NGOs) stressed that the financing of elementary education should be the responsibility of the state and that both national governments and international donors need to enhance allocations for education. They emphasized the need for making education free and compulsory for all children.

The Education Ministers issued a joint declaration, the Islamabad Declaration on Education for all (EFA) at the end of meeting, spelling out strategies for regional cooperation and their commitment of EFA. NGOs attending the ministerial meeting also delivered a statement in which they urged the ministers and country delegations to undertake clear follow-up actions on the following points:

• Improving partnership and participation between government and civil society.
• Regrettably low public spending on education.
• External resources for EFA, such as donor commitments made at Dakar.
• Quality Education.
• Avoiding negative and conflict-oriented impressions / basis in content and curriculum and ensuring transparency through consultative process on child labour.

• The need to intensify dialogue with the Ministry of Labour and other key stakeholders (SPARC 2004: 95-97).

Actually, it aims to address the needs of child labourers. The Government of Pakistan, on 31st December 2003, released its Poverty Reduction Strategy Paper (PRSP) titled “Accelerating economic growth and reducing poverty: the Road ahead”. The PRSP gives due consideration to the issue of child labour in the planning of its targets. It clearly outlines its commitment on child labour issues and states: The Government is committed to eliminate child labour as reflected in the National policy and plan of action to combat child labour. It is pursuing a policy of gradual elimination of all forms of child labour and immediate elimination of the hazardous and exploitative forms of child labour under IPEC (Government of Pakistan, “Child Labour Situation, the National Child Labour Survey”: 5).

In May 2006, the Government of Pakistan adopted a National Action Plan for Children that aims to harmonize federal and state child labour programmes and works toward the progressive elimination of child labour. Since 2000, the National and provincial level governments have been implementing a National Policy and Action Plan to combat child labour (NPPA) that calls for immediate eradication of the worst forms of child labour; progressive elimination of child labour from all sectors; educational alternatives to keep children out of work; and rehabilitation of children withdrawn from work (Government of Pakistan 2006c). The National Commission for Child Welfare and Development (NCCWD) oversees the National project on Rehabilitation of child labour, implemented by Pakistan Bait-ul-Mal, an autonomous body established by the Ministry of Welfare and Special Education. The project withdraws children between 5 and 14 years from hazardous labour and provides them free non-formal education.
As of October 2006, the project had assisted more than 14,000 children. Children are given a daily stipend PRs 10 as an incentive, in addition to uniforms, shoes, other clothing and means during school hours. Parents are paid PRs 4100 per year (ILO-IPEC 2005). The Provincial labour departments of Punjab, Sindh and Northwest Province have established Child Labour Resource Centres, and the provincial government of Baluchistan has established a child labour vigilance Cell, which provides focal points for disseminating information and foreign network of social partners to combat child labour (Government of Pakistan, Efforts to eliminate the worst forms of child labour, Annex A).

**Time Bound Programme (TBP)**

Pakistan launched the preparatory phase of TBP (Time Bound Programme), to prevent and eliminate the worst forms of child labour to be completed by the end of April 2003. The programme requires the ratifying states of ILO convention No 182 to devise a specific time period for the elimination of worst forms of child labour. Pakistan is among the ten countries to start TBP and take the challenge to eradicate the worst forms of child labour. TBP is a comprehensive approach that emphasizes the need to address the root cause of child labour with special stress to combat poverty and promote basic education and social mobilisation. The important feature of TBP is country ownership, as the programme is activated and led by the country itself. IPEC, with the support of the international community, backs the programme with additional financial and technical assistance. Eradication of child labour requires a national commitment to rehabilitate working children and prevent at risk children from the child labourers (SPARC 2003: 98-99).

In July 2003, IPEC, together with the Ministry of Information and Broadcasting and its corporate agencies, Pakistan television (PTV) and Pakistan Broadcasting Corporation (PBC), launched a two-year project, titled “Activating Media in combating Child Labour”. This project aims at undertaking the capacity building of media managers, and national television and radio producers to produce media products such as plays, drama serials, talk shows, discussion and
songs, jingles on child labour issues. The Media project is an integrated part of the project of support for the national time-bound programme (TBP) on the worst forms of child labour. Its main role consists of highlighting the concerns about the worst forms of child labour in the media.

In 2002, a final list of 29 hazardous forms of child labour at a national level was authorized by workshop held in Islamabad. The following six forms of child labour have been selected from the list of 29 hazardous occupations for immediate targeting:

- Soccer Ball Industry
- Surgical Instrument Manufacturing
- Leather tanneries
- Coal Mines
- Glass Bangles

This listing is followed by research to gather qualitative and quantitative information on worst forms of child labour to design direct time bound interventions for their elimination.

The other fundamental elements of the TBP are rapid response measures for the prevention, withdrawal and rehabilitation of victims of the worst forms of child labour. It also includes provision of viable alternatives; education for child labourers; income support for their families; social mobilization and campaigns on the effect of the worst forms of child labour on children and society; and children's rights to protection and education (SPARC 2003: 99).

International Programme for the Elimination of Child Labour (IPEC)

In 1992, ILO launched a major programme known as IPEC (International Programme for the Elimination of Child Labour). Beginning in six countries
(Brazil, India, Indonesia, Kenya, Thailand and Turkey), it expanded to 11 in 1994 (Bangladesh, Nepal, Pakistan, Philippines and Tanzania).

In June, 1994, the Government of Pakistan signed a Memorandum of understanding with the ILO within the framework of IPEC (Ghayur 1997: 39). On September 25, 1994, a national steering committee on child labour was formed to oversee the operation of IPEC. Initially the focus was to create awareness among the selected groups of people and to build capacity of national organizations for action against child labour. The initial phase was supported with German contribution. The initial period was up to December 31, 1996.

The aim of the cooperation is to promote conditions to enable the Government to progressively prohibit, restrict and regulate child labour with a view to its ultimate sectoral strategy. The MoU, initially valid until the end of 1996, has been extended up to 31 December 2001. IPEC strategy in Pakistan involves:

- Motivating ILO constituents and other social partners to create alliance;
- Carrying out a situation analysis to find out the nature and magnitude of child labour;
- Assisting partners in devising national policies to address specific child labour problems;
- Strengthening organizations and setting up institutional mechanisms;
- Creating awareness at all levels;
- Promoting development and application of protective legislation;
- Supporting direct action with child labourers and their communities to demonstrate the possibility of preventing children at risk from entering the workforce prematurely and withdrawing children from exploitative and hazardous work;
- Reproducing and expanding successful projects in order to integrate their strong points into regular programmes and budgets of the social partners; and

- Integrating child labour issues into social and economic development policies, programmes and budgets.

MoU was again extended for three years till December 2004. A number of action programmes have been initiated to address the problem of child labour under the auspices of IPEC. In Biennium 1994-95, 15 Action Programmes were launched, whereas in the 1996-97 biennium 13 Action Programmes were initiated. During the biennium 1998-99, a total number of 14 Action Programmes were implemented. Besides these, 11 Mini Programmes of special events/workshops were implemented in collaboration with ILO’s constituents and partner NGOs. Currently there are six ongoing projects on the elimination of child labour, along with 4 core action programmes, all parts of the country programme financed by Germany.

The first phase of the programme to prevent and eliminate child labour in the soccer ball industry was implemented from August 1997 to October 1998, after the signing of the Atlanta Agreement in February 1987 by the State Chamber of Commerce and Industry (SCCI), UNICEF and ILO. The second phase of the project aims to consolidate the achievements and address the gaps of programme implementation during the first phase.

The project, combating child labour in the carpet industry in Pakistan, is based on an agreement signed between the PCMEA (Pakistan Carpet Manufacturers’ and Exporters’ Association) and the ILO in 1998. The agreement outlined the PCMEA-ILO partnership to eliminate child labour in the carpet industry in Pakistan. The project, which started in 2002 aims to provide non-formal education, mainstreaming, and pro-vocational education to about 23000 carpet weaving children, and access to micro credit to the 1000 poorest carpet weaving households. The first phase of the project was successfully implemented in three districts (Gujaranwala, Sheikpupura and Hafizabad) and in the second
phase, the project has been expanded to three other districts (Multan, Faisalabad and Toba Tek Singh). The funding for the programme has been expected from the resources up to US$ 100000 committed by the US Department of Labour for the purpose. THE PCMEA’s contribution would be around US $ 250000 per year on an ongoing basis.

So far, the project has been able to withdraw around 13,000 carpet weaving children and their siblings (83 percent girls) from the hazardous working conditions. These children are now enrolled in non-formal education centres, pursuing their primary education. In addition, micro credit totalling up to US $ 110000 has been provided up to 705 carpet weaving families in rural areas. The repayment rate is 100 percent which speaks for the efficiency of the micro enterprises established through these loans.

The Atlanta Agreement was followed by an initiative taken by the Italian social Partners for combating child labour in the surgical instruments industry, with the collaboration of the ILO and SIMAP (Surgical Instruments Manufacturers’ Association of Pakistan) in Sialkot district. The project, titled “Combating Hazardous and Exploitative Child Labour in Surgical Instruments Manufacturing through Prevention, Withdrawal and Rehabilitation”, was launched in 2000.

The project aimed to:

- Withdraw children from surgical instruments manufacturers to prevent their entry into surgical instruments manufacturing.
- Provide appropriate rehabilitation, prevention and protection to the children and families targeted by the programme.
- Strengthen the capacity of social partners (employers’ and workers’ organizations) to prevent and progressively eliminate child labour in the surgical instruments industry.
Over a period of two years, the project has contributed to the reduction of child labour in one of the country's major export industries. Under its direct action programme, 1496 children employed in surgical instruments production workshops have been provided non-formal education and pre-vocational training. Attendance in these programmes has resulted in substantially reducing working hours for the children. Funds approximately US $ 250,000, available to IPEC Pakistan from the initiative of Italian social partners of ILO and UNICEF for the elimination of Child Labour in Pakistan are being utilized for the programme.

The project has been extended into a second phase. In its second phase, the project has been expanded to cover larger children. Around 1,200 children aged 14 years and below, working in the surgical instruments industry in Sialkot district, have been targeted to benefit from the project through the provisions of non-formal education. The second phase was expected to be completed in June 2006.

Combating Child Labour through education and training in the North West Frontier Province for three years was started on September 2002 supported by the SDC (Swiss Agency for Development and Cooperation). Based on the success of the project, the SDC is considering providing additional funding for another phase but formal commitment in this respect is awaited. Swiss SDC resources expected from the programme are up to US $ 400000. Based on Peshawar in the North West Frontier Province (NWFP) in Pakistan, this project successfully combines removal from hazardous work through rehabilitation and skills training for adolescents with the prevention of child labour through the mobilisation of teachers and development curriculum in primary schools. The project currently covers four districts of NWFP – Peshawar, Nowshera, Charsadda, and Marden. The project is well placed to develop effective strategies to combat child labour. It combines both governmental and non-governmental organizations to work in harmony for the cause.

The IPEC project on combating child trafficking for labour and sexual exploitation (TICSA Project) and intolerable forms of child labour in Asia
includes development of national report on the scope and trends of trafficking in Pakistan; and establishment of a task force on trafficking in children. The programme is being implemented by the National Commission for Child Welfare and the Ministry of women development, social welfare special education, Government of Pakistan. This action programme was commissioned in August 2004 and aims at capacity building, advocacy, and awareness raising for prevention of child trafficking in two districts of southern Punjab and upper Toba Tek Singh and the vulnerable communities in these districts.

In April 2001 under the IPEC Core action programmes, an initiative was launched in collaboration with the Federal Ministry of Women Development, Social Welfare and Special Education, to address the issue of child domestic labour (CDL) in Pakistan, under the Ministry’s programme to assist children in especially difficult circumstances. This project was implemented in three urban centres in Pakistan with the aim of developing a knowledge base on the issue of child domestic labour, to impart non-formal education to child domestic labourers, to provide them with vocational training, and to develop national capacity to deal with the issue effectively. The programme was originally designed for two years ending in May 2003, but it has been provided with a budget extension till August 2004.

The programme’s approach is multi-pronged, integrated, unified, and holistic, recognizing that the problem of CDL is complex. It seeks to address the issues of:

- A reliable knowledge base that will contribute to sound public planning.
- Invisibility and public awareness.
- Remaining outside the ambit of the national employment.
- Inadequate access to education facilities.
- Lack of marketable skills for an alternative occupation.

Society for the Protection of the Rights of the Child (SPARC)
Through the International Labour Organisation, SPARC (Society for the Protection of the Rights of the Child) has become one of the initial partners in the international programme for the Elimination of Child Labour (IPEC) under its mini programme. In 1995, SPARC printed its first brochure on child labour – poster titled ‘Stop Child Labour’ with the help of UNICEF and two audio cassettes on the state of child labour in Pakistan with financial assistance of ILO-IPEC.

In addition, SPARC drafted a bill to amend the constitution of Pakistan to set the legal age for employment in Pakistan to age 16. The bill unfortunately was not passed. Nonetheless, SPARC has continued to ask the Government to make efforts to implement all laws related to child labour. SPARC participated in 3 Global Marches against child labour, which travelled through Pakistan. And on its first day in Pakistan in April 1998, the march attracted a crowd of more than 10000 people on Lahore’s Mall Road. The Government of Pakistan also showed support for the March, placing supplements in major newspapers and issuing welcoming statements from the President and the Prime Minister of Pakistan.

On September 8 and 9, 1999, SPARC organized its first ever International Conference on the state of Child Labour in South Asia, and its deliberations were published in a book titled “The state of the child Labour in South Asia.” In June 2000, SPARC organized a meeting in Lahore on the ILO Convention on the worst forms of child labour, which Pakistan subsequently signed and ratified in August 2001.

SPARC contends that the Government of Pakistan must play a more active role in fighting child labour, especially given the limited resources of the NGO community (SPARC 2006:87). In order to highlight the menace of child labour, SPARC organized its Annual “Child Labour Free Week” from November 14 to 20, 2005 in various districts of the Punjab, Frontier and Sindh. During the week, different activities took place including printing of stickers (50,000 copies) and two flyers (80,000 copies each), and display of hundreds of banners throughout Pakistan. SPARC’s Child Rights Committees in more than 50 districts
and CACL (Coalition Against Child Labour) worked closely with SPARC in making the event a success.

SPARC celebrates this week of November (Child Labour Free Week) every year with the help of like-minded partners all over Pakistan and the purpose is to raise awareness amongst the masses about the menace of child labour and the socio-psycho and economic effects on child involved in Labour (SPARC 2006:89)

**Society for Empowering Human Resources (SEHR)**

In late 2005, Society for Empowering Human Resources (SEHR) in collaboration with Save the Children Sweden has undertaken a study on the plight of children working in coal mines of Balochistan. Mining industry in the province continues to employ children. Children work both above and underground in the coal mines. Many children were found to be working as cokes assistants and even miners in the coal mines of Mach, Marwarh, Deegari, Sor range, Shahrig, Harmi and Dukj. Most were exposed to exploitation and abuses ranging from sexual abuse, to hazardous working environment, mental torture to physical beating to high risk of HIV/AIDS and TB.

In regard to protection, children employed at the coal mines are constantly threatened with sexual abuse at the hands of staff. This ultimately has led to an environment of homosexuality and herpes, and commercial sexual exploitation of children has become common. Almost all the children interviewed were either sexually harassed or molested. During the course of study many defunct buildings were discovered supposedly built for schools and dispensaries. The state of these buildings has left the coal mine children without access to health or basic education.

In case of emergencies and health problems children had to travel to other towns or cities for treatment. There is no concept of recreational activities for children, and developmental opportunities for children are an alien concept. The children at the coal mines were not involved in any kind of decision making.
When asked, most had no concept of any communication other than that of being supervised and corrected by adults. The excessive level of child abuse has rendered them suffering from inferiority complex and all of them suffer from low self-esteem.

Sudhaar and Iolorae Taleemo Aagahi, two national NGOs are implementing a project titled “Addressing child Labour through Quality Education for All” in three districts of Punjab, namely Kasur, Sheikhpura and Nankana. Save the Children UK is the guarantee of the project supported by the US Department of Labour. The jointly implemented project ACL-QEFA (Addressing Child Labour through Quality Education for All) offers educational opportunities to out of school working children between the ages of 5 and 14 through non-formal education, literacy and vocational training.

The project is also working with 239 government schools to improve their quality. More than 9000 children, including 89% working children out of which 60% are girls, are getting primary education in 260 non-formal education centres in grade IV. Out of 2000 working children between the ages of 12 and 14 enrolled in 89 literary centres, 90% have completed their literacy course and 875 have been linked with vocational skills in the government vocational training institutes, or centres established at doorstep under the project. About 12000 children are targeted in government schools through interventions done under school enrichment programmes in 71 government primary schools.

Support has been provided in 85 government schools for small infrastructure improvements. 901 mainstreamed students at risk have been linked with education fund. District Education plans have been printed and launched in six districts and process initiated in additional districts of Punjab. Assessment tool kit based on national and provincial standards has been developed providing sample assessment tests. Support was provided to child labour resource centre of the Punjab Labour Department in development and printing of training kit on child labour in Urdu and a one year project was signed for capacity building of the centre.
Monitoring in SBI (Soccer Ball Industry)

In 1997, ILO, UNICEF and Sialkot Chamber of Commerce and Industry (SCCI) signed the partner’s Agreement on a joint project to prevent and eliminate child labour under the age of 14 in the football manufacturing industry. The NGOs, Save the Children, Pakistan Baiting-ul-Ma and Bunyad Literacy Community Council also joined the project. This agreement is called Atlanta agreement that was signed on 14 February 1997 (ILO 2009).

The Atlanta agreement was then followed up by a Partner’s Operational Framework (POF) that delineated the specific roles of different partners to the agreement. The POF was approved in the first meeting of the project coordination Committee held on 27 March 1997. The target group under the Partner’s Operational Framework was defined as addressing child labour under the age of 14. The POF decided the operational definition of the target group children as follows:

- Who are working in soccer ball stitching and assembly
- Who are not enrolled in primary education, or who are dropouts.
- Whose work interferes with their education and is detrimental to their physical, social, and moral well-being and development (Child & Social Development Organization 2004: 9).

Focusing on two main areas of prevention and monitoring, and social protection and rehabilitation, the POF set the following objectives of the programme:

a. To prevent and progressively eliminate child labour in the manufacture or assembly of soccer balls in Sialkot District and its environs.

b. To identify and remove children under the age of 14 in the manufacture or assembly of soccer balls and provide them with educational and other opportunities.
c. To facilitate change in community and family attitudes to child labour, including in the soccer industry (Child & Social Development Organization 2004: 9).

As it is difficult to monitor child labour at home, the agreement specifies that the stitching of footballs must be transferred to centres registered and monitored by the International Labour Organization. Any place where 5 men and 3 women are gathered to stitch balls is regarded as a stitching centre. The exporters had to transfer their whole production to these centres in three 6-months stages:


By then, only 39 of 69 main exporters had joined the scheme; therefore the SCCI and the IOL decided to extend this stage until 31 October 1999. Companies which did not join scheme by that date would lose their FIFA licence. Other incentives included reducing the cost of participation in the Atlanta Agreement from Rs 100,000 to 15,000.

This programme consists of Internal and External and Monitoring. Internal monitoring is being carried out by the companies themselves. The purpose of this monitoring is to identify children under the age of 14 involved in the production and assembly of soccer balls. The internal monitoring also provides information on the sub-contractors, stitching locations and stitchers (Government of Punjab 2005).

External monitoring is carried out by ILO on a regular basis. It verifies the reliability of data received by the internal monitoring. ILO inspectors make visits, checking whether children work there and the number of workers involved. In order to check that exporters give correct information (location of centres,
number of workers), the ILO compares the number of footballs exported, as published by the banks, with its own estimate. The reference number of the exporter for whom the ball is produced must be stamped inside each football (CCC 1999:12-13).

ILO-IPEC engaged a Lahore based NGO, the Bunyad literacy Community Council (BLCC) for the execution of Social Protection and Rehabilitation component of the programme. The Action programme was named “Social protection programme for working children and their families in the Football Industry in Sialkot.” The duration of the programme was set at 24 months. Started in November 1997, the programme aimed to target the soccer ball stitching children and their younger siblings (as preventive measure) as well as the adults, particularly mothers and elder sisters of these children. The target children were to receive informal education, healthcare, practical skill training and recreation (CCC 1999: 16-17).

The long term objective of this programme was to prevent and progressively eliminate child labour in the manufacture or assembly of soccer balls in Sialkot District and its environs. The immediate objectives of the programme were formulated as follows:

- To provide appropriate protection to children and families affected by the prevention and monitoring programme;
- To create awareness within the community of the developmental needs of children, the value of education and the hazards of premature labour;
- To reduce dependence on exploitative employment practices, and operationalise an experimental credit/savings/resolving loan facility for families participating in the programme; and
- To undertake review and planning exercises to identify strategic plans for the future.
BLCC (Bunyad Literacy Community Council) has set up 185 non-formal educational centres to provide primary education to children based on the curriculum of the Punjab Text Book Board. The non-formal educational centres are called Umang Taleemi Centres (UTCs). In Urdu, the national language, Umang means hope and Taleemi education. The UTCs have been set up in the areas where, according to the ILO, child stitchers are concentrated – the three Tehsil sub-districts of Sialkot, Silakot, Pas and Daska. There were some 35 children in each of these centres. About 6,500 children aged 7-14 of which 63% are girls go to these centres for 3 to 4 hours a day in 1999 which reduces their working time. The UTCs enable these children to receive an accelerated education programme for two years (CCC 1999:18-19).

Bunyad’s programme in Sialkot is being funded by ILO-IPEC. ILO contributed a total of US $ 297,000 for this programme whereas BLCC committed US $ 29,700 as their local contribution (News Network of European Worldshops 2005: 15). Under the loan facility, the partner NGO also extended loans amounting to Rs. 718,000 to the families whose income was reduced by the withdrawal of their children from the work. It also set up centres for providing pre-vocational and vocational training to 535 girls. It offers long and short term courses to these girls for enhancing their income and compensating them for their lost income (ILO-IPEC 1987).

Under the framework of the POF (partners’ operational framework) the UNICEF designed their intervention with an overall programme objective of enhanced implementation of the convention on the Rights of the child. Their strategies included:

1. Advocacy and social mobilization, to influence decision making and promote actions for the rights of children and women including:
   - Government at all levels, and
   - Civil society, including private sector, and NGO/CBOs.

2. Capacity building of service providers.
3. NGO/CBOs to increase the information, knowledge and skills for helping children get their rights.

4. Service delivery, through the provision of supplies or material for activities ensuring rights of children.

UNICEF programme on universal primary education in Sialkot is aimed at preventing child labour and its objects are to:

- Enable all children of Sialkot district, aged 5 to 7 (i.e. about 46,000 children) to go to a state or private school by the year 2001.
- Encourage the local committees to ensure children attend school.
- 6-7,000 teachers will be trained in the whole district.
- In return for the training, the teachers commit themselves to enrol children in the schools.
- To eliminate the labour of children aged between 8 and 12 within 5 years.

For those aged 12 to 18, no concrete solution has been found yet (CCC 1999). UNICEF works in close collaboration with several departments of the Government of Punjab, such as public health and agriculture departments. These are responsible for providing information about hygiene, medical case, etc. in schools. The health department also organizes an annual medical examination for children (News Network of European Worldshops 2005: 16).

Save the Children Fund UK (SCF-AJK) sets the following as their outputs:

- Target 80 rural schools in village with high concentration of child labour and provide them improvement in physical infrastructure.
- Target 300 school teachers trained in child-centred teaching methodology.
• Target 30 educationists from government education department, private schools and local NGOs trained as master trainers for on-going training of school teachers.

• Target 80 school management committees formed for transparency of school functioning and resource mobilization for improvements.

• Benefit nearly 10,000 children by providing quality education through trained and motivated teachers (Save the Children Fund Project Proposal 1997).

SCF had estimated the cost of this activity at US $ 209,512; however, FIFA/SICA had offered to contribute US $ 1000,000. SCF hired the services of an NGO called SUDHAAR to undertake this activity for SCF.

The role of SUDHAAR is prevent child labour by improving infrastructure and training official primary school teachers in the rural areas of Sialkot. 85 School Management Committees (SMCs) have been set up in villages where at least 25% of families are involved in stitching footballs. These management committees see to it that as many children as possible go to primary school. Since May 1998, school attendance increased by 5.4% in the areas where SUDHAAR is active (CCC 1999:22).

In 2000 the second phase of the project came into force. It aimed at consolidating the achievements, ensuring financial sustainability for both monitoring and social protection components and transferring the responsibility of monitoring from IPEC to an independent body. Since March 2003 an independent agency called Independent Monitoring Association for Child Labour, which is based in Sialkot is responsible for monitoring compliance at the stitching centres. By then 109 manufacturers in Sialkot participated in the monitoring.

The third phase of the programme started in 2004 and focuses on the promotion of sustainability and reliability. For this third phase, FIFA has committed further financial resources in the amount of US $ 540,000.
With 58 sports wear companies (including Adidas, Fappa, Mitre, Nike, Reebok, Puma and Rucanor) committing themselves to buying footballs only from companies accepting ILO monitoring, 53 exporters had joined the prevention and monitoring programme by the end of August 1999, i.e., almost 70% of all exporters. By the end of June 1999, they have opened more than 600 stitching centres, employing more or less 12,000 workers.

In April 1999 however, the ILO declared itself no longer satisfied with the information published by the manufacturers. Inspection team began to carry out investigations and ask questions in villages to see whether hidden stitching centres might be producing for companies that had signed up the Atlanta Agreement.

By 2002 nearly 25% of all manufacturers in Sialkot participated in the monitoring. By the results and impacts of the project, the stitching of footballs at home has declined significantly, following the organization of the stitching centres and the fall in the demand. Some NGOs suspect children go on sewing footballs at home for producers who have not signed the Atlanta Agreement. In an investigation done by Clean Clothes Campaign in 2002 it became clear that children outside the monitored zone still spend many hours stitching (News Network for European Worldshops 2006:19).

More children go to school since the project has been launched. Absenteeism among teachers has decreased. The quality of teaching improved, notably in mathematics and English. Art is part of the curriculum. But not all children can benefit from the rehabilitation scheme and go to Umang Taleemi Centres. In order to make this possible, the identification of children, who work stitching footballs, needs to be improved.

Two possibilities are now being considered to continue educating the children after the end of the project, the financing of which ends in two years:

- Setting up some sort of foundation financed by football manufacturers.
• Setting up training centres financed by local communities (CCC 1999:25).

Before the Atlanta agreement, more than one member of a family would usually be involved in sewing footballs. Since the opening of the centres, 2 or 3 members of the family might have lost their jobs, sometimes cutting the family income by two-third. Women are affected most by the creation of the stitching centres. In a lot of families, women are possible victims. Women who live in a nuclear family (parents and children) were previously only occasional sewers, as they also have to take care of the house and small children. Therefore, now, they are not able to join the sewing centres. Besides, the roads to the stitching centres are not safe, particularly for the young girls (CCC 1999:26).

A study was carried out by Save the Children Fund after 16 months of the project, by the beginning of 1999. Findings are as follows:

• The work-load was reduced by 25-50% and wages decreased by about 50% to Rs, 10-12 per ball.

• The number of meals per day was reduced in families involved in the industry.

• Many girls now wait longer to be married, as they do not earn enough money for dowry.

• Purchase power has decreased due to lower wages and reduced work which affects the income of other members of the community.

• The price paid for footballs is much lower in villages that are far from production units than in those that are near.

The primary cause of child labour, the poverty of parents which forces children into work, has not really been taken into account by the Atlanta agreement. In some cases, the result of the project is a fall in family earnings, thus putting additional pressure on children to work (News Network for European Worldshops 2006:21).