

Joint Final Evaluation of
Government of India (GOI)
United States Department of Labor
International Programme on the Elimination of Child Labour
of the International Labour Office (ILO/IPEC)
Preventing and Eliminating Child Labour in Identified Hazardous
Sectors Project
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FINAL REPORT
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ACRONYMS

ABL	Activity-Based Learning
AIE	Alternative Innovative Education
AITUC	All-India Trade Union Congress
APSO	Action Plan Summary Outline
ATI	Administrative Training Institutes
BMS	Bharatiya Mazdoor Sangh (trade union)
BPL	Below Poverty Line
BTS	Beneficiary Tracking System
CBWE	Central Board for Workers Education
CGIG	Core Group on Income Generation
CIYU	Centre of Indian Trade Unions
CLC	Child Labour Committee
CLMIS	Child Labour Monitoring Information System
CLPRA	Child Labour Prohibition and Regulation Act 1986
CMC	Central Monitoring Committee
CTUO	Central Trade Union Organisation
DAC	Development Assistance Committee
DED	Design, Evaluation and Documentation section of ILO-IPEC
DEEP	District Elementary Educational Plans
DG	Directorate General
DRDA	District Rural Development Agency
DUDA	District Urban Development Authority
ECL	Elimination of Child Labour
EFA	Education for All
EGIS	Education Guaranteed Scheme
EI	Education Initiatives
FASLI	Factory Advice Service and Labour Institutes
GOI	Government of India
GPRA	Government Performance Results Act
HMS	Hind Mazdoor Sabha (trade union)
ICDS	Integrated Child Development Scheme
IGA	Income Generation Activities
ILO	International Labour Organisation
INDUS	India-United States (child labour project)
INTUC	Indian National Trade Union Congress
IPEC	International Programme on the Elimination of Child Labour
ITC	Industrial Training College
ITI	Industrial Training Institute
MHRD	Ministry of Human Resource Development
MLA	Member of the Legislative Assembly
MOE	Ministry of Education
MOLE	Ministry of Labour and Education
MP	Member of Parliament
MTE	Mid-Term Evaluation
NCERT	National Council on Educational Research and Training
NCLP	National Child Labour Project
NCR	National Resource Cell
NCT	National Capital Territory
NCVT	National Council for Vocational Training
NGO	Non-Government Organisation
NIOH	National Institute of Occupational Health
NISTADS	National Institute of Science, Technology and Development Studies
NSC	National Steering Committee

OCFT	Office of Child, Forced Labour and Trafficking
OECD	Organisation for Economic Co-operation and Development
PRODOC	Project Document
PTA	Parent Teachers' Association
SAP	State Action Plan
SDIS	Skill Development Initiative Scheme
SPSC	State Project Steering Committee
SRC	State Resource Cell
SRO	Sub-Regional Office
SSA	Sarva Sikshya Abhiyan (Education for All)
TEC	Technical Education Centre
TOR	Terms of Reference
TPR	Technical Progress Report
TUCC	Trade Union Coordination Committees
TUCCCL	Trade Union Coordination Committees on Child Labour
VEC	Village Education Committees
VT	Vocational Training
UEE	Universal Elementary Education
UN	United Nations
USDOL	United States Department of Labour
WCD	Women and Child Development
WEC	Ward Education Committees

EXECUTIVE SUMMARY

1. This summary provides an overview of the joint final evaluation report, highlighting the main conclusions, recommendations and lessons learned from an effort to conduct an objective assessment of the INDUS Project in India, taking into consideration the achievement of its components and their connectivity and integration as a whole; the evolution of the project both conceptually and in practice; its implementation strategies, activities, results, impact; as well as any good practices, lessons learned and recommendations to inform further child labour programming by governments and international agencies.

2. The INDUS project, more correctly called “Preventing and Eliminating Child Labour in Identified Hazardous Sectors” was a Technical Co-operation Project of the Government of India (GOI) and the United States Department of Labor (USDOL) executed by the International Labour Office (ILO). Its original funding was for \$40,000,000 (GOI:USD 20,000,000 USDOL:USD 20,000,000). The USDOL-MOL-ILO-IPEC project sought to eliminate child labour in selected hazardous sectors.

3. The key strategies of the three-year (originally 2001-2004, actually 2005-2009) programme support were as follows: (a) Enrolment in public elementary education; (b) Withdrawal and provision of transitional education; (c) Strengthen Vocational Training (VT); (d) Local Community Institution Building through thrift and credit management and enhancing women's socio-economic status; (e) Strengthening public education of child workers; and (f) Social Mobilization. An integral part of these activities was to be the design and implementation of a sustainable community-based monitoring system that could complement enforcement by the Ministry of Labour and Department of Education of child labour legislation and compulsory education policies. The ten project components were evaluated 1 They were (1) identification and withdrawal of children at risk; (2) withdrawal and provision of transitional education; (3) vocational training for adolescents; (4) income generating alternatives for families; (5) strengthening public education; (6) monitoring and tracking; (7) social mobilization; (8) training and capacity building; (9) raising interest toward action on hazardous child labour in other states; and (10) knowledge management

Achievements of the project as a whole²

4. INDUS has been an important joint initiative of the Governments of India (MOLE), the USA (DOL) and the ILO (IPEC). It has addressed an important policy issue, seeking to work out a practical national approach to achieving an important global norm and advocating for strong action. In doing so, it has reflected the diverse ways UN entities can be helpful³. Depending on the follow

1 Operational Guidelines INDUS Project, 2006, p3 and Project Document (PRODOC), 2006, pp17-23

2 The evaluation was asked

1. to assess the achievement of the project as a whole as well as for
2. the individual components and their linked or joined activities.
3. -Strategic lessons learned were to be identified.
4. -Recommendations were to be put forward to be considered in further child labour programming by Governments and other international agencies.
5. -Also recommended measures for promoting long-term sustainability of the INDUS Project results and impact.
6. -A specific focus was to be on reviewing elements of the model developed by the INDUS Project so that complete, externally reviewed documentation of the project is available as basis for further action and scaling up. This was particularly important in view of the consideration for further technical support to this scaling up.

3 “The United Nations system has a portfolio of responsibilities and operates at a variety of levels that are particular to it. It acts as a convener, providing a forum — nationally, regionally and globally — for different parties to meet and explore issues of common concern. It helps Member States to set generally agreed norms on major development themes, e.g., via the global conference processes, and then helps countries to implement their commitments to those agreed norms. Implementing those norms implies the existence of national capacities. When those capacities are not available or are not adequate, it is the responsibility of the United Nations system to assist recipient countries either in developing or enhancing them. The United Nations system has also a specific advocacy role to support the pursuit of globally agreed goals. At the same time, like other development cooperation partners, the United Nations system is present in different countries and regions through a great variety of development initiatives, depending on the specific mandates and competences of each

up to its achievements so far, it has the potential to contribute to serious consideration of, and action about, a significant social issue in one of the largest and most dynamic economies in the world. That would be a major continuing outcome with lasting significance for millions of lives. Whether it will be achieved will likely depend on follow up by the Government of India and the UN country team, including both ILO and UNICEF, to the project and the evaluations/studies it has provoked.

5. At one level they are considerable, at another more modest. In terms of the original nine, eventually twelve, immediate objectives, the project can be said to have made significant achievements against almost all of them. There are some qualifications to be made about the capacity building element but that merits ongoing attention and reflection by both national authorities and the ILO. Under the rubric of capacity building there has been a lot of training. Much of it has been effective in so far as it goes. However in such an instance the capacity building requirements may be much more. They need to include an institutional dimension as well as an organisational one. If India is to eliminate child labour, then the institutions and organisations necessary to do so, in both the public sector and in civil society, need to be there or to be being created or modified. So a comprehensive and articulated approach to the institutional framework, organisational capacity and administrative arrangements and capabilities needed in both public sector and the civil society is required. It does not appear to have emerged yet. Hopefully the ongoing national dialogue on the issue to which the follow up to the project should aspire to contribute, will provoke such a response.

6. The issue of whether eliminating child labour should be managed as a stand alone issue or as a process integrated in India's approach to poverty elimination is also a major forthcoming question for the society at large to which the UN system⁴ appropriately mobilised may be able to make an ongoing contribution to development that is both sustainable and human .

7. In terms of project achievement the development objective⁵ may be said to have been met to a significant degree. The project has taken a 'holistic' approach some thing more often aspired to than actually carried out. Target community capacity has been enhanced. Compliance with policy and legislation appears to have improved in the four states and one district in which the project has been active. Children have been withdrawn from hazardous labour, educated and trained for the world of work. The numbers withdrawn exceed the original targets.

8. However both development objective and immediate objectives were relatively modest given the scale of resources available from both GOI and US/DOL and the scale of the overall problem. Because the project was a pilot, supposed to address issues of replication, some of the still outstanding questions whether elimination of child labour should be pursued as a stand alone issue or as part of a wider attack on social issues could perhaps have been explored a little further.

9. In addition, if INDUS has an advocacy vocation, then it may have been a good contribution to sustainability/replicability to set up very visible targets and report on them publicly. Thus a more extraverted information system reporting on INDUS as a pilot and exploratory venture might have done more to argue for it as a proven model for further replication. Even if this was not possible at the outset, once it was realised that some progress was being made, it could have been added on towards the end, even when the extra component for migrant and trafficked children was included in the project.

organization, which identify additional demands for capacity development. 32. That combination and multiplicity of roles is unique to the United Nations system. Therefore, the assessment of the effectiveness of the operational activities for development of the United Nations system in terms of capacity-building impact is also unique." United Nations system support for capacity-building, Report of the Secretary-General** E/2002/58 14 May 2002

4 Notably but not exclusively ILO and UNICEF

5 The Development Objective of the project is: "Contribute to the prevention and elimination of hazardous child labour by enhancing the human, social and physical capacity of target communities and improving compliance with child labour policy and legislation in the target districts."

10. Objectives that directed efforts more specifically towards long-term sustainability and impact of child labour elimination might have facilitated the promotion of the long-term sustainability of the INDUS Project's results and impact.

Achievements of the individual components and their linked or joined activities

11. In advocacy terms it appears to have been effective. National thinking about eliminating child labour has evolved considerably from a law enforcement approach to one based on constructive social action at different levels of society. There are some indications that INDUS has made a contribution to the evolution in national thinking and also changing the view of child labour, as being only a rural phenomenon to one that is also an urban one, with obvious implications for the design and implementation of any response. It has also helped in modifying the approach from one limited to hazardous industries to an area based approach. All of these changes make sense.

12. Community awareness of the issue does appear to have increased but ongoing monitoring will be needed to confirm that this increased and increasing awareness is being maintained.

13. One aspect of implementation is important. National ownership is important at any time but particularly in an area with the geo-political overtones of a subject such as elimination of child labour. The budget of nearly \$41 million was funded in almost exactly equal shares by GOI/MOLE and US/DOL. Although the funding streams were managed separately, this arrangement appears to have worked well. It may have facilitated the closer integration of the project in the relevant national structures at all levels. That close integration appears to have been a positive factor in advancing not only immediate project achievements but also larger project impacts through an enhanced sense of national involvement

14. One other factor in the "INDUS" model's 'success' in implementation may have been because resources from the 'centre' were made available at the district level, so that if the district collector was supportive and if there was an NCLP project director there who knew his/her job, progress was probable.

15. Numerous instances of self help groups were shared with the evaluation team testifying to their increased awareness of, and their success in finding, income sources to replace that lost by the withdrawal of child labour and their willingness to send their children to school. But it does also appear that many other enabling factors are required for successful economic support to the poor families besides direct interventions such as those made through INDUS. Income generating activities may be necessary but are not sufficient conditions. They may be worth studying in significantly greater depth in the future⁶ with a focus on the dynamics of the process and addressing not only the question of whether incomes and economic worth of target beneficiaries have definitely increased as a result of both initiatives and whether those increases do significantly increase the propensity of children in such families to attend school but also how these relationships will change both in the short and long run.

16. This has important implications for replication. It also raises some ticklish issues. Does INDUS embody a complete algorithm for the elimination of child labour? If it were, then eliminating child labour nation wide would appear to be largely a question of expanding the INDUS implementation approach. However that would be too simplistic a way of approaching the issue. Child labour is one aspect of a complex set of phenomena that can subsumed under the category of poverty and human deprivation, so a big question is whether that algorithm should (can) be implemented on a stand alone basis or whether to have any lasting effect it needs to be subsumed in

⁶ Income generation activities are a topic on which one of the sub studies were prepared, so some of the ground work had already been done

a more broad approach to issues of education, employment and child welfare or even an overarching approach to poverty?

17. This set of questions becomes even more pertinent if one considers whether this apparent convergence at district level be extended up to state level and Federal level in the implementation of broader anti poverty programmes?

18. But before these important issues are addressed there is another basic question which needs to be addressed. Whatever its technical validity, is the INDUS model one which the country is ready to adopt. A meeting with the Planning Commission at the end of the evaluation appeared to indicate that the issue is a live one for policy makers, that they were aware of the INDUS approach as one possible approach but that the Planning Commission has yet to settle on one specific approach.

19. So a very good start has been made. Even if complete, externally reviewed documentation of the project as a basis for further action and scaling up, has not yet been accepted as a basis for future plans, a foundation has been laid and can and should be built on soon. How should this be done? By organising this evaluation now, INDUS and the ILO may have created an opportunity to make a genuine and lasting contribution to the policy debate in India. The Planning Commission is currently looking at this issue and ILO may be well placed to offer reasoned analysis and informed advocacy in their ongoing consideration.

20. The evaluation team was advised that the evaluation was the first time in recent memory that the issue had been brought before the Planning Commission and that it had contributed to provoking their attention to the issue. If so, it may represent a new opportunity for the ILO. It is recommended that they take full advantage of this.

21. One way to do so would be to build upon some of the preparatory work done for this evaluation. A number of sub studies were prepared by national consultants as part of the activities linked to it. Whatever these sub-studies have produced so far, they represent a springboard upon which ILO can build further in order to contribute to a consideration of the policy and implementation issues that the Planning Commission indicated they were ready to consider.

22. The question of whether eliminating child labour should be addressed as a single, stand alone basis or subsumed in a broader approach either to issues of education, employment and child welfare or to an overarching approach to poverty is apparently part of the Commission's current thinking. In trying to contribute to such a process there may be some virtue in involving UNICEF, who are also involved with issues of child labour and possibly other members of the UN country team in promoting contributing to an internal debate on how to address issues of concern to ILO, UNICEF and the rest of the UN system, that encompass but also go beyond child labour. In effect this would be a contribution to the ongoing debate within India about 'convergence'.

Some issues for further reflection

23. The role of the State Resource cells and State project steering committees have been described as being significant. The evaluation team did not have the time and resources to explore this in any detail, so going forward, others should in the context of the institutional and organisational needs of replication of the INDUS model and its eventual expansion in the future.

24. If the INDUS approach or elements is adopted nationally, will the information collection and analysis requirements be feasible. At present the beneficiary tracking system follows each child once it has entered the INDUS system either in special education or vocational education and there are virtues in having social service providers know that such tracking is taking place. However there are actually multiple actors who may target children and potentially there are many more so the question of how many tracking systems will be set and how many the country can support in the long run becomes an issue. In scaling up consideration may need to be given to integrating the

needs of child labour related data gathering (as well as other interventions) in the established national systems for data collection.

25. Given that an NCL project is not a matter of routine governance but is meant to address a specific problem that is considered to be remediable, a defined time frame should be built into the project approach from the outset. Thereafter, the NCLP could be moved to another location within the district till such time as the district no longer needs its presence. After an NCLP has moved on from a location, periodical monitoring or review should be built in the scheme so that the regular programmes like SSA could be alerted to take care of any relapses.

State and National Workshops

26. A significant amount of the efforts of the evaluation team was spent on preparing for, and participating in, stakeholder workshops (4 state, 1 for the capital district and 1 national). While these were informative and gave the opportunity for an airing of some of the issues, an alternative use of mission time might have been prior to the evaluation to have the national stakeholder workshop review and discuss, perhaps under the leadership of the national consultant nominated by the GOI, who was very well informed and had a very deep grasp of the issues, the various sub studies commissioned by the project and how to take the issue forward.⁷

27. It may be helpful going forward for the GOI and ILO/SRO to impose even greater rigour on the final versions of these sub studies and squeeze the last amount of hard analysis and policy guidance from them. Areas where this would seem potentially particularly fruitful include the impact of vocational training, the projects impact on policy and the income generating component of the project; and any other way to contribute as constructive intellectual opportunists to the policy debate.

Cost Effectiveness

28. At the national workshop a keynote speaker from the Trade Union community asked about the cost effectiveness of the programme. He apparently had concerns about possible issues of supply driven assistance and the amount of resources being devoted in INDUS to expertise as opposed to being received by beneficiaries in the field. The evaluation team has had neither the data nor the time to carry out such an exercise but does strongly urge (see below) that it be done by Indian analysts engaged by ILO/SRO and comparing at least four alternatives, i. do nothing, ii. implement the NCLP as presently designed, iii. implement the NCLP with select elements of INDUS plus and iv. implement the NCLP with all the INDUS collected elements. As there is a policy debate going on within the government and the society this could become part of a process of convincing by doing.

29. A cost benefit analysis for the state of Maharashtra has been done under the auspices of YASHADA.⁸ It may be worthwhile reviewing its methodology as well as its conclusions and building on it by extending its analysis to more states. In the process of internal national dialogue about how best to address child labour it may be worthwhile to enlist the help of overseas institutions with the many influential overseas Indians, who are wise and knowledgeable about labour markets, child welfare/employment issues and the economics of Indian Development. As in other instances the process is potentially as useful as the product, especially if the follow up studies contribute to an ongoing consideration of how to deal with child labour at the same time as optimising human resource development and poverty reduction in India.

⁷ As it is these studies were commissioned by the ILO, not by the evaluators and the latter have had little scope to contribute to their design, implementation and eventual content

⁸ Investing in Child Labour Elimination in Maharashtra (An Economic Study of the Cost and Benefit of Eliminating Child Labour in Maharashtra) By Child Rights and Development Studies Department Yashwantarao Chavan Academy of Development Administration (YASHADA) Rajbhawan Complex, Baner Road Pune 400 007 Maharashtra, India

Some UN system issues

30. Some of these are related to INDUS and to wider issues of development and human rights. The UNDAF has an outcome “reduce abuse neglect and exploitation of children”. Involvement of ILO and UNICEF is foreseen. But there is a lack of a system/systemic approach to child labour and poverty. While there is some awareness between the two agencies of each other in the field, it is much less clear how child labour fits into the employment picture and how employment fits into the larger question of poverty and the UN system's collective contribution to India's efforts to combat it. So far there is very little indication that the UN country team has given much if any collective thought to these issues or had much of a dialogue with the Government and civil society on them or is even positioning itself to do so. Poor and undereducated children in India might benefit from a little more system coherence. ILO/IPEC may wish to pursue this with the UNCT during the follow up to the INDUS project .

31. One of the constant themes that has come up in successive triennial reviews of operational activities by the UN General Assembly is the skill profile of the UN country team and whether it meets the needs and requirements of the country/region to which the team is assigned. It could be inferred from the previous paragraph that this is a particularly pertinent concern with regard to the team in India.

32. Since "convergence" is very much an issue in India; since the IPEC programme is a major ILO activity and since the issue of system coherence and “delivering as one” is an issue for the UN country team it may be worth while for these issues to be discussed further in the dialogue both within the country team and between it and the government and civil society.

Some strategic lessons learned

33. Replication is more important than exit. A pilot project such as INDUS, which contains a combination of experimental action, application of norms and advocacy should give more priority to, and spend more effort on, a replication strategy rather than an exit strategy.

34. Pilot projects need to be extravert in their reporting. In one instance the project appear to have learned from a study in Maharashtra that its vocational training was not as effective as desired and it promptly modified the approach in other states deepening the approach adding in entrepreneurship training and trying to target it more effectively to trainees likely career tracks. This was entirely admirable. It would have been even more so if more had been made of the fact of learning. INDUS has an experimental and exploratory dimension. When research leads to a new medicine, before it is introduced, it is first tested on a pilot and transparent basis, which records and publicises the results and modifies it as necessary in the light of the extensive trials. All the more reason to do the same for ambitious and potentially important social medicines such as INDUS. All the more reason for agencies with an advocacy vocation such as the ILO to do so.

35. The close integration of the INDUS project in the government structures at all levels federal state and district appears to have furthered national ownership of the implementation of what was being done and helped effectiveness. Notwithstanding the many achievements made in this regard, there is scope for further deepening of this sense of involvement.

36. National ownership is essential. When asked what were the national expectations of the programme and what would be success for a national child labour programme post INDUS, many interlocutors responded as if they had to address the issue from the point of view of outsiders expectations and not from their own, as key players in a national, state or community level effort to reduce and eliminate child labour. That may need to evolve if a national approach to eliminating child labour is to succeed.

37. Evaluation can be a strategic tool. Evaluations such as this one can be tools of policy and advocacy as well as accountability. They may be and often are required statutorily, regardless of the “objective needs” of communities, managers and policy makers but they may be more productive and useful to all, if they are expanded to involve more of the relevant stakeholders and to raise issues of broad concern to government, civil society and funding and implementing agents. They can then become a strategic tool, for both Government and for its international partners that can be used to raise in a non threatening way issues of general concern to the development community in India. The government might wish to expand the benefits it derives from future evaluations by focussing them on the major issues of concern, In some instances, it might benefit from involving qualified members of the UN country team in them, so that they act as a sounding board, bringing international experience to supporting national efforts to scrutinise its accelerating development.

38. Looking forward, the follow up phase to the INDUS project would seem to be a good candidate for participatory evaluation, directly involving the beneficiaries in the monitoring and evaluation processes.

39. Some of the Questions left outstanding for key stakeholders

- 1) Are current efforts making a real dent in child labour and child poverty? If so how big a dent? How do you measure or at least observe both?
- 2) Regardless of the size of the dent should the approach be a broad sectoral/cross sectoral one or a stand alone approach??
- 3) Whatever the approach chosen, what are the institutional and organisational demands of the process?
- 4) What would be reasonable expectations over the next 10 years of the:
 - a) National approach to the Elimination of Child Labour going forward and the
 - b) Next phase of the UN system’s contribution to it, whether from ILO, UNICEF or the UN Country team

I. INTRODUCTION AND CONTEXT

Child Labour in India

1. The concern for child labour is a part of India's welfare state approach which aims at progressive improvement in the welfare of all sections of the society. It envisages giving necessary support to the weak and the needy, protecting the vulnerable from exploitation, thereby allowing them to access some of the opportunities otherwise denied to them. The initial and the formative years of childhood are meant for developing the capabilities to discharge the responsibilities of adulthood and to be able to face the challenges of later life. An enabling environment for personal growth being a pre-requisite, pushing a child into the world of work is by itself undesirable but making him/her work on hazardous jobs is unacceptable.

2. Poverty, large family size, and lack of educational facilities have long been identified as the major reasons for continuing economic activities by children. Poverty necessitates each member of the family adds to the income be it by participating in the family labour or business, or as independent wage employment. As per the 2001 Census there were 12.6 million economically active children with a workforce participation rate of 5%. In the 1991 census and 1981 census the number of working children were estimated as 13.6 million and 11.2 million respectively. The estimates regarding the number of working children vary according to the differing defining concepts and estimation methodologies. An estimate of the trends and magnitude of working children during the last twenty years based on the quinquennial surveys of the National Sample Survey Organisation (NSSO) reveal a significant declining trend both in terms of magnitude and WPR. As per the 61st Round in 2004-05 child labour estimation is 9.07 million with a WPR of 3.33%. The reduction has been found to have primarily occurred in rural areas, while in the urban areas it has shown a somewhat rising trend in the last Round in 2004-05. It is also noteworthy that during the last 10 years the number of working children in the younger age group of 5-9 years has declined sharply from 1.27 million in 1993-94 (50th Round) to 0.35 million in 2004-05.⁹

3. With a large population, a sizable proportion of which continues to be living below the national poverty line, and significant gaps in access to education India realized that to be a child labour free country could not be a realistic or feasible goal. Hence the entire approach has been a sequential one aiming at gradual improvement starting with removal of child labour from dangerous jobs and priority sectors. To this end legislation prohibits employment of children. The Constitution of India in 1950 provided protection against child labour by prohibiting employment of children below 14 years of age in factories, mines or other hazardous occupations. The Directive Principles of State Policy that are required to be followed in the governance of the country stipulate that all children be protected from abuse, exploitation and abandonment, and provide opportunities for their 'development in a healthy manner and in conditions of freedom and dignity.' A chronological record of national legislation on child labour is available as Annex 5. While provisions prohibiting employment of children were contained in laws relating to factories, mines etc. a specific law came with the enactment of the Child Labour (Prohibition & Regulation) Act, 1986. Initially it listed 6 occupations and 13 processes as hazardous in which children could not be employed, allowing scope for making further additions to the list thereby enhancing the scope of such areas. Additions have been made to the list from time to time and now there are 16 occupations and 66 processes that are prohibited under the Act. Some of the important prohibited areas are carpet weaving, building and construction work, brick kilns, hosiery,

⁹ Report on Evaluation of National Child Labour Projects in India, VVG NLI, p.14

work as domestic servants, and in tea-shops, road side eateries, etc. (the last two having been added in Oct. 2006).

4. The Government of India formulated its National Child Labour Policy in 1987. It dealt with the issue from three main aspects: (a) a legislative action plan for strict and effective enforcement of provisions relating to child labour; (b) focusing general development programmes for benefitting child labourers and their families; and, (c) a project based plan of action in areas with high concentration of child labour in hazardous sectors through implementation of National Child Labour Projects. The NCL Projects aimed at withdrawing children from work and rehabilitating them through education and vocational skills. This policy approach is still valid and is ongoing.

5. For rehabilitation of child labour the NCLP Scheme was introduced in 1988 in 13 districts having concentration of children working in hazardous sectors. After withdrawal from work children were put into special schools and given bridging education, vocational training, mid-day meal, stipend, health care and admitted into formal schooling. The number of projects was increased to 100 by the end of the Ninth Plan. Subsequently during the Tenth Plan NCLPs were set up in 250 districts extending over 15 states. At present there are 8,887 NCLP schools with an enrolment of 0.34 million children. Working children already mainstreamed to regular schools under the NCLP Scheme are 0.45 million.¹⁰

6. There was an all round growth and emphasis on action concerning child labour in the 1990s. A growing number of voluntary agencies started taking up the cause of child labour both in advocacy and in specific action programmes. There were court judgements in favour of children's rights and their welfare, culminating in two landmark judgements by the Supreme Court of India. The first one was in the case of J.P. Unnikrishnan vs. the State of Andhra Pradesh (AIR 1993 SC 2178) in which the court observed that the right to education in Art. 45 was not a mere directive principle but a constitutional command and the GOI and the states were obliged to ensure the right to free and compulsory education for every child up to 14 years of age. This later led to a constitutional amendment incorporating this as a fundamental right and efforts to enact the right to education in a separate law. The second judgement came in 1996 (M.C. Mehta vs. State of Tamil Nadu; CWP 465/86) with the Supreme Court directing the Union and the State Governments to identify all children working in hazardous areas, to withdraw them from work and to provide them with quality education. The court also directed that compensation be paid to each child employed in contravention of law by the employer and the state, alternative employment be provided to an adult member of the family, the constitution of a Child Labour Rehabilitation-cum-Welfare Fund and setting up of a separate cell in the labour departments of the concerned governments for monitoring. Compliance is being reported to the Supreme Court by MOLE.¹¹

7. In the government sector the Ministries of Labour and Education saw increased initiatives as well that progressed concurrently in the 1990s. The Programme of Action in pursuance of the National Policy on Education (framed in 1986) was prepared in 1992 and the District Primary Education Programme was drawn up in 1994. A major expansion of the NCLPs from 13 to 100 took place in view of the Ministry of Labour and Employment (MOLE)'s renewed commitment to child labour. In 1992 ILO's International Programme on the Elimination of Child Labour (IPEC) was formulated with the active participation of MOLE. India was the first country to sign an MOU aiming to "promote conditions that will progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination." A National Steering Committee was also established. The majority of the action programmes in Phase I of IPEC pertained to assistance to a large number of NGOs for the provision of non-formal education to working children (around 80,000) spread all over the

¹⁰ MOLE Annual Report 2007-08, p. 93

¹¹ MOLE Annual Report 2007-08, p.97

country. Later IPEC focused on particular areas supporting fewer but larger projects. Integrated Area Specific Projects were initiated in five districts of three states, Uttar Pradesh (Mirzapur & Ferozabad), Rajasthan (Jaipur) and Tamil Nadu (Tirupur & Sivakasi).¹² 'A Pilot State Based Approach in Andhra Pradesh' was initiated prior to INDUS through a UK-DFID funded project which is currently in Phase II. This project and another Italian funded state project in Karnataka started subsequent to INDUS are to conclude in 2009. In the meantime a new 'Convergence Project' has been launched in 2008 in two districts each of five states of the country (Bihar, Jharkhand, Gujarat, Madhya Pradesh and Orissa). The National Steering Committee (NSC) cleared it in January 2009 but the project is, at the time of this evaluation, yet to take off.

INDUS Project Concept¹³

8. With the ILO IPEC experience in India and other countries it was realized that "integrated and comprehensive projects, which simultaneously address several key aspects of the child labour problem such as educational and training opportunities, reliable and decent incomes for adults and adolescents in the family and awareness creation have the best chances of success."¹⁴ It was felt that further efforts were required to address the problem for the purpose of total elimination of child labour (ECL) in hazardous areas. Although a number of initiatives were being undertaken in various areas it was observed that there were substantial gaps. Apart from coverage under NCLP schools being limited, it was noted that more effective action was called for in framing appropriate curricula, teachers' training, vocational training, strategy for community awareness, economic alternatives for families and better enforcement of legal provisions.

9. Hence keeping in view their mutual concern about the problem of child labour USDOL and MOL signed a "Joint Statement on Enhanced Indo-US Co-operation on Elimination of Child Labour." Ten sectors were identified as priority areas including 'beedi', brassware, bricks, fireworks, footwear, glass bangles, locks, matches, stone quarries and silk. In addition it was envisaged that the existing efforts to eliminate child labour would be reviewed. In other areas also it intended to complement and build upon existing initiatives under an integrated over all strategy for each sector. A comprehensive education strategy was also envisaged for mainstreaming child labour and children at risk. (Project Document, p. 10, 1.2.2)

10. Based on the 1991 Census data the four states of Uttar Pradesh, Madhya Pradesh, Maharashtra and Tamil Nadu were selected for inclusion in the project. Together with the state-based project in Andhra Pradesh already being implemented by ILO and another to come up in Karnataka it was observed that these six states accounted for 7.04 million child labourers out of a total of 11.28 million child workers. The project proposed to concentrate on certain districts in each state and target only the child labour in the ten hazardous sectors. In the 1991 Census, except for Tamil Nadu, the other four were the states having more than or nearly a million child labourers. (However by the time the INDUS Project started in 2003 the 2001 Census data showed that the states of Rajasthan and Bihar had more than a million working children.)

11. In the selected districts from amongst the child labourers working in the ten hazardous sectors and children at risk and their families, four groups of direct beneficiaries were identified including younger children (5-8 years), older children (9-13 years), adolescents, and parents of the targeted children. The first group was to be directly admitted in regular schools; 9-13 year olds were to be mainstreamed after a transitional education course; the adolescents were to be given income generating vocational training; and parents of working children were

¹² Project Document, p. 10

¹³ Project Document, pp. 10-15

¹⁴ Project Document, p. 10, 1.2.2

to be organized into self-help groups and provided with skills and credit for alternative income generation. The project targeted 80,000 children.

12. The project envisaged the design and implementation of specific programmes to address the various gap areas in partnership with the relevant government ministries at the national and local levels, employers' organizations, trade unions, non-governmental organizations and civil society bodies. Effective interventions were expected to address the two main causes of child labour through a twofold overall approach by making education strong and meaningful and by economic empowerment of the households at risk.

13. The Project aimed at the broad over all Development Objective to "contribute to the prevention and elimination of hazardous child labour by enhancing the human, social and physical capacity of target communities and improving compliance with child labour policy and legislation in the target districts."

14. For achieving this the Project laid down nine Immediate Objectives (I.O.s) that were to be specifically aimed at. Building on the existing initiatives and addressing the gaps found therein the Project comprised nine major components, and for each one a strategy was worked out, an agency identified and proposed. For each component the expected outputs and the activities through which they were to be achieved were detailed out in the Project Document. The I.O.s and the relatable components are given in the statement below.

PROJECT OBJECTIVES AND COMPONENTS

(from Project Document pages 35 to 38)

DEVELOPMENT OBJECTIVE	Contribution to the prevention and elimination of hazardous child labour by enhancing the human, social and physical capacity of target communities and improving compliance with child labour policy and legislation in the target districts
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IMMEDIATE OBJECTIVES	COMPONENTS
I/O 1: Children working in selected hazardous occupations in the target districts are identified, in collaboration with communities and other partners	Identification of children at risk of hazardous child labour
I/O 2: Children withdrawn from hazardous work are provided transitional and vocational education, and social support to prevent relapse.	Withdrawal and provision of transitional services
	Monitoring and tracking
I/O 3: Provide adolescents withdrawn from hazardous work with vocational training and alternatives for income generation.	Vocational training for adolescents
	Monitoring and tracking
I/O 3: Increased economic security of families who withdraw their children from hazardous work by encouraging savings and development of alternative livelihoods	Income generating alternatives for families
	Monitoring and tracking
I/O 4: Access provided for children to quality education to prevent children from entering or re-entering hazardous work.	Strengthening the public education system with special attention to children at risk
	Monitoring and tracking

IMMEDIATE OBJECTIVES	COMPONENTS
I/O 5: Monitoring and tracking takes place of children released from hazardous work to ensure that their situation has improved	Monitoring and tracking
	Identification of children at risk of hazardous child labour
I/O 6: Public support and momentum created against child labour in the target districts and in favour of educational opportunities	Social Mobilisation
	Identification of children at risk of hazardous child labour
I/O 7: Strengthen capacity of national, state, district and local institutions so they can function as ongoing support for eliminating hazardous child labour	Building capacity of national, state, district and local institutions
	Monitoring and Tracking
I/O 8: Interest in other areas in adopting measures to prevent, remove and provide alternatives for children in hazardous sectors	Raising interest towards action on hazardous child labour

The Evaluation Report addresses each of the Immediate Objectives sequentially.

15. Recognising that the GOI was according high priority to ECL and had “put in place policies, legal framework, anti-poverty programmes, and particularly important, the NCLP structure to support and sustain child labour action independent of external inputs” the Project expected that its contributions and results would be well-sustained (Project Document p.45). This expectation was further based on the fact that the project itself would help in strengthening the important structures through its participatory approach and specific inputs. Since the programme components were complementary to the existing national programmes and selected so as to reinforce each other the project envisaged significant contribution towards achieving the Development Objective. In fact the Project was viewed as having an “important potential for creating an effective model worthy of replication elsewhere in India as well as other countries.” (Project Document p.17, 3.2)

II. EVALUATION APPROACH AND METHODOLOGY

Purpose of the Joint Evaluation

1. All ILO/IPEC projects are subject to independent evaluations in line with the ILO Evaluation Framework and Strategy, including projects funded through USDOL cooperative agreements which are subject to mid-term and final evaluations. The GOI, USDOL and ILO agreed that the final evaluation would be a joint collaboration and funding exercise in line with the INDUS joint programme framework approach. A specific focus of the evaluation was to be a review of the elements developed by the INDUS Project to determine the potential for government and stakeholder sustainability, mainstreaming, replication and scaling up of interventions. The Terms of Reference (TOR), Annex 1, provides further information.

2. The purpose of this joint final evaluation is to conduct an objective assessment of the INDUS Project in India, taking into consideration the achievement of its ten individual components and their connectivity and integration as a whole; its evolution; and its implementation strategies, activities, results, and impact; and good practices, lessons learned and recommendations to inform further child labour programming by governments and international agencies. The ten components evaluated are¹⁵: (1) identification and withdrawal of children at risk; (2) withdrawal and provision of transitional education; (3) vocational training for adolescents; (4) income generating alternatives for families; (5) strengthening public education; (6) monitoring and tracking; (7) social mobilization; (8) training and capacity building; (9) raising interest toward action on hazardous child labour in other states; and (10) knowledge management.

Approach and Methodology

3. Three evaluators, nominated by GOI, USDOL and ILO and mutually agreed by each party, were contracted to conduct the INDUS joint final evaluation from January to March 2009, with an in-country review from 19 January to 10 February 2009. The evaluation was conducted in adherence with the ILO Evaluation Policy and Strategic Framework; ILO Guidelines on evaluation, the UN System Evaluation Standards and Norms; OECD/DAC¹⁶ Criteria for Evaluating Development Assistance and OECD/DAC Evaluation Quality Standards.

Desk Review

4. Before arriving in country, the evaluators conducted a desk review and analysis of existing INDUS Project documentation, supplied electronically by ILO. Documentation included the project design (PRODOC) and addendum for migrant child labour, operational guidelines, sample Action Programme Summary Outlines (APSOs), the Mid-Term Evaluation (MTE) reports, project Technical Progress Reports (TPRs), work plans, and workshop reports. The evaluators also collected and analyzed additional documentation in the field provided by project staff and stakeholders. The Team Leader also conducted a review of INDUS Project files within the Sub-Regional Office (SRO) in New Delhi.

Sub-Studies

5. The Terms of Reference included provisions for seven studies which ILO/IPEC Design, Evaluation and Documentation (DED) section identified and commissioned through the INDUS Project. The seven sub-studies were formulated from the INDUS Project components to be

¹⁵ Operational Guidelines INDUS Project, 2006, p3 and Project Document (PRODOC), 2006, pp17-23

¹⁶ The Development Assistance Committee (DAC) for the Organisation for Economic Cooperation and Development (OECD)

conducted by independent local organizations or experts, as follows: (1) Transitional Education; (2) Vocational Education; (3) Impact on Policy Changes; (4) Beneficiary Tracking System (BTS) and Child Labour Monitoring Information System (CLMIS); (5) Income Generation; (6) Migrant Child Labour; and (7) Public Education. An additional TOR was initially established for a sub-study on the institutional framework however this was subsumed into the sub-study on policy changes.

6. Separate TORs were prepared for each sub-study by the INDUS Project in consultation with IPEC/DED section. The sub-studies, were mostly conducted over an average period of 6-8 weeks¹⁷ prior to the evaluators arriving in country, and aspired to capture implementation challenges and successes of the project's components with the purpose of feeding into the joint final evaluation. The core objectives across each study were to document the progress of the component's activities; and to study the efficiency, effectiveness, relevance, sustainability and replicability of each component. In addition, the sub-studies were to assess the achievement of targets, areas of concern, and emerging lessons from each model. Each sub-study expert finalized their methodology in consultation with the ILO/IPEC DED section. The methodologies were consistent across each sub-study and consisted of a desk review, interactions with national and state stakeholders, visits to nominated districts and states in consultation with the INDUS Project team, focus groups, data collection and data analysis. The selection of districts ensured that each district would be visited by at least one sub-study team.

7. Each sub-study expert presented the initial findings to the evaluation team at the SRO in New Delhi, before finalizing the study based upon discussions during the presentation. On approval by the INDUS Project, which works under the supervision of the SRO, the finalized sub-studies were supplied to the evaluation team, during the last week of the evaluation team's in-country visit or, in some cases, after the evaluation team had departed the country. However, some studies lacked detailed findings which made it difficult for the evaluation team to comment extensively and objectively on all project components

Consultations, Interviews and Stakeholder Workshops

8. USDOL and ILO conducted teleconferences with the evaluators prior to the country visit to discuss evaluation requirements, the TOR and deliverables.

9. During the in-country review, the evaluators conducted consultations and meetings with ILO/INDUS Project staff, national government ministerial representatives, and sub-study experts. A schedule/itinerary for the consultations and field visits was initiated by the ILO INDUS team and modified either by the evaluation team or due to other circumstances. For example, the evaluation team leader was delayed for two days due to visa issues and so the interview schedule was adjusted to enable all evaluators to meet with stakeholders as initially planned, including an extension of the in-country work. Hence, the schedule remained flexible and dynamic, reflecting the availability of key informants. The evaluation itinerary is provided in Annex 3.

10. Five stakeholder meetings were held in each of the four INDUS-supported states (Madhya Pradesh, Maharashtra, Tamil Nadu, and Uttar Pradesh), as well as the National Capital Territory (NCT) of Delhi. ILO INDUS staff provided state project managers with TORs for the state stakeholder workshops to prepare for the joint final evaluation. The objectives of the workshops were to: (1) facilitate collective interaction between stakeholders and the evaluation team; and (2) to enable the sharing of good practices and lessons learned.

11. Each workshop agenda was initiated by ILO INDUS staff and modified by the evaluation team. Two of the three evaluators attended each of the state stakeholder workshops. The GOI nominated evaluator was unable to travel outside New Delhi. Subsequently, various specific project issues for

¹⁷ Some sub-studies were conducted over a longer period of time

examination, and project site visits, were scheduled in NCT Delhi in consultation with ILO/INDUS staff to maximize the evaluator's time and skills.

12. Various stakeholders selected by the INDUS state staff presented information for discussion at the state stakeholder workshops. After presentations, time was available in the afternoon for the evaluation team to consult with stakeholder groups or individuals determined by the evaluators, on an independent basis without the attendance of INDUS staff. These included partner NGOs, representatives from the state government ministries, and state and district level stakeholders – district collectors, labour inspectors, law enforcers, employer groups, trade unions, child labour committees, teachers, Self Help Groups, parents and beneficiaries from primary, secondary, transitional and vocational interventions. A list of people interviewed and the mission programme followed by the evaluation is in Annex 3.

Field Site Visits

13. The evaluation team based their work and many interviews at the ILO Sub-Regional Office in New Delhi. The five state stakeholder workshops were held in the following locations: (1) Mumbai in Maharashtra State on 23 January; (2) Bhopal in Madhya Pradesh State on 27 January; (3) Lucknow in Uttar Pradesh State on 29 January; (4) New Delhi in NCT Delhi on 30 January; and (5) Chennai in Tamil Nadu State on 3 February. A national stakeholder workshop was scheduled on 9 February in New Delhi at the conclusion of the in-country evaluation in order for the evaluation team to present preliminary findings, to further clarify issues, and gain additional information and views from stakeholders.

14. The INDUS Project team recommended and arranged a one-day field trip in Tamil Nadu State to Virudhunagar on 2 February, primarily for the evaluation team to witness examples of good practices implemented in the field¹⁸. The field visit consisted of on-site observations of a lead school in which students from Technical Education Centres had been mainstreamed, as well as discussions with mainstreamed and vocational training students, teachers, school administrators, a Children's Panchayat (village children's parliament/assembly), members of Self Help Groups, and district collectors and other government officials.

¹⁸ The good practices are outlined in the report and include: connectivity to NCLP; Flying Squads for child labour enforcement; the outcomes of the Baseline Survey; District Child Labour Committees, Lead Schools, the Women's Voluntary Service (a local NGO partnering the project to provide employment for students into hospitality programs); the Technical Education Centres; vocational training, District (data) Collectors; and the Children's Parliament.

III. IDENTIFICATION AND WITHDRAWAL OF CHILDREN AT RISK: BASELINE SURVEY

Project Approach and Strategy

Process for Identifying Beneficiaries

1. At the commencement of the project, beneficiaries were identified for project support through the implementation of a Baseline Survey conducted over a two month period. Initially, the project adopted a sector/industry approach and therefore child labourers were selected in Identified Sectors, i.e. ten hazardous sectors: (1) matches; (2) fireworks; (3) silk; (4) bidis; (5) bricks; (6) locks; (7) glass/bangles; (8) brass; (9) footwear; and (10) stone quarrying. Madhya Pradesh, Maharashtra, Tamil Nadu, and Uttar Pradesh were the states selected to initiate the Baseline Survey, based upon the child labour information in the 1991 Census, supplemented with other sample surveys. Five districts identified in the Census where there was a high prevalence of the worst forms of child labour were chosen in each state. The Baseline Survey was conducted in each of the targeted districts to understand the magnitude of the child labour problem in the Identified Sectors and to identify direct beneficiaries, as well as provide a baseline of information for further project monitoring.

2. The Baseline Survey categorized children by gender and age to determine eligibility into the project, and their appropriate educational intervention. The surveyed children were identified for enrolment into the INDUS Project according to selection criteria, project targets, and priorities. The selection criteria for target beneficiaries included child workers in the 5-8 year age group who were out of school and would be directly mainstreamed into a nearby formal school. The major characteristics of the 9-13 age group would be vulnerable child workers from hazardous sectors (or at risk of joining hazardous occupations) who had never attended school or were at risk of dropping out of school; children from families who did not perceive much value in education; scheduled castes, scheduled tribes, other backward classes and minorities; and comprised a minimum of 50% girls.¹⁹

3. Hence the Baseline Survey was the first activity conducted under the INDUS Project and the prime tool for identifying beneficiaries in the 20 targeted districts²⁰. INDUS staff, including the Baseline Survey Specialist in the ILO Regional Office in Bangkok, designed the survey methodology and tools in conjunction with district stakeholders. INDUS staff trained private and university research agencies, NGOs, other experts, and government officials for three days in the field in order for them to conduct a standardized approach to the collection of survey data in two stages. The Baseline Survey was conducted in each district under the supervision of the District Collector.

4. Stage 1 of the Baseline Survey aimed to provide the project with a list (a pool) of all child workers in each targeted district, from which to select beneficiaries against the selection criteria. This was necessary due to the lack of comprehensive and verifiable data at district level. Stage II aimed to provide a detailed profile of identified beneficiaries. The objectives were to generate baseline data:

To understand the magnitude of the child labour problem in different sectors in each targeted district;

To identify direct beneficiaries for support under the INDUS Project;

To build a profile of direct beneficiaries;

To identify potential partners (NGOs etc) in the districts to develop a directory of interventions (such as education) in the target area; and

¹⁹ From APSO TEC: Virudhunagar, April 2004, p15

²⁰ The Baseline Survey did not survey children in the National Capital Territory of Delhi

To serve as a benchmark to assist in monitoring the effectiveness of the project.²¹

Achievements

5. Stage I results of the Baseline Survey revealed a total of 272,265 child workers in the 20 designated districts (Table 1).²² Since the project's target was to support 80,000 child workers, the findings highlighted the potential magnitude of the child labour situation, bearing in mind that the survey was conducted in limited areas within the districts. In addition, the survey revealed that, overall, a large number of children were in Non-Identified Sectors (54% of surveyed children), i.e. in sectors outside the government's 10 hazardous sectors, and beyond the sectors initially targeted by the project.

Table 1: Baseline Survey – Age and Sex Distribution of Child Workers

STATE	AGE	GENDER		SUB TOTAL
		M	F	
NCT Delhi*	14-17 years			
	9-13 years			
	5-8 years			
Madhya Pradesh	14-17 years	19,028	12,100	31,128
	9-13 years	21,365	18,414	38,779
	5-8 years	8,819	7,863	16,682
Maharashtra	14-17 years	16,438	8,383	24,821
	9-13 years	11,064	6,880	17,944
	5-8 years	2,572	2,038	4,610
Tamil Nadu	14-17 years	24,769	25,428	50,197
	9-13 years	6,642	8,249	14,891
	5-8 years	554	654	1,208
Uttar Pradesh	14-17 years	13,776	8,523	22,299
	9-13 years	18,003	12,725	30,728
	5-8 years	9,972	8,006	17,978
TOTAL	14-17 years	74,011	54,434	128,445
	9-13 years	57,074	46,268	103,342
	5-8 years	21,917	18,561	40,478
TOTAL		153,002	119,263	272,265

Source: INDUS Child Labour Survey: An Analysis of Results, 2006, p19&25 NCT Delhi was not part of the Baseline Survey

6. Over time, during the implementation of the project, this observation influenced the significant decision to expand the project objectives to include child workers from the Non-Identified hazardous occupations and hence change direction from a sector focus to a geographical focus (and therefore targeting vulnerable children in hazardous and non hazardous occupations). Thus the strategy eventually adopted by the project as a result of the Baseline Survey was an inclusive one. Over the course of the project, the GOI list of hazardous occupations was dynamic and extended past the initial 10 Identified Sectors in 2001. From 2008, there were 16 identified hazardous sectors with 65 processes involving excessive heat and cold, mechanised fishing, timber handling and loading, food processing, beverages industry, diving and mechanical lumbering.

7. The Identified Sectors were predominantly household enterprises with most child workers being in the 9-13 age range, and a larger proportion of girls working in household sectors. The majority of child labourers were local residents (94%), with migrant child workers being the largest percentage in Maharashtra (24%). The proportion of child workers who were also enrolled either full-time or part-time in school (37% in total) was lowest in Tamil Nadu (10%) and highest in Madhya Pradesh (65%), with no gender bias between male and female child workers' enrolment in school. Therefore,

²¹ Adapted from ILO-IPEC, 2006, INDUS Child Labour Survey: An Analysis of Results, p11

²² INDUS Child Labour Survey: An Analysis of Results, 2006, p2

63% of child workers were not in school. Such results proved critical in developing project educational interventions tailored for the targeted children.

8. Because the majority of child workers were engaged in the household sectors, the project focused efforts on sensitizing parents to ensure withdrawal of their children from work. To ensure that children who worked and attended school would reduce or withdraw completely from work, and not re-lapse, the project focused on the quality of educational interventions provided to all targeted children.

9. The objective of Stage II of the Baseline Survey was to develop beneficiary profiles through child questionnaires to child workers along with parent/guardian questionnaires.²³ The questionnaires were designed to determine the reasons for the child to be working, the sector and condition under which they work, to gain information to prepare public awareness campaigns, and to assist in formulating appropriate education and training interventions.

10. Across all districts, bidi making (45%) was most the predominant incidence of child labour in the Identified Sectors, followed by glass/bangle making (17%). In the Non-Identified Sectors, the predominant incidence was as domestic workers and sibling-care designated by the category ‘others’ (78%), in shops and small establishments (12%) and rag-picking (4%). Most children identified in the survey were working full-time (58%); 14-17 year olds (61%), 9-13 year olds (31%) and 5-8 year olds (8%). Of the 42% part-time child workers, 9-13 year olds comprised 45% with 14-17 year olds at 28% and 5-8 year olds at 24%.²⁴ Hence, the information gained in the Baseline Survey provided INDUS with clearer guidelines for the provision of educational interventions according to age groups, location, and needs. For example, the survey indicated a high concentration of child workers in urban areas within households or the small services sector, which defined the area to target the enrolment of children into appropriate schooling. It also determined that the semi-urban areas and rural areas would not be a high priority for the project. This was an important contribution to the overall thinking about child labour.

Weaknesses

11. The Mid-Term Evaluation (MTE) provided a less positive assessment of the Baseline Survey, stating that the results differed substantially from project expectations, in that “children and adolescents were listed across 22 sectors, several of which were non-hazardous” and “a large number of beneficiaries were lost in lengthy delays between their identification and eventual withdrawal.”²⁵

Table 2: INDUS Targets and Actual Enrolments

STATE	INDUS TARGET	AGE	GENDER		SUB TOTAL	TOTAL AGES		TOTAL
			M	F		M	F	
NCT Delhi	1,000	14-17 years	286	309	595	1,709	1,661	3,370
	2,000	9-13 years	1,423	1,352	2,775	51%	49%	
	0	5-8 years	0	0	0			
Madhya Pradesh	5,000	14-17 years	2,520	2,729	5,249	14,071	11,390	25,461
	10,000	9-13 years	8,617	7,252	15,869	55%	45%	
	5,000	5-8 years	2,234	1,409	4,343			
Maharashtra	5,000	14-17 years	2,171	2,351	4,522	11,111	9,806	20,917
	10,000	9-13 years	6,968	5,474	12,442	53%	47%	
	5,000	5-8 years	1,972	1,981	3,953			

²³ Questionnaires were conducted in 17 districts to 39,597 child workers and 22,473 parents

²⁴ INDUS Child Labour Survey: An Analysis of Results, 2006, Table 2.8, p30

²⁵ INDUS Mid-Term Evaluation, Part I, Summary Report, February 2007, p12

Tamil Nadu	5,000	14-17 years	2,514	2,723	5,237	10,307	10,274	20,581
	10,000	9-13 years	7,519	7,249	14,768	50%	50%	
	2,000	5-8 years	274	302	576			
Uttar Pradesh	5,000	14-17 years	2,116	2,293	4,409	15,321	17,502	32,823
	10,000	9-13 years	10,664	12,500	23,164	47%	53%	
	5,000	5-8 years	2,541	2,709	5,250			
TOTAL	80,000					52,519	50,633	103,152
						51%	49%	129%

Source: INDUS Child Labour Survey: An Analysis of Results, 2006, p30 and INDUS Data Officer, 5 Feb 2009

Table 3: Withdrawn Children by Age

	TARGET	MALES	FEMALES	TOTAL	% OF ALL WITHDRAWN
14-17 years (Vocational)	21,000	9,607	10,405	20,012	19%
9-13 years (TEC)	42,000	35,191	33,827	69,018	67%
5-8 years (formal school)	17,000	7,721	6,401	14,122	14%
TOTAL	80,000	52,519	50,633	103,152	100%

12. However, the identification of child workers in targeted districts working in Non-Identified Sectors (non-hazardous) sectors as a result of the Baseline Survey enabled project staff to review the original project assumptions and become more responsive to the needs of the actual situation at the grassroots level. The lengthy delay of 3-6 months between the survey's identification of children and the time of the enrolment into relevant project educational interventions was not a criticism of the actual survey, but rather an implementation issue. The time lag was due to the movement of child worker families identified in the survey from one district to another or through migration interstate. This also resulted in the low ownership and disinterest of the baseline results by implementing agencies conducting the survey because the momentum of the survey had not been maintained.

13. The Mid-Term Evaluation identified further weaknesses such as that the NCLP Societies felt that "the survey list contained insufficient or incorrect details" such as addresses, the identification of children outside the target age, and double-listed children. In conclusion, the MTE proclaimed that "the two-stage identification process was of limited use and drained project resources."²⁶ As stated above, stakeholders interviewed during the Final Evaluation found the process to be a learning experience, useful, and replicable for other regions and districts, and other profiling opportunities, such as the identification of out-of-school children.

Hours Worked and Head of Households

14. In terms of data collection for the profiling of child workers, it was noted that the survey, and subsequent project Beneficiary Tracking System (BTS), omitted the capture of critical information.

15. Firstly, while the information noted what industry sector children were working in, and whether they worked full-time or part-time, the number of hours worked by the children was not captured. This information is crucial in monitoring whether the hours of a student enrolled in the INDUS Project had reduced or if the student was no longer working at all. It would also enable an observer

²⁶ INDUS Mid-Term Evaluation, Part I, Summary Report, February 2007, p12

to determine, during child monitoring and follow-up, whether students were re-lapsing into child labour.

16. Secondly, the project student profiling did not capture whether the child identified as a child labourer or withdrawn from child work was a head of the household. Children head of households would generally be a priority criterion for selection, requiring additional support, guidance and counselling, as well as potential income generation training and/or support.

Good Practices and Lessons Learned

17. Stakeholders generally found the Baseline Survey to be “very helpful” as the previous method for identifying students for social support by government departments (predominantly through information pamphlets, brochures to parents and random door-to-door campaigns) “was not effective” in capturing appropriate information or specific data on children. An executing partner that conducted the survey in Maharashtra, and interviewed by the evaluators, confirmed that the Baseline Survey had revealed child workers that would otherwise have gone undetected by government officials. In one region where the agency conducted the survey, the District Collector maintained that there were two child workers. After the survey was conducted, the NGO identified 22 child workers. Therefore, the survey was able to conduct a more thorough probe into the current situation of child labour within a region.

18. Some stakeholders maintained that the INDUS team taught them survey skills that they could carry forward in a variety of ways. These skills included the formulation of questions for relevant door-to-door surveys conducted in a “people-friendly” manner to evoke responses, particularly from parents who were often reticent toward campaigns that withdraw children from work, and reduce or limit the flow of financial support to the family. “It was also a motivating and educating campaign,” as it encouraged parents to consider educational options for their children, and also to sensitise them to the importance of education. The Baseline Survey initiated a process of trust and confidence at the survey phase to move forward into the enrolment phase of the project. Some parents interviewed by the evaluation team confirmed that initially they were not in favour of the INDUS Project and some admitted that they were “rude” to the surveyors.

19. The turning point in one parent’s decision to approve her child’s entry into the INDUS Project was the persistence of staff in an “encouraging manner.” When a parent with a child in the INDUS Project was asked whether the information provided by INDUS staff about the disadvantages of hazardous work and the advantages of education proved to be true, she agreed that the INDUS team had “kept their promise” to provide better opportunities for her children. Hence, the good practices and unintended benefits emerging from the implementation of a Baseline Survey extended beyond the intent to list child workers in the district to the movement toward the sensitization of parents.

20. In addition, the Baseline Survey highlighted a number of key child labour issues including its magnitude, the extent to which child workers operated from households and the extent of their education. It highlighted the need to sensitize parents in order to remove child workers from household sectors, and to provide quality education to attract child workers to full-time study. In summary, the good practices resulting from the Baseline Survey include the following:

- Multiple methodology
- Understanding of the magnitude of child labour in Identified Sectors within a district
- Identification of direct beneficiaries
- Provision of a baseline of project beneficiary information
- Participatory approach
- Involvement of District Collectors

- Use of external implementing agencies
- Localized to specific geographical areas
- “People-friendly” approach
- Influence toward the definition of shifts and trends in project strategies
- Influence toward shift from sectors to geographical areas
- Contribution toward quality education
- Addressing migrant workers
- Inclusivity – Identified and Non-Identified Sectors (hazardous and non-hazardous)
- Sensitization of parents
- Focus on households
- Influence toward shift to urban small service sectors rather than semi-urban and rural areas.

21. The Baseline Survey as the selection process for identifying beneficiaries was thorough, transparent, and comprehensive. It appeared to be consistently implemented because it was well understood by external agencies conducting the survey and government officials supporting it as a data collection tool. It also improved the capacity of external agencies and government officials in devising, implementing and using survey questionnaires and data collection tools.

Sustainability

22. In Maharashtra State, the process of the Baseline Survey was retained in order to continuously identify students for entry into Transitional Education Centres. The State Resource Cell (SRC) also developed a survey manual for their staff based upon the INDUS experience. The SRC in Madhya Pradesh also requested INDUS staff to train them on the survey tools and methodologies so that it could conduct a survey in the NCLP districts.

23. External to the INDUS-supported districts, the Gurgaon district in Harayana State asked for information on the Baseline Survey. INDUS subsequently assisted the NCLP Society to identify geographical areas to conduct a survey and thus identify child workers in the region.

24. The Baseline Survey is a replicable survey tool that could be used for the identification of child labourers, out-of-school children, migrant workers, and other vulnerable groups. It can be used within a localized region, or on a district-wide basis through sampling targeted areas. To this end, district and state government officials have shown an interest in the INDUS-devised survey tool and methodology, with some already continuing its use for their own specific needs.

Key Findings

25. Baseline Survey results, during the implementation of the project, influenced the shifts or concentrations in project focus for the identification and selection of child workers, such as: (1) the shift from a sector approach to a geographical approach; (2) the shift from targeting child workers in hazardous occupations to an inclusive approach to include child workers from non-hazardous sectors; (3) the focus on urban small enterprises rather than semi-urban and rural regions; and (4) the concentration on the household sectors as well as factories, shops and other workplaces.

26. A participatory, people-friendly survey approach and methodology enabled the identification of 272,265 child workers in the 20 designated districts that highlighted the extent and magnitude of child labour and the process of prioritizing the selection criteria to target 80,000 children for withdrawal (and the eventual enrolment of 103,152 children).

Recommendations

1. For child labour profiling (and monitoring through the Beneficiary Tracking System), data collection should include: (1) the number of hours worked (to track whether children increase,

reduce or eliminate their working hours and to determine whether they are re-lapsing into child labour); and (2) whether the child is a head of household (to assess the level of support, guidance, counselling, and income generation training and/or support).

IV. WITHDRAWAL AND PROVISION OF TRANSITIONAL EDUCATION

Project Approach and Strategy

1. The INDUS Project's mission was to "systematically withdraw, rehabilitate, prevent, and progressively eliminate child labour in hazardous sectors on a priority basis."²⁷ In accordance with ILO conventions and ILO/IPEC policy 'withdrawn' is defined as children that were found to be working in exploitative child labour and no longer work under such conditions as a result of direct project intervention. The goal, therefore, is complete withdrawal from the worst forms of child labour. 'Prevented' refers to children that are either siblings of ex-working children or those children not yet working but considered to be at high-risk of engaging in exploitative work. In order to be considered as 'prevented', a child must benefit from meaningful education or training opportunities.

2. INDUS opted to focus solely on the category of 'withdrawn' children due to the immense number of vulnerable child labourers working in hazardous occupations across India. The category of 'prevention' falls into "grey areas" of confusion and can be more difficult to accurately define and monitor. However, prevention was part of the project's mission once a child was withdrawn; i.e. to prevent children from re-lapsing into hazardous occupations. Hence, no separate targets were given for both categories 'withdrawn' and 'prevented', only for 'withdrawn'. Table 4 outlines the project targets for each age range for males and females, and the actual numbers of children withdrawn during the life of the project.

Table 4: INDUS Targets and Actual Enrolments

STATE	INDUS TARGET	AGE	GENDER		SUB TOTAL	TOTAL AGES		TOTAL
			M	F		M	F	
NCT Delhi	1,000	14-17 years	286	309	595	1,709	1,661	3,370
	2,000	9-13 years	1,423	1,352	2,775	51%	49%	
	0	5-8 years	0	0	0			
Madhya Pradesh	5,000	14-17 years	2,520	2,729	5,249	14,071	11,390	25,461
	10,000	9-13 years	8,617	7,252	15,869	55%	45%	
	5,000	5-8 years	2,234	1,409	4,343			
Maharashtra	5,000	14-17 years	2,171	2,351	4,522	11,111	9,806	20,917
	10,000	9-13 years	6,968	5,474	12,442	53%	47%	
	5,000	5-8 years	1,972	1,981	3,953			
Tamil Nadu	5,000	14-17 years	2,514	2,723	5,237	10,307	10,274	20,581
	10,000	9-13 years	7,519	7,249	14,768	50%	50%	
	2,000	5-8 years	274	302	576			
Uttar Pradesh	5,000	14-17 years	2,116	2,293	4,409	15,321	17,502	32,823
	10,000	9-13 years	10,664	12,500	23,164	47%	53%	
	5,000	5-8 years	2,541	2,709	5,250			
TOTAL	80,000					52,519	50,633	103,152
						51%	49%	129%

Source: INDUS Child Labour Survey: An Analysis of Results, 2006, p30 and INDUS Data Officer, 5 Feb 2009
 NB: Data to March 2009 indicate an additional 11,933 children enrolled in INDUS and therefore the overall total is 115,085 (officially reported to IPEC, Geneva, and USDOL).

3. It cannot be determined with accuracy whether the project 'completely' withdrew children from labour, although it appears that the majority have been, and that the project made a concerted effort to monitor and follow-up students regularly, consistently, and thoroughly. With added data such as 'the number of hours worked' in the initial student profile, as well as in each progress report, this could be more easily determined.

²⁷ Project Document [PRODOC], October 2006, p15

4. In addition, the evaluation did not involve extensive site visits to schools. Only one day was allocated to a site visit which included visiting a range of stakeholders, and included one school visit and discussions with transitional and vocational students. A limited number of students and teachers were invited to state stakeholder workshops for discussions with the evaluation team. Therefore, the evaluation team had limited time and accessibility to students, teachers, and parents to provide more detailed and specific information regarding the project's achievement in completely withdrawing children from exploitative work. While there is a lack of direct evidence, the students interviewed by the evaluation team, particularly older students involved in vocational courses, indicated that they would not return to exploitative work, or had significantly reduced the number of hours and the intensity of their 'work' such that it did not impede their accessibility to school attendance.

V. TRANSITIONAL EDUCATION

1. Child labourers in the 9-13 age range that are withdrawn from work through the INDUS Project are enrolled in Transitional Education Centres (TEC). The 9-13 age range exceeded its target by 64% and formed 67% of the project's withdrawn children Table 5. The large number of children withdrawn from hazardous work in this age group is in great need of social support and educational intervention such as admission into the non-formal INDUS established TECs.

Table 5: Withdrawn Children by Age

	TARGET	MALES	FEMALES	TOTAL	% OF ALL WITHDRAWN
14-17 years (Vocational)	21,000	9,607	10,405	20,012	19%
9-13 years (TEC)	42,000	35,191	33,827	69,018	67%
5-8 years (formal school)	17,000	7,721	6,401	14,122	14%
TOTAL	80,000	52,519	50,633	103,152	100%

2. While the 5-8 year old child workers can be mainstreamed directly into the SSA formal school system, the 9-13 year olds may never have attended school before, or have been out-of-school for some period of time and may not have accessed the MOE's bridging initiatives within their districts, the Education Guaranteed Scheme (EGIS) or Alternative Innovative Education (AIE). Children in this age group that have been withdrawn from hazardous work may have access to the NCLP special schools, devised under the MOLE mandate to provide non-formal education initiatives as a pathway into the MOE's formal schools under their SSA (Education for All) scheme.²⁸ In non-NCLP districts, the options for these vulnerable children are limited. Hence, INDUS established Transitional Education Centres (TEC).

3. Transitional Education Centres were designed by INDUS, using the NCLP approach, which enables children removed from hazardous work to receive appropriate schooling that prepares them to be mainstreamed into the regular government schools. Examinations usually occur after summer holidays in July to assess whether children are ready for mainstreaming or not. If a minimum number of 15 children from a TEC class are ready for mainstreaming, they will transition, in one group, to a formal government school in that neighbourhood. The vacancies created enables additional children to be removed from work and enrolled in the TEC.

Achievements

4. INDUS collaborated with the MOLE to replicate NCLP special schools and design a project around a community-driven approach to "create synergies with existing resources and agencies instead of creating new ones."²⁹ This approach was highly successful and one of the major achievements of the project. The approach, outlined further below, provided the ability for out-of-school students withdrawn from work to undertake schooling with a clearly-defined and feasible pathway into the regular government school system. The evaluation team spoke with students who had been removed from work, undertaken studies at a Transitional Education Centre, and were currently in the early stages of schooling under the regular government system. In essence, they were now mainstreamed into the government system, and were consequently regarded as 'role models' for other children in the Transitional Education Centers. The synergies with existing neighbourhood schools and government systems, enables a smooth transition for students, teachers, and parents.

5. INDUS initiated Transitional Education Centres that were patterned on the NCLP special schools with specific additions in order to place children withdrawn from hazardous work in the

²⁸ NCLP Special Schools exist in 270 districts out of the country's 604 districts
²⁹ Project Document [PRODOC], October 2006, p15

project's targeted districts. INDUS established a total of 97430 TECs providing: (1) basic primary and pre-vocational education; (2) social support and counselling; and (3) the provision of school teaching and learning materials. TECs were classrooms made available in existing schools, community halls, and workplaces and were operated by NGOs, other civil societies, employers, and in some cases NCLP societies, located in an area of maximum concentration of child labourers not already serviced by alternative education schools. Each NGO or other agency would implement activities in 5-10 TECs each with a maximum of 50 children in each TEC. The average student to staff ratio in the TECs was kept low at 1:10 which was substantially lower than the student to staff ratio of formal schools (1:34).³¹ The low student to staff ratio, and greater access to resources through the project, enable students to receive quality education in accordance to their social, physical, mental, and academic needs. The focus is to prepare them academically to mainstream into formal schools, and due to this concentrated, specific aim, all participants work toward the same goal, with major success.

6. GOI provided midday meals to all school children and NCLP children, and hence INDUS also provided hot midday meals to TEC beneficiaries. INDUS included learning materials for beneficiaries, such as uniforms, bags, and stationery. Stipends were also provided to children as a token against their loss of earnings, as well as transport costs which included free bus passes or bicycles for girls. INDUS also included the provision of preventative health care to its beneficiaries in TECs. Meals and stipends were funded from the GOI allocation and health care and other services were funded from the USDOL allocation. During the site visit in Tamil Nadu, the evaluators witnessed the distribution of reading glasses to girls identified through recent eye testing. In some districts, private organizations assist with the provision of eye glasses and other educational support to students and schools. Some TECs also functioned as a Resource Centre in the evening and INDUS provided them with reading materials, games and sports materials, audio visual aids, and musical instruments.

7. TECs offer the regular school syllabus to Class 5 over a period of two years. The State Education Departments provided textbooks (as used in formal schools) to the TECs. Specific modules for TEC teachers were developed by INDUS in collaboration with MOE to inform them about child labour and its implications for educating child labourers, classroom strategies to incorporate into their teaching practices, and to inform them of issues related to mainstreaming children. These modules were devised for TEC teachers as well as teachers in the SSA schools designated as 'Lead Schools' into which the TEC students would be mainstreamed. The training for teachers in child labour related issues was spread automatically beyond the INDUS project districts to NCLP special schools state-wide, disseminating materials, songs, CDs to other districts.

8. In addition, INDUS used a Life Skills module designed by the MoE's National Council on Educational Research and Training (NCERT), which also conducted workshops and trained teachers. The Life Skills modules contained information on basic health, hygiene, and interpersonal skills such as self esteem, communication, gender issues, conflict resolution, decision-making and leadership elements. Pre-vocational activities were adopted in INDUS TECs according to state needs, but predominantly incorporated craft skills.³² Some TECs in INDUS-supported states had access to, or developed, bridging course materials for accelerated learning, such as in Madhya Pradesh, Maharashtra, and Uttar Pradesh. In Tamil Nadu, the TECs used Activity-Based Learning (ABL) flashcards and materials. During the site visit in Tamil Nadu, the evaluators interacted with children, exposing them to the ABL flashcards. The children were extremely familiar with this method of learning and were receptive, keen, and enthusiastic, responding accurately and with knowledge. Lead

³⁰ By September 2008, there were 836 TECs as the remaining centres had mainstreamed children and therefore no continued activities were being undertaken

³¹ SSA Upper Primary student to staff ratio in 2005-2006 was 1:34, from SSA A Compilation of Provisions, Progress and Outcomes, July 2008, p92

³² Under INDUS, work experience was initiated in 10 Lead Schools at the upper primary level and not in TECs

Schools and their teachers and school administrative staff are also supported by INDUS33 outlined in Chapter VII on Access to Quality Education.

Access and Quality

9. Some of the ‘push’ factors that keep students from schools include: (1) poverty; (2) parental pressure to work; (3) parental migration to seasonal work regions; (4) the quality of education; (5) the quality of teachers; (6) negative classroom discipline; (7) pregnancy; (8) marriage; (9) care of siblings or sick parents; and (10) the pressure of being a head of household to financial support siblings.

10. A summary of the ‘pull’ factors to attract children into the TECs include: (1) access to education; (2) stipend; (3) pre-vocational activities; (4) Life Skills education; (5) Activity-Based Learning; (5) low student to staff ratio; (6) free health care, (7) free midday meals; (8) transport to school; (9) close location to Lead School and the students’ community; (10) school materials including uniforms; and (11) the support of private organisations.

11. Indicators of access and quality include enrolment numbers into the TEC, the number of students mainstreamed throughout the life of the project, the retention rates and dropout rates of TEC mainstreamed in the Lead Schools. These are provided in the table below. A total of 69,108 students had been enrolled into TECs, with 50% girls’ enrollment. Fifty percent (50%) of TEC students had been mainstreamed into formal SSA schools, with the remaining 50% continuing their education in the TECs. Of those who had been mainstreamed, 37% of them had been retained in the Lead Schools and 13% had dropped out. The dropout rate of SSA formal schools is substantially higher at an estimated 49%. Therefore, it is a major achievement that TEC students mainstreamed into the formal schools have a lower dropout rate than SSA school children.

12. Stakeholders perceived that the following factors may have contributed to the low dropout rate of INDUS-supported students: (1) the quality of education in the TECs due to the low student to staff ratio; (2) support by INDUS-funded community workers; (3) support by SSA teachers in the Lead Schools; (4) the coordination between Lead School teachers and parents; (5) continuous and regular monitoring and follow-up of progress; and (6) the use of remedial teachers and programs.

13. Mainstreamed and continuing TEC students were interviewed during the Final Evaluation with regard to their experiences. When asked whether they preferred TECs or the formal school, there were mixed responses. Students indicated that they liked the TECs due to the facilities and equipment provided, such as musical instruments and sporting activities. Other students indicated that they preferred the formal schools because, for them, it was a major achievement to move from a non-formal (“not real”) school into the regular school system (“real school”). It was clear that both groups were pleased with their achievements and appreciated the opportunity to return to school. Almost all students indicated that they were not working and would not relapse into the occupations that they had been withdrawn from. Some indicated that they continued to help their parents, but did not elaborate fully on the extent, preferring to state that they “sometimes” do domestic duties.

Table 6: Mainstream, retention & dropout rates of TEC students in Lead Schools

	MALES %	FEMALES %	TOTAL %
Mainstreamed	50%	50%	50%
Retained	36%	38%	37%
Dropped Out	14%	12%	13%

Source: INDUS Data Officer, 5 Feb 2009

Weaknesses

33 There are 40 Lead Schools in each INDUS-supported district

14. The pre-vocational program in the TECs appears not to have an operational model, nor was it clearly defined in terms of an implementation strategy. Although evaluators saw evidence of it in the TECs and the students were proud of their skills and craftwork, it was unclear how it fitted within the progression to vocational training or education after completion of the TECs. Stakeholders gave differing interpretations of pre-vocational education, with some stating that it is about life education, while others indicated that the basic skills would assist students to gain access into vocational or skills training.

15. Stakeholders indicated to the evaluators that students in the upper primary levels, from Class 6-8, were not fully addressed in the INDUS Project. The INDUS-supported students in TEC were to be mainstreamed into formal schools before or on completion of Class 5. However, stakeholders had concerns regarding the TEC students who had been mainstreamed by Class 5 as they would not receive as much support to complete formal schooling, although stakeholders acknowledged that the Lead Schools had also received support to improve the quality of teaching and learning, in order to increase retention rates. Some districts in Madhya Pradesh initiated remedial teaching for upper primary level students to enhance retention and facilitate movement into formal education. The INDUS project, therefore, trialed an alternative strategy to address the issue. This was also an issue in the Mid-Term Evaluation, in which it was recommended that TEC students “should be given the opportunity to obtain a full complement of 24 months education until all the children are mainstreamed in a class that is correct for their age.”³⁴ However, early mainstreaming into the formal education is preferred by the evaluators, where possible, taking into account the academic, social, and psycho-social needs of the students. The evaluators maintain that the MOE’s mandate of the SSA (Education for All) and UEE (Universal Elementary Education) should be supported by alternative education interventions through the support of NCLP special schools and the goal of mainstreaming children into formal schools and strengthening the public education system to cater for vulnerable children.

16. Value of the stipends to children has not been fully examined as an incentive to attract and retain children withdrawn from work into an educational intervention. In addition, the provision of teachers’ salary was regarded by stakeholders as not sufficient incentive for the work they undertake.

17. Stakeholders generally agreed that the collaboration between government ministries, the community, and private organisations was working exceptionally well. Some indicated that it could be further improved, especially at the state level, but also at the district level. They indicated that sometimes the committee meetings were irregular due to constraints in getting all parties together. This led to some supplies and instructional materials being delayed, up to 5 months in some cases. NGOs and trade unions mentioned that they would prefer to be involved, particularly in relation to the child labour committees (CLC), and that these committees required strengthening. They agreed that the composition of the committees was “sound, diverse, and inclusive” and “very powerful” but required regular monitoring through regular meetings. INDUS provided community mobilizers that worked with CLCs to assist and encourage them, but after 30 September 2008 the positions no longer existed. It was felt that further support was required in terms of monitoring the effectiveness of the CLCs beyond the life of the project. It was suggested that the government, at district level, could be involved in monitoring and hence continue to employ the services of community mobilizers.

18. Transitional Education Centers have been operational for up to two years and consequently students have been mainstreamed into formal schools. Hence, withdrawal from hazardous work has been effected. Other TECs have been operational for a year or less, although students will remain until they are ready for mainstreaming. Hence, these students are not yet in formal schools, so their rehabilitation is not yet completed. Project activities will conclude before the students are mainstreamed, hence USDOL funds will not be available beyond project completion. Funding will

³⁴ INDUS Mid-Term Evaluation, Part I, Summary Report, February 2007, p35

be assumed by GOI funded NCLP schools. At March 2009, the current enrollment in TECs is 31,214 students. In addition, 1,238 students between 14 and 17 years of age who undertook vocational training in collaboration with the GOI's Skill Development Initiative Scheme (SDIS) have been fully rehabilitated with USDOL funds. Others will only be partially supported through USDOL funds before the project completion due to the continuous process of enrollement and mainstreaming.

Transitional Education Centres Sub-Study

19. ILO-IPEC, in preparation for the Final Evaluation, commissioned a sub-study on the INDUS Transitional Education Centres to assess its intervention and role in enabling the target group to link with education which had previously not been accessible to them or which they had dropped out of; and its role to link the target group with the formal education system. The sub-study had yet to be completed and hence preliminary findings were presented to the evaluators. The evaluators would encourage the completion of the sub-study to provide a comprehensive evaluation of the INDUS TEC model to include an in-depth analysis of the elements of the model, their impact, which elements could be cost-effectively replicated, and a further follow-up of the impact of certification on child workers and migrant child workers.

Good Practices and Lessons Learned

20. The convergence between the MOE and the MOLE at the district level were essential to ensure that the TECs (patterned on the NCLPs coordinated by the MOLE) could operate effectively in districts not comprising NCLP special schools, and could work with the formal schools operated by the MOE, to mainstream and retain students. This included the SSA district authorities assisting with the identification of Lead Schools and approving the supply of formal school textbooks for the TECs, as well as collaborating on the preparation of training modules for TEC teachers and providing instructions to Lead School teachers for the process of mainstreaming (such as regular examinations). District officials also issued requirements for the follow-up of mainstreamed students by the TEC teachers for up to a year after mainstreaming. Private organisations also assisted with educational support, thus enhancing convergence at all levels of the community.

21. The teacher training modules on child labour issues, as well as child-focused teaching strategies and innovative teaching and learning methodologies were well received and appreciated. The modules were professionally produced and structured in a manner that facilitated easy adoption of principles and practices. Teachers indicated that they were using the methodologies after their training and that they had contributed toward easier management of classes, and more interest by the students.

22. When stakeholders were asked, by the evaluators, to indicate the best practices of the TECs, they nominated the following:

- Convergence between SSA and MOLE
- Holistic approach to education
- Identification of out-of-school child workers
- Geographical area profiled
- Parent Teacher Associations (PTA) training in TEC and Lead Schools
- School awards for effectively performing Lead Schools (in some districts)
- Improvement of Life Skills teacher package for TEC and Lead Schools
- Teaching and learning materials provided to TEC and Lead Schools
- Teacher training
- Evening activities (e.g. reading room)
- Information on Government Schemes provided to children and parents
- Strengthening the public education system.

Migrant Child Workers

23. INDUS addressed the issue of migrant child workers in terms of their ‘inclusivity’ strategy and thus supported their schooling in some areas. The Baseline Survey indicated that only a small number of child workers had birth certificates or proof of age or identity. For example, 40% of child workers in Madhya Pradesh and 66% of child workers in Uttar Pradesh did not have age-proof documents.³⁵ According to the National Family Health Survey III, a survey carried out in 29 States in 2005-2006, over 59% of children born every year are not registered with any civil authority.³⁶ Children without birth certificates are mostly child labourers, migrant children, runaway children, or children from unwed mothers. Not having proof of age or identity makes it difficult for them to gain access to formal education (where placement in classes is dependent on age) or organized work. INDUS provides such child workers with a certificate of completion from the Transitional Education Centres which helps to mitigate legal problems and issues. This was initiated in one INDUS-supported district and is now standard across all supported districts.

Sustainability

24. The Project’s Operational Guidelines indicate that “the TECs would function only for the duration of the Project for the purpose of providing a bridge mechanism for preparing the identified children for admission into formal schools with children being mainstreamed into formal schools in the Project area at the earliest possible, and not later than a period of 24 months.”³⁷

25. The MOLE and the MOE have supported the TEC model and have both contributed to its success. The aim was to pilot the implementation and education methodologies in order to strengthen the public education system and determine which elements could be adopted into the NCLP special schools. Four INDUS-supported states have indicated an intention to replicate some elements of the TECs into the existing and future NCLP special schools. However, it is yet to be seen to what degree these elements can or will be replicated and sustained. Government stakeholders indicate that financial implications are sizeable, and therefore the value and cost-effectiveness of elements or INDUS components in general need to be assessed. At present, stakeholders favour the monitoring elements of the TECs and view student monitoring as a major factor in retaining students in formal schools.

26. The ILO-IPEC child labour project in Karnataka has adopted several elements of the TEC program into its strategy for educational ‘catch-up’ programs. In addition, INDUS managers have had an input into the GOI’s 11th Five Year Plan for the strengthening of the NCLP Scheme by disseminating and discussing their experiences of the TEC program. Inputs have also been provided into the design of the new USDOL-funded child labour project, known as the Convergence Project which was signed in 2008. Discussions are ongoing with GOI and USDOL.

27. One element from the TEC model that has already been adopted by the SSA formal schools includes the evening activities, such as reading rooms and the provision of information to children and parents on existing Government Schemes that could provide potential future support to eligible families.

28. Another element from the TEC model that has been adopted by the SSA is the child labour sensitization training modules for teachers. These modules were initiated and designed by INDUS in cooperation with the MOE, and have been adopted by SSA across further districts. The Ministry of Human Resource Department’s³⁸ representative confirmed the close collaboration, cross-sharing of information, and the INDUS support to the capacity building of teachers and school administration

³⁵ INDUS Child Labour Survey: An Analysis of Results, 2006, p4

³⁶ Sunday Times of India, New Delhi, 25 January 2009

³⁷ INDUS Operational Guidelines, point 6, p16

³⁸ The Ministry of Education lies within the MHRD

toward an understanding of child labour issues. MRHD also confirmed that they had changed the guidelines for the schooling of migrant child workers to include social support which is now a MHRD mandate with program funding.

Key Findings

29. The convergence and integration, from commencement of the INDUS Project, between the Ministry of Education, the Ministry of Labour and Employment, the community, NGOs, and private organizations has led to an effective and relevant system of transitional education that opens up pathways for child labourers to move from non-formal 'catch-up' schooling and mainstream into the SSA formal schools.

30. Strengthening the public education system, through Lead Schools, has provided the TEC students who mainstream into the formal education system with continued monitoring and support, and quality education, which has led to a higher retention rate than in non-INDUS-supported formal schools.

31. Factors that may have contributed to the high retention rate of TEC mainstreamed students include: (1) the quality of education in the TECs due to the low student to staff ration; (2) support by INDUS-funded community workers; (3) support by SSA teachers in the Lead Schools; (4) the coordination between Lead School teachers and parents; (5) continuous and regular monitoring and follow-up of progress; and (6) the use of remedial teachers and programs.

32. Elements of the TEC model that are replicable and cost-effective include: (1) after-school activities such as reading rooms; (2) child labour sensitization modules for teachers; and (3) Life Skills modules.

33. Most child workers and migrant child workers have no birth certificate or age-proof certification making access to formal education difficult; certification on completion of transitional education can mitigate legal issues and provide an easier pathway to further education or training.

Recommendations

34. Given the merit of birth registration and the problems child workers and migrant workers with no proof of age have in gaining access to schooling, GOI may wish to continue to pursue the idea of providing certification to students on completion of non-formal education, preferable on a national level, as a method of providing easier access to other educational interventions (formal and non-formal), retention in educational programs, and pathways into further education and training.

35. GOI may wish to continue the use of community mobilizers in districts to work with Child Labour Committees to ensure continued mitigation of child labour by strengthening committees and their partnerships with schools, teachers, parents, and other government or non-government agencies.

36. ILO-IPEC should fund the completion of the INDUS Transitional Education Centre sub-study to include an in-depth analysis of the elements of the model, their impact, which elements could be cost-effectively replicated, and a further follow-up of the impact of certification on child workers and migrant child workers.

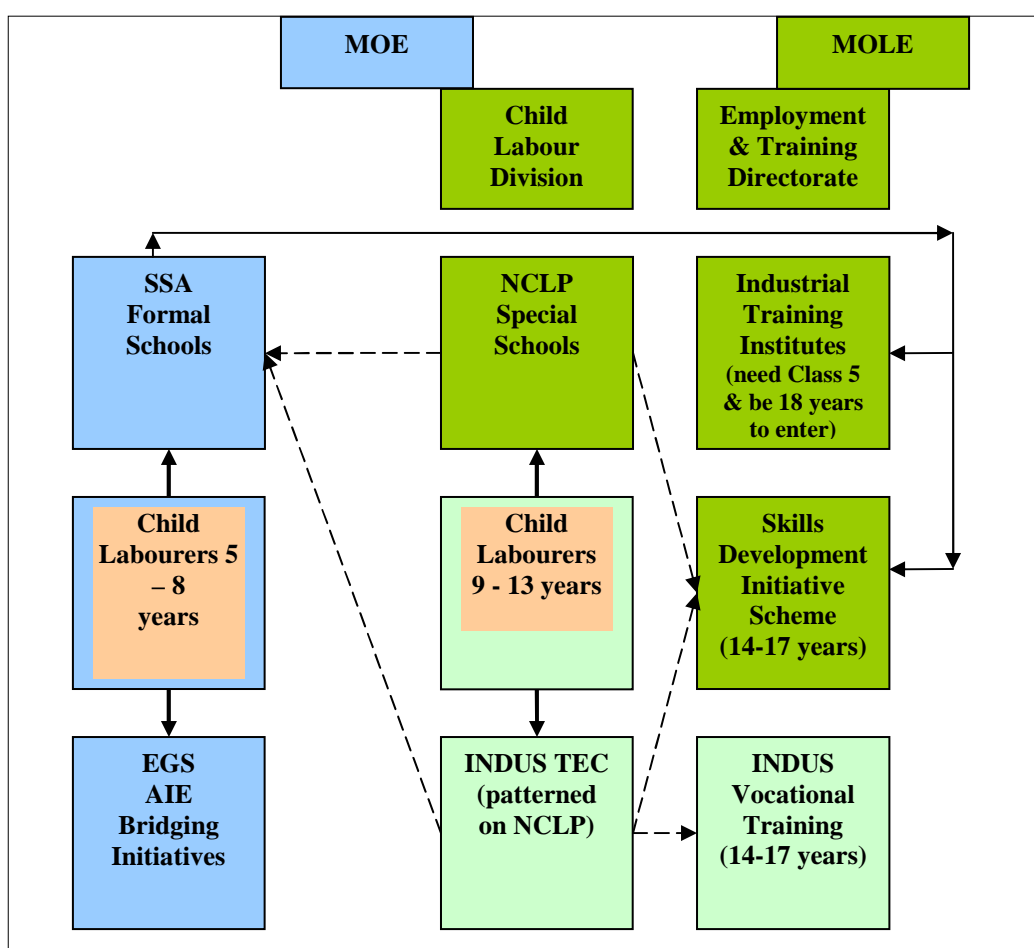
VI. VOCATIONAL TRAINING FOR ADOLESCENTS

Project Approach and Strategy

1. Child labourers in the 14-17 age range that are withdrawn from work through the INDUS project are enrolled in vocational training (VT). Previously, children in this age group who were ineligible to attend Industrial Training Institutes because they had not reached Class 5 and were not 18 years old would not have had access to skills or vocational training.

2. Chart 1 below indicates the potential pathways for INDUS-supported students, depending upon their age and capabilities. Essentially, not only were the INDUS vocational training programs available for child labourers between the ages of 14-17 withdrawn from work, but also as an alternative pathway for students completing the transitional education provided by INDUS.

Chart 1: Structure of MOLE and MOE Education and Training Schemes



Achievements

3. Child labourers in the 14-17 age range that are withdrawn from work through the INDUS project are enrolled in vocational training (VT). INDUS identified a gap in the GOI's efforts to combat child labour for children outside the government's interpretation and legal definition of child labourers. It also addressed the GOI's expressed need for a trained workforce. Child workers in this age group, however, were vulnerable in terms of social support and the lack of access to education or training. The INDUS project was also

addressing a need from the community and families for the provision of vocational training to those who were not eligible to enter formally recognized Industrial Training Institutes (ITI).

4. INDUS initiated two vocational training models: (1) through Public-Private Partnerships; and (2) through Attachment with Employers. The Public-Private Partnership is collaboration between state government officials and private organisations, in which the government developed the competency-based curriculum and standards that are implemented through private ITIs. It was “probably the first time Government opened up this formal vocational skill training system to child labourers.”³⁹The Attachment model uses training curriculum developed by autonomous training agencies and employers deliver on-the-job practical training under supervision of the training agency. In some cases, Master Crafts People are used to deliver the training. While the INDUS Project’s partner NGOs conducted tracer studies of vocational graduates, there was no comparison study of the effectiveness and impact of the two INDUS vocational training models.

5. Project districts conducted limited labour market studies to determine employment opportunities and the skills required, as well as appropriate service delivery providers. Agencies delivering the training were assessed and selected against criteria to determine their ability to provide quality training. The project identified 24 courses from which students could choose. However, most students chose home appliance repair (males and females); fitting, grinding and drilling (males); house wiring (males) and garment making (females).⁴⁰ Most courses were six months duration, with some up to one year. Apart from technical skills, the vocational training also included communications and business skills. Tool kits were supplied to graduates as incentives and as starter-kits for easier transition from training to employment.

6. INDUS enrolled 20,012 vocational training students, of which 52% were female. A total of 94% of students completed the training, and the remaining are still in the program until the end of the INDUS Project. Table 6 highlights the outcomes of graduates.

Table 7: Vocational Training Outcomes

	MALES %	FEMALES %	TOTAL %
Graduates working	65%	72%	69%
Graduates not working	35%	28%	31%
WORKING			
With employer	79%	62%	70%
Self-employed	21%	38%	30%

Source: INDUS Data Officer, 5 Feb 2009

7. Currently, 69% of graduates are working, 70% with an employer and 30% self-employed. More female graduates (38%) than male graduates (21%) have chosen self-employment. Those that are not working are seeking employment or waiting for bank loans to fund self-employment enterprises. However, securing a bank loan can be difficult, and hence, graduates should be continually monitored to ensure that their potential to gain work (either with an employer, or forming their own enterprise, or establishing a cooperative with other graduates) is maximized.

8. At present, males are earning each month, on average, slightly more than females, both under employment and through self-employment (Table 8). Males and females, before training, were earning, on average, a monthly income of between 100-300 Indian Rupees.

³⁹ Draft Vocational Training Sub-Study, January 2009, p22

⁴⁰ Draft Vocational Training Sub-Study, January 2009, power-point presentation

Table 8: Average Monthly Income of VT Graduates with Jobs

	MALES	FEMALES
With employer	2,500 Rs	2,000 Rs
Self-employed	2,200 Rs	1,800 Rs

Source: Extracted from draft Vocational Training Sub-Study, January 2009, p43-44

9. The job placements by graduates predominantly include two wheeler repair/auto mechanics, nursing assistant or ward boy, garment making, beautician, welding and fabrication, and leather bag making. One 20-year-old youth interviewed by the evaluators had been working in a tea kiosk when he was 14 years-old, earning about 1,000 Rs per month. During his training, he received a travel reimbursement of 2,000 Rs per month. After graduating in photography under the INDUS project, Sayeed now has his own photography studio, earning on average 3,000-5,000 Rs per month. He is also studying part-time online through the Faculty of Arts of an open university. The desire to continue with further education was indicated by 8% of graduates.⁴¹ Another graduate, Rameshwar, was earning 300 Rs per month washing cars. Through INDUS, he completed an auto maintenance and repair course, and is now earning up to 15,000 Rs per month in his own enterprise with three employees. He is also paying to support his younger brother through formal school. Both boys confirmed that they received continuous support from INDUS up to a year after graduation to ensure that they gained employment, improved their marketability, and did not relapse into unemployment or hazardous work. When the boys were asked by the evaluators what was the best outcome of their INDUS experience, they both said: “we survived.” A group of young girls who had undertaken a beautician course have now established their own mobile beauty parlour, and are earning, “so much more” than they earned before training.

Weaknesses

10. The vocational training component underwent a number of challenges during its implementation, such as gaining acceptance of the component by government, securing experienced agencies to deliver quality training, convincing youth to undertake training, the limitations placed upon the provision of quality equipment, and the reluctance of some employers to hire graduates with only six months training.

11. The vocational training sub-study revealed that some employers thought that the training period of six months was too short. Some indicated that instead of trainees studying each day for six months it was preferred that they study for two hours a day over a period of two years in order to gain quality skills. Students, however, preferred to complete the course quickly so that they could earn money through employment or self-employment. Hence, further analysis of the preferred and most effective training period, or the provision of flexible models, could be further explored.

Vocational Training Sub-Study

12. ILO-IPEC, in preparation for the final evaluation, commissioned a sub-study on the INDUS Vocational Training to document the progress of the vocational training program and students, and to study the efficiency, effectiveness, relevance and sustainability of the intervention. The sub-study had yet to be completed and hence preliminary findings were presented to the evaluators. A draft document was also provided to the evaluators. The evaluators would encourage the completion of the sub-study to provide a comprehensive evaluation of the INDUS vocational training program, a comparison of its two models, and an in-depth analysis of the elements of the models and their impact. A further analysis of the

⁴¹ INDUS Data Officer, February 2009

preferred duration and implementation of the attachment model would be appreciated, as well as the feasibility of continued public and private collaborations, and a cost effectiveness analysis of the two models could prove to be useful for the government and for the design of future child labour projects.

Good Practices and Lessons Learned

13. Stakeholders, parents and vocational students overwhelmingly expressed their satisfaction with the inclusion of vocational training as part of the INDUS Project, viewing it as a vital factor in preparing child labourers for meaningful and marketable skills leading to increased income.

14. INDUS has moved towards a demand driven approach to the provision of vocational training that attempts to offer courses preferred by child workers. At the same time, INDUS also attempted to move students toward non-traditional courses, such as hospital ward attendants for males, and auto-mechanics for females, despite the difficulty in dealing with attitudinal changes (of both students and/or parents).

15. When stakeholders were asked, by the evaluators, to indicate the best practices of vocational training, they nominated the following:

- Close monitoring and supervision, even after graduation
- Model of public-private partnership
- Demand-driven approach
- Enrollment of students in SDIS as part of exit strategy
- Convergence between MOLE, private firms, employers, trade unions, NGOs etc
- Holistic approach to education and training
- Increased earnings of graduates
- Increased confidence of students
- Improved interpersonal skills, communication skills of students
- Improved awareness of health, hygiene, and nutrition
- Heightened awareness of the importance of education
- Heightened desire of students to continue with further education
- Increased responsiveness from government to address the need for trained youth.

Student Participation

A major example of good practice and lessons learned included the participation of students in decision making within the community, such as the Children's Parliament in Virudhunagar as part of their vocational training as potential local parliamentarians.

16. The evaluators spoke with members of a Children's Panchayat (village children's parliament/assembly) which comprised about fifteen youth who were trained on democracy and the parliamentary system. The youth group meets with the parliamentary assembly four times a year, about two days before the assembly meets formally, whereby their resolutions can be put forward as representatives of youth in their region. Some of the issues they put forward at the previous assembly were: (1) libraries; (2) garbage maintenance; (3) sanitation; and (4) environmental issues, such as tree planting. Of the issues presented, the youth believe that the issue of sanitation is likely to be taken further by their local politicians. The youth also expressed their concerns about teacher absenteeism which affects student learning. Subsequently, teachers are making a more concerted effort to reduce their absenteeism.

17. The Children's Panchayat were familiar with the ILO Conventions and issues of child rights; such as their rights for democracy, safety and protection, and the reduction of child

labour. In 2007, a child serial killer was prominent in Noida, near New Delhi. The Children's Panchayat in Tamil Nadu rallied to the cause to write letters expressing their "disgust" and "condemning the cruel instances" to the government and asked what it was doing about the violation toward children. On 20 February 2007, the Secretary to the President responded in writing to the youth group, via the NGO undertaking the democracy and child rights program, stating that he hoped there would be a stop to "all acts of cruelty particularly towards children."⁴²

18. This is an excellent example of the empowerment of youth and their potential to raise awareness of child labour issues by rallying children within their community to act against child violations. Hence, the participation of children and students in wider child labour issues is critical, not only to their empowerment, but also in shining a spotlight on their issues to the highest levels of government.

Skill Development Initiative Scheme

19. The Skill Development Initiative Scheme (SDIS) was launched by the GOI in collaboration with ILO, industry and small enterprises. The ILO, with support from INDUS staff integrated children aged between 14-17 years within the programme. This was a major achievement at a policy level for the training of youth removed from work to be placed into a viable scheme with a view to gainful employment.

20. INDUS provided a linkage with the National Council for Vocational Training (NCVT) for the certification of 1,500 vocational training project beneficiaries. The INDUS project also contributed to the development of the GOI's Skill Development Initiative Scheme (SDIS). SDIS is a central government-funded scheme by MOLE as a skill development program, launched in 2008. Priority is given to children over 14 years who have been withdrawn from child labour, or have left formal school early, to enable them to gain employable skills. TEC and NCLP children over 14 years now have the option to either be mainstreamed into formal schools or enter the SDIS program.

21. INDUS had substantial input and collaboration with MOLE with regard to the SDIS, including organizing state-wide consultations with the Division of Education and Training, state departments of training, vocational training service providers offering the INDUS vocational training, and NCLP stakeholders. INDUS also supported 1,500 students from NCLP special schools and other child labourers into the newly established Skill Development Initiative Scheme.

22. The key features of SDIS, some of which were adopted after input and lessons learned from the INDUS project's vocational training component, include:

- Demand-driven short term training courses based on Modular Employable Skills (MES) decided in consultation with industry
- Central government will facilitate and promote training while industry, private sector and State Governments will train the students
- Optimum utilization of existing infrastructure to make training cost effective
- Flexible delivery mechanism (part time, weekends, full time, onsite/offsite) to suit the needs of various target groups
- Different levels of programmes (foundation as well as skills upgrade) to meet the demands of various target groups
- The services of existing or retired faculty or guest faculty to be utilized
- Courses would be available for persons having completed 5th standard

⁴² Letter, P.M. Nair, Secretary to the President, 20 February 2007, No.15-Secy/2007

- Testing and certification of skills acquired informally
- Testing of skills of trainees by independent assessing bodies
- The essence of the scheme is in the certification that will be nationally and internationally recognized.⁴³

23. The plan for SDIS was to enrol 50,000 students in 2008-2009 with 520,000 students in 2011-2012.⁴⁴ At the National Stakeholders' Meeting of the INDUS Project on 9 February 2009, the Secretary of the Ministry of Labour and Education indicated that the 2009 has already been overtaken, with 100,000 students enrolled to date. GOI expects 200,000 students to be trained by the end of March 2009. It was confirmed by MOLE that the high incidence of child labourers in the 9-13 age group could be captured by SDIS over the following years, when these children turn 14 years, and is optimistic that SDIS will provide a productive avenue for child labourers to gain employable skills. This is therefore an exceptional achievement for the INDUS project and the Government of India.

Sustainability

24. It was evident that government officials had replaced a reluctance to support the vocational training component with a desire to replicate and sustain the access for vulnerable children between 14-17 years to gain skills for employment. Some stakeholders indicated that some elements of the component could be sustained through the NCLP special schools, such as business skills, marketing, and computing skills. In a meeting of the NCLP Central Monitoring Committee in June 2006, the GOI recommended the replication of the INDUS vocational training model to all 250 NCLP districts. However, at present the NCLP program does not have funds to include a vocational training component.

25. The GOI's establishment of the Skill Development Initiative Scheme, since 2008, with the collaboration of ILO and INDUS, will ensure the sustainability of vocational training for disenfranchised youth, including those removed from hazardous work. This will provide a long-term, highly visible means of permanent withdrawal from hazardous labour because it enables youth to gain meaningful work skills for sustained employment, either through self-employment, cooperative businesses, or recruitment into the workforce.

Key Findings

1. The flexibility of the training period for vocational courses requires flexibility, ranging from six months to 18 months, in order to ensure that students gain quality competency-based skills for meaningful employment.
2. The move towards a demand-driven approach to vocational training appears to be a motivator for students to complete their training.
3. The flexibility of courses and their training period, with no specified minimum requirement for entry, provides greater access to and increased retention in vocational training programs.
4. Student participation in decision-making, awareness-raising and sensitization of the community toward child labour issues creates the empowerment of youth and a wider community awareness of critical issues.

Recommendations

⁴³ Skill Development Initiative Scheme, Implementation Manual, January 2008, p7

⁴⁴ Skill Development Initiative Scheme, Implementation Manual, January 2008, p25

1. Continue to monitor the status of vocational students who had not yet found employment in September 2008 to maximize their potential to move into employment or self-employment.
2. Conduct a comparative study of the effectiveness and impact of the two INDUS vocational training models: (1) Public-Private Partnership model; and (2) Attachment model.
3. GOI to continue to pursue the idea of certification of students on completion of vocational training and its recognition on a national level.
4. ILO-IPEC to fund the completion of the INDUS Vocational Training sub-study to provide an in-depth analysis of the elements of the models and their impact, with further analysis of the preferred training period, the demand-driven approach, implementation best practices, a cost-benefit-analysis and the feasibility of continued public and private collaborations is recommended.
5. Promote student participation in future child labour projects for the empowerment of youth and greater awareness-raising of child labour issues.

VII. ECONOMIC SECURITY

1. As part of the overall strategy for eliminating and preventing child labour the project sought to facilitate under Immediate Objective 4 increased economic security to the families who withdraw their children from hazardous work by encouraging savings and alternative livelihoods. Since most of the parents of child labourers work in the informal sectors with irregular incomes they lack economic security. The INDUS project document envisaged formation of self-help groups of parents, encouraging them to save, equip those interested with skills for higher income generation through appropriate training, provide seed capital and arrange for access to bank credit under various government schemes if possible. Although GOI's NCL Policy included focusing of general development programmes for benefiting child labour and their families this had not in fact been achieved on ground. Hence it was identified as an area requiring attention. This is one of the NCLP + components added in the INDUS project to address a gap area and to make the project more effective. The main funding for this component was to come from GOI.

Implementation

2. Implementation of this component was taken up after the rehabilitation interventions for withdrawn children under the project stabilized. The MTE observed the late start of activities under 'Income Generation' (IG). The Project also subsequently realized that instead of starting the components sequentially and taking up income generation activities after implementation of TEC and VT components all three should have been commenced simultaneously.

3. At the initial stage the IG strategy was worked out on the basis of a national consultation with the key stakeholders and guidelines were developed for operationalising of this component. These were circulated in October 2005 to the districts through the district collectors who were also expected to help coordinate access to facilities under different departmental schemes. In fact the role of the collector/District Magistrate (DM) being the chief coordinator in respect of the development programmes of different departments and hence essential to the success of INDUS project was clearly recognized in the Operational Guidelines. It states that child labour is to be viewed "not as a labour problem but as a development issue requiring multi sectoral interventions and civil society partnership."

4. Active leadership of the DM was therefore considered crucial in implementation of some of the project components and activities and a specific mention is made regarding the promotion of convergence of the District Rural Development Agency (DRDA), the District Urban Development Authority (DUDA) and the Department of Women and Child Development (WCD) programmes for income generation activities. Formation of a Core Group on IG (CGIG) under the DM to oversee the implementation of this component was envisaged. The guidelines have been comprehensively drawn up and include subjects such as formation of self-help groups (SHGs) and their empowerment activities relating to micro enterprise development, training agencies, orientation, counselling and training of child labour families, and revolving fund and loans,.

5. In the project districts it was the mothers of child workers enrolled in the formal schools, TECs and VT Centres who were organized into SHGs and not the parents as such. This appears to be in pursuance of a conscious decision. The SHGs were formed with the specific objective of providing economic security to the child worker families in order that the need for the child's earnings is obviated and instead the importance of an opportunity for a better future for the child is recognized. In order to assist the families in increasing their incomes two specific interventions were made:

- (i) facilitating the availability of credit; and
- (ii) training for acquisition of skills for alternative livelihoods.

6. Each member of the SHG was encouraged to regularly save and the group's savings were pooled into a revolving fund into which the government would match the amount (on completing six months of savings the groups became eligible to get this matching amount from the project). In fact the project aimed at arranging loans and subsidies under various government schemes and providing for revolving funds in coordination with the lead bank of the district and the DRDA/DUDA. If no funds from these were available then INDUS project funds could be given which were available for a limited number of groups. The group was expected to avail of credit and use the money for income generating activities taken up either individually or as a group. The fund could also be used for short term consumption needs of the members so that their dependence on costlier credit from other sources was reduced.

Achievement

7. When assessed against the targets prescribed it is seen that 11,255 mothers of child workers were mobilized in the project districts into forming 1031 SHGs although the target was set at 10,000. It would appear that the target was set rather low when viewed in relation to the number of child workers covered i.e. 80,000. For this important intervention the opportunity to join an SHG, it would seem, should have been available to all the parents who wished to be a part of the group.

8. A substantial proportion of the SHG members, around 58% (6540 mothers) received training on income generation activities. Against the target of 50% a total of 8443 members (over 84%) had access to a micro credit facility. For starting supplementary economic activities a target of 15% was prescribed. Against this 3511 (35%) mothers are reported to have taken up additional businesses.

9. It is observed from the data provided that the project was able to achieve the physical targets in terms of the number of SHGs and their members, as also with regard to the skill training, accessing credit and taking up additional activities the goals have been adequately met.

10. Efforts have also been made to encourage policy decisions and directives in order that the families of working children receive benefits under various schemes. INDUS has reported that GOI Ministry of Urban Development & Poverty Alleviation issued instructions regarding giving priority to such families coming under the 'Below Poverty Line' (BPL) category. The Ministry of Panchayati Raj also agreed in principle to mainstream child labour concerns into their agenda but the preliminary guidelines prepared by the project could not be finalized. However, it has been reported that they have been effectively used by the project districts. The State Government of Uttar Pradesh issued guidelines to all their district heads in rural and urban departments to prioritize child labour families.

11. In Maharashtra and Madhya Pradesh district collectors at local level helped in extending benefits to them. The DRDAs of Namakkal and Virudhnagar in Tamil Nadu prioritized them for financial assistance. The municipal corporation of Jalna in Maharashtra included families of working children in the BPL list for availing benefits meant for them. Thus specific cases have been quoted where efforts at convergence have succeeded or instructions have been issued by governments in some departments, but it appears that over all integration or mainstreaming as part of administrative procedures is yet to take place. Besides it is not clear to what extent the instructions are followed and what has been their impact on reducing poverty and child labour. The information given by the project in respect of benefits made available from other government schemes is indicated in the statement below.

12. Although the above data indicates that the efforts made by the project towards convergence have brought about some positive results but in order to assess the success of the IG intervention it is to be seen how far the immediate objective of this component was achieved and to what

extent it helped in furthering the cause of the over all objective of removing child labour. The key questions that would need to be answered in this context are:

- Whether and to what extent the income of the parents increased due to the SHG formation and skill training?
- Did the availability of loans provide higher levels of economic security?
- Was the habit of savings inculcated among members and was it made possible?
- Extent of access to other schemes and convergence that was made possible.
- The extent of attitudinal change leading to avoidance of sending children to work and in favour of sending them to school
- Questions of continuance, replicability and cost effectiveness.

13. Any attempt to answer these questions would require a lot of data, a field study and an in depth analysis of the survey results covering the qualitative aspects as well. The areas and the procedures which were successful, the enabling circumstances and the factors that contributed to positive results would need to be known along with difficulties and limitations in order to have meaningful conclusions and insights.

INDUS CHILD LABOUR PROJECT INFORMATION FOR INCOME GENERATION COMPONENT

BENEFICIARIES BENEFITTED UNDER DIFFERENT SCHEMES

1. Training to community workers for organizing SHGs has been provided in all districts by the relevant agency, i.e. DUDA/DRDA/Mahila Thiittam/Women and Child Development
2. Grading of SHG's for release of revolving fund through DUDA/DRDA/Women and Child Development
3. Opening of Bank Account with help of Collectors Office/DRDA/DUDA
4. Training has been conducted by different Women Development/Entrepreneurship Development agencies in all the states through project resources

Scheme /State	THADCO	SGRY	SJRY	GROUP HOUSE	HOUSING PATT A	NABARD		BANK LOANS	OLD AGE WIDOW/ HANDI-CAPPED PENSION	OTHER BENEFITS
Tamil Nadu	75 families 9.90 lakh rupees	46 SHGs Rs.34.1 lakh	60 families Rs. 5.5 lakh	75 families	247 families	45 families		642 Families Rs.46.89 lakhs	53 persons @ Rs.400 p.m.	<ul style="list-style-type: none"> • OAP assistance-36 families • Medical Assistance – 12 families • Iron Box – 5 families • Sewing Machine – 600families • Scholarship – 23 families • Ration Card – 49 families • Handicapped tricycle – 1 family
Uttar Pradesh	Nil	Nil	Matching Grant by DUDA, 7 SHGs			Bank credit limit, 10 families, 1 SHG		115 Families		
Madhya Pradesh	Nil	Nil	Nil	Nil	Nil	Nil		Nil	Nil	Nil
	Mahatma Phule Arthik Vikas Maha Mandal (SC)	Maulana Azad Arthik Vikas Mandal (Minorities)	Vasant Rao Naik Vimukt Jati Arthik Vikas Mandal	Annabahu Sathe Arthik Vikas Mandal (OBCs)	Indira Awaz Yojana (Housing Patta)	Matching grant to Revolving Fund by Municipalities	Bank Loans	Bal Sangopam	Niradhar Pension Yojana	Janashree Beema Yojana
Maharashtra	9 families @Rs .10,000 each	Proposals-88 Recommended-78	Proposal 9 Sancti-oned 4	36 families sanctioned releases in 2009-10	2	56 SHGs 7.64 lakhs	33 families @ Rs. 10,000	6 @ Rs.300 per month per child	12 @ Rs.300/- per month	3230 families 222 children got scholarship @ Rs.1200/- p.m. 15 persons death claims settled 159 premium money 4.50 lakh claims 65 thousand scholarship

Sub-study on Impact

1. The project commissioned the National Institute of Rural Development (NIRD) to do a sub-study titled 'Evaluation Study on Impact of INDUS Income Generation Component'. The objectives of the study were:

- To document the progress made in providing income generating alternatives for child labour families;
- To capture the impact of the demonstrative actions in achieving convergence with government schemes and programmes; and
- To study the limitations in achieving convergence with government schemes and programmes and suggest measures to overcome the limitations with reference to the experiences of INDUS Project.

2. It was expected that the outcome of the study would be available to the Final Evaluation Team. The study results are however not yet available. The study was undertaken in one district in each of the four states. Based on certain data collected in three districts of Aligarh (UP), Jalna (MH), and Virudhnagar (TN) a preliminary presentation was made before the evaluators by NIRD. The district in the fourth state (MP) was yet to be visited and analysis of the data collected also remained to be carried out. On the basis of the presentation some observations are made here.

3. From the Statistical Abstract of the sub-study on impact of INDUS Income Generation component it is observed that in district Virudhnagar of Tamil Nadu state there appears to have been a very positive impact. The dependence on money lenders has been substantially reduced (the numbers were reduced to almost half of what they were prior to the SHG activity), credit from the banks was availed of as also the loan facility from the SHG's fund, and the group could also manage to have substantial savings. The earnings of the members also registered an increase of around 50%. In the case of Jalna district of Maharashtra for about 30% of the families an increase has been reported which appears to be mainly on account of the project itself having arranged for certain services to the TECs (like supply of MDM) to be provided by the SHG members. There was no noticeable effect on either the dependence on the money lenders being reduced or bank credit or benefit from other schemes being available. Similar is the situation of the third district of Aligarh in the state of Uttar Pradesh. It is observed that in the case of Virudhnagar other factors such as the higher literacy level, the strong NGO base, and a more efficient administrative culture also contributed to the more positive outcome of this intervention. Hence it would appear that for a successful economic support to the poor families many other enabling factors are required besides the direct interventions made through INDUS.

4. In respect of the skill training given to the members of the SHGs it is observed that a substantial number of mothers were given training. It is noted that the project arranged tie ups with institutes of repute available in the district/state. The results of the NIRD sub-study indicates that the large number of SHG members who were given training in new areas (almost all the mothers of the group in Jalna & Aligarh districts) had not used the new skills learned since they continued to do what they were doing prior to the training. In the Virudhnagar district there was greater awareness and clarity among the members and only 20% opted for skill training, the rest wanted to continue with the existing activities. It could be inferred that new skill training for mothers is perhaps not the main requirement, an occupational shift by itself not being desirable or possible in most cases. In any case such activities cannot be planned for all the members. Rather, the training areas and trades could be needs-based as per the demand from the beneficiaries.

5. It may be mentioned that for a proper appreciation of the over all impact of the Project on the provision of economic security more comprehensive data in respect of incomes prior to the interventions and the levels at the end of it along with the perceptions of the beneficiaries would be required than is currently available. Also, it would be important to see the extent to which the group

dynamics is able to take care of short duration credit needs of the members so that loans at exorbitant rates from the moneylenders leading to vicious cycles of indebtedness are not resorted to.

6. Although formation of SHGs was undertaken under the IG component in order to offset the actual or anticipated loss of income on account of withdrawal of the child from work, a large number of activities were identified in the guidelines for being taken up by the SHGs including awareness raising, monitoring of TECs and VTs, and selection of micro and small enterprise areas with the help of identified training agencies, etc. Action for strengthening of the target group of financially weak families of the child workers through the formation of SHGs is an approach frequently attempted for many weaker sections of the society and has other and larger dimensions. The bonding initially meant for one purpose or an activity indeed leads to a higher degree of self confidence among the individual members and brings out the leadership qualities. It contributes towards enhanced self-reliance and increases their collective social standing that would enable working for common causes, demanding of public utilities as well as resisting any unfair treatment. The extent to which this has happened is also expected to be known once the impact study analysis is complete.

Good Practices and Lessons Learnt

7. In respect of the activities undertaken by the project to provide economic security to the families of child workers in the absence of the results of the impact study it is difficult to isolate and mark some specific interventions as 'good practices'. In fact the INDUS project's own Progress Note only mentions the 'Lessons'. The main difficulty highlighted in effecting convergence of this component with other developmental schemes is that most of the families are not covered under the BPL category.

8. The lack of expertise for implementation of this component with the project societies has been viewed as the other major drawback. To offset this limitation it has been mentioned that the project societies considered other options such as identifying suitable training agencies and NGOs for implementing this component. This would appear to be a feasible option and could in fact be turned into a veritable strength. Since the project had tried out different options and procedures in this regard their comparative study could give an insight for future usage.

9. One more aspect where the project had realized that it had made a mistake was in respect of following a sequential approach in starting activities under this component after first having set up action for schooling of withdrawn children. This delayed interventions for economic security which was also quite crucial. Hence it was learnt that action should have started in the beginning for enhancing incomes of the families as well.

Sustainability

10. Questions of sustainability arise mainly when successes are achieved and demonstrated in specific activities nurtured over a period of time under special circumstances created by time bound projects which are due to end. With regard to the income generation component of INDUS the overall success is yet to be assessed. In the localized areas where the impact has been more favourable the key elements are expected to be identified and reasons for success emerge out an insightful analysis. However, it could still be said that taking into account various efforts being made by the GOI and the state governments the stage is set and successful interventions based on convergence of programmes are possible. The following actions lend hope in this regard.

11. Report of the Working Group on Child Labour for the 11th Five Year Plan recognizes that although convergence was always recommended under the NCLP Scheme and was again emphasized in the 10th Plan "however, such dovetailing of schemes has been inadequate so far and hence the imperative need is to have specific component or built-in explicit provision for the families of child labour in these schemes of the government so as to adequately cover these families

and raise their family income in various forms” (page 40). It has been felt that convergence has greater importance in view of extension of prohibition under the CL(P&R)Act to sectors such as domestic servants, tea stalls, dhabas etc. where child labour is widespread. It has been recommended that the Planning Commission may insist on inclusion of ECL concerns in the plans of the concerned ministries an indicative list of 12 schemes of the three department of Elementary Education, Women & Child Development, and Rural Development has been included in the Report.

12. A Core Group on Convergence has been set up in MOLE under the secretary. Also a Working Group on Convergence based models for implementation has been established with members of concerned stakeholders. ILO-IPEC’s new Convergence project is also now under implementation.

Key Findings

1. Targets under the project in physical terms have been achieved in respect of this component but it is observed that they have been set at a rather low level. Only 15% of the families have been targeted to be covered for membership of SHGs opening up opportunities for additional incomes.
2. It appears that interventions have been successful in localized pockets where enabling environment existed.
3. Detailed guidelines have been drawn up and efforts have been made to have policy decisions and instructions facilitating convergence of benefits for child labour families but much more remains to be done.
4. An impact study which could provide useful insights into what works for convergence is yet to be completed.

Recommendations

1. The impact study needs to be completed at the earliest and it must be ensured that the analysis it provides is indeed an in-depth one and is able to give guidance in respect of future interventions for the purpose of economic security families of the working children.
2. Guidelines prepared by the project could be further developed and finalized taking into account the results of varied procedures and options availed of in different project districts.
3. From the beginning of the new Convergence Project and in the NCL Projects the collection of base data as well as subsequent annual data could be planned in order to be able to easily assess the impact on income levels etc. under different model and also to see what interventions need to be continued.
4. Involvement of other key departments as partners in the project implementation could be considered building upon the success in the case of educational support provided to child labour jointly with the SSA programme of the education department.
5. It is also recommended that the successful poverty alleviation interventions could be studied to give guidance as well as to understand the broader dimensions of the problem of child labour. The question of most child worker families not falling under the BPL category also needs to be studied more closely to see whether they are erroneously left out due to migration corruption etc. or whether their non-inclusion is on account of their ineligibility. The two cases would call for different actions.

VIII. ACCESS TO QUALITY EDUCATION

1. Immediate Objective 5 aims at providing access to quality education for children in order to prevent them from entering or re-entering hazardous work. This would imply that children are admitted to school and they continue with their education during their childhood, i.e. till the age of 14 at least and do not start working especially in hazardous areas, and in case they are working, they are withdrawn from jobs and admitted and retained in schools. The project seeks to achieve this through strengthening of the public education system with special attention to child labour and to children at risk. The entire emphasis is on the improvement of elementary education system both in terms of physical infrastructure and quality of teaching and other activities in the school to be able to attract and retain children especially those at risk. The project recognizes the need for increasing the sensitivity and responsiveness of the schools, its teachers and of the community for this purpose.

Strategy & Approach:

2. In order to provide quality elementary education in its crucial role of prevention and reduction of child labour the project adopted the approach of building upon the existing initiatives, programmes and structures. The Sarva Shiksha Abhiyan (SSA – Education for All), a flagship programme of the Ministry of Education, GOI for achieving in a time bound manner the goal of Universal Elementary Education (UEE) in partnership with the states was chosen for this purpose. It aims at providing useful and quality elementary education to all children between 6-14 years by 2010. It also aims at bridging all gender and social category gaps and has a built-in focus on special groups including the ‘disadvantaged’ groups. The mandate of the SSA is quite wide and includes academic quality, curriculum, teacher development, teaching methodologies, community based monitoring etc.⁴⁵

3. With a special focus on the at risk children the INDUS project sought to work through the SSA and envisaged “to invest in improvements of physical and material infrastructure, the quality of education, development of community monitoring systems to complement and feed into existing systems, and provide access to education to **all** children in the child labour prone target areas. The project will inter alia support activities which include community mobilization to ensure enrolment, attendance and retention by extending the nutritional incentives and the provision of free textbooks and notebooks...”⁴⁶ Supporting of institutional reforms including development and implementation of District Elementary Educational Plans (DEEP) was also part of the project activities.

4. Targetted age group of children was divided into two categories: (i) small children between 5-8 years (both those withdrawn from work and those who are not working); (ii) withdrawn child labour of 9-13 years of age. The basic approach to these two categories was to put the first category of children directly into formal schools, and the second to be given a special course in the TECs before being admitted into formal schooling. Appropriate efforts to retain children in school were expected to be made.⁴⁷

5. The public education component thus had a threefold objective. First, that the category (i) children were enrolled in the SSA schools. This process was to be a continuous one and joint enrolment drives were to be made every year. Second, the children mainstreamed from the TECs into identified formal schools designated as ‘Lead Schools’ are integrated and retained there. Third, through identified activities strengthening of the public education system is supported with a special

⁴⁵ ProDoc, Addendum II, Sarva Shiksha Abhiyan

⁴⁶ Pro Doc, p. 20

⁴⁷ Pro Doc, p. 14

focus on the children at risk of joining the workforce.⁴⁸ In addition more generalized activities to improve upon the public education system for wider impact included: (i) developing a strategy for work experience education in formal schools at the upper primary level, (ii) conducting a study on best practices in formal schools, and, (iii) getting child labour concerns included in the District Elementary Education Plans.⁴⁹

Implementation Process

6. It is observed from the project progress reports that the implementation of this element was taken up in a planned and systematic manner. With a view to operationalise a fruitful convergence of the two programmes, the entire planning and implementation of activities were jointly worked out from the beginning of the Project. A series of meetings were organized by the project with the Ministry of Labour & Department of Education in Ministry of HRD to thrash out issues relating to strategies and inputs, line of command and co-ordination, flow of funds, roles and responsibilities. Resource groups were constituted for concretizing the interventions to be carried out through the SSAs which were finalized in State Level Workshops. The states included the set of activities to be carried out under the INDUS Project as a separate component of their Annual Work Plan & Budget presented to and approved by the MHRD's Project Approval Board.

7. Action Programmes were developed and finalized for each project district and were signed between the SSA Societies and the NCLP Societies. The Action Plan Summary Outlines (APSOs) delineated clearly the outputs, activities and funds specifically indicating the roles and responsibilities of the various functionaries.

8. For co-ordination at the State and district levels labour representatives were nominated on the SSA committees and vice versa state and district co-ordinators for INDUS project NCLPs were nominated by the Education Department. SSA's District Elementary Education Plans were shared with the labour department. A close collaboration between the project functionaries and the education department in the district and also at the state level resulted in successful outcomes in a number of areas. Detailed guidelines for implementation were drawn up by the State SSA societies and a detailed programme of activities by the SSA societies in the project area. An education facilitator in each district was provided under the SSA.

Main Interventions and Achievements:

A. Lead Schools

9. To ensure that after completing a bridge course in the TECs the withdrawn working children are mainstreamed into regular schools where they integrate with other students and continue their education the concept of a 'Lead School' was adopted in the project. These schools were to be identified from amongst the government. formal schools located close to the TECs so that the transition is smooth and further follow up on the mainstreamed children's progress is possible. In case of non-availability of government schools, government-aided or private schools could be selected. A minimum of 40 Lead Schools, preferably at the upper primary level, were to be identified in the project area. It was envisaged that there would be interaction between the school and the TEC from the time of setting up of the TEC. The Lead School administration and teachers were to be sensitized to the problems of working children and involved in the assessment of learning levels of the TEC children. The teachers of the school were also to guide the TEC instructors on pedagogical issues. Also regular interaction between students of both institutions was to be encouraged especially through sports and cultural events.⁵⁰ The state SSAs appointed one

⁴⁸ Operational Guidelines, S. No. 28, pp.28-29

⁴⁹ -----do-----S.No. 5, SSA Plus, p. 4

⁵⁰ Operational Guidelines, p. 28

coordinator in each district to oversee the activities under the APSO and convergence related activities between the TECs and the Lead Schools.

10. Strengthening of the Lead Schools aimed at developing them into model schools that are able to attract all children from the project area and retain mainstreamed children from TECs and other alternate schools in the area. In the TEC they all belonged to one category, i.e. those withdrawn from work and went through a special curriculum. Having joined a formal school they are now part of a much larger mainstream and are expected to perform as per general standards. To help retain the interest of these children and to assist them in their performance support for additional activities was given to these schools.

11. It is observed that against a total of 800 (a minimum of 40 in each of the 20 districts) only 711 schools could be identified to be the Lead Schools. While the numbers were exceeded in Tamil Nadu (225) and Maharashtra had adequate (200) there was a shortfall of 13 schools in Madhya Pradesh (187) and of 101 in Uttar Pradesh with only 99 Lead schools. This situation must have adversely impacted the education of some of the target groups, especially girls. This shortfall has been indicated to be mainly on account of the paucity of upper primary SSA schools in the areas where TECs were located. Since the concept and availability of Lead Schools was crucial to the project goals and was found to be highly successful it is not clear why the deficiency was not made good. The guidelines allowed for identifying a government aided or even a private school in case a government one was not available. The project had envisaged that in its target area the norms of the SSA were to be met.⁵¹ SSA requires one upper primary school in 3 kilometre radius. It is not clear whether there were adequate number of middle schools in the project areas especially in M.P. and U.P. or whether more were required to be set up under the norms. If yes why they were not set up, and if not then why efforts were not made to designate government-aided or private schools as lead schools.

B. Training of Teachers

12. For better understanding of child labour related issues and ability to give appropriate and adequate response to the special needs of the working children teachers were sensitized. They were trained in practices that attract and retain at risk children and familiarized with differential learning methodologies, an especially vital area for over-age children. Special modules were developed for this purpose for teachers. Formal schools used communication material developed under the project. These have generally been found to be of high quality and are reported to have been widely used by the state education departments as also confirmed in the stakeholders workshops. The Project has documented 'Strengthening the Government School System, Lessons from Promising Practices'.

C. Activity Centres

13. In each Lead School an activity centre was set up for making education more joyful for students and teachers. It promoted additional hours for extra curricular activities like sports, music etc. It gave an opportunity to display talents and helped in the all round development of the children, enhancing their self-image and confidence. An Activity Volunteer was posted with each centre and his responsibilities included tutorial assistance to the children mainstreamed from the TECs. The preliminary findings of the sub study on Public Education commissioned by the project presented before the evaluation team gave a very positive feedback in respect of this additionality but it was also found that the role of the volunteer was quite crucial and in his absence the activity suffered. Hence, continuance of activity centres in lead schools or setting them up in new schools, though extremely desirable, have implications of additional staff and financial resources.

D. Supply of Educational Material and Meals

⁵¹ Pro Doc, p. 21

14. Provision of additional learning and educational materials and setting up of a library were generally found to be useful and appreciated by the schools. Textbooks, notebooks, uniforms and cooked meals supplied to the students also worked as attractive features for continuing with education after mainstreaming.

E. Work Education

15. Introduction of a component of 'work education' was adopted as a strategy on the recommendation of a 'National Workshop on Integrating Work Education with School Education with Specific Reference to Child Workers'. The objective was to improve retention in schools, enhance the relevance of education and to provide some information on vocational options to children who do not wish to undertake higher education. In each state it was decided to introduce it at the upper primary level in 10 Lead Schools of each project district. The four project states developed their own models. It has been reported that this component was the last to be implemented in the field. The project had informed that the activities should be concluded by August 2007. Later the APSO was extended from time to time up to 2008. However, the Project reported that there was a loss of momentum of activities on this account.

16. In Maharashtra although the duration of the course was short the Vocational Education programme (as it was called) was liked by the students and was found to help school attendance to some extent. Tamil Nadu preferred to impart 'life skills' rather than work education.

17. Of these, the initiative in Uttar Pradesh was generally recognized as the most successful and INDUS commissioned a special study to assess the results. A comprehensive report on the outcome of the Work Education experiment in Uttar Pradesh is available and is very encouraging. Skills training was introduced in 49 upper primary schools in the state in 2006. It was carefully designed taking into account what the parents wanted and considered relevant. In partnership with the Industrial Training Institutes (ITIs) the work education programme was designed in trades where the district had good work opportunities and introduced in schools in consultation with the students and the teachers. SSA provided Rs. 91,000 for constructing an additional room. It has been clearly brought out in the report that the programme was very well received by all the partners. The parents found it to be worthwhile and the children enjoyed the experience. It had a very significant and positive impact resulting in a fall in absenteeism and drop out rates and a substantial rise in admissions. Prior to the introduction of work education there used to be many drop outs especially in classes 7 & 8. This certainly makes out a case for up scaling which can be considered by the SSA taking into account the elements that gave strength to the programme. Careful planning, demand driven provisions and good supervision certainly were some of the strengths.⁵²

F. Strengthening ECCE Activities

18. Support for early childhood care and education was taken up by the project through setting up of Balwadis near the TECs and Lead Schools in areas that were not covered by the Integrated Child Development Scheme (ICDS) to ensure that children, especially girls, did not keep away from education on account of sibling care. ICDS is a large scale programme of the Women & Child Development Department of the Ministry of HRD and has a presence all over the country. As reported by the project 92 'balwadis' were set up under INDUS in Maharashtra and 37 in Madhya Pradesh in the project areas. In the case of Tamil Nadu and Uttar Pradesh additional support was given to the existing balwadis.

G. Crash Course Experiment for Recent Drop Outs

⁵² Report on the Work Education Experiment, ...Uttar Pradesh, Nov. 2008

19. An experiment was initiated to run Alternate Schools Centre at the upper primary level for dropouts from school in Sagar District in Madhya Pradesh. In a survey 668 children below 13 years of age were found to have recently dropped out of school from class 5 and 6.. Instead of attempting to send these children to the Transitional Education centers, where instruction is imparted only up to class 5, a separate crash course (for 3 months) was designed with the idea of getting them back to school within a very short period and later to motivate them to take vocational training courses. Five hundred of these students were enrolled in 10 Centres located in 6 blocks of Sagar District. At each centre three teachers were responsible for completing the curriculum at the respective level. The district administration played an advisory and coordinating role. The results of the experiment were found to be quite encouraging. However, it is observed that the results were not further used elsewhere in the project.

20. Since the experiment had been completed in 2005 it was expected that the project disseminate the results and make efforts to replicate it elsewhere so that during the life of the project different elements of the experiment could be tested for their efficacy and a model drawn up.

21. The experiment has been documented and a report is available with the project.⁵³ It has also been included in 'Good Practices & Lessons Learnt' brought out by the project under the heading 'Providing Bridge Education at Upper Primary Level.'⁵⁴ The initiative does appear to have further potentialities for use which could be explored.

H. Community Monitoring & Participation

22. To operationalise the community involvement in the project INDUS envisaged using the democratic framework of local self government institutions, the municipalities and the panchayats. In rural areas the Village Education Committees (VEC) and in the urban areas Ward Education Committees (WEC) were to be strengthened to function as the child labour monitoring teams, especially for enrolment and retention of children in schools. The community worker was to facilitate the meetings of these committees. The child labour rehabilitation plans were to be prepared village wise.

23. The VECs/WECs and members of the PTAs were sensitized in respect of the special needs and concerns of child labour. Special modules were developed for this purpose for VECs. They have been translated and adapted in regional languages for use in Tamil Nadu and Maharashtra and also in Gujarat, a state not covered by INDUS. These have generally been found to be of high quality and are reported to have been requisitioned by the state education departments for use elsewhere.

24. In the INDUS area 295 VECs/WECs have been formed and 2515 meetings of these committees are reported to have been held. However the Project Progress Note (dated 19.01.2009) has identified the issue of child labour not being a priority item with the VECs/WECs as one of the challenges. But it is understood from informal discussions with the project team that this is not the case with all states and the committees are very effective in areas where CLM System has been operationalised. In Tamil Nadu where absence of child labour is one of the criteria for declaring a village as a 'Namadhu Gramam Thittam' i.e. an ideal village it is very much a priority item with the 'gram panchayats'. In some districts of Maharashtra as well the VECs/WECs are active.

Assessment and Key Findings

25. Under Immediate Objective 5 the major activities pertained to the SSA+ elements of the project. These included:

Structured convergence between the TECs and the SSA schools;

⁵³ A Report on Education Centres for Child Labour, Dr. Hari Singh Gaur University, Sagar

⁵⁴ Good Practices & Lessons Learnt, S.No. 4, pp. 16-19

Strengthening of the Lead Schools;
Strengthening of the public education system through a strategy for work experience at upper primary level;
Conducting a study of best practices in formal schools including local financing for mainstream education; and
Facilitating the mainstreaming of child labour concerns in DEEPs.

26. In respect of structured convergence between TECs and the SSA schools, and strengthening of the Lead Schools, the project has done extremely well and has demonstrated that with systematic and thorough planning and implementation it is possible to have policy level interventions as well as positive outcomes on the ground. In fact, the project has substantial demonstrative value for convergence in other areas. The concepts, methodologies and linkages established are of great value.

27. The contribution of the project in providing the concept of a Lead School is extremely significant for purposes of mainstreaming children after completing of bridge courses in TECs, non-formal or alternate schools and especially important for older/over-age children. The modalities tried out in the project have been found to be very useful for a smooth transition, integration and further continuance in regular schools.

28. Different models are available for the implementation of work education in the four project states. The Uttar Pradesh experiment has been comprehensively studied and reported favourable outcomes with the possibilities of replication. Other models could also be similarly studied. Mainstreaming of child labour concerns have effectively been achieved in the DEEPs, and also in the education department's planning for the UEE goal. The project has also prepared a 'planning module' on incorporation of child labour concerns in SSA planning. Child labour data has been included in the Education Management Information System (EMIS) which is a noteworthy achievement.

29. The project has produced an effective document on 'Good Practices & Lessons Learnt.' In addition, a very useful document "Enabling the most deprived children to learn: Lessons from promising practices" covering 17 case studies from all over India has been disseminated by the Project.

30. Access to quality education when assessed against the targets prescribed the position is that the targets have been achieved or exceeded. In respect of mainstreaming the withdrawn children after completing their courses in the TECs as against 50% target (20,000) more than 86% (34,571) were mainstreamed. On joining the regular school, i.e. the Lead School retention was 63.89% against a target of 50% . the % of drop outs was thus around 26% which is significantly less than the average of 49%. This demonstrates the success of the strategies and approaches, validating the effectiveness of the interventions made.

31. The concomitant achievement in terms of reduction in:

- a. no. of out of school children
- b. no. of drop-outs
- c. no. of child labour in hazardous and other areas

at the end of the project compared to the initial situation is a natural expectation. This may also have happened in view of the sizable activities and interventions under the project but since no data has been specifically collected or monitored it is not possible to assess this aspect. Also comparative data on some key indicators in respect of project and non-project areas at the start of INDUS and after the implementation of the project would have helped in arriving at informed conclusions regarding the efficacy of various interventions.

32. Prevention of younger children from joining work as they grow up is one of the most effective ways to solve the problem and to move towards the goal of ECL. Hence this aspect deserves

unfailing and constant attention. The preventive role of elementary education is well recognized in the Immediate Objective 5 and efforts were required to be made and suitable activities taken up to see that more children after the initial survey did not “enter” work and they all got admitted into schools. The MTE had also observed that the lack of a tracking system for enrolled children in the 5-8 years category might have led to lower retention figures (MTE Part I Summary Report 1.2.9) .

33. Output 4 under Component 5 specifies community supported drives for enrolment of children in the 5-8 year age group. The Operational Guidelines for this target group after stipulating that the at risk children identified in the baseline survey are enrolled in identified schools further prescribes “The process would be a continuous one in that there would be joint enrolment drives every year to enrol all children in this age group, who are at risk of joining work, into school.”⁵⁵

34. But somehow the emphasis, extremely important in itself, appears to have been lost during the process of concretizing and operationalising the project. Specific outputs and indicators to monitor the progress in this regard were essential but not included. In fact, it would have been worthwhile to have given a thrust to this aspect in the entire project district. In view of the UEE goal and the close cooperation between the labour and the education departments this was very much possible. During the life of the project a constant watch and monitoring in this regard was very much called for. With the progress and status known every year the project would have been amenable to any midterm corrections in case they were required. This could be taken care of in implementation of NCLPs as well as in the new Convergence Project which provides further opportunities for assessment and experimentation in 10 districts of 5 states.

Good Practices:

35. Structured coordination envisaged in the INDUS project between two programmes of two separate ministries in the GOI has been achieved through sustained planning, setting up of close linkages and constantly monitored implementation. Jointly drawn up APSOs gave a clear framework of action and proper outlining of roles and responsibilities gave a demonstrable operationalisation of a possibly fruitful convergence.

36. Adoption of an approach of focused and need based action has been one of the strongest aspects of the project. It has led to significant innovations and practices. The concept of a Lead School to cater to TECs and other non-formal education centres along with close interactions built into the working of both has been a very sound practice, useful for smooth transition to the regular schools. This has been documented in the ‘Good Practices and Lessons Learnt’ brought out by the project under the heading ‘Bridging the gap between transitional and public education’.

37. The consistent practice of documentation has also been found to be of great value both during the project period for its own implementation as well as for concurrent application outside the project area. Its further worth is in the possibilities of later use in replication and improvements. The project has documented detailed guidelines, training modules specifically designed for specific target groups, its own good practices and lessons learnt, the best practices and initiatives in the country, the different models of experimental initiatives, etc.

Sustainability:

38. The major initiatives of the project have the potentiality to be sustained and extended as is evidenced by the impact they have had in influencing the policies and programmes of the government Being a joint programme of GOI with USDOL under the aegis of ILO INDUS has had a substantial concurrent effect on both the key programmes, namely the SSA and the NCLP. During discussions the officials of both the Labour and Education departments of GOI were optimistic

⁵⁵ The Operational Guidelines , S No.28, p. 28, para1

about the sustainability of many of the initiatives of the project and were keen to incorporate the same in their programmes.

39. In SSA significant modifications and actions in the following areas have taken place:

- Importance of child labour is recognised in drop outs and the need for a distinct strategy for this category to achieve the UEE goal
- The issue of child labour gets focus in urban areas which were neglected earlier, SSA begins planning for urban areas especially in UP & Maharashtra after the issue is flagged by the project
- A special and focused concern for the migrant child labour is brought to the forefront as a special target group important for achieving the UEE goal. For prevention, rescue and rehabilitation of migrant & trafficked child labour a national protocol is drawn up and guidelines for action in this regard are included in it.
- NCERT included ECL concerns in SSA implementation modules
- SSA includes these in curriculum for classes 5,6,7 books in Tamil Nadu
- Impact at field level is being documented to enable systematic replication

40. The SSA is looking at the possibilities of replicating the important strategies of INDUS as indicated by the Department of Education during the evaluation's National Stakeholders Workshop. This includes the two significant interventions: one, the concept of Lead School, and, two, the integration of work education at upper primary level. Both have the potential to positively influence the mainstreaming of child labour and other drop outs and enhance their attendance and retention in the regular schools.

41. In NCLP the implementation of the INDUS project has addressed some of the major gap areas and has successfully demonstrated the possibilities of extension of the strategies and their replication. The experience of collaborating closely with the SSA for the common goal of getting child labour out of the work situation and successfully putting them into the schools has been well recognized by MOLE which is now working towards a modified NCLP incorporating some of the strengths of INDUS. It is for the first time that for formulation of the 11th Plan an exclusive Working Group on Child Labour had been set up. Taking into account the inputs given by the INDUS project the Working Group has given its recommendations regarding revision of NCLP scheme. It includes strong linkages with education department and items such as:

- Standard curriculum and learning material based on regular curriculum for smooth transition
- New or adapted bridging modules under SSA
- Teachers' training & a satisfactory method of their selection
- Comprehensive pre-vocational training
- Provision of uniform, school bag & computers
- Strengthening of the health component
- Vocational training for adolescents
- Economic rehabilitation & sensitization of parents
- A special and focused concern for the migrant child labour is brought to the forefront and a National Protocol is drawn up

42. While the need for strong linkages with the SSA are recognized and are sought to be continued it would be important to ensure that the crucial additional staff support at the field level (such as the community workers and education facilitators) are also in place in order that what is eminently sustainable does in reality sustain. The experience of INDUS will be able to give many insights that would be helpful during implementation.

43. The success of the interventions based on established approaches and procedures although sustainable raise another basic issue regarding the need for the continued presence of a project like the NCLP. Access to public education has a preventative aspect besides addressing the issue of assisting the existing child labour who have already entered the world of work. In terms of a time frame children 9 years and above would all cross the age of 14 in 5 years. If the younger ones have been effectively prevented from entering the labour market then the NCLP would be considered successful.

44 Hence it would appear to be imperative that the NCLPs are not continued for ever at any specified location. In fact, their initiation at any location needs to be viewed as simultaneously announcing their exit. On being successful in significantly reducing, if not almost eliminating, child labour at least in the hazardous sectors the justification for its continuance would also end. To put it strongly, in either situation of success or failure the project needs to move out of the localized area. If it has succeeded there would be not be any (or enough) children to require a specially focused intervention. And in case it has failed to substantially achieve its objective with its set of current interventions then again there would appear to be no reason to continue the project.

45. It is therefore recommended that a time frame be built into the NCL Project approach, a reasonable period being set out at the outset. Thereafter, the NCLP could be moved to another location within the district till such time when the district no longer needs its presence. In that eventuality it could move to another district within the state. After an NCLP has moved out from a location a special and periodical monitoring or review could be built in the scheme itself so that the regular programmes like SSA could be alerted to take care of any relapses. This would take note of the fact that an intervention like an NCL Project is not a matter of routine governance but is meant to address a specific problem that is considered to be remediable.

Recommendations:

1. The successful practices demonstrated may be continued through incorporation in the programmes of NCLP and SSA. It may also be necessary to provide for the essential staff at the field level.
2. Special concern areas in respect of child labour that have been highlighted such as amongst the migrant and urban children be addressed in a planned and systematic manner through effective interventions.
3. The concept of Lead Schools may be adopted in all NCL Projects. Integration of work education could be considered for upper primary classes and different models could be studied.⁴⁹ The experiment of setting up education centres for providing crash courses to recent drop outs amongst the older children to bring them back to school may be studied for appropriate interventions.
4. The enrolment of younger children (5-8 years) in the entire NCLP district be a priority to be effectively implemented and monitored for strong preventive action to contribute to the ECL and UEE goals. **Paras 32 to 34 are relevant.**
5. A specific time frame be built into the NCLP Scheme in order that the projects are set up at a particular location for a limited time period and are moved on to other locations after they have completed most of their work.

IX. MONITORING AND TRACKING/CLMIS

1. The child labour monitoring and beneficiary tracking systems should not be considered in isolation if INDUS and its approach to data gathering is being used as a model for replication. There are important questions as to whether if the INDUS approach or elements is adopted nationally, will the information collection and analysis requirements be feasible.
2. At present the beneficiary tracking system follows each child once it has entered the INDUS system either in special education or vocational education and there are virtues in having social service providers know that such tracking is taking place. However there are currently multiple actors who may target children and potentially there are many more, so the question of how many tracking systems will be set and how many the country can support in the long run becomes an issue. In scaling up consideration may need to be given to integrating the needs of child labour related data gathering (as well as other interventions) in the established national systems for data collection.
3. All Governments need reliable, current and homogeneous information to govern and the Indian government at all levels collects and uses much more than many others. But the demand for and supply of information should be examined in toto, in the light of overall needs for policy and implementation and this applies to collection and analysis of data about child labour. None of this implies that current survey methods are not valuable. It merely means that the case for extending the child labour monitoring and beneficiary tracking systems to the national level should consider alternative information needs and alternative sequences of actions to meet them.
4. Consequently exploring how the information collection can be subsumed in the national census is an important point. The next national census is foreseen in 2011. There are important issues that have already been begun to be explored between the MOLE and the National Statistical Office regarding the confidentiality of information collected for the census and whether it can be used to meet the requirements. It is recommended that this dialogue be pursued involving the Planning Commission with the objective of providing timely and useable information to national managers and to civil society in an optimal way.
5. In carrying on this dialogue, attention may need to be paid to the potential for more participatory monitoring. Also some thought needs to be given to how to monitor the situation in a district once the NCLP has completed its work there and has moved on. How can any relapse as regards Child Labour be signalled to the relevant authorities and what are the kind of indicators that could, in a cost effective, non cumbersome way, signal such problems, which are likely to arise some time in the future?

X. PUBLIC SUPPORT AND MOMENTUM

1. Immediate Objective 7 in the Project Document specifically relates to the creation of public support and momentum against child labour and in favour of educational opportunities in the target districts. This gives a rather limited scope to the I.O. However, component 7 on social mobilization along with the output and activities substantially enlarges its scope. The major outputs pertain to the social partners and communities becoming aware of the legal provisions and the negative consequences of child labour and aim towards increased capacity for action. Amongst others, employers, children and the families, political leaders were specifically identified for sensitization, but the workers and trade unions were not targeted. Once noticed, this lacuna was soon rectified through inclusion of trade unions in the plan of action.

Development of Strategy and Tools :

2. Realising the centrality of awareness raising activities for the success of Elimination of Child Labour (ECL), the project systematically developed a strategy for the social mobilisation component in consultation with all stakeholders. As reported by the project, initially each district was asked to initiate a sensitization programme based on broad TORs. The results highlighted the need for a structured and well planned communication strategy alongwith necessary tools. Services of a private professional agency were availed for this purpose. In consultation with the partners, states and districts the agency designed a strategy in a participatory manner for implementation in the field. Besides an overall communication strategy thirty-four tools were developed including films, TV spots and mass media items, handbooks and guidelines to facilitate implementation of this component.⁵⁶

3. The documents and tools developed are of good quality and have been translated into regional languages. Each year the WDACL was used for building up a public momentum and massive campaigns through schools and children were organized. The tools are reported to have been widely used. Apart from the project states some of the other states have also been using the communication material, notably the State Government of Haryana and the North Eastern States requested INDUS to share all the communication material and tools with them. MOLE decided to use the film 'Lost Childhood' for sensitization in all NCLP districts. Special screenings in higher educational institutions, academic modules using the film as a key learning material were prepared and also integrated into the academic syllabi and some under graduate and post graduate institutions. This would help larger dissemination and enable students and future enlightened citizens to be aware of ECL concerns.

Project Partners in implementation

4. The social mobilization component was implemented through certain strategic partners. Apart from the INDUS Project Societies, the State Resource Cells, the Central Board for Workers Education (CBWE) and the Administrative Training Institutes (ATIs) of various states were involved in sensitization and training programmes. At the local level NGO's were also involved in the implementation which was constantly monitored and reviewed. The major accomplishments against this component cited by the Project in its Progress Note include establishing social mobilisation as an integral part of the key action programmes of some of these partners, particularly the SRCs and the project societies. The capacities of government and local partners to raise the profile of child labour was substantially enhanced. Handbook on 'Communication in Action' is said to be one of the most popular publications of the Project.

Occupational Safety and Health (OSH) Issues

⁵⁶ Project Progress Note (19.01.2009), pp.56-57

5. This was an additional aspect addressed in the project, it was originally not there in the Project Document. In view of its importance, the project has reported that it commissioned OSH surveys in each of the 10 identified sectors under INDUS. Within each occupation, hazardous activities were identified alongwith ergonomic, physical and psychological risks and determination of their effects on children and remedial measures possible. National level agencies of the Government of India were engaged for conducting the studies i.e Directorate General of the Factory Advice Service and Labour Institutes (DG FASLI), the National Institute of Occupational Health (NIOH), and the National Institute of Science Technology and Development Studies (NISTADS). The agencies produced separate reports for each sector consisting of physiological, ergonomical and medical industrial hygiene aspects. Safe work practice guidelines were formulated and films for sensitization on OSH issues in the 10 sectors were produced. The results of the studies were used in developing the communication materials under the project. TV spots and one pagers on the likely risks were prepared for use in the TECs during the PTA meetings. The project utilised the opportunity to disseminate and showcase its OSH research through an IPEC inter regional meeting on OSH and child labour organised in Pune, India (2007).

6. The films are reported to have been shown in all the project districts. The safe work guidelines have been especially used in the training programmes for CBWE Education Officers and have been sent to all the trade unions. The technological interventions proposed in the study reports have in addition been presented by the DG FASLI to the labour & factories departments in the project districts. The risks highlighted in the specific sectors when used in the sensitization of parents appear to have made significant impact.

7. In addition, OSH studies have been utilized for developing a paper on the methodology for conducting such studies. GOI, MOLE wanted similar studies to be done for all other hazardous occupations and processes under the CL(P&R) Act but the Project has reported that the same could not be done due to limitation of resources and time.

Action with Workers :

8. There are five major Central Trade Union Organisations (CTUOs) in India namely Bharatiya Mazdoor Sangh (BMS), Hind Mazdoor Sabha (HMS), Indian National Trade Union Congress (INTUC), All-India Trade Union Congress (AITUC) and the Centre of Indian Trade Unions (CITU). Together they have a sizeable membership of 10 million workers. The INDUS project has designed action programmes in consultation with each of them. The project sought their contribution to the goal of ECL in two ways: i) by motivating the workers to send their children to school, and, ii) by ensuring that their workplaces are free of children. If these two could be achieved, it would indeed be a significant step. The APSOs with each of the trade unions aim at mainstreaming child labour concerns into the work of 400 sectoral trade unions affiliated to the national federations. For sensitization apart from the materials and tools designed for general use a Handbook on Child Labour for Trade Unions was specifically produced. At the state level, Trade Union Co-ordination Committees (TUCC) for ECL were constituted and it has been reported by the Project that each of the five unions have nominated focal points at State and District level and have identified their sectoral trade unions for mainstreaming child labour concerns into their regular agenda. At the national level Trade Union Co-ordination Committee for Child Labour (TUCCCL) has also been constituted to steer joint action by all the Unions. The TUCCCL monitoring meetings it is understood, have been supported by INDUS funds and regularly held.⁵⁷

9. The above activities resulted in adoption of resolutions on ECL in the National Executive Committees of BMS, HMS and INTUC. The BMS resolution called upon all their members not to employ children and also to adopt at least one child worker for educational support. Through their

⁵⁷ Project Progress Note (19.01.2009), pp 61-64

members the BMS targeted the release and rehabilitation of a million child workers.⁵⁸ Discussions held with some representatives of CTUOs and the feedback received in stakeholder workshops does confirm that the INDUS Project helped substantially to enhance the earlier effort at awareness generation and was able to bring the child labour concerns in the centre-stage and mainstreamed it into the agenda of the CTUOs. It was mentioned that ECL figures as an issue in all long term settlements arrived at under the Industrial Disputes Act. Linkages between trade unions and government departments like social welfare, revenue, scheduled castes and backward classes were also reported to have been strengthened.

Action with Employers:

10. The project envisaged support of employers in favour of ECL in the sectors employing children as well as those without it. In the case of formal and corporate sector, generally without child labour, employer's role relied on their influential position in the society and with other employers. The sectoral business associations employing child labour were targeted to discontinue the practice. It has been reported that a large number of employers regularly participated in the workshops organized by the project in the districts and states. Relevant sectoral business associations in areas like match and fireworks, beedi, leather textiles, lock and glass making, pharmaceuticals, agriculture etc. (25 in number) were identified and through Labour Commissioners they were motivated to take-up focused action for ECL. The MTE had observed that the project was actively trying to engage employers but public private partnerships were yet to operate significantly. It appears that the project has made some further progress in this direction. Success is reported in some of the outcomes in different states. In Tamil Nadu the employers have released children from brick-kilns, rice mills and textile sector and supported the TECs being run for the withdrawal of children. Additionally they provided for school infrastructure, uniforms, VT for adolescents and jobs for some.⁵⁹

11. In the two metropolitan cities of Mumbai and Delhi large scale action to liberate child labour working in exploitative conditions in zari and embroidery sectors was taken with the help of NGOs. The enforcement drives rescuing 3842 working children from establishments are reported to have had a salutary effect in Mumbai where a large number of children (24,000) similarly working were said to have been released by the employers themselves.⁶⁰ In Delhi 446 children were released and rehabilitated by the authorities. Thereafter, support of the employers in zari and hospitality sectors could be obtained, arrangements for the training of the adolescents are reported to have been recently finalized in the training centres of the Apparel Export Promotion Council in Delhi, Kanpur and Jabalpur.⁶¹

12. The above actions drew attention of the project and the Government to a hitherto neglected sector of migratory child labour. A number of areas requiring planned, systematic and sustained action on the part of many agencies got highlighted. The state governments of Maharashtra and Delhi addressed the issue and with the help of INDUS Project worked on the special interventions required. At the national level MOLE took it up and the project team and the states helped in drawing up a National Protocol on Migratory Child Labour, released by the government in June 2008. Further work on operationalising the protocol needs to be taken up urgently.

13. On an over all basis the strategy adopted for employers' mobilization received recognition at the national level when presented before the CMC in June 2007. The project was requested by the Government of India to prepare a workshop module for use in other states.⁶²

⁵⁸ -----do-----

⁵⁹ -----do-----pp. 64-67

⁶⁰ State Government of MH Presentation at Stakeholders Workshop

⁶¹ Project Progress Note (19.01.2009), p. 66

⁶² -----do-----

Parliamentary Advocacy:

14. An innovative parliamentary advocacy programme has been successfully tried out in the project. The subject of ECL having received attention at the highest political level in Maharashtra and committed social sector NGOs being present in the state a special programme for sensitization of public representatives was designed. With the dual democratic role of raising voice in favour of people's welfare and of making policies for governmental interventions this was a much needed sphere of action. As part of the programme meetings of Members of Parliament (MPs) from Maharashtra were organized at Delhi, joint meetings of Members of the Legislative Assembly (MLAs) from both houses were held during legislative assembly sessions to deliberate on the issue, personal campaigns with individual MLAs and promotion of informal forum of MLAs and MPs. With an improved understanding of the subject it was noticed that there was greater willingness to devote time and resources to it All this contributed to the building up of political will and commitment in the state. The impact was noticeable and resulted in:⁶³

- i) Enhanced interest on the subject reflected in increased number of questions in Parliament;
- ii) Speaker's decision to convene such meetings during Legislative Assembly Sessions;
- iii) Demand for more training programmes on the subject by MLA in their respective Constituencies;
- iv) Demand for organizing a training programme for the staff assisting MLAs and Ministers;
- v) Call attention Motion on the subject of child labour in Assembly Session."
- vi) Interactions with MLAs and MPs revealed better understanding of the subject.

Achievements:

TPR September, 2008 reports the following achievements against the Indicators for IO 7:

	Target	Actual
New partners joining work against Child labour	100	557
Percentage of employers in organized sector reached through social mobilisation activities that take initiatives to make their work place child labour free	100% (2000 employers)	176.4% (3528 emp.)
Joint action at local, district, central levels as a result of advocacy & awareness raising activities	20	301
Percentage of families having changed attitude & behaviour towards child labour)	75% (7500 parents)	118.45% (8887 parents)

It is clear that the targets prescribed have been more than met in terms of the scheduled activities.

Good Practices

15. Development of a structured, planned and participative approach for a generalized component like social mobilization goes to the credit of INDUS Project. Participation of various stakeholders was a major strength. Within a designed framework room for flexibility, local adaptation and initiative was provided.

16. Guided by a needs-based strategy communication and sensitization material was professionally developed and field tested for specific target groups including school children and youth, teachers, adult workers and trade unions, etc. These were then made available for use in raising public awareness. Constant review and monitoring helped in sustaining continued interest and enthusiasm.

⁶³ Study of the Effect on Policy Changes of Indus Child Labour Project, p. 26

17. Partnerships with training institutions achieved the dual results of getting their involvement as well as building up their capacities.

Sustainability

18. Institutionalized mechanisms, comprehensive planning, coordinated implementation, a strong will and commitment of resources are essential for sustaining public support and momentum built over a period of time. A National Steering Committee for child labour in MOLE and District Project Societies in 270 districts (250 NCLP and 20 INDUS districts) already exist. In addition State Project Steering Committees in the five INDUS states, as also in a few other states provide the basic institutional framework for continuation of activities in the area of social mobilization. In addition the capacities of the strategic partners (CBWE, the administrative training institutes, the trade unions and the employers) have been built up in varying degrees for sustaining the momentum.

19. In respect of resources the Working Group on Child Labour for the 11th Plan (for which inputs had been contributed by INDUS Project) assessed social mobilization as a gap area to be specifically addressed by the government and considered higher allocation of resources. Need for an extensive and intensive awareness generation has been recognized and recommended on a sustained basis rather than limit such activities to one time events such as workshops, rallies, street plays etc. In NCL Projects allocation of Rs.1.25 lakhs per annum for local and district level awareness initiatives was made. In addition at the central and state levels need was felt for programmes to be taken up along with suitable funding. For MOLE it recommended Rs.50 crores in 5 years and for the states the Working Group recommended that part of the funds from each district (Rs.1 lakh) be made available for use at the state level. A total allocation of Rs.87.5 crores has been recommended.⁶⁴

20. The importance of comprehensive planning cannot be over emphasized. The states that have prepared over all Action Plans for ECL along with a commitment of resources, like Tamil Nadu and Maharashtra, are much more likely to utilize the institutional capacities built and to sustain and consolidate the gains of the INDUS Project.

Key Findings

22. It is evident that the large number of activities undertaken in the INDUS project gave an impetus to the social movement which had already been going on against child labour. It highlighted the importance of building up a general environment against employment of children on a sustained basis. The MTE had seen this component as one of the most successful aspects of the project.

23. Project has done well to enlarge the scope of the project through inclusion of workers and trade unions and by taking the activities beyond the project areas.

24. A well planned and structured approach was adopted. Developing of basic sensitization materials and tools which inter-alia include an overall communication strategy document, guidelines and handbooks for use by various target groups facilitated implementation of this component. Commissioning of OSH research studies by national level Government of India institutes provided vital information for prevention of children working in hazardous areas and are especially important. These are usable overtime in other areas within India and also globally.

25. Building up of a social mobilization component into overall state action programmes is found to be a useful approach since it provides a framework, lends direction and continuity for specific activities and campaigns under this component. On the whole better work appears to have been

⁶⁴ Report of the Working Group on Child Labour for the 11th Five Year Plan, pp. 33-34

done in such states that have prepared State Action Plans (Tamil Nadu, Maharashtra) as against the states where such comprehensive programmes have not been drawn-up (Madhya Pradesh, Uttar Pradesh, Delhi). Discussions with the project team and stakeholders indicate that this is generally due to a more enabling environment created by factors such as previous implementation of schemes, higher education levels, stronger SHGs and presence of more committed NGOs.

26. Work with trade unions, national and sectoral, has been a significant step in building up a partnership that is essential for attaining the development objective of moving towards ECL.

27. An innovative initiative of parliamentary advocacy has been successfully tried out in Maharashtra which has given a momentum to building up of political will. (refer para 14 above)

28. Involvement of training institutes (CBWE & ATIs) helped in highlighting the issue of child labour and built up the capacities of these institutes, opening up possibilities for mainstreaming of the ECL agenda in the training programmes for Government functionaries in various departments. This is especially significant in view of the need for convergent action and inputs from different departments.

Recommendations

1. GOI may wish to consolidate and continue to disseminate and use the basic communication strategy and tools with a systematic and structured approach. Action programmes for states and districts providing an overall framework for social mobilization activities for ECL may be prepared, reviewed, monitored and shared in national forum.
2. Institutionalised training of government functionaries, NCL Project staff through the continued use of capacities built up with the NLI, CBWE and ATIs.
3. The actions initiated by the CTUOs which have been limited to the INDUS project states and districts may be extended to other areas in view of these organizations having significant presence all over the country. The NCL Project districts already have a base for co-ordinated action with these organizations.
4. GOI and state governments may give financial support for TUCCL Co-ordination committee meetings. This would be necessary to keep up the momentum through constant interaction with the trade unions and a review of their activities and achievements. At the district level it could be built into the NCL projects. Such support would give a welcome opportunity for interaction between the Government agencies and the Trade Unions. Besides knowing the activities being undertaken by the trade unions further action areas could also get highlighted. In addition, this is likely to give a fillip to the enforcement of legal provisions relating to child labour.
5. The research in the area of OSH maybe continued in respect of the sectors not yet covered. The findings of the research may be extensively utilized for community sensitization against children working in hazardous areas.
6. The possibilities existing in the area of employers discharging their 'Corporate Social Responsibility' (CSR) may be used for handling the ECL concerns. CSR is now a well known concept and many business houses have been coming forward to take up social welfare issues. These could be channelled to support withdrawal of children from work and provision of education to them.

7. The Parliamentary Advocacy initiative taken up under the project in Maharashtra has borne fruitful results. In view of the significance of political will for achieving a difficult goal like ECL similar programmes in other states may be encouraged.
8. The possibilities of building up public support around strict enforcement action in the hazardous sectors could be further explored. As evidenced in the rescue and rehabilitation actions in the metropolitan cities of Mumbai & Delhi NGOs co-operated and employers also later on came forward to find solutions and support further activities.

XI. STRENGTHENING CAPACITY

1. The INDUS project sought to build capacities of key government departments, training agencies, and civil society organisations and to sensitise a wide range of stakeholders on child labour issues. It appears in and of itself to have created capacity to eliminate child labour. Some kind of capacity now exists at the centre, at state level and at the district level in the four states in which it has operated.

2. It takes the form inter alia of knowhow about how to implement ECL interventions blending different measures successfully and making effective linkages between policy makers in the centre and doers at the district level. As noted elsewhere the INDUS 'model' can be seen as adding some "incentives" to what previously had been an approach based up on law enforcement. This combination is important and the issue of the right balance that needs to be maintained is a major issue for manager and policy makers going forward.

3. The evaluation mission has heard assertions that there is increased capacity in law enforcement and that this is significant. The evaluation team has no direct evidence to affirm or deny this. There was oral evidence that the law enforcement authorities in some states were working smoothly with the NCLP and INDUS staff to their mutual benefit.

4. A law enforcement approach is certainly one plausible approach to ECL. So is the incentive enriched strategy reflected by various INDUS initiatives. Considering the appropriate combination of these two sets of 'tactics' will be an issue that should be part of a national dialogue on how to move forward. In light of recent Indian history, security, as well as law enforcement concerns, may well increase in importance in the minds of some policy makers in India. Given the recent tendency both in India and elsewhere in South Asia, for concerns over security to take on a higher priority within the agenda of policy and decision makers, it would seem to be important for the future for the ILO to note the need to keep an appropriate balance between law enforcement and incentive elements as the society progresses in its approach to eliminating child labour.

5. The project sought to build capacities of key government departments, training agencies, and civil society organisations and to sensitise a wide range of stakeholders on child labour issues. Capacity building exercises were to be carried out at state level and extended downwards to district, municipal, block and village levels. The aim was to mainstream the child labour function into the regular training activities of the state government and leave behind a model for capacity building on child labour.

6. There has been a great deal of training associated with the project and as noted elsewhere the project has laudably learned from its training programmes and modified them to some extent in the light of experience. Capacity building activities have been carried on at different levels. But the goal at the outset of mainstreaming child labour function into the regular training activities of the state government means that from the beginning there was at least some realisation that eliminating child labour was not a stand alone activity and that it required an institutional and organisational context within which it could operate.

7. However in such an instance the capacity building requirements may be much more.⁶⁵ They would include an institutional dimension as well as an organisational one. If India is to eliminate child labour, then the institutions and organisations necessary to do so in both the public sector and in civil society need to be there or to be created. Capacity is indeed a moving target. So a comprehensive and articulated approach to the institutional framework, organisational capacity and administrative arrangements and capabilities needed in both public sector and the civil society was and is still required. It does not appear to have emerged yet. Had the UN country team and in particular UNDP been more alert to the progress of this project then perhaps a more articulated approach to institutions and capacities might have emerged.

8. It is noteworthy that the mid term evaluation had noted that “Despite challenges in implementation, *all* the INDUS components – ‘Plus’ and otherwise - have shown enough merit to warrant their consideration for inclusion in national child labour interventions such as the NCLP and SSA. This includes the important capacity building component which has not been covered by the MTE, but which according to many stakeholders and the evaluation team’s observations has already made a contribution and is imperative for the long-term success of ECL. However in view of the need for cost-effective interventions, the cost implications of specific elements compared to the value that they add to the results should be studied in greater detail before final decisions are made (see below). This can be undertaken by the evaluation team during final evaluation.”

9. In the event circumstances were not propitious for the Final Evaluation team to do so. More importantly such a study, however timely, would not have been proper. The real study that needs to be done is in the context of whatever strategy India decides to employ over the next 25 years and that should be done as a serious exercise and is well beyond the scope of a brief evaluation mission containing principally external consultants.

10. It should go well beyond a consideration of cost effectiveness to one of the kind of structure of capacities needed for the “sequential approach aimed at gradual improvement starting with removal of child labour from dangerous jobs and sectors”⁶⁶ It would cover the institutional arrangements as well as the organisations that would need to be created and those that would need to be destroyed along the way. Hopefully the follow up to the project will provoke such a response.

11. There is also the issue of governance in the implementation of any expansion of the INDUS approach to the national level. There are signs up in the airports through which the evaluation team

65 Capacity building, in its earliest form, meant training of individuals. By the 1970’s, at least for its proponents in the United Nations, and some bilateral donors, it also mea Civil aviation, industrial standards, geological survey, meteorological, nutrition, soils and tele-communications organisations were established with the support of the UN development system by the 1970’s in many recipient countries. Much of that support was initially successful. Institutions were created or strengthened and some functioned well. Yet success was not always durable. The reasons for the ills that afflict many organizations and institutions in recipient countries are complex and change. But one is that capacity is a moving target, so capacity created at a point in time cannot be assumed to remain relevant, unless the institutions, organisations and individuals concerned evolve and progress. Modernizing societies are by definition in a process of continuous transformation and so many of their institutions and organizations have to change and do so continuously.

The concept of capacity building used by the UN system had to move beyond the initial notions of human resource development and institution building, since it was necessary to see the institutional changes in a national context, at a macro level, which includes the capacity of the institutions of a country to manage policy and programme formulation, budgeting and financial management, development planning, implementation, coordination and performance monitoring and evaluation of development operations. Legal and political functioning of the country was relevant, including its state of governance. Individual institutions were not seen as independent and isolated actors any longer but part of larger systems or networks. The more dynamic changes in the external environment in which institutions operate, the greater the challenges that existing organizations and institutions faced. Capacity-Building for Poverty Eradication, Analysis of, and Lessons from, Evaluations of UN System Support to Countries' Efforts, Introduction p.7. United Nations 2001.nt, for newly decolonised states, the establishment of basic technical and scientific institutions or for others the strengthening and updating of such organisations.

66 See above Chapter I Para 3

travelled, referring to the issues of rent seeking behaviour, though most administrators asked about the issue displayed some reluctance to address it. However it is relevant and while it would be rash for a modest project evaluation to try to pronounce on this complex and sensitive issue it may be legitimate and even useful to present the issue as much as an opportunity as a problem.

12. In interactions with self help group members it appeared that some of the income generating activities which they undertook were affected by rent seeking behaviour of various kinds of officials. They welcomed the access to increased sources of finance but appeared to be no less vulnerable to local money lenders than before the INDUS interventions. In some other countries such self help groups have, by adding to the knowledge and self awareness of the group members, empowered them to minimise the rents they have to pay. Perhaps including this dimension in discussions with the parents of the child labourers may also empower them and strengthen the capacity and the sustainability of their small groups and the ability of their children to stay in school.

13. If these practical issues of governance in peoples' daily lives can gradually, and in a socially acceptable way, become part of the dialogue within the self help groups, and perhaps even part of the curriculum in the in the TECs and the SSA schools, then considering the capacity dimensions of a national approach to eliminating child labour can become the vehicle for advancing a variety of initiatives linked to wider issues of poverty reduction and enhancing human capabilities.

Key Findings

1. The capacity building that has taken place has been principally training and has been effective as far as it goes. It could have gone further.

What was needed was a realisation that institutional and capacity changes needed to be seen in the overall context of what was going on at district, state and national levels, that some capacities need to be created for the long term, while others can be more ephemeral, that a sustainable approach to ECL required such a framework to enable policy makers and society to make reasoned judgements about the feasibility of ECL and the path to be followed in achieving it.

Recommendations

1. ILO/IPEC and SRO may wish to explore with the Government the institutional and organisational capacity requirements of achieving ECL nationally, possibly involving the rest of the UN Country team, notably UNICEF and UNDP in the process.

XII. KNOWLEDGE MANAGEMENT

Project Approach and Strategy

1. The project was required to generate interest in issues of child labour amongst non-INDUS-supported states across the country in order to share knowledge of successful strategies, activities, and models. In generating interest, it was hoped that other states would adopt child labour mitigation strategies to combat a nation-wide problem. In INDUS-supported states, the dissemination of information is the responsible of State Resource Cells (SRC). INDUS therefore established a National Resource Cell (NRC) to disseminate information, conduct research, and produce documentation. The NRC did not eventuate as planned due to its limited profile. INDUS therefore decided to disseminate knowledge of the project and child labour issues through the NCLP's Central Monitoring Committee meetings.

Knowledge Sharing and Interest

2. The INDUS Project generated interest and conducted knowledge sharing across states predominantly through the following mechanisms:

Publications

- INDUS Project Operational Guidelines

Training modules

- sensitization on child labour issues
- for teachers
- for Village Education Committees
- trainee reference material

Handbooks

- how to conduct child labour surveys
- child labour for trade unions
- convergence strategies
- analysis of Census 2001
- vocational skills for adolescents
- Project Activities and Results
- child labour survey analysis
- good practices and lessons learned
- tracer studies on vocational graduates

Manuals

- for community workers
- Training

Case Studies

- Child Based Monitoring and Tracking System
- Child Labour Monitoring Information System
- Beneficiary Tracking System

Workshops

- National consultations
- Development of State Action Plans
- Responding to requests for assistance and knowledge
- Inter-state cooperative activities, particularly in relation to migrant child workers

- Partnership organisations (i.e. National Council of Educational Research and Training)

Achievements

3. The quality of the INDUS publications was of high standard and usability. Three publications that stand out for being of the highest quality with exceptionally high usage are: (1) training modules on the sensitization of child labour; (2) the INDUS Operational Guidelines; and (3) the handbook on Communication in Action.

4. Many of the publications have been adopted by other states across India with the INDUS team providing workshops on the guidelines, manuals and handbooks. They have also been used to contribute to the government's 11th Five Year Plan, to include the issues of child labour, child trafficking, bonded labour, and migrant child labour. The 2006 Central Monitoring Committee (CMC) meeting, convened by MOLE, validated the project's key approaches to combating child labour and recommended scaling up child labour activities to all districts through the integration of project components. Following the CMC, INDUS prepared a detailed recommendation to GOI to feed into the 11th Five Year Plan document. INDUS also participated in regional consultations and provided inputs to MOLE to enable states prepare for effective implementation mechanisms for the inclusion of child domestic labour, and work in restaurants and dhabhas, in the 1986 Child Labour Prohibition and Regulation Act's (CLPRAs) list of prohibited activities.⁶⁷

5. One example of a national consultation to five project states and six new states (identified by GOI), including officials from state labour and education departments, launched the "Convergence Strategies" publication. The Mid-Term Evaluation recommended that INDUS "build more links that can effectively strengthen convergence and build on synergies between different initiatives based on identification of potential weaknesses in the current system". To this effect, INDUS held national consultation workshops which contributed in gaining acknowledgement of convergence at state and national levels. INDUS also put in place institutional mechanisms at state level such as the state project steering committees (SPSCs) and state level committees under chairpersonship of the chief secretary supported by State Resource Cells. At national level, the Core Group on Convergence under the secretary MOLE is actively pursuing the convergence initiative. Hence, the focus on NCLP, SSA, mainstreaming child labour across all relevant government policies, legislation and schemes for the permanent elimination of child labour is the core strategy/model for INDUS's convergence approach to the elimination of child labour (ECL). The 2008 Central Monitoring Committee meeting, convened by MOLE, formally positioned the "Convergence Based Model" as the future direction for the programming on ECL in India.⁶⁸

6. The timebound state action plans were regarded highly by stakeholders interviewed. The INDUS team assisted government officials with the process of establishing state action plans to operationalise the vision of constructive and strategic planning to combat and mitigate child labour, as well as to mainstream children withdrawn from hazardous work into the state government education system. Stakeholders commented that this was the first time that they had undergone such an exercise. It was the first time that child labour was brought into the state planning structure, whereby resources, funding, systems, and existing agencies could be brought together to address the issues in a coordinated manner. Hence, the state action plans were "vision building exercises" that brought the issue of child labour into high visibility on the state agenda.

7. Enforcement Officers in Tamil Nadu have started using the Minimum Wages Act to prevent and eliminate child labour. Inspections and prosecutions have increased as a result of the implementation of the state action plan.⁶⁹

⁶⁷ INDUS Project Progress Note, p4

⁶⁸ INDUS Project Progress Note, p4

⁶⁹ INDUS Project Progress Note, p73

Sustainability

8. State Action Plans have also been developed in non-INDUS-supported states, with assistance by INDUS, to set time-bound visions for combating child labour in the states. The SAP's aim to achieve the mainstreaming of child labour into the state agendas, specifying roles and responsibilities for government departments, and linking child labour issues to the SSA education scheme.

9. Another major area in which child labour issues will be disseminated widely is the formation the 2008 launch of the Post Graduate Diploma in Child Labour, affiliated with Pune University, developed by a partner NGO working with INDUS in Maharashtra that includes lessons learned during the INDUS project. The course duration is one year, with thirteen modules that integrate ILO Conventions and information into the course. There is also a Certificate Course in Child Labour, offered over six months, in which topics include child protection, child rights, and child development.

Recommendations

1. INDUS publications, including training modules, guidelines, handbooks and manuals, should be kept in one repository, preferable with ILO, and made available to the government at national and state levels, and made available to child labour stakeholders and the general public on request.

XIII. CONVERGENCE

1. Lack of educational opportunities and poverty have long been seen as the twin causes of child labour. INDUS aims at making the former available in partnership with those who were responsible for providing it. The goals of the two key Departments; Labour, who wanted working children out of the hazardous job situation and Education, who wanted all children up to 14 years of age in school, merged. The children were to be withdrawn from where they should not be and put in a place where they should be. To achieve this it was imperative that these two worked in unison. For their respective goals each department has a programme. The Department of Labour had set up the National Child Labour Programmes (NCLPs) in areas of concentration where children worked on hazardous jobs and had already set up such projects in 100 districts in the country. The Department of Education had Sarva Shiksha Abhiyan (SSA) a much larger campaign, spread all over the Country to achieve the Universalisation of Elementary Education (UEE) goal. Investing in all the children of the country with Education as a fundamental right under the Constitution of India, through a constitutional amendment, had given a great impetus to the EFA movement.

2. To achieve the common goal, INDUS attempted to work all along in partnership with the SSA. It worked very well because the design of the project had special thrusts and mechanisms that could lead to a successful venture. Aspects of the two programmes of NCLP & SSA that required strengthening were identified and provided for in INDUS and these were clearly recognized as items added to each one and designated as “NCLP plus” & “SSA plus”. There was joint ownership in terms of targets, activities and finances along with specific roles and responsibilities set out for functionaries at different levels. Appreciation of a relationship of interdependence led to the realization that achievement under one programme was also achievement for the other. Since in INDUS the NCLP & SSA would necessarily sail or sink together there was an extremely good co-ordination at all levels from policies, guidelines and thrusts to the field functionaries. In fact, it appears that INDUS was able to infuse a sense of enthusiasm in the two departments as moving forward together seemed possible.

3. With a view to operationalising a fruitful convergence of the two programmes, the entire planning and implementation of activities were jointly worked out from the beginning of the Project. A series of meetings were organized by the project with the Ministry of Labour & Department of Education in Ministry of HRD to thrash out issues relating to strategies and inputs, line of command and co-ordination, flow of funds, roles and responsibilities. Resource groups were constituted for concretizing the interventions to be carried out through the SSAs which were finalized in State Level Workshops. For co-ordination at the State and district levels labour representatives were nominated on the SSA committees and vice versa state and district co-ordinators for INDUS project were nominated by the Education Department. SSA’s District Elementary Education plans were shared with the labour department. Draft APSOs were developed and finalized for each project district and state SSA units delineating clearly the outputs, activities and funds specifically indicating the roles and responsibilities of the various functionaries.

4. This experiment of convergence between activities of at least two departments extended over a period of five years gave a very good opportunity for joint implementation of common goals. This resulted in an improvement in a number of areas in which additional support in terms teachers training modules, activity centres and vocational training could be given from INDUS thereby, of infrastructure, strengthening the identified ‘lead schools’ under the Education Department. Together they were able to work more effectively in bringing back a difficult target group of dropped-out children namely the child workers. The support mechanisms were such that had possibilities of replication and use by non-project area schools in different districts and States. It has been well recognized by the SSA that such extension of support mechanisms were tried concurrently during the project period itself. The qualitative outcome, in terms of better enrolments

and retention, has clearly come out in the general observations of the project, even though specific and exact data comparing achievements in the project and non-project areas may not be available.

5. For progress towards a situation without child labour, possibilities exist for an effective and fruitful convergence in another key area of poverty alleviation. Joint interventions could be planned in child labour endemic areas for enhancing income levels of poor families in rural and urban areas with the Ministries of Rural Development and Urban Development. This would require a special and focused approach by all government departments concerned and arriving at it is just part of the larger complex of institutional issues raised by the experience of the INDUS project.

6. With a plethora of programmes in the country that aim at very fundamental development goals in areas of poverty, education, health, economic security etc., for different target groups, categorised on different bases such as age, sex, caste, income levels, geographical areas like rural urban etc., there is bound to be a great deal of overlapping. The beneficiaries are bound to fall in more than one category. Hence in every department and every programme need is felt for bringing together programmes of different agencies for the benefit of targeted groups. It would therefore be advantageous to draw some lessons on the issue of convergence from this experiment in INDUS project. The context in which convergence is workable, the essential elements that make convergence successful in a dynamic situation could be easily identified.

7. What are the elements that encourage a spirit of co-operation and complementarity as against a situation of conflict that would create an enabling environment for successful convergence? These could be set-out as broad guiding principles for a framework of convergence wherein areas requiring flexibility in policies and implementation could be indicated. Constant monitoring and review would of course have to play a crucial role in making any convergence a success. The INDUS experiment has clearly shown that, while convergence is an entirely desirable goal, which is eminently suitable for purposes of economic use of resources and efficacy in terms of results it requires a great deal of sustained planning and co-ordination and that poses a set of capacity and institutional issues that need to be addressed in any move to extend the approach to the national level. The community of overseas Indians contains many very experienced practitioners and academics, who have researched these issues and/or managed and implemented relevant policies and strategies elsewhere and who could be enlisted in this process. the ILO/SRO in concert with UNICEF and the rest of the UNCT may wish to take a lead in encouraging their involvement.

XIV. SOME KEY FINDINGS

1. The development objective has been met to a significant degree.
2. The project made significant achievements against almost all of the immediate objectives
3. Children have been withdrawn from the labour force, educated and trained for the world of work. The numbers withdrawn exceed the original targets.
4. Target community capacity has been enhanced. Compliance with policy and legislation appears to have improved in the four states and one district in which the project has been active.
5. However both development objective and immediate objectives were relatively modest given the scale of resources available from both GOI and US/DOL and the scale of the overall problem.
6. Under the rubric of capacity building there has been a lot of training. Much of it has been effective in so far as it goes. However the capacity building requirements need to include both an institutional dimension as well as an organisational one.
7. Eliminating Child Labour will require a comprehensive and articulated approach to the institutional framework, organisational capacity and administrative arrangements and capabilities needed in both public sector and the civil society. It does not appear to have emerged yet.
8. The issue of whether eliminating child labour should be approached and managed as a stand alone issue or as a process integrated in India's approach to poverty elimination is a major forthcoming question for the society at large through which the UN system, appropriately mobilised, may be able to make an ongoing contribution to development that is both sustainable and human.
9. A more extraverted system for reporting on INDUS as a pilot and exploratory venture might have done more to argue for it as a model for further replication.
10. National thinking about eliminating child labour has evolved considerably from a law enforcement approach to one based on constructive social action at different levels of society so in advocacy terms INDUS appears to have been effective
11. There are some indications that INDUS has made a contribution to changing the view of child labour, as only a rural phenomenon to one that is also urban, with obvious implications for the design and implementation of any response. It has also helped in modifying the approach from one limited to hazardous industries to an area based approach.

National ownership has been important. The budget was funded in almost exactly equal shares by GOI/MOLE and US/DOL This may have facilitated integration of the project in the relevant national structures. Close integration appears to have advanced not only immediate project achievements but also larger project impacts through an enhanced sense of national involvement

SOME LESSONS LEARNED AND GOOD PRACTICES

1. The budget of nearly \$41 million was funded in almost exactly equally between GOI/MOLE and US/DOL. Although the funding streams were managed separately, this arrangement appears to have worked well. It may have facilitated the closer integration of the project in the relevant national structures at all levels. That close integration appears to have been a positive factor in advancing not only immediate project achievements but also larger project impacts through an enhanced sense of national involvement.
2. National ownership is important at any time but particularly in an area with the geo-political overtones of a subject such as elimination of child labour and so close involvement of the project with government implementing partners has been a significant contributor to project achievement.
3. The effectiveness of UN technical agencies with advocacy responsibilities such as the ILO can be magnified by judicious use of partnerships with other members of the UN Country team with related responsibilities and complementary technical capacities.

XV. SOME RECOMMENDATIONS

1. ILO/IPEC and SRO may wish to explore with the Government the institutional and organisational capacity requirements for achieving ECL nationally, possibly involving the rest of the UN Country team, notably UNICEF and UNDP in the process.
2. In those districts where the NCLP has completed most of its work, the GOI may wish to consider reallocating the resources to states and districts more in need.
3. GOI may wish to continue to pursue the idea of certification of students on completion of non-formal education, preferably on a national level, as a method of providing access to other educational interventions (formal and non-formal), retention in educational programs, and pathways into further education and training.
4. MOLE and the ILO/IPEC may wish to continue to monitor the status of vocational students who have not yet found employment in September 2008 to maximize their potential to move into employment or self-employment.
5. ILO/IPEC and the SRO may wish to conduct a comparative study, in close collaboration with the Planning Commission, of the effectiveness and impact of the two INDUS vocational training models: (1) Public-Private Partnership model; and (2) Attachment model.
6. GOI may wish to continue to pursue the idea of certification of students on completion of vocational training and its recognition on a national level.
7. MOLE may wish to promote student participation in future child labour projects for the empowerment of youth and greater awareness-raising of child labour issues.
8. The INDUS Transitional Education Centre sub-study should be completed and include an in-depth analysis of the elements of the model, their impact, which elements could be cost-effectively replicated, and a further follow-up of the impact of certification on child workers and migrant child workers.
9. The INDUS Vocational Training sub-study should be completed and provide an in-depth analysis of the elements of the models and their impact, with further analysis of the preferred training period, the demand-driven approach, implementation best practices, a cost-benefit- analysis and the feasibility of continued public and private collaborations is recommended.
10. The INDUS sub study on impact of income generation needs to be completed at the earliest and the project should ensure that the analysis it provides is an in depth one and is able to give guidance in respect of future interventions for the purpose of giving economic security to the families of working children.
11. Guidelines prepared by the project could be further developed and finalized taking into account the results of varied procedures and options availed of in different project districts.
12. For child labour profiling (and monitoring through the Beneficiary Tracking System), data collection should include: (1) the number of hours worked (to track whether children increase, reduce or eliminate their working hours and to determine whether they are re-lapsing into child labour); and (2) whether the child is a head of household (to assess the level of support, guidance, counselling, and income generation training and/or support).

13. From the beginning of the new Convergence Project and in the NCL Projects the collection of base line data as well as subsequent annual data could be planned in order to be able to assess easily the impact on income levels under different models and also to see what interventions need to be continued.
14. Involvement of other key departments as partners in the project implementation could be considered in areas of income generation and other benefits for families of working children, building upon the success in the case of educational support provided to child labour jointly with the SSA programme of the education department.
15. The successful poverty alleviation interventions could be studied to give guidance as well as to understand the broader dimensions of the problem of child labour. The question of most child worker families not falling under the BPL category also needs to be studied more closely to see whether they are erroneously left out due to migration, corruption etc., as alleged, or whether their non-inclusion is on account of their ineligibility. The two eventualities would call for different actions and interventions.
16. The successful practices demonstrated by the INDUS project in providing access to quality education may be continued through incorporation in the programmes of NCLP and SSA.
17. Special concern areas in respect of child labour that have been highlighted such as amongst the migrant and urban children be addressed in a planned and systematic manner through effective interventions.
18. The concept of Lead Schools may be adopted in all NCL Projects. Integration of work education could be considered for upper primary classes and different models could be studied.
19. The experiment of setting up education centres for providing crash courses to recent drop outs amongst the older children to bring them back to school may be studied for appropriate interventions.
20. The enrolment of younger children (5-8 years) in the entire NCLP district should be a priority to be effectively implemented and monitored for strong preventive action to contribute to the ECL and UEE goals.
21. A specific time frame be built into the NCLP Scheme in order that the projects are set up at a particular location for a limited time period and are moved on to other locations after they have completed most of their work..
22. GOI may wish to consolidate and continue to disseminate and use the basic communication strategy and tools with a systematic and structured approach. Action programmes for states and districts providing an overall framework for social mobilization activities for ECL may be prepared, reviewed, monitored and shared in national forum; also institutionalised training of government functionaries and NCL Project staff through the continued use of capacities built up with the NLI, CBWE and ATIs.
23. The actions initiated by the CTUOs which have been limited to the INDUS project states and districts may be extended to other areas in view of these organizations having significant presence all over the country. The NCL Project districts already have a base for co-ordinated action with these organizations.
24. GOI and state governments may give financial support for TUCCL Co-ordination committee meetings. This would be necessary to keep up the momentum through constant interaction with the trade unions and a review of their activities and achievements. At the district level, it could be built into the NCL projects. Such support would give a welcome opportunity for interaction between the

Government agencies and the Trade Unions. Besides knowing the activities being undertaken by the trade unions further action areas could also get highlighted. In addition, this is likely to give a fillip to the enforcement of legal provisions relating to child labour.

25. The research in the area of OSH may be continued in respect of the sectors not yet covered. The findings of the research may be extensively utilized for community sensitization against children working in hazardous areas.

26. The possibilities existing in the area of employers discharging their 'Corporate Social Responsibility' (CSR) may be used for handling the ECL concerns. CSR is now a well known concept and many business houses have been coming forward to take up social welfare issues. These could be channelled to support withdrawal of children from work and provision of education to them.

27. INDUS publications, including training modules, guidelines, handbooks and manuals, should be kept in one repository, preferable with ILO, and made available to the government at national and state levels, and made available to child labour stakeholders and the general public on request.

ANNEXES

ANNEX 1: Terms of Reference

Preventing and Eliminating Child Labour in Identified Hazardous Sectors (INDUS Framework)

Final draft of 12
December 2008

Terms of Reference For Joint Final Evaluation 2008

Partners contribution/component:

- **Government of India: US \$ 20'000'000**
- **US DOL: USD 20'881'602 in projects implemented through ILO**

Preventing and eliminating child labour in identified hazardous sectors in INDIA
(child labour component and education component) (see below for details)

IRIS	TC	Title	End date
10511	(P.270.05.325.050) IND/01/P50/USA	Preventing and eliminating child labour in identified hazardous sectors (child labour component) (Umbrella INT/01/P04/USA)	Closed on 30 Sep 06
12524	(P.270.05.325.052) IND/04/P52/USA	Preventing and eliminating child labour in identified hazardous sectors (child labour component)	31 December 2008*
100102	P.270.05.325.053) IND/05/P50/USA	Preventing and eliminating child labour in identified hazardous sectors in India	31 December 2008*
100613	P.270.05.325.051) IND/06/P50/USA	INDUS- Migrant Child Labour Addendum	31 December 2008*
10510	(P.270.05.325.002) IND/01/P02/USA	Preventing and eliminating child labour in identified hazardous sectors (Education Initiative component)	Closed on 30 Sep 2007

I. Background and Justification

Background to Final Evaluation

* Under extension till 31 March 2009

1. INDUS Child Labour Project is a technical co-operation project of the Government of India and the Government of United States of America. ILO is coordinating the project implementation in active partnership with State Governments; district National Child Labour Project (NCLP) Societies and Sarva Shiksha Abhiyan (SSA) Societies. The INDUS project is a joint programme with a multi-layered operational framework. The project has a comprehensive approach with focus on ten identified hazardous sectors for elimination of child labour. INDUS Project was designed and conceived as a complimentary effort to the NCLP and SSA. Hence, while continuing with the existing components in the NCLP and SSA system, the INDUS also implements additional, components which are referred to as NCLP Plus (+) and SSA Plus (+). The idea of Plus activities is to pilot test those in the INDUS Project and if they are found useful and successful, replicate these initiatives in the remaining NCLPs and SSAs in the country. Hence, INDUS Project initiatives have to be viewed as NCLP Plus and SSA Plus pilot initiatives, attempting to develop replicable models for up scaling by Government of India and in other ILO-IPEC Projects. The evaluation will thus need to consider all components relevant for the INDUS project – links to NCLP and SSA as well as the Plus elements.
2. The INDUS Project Document states that “there will be a final independent evaluation of the project by the MOL, MOE, USDOL and ILO”. A joint mid term evaluation of the Project was conducted during October-November 2006 by a team of consultants nominated by the MOL, MOE, USDOL and ILO. The interim evaluation was completed in 2006 with first comprehensive draft report circulated in April 2007 for initial feedback and use. Due to the extensive input received from key stakeholders during the review the second and final version of the report of the joint interim was circulated only in May 2008.
3. The agreed evaluation process calls for a joint final evaluation of all components The project document stipulates the use of ILO/IPEC evaluation principles to arrange a final independent evaluation by GOI, US DOL and the ILO – “The terms of reference of the joint evaluation (issues to be addressed, approach, methodology and timing etc.) will be decided in consultation with USDOL and GOI-MOL” (Project Document). The evaluation unit at IPEC headquarters (the Design, Evaluation and Documentation section or DED) should coordinate the evaluation.
4. Evaluation of Technical Cooperation projects and programmes has a long history in ILO with traditional tripartite evaluations by government, funding agency and executing agency. The principles for such evaluations are well established in the ILO, and there is considerable further experience of managing independent and credible multi-stakeholder programme level evaluations of linked and complementary activities. IPEC consistently applies a consultative process for determining the nature of evaluations, including the drafting of Terms of Reference (TORs).

Background to Components of the “INDUS framework”

1. The INDUS Project works in a federal environment. At the National level, the project seeks to develop a comprehensive ECL model by closely working with the NCLP and SSA Programmes. Recognising that the state governments set up their own development agendas and priorities and an enabling environment at the state level is crucial to the success of any ECL efforts, the project is actively and systematically engaged in the process of involving the state government as an active partner. As the district is the key operational level for implementation of Action Programmes and effecting change, the project seeks to strengthen and engender a more participatory approach to elimination of child labour.
2. The Project was initially implemented in 20 districts in the States of Madhya Pradesh, Maharashtra, Tamil Nadu and Uttar Pradesh and the National Capital Territory of Delhi was added subsequently as 21st district.
3. The key components of the Project are as follows:
 - **Enrolment in public elementary education.** The project targets a large proportion of young children (5-8 years) for enrolment in elementary education. It believes that progressive elimination of child labour is directly linked to full enrolment and retention of children in the formal education system.
 - **Withdrawal and provision of transitional education.** Recognizing the special needs of older working children (9-13 years), the project focuses on providing a bridge course through transitional education to enable a smooth transition to mainstream either formal education or to vocational training.
 - **Strengthen Vocational Training (VT).** Given that the objective of the Project is to present demonstrable models for withdrawal of child labour, it places special emphasis on providing skill training to older child and adolescent workers (14-17 years). Efforts are being made to either complement the existing trade skills or to introduce allied marketable skills and forge linkages with employers.
 - **Local Community Institution Building through thrift and credit management and enhancing women's socio-economic status.** Recognizing the significant contribution that parents of rehabilitated child labour can offer in transforming the attitude of the family and community towards child labour, the project specifically targets mothers of children enrolled in Transitional Prevocational Education Centres (TECs) through the formation of viable self-help groups (SHGs). To compensate the families' real or imagined loss in releasing the children to participate in the educational system, efforts are made to organize mothers of child workers into “self-help” groups. The revolving funds for the SHGs and training of women members are done through a convergence mechanism with the Government of India’s income generation programmes. Interested mothers are encouraged to avail short-term vocational skill training programmes at the ITIs.
 - **Strengthening public education of child workers.** Given the proven role of access to education in reducing the incidence of child labour, the project recognises the need to

strengthen the primary education infrastructure and improve quality of education in project areas.

- **Social Mobilization.** Social mobilization seeks to involve as many groups and individuals as possible to help change social norms or values related to child labour in affected communities, to mobilise the considerable existing resources of civil society for the cause, and to help make the general public aware of the problem of child labour and its negative consequences.
 - **Capacity Building:** The project seeks to build capacities of key government departments, training agencies, and civil society organisations. It also seeks to sensitise a wide range of stakeholders on child labour issues. Capacity building exercises are carried out at state level and extend downwards to district, municipal, block and village levels. The aim is to mainstream child labour functions into the regular training activities of the state government and leave behind a model for capacity building on child labour.
4. An integral part of these activities is the design and implementation of a sustainable child labour monitoring system that could complement the enforcement by the Ministry of Labour and Department of Education of child labour legislation and compulsory education policies.
 5. While developing detailed work plans for implementation of the Project, the Project team had broadened the scope of “Sensitisation and capacity building of government agencies and civil society partners,” “social mobilisation activities including working with the workers and employers organisations” components and added the following new components:
 1. Mainstreaming child labour concerns in workers education programmes in India and
 2. Action research on occupational safety and health of child labour in hazardous sectors

Links to NCLP and SSA

6. The project by design includes two types of activities. One set which currently are being implemented by existing NCLP and SSA and another which additional elements that are being piloted under the “Plus” category. All activities under different components of the project are intrinsically linked and complement the NCLP and SSA programmes. The project aims to streamline and evolve mechanisms to support the delivery of activities planned under the NCLP and SSA as well as pilot “Plus” elements to strengthen child labour elimination efforts in the country.

Current Status of the Project:

7. The project adopted a participatory method to identify beneficiaries. The Listing operation in 20 project districts across four subject States revealed a total of 2,72,265 child workers. Enrolling child workers in schools, transitional education centres and vocational training centres is seen as a key strategy for rehabilitation of child and adolescent workers withdrawn from work. Most of the project activities have been

completed at the field level. Forty three thousand and fourteen (43,014) children in the age group of 9-13 have been withdrawn from work and enrolled in 937 TEC's These TECs have now been taken over and are funded by the Government of India with effect from 1 September 2007. The Project has now reached 100.06 per cent of the target by enrolling 20,012 adolescents against the target of 20,000 adolescents. Fifty eight per cent of these children have obtained gainful employment as against the set target of 50 per cent. A total of 48,693 children in the 5-14 age group have been enrolled in government schools. The public education system has also taken cognizance of child labour as a focus group and incorporated child labour concerns right from the stage of initial planning and drawing up of District Elementary Education Plans (DEEP) and annual plans for the achievement of Universal Elementary Education (UEE). The project gained useful insights by working closely with the public education system. The Project has mobilised mothers of rehabilitated child workers to form in to 1,031 Self Help Groups as against the target of 500 SHGs and assisted them to access micro credit and income generation training opportunities by linking them with the ongoing government schemes.

8. The project has systematically worked at developing a comprehensive multi-pronged communication strategy. A variety of tools have been developed to aid awareness raising efforts at the field level. All the tools have been disseminated and efforts are being made to ensure proper usage through local resource mobilisation. Realising the important role of trade unions and employers' organisations in ensuring child labour free work places and in preventing child labour, the project has extensively engaged in a dialogue with the five central trade unions as well as sectoral business associations. The five central trade unions have come together and formed a Trade Union Co-ordination Committee on Child Labour (TUCCL). All the central trade unions have taken a strategic shift to focus their attention to take the fight against child labour at the grass roots level by mainstreaming child labour concerns in to the regular activities of the sectoral trades unions.
9. Strengthening the capacities of state institutions, government agencies and civil society partners is one of the key components of the Project. The Project through two key partners VV Giri National Labour Institutes and YASHADA implemented the capacity building component and reached a large number of stakeholders. The project conducted an action research to study the occupational health and safety that could provide solutions to protect adolescents and young adults from hazards at work places. The project developed a card based Beneficiary Tracking System to assist in better project management and piloted a Child Labour Monitoring System for broader application.
10. The project invested substantial amount of time and effort to raise the profile of child labour in the target states and districts and to prioritise the child labour issue in the state development agenda. The State of Maharashtra with the active assistance provided by the Project developed a comprehensive State Action Plan for the Elimination of Child Labour with time bound targets and allocated state resources. The State of Tamil Nadu vigorously pursued implementation of the State Action Plan and developed a New State Action Plan for tackling Child Domestic Labour. The Central Monitoring Committee of the NCLP recommended up scaling of several NCLP plus components piloted by the INDUS Project into the NCLP revised scheme. The Working Group on Child Labour constituted by the Planning Commission also recommended up scaling of several

INDUS components in the NCLP programme during the Eleventh Five Year Plan (2007 – 2012).

11. The Project prepared an 'Exit Strategy' in consultation with stakeholders with an objective to prepare the partners to take over and sustain results of project interventions as the project exits from field areas. Some activities during this phase were aimed at disseminating project learnings in non-project areas and demonstrating operationalization of convergence mechanisms for various components in transition, public and vocational education.
12. Discussions and initial planning is underway for a follow-up project that is intended to include technical support to the scaling up of the INDUS components.

II. Purpose and Scope

13. The Final Evaluation will be done during January-February 2008. The evaluation will assess the achievement of the project as a whole as well as for the individual components and their linked or joined activities. Strategic lessons learned will be identified and recommendations put forward to be considered in further child labour programming by Governments and other international agencies. The evaluation will also recommend measures for promoting long-term sustainability of the INDUS Project results and impact.
14. A specific focus will be on reviewing elements of the model developed by the INDUS Project so that complete, externally reviewed documentation of the project is available as basis for further action and scaling up. This is particularly important in view of the consideration for further technical support to this scaling up.

III. Suggested Aspect to Consider

15. The specific issues and aspects to be addressed in the final evaluation will be identified through the consultative process with stakeholders in the initial stages of the evaluation and based on review of the project documentation and other relevant documentation.
16. Some broad areas in which specific aspects to be addressed can be identified are:
 - Validation of the strategic approach, including any changes in the strategies used
 - Achievement of project objectives and outcomes, including reaching the target groups, and contribution to broader national action
 - Mainstreaming of INDUS Project learnings, good practices and lessons into the policies, programmes, budgets and documents of governments
 - Key concerns, lessons learned and emerging good practices
 - Evidence of potential sustainability (project benefits sustained after withdrawal of external support), including possible replication and up-scaling of models of intervention used
 - Key elements of the INDUS model as proposed for further scaling up
 - Follow-up to the joint mid-term evaluation
17. Guidance for the aspects to be addressed can be obtained from the ILO established overall evaluation concerns such as validity of design, relevance, effectiveness, efficiency, causality, alternative strategies, unanticipated effects and sustainability. The evaluation should be carried out in adherence with the ILO Evaluation Policy and Strategic Framework; ILO Guidelines on evaluation, the UN System Evaluation Standards and Norms; OECD/DAC Criteria for Evaluating Development Assistance and OECD/DAC Evaluation Quality Standards.

IV. Methodology

18. The Final Evaluation will be conducted by a three person team of independent consultants nominated by the key stakeholders to the evaluation the GOI, USDOL and

ILO. For the team leader, the ILO IPECs evaluation section in Geneva short listed four consultants and circulated it to the GOI and USDOL for the selection of one of them. The evaluation team leader is thus a mutually agreed person by all three parties to conduct the joint final evaluation of the INDUS Project. The second team member has been nominated by GOI and reviewed by the USDOL and ILO. The third team member has been nominated by USDOL and reviewed by the GOI and ILO. All team members will work according to the principles of independent evaluations and be free of any link to or control of the specific programme or organisation being evaluated.

19. The team leader will be a highly qualified senior evaluation specialist with extensive experience from evaluations of this kind. S/he will have extensive experience of this type of work.

20. The evaluation will consist of

- A number of sub-studies to be carried out by local organizations or consultants to be identified by ILO/INDUS with the concurrence of ILO/IPEC DED. These studies will focus on documenting key elements of different aspects of the model and serve as appropriate input to the final evaluation.
- A series of meetings in-country, desk reviews and analysis of relevant reports and data related to the programme and its components,
- Interviews with key stakeholders at national, state level and district level
- Four state level stakeholder evaluation workshops
- Presentation of initial findings to provide immediate input to the follow up phase
- A final stakeholder evaluation workshop at the national level .

21. The topics for the sub-studies are

1. Mainstreaming child labour concerns and or INDUS project learnings, good practices and models in government policies, programmes and budgets
2. Institutional frameworks and co-ordination mechanisms on child labour at state and district level
3. Educational alternatives to children
 - Transitional education
 - Strengthening public education
4. Vocational skills training opportunities and their impact
5. Lessons in providing income generating opportunities to the families through convergence with government schemes and programmes
6. Migrant workers
7. Child Labour Monitoring System and Beneficiary Tracking System

22. Separate Terms of Reference for the sub-studies will be prepared by the project and reviewed and commented on by ILO/IPEC DED and the evaluation team to the extent possible.

23. The local consultants and organisations carrying out the sub-studies will be local experts without any prior direct involvement in the implementation of the activities covered by the sub-study.

24. The schedule for the sub-studies will to the extent possible be timed to provide initial findings for the first complete draft of the report of the final evaluation. Upon completion of all studies, the final report of the evaluation will be updated.
25. Separate TORs have been prepared for the stakeholder evaluation workshops at state level as part of the evaluation.
26. The following are the steps in the final process

Preparation for evaluation: drafting and agreement on the TORs; identification and selection of team members	By end of December 2008
Desk Review: Analysis of existing reports and data by evaluation team and initial programme for state level stakeholder evaluation workshops	Early January 2009
Implementation of Sub-studies (as per separate TORs)	July 2008—February 2009
In-country evaluation mission: initial round of consultation with key stakeholders, preparation of evaluation plan including links to the sub-studies and detailed programme and note for state level evaluation workshops; identify available data sources; field visits to selected areas by evaluator; further desk review and analysis, further interview with key stakeholders at relevant national and state level, participation in project activities scheduled in the period;	January 19-15 February, 2009
State level evaluation workshops	Last two week of January 2009
National Stakeholder Evaluation Workshop: presentation of preliminary findings and discussions on possible adjustment of strategies;	First week of February 2009
Final report: preparation of first complete draft including use of findings from sub-studies, comments by key stakeholders, preparation of final draft (one week for preparation of first draft, two weeks for comments and one week for preparation of second and final draft)	First draft by 16 February Final draft by 15 March 2009

27. The specific schedule for the evaluation will be determined through consultations. This will include the schedule for field visits.
28. The evaluation will use existing documentation from any established monitoring and evaluation systems of the various components as well as other relevant reporting, studies and material as considered appropriate by the team. Various stakeholders and managers of different components will prepare a list of these documents.

V. Expected Outputs

29. The expected outputs for the final evaluations are

- An evaluation work plan including a simple evaluation instrument that identifies the specific areas of data collection and questions to be addressed
- A background note and programme for stakeholder evaluation workshop
- A draft evaluation report for comments from key stakeholders
- A final evaluation report for submission to GOI-NSC, USDOL and ILO

30. The expected outputs for the sub-studies are

- Study plan
- Initial findings (possibly done as presentation to the stakeholder evaluation workshop or evaluator)
- Draft report for review by ILO/INDUS and ILO/IPEC-DED
- Final report of sub-study

31. The final evaluation report will contain

- Executive summary (of conclusions, recommendations and lessons learned)
- Introduction (background of the evaluation, analysis and assessment of the methodology used for the evaluation, including any limitations)
- Design (Relevance of the proposed strategy, process of development and design of the project, process of further development, revision and adjustment)
- Findings (implementation, efficiency, effectiveness, performance, unexpected effects, contribution to impact)
- Elements of models to be carried forward and key project legacies
- Evidence of sustainability and potential for up scaling and use of model
- Conclusions and recommendations, lessons learned and emerging good practices
- Annex (Itinerary, sources of information, and other technical annexes and relevant documents)

VI. Resources and Management

Resources

32. In line with the principles of joint evaluation these joint Terms of Reference will ensure a joint and independent evaluation process.

33. The breakdown of resources for the evaluation are:

- The evaluation funds in USDOL funded part of the INDUS project will cover the participation of the international lead evaluator nominated by all the three stakeholders (fees, international and national expenses)
- Local travel associated with the lead evaluator will be covered by evaluation funds in the USDOL funded part of the INDUS project.
- The cost of the GOI nominated evaluator will be borne by GOI funds for the programme framework
- The cost of the USDOL nominated evaluator will be borne by separate funds
- Sub studies will be funded from the USDOL funded part of INDUS Project
- The stakeholder evaluation workshops will be jointly funded.
- Any international participation by representatives of ILO or USDOL will be funded separately.

Management

34. As per the project document, it is proposed that the Design, Evaluation and Documentation section of ILO/IPEC, which operates as a professional evaluation function within ILO/IPEC independent of the management of ILO/IPEC, coordinates the process, including the preparation of the draft TORs, the management of the consultation process and the technical supervision of the evaluation team. There will be close consultation with designated focal points in USDOL and GOI.

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ANNEX 3: Mission Programme

**International Labour Organization - International Programme on the Elimination of Child Labour: Programme for Joint Final Evaluation of the INDUS Child Labour Project
January – February, 2009**

Step	Date	Place of activity	Activity/Remarks
<i>Preparation</i>			
Pre-travel work (1 week)	By January 16, 2009		Desk Review
<i>In India</i>			
Wednesday	January 17-18, 2009		Arrival in New Delhi
Thursday	January 19, 2009	SRO-New Delhi New Delhi	09:00-13:00 hrs: Consolidation meeting of Evaluation Team 14:00-17:30 hrs: Meeting with SRO/Project Staff
Friday	January 20, 2009	SRO-New Delhi	12.00 on wards Meeting with SRO/Project Staff
Weekend	January 21, 2009	SRO-New Delhi	09:00-13:00 hrs: Consolidation meeting of Evaluation Team 14:00-17:30 hrs: Meeting with SRO/Project Staff
	January 22, 2009	SRO-New Delhi	9:30-10:00- Meeting with SRO Director 10:30-11:30 hrs: In Country meeting with GOI in Mini-Committee Room, Shram Shakti Bhavan 12:00-14:00 – Meeting with Dr Suri, ICMA, sub-study consultant for Vocational Training Travel to Mumbai by 9W 362 (Dep: 17:25/Arr:19:20)
Monday	January 23, 2009	Mumbai	Stakeholders' meeting and individual consultations⁷⁰ for Maharashtra
Tuesday	January 24, 2009		Travel back from Mumbai by 9W 331 (Dep:0925/Arr:1125) 12:00 — Meeting with Dr. Sanjai Bhatt-Substudy

⁷⁰ The programme schedule would be designed in such a way that stakeholders meeting would be finished by 2pm and after lunch (2:30pm) individual consultations can take place.

Step	Date	Place of activity	Activity/Remarks
			consultant for Transitional Education
Wednesday	January 25, 2009		
	January 26, 2009 (Afternoon)		National Holiday
Tuesday	January 27, 2009	New Delhi	9:30-11:30: Meeting with Dr. Lakshmidhar Mishra -Sub-study on impact on policy changes 14:00-16:30-Meeting with consultant on sub-study on BTS-CLMIS Evening: Travel to Bhopal, Madhya Pradesh by 9W 737 (Dep:18:10/Arr:20:50)
	January 28, 2009	Bhopal –New Delhi	Stakeholders Meeting and individual consultations for Madhya Pradesh Travel back to Delhi by 9W 737 Dep:21:20/Arr:22:50
	January 29, 2009	Delhi-Lucknow	Travel to Lucknow by IC 411 Dep: 08:05/Arr:0900 Stakeholders Meeting and individual consultations for Uttar Pradesh
	January 30, 2009	Lucknow – New Delhi	Travel back to Delhi by IC 412 Dep: 10:00/Arr: 11:00 11:30-13:30: Meeting with Dr. R R Prasad, NIRD (sub-study consultant for Income Generation) 15:00-17:30: Stakeholders Meeting for Delhi
	January 31-, 2009		Desk work
	February 01, 2009 (Afternoon/Evening)		Travel to Chennai by 9W 829 Dep: 10:25/Arr:13:00
	February 02, 2009 Morning	Chennai - Virudhunagar	Travel and field visit to Virudhunagar and return to Chennai
	February 03, 2009	Chennai	Stakeholders Meeting and individual consultations for Tamil Nadu
	February 04, 2009 (Morning)	Chennai – New Delhi	Travel back to New Delhi by 9W 822 Dep:06:45/Arr:09:30.
	February 04, 2009 (Afternoon)	SRO-New Delhi	14:00-15:30: Meeting with Ms. Asha Das (sub-study consultant for Migrant Child

Step	Date	Place of activity	Activity/Remarks
			Labour) 15.30 – 17.30: Meeting with Dr. Jacob Tharu (Sub-study on Public Education)
Thursday	February 05, 2009	SRO-New Delhi	Preparation for National Stakeholder Evaluation Meeting
Friday	February 06, 2009	New Delhi	Preparation for National Stakeholder Evaluation Meeting
Weekend	February 7-8, 2009		
Monday	February 09, 2009	New Delhi	National Stakeholder Evaluation Meeting
Wednesday	February 12 2009	New Delhi	Meeting Planning commission Adviser Mrs Chandra
Thursday			Desk work
Friday	February 14,2009	SRO-New Delhi	Concluding meeting of Evaluation Team and SRO/ Project Team

ANNEX 4: Current ILO-IPEC Child Labour Projects in India

Table X: Summary of Current ILO-IPEC Child Labour Projects in India

	ANDHRA PRADESH	KARNATAKA	INDUS	CONVERGENCE
Full Title	Andhra Pradesh State Based Project for the Elimination of Child Labour	Targeting WFCL: combating child labour & economic exploitation among adolescents in Chamaraj Nagar & Bidar Districts of Karnataka	Preventing & Eliminating Child Labour in Identified Hazardous Sectors	Converging Against Child Labour: Support for India's Model
Budget				
Donors	DFID	Italian Government	GOI, USDOL	USDOL
Duration	3 years	3 years	4 years	3.5 years
Years	Oct 2004 - Sept 07	Aug 2005 - July 08	Oct 2004 – Dec 08	Oct 2008 – March 12
State(s)	Andhra Pradesh	Karnataka	Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh	Bihar, Gujarat, Jharkhand, Madhya Pradesh, Orissa
Districts	Hyderabad, Kurnool, Mahabubnagar	Chamaraj Nagar & Bidar	5 Districts in each State & NCT Delhi	Sithamari & Katiyar; Vadodara & Surat; Sahibgani & Ranchi; Jabalpur & Ujjain; Cuttack & Kalahandi
Beneficiaries			103,152	Target 19,000 direct 29,000 indirect

ANNEX 5: Chronological record of national legislation on child labour

YEAR	LEGISLATION
1948	Factories Act: prohibits employment of children under 14 years in all factories
1949	Constitution of India (and amendments to 2007): Article 24: no children below the age of 14 years shall be employed to work in any factory or mine or engaged in hazardous employment Article 45: provision for free and compulsory education for children – the State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of 14 years
1951	Plantations Labour Act: prohibits the employment of children under 14 years in plantations
1952	Mines Act: prohibits employment of children under 18 years in underground mines and children under 16 years in open cast mines
1958	The Merchant Shipping Act: prohibits children under 15 years to be engaged in work of any capacity in any ship, except in certain specified cases
1961	The Motor Transport Worker Act: prohibits the employment of children under 15 years in any motor transport undertaking
1961	The Apprentices Act: prohibits the apprenticeship/training of a person less than 14 years
1966	The Bidi and Cigar Workers (Conditions of Employment) Act: prohibits the employment of children under 14 years in any industrial premises manufacturing /bidis or cigars; and prohibits persons between 14-18 years to work at night between 7pm and 6am
1986	The Child Labour (Prohibition and Regulation) Act: prohibits employment of children under 14 years in hazardous occupations and processes, listed in the schedule to the Act
	Various State Legislation relating to shops and establishments: prohibit employment of children under 14 years in shops and commercial establishments
2005	Right to Education Bill (draft): the right to free and compulsory education to all children of 6-14 years 86th Constitution Amendment Act, Article 21A: every child between 6-14 years has the right to free and compulsory education The State shall ensure a school in every child's neighbourhood; every school shall conform to certain minimum standards defined in the Bill Government schools shall provide free education to all admitted children; private schools shall admit at least 25% children from weaker sections; no fees shall be charged to these children Government schools will be managed by School Management Committees, mostly composed of parents; teachers will be assigned to a particular school; there will be no transfers The National Commission for Elementary Education shall be constituted to monitor all aspects of elementary education including quality

Source: ILO-IPEC, Training Module for Teachers on Child Labour: Trainee Reference Material, 2007